

Schools' Provision for International Students (February 2011)

International education is socially and economically important to New Zealand.

In July 2010 international (fee paying) students comprised 1.3 percent of the New Zealand school population. This report includes the findings of ERO's evaluation of 93 schools' provisions for international students.

The evaluation looked at four aspects of international education (schools' self review, pastoral care, quality of education and social integration) and concluded that most schools were highly effective or generally effective in all four aspects.

Overview

International education is socially and economically important to New Zealand. The Ministry of Education publication, *The International Education Agenda, A Strategy for 2007-2012* ^[1] provides a framework for international education providers, including schools, and identifies priority areas for government action. Goal 2 of the strategy and its key outcomes are the most relevant for New Zealand schools in relation to their enrolment of international students:

Goal 2: international students are enriched by their education and living experiences in New Zealand:

- international students are welcomed, receive effective orientation guidance, exemplary pastoral care, and learning support
- international students succeed academically and increasingly choose to continue their studies in New Zealand
- international students are well integrated into our educational institutions and communities.

The Code of Practice for the Pastoral Care of International Students Revised 2010 ^[2] (the Code) provides regulatory guidance to schools enrolling international students.

On July 1 2010, there were 9,661 international students enrolled at 580 New Zealand schools. ERO's evaluation of schools' provisions for international students is based on 93 of these schools that had an ERO review between November 2009 and October 2010.

ERO evaluated four aspects of international education:

- schools' self review
- pastoral care
- quality of education
- social integration.

ERO found that most schools were highly effective or generally effective in all four aspects, with schools' self review being the weakest. Almost all schools were compliant with the Code at the time of their review.

Where provision for international students was limited or not effective, this often related to a lack of guiding policies and procedures, and ineffective self review.

While most schools were reviewing their provision, this remained the weakest area. Fifteen percent of schools were neither effectively reviewing their provision for international students, and the achievement and progress of these students, nor were they reporting on this to their board and the Ministry of Education.

[1]

Ministry of Education. (2007) The International Education Agenda, A Strategy for 2007-2012, Wellington. Author.

[2]

Ministry of Education. (2010) Code of Practice for the Pastoral Care of International Students Revised 2010. Wellington. Author.

Next steps

ERO recommends that schools with international students:

- undertake effective self review based on a range of analysed information about international students' welfare, academic progress, and social integration
- regularly report on the results of their self review to their board of trustees and the Ministry of Education.

ERO recommends that the Ministry of Education continues to work with schools to develop appropriate expectations for reporting the results of schools' self review related to international students.

Introduction

On 1 July 2010, there were 9,661 international students enrolled in 580 New Zealand schools. [3] The education of these students is of significance to New Zealand's economy and relationships with other countries. International students are entitled to receive high quality care while studying in New Zealand.

In July 2010 these international (fee paying) students comprised 1.3 percent of the New Zealand school population. [4] Most came from Asia (89 percent), with the majority from South Korea, China, and Japan. Half of New Zealand's international students attended school in the Auckland region. The region with the next highest proportion of international students was Canterbury with 17 percent.

Strategic environment for international education in New Zealand

The Ministry of Education publication, *The International Education Agenda, A Strategy for 2007-2012* provides a framework for international education providers, including schools, and identifies priority areas for government action. It identifies four goals for international education.

- Goal 1: New Zealand students are equipped to thrive in an inter-connected world.
- Goal 2: international students are enriched by their education and living experiences in New Zealand.
- Goal 3: domestic education providers are strengthened, academically and financially, through international linkages.
- Goal 4: New Zealand receives wider economic and social benefits.

Goal 2 and its key outcomes are the most relevant for New Zealand schools. These outcomes are:

- international students are welcomed, receive effective orientation guidance, exemplary pastoral care, and learning support
- international students succeed academically and increasingly choose to continue their studies in New Zealand
- international students are well integrated into our educational institutions and communities.

International education is socially and economically important to New Zealand. The international education sector generates revenue for New Zealand's educational institutions and their communities, contributing more than \$2 billion annually to the New Zealand

economy. ^[5] Other social benefits identified include:

- social and cultural gains through learning about other cultures and perspectives and developing skills for cross-cultural contexts
- enhancing teaching and learning programmes
- professional development for teachers through international links and greater confidence in cross-cultural teaching
- raising educational standards through exposure to international thinking.

The regulatory environment for the pastoral care of international students

The Code of Practice for the Pastoral Care of International Students Revised 2010 focuses on student needs according to the age of the students, their degree of independence, and other factors influencing their pastoral care needs. The Code gives guidelines on:

- marketing, recruitment, and enrolment of international students
- contractual and financial responsibilities of recruitment and accommodation agents
- welfare services to be provided to international students
- accommodation services and procedures for international students
- grievance procedures for international students
- application, monitoring, and administration of the Code.

The Code was established under section 238F of the Education Act 1989. The Act (section 238E) requires that to enrol international students a provider must be a signatory to the Code.

ERO's reporting on schools' provision for international students

ERO has published four previous reports about international students, the first three between 2003 and 2005, and the latest in 2008. ERO has also provided updates to the Ministry of Education in 2006 and 2007.

ERO's previous reports showed that over time schools have become more aware of their responsibilities under the Code, and that more are fully compliant with the Code. In the past, ERO had concerns about the pastoral care, in particular the accommodation, of young (Years 7 and 8) and very young (Years 1 to 6) international students, but this has become less of a concern. In its 2008 report, ERO noted that in the 2005/06 year, 18 of the 100 schools that enrolled students in Years 1 to 6 had international students who were not living with a parent or legal guardian. In 2006/07, this had reduced to two schools, and in 2007/08, three schools.

In 2008, ERO continued to review schools' compliance with the Code, but also evaluated the quality of English language support. Overall, international students were well cared for and received good English language support. ERO noted some improvements for some schools including:

- cross-cultural training for staff
- reporting and review as required by the Code
- reporting to the board about the provision of English language support.

ERO's evaluation framework

From Term 4 2009, ERO based its evaluation of the provision of education for international students on the Government's strategy for international education.

ERO sought evidence for, and made judgments about, four evaluative questions.

- How effectively is the school reviewing its provision for international students?
- What is the quality of pastoral care received by international students?
- What is the quality of education across the curriculum received by international students?
- To what extent are international students involved in and integrated into the school community?

[3]

Data provided by Education Counts www.educationcounts.govt.nz.

[4]

All data in this section provided by Education Counts www.educationcounts.govt.nz.

[5]

Ministry of Education, The Economic Impact of Export Education, June 2008. See <http://www.educationcounts.govt.nz/publications/international/35324/35364>

Findings

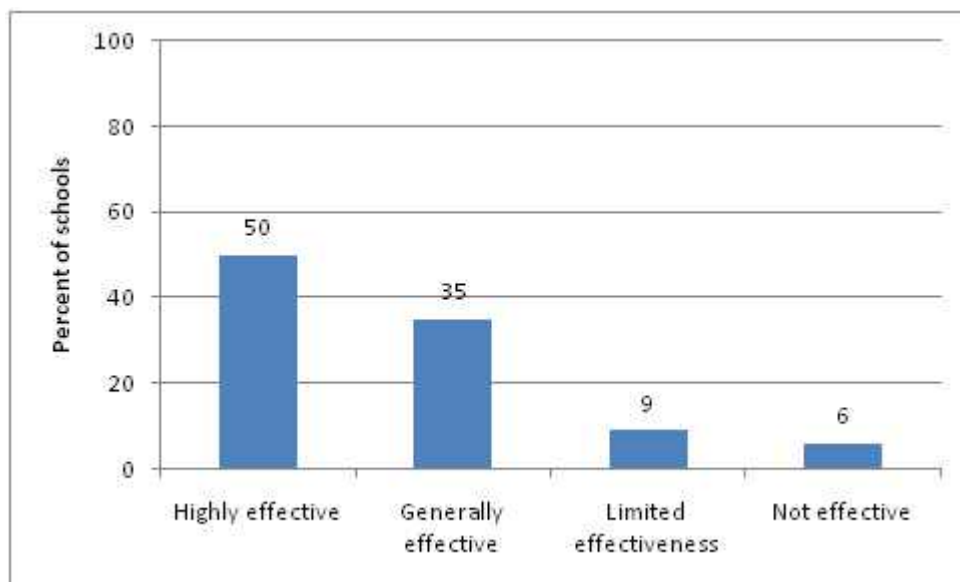
The information for this evaluation was gathered during regular ERO reviews of 93 schools. All these schools were signatories to the Code. The findings are not separated into primary and secondary, as there were no statistically significant differences between the two groups.

[6]

School reviewing

ERO evaluated how effectively schools undertook self review of their provision for international students. Figure 1 shows that half of the schools were highly effective and just over a third were generally effective. In 15 percent of schools, self review was limited or not effective.

Figure 1: School reviewing



School self review in 85 percent of schools was generally or highly effective. These schools regularly reviewed their teaching practice, learning programmes, achievement, progress, and outcomes for international students. Policies, procedures, and practices related to pastoral care were also reviewed to ensure Code requirements were met. These schools implemented subsequent changes or improvements highlighted by self review. Schools that were highly effective regularly reported selfreview findings to the board. In these schools, self review was well documented and involved the senior management team, rather than the responsibility falling to one or two people.

Self review in the remaining 15 percent of schools was limited or very poor. The least effective schools had no evaluation of policies or practices for the provision of care or education, and little or no review of student achievement. When self review was undertaken, it was not based

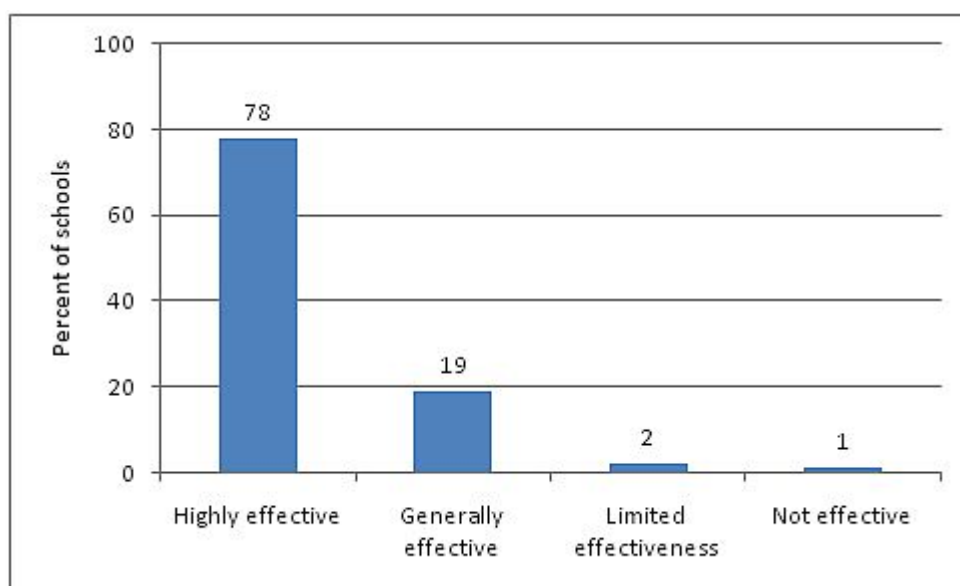
on reliable or valid data. In schools with limited self review, there was no differentiation for reviewing the provisions for international students, and reporting was often limited to reporting to the Ministry of Education as required by the Code. However, this reporting was based on questionable data that was not comprehensively analysed.

ERO found statistical relationships between poor school self review and poor pastoral care, and also with the quality of education for international students. ^[7] These relationships were statistically significant.

Pastoral care

ERO evaluated the quality of pastoral care for international students. Figure 2 shows that 78 percent of schools were highly effective and 19 percent were generally effective. Only three percent of schools provided limited or ineffective pastoral care.

Figure 2: Pastoral care



Almost all schools (97 percent) had effective pastoral care for international students. These schools followed well-documented pastoral care processes. Students knew who to approach with concerns, and both formal and informal meetings were recorded. Where pastoral care was highly effective, schools had practices in place that exceeded the requirements of the Code. These included:

- an extensive network of proactive staff, including both male and female staff members, for students to approach
- trained counsellors whose culture reflected that of international students in the school

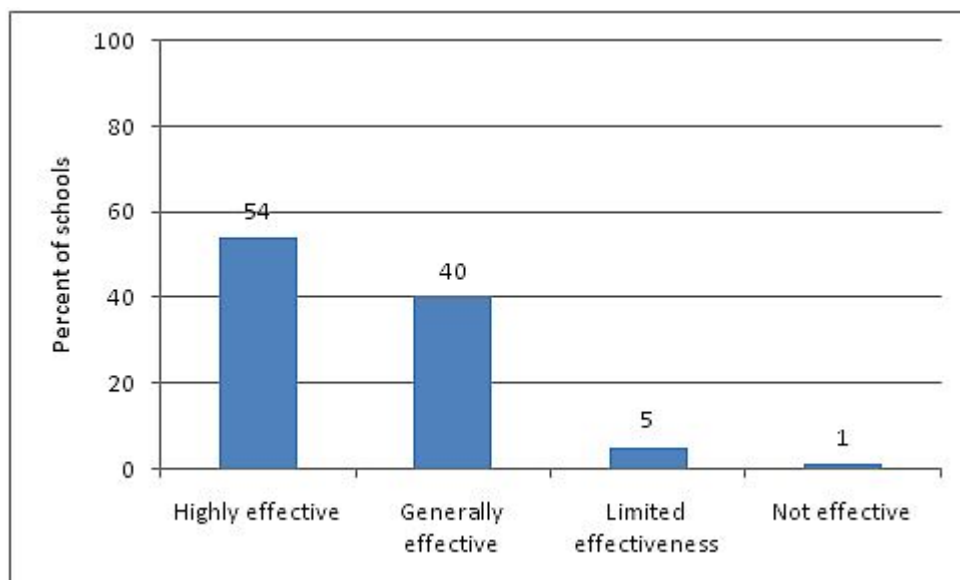
- good relationships with parents and homestay providers
- an international students "form group" that met each day, with a negotiated move to a mainstream "form group"
- international students keeping a "Care Diary" where staff also recorded any actions taken
- developing handbooks about various aspects of school life, for example "How NCEA works".

In two primary schools pastoral care systems were limited, and in one secondary school pastoral care was not effective. These schools had poor or non-existent systems for reviewing and reporting pastoral care. Staff did not meet regularly with international students to discuss their wellbeing and accommodation. In one primary school, the students were unsure of whom to approach with any concerns.

Quality of education

ERO evaluated the quality of education received by international students. Figure 3 shows that just over half of schools provided a highly effective education programme, while another 40 percent were generally effective. Six percent of schools offered an education programme that was limited or not effective.

Figure 3: Quality of education



The quality of education received by international students was effective in 94 percent of schools. Staff at these schools undertook diagnostic assessment to determine international students' abilities and needs before preparing learning programmes. Achievement and progress was monitored on an ongoing basis through regular testing and evaluation of results.

Learning programmes included appropriate ESOL ^[8] instruction, including scheduled and voluntary before school sessions. ESOL and mainstream classroom teachers liaised to support programme continuity.

Some schools with high quality education for international students had Personal Development Plans for these students, and provided first language classes at the school outside of school hours. In secondary schools, ESOL classes were provided from Foundation level to NCEA ^[9] Level 2, with an emphasis on international students gaining NCEA credits, particularly in literacy.

Teachers in some schools needed cross-cultural training to help them adapt their teaching strategies. However, in other schools, senior management teams worked with teachers to thoroughly plan and implement a teaching pedagogy suited to the predominant Asian cultures of their international students.

Parents of international students at these schools were well informed about their child's achievement and progress through email and eportfolios. Parents living with their children in New Zealand had regular contact with school staff about achievement and progress through formal and informal conversations.

The quality of education in five percent of schools was limited. Either there was little or no diagnostic assessment to determine the level and type of support needed, or the use of the assessment data was poor as it was not collated or analysed. In some schools, students' progress was assessed using regular classroom assessment which was not always appropriate.

Some primary schools placed international students in mainstream classes with little or no ESOL support. One secondary school had a poor rationale for course placements for international students. NCEA credits for ESOL programmes were unit standard based, meaning students could not reach the literacy requirements needed for tertiary study.

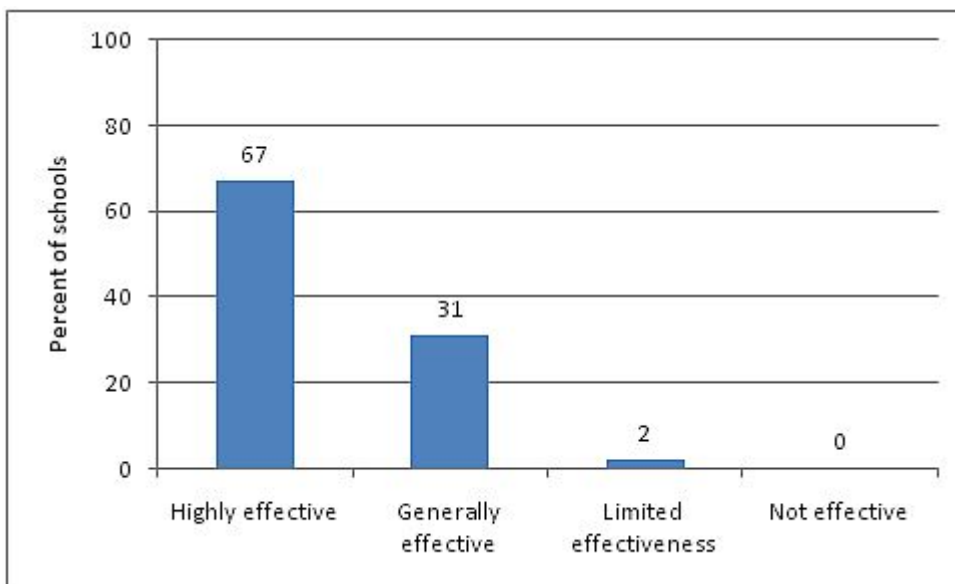
Teachers in mainstream classes at these schools had not received cross-cultural training to support the international students in their class. ERO also found that ESOL resources were not readily available to international students in mainstream classes, or the available resources were out of date.

In one school, the quality of education for international students was not effective. This school had no collated documents to show how well international students were achieving. The school did not seek any feedback from parents of international students to see if they understood reports and were satisfied with their child's progress.

Social integration

ERO evaluated how well international students were involved in and integrated into the school community. Figure 4 shows that two-thirds of schools were highly effective, and a further 31 percent were generally effective. Two percent of schools had limited effectiveness and none were rated as not effective.

Figure 4: Social integration



At the two-thirds of schools where the social integration of international students was effective, schools had developed a range of strategies to integrate international students.

These were most commonly through sport, performing arts, EOTC ^[10] including school camps, cultural activities such as sharing food, music and dance, buddying with New Zealand students, international students' assemblies, leadership opportunities, and celebrating success. Many primary schools reported that students' integration also depended on their parents' proficiency in English.

ERO also found other high quality practices that enhanced international students' social integration. These included:

- developing specific links between the school and community groups
- using church activities at church-based schools
- establishing an international student committee to contribute to decisions in the school and organise special events and assemblies
- using whānau house systems

- emphasising a service component in the school curriculum
- celebrating diversity and difference amongst the school community.

In two secondary schools, social integration of international students was limited. There were no policies or practices relating to transitions, and international students at these schools reported that they had few New Zealand friends. ERO observed that the students were socially isolated in class.

Non-compliance with the Code

ERO found that at the time of their review four schools did not comply with the Code. ^[11] These schools were all from main urban areas. While their non-compliance did not necessarily make them less effective in the four key evaluative aspects that ERO reviewed, three of the four schools needed to improve their self review.

One school, a medium decile, contributing primary had only one noncompliance relating to the information and documentation (such as visas and passports) they must hold about international students. However, overall this school was generally effective in their self review, and highly effective in the three other aspects of the evaluation.

Another contributing primary (medium decile) had seven noncompliances. These were related to the provision of support services, the information and documentation they must hold about international students, pastoral care for students in Years 1 to 6, and student access to, documentation, implementation, and display of grievance procedures. While this school was generally effective in the social integration of their international students, they had limited effectiveness in the other three aspects of the evaluation.

The remaining primary (full) school (high decile) had four noncompliances. These were with certain aspects of their pastoral care for students in Years 1 to 6 (provision of first language counselling for international students and cross-cultural training for staff), accommodation for Years 7 and 8 students, homestay selection, and police vetting of accommodation providers. This school was also generally effective in the social integration of their international students, but had limited effectiveness in the other three aspects of the evaluation.

The fourth school was a low decile Year 9 to 13 secondary school. This school had 14 noncompliances. Four of these were to do with student welfare: tailored support services, the information and documentation they must hold about international students, communication arrangements with parents, and support for students with additional needs. Eight of the noncompliances were to do with accommodation provision: accommodation provision for students aged under 18 years and over 18 years, regularly meeting with homestay students, visiting homestay accommodation, ensuring indemnity documents for designated caregivers

and regularly visiting, ensuring boarding establishments are suitable as designated caregivers, approving designated caregivers for students aged 13 years and under. The school was also not displaying grievance procedures. The final noncompliance related to monitoring and reporting: the school was not reviewing and recording their compliance with the Code. This school had limited effectiveness in the social integration of their international students, and was not effective in the three other aspects of the evaluation.

[6]

The differences between primary and secondary schools were checked for significance using a MannWhitney test. The level of statistical significance for all statistical tests in this report was $p < 0.05$.

[7]

Correlations between the effectiveness of schools' self review and pastoral care or quality of education was tested using a Spearman rank coefficient test.

[8]

English as a Second or Other Language

[9]

New Zealand's National Certificates of Educational Achievement (NCEA) are national qualifications for senior secondary school students.

[10]

Education Outside The Classroom

[11]

The non-compliances are based on the sections of the previous Code (December 2003) under which these schools were reviewed.

Next steps

Almost all schools included in this evaluation provided good quality pastoral care and education, and international students were socially integrated into their host school and community. Similarly, almost all schools complied with the Code at the time of their review.

Where provision for international students was limited or not effective, this often related to a lack of guiding policies and procedures, and ineffective self review.

While most schools were reviewing their provision, this remained the weakest area. Fifteen percent of schools were neither effectively reviewing their provision for international students, and the achievement and progress of these students, nor were they reporting on this to their board and the Ministry of Education.

ERO recommends that schools with international students:

- undertake effective self review based on a range of analysed information about international students' welfare, academic progress, and social integration
- regularly report on the results of their self review to their board of trustees and the Ministry of Education.

ERO recommends that the Ministry of Education continues to work with schools to develop appropriate expectations for reporting the results of schools' self review related to international students.

Appendix One: Methodology

Sample

This evaluation is based on the 93 schools with international students that had a regular ERO review between November 2009 and October 2010. The 93 schools are from a variety of school types, as shown in Figure 5.

Figure 5: Types of Schools in Sample

School Type	Number of schools in sample	Percentage of schools in sample	National percentage of schools with international students ^[12]
Contributing primary (Y1-6)	16	17%	21%
Full primary (Y1-8)	15	16%	15%
Intermediate (Y7-8)	13	14%	11%
Composite (Y1-15)	6	7%	6%
Restricted composite (Y7-10)	2	2%	<1%
Secondary (Y7-15)	15	16%	12%
Secondary (Y9-15)	26	28%	35%
Total	93	100%	100%

The sample is representative of national figures for schools with international students enrolled. Any differences are not statistically significant. ^[13]

Data collection

For each school, ERO considered information from a variety of sources including:

- documentation provided by the school
- ERO's Board Assurance Statement and Self-Audit Checklist.

During the review, ERO had discussions with:

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- members of the board
- the principal and school managers
- staff with responsibility for the pastoral care of international students
- staff with responsibility for the accommodation provision for international students
- staff with responsibility for teaching international students
- accommodation caregivers
- international students
- any other people considered to be appropriate.

[12]

The national percentage of each school type is based on the total population of schools with international students enrolled as at September 2010.

[13]

The differences between observed and expected values were tested using a Chi square test.

Appendix Two: Self review questions for your school

1. How effectively is our school reviewing its provision for international students?

- we monitor compliance with the Code effectively to ensure all requirements are met
- we report annually to the Ministry of Education on the results of our self review
- our BOT receives annual reports based on self review and strategic planning of the international programme
- our review process is based on analysis of a range of information about students' welfare, academic progress, and social integration.

2. What is the quality of pastoral care received by our international students?

- our international students receive appropriate support services from a person or persons designated with the pastoral care responsibility for international students
- our international students are welcomed and given effective orientation advice
- our international students' accommodation and pastoral needs are regularly monitored and met.

3. What is the quality of education across the curriculum received by our international students?

- our international students are accurately assessed on entry, placed in appropriate courses and classes, and experience high quality teaching
- our international students receive appropriate levels of support with the English language, whether it is in ESOL classes, withdrawal or in-class support
- our international students are regularly assessed and receive useful feedback about their progress across the curriculum
- our international students make expected rates of progress in academic studies, and achieve their learning goals
- our international senior students achieve qualifications in the National Qualifications Framework (NQF) and other qualifications, for example, International English Language Testing System (IELTS)
- our international students make successful transitions to post-secondary programmes, or further education and training
- our staff have professional learning and development in teaching speakers of other languages.

4 To what extent are our international students involved in, and integrated into, our school community?

- our international students are involved in school activities, enjoy their New Zealand schooling experience and make New Zealand friends
- our international students share aspects of their own cultural backgrounds with other students at the school
- our international students take part in activities in the local community
- our international students have leadership opportunities
- our New Zealand students and staff demonstrate cross-cultural awareness.

Appendix Three: Definitions

International students

For the purpose of this report, 'international students' are students who are enrolled by a provider, and who, in relation to the provider, are foreign students as defined in the Education Act, 1989 (Section 2 or 159, whichever is applicable). These students have entered New Zealand for the purpose of study (in Years 1 to 15) and do not have a right to an automatic place in a New Zealand school.

Boarding establishment

'Boarding establishment' means:

- a school hostel or other hostel that provides boarding accommodation; or
- accommodation provided to an international student in the residence of a family or household where five or more international students are accommodated.

Designated caregiver

A 'designated caregiver' is a relative or close family friend designated in writing by the parents of an international student as the caregiver and accommodation provider for that student. It does not include a boarding establishment owner, manager, or employee.

Homestay

'Homestay' means accommodation provided to an international student in the residence of a family or household where no more than four international students are accommodated.

Legal guardian

A "legal guardian" is a person with the legal right and responsibility to provide for the care of an international student and is appointed by a New Zealand or foreign court. The legal guardian must usually provide for the care of the student in the student's home country.

Residential caregiver

'Residential caregiver' means:

- homestay carer
- boarding establishment manager or other person responsible for the care of international students in a boarding establishment
- designated caregiver; or
- in the case of temporary accommodation, a supervisor.

Temporary accommodation

'Temporary accommodation' includes a motel, hotel, hostel, lodge, or other tourist accommodation.