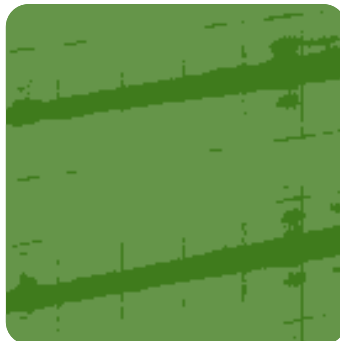
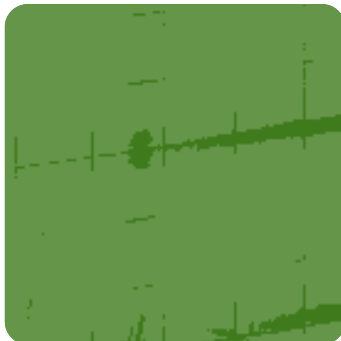
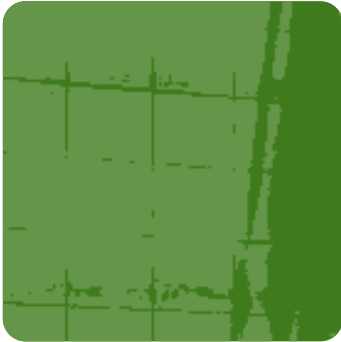
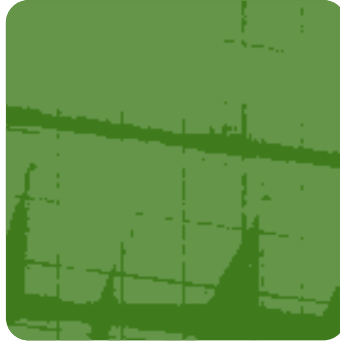
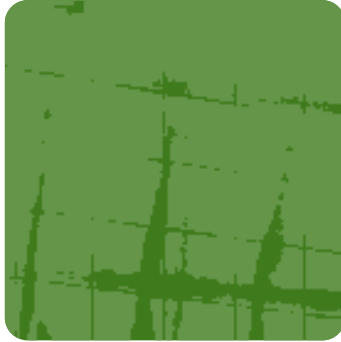
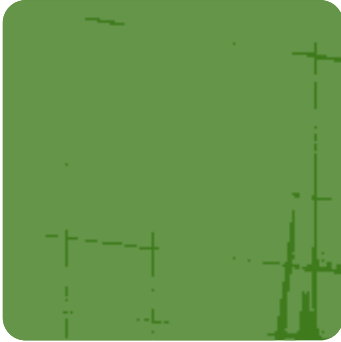


THE ADULT ESOL STRATEGY



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Minister's Foreword

New Zealand is a migrant nation. Each of us, or one of our forebears, made a journey to make Aotearoa/New Zealand home – by waka, by ship or by plane. The journey is our common heritage and one of the foundation stones of our nation.

New Zealand has two official languages, Māori and English. However it is English that is predominant in everyday use and is essential for participation in New Zealand society. Adult English for Speakers of Other Languages (ESOL) is an integral part in the settlement and resettlement process for people from non-English-speaking backgrounds.

The demand for adult ESOL keeps growing, with census figures indicating that around 50,000 adults living in New Zealand do not speak English. On top of this, it is estimated that there are around 200,000-210,000 adults who can speak English, but not as well as they could.

The government developed a consultation document, *Towards a Strategy for Adult ESOL provision in New Zealand*, which was sent to people with an interest in

adult ESOL in August 2002. This paper outlined issues with current provision, suggested a vision, and put forward some ideas around what would be needed in a strategy. Through talking with people around the country, we have identified that although there is excellent adult ESOL provision available to learners, there is room for improvement.

Like all good strategies, it begins with problem definition, followed by the vision, the principles and some targets which, although modest, are achievable first steps towards the goal of all New Zealand residents from non-English-speaking backgrounds participating in all aspects of life in New Zealand.



Hon Lianne Dalziel
Associate Minister of Education

Why do we need an Adult ESOL Strategy?

There are currently a significant number of adult New Zealand permanent residents who face barriers to participation in New Zealand's society and economy, due to their lack of English language skills. People who lack these skills are at a serious disadvantage in terms of finding and retaining employment, acting as advocates for their communities, accessing information and services, and assisting in their children's educational achievement. This causes hardship for the individuals, who are unable to participate to their full potential, as well as disadvantaging society as a whole, which misses out on the skills brought to the country by these migrants.

Census 2001 figures indicate that a higher percentage of non-English-speaking adults are unemployed compared with the general population, and those who are in work earn significantly less than the average wage, regardless of their qualifications. In addition, qualified migrants from non-English-speaking backgrounds have lower levels of employment, and when employed, earn significantly less than similarly qualified migrants from English-speaking backgrounds. Therefore, gaining English language skills is a key to effective participation in the New Zealand economy.

Furthermore, New Zealand has an international obligation when it takes on refugees to assist with their successful resettlement. For migrants and refugees from non-English-speaking backgrounds, learning English is a vital step in enabling them to participate in New Zealand society. This requires access to high quality ESOL provision that is responsive to learner needs.

There are a number of government-funded adult ESOL programmes accessed by refugees and migrants. It is clear, however, that the range of programmes available could be improved to deliver the best possible outcomes, both for individual learners, and for the government. In

particular, there appears to be excess demand, issues with the quality of some provision, and barriers to access. Changes to the way adult ESOL is administered, funded and delivered are needed in order to ensure that:

- learners are accessing adult ESOL provision appropriate to their needs; and
- the government can be sure that learning gains are being made.

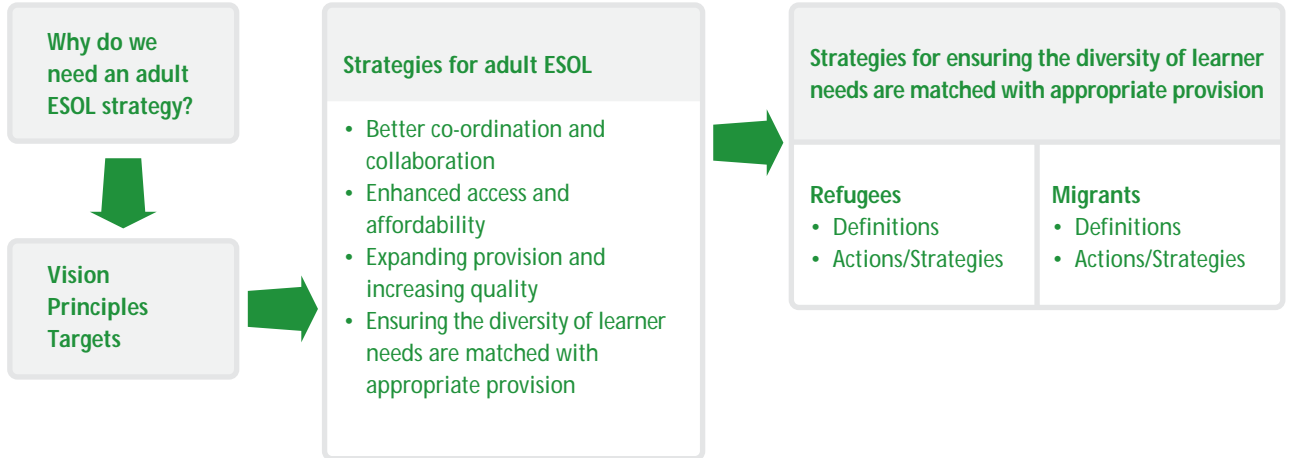
A strategy is needed to co-ordinate the government's approach to adult ESOL, so that the investment in adult ESOL provision is used in ways which best meet the needs of learners, the economy and the wider community.

Vision

Migrants and refugees bring to New Zealand a diversity of skills, cultural practices and understandings, which enrich us as a multicultural society. In order for us to make the most of the opportunities brought to New Zealand through immigration, there need to be systems in place to ensure that new residents can resettle successfully and quickly in their new location, and participate in all aspects of New Zealand society. A critical part of the settlement process for migrants and the resettlement process for refugees who come from non-English-speaking backgrounds is undertaking to learn English as a Second language (ESOL). The vision, therefore, for the Adult ESOL Strategy is that:

All New Zealand residents from non-English-speaking backgrounds have opportunities to gain English language skills so they can participate in all aspects of life in New Zealand, whether in the workplace, further education, family or the community.

Adult ESOL Strategy



Principles

The key principles to be used for guiding adult ESOL provision in the future are:

- *the development and provision of adult ESOL is learner-centred, and based on partnerships with migrant/refugee communities*
- *adult ESOL provision is aligned to, and an integral part of, migrant settlement and refugee resettlement processes*
- *adult ESOL provision recognises and values the cultures of learners*
- *adult ESOL provision supports and creates pathways to further learning and/or employment*
- *adult ESOL provision is of a high quality, is easy to access, is affordable and encourages participation and achievement.*

Targets

This Strategy has a long-term focus, and will therefore have a stepped implementation. The first steps and priorities for the Strategy have been outlined at the end of this document, and these will be implemented over three years. Once these initiatives have been evaluated, this information will be used to design further steps to meet the Strategy's vision. Below are some targets which will be a guide in determining the success of the Strategy.

1. The population of people with no English language skills (around 50,000) will be reduced by half by 2012.
2. All unemployed job-seekers, with no English language skills, including refugees, will have opportunities to access a place on an adult ESOL programme within six weeks of assessment by 2006.
3. Other adult refugees with ESOL needs will not wait more than six months to have the opportunity to access an ESOL programme by 2006.
4. Pacific and ethnic communities will be engaged in processes to ensure the needs of ESOL learners from their groups are met effectively.
5. A process for measurement of learner gains is developed and tested, and built into quality processes that allows for expanding high-quality provision by 2006.

Background

For the purposes of the Strategy, the group that are the focus of discussion are intending or approved adult New Zealand residents. These include migrants and refugees, whose first language is not English, and who need to develop skills in listening, speaking, reading and writing English.¹

Though English as a foreign language (EFL) for international students is an area that is related to ESOL for residents, the concerns of these learners are not extensively covered in this document, as there are other policies that cover this area of education.² It may be possible, however, to leverage off EFL providers in order to increase availability of adult ESOL provision, and to staircase into tertiary education opportunities.

There are a number of different terms used to describe English for Speakers of Other Languages. English as a foreign language is generally used for foreign fee-paying students. English for academic purposes (EAP) is often used by tertiary education institutions (TEIs) for establishing whether learners' English is sufficient to participate in mainstream tertiary study. Another term that is often used to describe the type of learning examined in this document is English as an additional language (EAL). For the purposes of the Strategy, English for Speakers of Other Languages (ESOL) is used, as it is a term widely recognised and used in a number of English-speaking countries, is used for data collection purposes, and is used in the New Zealand compulsory education system.

Demographics

On Census night 2001, 50,700 New Zealand adult residents identified that they did not speak English well enough to carry on a basic conversation about everyday things. Comparisons with residents who do speak English show that a lack of English language skills put them at a serious disadvantage in terms of participation in the workforce, and the wages they are able to earn, regardless of their qualifications.³

Over half of New Zealand's non-English speakers were born in Asian countries, with the largest single group of non-English speakers coming from China. High numbers of other non-English-speaking adults also come from Samoa, Korea, India and Tonga. Over 90 percent live in the North Island, with 65.6 percent of the non-English-speaking population living in the Auckland region.

In addition to non-English language speakers, there are a large number of New Zealanders from non-English-speaking backgrounds whose English language skills limit their participation in New Zealand society. It is estimated that there may be an additional 200,000–210,000 adults from non-English speaking backgrounds who can speak English, but with less than adequate levels of literacy.⁴

Current Provision

Current adult ESOL provision varies tremendously, with courses ranging in length, numbers of learners and intended outcomes. The nature of provision also differs according to the context within which learning takes place, the level of English proficiency being provided for, whether the provider targets refugees, and the conditions placed on funding.

As well as informal learning through volunteer tutors (around 3,000 in 2001), it is estimated that there are around 10,000 ESOL learners each year in a range of formal classes, including:

- Equivalent Full-Time Student (EFTS) funded courses in Tertiary Education Institutions (approx 3,000 learners in 2001)
- Adult and Community Education (ACE) – partially/fully subsidised (approx 5,000 learners a year)
- Training Opportunities and Youth Training (TO/YT) – fully funded (approx 1,300 learners in 2001)
- Ministry of Social Development programmes – fully funded (approx 1,000 participants in 2001/02)

¹ *Breaking the Language Barriers: The report of the working group on English for speakers of other languages (ESOL), 2001.*

² Including in the Export Education Strategy, prepared by the Ministry of Education and released in August 2001, and the Code of Practice for the Pastoral Care of International Students, which was gazetted on 13 December 2001.

³ For more demographic information, see Appendix 1.

⁴ This estimate is based on the number of NZ residents born in countries where English is not the first language coupled with the results from the 1996 International Adult Literacy Survey, which showed that over 70% of New Zealand residents with a first language other than English are at the lowest levels (1 and 2) of literacy.

- English for Migrants Programme – migrants prepay (1,050 students participating in March 2002).

The wider context for adult ESOL

This Strategy is primarily about adult ESOL provision, and potential adult ESOL learners. It is important, however, to note some of the broader contextual issues that have an impact upon teaching and learning.

The Treaty of Waitangi is the founding document of Aotearoa/New Zealand. It is important that upon arrival, migrants and refugees are able to reflect upon the bi-cultural message that the Treaty provides and are given the opportunity (perhaps in some cases, through adult ESOL programmes) to learn about Te Tiriti, Te Reo Māori and Tikanga Māori.

New Zealand residents identified as being from a non-English-speaking background include over 200 ethnicities. In order to represent the diverse interests of ethnic communities in the Strategy, a couple of key sources have been identified as guides. The 2001 *Vibrant Voices and Visions for Ethnic New Zealand* conference identified a number of key principles, policy development issues, and some important implications for nation-building. Employment was highlighted as key for successful participation in New Zealand society. English language proficiency was identified as an essential skill, with ESOL programmes needing to be effectively targeted and resourced.

The Office of Ethnic Affairs developed a resource in 2002, *Ethnic Perspectives in Policy*, which has its main themes around visibility, acceptance, participation and access. It proposes that, in terms of adult ESOL, “English language programmes are targeted to meet the needs of people with different levels and types of language.”

Pacific peoples make up around a quarter of the adult population in New Zealand with English language needs, and their experiences in New Zealand are often distinct from those of other ethnic communities. The *Pasifika Education Plan* (Ministry of Education, 2001) identifies some areas of focus which are relevant to adult ESOL. These include improving Pacific adults’ literacy, and improving their access to community education and vocational education.

When the English language barrier is removed, it significantly increases a person’s ability to participate in

New Zealand’s economy and society. There are also, however, wider settlement and resettlement issues that have an impact upon migrants’ and refugees’ ability to settle. These include employer prejudice, as well as some similar resistance in the wider community. Although these issues cannot be totally addressed by the Adult ESOL Strategy, it is important that they are noted as areas of concern. It may be that by building up collaborative relationships that include the business community, we may go a considerable way in removing barriers.

While ESOL is an effective tool for encouraging participation in New Zealand society, it is recognised in the Strategy that this should not happen at the expense of learners’ inheritance, culture and language. Rather, these aspects of cultural heritage should be used as a valuable basis for building new skills.

Links to other policies

It is important that developments in adult ESOL are viewed within the context of government’s broader social and economic policy, including those within the tertiary education sector. Many of these changes will impact on ESOL provision.

The New Zealand Immigration Service’s (NZIS) policies around **immigration and migrant settlement and refugee resettlement** are of particular importance to the Adult ESOL Strategy. As ESOL is an essential element in the settlement and resettlement process, it is crucial that the Adult ESOL Strategy aligns with NZIS’s policies. Immigration policies on migrant flows and refugee intakes directly affect the level of demand for adult ESOL, and the nature of adult ESOL provision needed. As these policies are subject to change (and can change suddenly), it is important that provisions for adult ESOL take this into account and reflect this need for flexibility.

The Ministry of Social Development also plays a crucial role in settlement and resettlement. It is the key point of contact for refugees and migrants needing social assistance, and plays a role in referring people onto adult ESOL programmes.

The **tertiary education reforms** represent a shift in focus to a tertiary education system which is more focused on contributing to the nation’s development through increasing quality, building system capability and encouraging stronger relationships with the sectors and communities that the system serves. The tertiary

education system is committed to ensuring that all New Zealanders achieve their potential in life and are able to engage in a critical analysis of the world around them. Migrant settlement and refugee resettlement have a similar focus.

The *Tertiary Education Strategy 2002/07* sets the strategic direction for tertiary education over the next five years. The strategies which will have the biggest impact upon adult ESOL provision are:

- Strategy 3 – Raise foundation skills so that all people can participate in our knowledge society
- Strategy 4 – Develop the skills New Zealanders need for our knowledge society
- Strategy 5 – Educate for Pacific peoples' development and success.

As a large proportion (though not all) of adult ESOL learning takes place at foundation education level, there is a need for consistency between the Adult ESOL Strategy

and policy work on foundation education. There is a strong relationship between adult literacy and adult ESOL, as there are a number of adult ESOL learners who are not literate in their own language and hence also require literacy skills. They are often in the same classes and programmes as English-speaking literacy learners. The needs of pre-literate and partially-literate ESOL learners need to be catered for in an integrated and consistent way; therefore the Adult ESOL Strategy is linked to the Adult Literacy Strategy.

The Strategy also has strong links with the Growth and Innovation Framework. Improving access and achievement in adult ESOL will help lift the capability of New Zealand residents, enabling them to better contribute to New Zealand's economic growth and social development. In particular, improvements in adult ESOL will enable people to better utilise their existing skills in the New Zealand workforce, and help those who are unemployed due to their lack of English language skills to move into work.

Strategies for Adult ESOL

The Strategy has four key elements designed to meet the vision and targets for adult ESOL provision. These are:

- *Better co-ordination and collaboration*
- *Enhanced access and affordability*
- *Expanding provision and increasing quality*
- *Ensuring the diversity of learner needs are matched with appropriate provision.*

For each key element, a summary of the issues with adult ESOL provision – as identified through investigation and consultation – is provided. (A detailed discussion of the results of consultation is provided in Appendix 3.) The proposed actions for addressing these issues then follows. The last element of the Strategy recognises that the needs of refugees and migrants differ to such an extent as to warrant strands of their own – with different emphases.

Better co-ordination and collaboration

Issues identified with co-ordination and collaboration

- Administration and funding of ESOL provision is currently fragmented
- There is no agency with over-arching responsibility for adult ESOL
- There is a need for more connections between government agencies involved in issues for refugees and migrants
- There is also a lack of consultation/involvement of refugee and migrant communities in planning processes

Actions for achieving better co-ordination and collaboration

- Ensure adult ESOL is seen as an integral part of the settlement and resettlement processes
- Encourage the participation of refugee and migrant community groups in planning and provision of migrant settlement and refugee resettlement services, including ESOL
- Identify the interests and responsibilities of government agencies involved in migrant settlement and refugee resettlement – working together both at the central and regional level
- Establish a focus on adult ESOL by education agencies
- Establish the place of adult ESOL as distinct from, but related to, adult literacy and other areas of foundation education
- Facilitate collaboration among providers, government agencies, communities, NGOs, professional organisations and the business community in order to ensure the needs of learners are matched with appropriate ESOL provision, taking into consideration the needs of the wider community
- Facilitate between providers in order to reach a shared notion of quality – such as common measures of progress, and some common approaches to quality management

Enhanced access and affordability

Issues identified with access and affordability

- Cost can often limit learner choice
- Barriers to access including:
 - information is not always accessible for learners
 - inconsistent assessment and referral processes
 - issues with childcare and transport
 - courses are not always at times which are suitable for learners
 - waiting lists for courses

Actions for achieving enhanced access and affordability

- Improve information provision (which builds on current information available, and makes clear the importance of English language skills for participation in NZ society), and ensure more contact points providing information in appropriate community languages
- Design assessment and referral systems to be used by various contact points to ensure learners receive appropriate provision
- Make more funding available for priority learners with a high level of need
- Develop flexible programmes which are available to learners at different times of the day – part-time or full-time – with learners being able to join programmes at various times of the year
- Develop programmes for different contexts and settings, including community, family and work-based contexts and settings
- Ensure adult ESOL provision is linked to a range of childcare arrangements

Issues identified with volume of provision and quality

- Some fitness for purpose issues regarding adult ESOL provision have been identified. These include:

Expanding provision and increasing quality

- not enough provision that meets the needs of learners in terms of flexibility, diversity, intensity and duration
- a lack of co-ordination between different levels of adult ESOL provision
- a lack of consistency in measuring learner progress and learner outcomes, particularly at beginner levels
- a lack of co-ordination and publication of appropriate resources for adult ESOL learners
- the need for tutor support and capability development for bilingual tutors

Actions for expanding provision and increasing quality

- Ensure more consistency and compatibility of tools for measuring learners' English language progress (at foundation learning level, this will be linked to literacy achievement standards and foundation skills developments)
- Ensure the collection of better information on provision
- Collate existing resources plus development/adaptation of New Zealand contextualised resources for tutors and learners, particularly for beginner level ESOL
- Ensure all adult ESOL provision is quality-assured
- Target provision, tagged to quality criteria, focussing on programmes which are educationally sound as well as relevant and responsive to learner needs and national priorities
- Encourage providers to link programmes to IELTS levels where staircasing opportunities exist
- Build the capability of providers, including a focus on the ongoing professional development and support of adult ESOL tutors, particularly for bilingual tutors and tutor aides
- Encourage bilingual community-based adult ESOL provision, which is complementary to, and a pathway for learners into other forms of provision

Ensuring the diversity of learner needs are matched with appropriate provision

The needs of learners who require English language vary significantly. It is therefore important that strategies identify and accommodate diversity by tailoring provision to match learner needs. In addition to a wide variation in English language proficiency levels, these differences are manifest in a number of ways.

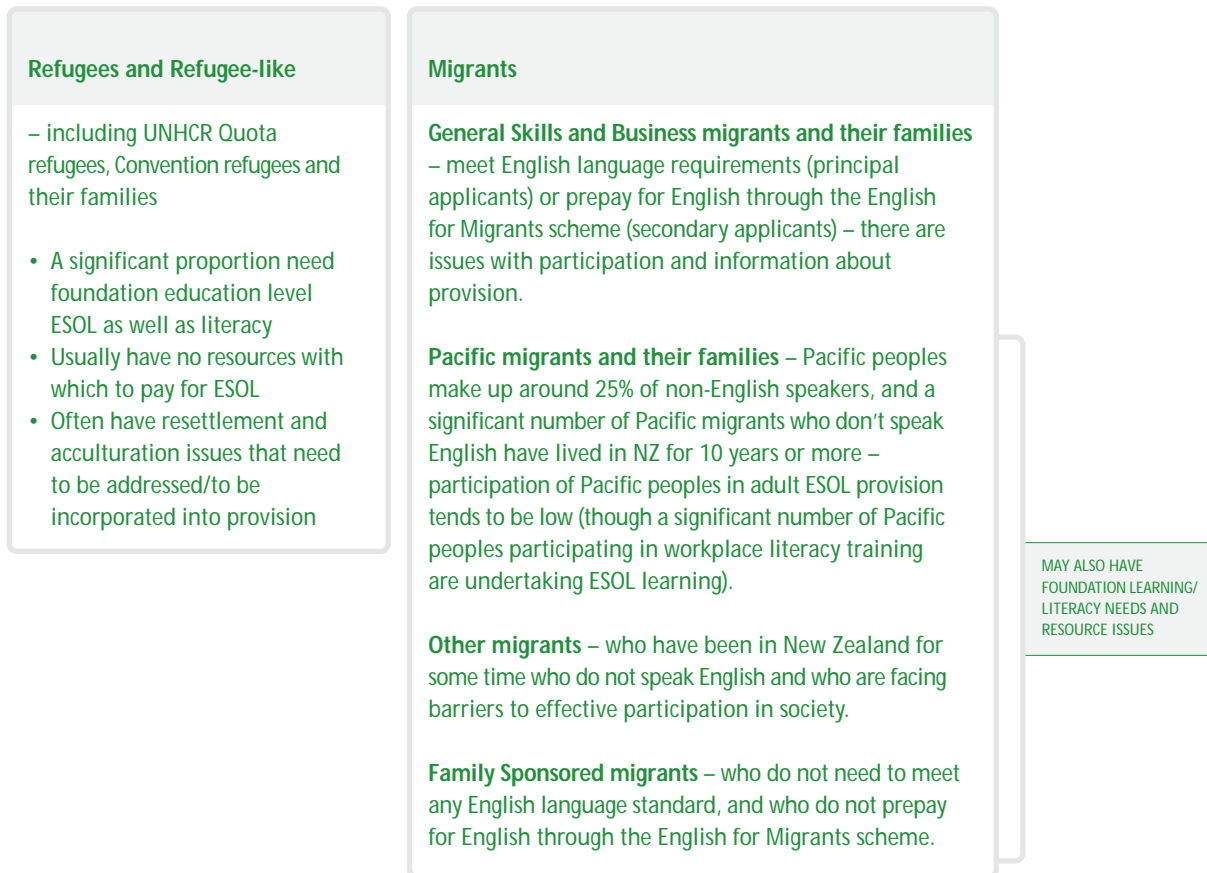
A potential learner may:

- be a refugee or from a refugee-like situation
- be a migrant under the skills/business stream or the family-sponsored or humanitarian/international streams
- be highly educated
- be illiterate in their own language
- have no formal education or have had their education interrupted
- have no knowledge of English, and need literacy as well as ESOL
- have some English, but need English language skills for specific vocations/situations
- be from an oral culture
- have written literacy in a language that has a different script to English
- be a parent with young children
- be an older person
- be looking for employment
- have lived in New Zealand for some time
- have recently arrived in New Zealand
- be from a culture that identifies with a community group in New Zealand
- not have an existing community group in New Zealand.

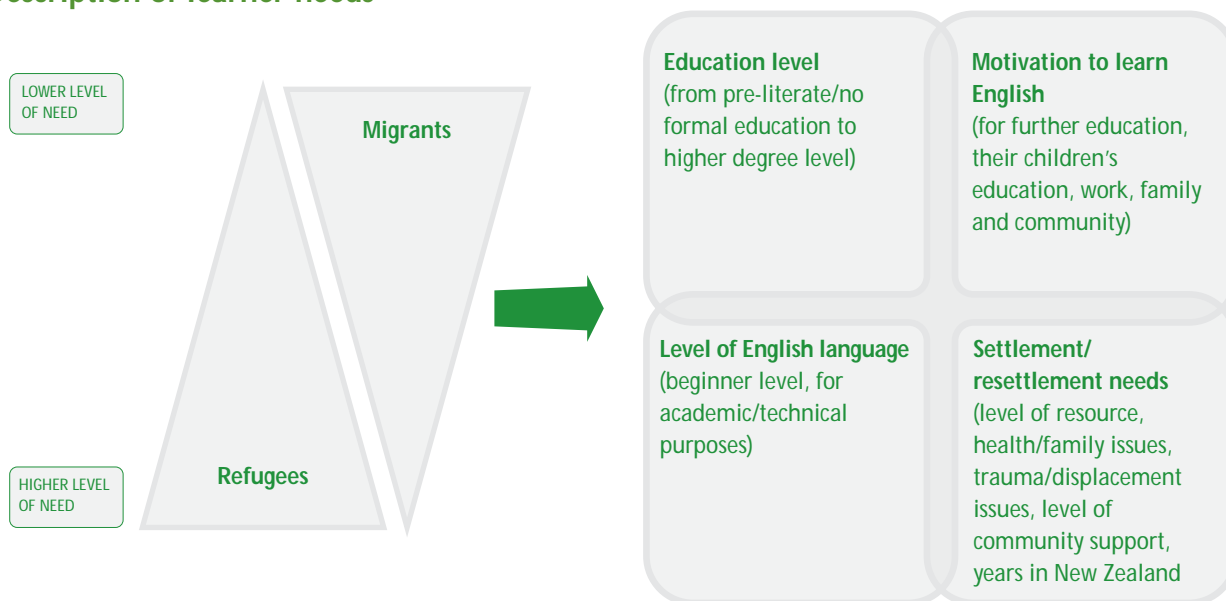
All of these factors impact upon the type of ESOL needed, the appropriateness of the provision currently available, the ability to access provision, and the types of settlement and resettlement issues faced. An important overall consideration is the recognition of ESOL as intrinsically linked to, and an essential part of, the settlement and resettlement process. It is one of the most fundamental tools in assisting migrants and refugees to more actively participate in society, the economy and their communities.

The following discussions broadly categorise learners either as migrants or refugees. Further distinctions are made based on four different factors that influence the type of provision needed: education level, level of English language, motivations to learn ESOL, and settlement and resettlement needs.

ESOL learners and their needs – by migration categories



Description of learner needs



Adult ESOL for Refugees

The term “refugee” encompasses Quota refugees, Convention refugees and the families of refugees – i.e. refugees and people from refugee-like backgrounds. Refugees are invited by New Zealand to become part of our society, having been mandated by UNHCR or by our determination process to be in need of protection.

This is a new start and a life-rebuilding process, which differs from the experience of migrants, who choose to leave their home country. This creates expectations both from the host community and refugees, based on good-will. In order to strengthen that good-will and trust, smooth, effective, and successful transition processes are needed so that refugees can eventually take control of their lives, regain their ability to make choices for themselves, and fully contribute to the country. This reinforces New Zealand’s contribution to what is a global problem, and reinforces our role as a good international citizen.

Refugees generally have had very little warning of where they are going to be resettled, and therefore have little time to prepare for life in New Zealand. Once they arrive in New Zealand, ongoing issues related to their past, including concerns about family and community left behind, will affect their lives in New Zealand. Their status is predicated on a “genuine fear of persecution”,⁵ and the psychological and physical effect of this can have a lasting impact upon their resettlement in a new country. They also usually arrive with few or no financial resources.⁶ 80% of refugees arriving in New Zealand have less than four years schooling. Of New Zealand’s UN refugee intake over the last four years, 40% were not literate in any language and a further 40% had some literacy skills in their first language but did not have literacy skills in English.⁷

Though refugees often have similar settlement support needs, it is important to recognise their diversity. As well

as cultural, gender and age differences, educational levels can vary significantly. Therefore, in designing strategies to meet the ESOL needs of adult refugees, recognition of these variances need to be taken into account.

Strategies for Refugees

Issues for refugees

Most refugees who come to New Zealand have no experience of English, and a significant proportion are not literate in any language. Various issues impact upon their resettlement, and not all adult refugees are gaining the English language skills they need to participate in New Zealand society.

Why are all refugees not gaining the English language skills they need?

Refugees often have limited financial resources, resettlement issues can affect access to adult ESOL, and there is a lack of appropriate provision that meets their needs and motivations. A lack of funding for appropriate provision, and competing priorities (including family and employment) also have an impact on refugees’ ability to gain English language skills. A lack of bilingual instruction and support can impede progress, and learners are sometimes unable to understand the course.

Goal

Ensure refugees can access and achieve in appropriate and comprehensive ESOL provision in order to participate in society.

Ways to improve adult ESOL provision for refugees

Provide a diversity of quality-assured adult ESOL provision that is affordable, integrated with resettlement, formed in collaboration with refugee communities, and recognises the diverse needs of learners.

⁵ From the definition of the term “refugee” p16 *Convention and Protocol relating to the Status of Refugees*, United Nations High Commissioner for Refugees.

⁶ Though this is not always the case for asylum-seekers

⁷ *New Zealand’s Tertiary Education Sector: 2001 Profiles and Trends*, Ministry of Education, October 2002

How to achieve improvements in adult ESOL provision for refugees

- Ensure a **central focus** on adult ESOL from government (TEC, MoE, NZIS, NZQA and MSD working together)
- Ensure **funding for refugee ESOL provision** which is based around the level of proficiency that is needed for effective participation in New Zealand society – with a time limit for fully subsidised provision to encourage efficient, effective teaching and learning
- Carry out **needs assessment** to identify whether foundation skills ESOL/literacy is needed – expand assessment provided at the Mangere refugee resettlement centre and refugee and migrant resource centres for refugees, asylum seekers who gain residency and family reunification migrants
- Enhance access through funding support for **transport and childcare**
- Ensure **more provision** that is **quality-assured**, linked to outcomes, recognises a diversity of learner needs and recognises the intensity and duration of provision needed
- Ensure there is specific provision that effectively and efficiently addresses the **literacy needs** of pre-literate and emerging literate learners and is integrated with ESOL learning
- Provide support for **community-based bilingual provision**, where community groups provide bilingual classes for specific ethnic groups
- Develop New Zealand context **teaching and learning resources**, particularly for foundation level ESOL/linked to literacy
- Build **ESOL capability** with a focus on teacher development and the development of bilingual tutors and tutor aides, with communities providing adult ESOL.

Priorities for refugee ESOL learners

Increasing accessibility to adult ESOL provision is a key priority for refugees. The way to do this would be to expand quality provision which focuses on the needs of refugees with English language needs (including their literacy and resettlement needs), ensuring affordability and flexibility, and providing support for bilingual community provision which is complementary to these developments.

This will involve some co-ordination from government, particularly between TEC, DOL/NZIS and MSD. It will also require additional funding/reprioritisation of funding and working with providers and communities on building capability and ensuring high quality provision.

Affordability is key to enabling refugees to access ESOL provision that adequately meets their needs. Ensuring there is little or no cost to refugees for ESOL services, and supporting them in areas such as transport and childcare, will be an essential part of ensuring access.

Adult ESOL for Migrants

Migrant communities make extensive contributions to New Zealand society. They are more diverse than refugees, in terms of their level of ESOL need, their settlement needs, their ability to pay and the level of support to be provided by government.

Currently, there are a number of migration classifications under which people enter New Zealand. There are three streams: Skilled/Business Stream, Family-Sponsored Stream, and International/Humanitarian (which includes categories for Pacific migrants as well as refugees). The purpose of having different categories of migration is to establish different priorities and obligations. Migrants within the Skilled/Business stream, for example, are expected to contribute to the nation's skills and entrepreneurial base, and the humanitarian migrants programme is designed to meet international and regional obligations.

The government has recently announced an increase in the English language requirements within the Skilled/Business Stream. The principal applicant under the General Skills category must achieve an IELTS 6.5 average before they can apply. Business policy applicants must achieve an IELTS 5 average. All secondary applicants must achieve an IELTS 5 average or prepay for ESOL through the English for Migrants scheme. This decision was made in order to ensure better settlement outcomes for skilled and business migrants and may have an impact on the level of adult ESOL needed in the future.

For many Pacific peoples, English remains a significant barrier in terms of further education and labour market opportunities.⁸ The Strategy aims to encourage Pacific learners' participation and achievement in ESOL through:

- a focus on improving the information in Pacific languages provided to potential Pacific learners
- supporting Pacific communities in building and developing adult ESOL provision options that meet the particular needs of Pacific peoples

- encouraging providers to be more responsive by paying more for quality provision tailored to the diverse needs of Pacific learners as well as
- facilitating more active involvement of Pacific communities in adult ESOL delivery.

It is important to note that around a third of the migrants who do not speak English have been living in New Zealand for ten years or more, and this is a particular trend for Pacific communities. Therefore, as well as designing a strategy that caters for the needs of new migrants to New Zealand, the needs of migrants who have been living in New Zealand for some time have also been considered.

Strategies for Migrants

Issues for Family-Sponsored and Humanitarian Stream migrants

There are a number of migrants from non-English-speaking backgrounds who have been living in New Zealand for some time without gaining English language skills. For spouses of migrants, a lack of English can contribute to feelings of isolation, undermine their ability to assist with their children's education and prevent them from independently accessing services. Low participation in some forms of adult ESOL provision by Pacific peoples is also an issue. A lack of English language skills affects their ability to participate and contribute to New Zealand society and economy.

Why Family-Sponsored and Humanitarian Stream migrants are not participating in adult ESOL programmes

Though some information is available, there is a lack of regularly-updated information on ESOL provision available from a range of sources and in a number of community languages. A lack of resources/cultural practices can restrict access to provision for some people. Also, there is not an adequate range of provision to meet the diversity of need. Adults often prioritise family and work responsibilities over language-learning.

⁸ 2001 Census data shows that Pacific peoples make up 25.9% of the total number of adult New Zealand residents who speak no English. In addition, the 1996 International Adult Literacy Survey showed that over 40% of Pacific peoples living in New Zealand were ranked at level 1, the lowest level of literacy ability.

Goal

Ensuring migrants can access and achieve in adult ESOL provision that is appropriate to their needs in order to participate and contribute to New Zealand society.

Ways to improve adult ESOL provision for Family-Sponsored and Humanitarian Stream migrants

There needs to be more comprehensive information disseminated that details the range of ESOL provision available. There is also a need to identify the level of need and match their needs with appropriate provision.

How to achieve improvements in adult ESOL provision for Family-Sponsored and Humanitarian Stream migrants

- Develop **information** in a variety of formats and languages, targeted at different audiences including new arrivals. Inform learners who have been here for some years of the importance of ESOL, the variety of provision available, how ESOL can fit in with other priorities and needs associated with the settlement process.
- Assess **needs** of those who are unsure of which provision will be best for them and ascertain whether they have priority needs entitling them to free/subsidised ESOL
- Encourage the **provision** of diverse, quality-assured adult ESOL that is linked to outcomes and recognises a diversity of learner needs. It should also recognise the intensity and duration of provision needed
- Support quality adult ESOL programmes developed in conjunction with **Pacific communities** which effectively meet the needs of Pacific learners

Migrants who pre-purchase ESOL

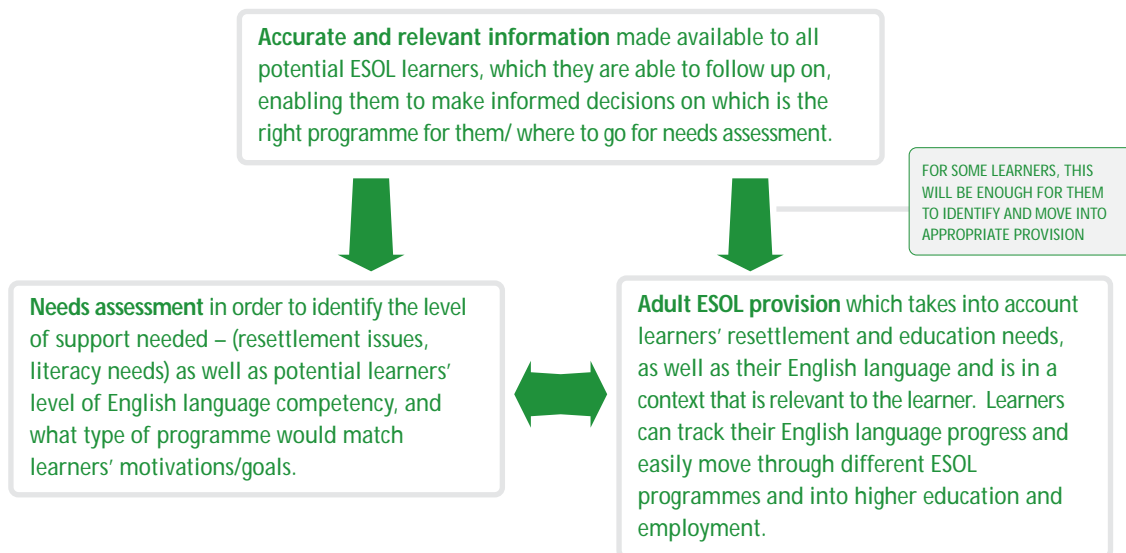
Migrants who pre-purchase ESOL through the English for Migrants scheme do not face all the same issues as the migrants identified above. The English for Migrants scheme commenced in June 1999, and there has been some evidence of issues with access and participation. As the scheme has only been in place for a relatively short period, however, it is recommended that the programme continue to be monitored, with a full evaluation at a later date. In the meantime, initiatives around improving information provision, and increasing the focus of adult ESOL provision on diverse, quality-assured adult ESOL that is linked to outcomes, should also encompass the needs of migrants who pre-purchase ESOL.

Priorities for migrant ESOL learners

In general, migrants have more resources and lower levels of need than refugees, and the government expects that to a large extent they will support themselves. (This is particularly true of general skills and business migrants). For these migrants, government's priority is to ensure appropriate information is readily available on ESOL language provision. This will enhance their access to programmes matched to their language level, particularly the English for Migrants programme.

For migrants with a higher level of need, similar interventions as for refugees may be needed. These may include needs assessment, ESOL linked to literacy and integrated with settlement needs (including work-based ESOL) and ESOL offered at a reduced cost in order to ensure improved access.

Process for ensuring learners access provision appropriate to their needs



First steps

The goals set out in this Strategy for adult ESOL provision in New Zealand are ambitious. To ensure that sustainable improvements are made, implementation will have to be staged, with strategies developed for short, medium and long-term improvements. Priorities for how the government needs to intervene initially are discussed below.

Co-ordination

Inter-agency work

- Develop a national policy for funding, collecting information and quality assurance of adult ESOL provision. (This will involve building capability in MoE, TEC and NZQA to ensure effective leadership to enhance programmes in this area).
- Ensure an integrated approach from the agencies and groups involved in the resettlement of migrants and refugees, with the level of intervention matching the level of need, flexibility to meet changing needs, and seeing adult ESOL as an aspect of the wider settlement and resettlement process.
- Ensure refugee and migrant community groups' involvement in planning processes and in the delivery of adult ESOL.
- Ensure potential learners are referred to the appropriate adult ESOL providers based on assessment of need, and ensure they have the ability to transfer to higher levels of provision as progress is made.

Information

- Support the further development of migrant resource centres through the placement of adult ESOL expertise in them.
- Develop appropriate, up-to-date information for migrants and refugees in a variety of formats that enable learners to make informed choices for accessing ESOL.

- Specifically, develop pamphlets (to also be available on the internet) that set out the range and description of learning options, along with costs and contacts. These pamphlets will be updated regularly and translated into community languages.

Needs assessment and fully-subsidised provision

- Establish government criteria for accessing fully-subsidised ESOL. (This will involve establishing new criteria and/or reviewing the criteria for accessing the fully-subsidised opportunities which are currently available). Needs assessment will be an essential part of ensuring that learners are accessing appropriate adult ESOL provision.
- Progressively provide adult ESOL experts in migrant and refugee resource centres to provide assessment and advice to potential learners as well as doing some scoping and capability-building with adult ESOL providers in the area.
- The diagram on page 12 shows the aspects of need which will be considered in funding arrangements.

Quality and funding

- Provide incentives for providers to expand provision, and utilise EFL providers.
- Target provision with quality, fitness for purpose and meeting needs criteria (pre-and post-assessments) focused on priority areas/initiatives to fill gaps in provision.
- Bringing together an expert working group to develop performance indicators to be used as guidelines for funding to providers who meet quality requirements.
- The performance indicators will be broad enough to be applicable to all quality-assured adult ESOL provision, and flexible enough to allow for new provision to be

introduced. It may be appropriate to draw on the work done developing the compulsory ESOL curriculum, as well as overseas examples such as the UK adult ESOL core curriculum, Canada's adult ESOL benchmarks and the Australian AMEP (Adult Migrant English Programme).

- In considering quality requirements, it will be important to take into account the current quality assurance arrangements and how they can be incorporated/better utilised in terms of adult ESOL.
- Improvements in quality will also involve capability-building – including support for teacher development, as well as bilingual/community development.

Funding for expanding provision

- Expand fully-subsidised provision with priority given to clearing waiting lists, particularly in Auckland. This expansion of services would be centred on quality provision which aligns with government priorities, and meets the needs of priority learners.
- Once performance indicators have been developed and implemented, the focus will progressively move to a tighter focus on quality provision. This will be done through the use of performance indicators, linked to charters and profiles and foundation skills funding criteria.

Appendix 1: Demographics

There were **50,700** “usually resident” people aged 15 and over in New Zealand on Census night 2001 who indicated that they did not speak English. This was down 3,000 (5.6%) from the 53,700 in the 1996 Census. Around 1.8% of all adults cannot speak English. Of these, 43,500 (86%) were born overseas, 6,600 (13.0%) were born in New Zealand, while 600 (1%) did not specify where they were born.

Over half of non-English speakers were born in Asian countries, and the largest single group of non-English speakers comes from China. Other countries of birth with high numbers of non-English speaking adults include Samoa, Korea, India and Tonga. Over 90 percent of the non-English-speaking population live in the North Island, with 65.6 percent living in the Auckland region.

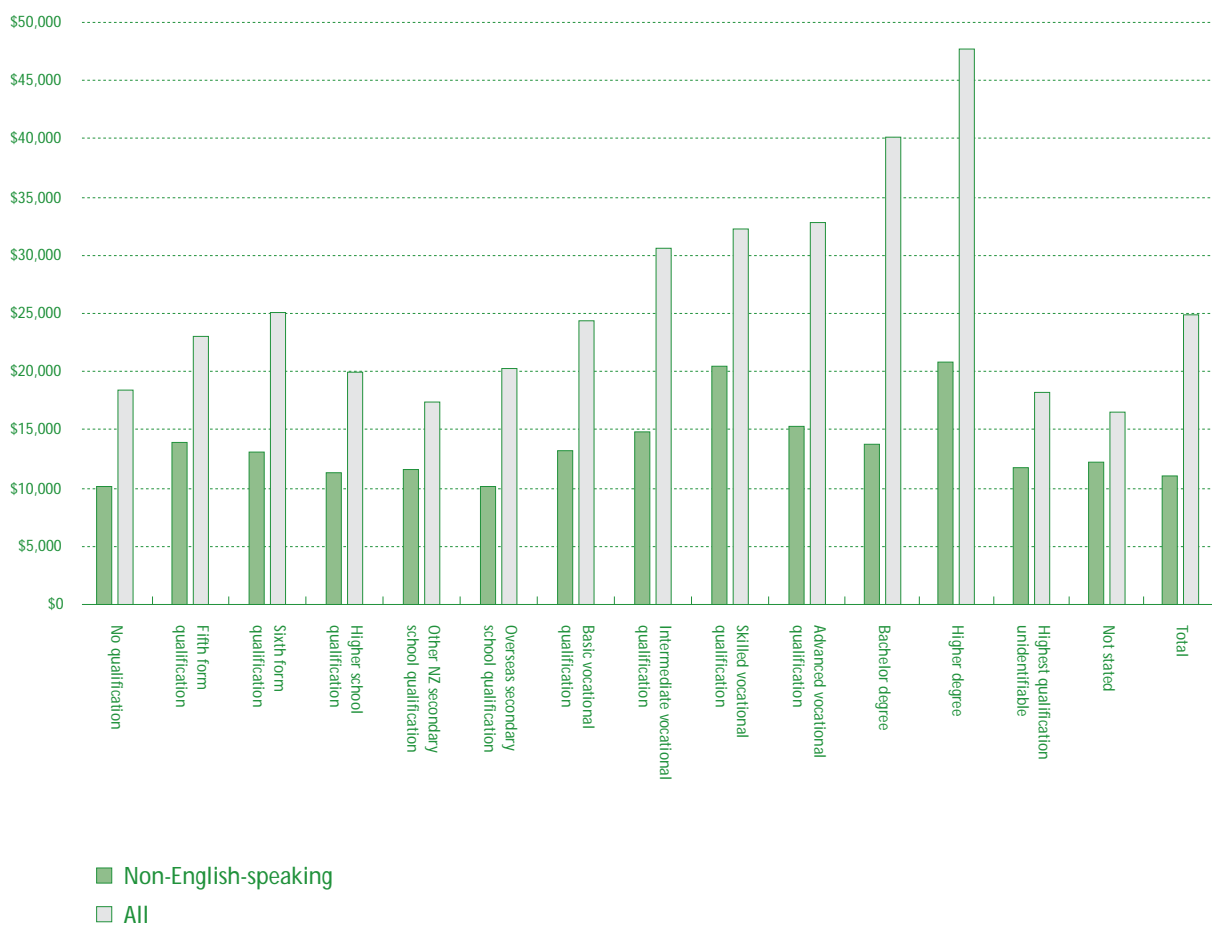
Region Where Born

Region where born	Non-English-speaking	Total	Non-English-speaking (%)	Total (%)	% of people born in this group who speak no English
UK, Ireland, Australia, US, Canada, SA	387	292,572	0.8%	10.1%	0.1%
Pacific Islands	13,104	103,116	25.9%	3.6%	12.7%
Europe	978	45,519	1.9%	1.6%	2.1%
Southeast Asia	3,531	35,208	7.0%	1.2%	10.0%
Northeast Asia	19,038	78,141	37.6%	2.7%	24.4%
Southern Asia	2,973	25,764	5.9%	0.9%	11.5%
Middle East, Africa	1,260	10,161	2.5%	0.4%	12.4%
Unknown	2,301	35,469	4.5%	1.2%	6.5%
Total Overseas Born	43,506	625,923	85.9%	21.7%	7.0%
New Zealand	6,600	2,145,681	13.0%	74.3%	0.3%
Not Specified	558	117,936	1.1%	4.1%	0.5%
Total	50,664	2,889,540	100.0%	100.0%	1.8%

Non-English speakers are over-represented in ages 55 and over and under-represented in ages 15–29 compared with the general population. 68.3 percent of non-English-speaking adults are unemployed or not in the labour force, compared to 37.2 percent for all adults. 16,000 non-English speakers were gainfully employed at the time of the Census, and their average yearly income was \$18,100, which was 56 percent of the \$32,200 average of the general population.

There were around 17,000 families with children where either one or both parents could not speak English out of 574,000 families with children in New Zealand. Of these, there were around 5,400 where no parent spoke English, and 11,700 where one of the two parents could not speak English. Around 5,400 families, where one or both parents could not speak English, also had at least one child less than 5 years old.

Comparison of Average Personal Income by Qualifications Gained for Non-English-Speaking Adults versus All Adults



Appendix 2: Outline of current provision

Current ESOL provision varies tremendously, with courses ranging in length, numbers of learners and intended outcomes. The nature of provision also differs according to the context within which learning takes place, the level of English proficiency being provided for, whether the provider targets refugees, and the conditions around the funding source.

It is estimated that there are around 10,000 ESOL learners each year in a range of formal classes, as follows:

- **Equivalent Full Time Student (EFTS) funded courses in tertiary education institutions (TEIs)** In 2001, there were an estimated 528 EFTS-funded ESOL courses provided by 28 tertiary providers. A total of 2,692 students attended ESOL courses. Most of the universities and polytechnics offer a range of English language programmes at different ESOL levels. The typical programme is run over 16 weeks, with between 20 and 30 hours of class time a week. Fees are between \$1,700 and \$1,900 for such programmes. The majority of provision in TEIs involves bridging courses as a precursor to further study. There are also a small number of private training establishments who provide adult ESOL through EFTS.
- **Adult and Community Education (ACE)** – 13,500 attendances in ACE ESOL programmes were recorded in 2000. However, many of these will be repeat attendances by the same learner at consecutive ESOL courses, which can be as short as five weeks. There are probably fewer than half this number of actual learners – around 5,000. Where ethnicity was recorded for ACE ESOL programmes, 75% of attendees are people of Asian ethnicity. Ministry of Education statistics show that 69 schools offered ESOL courses in 2000 as part of their community education programme.
- **Training Opportunities and Youth Training (TO/YT)** In 2001, 1,277 learners undertook ESOL learning through Training Opportunities, and 70 through Youth Training. The objectives of the programmes are to assist learners with a lack of foundation skills who face labour market disadvantage to gain recognised qualifications or credits towards qualifications and to move into employment or further learning.⁹
- **Ministry of Social Development programmes** – These programmes currently assist approximately 1,000 people per annum (the bulk of whom are in Auckland), where lack of English is a major impediment to their obtaining employment. These learners will generally be people who are not eligible for Training Opportunities or Youth Training.
- **English for Migrants Programme** – At 31 March 2002 there were 1,050 students in ESOL training under this Skill New Zealand-managed programme for those new migrants who have pre-purchased ESOL learning. Secondary applicant migrants who come in under the general skills and business categories who do not have an average of level 5 IELTS, pre-purchase adult ESOL according to their level of need, at a provider of their choice.

There is also informal provision for migrants and refugees, which is primarily focused around resettlement and community participation issues, and is designed to supplement other ESOL learning. The main provider in this area, the National Association of ESOL Home Tutor Schemes, had 6,882 learners receiving tuition services in 2001.¹⁰

⁹ The review of Training Opportunities and Youth Training recommended a shift in focus towards foundation skills and sustainable employment.

¹⁰ Though recent initiatives, including through the migrant levy, have involved Home Tutors providing group tuition with qualified tutors.

Appendix 3: Feedback from consultation meetings and written submissions

Adult ESOL consultation meetings

Two meetings were held in Auckland and Wellington, one for providers and government officials, and one for refugee and migrant community groups. One meeting covering all interested groups was held in Christchurch. Overall, meeting participants welcomed the preparation of the adult ESOL strategy, and agreed that the vision, principles and issues identified were generally sound, except for the need to add “opportunities” to the vision. There was concern about some of the implications of implementing the strategy.

Issues raised by refugee and migrant community groups

Meetings with refugee and migrant community representatives in Auckland and Wellington mainly focused on how the delivery of adult ESOL provision could be improved and in Christchurch the emphasis was on the importance of meaningful consultation with refugee and migrant communities. These issues can be summarised as follows:

- A need was expressed for more adult ESOL provision which is free for refugees and appropriate to learner needs, including provision that is timely, of longer duration, higher intensity (including part-time learning), and more centred on the different resettlement needs and learning styles of participants.
- A more diverse range of adult ESOL provision was seen as necessary, including ESOL in employment, technology, family and media-based contexts.
- Better information for learners and assessment processes were highlighted as important, as was the need for bilingual tutors and aides, particularly for beginners.

Wider issues included employer prejudice and the lack of acceptance of refugees and migrants by New Zealand communities.

Issues raised by providers

Although there was some variation in the different meeting locations in terms of the issues that received the most emphasis, a number of common themes emerged. Concerns were expressed regarding:

- The apparent need for funding for more quality-assured provision as well as a need for co-ordination, and leadership from government, particularly from the Ministry of Education. Providers were keen to see an adult ESOL programme that offered free provision for a number of hours/ until a certain level of proficiency, similar to schemes in Australia and Canada, particularly for refugees.
- Better links between other education policies, including work on adult literacy and foundation skills (though not all ESOL fits within foundation skills), and a need to consider wider resettlement issues.
- Concerns about the lack of qualified teachers, which some believe is due to the growth of English as a foreign language (EFL) for international students, and the need for more tutor development and support, including for bilingual tutors and aides.
- Issues around quality assurance, including concern about the amount of compliance required. Some thought there was a need for some common assessment tools and learning resources. However, others felt there was an overemphasis on assessment, that the content of ESOL classes should be left to providers, and that common quality tools may impair flexibility and innovation.
- The perceived need for more information for providers and for learners about the types of ESOL provision available.

Submissions on the adult ESOL consultation document

Submissions were due on 15 October 2002, and the Ministry of Education received 23 submissions, the majority of which were from ESOL providers. Language schools in TEIs made up the largest number of submissions, with four universities, five polytechnics and one college of education providing feedback. Six adult and community education providers made submissions, three submitters represented community groups, and one represented a PTE. The professional ESOL teachers association TESOLANZ made a submission, as did APPEL, representing private language schools. Te Taura Whiri i te Reo Māori also gave some feedback.

Feedback on the vision, principles and objectives

There was general support for the vision, principles and objectives, though there was a general desire to include “opportunities” in the vision. The importance of recognising the need to foster a diversity of cultures, particularly through the maintenance of first languages was an area of some concern. Suggestions for additions to the principles included the need for bilingual tutors, better resourcing for ESOL provision, more research, more flexibility and links regarding wider resettlement issues.

A co-ordinated approach to adult ESOL

Most respondents felt that the government should take the leadership in co-ordinating ESOL provision, either MoE or TEC should be the lead agency, and a chief advisor should be appointed. Collaboration between a broad group of interested groups was also seen as essential. Suggestions for representatives that needed to work together on adult ESOL included: government agencies, providers (adult and community providers, tertiary education institutions, private training providers), refugee and migrant community groups, and the professional ESOL teaching association, TESOLANZ. A number of respondents pointed to the Australian and Canadian ESOL strategies as good examples that New Zealand could emulate, and the usefulness of overseas assessment tools and standards, which could be adapted for use in New Zealand.

More comprehensive support for refugees

Refugees were seen as a priority for adult ESOL, with provision for this group needing to be free. Suggestions for administering a programme for refugees included a set

number of free hours (like Australia) or free adult ESOL until a certain level of proficiency was reached. Other requirements for refugees included more comprehensive and appropriate information, assessment and referral, provision for childcare and transport, awareness and incorporation of broader resettlement issues, the use of bilingual tutors, and the need for specialist resources.

Increased quality provision

Most respondents agreed that more consistent measurement of learner progress, New Zealand-based resources, and common assessment and referral processes would be useful. Some felt, however, that compliance and assessment were already too costly and time-consuming, and more quality measures could potentially impact upon flexibility, particularly for providers who already had quality assurance processes in place. The importance of professionally-qualified adult ESOL tutors, including bilingual tutors, and their development and support was mentioned, as was the need for effective auditing and reviewing processes to be developed by the Ministry of Education.

A number of other issues were raised, and suggestions and concerns included:

- the need to include recognition of Te Reo Māori in the Strategy
- the need to design initiatives for migrants as well as refugees
- the impact EFL provision is having on the provision of adult ESOL for residents (and any impacts policies for adult ESOL may have on the EFL industry)
- the need to address issues of Pacific peoples' participation
- the importance of recognising wider issues affecting refugees and migrants' ability to participate in NZ society, including the effect of immigration policies and the lack of employment opportunities
- a lack of focus on the needs of ESOL learners at the higher ends of proficiency, or ESOL for further education, and
- provision for first language maintenance.