



MINISTERIAL COUNCIL ON EDUCATION,
EMPLOYMENT, TRAINING AND YOUTH AFFAIRS

SCHOOLS RESOURCING TASKFORCE

DISCUSSION PAPER

FUNDING FOR ENGLISH AS A SECOND LANGUAGE NEW ARRIVAL STUDENTS

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ABBREVIATIONS

ABS	Australian Bureau of Statistics
ACT	Australian Capital Territory
ACTA	Australian Council of TESOL Associations
AMEP	Adult Migrant English Program
CEC	Catholic Education Commission
CEO	Catholic Education Office
CURASS	Curriculum and Assessment Committee of the Australian Education Council
DECS	SA Department of Education and Children's Services
DEST	Commonwealth Department of Education, Science and Training
DIMA	Department of Immigration and Multicultural Affairs
ESL	English as a Second Language
ESL-NA	English as a Second Language New Arrivals
ESL-NAP	English as a Second Language New Arrivals Program
IEC	Intensive English Centre
IHSS	Integrated Humanitarian Settlement Strategy
LBOTE	Language Background Other than English
LLNP	Language, Literacy and Numeracy Program
LOTE	Language Other than English
MCEETYA	Ministerial Council on Education, Employment, Training and Youth Affairs
MES	Mainly English Speaking
NLLIA	National Languages and Literacy Institute of Australia
NR	Non-Refugee
NSW	New South Wales
NT	Northern Territory
OECD	Organisation for Economic Co-operation and Development
PISA	Programme for International Student Assessment
QLD	Queensland
RH	Refugee and Humanitarian
SA	South Australia
SCIMA	Standing Committee on Immigration and Multicultural Affairs
SRT	Schools Resourcing Taskforce
SSRM	State-Specific and Regional Migration
SIR	Skilled Independent Regional
SPP	Special Preparatory Program
Tas	Tasmania
TESOL	Teachers of English to Speakers of Other Languages
Vic	Victoria
WA	Western Australia

1 KEY FINDINGS

Economic Context

- Economic research is increasingly showing that the driving force for economic growth is investment in human capital.
- Having inadequate English language skills is a significant and growing barrier to participation in the workforce.
- The labour force participation rate is lower and unemployment rate higher for migrants with lower levels of English proficiency.
- All Australian Governments share the costs and benefits of migration policy, which drives the number and composition of newly arrived students requiring ESL tuition (ESL-NA students).

ESL-NA School Enrolments

- SRT survey data shows that in 2005 there were approximately 17,000 ESL-NA students enrolled in government schools (except NT) and the two major diocese of the Catholic systemic schools. Of these ESL-NA students, 65% were non refugee students and 35% were refugee and humanitarian students. This does not capture any ESL-NA enrolments within independent schools.
- SRT survey data for 2005 also shows that nearly 12,000 students (70%) were eligible for Commonwealth ESL-NAP funding and just over 5,000 (30%) were not eligible. The 2006-07 budget announcement will result in approximate 1,800 of these 5,000 becoming eligible, however 3,200 students are not eligible under existing programme guidelines. These students include family members of temporary skill shortage migrants.
- The SRT survey compares very closely with 2004 DIMA data which shows 10,688 students that were eligible for Commonwealth ESL-NAP funding (across all schools for all sectors), 59% were non refugee students and 41% were refugee and humanitarian students. The majority of these students were enrolled in schools in NSW (40%) and Victoria (28%).

Immigration and Visa Trends

Temporary migration

- The contemporary flow of non-permanent or temporary residents is quite different in scale to the historical flows as it involves large numbers of residents with the right to work and a large number of new kinds of temporary migration to Australia.
- Temporary visa holder eligibility to access and participate in Australian Government services is dependent upon visa class. There is a substantial number of temporary visa categories that are not eligible (74) as compared to eligible (15). For example, student dependents of primary applicants under the business visitor visa (long stay subclass 457) are not eligible for ESL-NAP funding.

- Jurisdictions where the nation-wide skills shortage is most acute, such as Western Australia, urge the Australian Government to expand eligibility for its ESL-NAP funding to dependants of temporary residents of the business visitor visa subclass 457.
- Information provided by DIMA indicates that some 60 000, 457 sub class visas will be granted across Australia in response to the nation's skills shortage, which allows skilled personnel to enter for periods of up to four years. Western Australia reports an exponential increase in the dependants of these skilled personnel entering their schools.
- A large number of these entrants are arriving with their families from India, the Philippines, China and Korea with little knowledge and understanding of Standard Australian English.
- Many of the school-aged dependants of this visa sub-class require immediate access to intensive English provision to benefit from schooling. However, these school-aged learners are currently not eligible for Commonwealth ESL-NAP funding.

Permanent migration

- Most permanent residents arrive under the skilled migration category (approximately 40%), many under the family migration category (30%), some because of their New Zealand citizenship (17%), and others as part of the humanitarian program (10%).
- In 2004-05 over 13,000 people arrived under the refugee and humanitarian stream which represents a 28% increase on the program from the year before.
- The proportion of entrants in the humanitarian stream aged 18 years and under has increased substantially, such that by 2005 it exceeded the number of adults aged 19 years and over in this stream.
- Today, the major source countries for refugee and humanitarian entrants are Sudan, Iraq, Afghanistan, Ethiopia and Iran, with 70 per cent coming from Africa. Refugees from Africa have particularly high levels of poverty, more complex health conditions, frequent experiences of torture and trauma, larger families, more single parent families, low levels of literacy in their first language, lower levels of English proficiency and often no experience of formal schooling. African refugees generally have higher educational support needs than other refugees.
- The total average years of schooling of persons of refugee and humanitarian entrants has decreased significantly from 7.2 years in 2001-02 to 2.4 years in 2004-05.

Data Approach

- Financial and non financial data on the different modes of service delivery of ESL tuition to newly arrived students was collected via a survey of government state and territory education systems and Catholic education systems. The Catholic Education Commission provided data on schools within two dioceses Melbourne and Sydney, which together enrolls a large proportion of the Catholic system's ESL-NA students (refer section 5.2).
- There are three main modes of ESL services provided by schools and systems: immersion with systematic ESL support; intensive English centres, school and classes; and intensive English instruction for isolated students.
- Each system uses a range of ESL assessment frameworks to measure the English language proficiency of ESL-NA students on entry, progress and exit from ESL-NA services. All of these frameworks are based on one of two commonly used ESL scales.
- The paper has presented: a) the *Current Actual Cost*; and b) the *Required Service Provision Cost*.

- The Australian Government has expressed reservations about the methodology and conclusions drawn in this Discussion Paper. While these reservations remain, the critical importance of English language skills in improving workforce participation, productivity and aggregate economic outcomes for Australia, and to the well-being of individuals, is readily acknowledged. The Australian Government recognises the need to build on such common ground with further work to ensure areas of significant and specific ESL need are addressed.

Current Actual Cost

- Average costs are used to establish the *Current Actual Cost*, as tracked across different modes of delivery in different jurisdictions.
- The use of average cost methodology is a common practice in educational contexts, as evident in the Australian Government's use of the Average Government School Recurrent Cost (AGSRC) Index for the distribution of school funds.
- Average costs are suitable for macro-level estimates of funding need and are essential if cost estimates are to be provided on a national, rather than jurisdictional basis, as occurs in this report.
- The report also presents marginal costs only; that is, the additional costs to school systems as a direct result of the provision of ESL services to NA students, rather than ESL students generally.
- The cost estimates are conservative in that: a) a "weighted average" is used to allow the economies of scale achieved by systems with larger student numbers to be incorporated; b) outliers have been removed which may have artificially inflated costs; and c) no weight has been given to the anecdotal evidence that ESL-NA students are more "resource intensive" than other ESL students in apportioning costs between ESL-NA students and other ESL students.
- The *Current Actual Cost* is also conservative because it compares 2005 data from survey participants, with 2006 Commonwealth funding levels for ESL-NA students (\$5,039 per student). If the 2005 Commonwealth funding level was used (\$4,854 per student), the funding gap would be significantly larger.

Required Service Provision Cost

- In regard to required resources, stakeholder estimates have been used based on the expert opinion of those with substantial experience in the field and with reference to specific learning outcomes (see Appendix D).

Resource Needs of ESL-NA Students

- Data from most systems indicated that given current resourcing levels, the current service provision for non refugee students in IEC's was adequate.
- Data from all systems indicate that the current level of provision for refugee and humanitarian students is not adequate, largely due to significant increase in students entering with very low levels of education. The length of stay was the principal factor that most systems indicated required extending, to 60-80 weeks.
- All systems indicated that the current level of provision for isolated students was not adequate. Policies that plan to increase regional settlement, particularly through the use of temporary visa holders, will have a significant impact on educational resources.

The Funding Gap

- Current ESL-NAP funding is a once-only payment for each eligible student. For 2006 the ESL-NA per capita grant is \$5,039 for both government and non-government school students.
- This study has not examined funds provided by State and Commonwealth governments for the general student population, which may be used for newly arrived students needing ESL support (for example all students attract General Recurrent Grants funding from the Australian Government) and targeted funding such as the Australian Government's Literacy, Numeracy and Special Learning Needs Programme or the NSW Government's Reading Recovery Program.

Estimated Current Actual Cost

- The *Current Actual Cost* is the estimated additional financial cost currently incurred by systems in providing ESL services to newly arrived students. The calculations are based on current financial and enrolment data that has been provided by systems. The study conservatively applies the cost apportioning principles used by those systems in their reporting to the National Schools Statistics Collection and the ANR. The cost is expressed as an average ESL-NA per capita cost.
- The estimated national average per capita *Current Actual Cost* for the delivery of ESL services to newly arrived students in 2005 was \$6,160 for non refugee students and \$10,349 for refugee and humanitarian students.
- Based on the per capita difference between current actual funding by the Commonwealth, and the actual expenditure of schools, there is an existing shortfall in between Commonwealth allocations and estimated expenditure of \$63.7 million for 2005.
- These figures take into account the expanded eligibility to the Commonwealth ESL-NAP for some ESL-NA students announced in the Federal Budget on 9th May 2006.

Funding gap for current services provided to ESL-NA students

	Non Refugee students	Refugee and humanitarian students	Total
Estimated National average per capita cost 2005	\$ 6,160	\$10,946	
Current Commonwealth per capita funding	\$5,039	\$5,039	
Funding gap for students that are eligible (rounded)	\$9.1m	\$28.2m	\$37.3m
Funding gap for students that are not eligible (rounded)*	\$23.4m	\$3.0m	\$26.4m
Total funding gap	\$32.5m	\$31.2m	\$63.7m

Source: Survey data

* Students not currently eligible include family members of temporary skill shortage migrants.

Estimated Required Service Provision Cost

- The survey showed that, in the view of those surveyed, additional tuition was required to adequately teach children to a satisfactory standard of English language competence. Based on estimated average needs, there is a shortfall in current funding provided by the Commonwealth and States/Territories.
- Further work is required to identify a more targeted approach to the real needs of various migrant groups. Based on estimated average needs, the shortfall is calculated below:
- The national average per capita *Required Service Provision Cost* for newly arrived students (based on 2005 financial data) was \$7,745 for non refugee students and \$18,730 for refugee and humanitarian students.
- There is a \$116.2 million resource gap for ESL-NA students between current Commonwealth allocations (2006 funding levels) and required expenditure to comprehensively address the needs of those ESL-NA students enrolled in the systems that participated in this survey.

Stakeholder estimates of resources required for future improved provision of ESL-NA services

	Non Refugee students	Refugee and humanitarian students	Total
National average required per capita resource level	\$7,745	\$18,730	
Current Commonwealth per capita funding (eligible students)	\$5,039	\$5,039	\$70.5m ¹
Funding required (eligible and non-eligible students)	\$92.2m	\$94.5m	\$186.7m
Total funding gap			\$116.2m

Source: Survey data

¹ Funding in 2005 was \$61.5m (see 3.1.1). In the 2006-07 budget announcements, a further \$9m for the 2007 year was announced and the total funding has been adjusted to reflect this future increase.

Recommendations

That Ministers:

- 1. Note the critical importance of English language skills in improving workforce participation, productivity and aggregate economic outcomes for Australia;**
- 2. Note that all Australian Governments share the costs and benefits of migration policy, which drives ESL-NA student numbers and composition;**
- 3. Note the Australian Government's extension of eligibility to their ESL-NA program, made in the Federal budget of 9th May 2006, to some previously ineligible ESL-NA students;**
- 4. Note the increasing Australian Government, State and Territory contributions to English language acquisition for ESL-NA students.**

Request that the Australian Government consider:

- 5. Working with States and sectors to examine in more detail the most cost effective methods of improving outcomes for ESL-NA students;**
- 6. Increasing per capita assistance to ESL- NA students in order to provide intensive English language tuition for adequate language acquisition for students' participation in education;**
- 7. Establishing a differential, higher level of funding for refugee and humanitarian students with disrupted or no previous education; and**
- 8. Extending entitlement to support specific, additional categories of temporary visa holders.**

2 ECONOMIC CONTEXT AND BACKGROUND

2.1 Economic Context

Economic research is increasingly showing that the driving force for economic growth is investment in “human capital;” that is the knowledge and skills embodied in workers.² For technologies to be developed and used effectively, the right skills and competencies must be in place. In Australia, a central, basic skill is proficiency in English.

Having inadequate English language skills is a significant and growing barrier to participation in the workforce, both directly and as a barrier to higher levels of education. Reduced participation in education and the economy is matched by increased demands on income support and health services.

On 25th January 2006, the Prime Minister, in a speech to the National Press Club, observed that approximately 14,000 people from over seventy countries were becoming citizens the next day, Australia day. Mr Howard said, in the context of recognising Australia’s diverse community as “one of our great national assets,” that the ability to speak English was important for the future stability and prosperity of the country – “we expect them [all who come to Australia] to master the common language of English and we will help them to do so.”³

Three months later, on 27th April 2006, the Parliamentary Secretary for Immigration and Multicultural Affairs, Mr Andrew Robb, proposed in a speech to the Sydney Institute the concept of a compulsory citizenship test which would have, as one of its components, the assessment of functional levels of English. Mr Robb explained that “because a functional level of English is fundamental to quick and effective integration, it should be a formal requirement for citizenship.”⁴

English language proficiency stands out as a key factor determining ease of settlement and labour market success.⁵ Strong proficiency in the English language enhances the employment prospects of immigrants in the Australian labour market as shown in the following table.

² OECD (2003), “Education at a Glance, OECD Indicators 2003,” p. 175.

³ The Hon John Howard MP, Address to the National Press Club, 25 January 2006, <http://www.pm.gov.au/News/Speeches/speech1754.html>

⁴ *The Daily Telegraph*, 28 April 2006, “English a must for citizens – Fluency test examined.”

⁵ Productivity Commission (2006) Economic Impacts of Migration and Population Growth, Position Paper, January:xviii

Table 1: English proficiency, unemployment and participation rates for immigrants born in other than MES countries

Country of Birth (region) for migrants born in other than MES countries	Language other than English spoken at home	Only English mainly spoken at home	Unemployment Rate	Participation Rate
	(% of region)	(% of region)	%	%
Oceania and Antarctica	57.8	42.2	5.5	77.2
North-West Europe	28.2	71.8	4.0	57.8
Southern and Eastern Europe	73.4	26.7	4.9	41.6
North Africa and Middle East	83.5	16.5	11.8	49.3
South East Asia	63.8	36.2	6.0	65.8
North East Asia	88.4	11.6	6.3	54.9
Southern and Central Asia	58.4	41.5	6.8	70.7
Americas	74.4	25.2	6.4	71.8
Sub-Saharan Africa	48.2	51.8	5.6	72.4
All Countries	69.2	30.8	5.1	64.9
Comparison unemployment and participation rates for people with Australia as country of birth			5.0	68.6

Source: DIMA⁶

The participation rate is lower and unemployment rate higher for migrants with lower levels of English proficiency. The people migrating from North African and Middle Eastern countries have relatively higher unemployment and lower participation rates than those from other regions, including sub-Saharan Africa of which the majority (more than half) come from the Republic of South Africa.

The English proficiency of the immigrants from the North African and Middle Eastern group of countries shows a significantly lower level of only English spoken at home (16.5%) and significantly higher level of a language other than English spoken at home (83.5%), in comparison to immigrants from most other regions. Not ensuring English language proficiency for these migrants has the potential to create direct, negative, long-term social costs and opportunity costs.

Labour market success and economic wellbeing of immigrants are crucially dependent on their ability to learn English well.⁷ Moreover, on-going national prosperity is dependent on the distribution of these English language skills, both in terms of the assets created and the unintended liabilities formed.

The quicker migrants integrate into Australian society, the better for Australia's future prosperity. The crucial ingredient for successful integration is proficiency in English. This is true for children as well as adults. The quicker a newly arrived child learns English, the quicker they are to succeed in school and successfully participate in post-compulsory education and the workforce. This paper focuses on the newly arrived migrant students whose English language skills are not developed.

Jurisdictions accept their responsibility for educating these children. While all governments benefit from migration, the number and composition of the students involved is directly

⁶ Transition needs of humanitarian youth : background paper for inter-jurisdictional meeting 3rd March 2006, prepared by DIMA

⁷ Productivity Commission (2006) Economic Impacts of Migration and Population Growth, Position Paper, January: 153.

shaped by Federal migration policies. In this context, the size and scope of the Australian Government's (AG's) once-only payment for newly arrived students under its ESL New Arrival Program (ESL-NAP) is crucially important and needs to be reviewed.

Jurisdictions are currently spending more on refugee and humanitarian students than on non-refugee students and in each case are spending more than is provided by the AG's once-only grant of \$5,039 per eligible student. The AG has recognised its responsibility for adult migrants by increasing the intensive English language tuition available to them to a maximum of 910 hours. However, AG funding for school children only extends to approximately 200 hours of tuition.

On 9th May 2006, the AG announced in its Federal budget an extension of eligibility to the ESL NAP which brings into line the eligibility to funding between adults and children in visa classes 309, 310, 445, 450, 820, 826, 850 and 437. However, the funding provided to adults provides significantly more English tuition than that provided to children. ESL NAP funding remains inadequate even though the number of students able to access this funding has increased.

Further, the report shows that an additional 3,200 students are ineligible for Commonwealth ESL-NAP funding, even after the extension of eligibility announced in the Federal budget of 9th May 2006. . An increasing trend in Australia's migration program is the provision of temporary visas. Ineligible students are often the dependents of adults on temporary visas. These children arrive at school with immediate ESL needs but are ineligible for Commonwealth ESL-NAP funding.

Without diminishing the on-going responsibility that States and Territories have for ESL-NA students, it is important to acknowledge the unique relationship the AG has to this student cohort. National migration policy shapes this cohort. Of course, just as no one government accrues the benefits, or costs, of migration in general, so too should the AG not be seen as entirely responsible for the funding of ESL-NA students. But the size and scope of the AG's once-only grant, which plays an essential role in providing services to these students, needs to be reviewed and the AG needs to lift the level of assistance under its ESL-NA program, broaden the visa classes eligible and provide a higher level of assistance for refugee and humanitarian students.

2.2 Background

At the 18th meeting of MCEETYA (12th—13th May 2005), Council urged the Australian Government to:

- a. increase per capita assistance to ESL- NA students with high educational needs, in particular, refugees and humanitarian entrants;
- b. provide a new per capita allocation so that specific ethnic and cultural issues faced by those children and families entering into Australia under the refugee and humanitarian category can be addressed; and
- c. expand the visa classifications eligible for new arrivals funding;

Ministers Nelson and Hardgrave noted the points raised but indicated that a more evidence-based discussion of the issue was warranted to justify any Australian Government increase in funding.

The MCEETYA Schools Resourcing Taskforce (SRT) convened a working party of Australian Government, Victorian Government and Catholic Education Commission representatives to work with the SRT secretariat to investigate this issue.

A survey of the government state and territory education systems and Catholic education systems across Australia was conducted in March 2006. The survey was structured to collect data about the different modes of delivery of ESL tuition provided by an education system for its newly arrived students. Financial and non-financial data were collected in the survey. All states and territories participated except the Northern Territory. The Catholic Education Commission (CEC) provided data on two dioceses with substantial ESL-NA students.

This report includes:

- an overview of the existing policy settings for providing ESL tuition to newly arrived students, and of recent permanent and temporary immigration trends;
- a national mapping of the services and different modes of delivery of ESL tuition provided by a system for its newly arrived students; and
- an analysis of the current per capita costs of providing ESL tuition to newly arrived students and information on the adequacy of current provision for both groups of newly arrived students based on survey data.

The Australian Government has expressed reservations about the methodology and conclusions drawn in this Discussion Paper. While these reservations remain, the critical importance of English language skills in improving workforce participation, productivity and aggregate economic outcomes for Australia, and to the well-being of individuals, is readily acknowledged. The Australian Government recognises the need to build on such common ground with further work to ensure areas of significant and specific ESL need are addressed.

3 MAPPING OF CURRENT ENVIRONMENT

3.1 Policy settings

3.1.1 Australian Government programs for school aged newly arrived students

The ESL-NA program assists with the cost of delivering intensive English language tuition to eligible newly arrived migrant primary and secondary school students. The grant is a once-only payment for each eligible student.

In 2005, the Australian Government provided a once only per-student grant of \$5,039 for each eligible newly arrived student in both government and non-government schools. In total, government school systems received approximately \$55.9 million under the program in 2005, while non-government school systems received approximately \$5.6 million.⁸

Eligible students are expected to receive a minimum of six months intensive English language tuition either in intensive language centres/units or in schools. In the latter case, it is expected that students will be provided with a minimum of ten hours of ESL assistance per week. The amount and duration of assistance to be provided for individual students is, however, a matter for education systems to determine.⁹

Eligible students include Australian citizens, permanent residents, minors under any part of the Australian Government's humanitarian program, holders of certain provisional visas granted under the business skills category of the Australian Government's non-humanitarian migration program or holders of a removal pending bridging visa. Students temporarily resident in Australia (other than with a temporary visa granted under the humanitarian program or a provisional visa granted under the business skills category of the non-humanitarian migration program) are ineligible for ESL-NA funding.¹⁰

To be eligible, students must also,

- if entering the first year of primary schooling, to have enrolled in an intensive English class funded under this program within 18 months of arrival in Australia or being granted a temporary visa under the humanitarian program; or
- if entering any other year of schooling, have enrolled in an intensive English class funded under this program within six months of arrival in Australia or being granted a temporary visa under the humanitarian program.¹¹

⁸ Advised by e-mail, Anne Gibbon, Acting Branch Manager Schools Funding and Business Management Branch Schools Resourcing Group, DEST 11 May 2006

⁹ Ibid:113.

¹⁰ DEST, *English as a Second Language - New Arrivals Programme, Arrangements for 2005*, http://www.dest.gov.au/sectors/school_education/programmes_funding/programme_categories/special_needs_disadvantage/english_as_second_language_new_arrivals_programme/home.htm

¹¹ Australian Government, *Australian Government Programmes for Schools, Quadrennial Administrative Guidelines – 2005-2008*:112.

3.1.2 Australian Government programs for newly arrived adults

The Adult Migrant English Program (AMEP) provides up to 510 hours of basic English language tuition to migrants and refugees from non-English speaking backgrounds. AMEP has two core functions: to assist new arrivals to develop basic language skills; and to provide general orientation of new arrivals to help them participate in the wider Australian society and to access available services. AMEP clients can choose from a range of learning options including: full-time and part-time classroom or community based tuition; distance learning courses; one-on-one language assistance in the home with the help of a volunteer; and self-paced learning in individual learning centres

Up to an additional 400 hours is also available to refugees and humanitarian entrants through the Special Preparatory Program (SPP). The SPP offers tuition in a specially tailored, supportive environment to eligible humanitarian entrants assessed as having special needs arising from their pre-migration experiences, for example, torture, trauma, or low levels of schooling. The SPP helps clients become familiar with the learning process before they go on to the more formal environment of the AMEP.

3.1.3 Australian Government programs adult and school students– hours of tuition

The number of hours available under the SPP was increased from 100 to 400 in July 2004. This increase in funding allowed refugee and humanitarian entrants aged 16–24 years with low levels of schooling (seven years or less in their home country) to receive 910 hours of intensive English language tuition (400 hours to be provided through the SPP and 510 through the AMEP). Previous arrangements provided for 610 hours of intensive English language tuition.

While the Australian Government increased funding for adult English language tuition, a similar increase was not made available to school age children. The additional funding for adults is an acknowledgement by the Australian Government of the high support and English language learning needs of the current refugee and humanitarian intake, in particular, those from Africa. However, this is significantly more hours of intensive English instruction than that provided for children under the ESL-NA program, which is a minimum of 10 hours per week for six months which amounts to approximately 200 hours of tuition.

3.1.4 Australian Government programs adult and school students – visa eligibility for access

The Australian Government through the Language, Literacy and Numeracy Program (LLNP) aims to assist migrant job seekers learn English. In 2004-05 the Australian Government announced an extra \$4.1 million boost to the program to help more migrant job seekers learn English. Visa classes which are eligible to participate in the LLNP include holders of temporary or provisional visa sub classes: 309, 310, 445, 450, 820, 826, 850 and 437. Previously, their dependant children were not eligible for ESL NAP funding. But on 9th May 2006, the Australian Government announced in its Federal budget an extension of eligibility to ESL NAP funding to the dependents of these visa holders. This brings into line the eligibility to funding between adults and children in these visa classes, even though the amount of English tuition provided to adults under the AMEP and LLNP program is significantly greater than that provided to children under the ESL NA program.

3.2 ESL-NA student population

The following table sets out the distribution of students that are eligible for Commonwealth ESL-NAP funding by school sector, level of schooling and category of student in 2004. The two categories of students are non-refugee (NR) and refugee and humanitarian (RH).

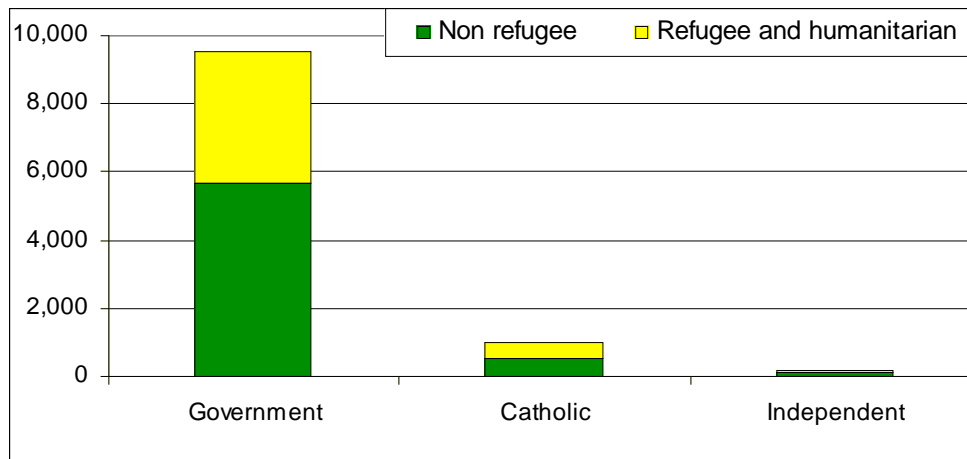
The data indicate that the majority of ESL-NA students (89%) are enrolled in government schools, with 9% enrolled in catholic schools and 2% enrolled in independent schools. This does not include students on temporary visas not eligible for Commonwealth ESL-NAP funding that are enrolled in ESL-NA programs in schools.

Table 2: Students eligible for ESL-NAP funding by system, level and category of student, 2004

Summary	Government		Catholic		Independent	
	NR	RH	NR	RH	NR	RH
Primary	3,672	1,882	396	370	63	67
Secondary	2,014	1,958	147	64	27	28
Total	5,686	3,840	543	434	90	95
Total for sector	9,526		977		185	
%	89%		9%		2%	

Source: DEST

Figure 1: Students eligible for ESL-NAP funding by system, level and category of student, 2004



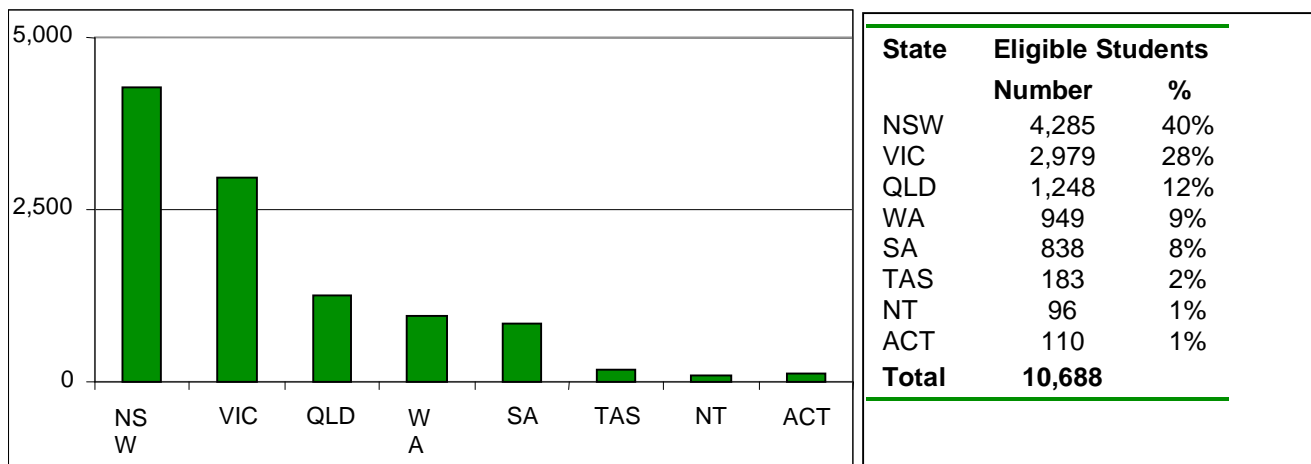
Source: DEST

There were a total of 10,688 students eligible for Commonwealth ESL-NAP funding, of these 6,319 (59%) were non-refugee students and 4,369 (41%) were refugee and humanitarian students.

According to the survey data, there were 11,911 students that were eligible and 5,047 student that were not eligible for Commonwealth ESL-NAP funding in 2005. Of the students that were not eligible 4,771 (95%) were non-refugee students. Nearly all visa classes for which students are not eligible for Commonwealth ESL-NAP funding are non-refugee classes (see Appendix C). The data collection section contains the number of eligible and not eligible students in 2005 collected through the survey.

The figure and table below set out the distribution of students eligible for Commonwealth ESL-NAP funding in 2004 by state and territory.

Figure 2: Students eligible for Commonwealth ESL-NAP funding by state, 2004



Source: DEST

The states with the largest numbers of students are New South Wales (40%) followed by Victoria (28%).

3.3 Immigration and visa trends

Immigration has been a major contributor to Australian population growth and has helped to shape the size and composition of the population. The 2001 census has shown that around 23% of Australia resident population were born overseas. Population projections suggest that immigration is likely to continue to be a major contributor to population growth.¹²

Australia’s place in the global economy, its international relations, Commonwealth policies to increase skilled migration and the diversity of its population mean that permanent and temporary people movements will be increasingly important to its future.

3.3.1 Temporary residents

Australia has long had an emphasis on attracting permanent settlers to the country and a strongly expressed opposition to attracting temporary and contract workers. ... However, in recent years attitudes have changed in Australia and it has been recognised that, in the context of globalised labour markets, it is essential to have mechanisms to allow non-permanent entry of workers in certain groups.¹³

The contemporary flow of non-permanent or temporary residents is quite different in scale to the historical flows as it involves large numbers of residents with the right to work and a plethora of new kinds of temporary migration to Australia. Government policies have changed to a more complex mix to fill skill gaps and respond to larger and more complex patterns of international population movement. There has consequently been a proliferation of new visa types involving non-permanent movers, especially those involving temporary movement for work.¹⁴ In June 2001 there were 554,200 people in Australia on a temporary basis of whom

¹² Commonwealth of Australia (2003) Report of the Review of Settlement Services:2

¹³Hugo, G (2002).A century of population change in Australia, *ABS Year Book Australia, 2002*. Population Centenary Article: 16.

¹⁴Ibid:15.

289,300 had a right to work.¹⁵ At the end of June 2004 there were an estimated 290,566 temporary visa holders in Australia, which is about 3% of the Australian resident population.¹⁶

There has been a 44% increase in the skilled migration program between 1999-00 and 2004-05.¹⁷ The business visitor visa (long stay subclass 457) allows skilled personnel to enter as temporary business residents for periods of up to four years. Although the primary applicant entering under skilled visas are likely to be highly skilled, this is not necessarily the case for secondary applicants such as dependents.¹⁸ Student dependents of primary applicants under this visa category are not eligible for ESL-NA funding.

In Western Australia during the first four months of this year, some 290 students on 457 visas have enrolled in public schools. This compares with some 20 students for the same period last year. Advice from DIMA indicates that some 1,000 school-aged entrants will enrol in Western Australian public schools during the next 18 months. A similar pattern is evident in other States.

Temporary visa holder eligibility to access and participate in Australian Government services is dependent upon visa class, and often there are eligibility differences between programs and services. Many of the school age dependents of temporary visa holders require intensive English tuition on enrolment in school. Appendix B and C contain a list of the visa sub-classes that are eligible and not eligible respectively to receive Commonwealth ESL-NAP funding. There are a substantial number of temporary visa categories that are not eligible (74) as compared to eligible (15).

A request for data on the numbers, country of origin and regional location of temporary residents granted visas was made to the Commonwealth Department of Immigration and Multicultural Affairs (DIMA). Unfortunately, this request was unable to be completed within the timeframe for this report.

3.3.2 Permanent migrants

Permanent migration to Australia is regulated by the Australian Government's migration program. The migration program consists of:

- Skilled migration stream;
- Family migration stream;
- Special eligibility migrants including New Zealanders; and
- Refugee and humanitarian stream

The program aims to provide a balance between Australia international humanitarian obligations and the government's economic and social objectives. Most permanent residents arrive under the skilled migration category (approximately 40%), many under the family migration category (30%), some because of their New Zealand citizenship (17%), and others as part of the humanitarian program (10%).¹⁹

¹⁵ Hugo, G and Phillips, J (2004) Temporary migration: a new paradigm of international migration, Research Note no. 55, Parliamentary Library:1

¹⁶ Productivity Commission (2006) Economic Impacts of Migration and Population Growth, Position Paper:16

¹⁷Ibid:213

¹⁸ Ibid:193

¹⁹Australian Bureau of Statistics (ABS), "International Migration," *ABS Year Book Australia, 2005*, p.3

The Australian Bureau of Statistics (ABS) reports a significant change in the source countries of permanent arrivals over the past two decades, with settlers arriving from more diverse regions of the world. For example, in 1982-83, 35% of permanent migrants to Australia were born in the United Kingdom and New Zealand but this number had dropped to 13% in 2002-03. In contrast, there was a greater proportionate increase in settler arrivals born in the Peoples Republic of China (1% in 1982-83 to 7% in 2002-03), India (2% to 6%) and the Republic of South Africa (3% to 5%) over this period.²⁰ The table below sets out the top three countries of birth for settlers Australia wide.

Table 3: Number of settlers by country of birth and stream, 2005, 2000 and 1995

2005		2000		1995	
Refugee & humanitarian		Refugee & humanitarian		Refugee & humanitarian	
Sudan	4,366	Iraq	1,939	Bosnia-Herzegovina	3,405
Iraq	1,647	Former Yugoslavia	1,485	Iraq	2,957
Afghanistan	1,200	Croatia	1,396	Former Yugoslavia	2,198
Skilled		Skilled		Skilled	
United Kingdom	13,087	Sth Africa Republic	5,387	England	5,057
India	7,491	India	4,547	Hong Kong	3,457
China	6,288	England	4,155	India	3,084
Other		Other		Other	
China	4,850	China	3,550	England	4,831
United Kingdom	4,592	England	2,464	China	6,825
India	2,400	Philippines	2,008	India	1,486

Source: DIMIA

In 2005, the skilled stream consisted of 53% of the total number of permanent settlers, up from 35 % in 1995. Although people entering under skilled visas are likely to be highly skilled this is not necessarily the case for all people entering under this visa category, particularly where primary applicants bring dependents.²¹

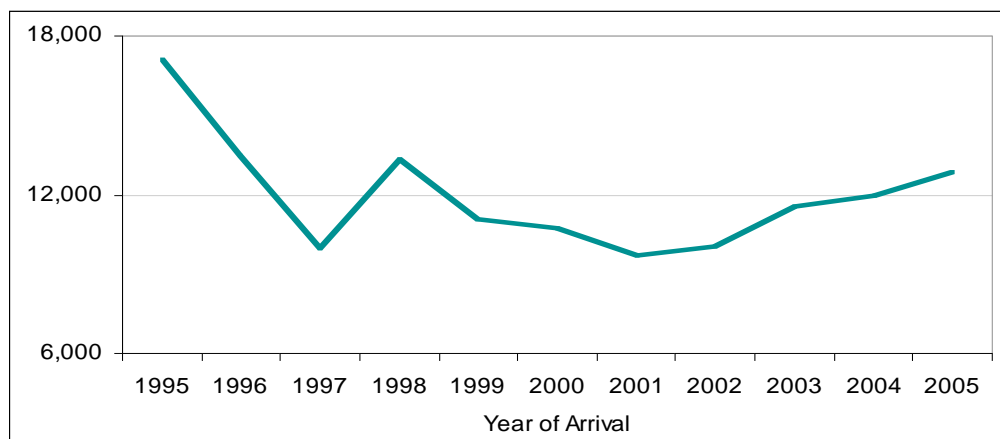
The other category contains the family and special eligibility streams. The major component of the other category is the family stream which consisted of 35% of the total in 2005, down from 46% in 1995. In 2004-05 over 13,000 people arrived under the refugee and humanitarian stream which represents a 28% increase on the program from the year before.²²

²⁰ Australian Bureau of Statistics (ABS), "International Migration," *ABS Year Book Australia, 2005*, p.2.

²¹ Productivity Commission (2006) *Economic Impacts of Migration and Population Growth*, Position Paper: 193

²² DIMIA (2006) *Australia Support for Humanitarian Entrants*:iii, www.immi.gov.au/settle/booklets/ihss.htm, accessed 15th Feb 2006

Figure 3: Number of settlers by year of arrival, refugee and humanitarian stream



Source: DIMIA

There was an unusually high number of people settled under the refugee and humanitarian stream in 1995 from Bosnia-Herzegovina (3,405) and the Former Yugoslavia (2,198) as a result of the conflict in Kosovo.

Today, the major source countries for refugee and humanitarian entrants are Sudan, Iraq, Afghanistan, Ethiopia and Iran, with 70% coming from Africa. Refugees from Africa have particularly high levels of poverty, more complex health conditions, frequent experiences of torture and trauma, larger families, more single parent families, low levels of literacy in their first language, lower levels of English proficiency and often no experience of formal schooling. African refugees generally have higher educational support needs than other refugees.

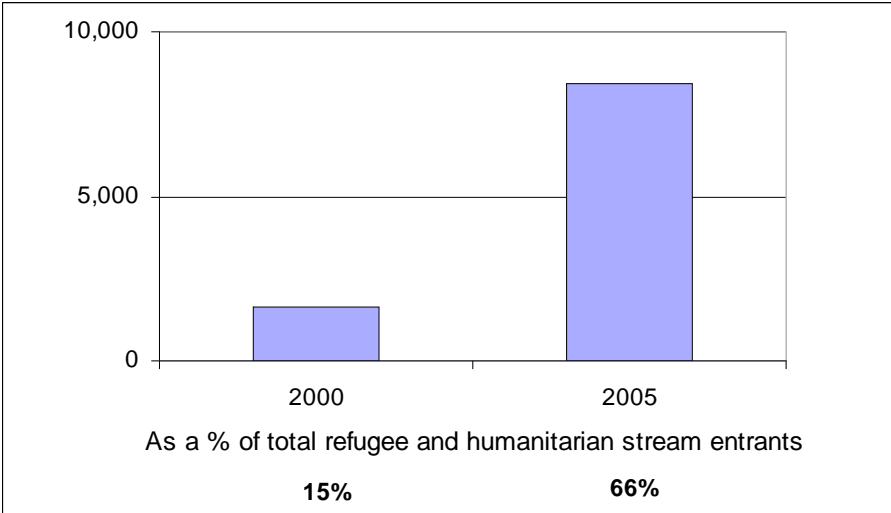
For example, more than 11,000 Sudanese people have settled in Australia since 1996, with about 900 living in Adelaide. Yet the number of arrivals in South Australia has accelerated recently, with about 400 Sudanese people settling between July 2004 and January 2005.²³ Blackfriars Primary School, a Catholic boys school in Adelaide, welcomed 16 new Sudanese students in 2005 – a four-fold increase on the four Sudanese students enrolled in 2004. Fourteen new Afghan students also enrolled, up from eight in 2004.²⁴ At the local level, such an increase has a significant impact on school resources.

In New South Wales, increased enrolments of refugees has had quite a significant impact on some schools. For example, between November 2003 and November 2005 Fairfield Public School, a school in south western Sydney, enrolled 100 refugee students across years K - 6. Of these students, 40 came from six African countries, 46 came from Iraq and the remaining 14 refugee students from three other countries. The 100 refugee students enrolled at the end of 2005 represented 15% of the school's total population.

²³ Roberts, Jeremy, "ESL Resources failing African refugees," *The Australian*, 11 April 2005.

²⁴ Roberts, Jeremy, "ESL Resources failing African refugees," *The Australian*, 11 April 2005

Figure 4: Humanitarian and refugee stream entrants from Africa, 2000 and 2005



Source: DIMA

The increase in the number of people arriving from Africa in a relatively short period of time has broader effects. Unlike many other groups arriving in Australia in the past where they were joining an established community, or at the very least, people from a similar background, the new arrivals can expect less support from their own community because the communities themselves are so new²⁵. This would apply equally to children as well as adults.

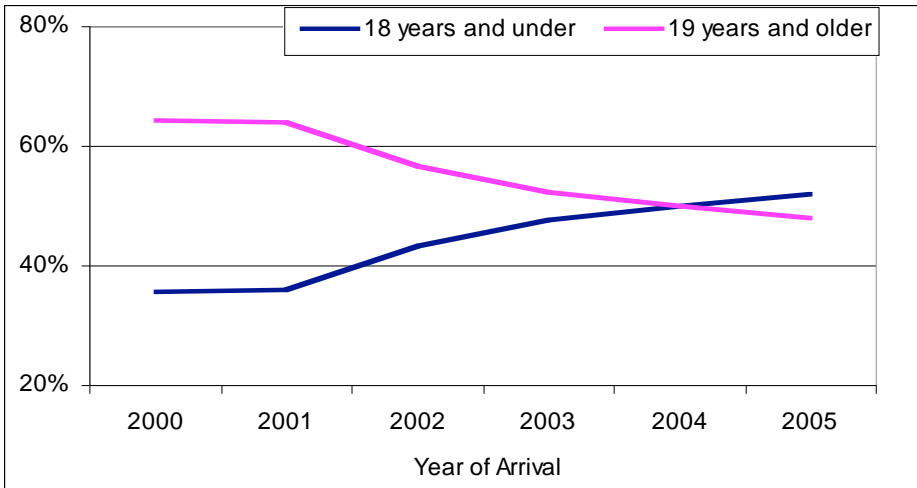
As a cohort, refuge and humanitarian students experience multiple risk factors, including trauma, stress, low literacy and numeracy in any language, minimal English language skills, low family socio-economic background, extreme transience and other risk factors which impact on learner well-being. A recent Flinders University study on well-being for refugee and humanitarian students in NAP centres found levels of emotional and behavioural disturbance for adolescents were at levels similar to that of Australian adolescents receiving outpatient mental health services in a WA study²⁶.

The proportion of entrants in the humanitarian stream aged 18 years and under has increased substantially, such that it exceeds the number of adults aged 19 years and over in this stream 2005.

²⁵ Refugee Council of Australia (ROCA) (2005) Australia’s refugee and special humanitarian program: Current issues and future directions, http://www.refugeecouncil.org.au/docs/resources/submissions/2004-05_intakesub.pdf Accessed 20th Feb 2006: 77

²⁶ Flood, J and Robinson, J (2005) *Predictors of well-being among refugee students in the New Arrivals Program* Adelaide, School of Psychology, Flinders University, Abbreviated Interim report 15-12-2005, unpublished

Figure 5: Humanitarian stream entrants by age group 18 years and under and 19 years and older, for years of arrival 2000-2005



Source: DIMA

3.3.3 Years of schooling

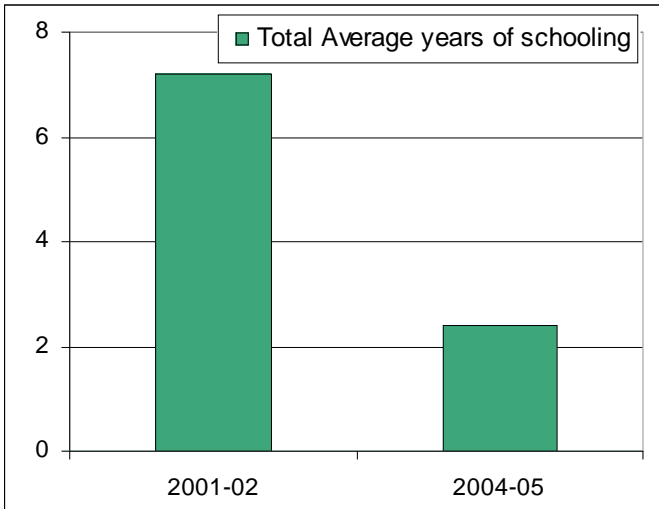
The total average years of schooling for refugee and humanitarian entrants has reduced significantly since 2001-02. The average number of years of schooling of persons assisted under the Integrated Humanitarian Settlement Strategy (IHSS) aged 5 years and over across all source regions has decreased. This reflects the increasing number of African entrants who have completed fewer years of schooling than people from Asia and Europe.

Table 4: Total average years of schooling for all source regions 2001-02 to 2004-05

Year of arrival	2001-02	2002-03	2003-04	2004-05
Total average years of schooling	7.2	7.0	5.7	2.4

Source: DIMA

Figure 6: Total average years of schooling for all source regions 2001-02 to 2004-05



These averages include adults and it would be expected that the number of years of schooling for children entering the education system in Australia would be considerably less.

In 2005 there were 4,563 humanitarian entrants of school age (2,560 of primary school age and 2,003 of secondary school age²⁷) and it is likely that total average years of schooling for the children would have been less than 2.4 years.

Source: DIMA

²⁷ Includes entrants aged 17 years

A data request was made to DIMA to provide the years of schooling for school aged students - people aged between 5 and 18 years of age entering through the refugee and humanitarian stream. This would indicate the change in the years of education that students at every grade level had rather than a combined number of years of education for all refugee and humanitarian entrants aged over 5 years. However accurate information was not able to be provided by DIMA due to data collection issues.²⁸

Young refugees are more likely to have experienced significant disruption to their education. In many refugee camps, very little basic education is offered and those people who have spent time in another country prior to coming to Australia may only have had limited access to education.

The sharp decrease in the number of years of schooling that children entering the education system have has a profound affect on the services required. It is more than the lack of literacy or numeracy skills; it is the lack of experience of formal schooling, for example holding a pen, sitting still and not talking during class, organising and completing homework, and arriving on time. Research confirms that those new arrivals students who enter school with minimal prior formal schooling, little or no literacy in their own language, refugee trauma experiences, weak or disrupted family ties or physical/sensory impairments experience a 'double disadvantage' and are typically several years behind their ESL new arrival peers in attaining comparable literacy skill levels.²⁹

Case Study: Sudanese and other African Refugee students CEO Sydney

Background: In 2005, approximately 200 primary and secondary students with humanitarian visas settled in the Auburn-Lidcombe areas of inner western Sydney. These students were predominantly from Sudan and had spent time in neighbouring African nations including Kenya and Egypt before being accepted into Australia's IHSS.

The student's emotional well-being reflects their experiences – they may experience flashbacks to horrific events and may act out in violent and aggressive behaviours. Alternatively, they remain passive, withdrawn and distrustful. The social skills of the students are markedly different to that of other students - many of the students need to relearn basic procedures including dressing, eating, crossing a road, handling a packed lunch, holding a pencil etc. Many of the students lack a nuclear and extended family to support them. These students may also have poor medical health.

The cultural differences and lack of formal schooling experience affect everyday behaviour - many have different perspectives of "ownership" and sharing, for example some may take things home and not return them.

²⁸ Personal Communication, Susan Ihasz, Administrator Settlement Database DIMA 20th February 2006

²⁹ Collier, V (1992) "A synthesis of studies examining long-term language minority student data on academic achievement", *Bi lingual Research Journal* 16(1-2), pp187-212

There is a serious mismatch between chronological age and knowledge and academic ability. This highlights the interface between special needs and effects of trauma and disrupted schooling.

Responding to the needs of the students has required teacher professional development programs and development of resources for these students. There is family and community support provided through the schools and Parish based programs, and pastoral care programs in the mainstream school to facilitate the participation of these students.

There has been a considerable additional resource demand for school planning and administrative support to facilitate the participation of these students.

Service gaps and possible solutions

The students enrol in primary and secondary schools and undertake intensive English programs either through the secondary Catholic Intensive English Centre (CIEC) at Lewisham or the primary new arrivals itinerant service. At the CIEC there are specialist ESL-NA teachers. Teacher aide support is provided at both the CIEC and in primary schools serviced by the ESL-NA itinerant teachers. Counsellors are provided in both the CIEC and in mainstream primary schools.

At a school level, there is a need for improved curriculum material, particularly in science, mathematics and English that is low literacy, subject specific and age appropriate. In particular there is a lack of appropriate print resources that are age and subject specific and low literacy. The students benefit from the provision of small, stable and caring learning environments with professional support available from counsellors and psychologists.

Transition from CIEC to mainstream classrooms is an area where students need support. This could be in the form of ongoing ESL provision in the mainstream classes and the provision of teacher aides to assist in transition to school programs.

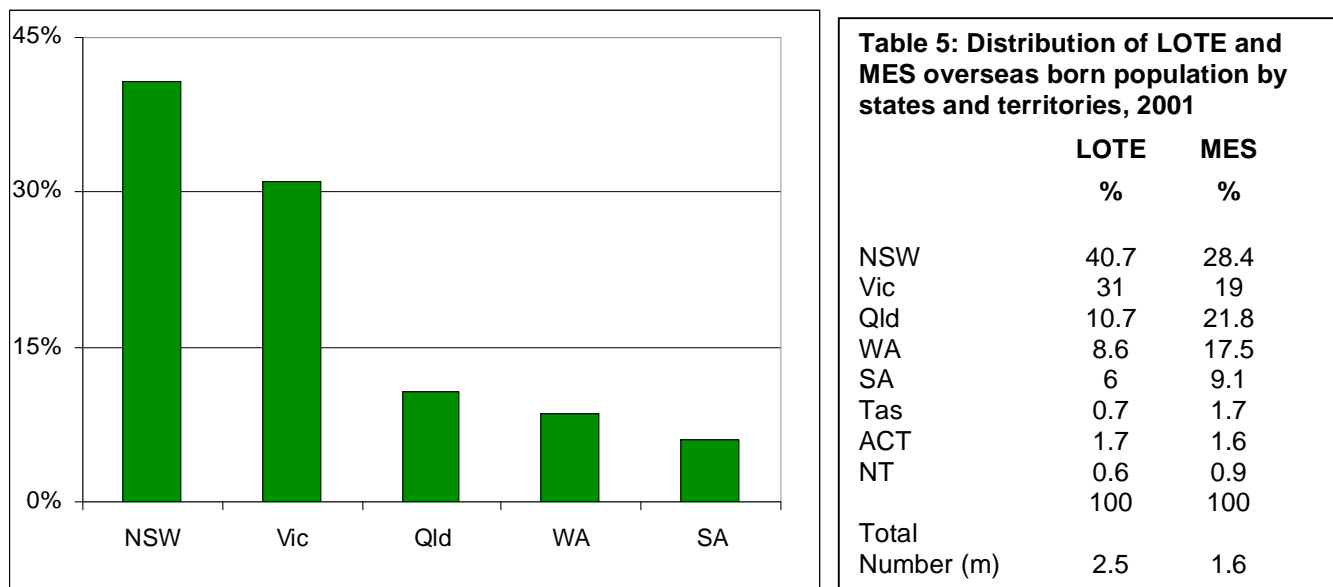
There is a need to address teacher morale by providing professional development opportunities that will empower teachers with knowledge and skills to meet the specific needs of the refugee students. Traditional teaching and behaviour management techniques are not effective and teachers can experience a sense of frustration and loss of their professionalism.

The trauma experience of many students requires schools to be able to provide initial on site counselling, through the provision of full time counsellors and psychologists. This could be facilitated by targeted funding for professional assessments and ancillary hours support, provided through the special needs funding, for those students deemed to be in the mental health category. This could be supplemented by links to government and non government peak bodies, for example free interpreting and medical services.

3.3.4 Patterns of settlement in Australia

Immigrants from Language Other than English (LOTE) speaking countries tend to settle in New South Wales and Victoria, while immigrants from Mainly English Speaking (MES) countries generally settle in New South Wales, Queensland, Victoria and Western Australia as indicated in the following table.³⁰ The following figure shows the distribution of the overseas born population, and indicates that in 2001 New South Wales has the highest proportion followed by Victoria.

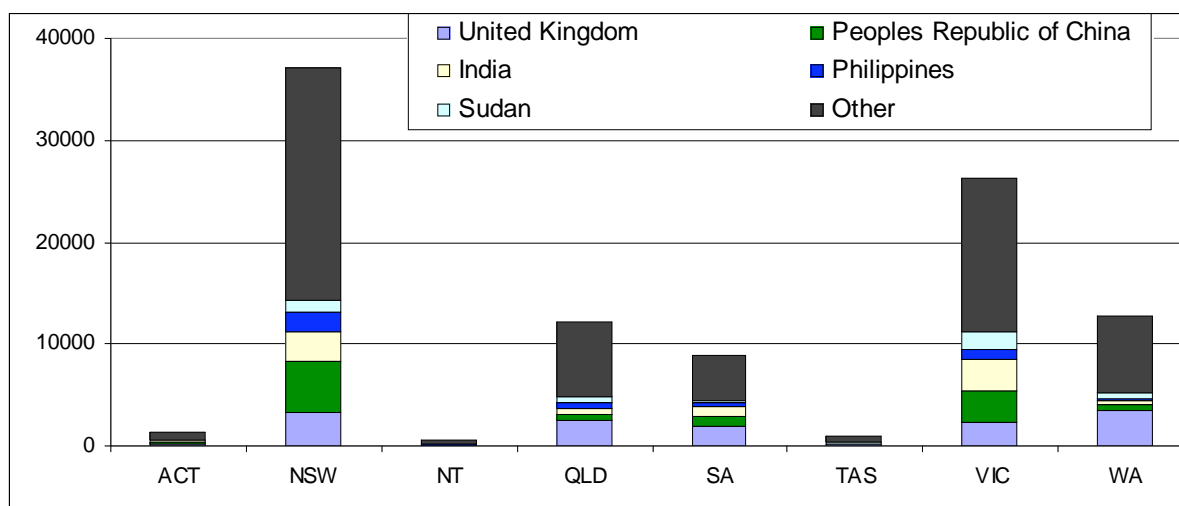
Figure 7: Distribution of overseas born population arriving in the last 5 years, 2001



Source: Productivity Commission (2006)

The following figure provides the pattern of settlement of permanent migrants entering under all streams.

Figure 8: Number of settlers by country of birth and state, all streams 2005

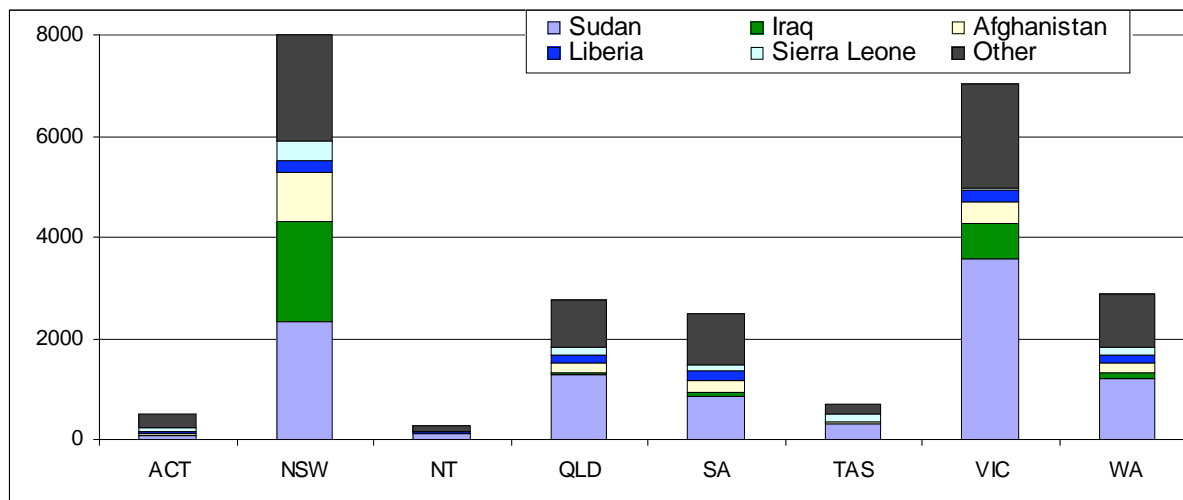


Source: DIMA

The following figure provides the pattern of settlement of permanent migrants entering under the refugee and humanitarian stream. This indicates that the majority of humanitarian entrants settle in New South Wales, followed by Victoria.

³⁰ Productivity Commission (2006) Economic Impacts of Migration and Population Growth, Position Paper:231

Figure 9: Number of settlers by country of birth and state, refugee and humanitarian stream 2005



Source: DIMA

Recent migration policy changes have highlighted an increased regional focus in the allocation of temporary visas. A number of state-specific and regional migration (SSRM) initiatives have been introduced since 1996-97. Continuing strong growth is expected particularly with the introduction of the Skilled Independent Regional (SIR) visa from 1 July 2004. The SIR allows people to have a three year visa provided they commit to live and work in regional Australia.³¹ For the 2003-04 program year, 12,725 visas were granted under SSRM initiatives — representing approximately 18 per cent of the total skill stream of the migration program. This is an increase of 60 per cent on the 2002-03 grant level and is the highest since the introduction of the initiatives in 1996-97.

Most of the visas granted have been for immigrants settling in Victoria and South Australia. Since 1999-2000 around half of the SSRM visas granted have been to immigrants deciding to reside in Victoria.³² Although the primary applicant entering under skilled visas are likely to be highly skilled, this is not necessarily the case for secondary applicants such as dependents. Student dependents of primary applicants under these visa categories are not eligible for ESL-NA funding.

A request for data on the regional location of temporary residents granted visas was made to DIMA however was unable to be completed within the timeframe for this report.

3.3.5 Eligibility issues

Adult and student funding – visa class

Currently, there is inconsistency in eligibility and provision of English language services between newly arrived adults and their dependants of the same visa class.

³¹ Productivity Commission (2006) Economic Impacts of Migration and Population Growth, Position Paper:209

³²:Ibid:241

For example, under current ESL-NA program guidelines, students that are temporary visa holders (other than temporary visas granted under the humanitarian program or a provisional visa granted under the business skills category of the non-humanitarian migration program) are not eligible for ESL-NA funding. A list of the visa classes that are not eligible to receive funding as at March 2006 is set out in Appendix A.

In Victoria in 2004, 3,762 new arrivals from more than 120 countries enrolled in Victorian government schools. The majority, 2,672 (71 per cent), including 27 on temporary protection visas, met Commonwealth eligibility criteria. The other 1,090 students (29 per cent) did not meet the residency criterion. These included students on New Zealand passports and students on bridging or temporary visas.³³

A number of students holding New Zealand passports are from Polynesian self-governing countries in a free association with New Zealand and have New Zealand citizenship, for example, students from the Cook Islands. An increasing number of ESL newly arrived students enter Australia via New Zealand.³⁴

Case study: NZ Citizens from the Pacific Islands in Victorian schools

Each year many students from a broad range of countries of origin come to Australia on New Zealand passports and enrol in Victorian government schools. In spite of being citizens of an English speaking country, these students present as having all the language needs of new arrivals that migrate directly to Australia.

Information from the New Zealand Department of Internal Affairs confirms that children under 16 do not necessarily have to fulfil ordinary residence requirement to gain New Zealand citizenship and consequently a New Zealand passport.³⁵ As New Zealand citizens these students are not eligible for Commonwealth ESL-NA program funding under the current criteria.

Also amongst this group are significant numbers of Pacific islanders who often present with disparate levels of English language oracy and literacy and in fact have not developed literacy skills in any language.

The Victorian government supports New Zealand passport holders in both New Arrival and post New Arrival ESL programs. In 2005, the 379 students on New Zealand passports would have generated New Arrivals funding of \$1.9 million.

A request for data on the number of students by visa category not currently eligible for Commonwealth ESL-NAP funding was made to DEST, however was unable to be completed within the timeframe for this report. Nevertheless, several systems were able to provide this data and the table below is a summary of this data for New South Wales, Victoria, Tasmania, Queensland and Western Australia. South Australia does not collect data by visa category for students not eligible for Commonwealth ESL-NAP funding, and the ACT were not able to provide the data within the timeframe required.

³³ Victorian Department of Education and Training (2004) English as a second language in Victorian government schools 2004, <http://www.sofweb.vic.edu.au/lem/esl/pdfs/eslr04.pdf> accessed 25th Feb 2006: 11

³⁴ Ibid:12

³⁵ Other Requirements for Applicants Aged Under 16: If you are under 16 during the processing of your New Zealand citizenship application and your parent(s) are New Zealand citizens or have applied and are able to fulfil the requirements for a grant of New Zealand citizenship, you may not have to meet the ordinary residence requirement. Applicants under 14 years old are not required to meet the English, character and knowledge requirements. Refer to the New Zealand Department of Internal Affairs website: <http://www.dia.govt.nz/diawebsite.nsf>

Table 6: Number of students in visa classes not currently eligible for Commonwealth ESL-NAP funding, selected systems

Refugee and Humanitarian		Non refugee	
10 Bridging class A	122	457 Business class long stay	1,010
Bridging class other	7	Dependent of overseas students	837
		309 Spouse provisional/820	
		Spouse/445 Dependent Child	900
		Other	1,457
	139		4,204
Total			4,333

Source: Systems data

The data indicates that the largest number of refugee and humanitarian students that are currently not eligible for Commonwealth ESL-NAP funding are in visa class 10 Bridging Class A.

The two individual visa classes that had the largest numbers of non refugee students currently not eligible for Commonwealth ESL-NAP funding are visa class 457 - Business class long stay (1,010 students) followed by visa class 309 – Spouse provisional (688 students). In the table above we have combined the two spouse categories 309 and 820 for the dependents of spouses on temporary visas, and the 445 dependent child category.

Dependent students of spouses of Australian citizens and dependents students awaiting permanency are not eligible for commonwealth ESL-NAP funding. As the commonwealth ESL-NAP funding is only available to students enrolling in schools within 6 months of their arrival in Australia (or 18 months of their arrival for kindergarten students) unless the students or their parents are granted permanency within 6 months, the students will not be eligible for Commonwealth ESL-NAP funding.

The group of visa categories relating to dependents of overseas students – 560(S), 570(S), 571(S), 572(S), 573(S), 574(S), 575(S) and 576(S) had a total number of students of 837. The largest two individual visa categories in this group were 571(S) - Dependent of overseas student (226 students) and 573(S) – Dependent of overseas student higher education (156 students). There were a further 100 students in visa categories that related to education.³⁶

Other visa classes with significant numbers of students were: 444 - Special category (299 students); and 419 - Visiting academic (158 students).

³⁶ Visa class 442 Occupational trainee (82) and 418 Educational (18)

4 STUDENT OUTCOMES AND NEEDS

This section provides an overview of the assessment tools and frameworks used in assessing outcomes and needs of ESL-NA students.

4.1 Progress on measuring ESL needs and outcomes

As part of the ESL-NA funding program for the 2005 to 2008 quadrennium, education systems provided in writing to the Australian Government by March 2005 the:

- level of proficiency to access the intensive language training program; and
- level of proficiency to exit the intensive language training program.

Education systems were also required to include a brief explanation of how the previous quadrennium (2001 to 2004) funding was used.³⁷ An outline of the type of assessment frameworks used in each system is outlined below.

Table 7: ESL assessment frameworks used by education systems

System	ESL assessment framework	Other Assessment Frameworks
ACT	ESL Scales (Curriculum Corporation 1995)	ACT system of assessment and moderation First Steps
CEO Sydney	ESL Scales (Curriculum Corporation 1995)	English K-6 Syllabus Early Learning Profiles
CEO Melbourne	ESL companion to the Victorian Essential Learning Standards and/in transition from the ESL Companion to the English Curriculum Standards and Framework.	Curriculum Standards & Framework Victorian Essential Learning Standards
NSW	ESL Scales (Curriculum Corporation 1995)	English K-6 Syllabus (Board of Studies) Primary curriculum foundation statements (Board of Studies) ESL Steps: ESL Curriculum Framework K-6 Intensive English Program Curriculum Frameworks (Secondary)
QLD	ESL Band Scales (NLLIA 1993)	English K-6 Syllabus First Steps Proficiency Scales
SA	SA Department of Education and Children's Services (DECS)- ESL scales	ESL curriculum statement for SA schools
TAS	ESL Band Scales (NLLIA 1993)	Essential Learning Being Literate
VIC	ESL companion to the Victorian Essential Learning Standards and/in transition from the ESL Companion to the English Curriculum Standards and Framework	Curriculum Standards & Framework Victorian Essential Learning Standards
WA	ESL Band Scales (NLLIA 1993)	Student Outcomes Statements Framework of Stages First Steps

Source: Rohl 2005 and survey data

³⁷ Australian Government Programmes for Schools Quadrennial Administrative Guidelines (QAG) 2005 to 2008:114

A more detailed table of eligibility requirements for accessing and exiting from ESL education service delivery types by mode and system is contained in section 4.2.

Each system uses different assessment frameworks to assess the English language proficiency of newly arrived students. All of these frameworks are based on one of two commonly used ESL scales: the ESL Band Scales (NLLIA 1993); and the ESL Scales (Curriculum Corporation 1995).

Research on teachers' use of ESL assessment frameworks in Australia indicates that it is difficult to prove that any one assessment framework is better than another and that education systems and teachers adapt these frameworks to suit their own teaching and learning context.³⁸

Each system has referenced their ESL scales to the curriculum frameworks that exist within their state. ESL scales are used to describe the English language and literacy competence that ESL students are expected to achieve at different stages of learning English. All education systems also require the achievement of newly arrived ESL students in each key learning area to be assessed and reported to parents.

Performance assessment data reflecting ESL students' level of English is also gained from the results of system-wide assessment programs (for example: the Basic Skills Test in years 3 and 5 in New South Wales; and in the ACT, ESL students participate in the ACT assessment program in years 3,5,7 and 9 in both literacy and numeracy). It should be noted however that all education systems provide opportunities for newly arrived ESL learners to be exempted from such testing programs.

4.2 Access and exit points

The following table sets out the level of English language competence that student are expected to achieve on exiting from an intensive English program. Exit levels in the table have been reported for each mode of delivery and service type from the survey data. The table also indicates the ESL assessment framework used by education systems.

³⁸ Rohl, M (1999) "Profiling ESL children: How teachers interpret and use national and state assessment frameworks", Edith Cowan University, <http://education.curtin.edu.au/iier/qjer/qjer15/rohl.html> Accessed 15th March 2005

Table 8: Exit points and assessment scales for ESL service delivery by mode and system

System	Mode and service delivery	Level of English language competence that student should achieve on exit point	Assessment scale used
B: Immersion with systematic ESL support			
ACT	ESL Program	Primary and Secondary - Level 3 for oral interaction, reading and responding, and writing	Language performance rating in accordance with ACT system of assessment and moderation. ESL Scales (Curriculum Corporation 1995)
CEO Sydney	Primary new arrivals itinerant teacher program	Progression through the ESL scales and exiting 3-5 levels above their entry point for non refugee students and 3-4 levels higher than their entry point for refugee and humanitarian students	ESL Band Scales (NLLIA 1993)
CEO Melbourne	Immersion with Systematic ESL support	Lower primary A2 and B2 for middle and upper primary.	ESL companion to the Victorian Essential Learning Standards
QLD	Immersion with Systematic ESL support	Level 5 on the Read and Write Scales	ESL Band Scales (NLLIA 1993)
NSW	Immersion with Systematic ESL support	Students exit between levels 3 and 4 on the oral, reading and writing strands of the ESL scales.	ESL Scales (Curriculum Corporation 1995)
SA	Immersion with Systematic ESL support	Level of English for this category (new arrivals support) is defined as minimal - all students are required to have an ESL Scale. Students exit after 12 months or on achievement of exit ESL scale	SA DECS ESL scales – see appendix C
TAS	Immersion with Systematic ESL support	Dependent on grade level. For example: grade 3 requires oral interaction at 5, reading and responding at 3 and writing at 3; and grade 8 requires oral interaction at 7, reading and responding at 5 and writing at 5.	ESL Band scales
VIC	Immersion with Systematic ESL support	Lower primary level – stage A1 Middle and upper primary - stage B1 Secondary – stage S2	ESL companion to the Victorian Essential Learning Standards and ESL Companion to the English Curriculum Standards and Framework
WA	ESL cell and support	Level 3	ESL Band Scales (NLLIA 1993)
C: Intensive English instruction prior to transferring to a regular class or school			
ACT	Primary and Secondary Introductory English Centre	Basic competence and independence to allow progress within mainstream schools. Students generally reach a level in the ESL Scales equivalent to beginners level B3 in reading and writing, and level 2 in oral Interaction.	Exiting benchmarks specific to Introductory English Centres in the ACT.
CEO Sydney	Primary Intensive English Transition Program	Level 6 or 7 on ESL scales to be on par with an English speaking student	ESL Band Scales (NLLIA 1993)

CEO Sydney	Intensive English Centre for Secondary Students		ESL Band Scales (NLLIA 1993)
NSW	Intensive English Centres	Students exit between levels 3 and 4 on the oral, reading and writing strands of the ESL scales.	ESL Scales (Curriculum Corporation 1995)
QLD	Intensive English High School	Level 5 on the Read and Write Scales	ESL Band Scales (NLLIA 1993)
QLD	Intensive English Units in Cluster Schools	Level 5 on the Read and Write Scales	NLLIA ESL: Band scales
SA	Intensive English Language Centres	See Appendix C	SADECS ESL Scales – see Appendix C
VIC	Intensive English Schools and Centres and Outposting programs	Lower Primary Level – Stage A1 Middle and Upper Primary - Stage B1 Secondary – Stage S2	ESL companion to the Victorian Essential Learning Standards and ESL Companion to the English Curriculum Standards and Framework
WA	Intensive English Centres	Level 3	ESL Band Scales (NLLIA 1993)
D: Intensive English Instruction for isolated students			
NSW	Intensive English in regional and rural areas	Students exit between levels 3 and 4 on the oral, reading and writing strands of the ESL scales.	ESL Scales (Curriculum Corporation 1995)
SA	Intensive English in regional areas	See Appendix C	SADECS ESL Scales – see Appendix C
TAS	ESL Programs in Schools	Dependent on grade level. For example: grade 3 requires oral interaction at 5, reading and responding at 3 and writing at 3; and grade 8 requires oral interaction at 7, reading and responding at 5 and writing at 5	ESL Band Scales (NLLIA 1993)
VIC	ESL support in isolated and country areas	Primary and Secondary – Students should reach a level where student can access mainstream curriculum with continued support	Victorian Essential Learning Standards and ESL Companion to the English Curriculum Standards and Framework
WA	ESL for students in regional areas	Level 3	ESL Band scales
VIC	Isolated ESL student support program	Lower primary level – stage 2 consolidating Middle and upper primary stage 2 consolidating	Victorian Essential Learning Standards and ESL Companion to the English Curriculum Standards and Framework
E: Transitional Bi-lingual program			
CEO Sydney	Transitional Bi-lingual program for Arabic speaking and Vietnamese background primary students	Proceed at least 2 levels above the entry point	ESL Band Scales (NLLIA 1993)

Source: Survey data

5 MAPPING OF PROGRAMS

5.1 Methodology

The adopted methodology collected data and analysed costs in two parts:

- (1) System wide costs associated with ESL service provision to newly arrived students;
- (2) Capita costs specific to associated modes of service delivery - based on general approaches to the education of newly arrived migrant students with limited proficiency in the language of instruction. (These modes are outlined in section 5.2.)

The methodology was intended to only capture those costs that met the following criteria:

- (1) Marginal costs – additional costs to school systems as a direct result of the provision of ESL services to NA students.

For example, the cost of teaching to provide specialised classes to students would be captured. Not captured would be (a) the cost of school management time to coordinate and put in place ESL-NA classes, (b) the cost of providing regular classes for ESL-NA students.

- (2) Recurrent costs incurred for the delivery of ESL services to NA students.

Not captured would be the one-off investment costs in preparing the physical facilities to accommodate additional classes. As an example, in Western Australia the rapid increase in newly arrived students has required an increase in Intensive English centres within the metropolitan area from eight to twelve since the commencement of 2005. This has been in order to accommodate a 40% increase in students. Within a six month period the Western Australian Department of Education and Training had to locate an additional 20 classrooms and 20 experienced ESL teachers. The one-off project investment cost of providing these physical resources to meet the increasing needs of ESL-NA is not included in the marginal recurrent cost estimates.

- (3) Direct financial costs – only those costs that generate a direct financial cost are calculated. The study does not measure economic costs such as (a) the user cost of capital associated with the provision of ESL services, (b) other opportunity costs generated by foregoing certain services in order to provide ESL services for NA students.

The structure of the data collection survey was to seek information concerning ESL provision for two types of newly arrived students: (1) Non refugee; and (2) Refugee and humanitarian students. Students have been classified as refugee and/or humanitarian according to the visa they hold. Appendix A provides details of visa categories grouped into non refugee and refugee and humanitarian categories.

5.2 Data survey

A survey of the government state and territory education systems and Catholic education systems across Australia was conducted for this report. The survey was structured to collect data about the different modes of delivery of ESL tuition provided by a system for its newly arrived students. Financial and non-financial data were collected in the survey. The survey instrument is attached in Appendix D

All states and territories participated except the Northern Territory. The Catholic Education Commission (CEC) provided data on two dioceses with substantial ESL-NA students. The independent sector was not included due to a lack of centrally held data.

Given time constraints it has not been possible to obtain the participation of all dioceses from the Catholic school systems and a selection of diocese from Sydney and Melbourne were chosen. For the Sydney diocese, their data collection systems were able to provide complete data for all ESL-NA students. Within the Melbourne diocese limitations of their data collection systems meant that data could only be collected from schools with a large number of ESL-NA students. This is likely to generate conservative cost estimates as the per capita cost of services where there are low student numbers are likely to be significantly higher due to the lack of economies of scale in service delivery. These two diocese provided data that represented approximately 59% of the students eligible for Commonwealth ESL-NAP funding in 2004 (refer section 6.7).

The participation of government and non-government sectors of schooling in data collection has been a positive contribution to the calculation of average costs associated with ESL provision for newly arrived students in Australian schools.

5.3 Modes of delivery

ESL provision for newly arrived students has been organised according to the modes of delivery listed below. The descriptions of the modes of delivery are based on those used by the authors of the Organisation for Economic Co-operation and Development (OECD) Program for International Student Assessment (PISA) 2003 thematic report on immigrant student performance. The OECD categorisations were based on Hakuta's categorisations³⁹ that outline general approaches to the education of newly arrived migrant students with limited proficiency in the language of instruction. These categories have been modified here to make them more relevant for Australia.⁴⁰

³⁹ Hakuta, K. 1999, "Bilingual education", *Journal of Developmental and Behavioural Paediatrics*, vol. 20, pp. 36-37.

⁴⁰ Note that modes B, C, D and E are intensive English language provision. Systems may or may not include the word "intensive" in the description of the individual service delivery.

A. Submersion/Immersion: Newly-arrived migrant students with limited proficiency in English are taught in a regular classroom. English language skills develop as students participate in mainstream instruction. No systematic ESL support specifically targeted at newly-arrived migrant students is provided.

No systems currently have ESL-NA students in this mode of delivery.

B. Immersion with systematic ESL support: Newly-arrived migrant students with limited proficiency in English are taught in a regular classroom. In addition, they receive periods of instruction aimed at the development of English language and literacy skills from a specialist ESL teacher either in the regular classroom (eg team teaching) or in a separate grouping of ESL learners. The ESL teacher may be based in the school or be part of a visiting teacher program.

All systems had ESL-NA students in this type of service delivery at primary and secondary levels. Many ESL-NA students (47%) in this mode had exited from a mode C service such as an Intensive English Centre (IEC).⁴¹ In all systems, students receive on-going support over a number of years in this mode, at both primary and secondary level.

C. Intensive English instruction prior to transferring to a regular class or school: Before transferring to a regular class or school, newly-arrived migrant students with limited proficiency in English participate in an intensive English program designed to develop English language and literacy skills to prepare them to participate in mainstream schooling.

All systems except Tasmania had a service delivery in this mode. Due to the number and dispersion of students, Tasmania provides ESL tuition to newly arrived in modes D and B. All other systems had an IEC and class type of service delivery.

Three systems had additional types of service delivery of a transitional and cluster nature in this mode. The IEC's and the transitional/cluster services were analysed as two separate groups of mode C services.

D. Intensive English instruction for isolated students: Individual newly-arrived migrant students with limited proficiency in English who enrol in schools with no existing ESL program (eg in rural and regional schools) are taught in a regular classroom. In addition, they receive periods of intensive English language instruction for part of the school week either separately from other students or within the regular class (eg team teaching). Tuition may be provided by a specialist ESL teacher or a mainstream teacher with ESL support. This may be as part of an itinerant or visiting teacher program or an outposting or outreach model.

Most sectors had regional programs at a primary and secondary level except those without significant geographic spread, such as the ACT and the CEC Dioceses. The numbers of students participating in these services is significantly lower than services for modes B and C.

E. Transitional bilingual program: Newly-arrived migrant students with limited proficiency in English initially receive some instruction through their first language, but there is a gradual shift toward instruction in English only. The goal of the program is to make the transition to mainstream classrooms as rapidly as possible.

One system identified a service in this category. The CEO Sydney implemented a service in this mode for newly arrived students from Arabic speaking or Vietnamese backgrounds with

⁴¹ The abbreviation IEC refers to Intensive English Centres and Intensive English Classes

limited proficiency in English, and the students initially receive some instruction in their first language with a gradual shift towards instruction in English.

F: Other: This was provided for service delivery types that systems were not able to put in any of the above categories. There were no types of services in this category.

The following table sets out the ESL services provided to newly arrived students by modes of delivery for the systems surveyed. As noted earlier, for the CEC systems, not all ESL-NA programs were able to be provided.

In mode B two student: teacher ratios are provided. The first ratio relates to ESL students that are provided with the same level of provision as the ESL-NA students based on assessment of need. The ESL-NA students form a smaller group within all similarly assessed ESL students. This is the gross ratio which is the student to FTE teacher ratio of this broader group. The second ratio is the approximate class size student: teacher ratio which is based on the average class size for individual ESL teachers.

Different Needs for Non Refugee and Refugee and Humanitarian Students

In summary, Table 9 indicates a difference in the level of service provision for the two student groups, non refugee (NR) and refugee and humanitarian (RH) students. In particular, for RH students, the student: teacher ratio was generally much lower.

For example in mode B, the class student: teacher ratio for RH students ranged between 5.8⁴² to 14.4 at a primary level and 5.8 to 10 at a secondary level, compared with 10 to 15 for NR students at both levels for service delivery with the same length of stay.

In the service delivery type of IEC's for mode C, the student: teacher ratio for NR students varied between 12 and 18, compared to 6 and 16 for RH students. The one system that had a student: teacher ratio of 16 for RH students had a much longer length of stay for these students at 80 weeks.

⁴² For ease of comparison we have given the number of students to 1 teacher in this section

Clearly, the intensity of service provision is a combination of factors including student: teacher ratio, the number of hours per week, length of provision and the in class support provided to the student and teacher.

This is also reflected in the mode D services for isolated students. The student: teacher ratio was generally much lower – 1 for RH students and between 1 and 5 for NR students for service delivery with a similar length of stay (40 weeks) and weekly hours of provision between 2.75 and 5.25. For services with higher weekly hours (25 to 27.5), the service delivery with the shorter length of stay (15 and 25 days) had a much lower student to teacher ratio of 1 compared to the service with a longer length of stay (40 weeks) that had a student to teacher ratio of 10. While the length of stay tended to be longer for RH students, factors affecting the delivery of ESL tuition in regional and rural areas, such as the number of students at a particular school, may well have a large effect on the level of provision. This is discussed in more detail in section 6.6.

When all the factors affecting the level of provision are considered, the level of provision for the two student groups is different and a more intense service provision is currently being provided to RH students. This would reflect the changing profile of the people entering Australia under the refugee and humanitarian stream and in particular the decrease in the number of years of prior education and experience of formal schooling outlined in section 3.3.3.

Table 9: ESL services provided to newly arrived students by modes of delivery

	Mode Title of service delivery Criteria for inclusion of ESL-NA students	Avg hours received by student per week	Length of stay permitted in program	Teacher: student ratio (s)	Non-teaching staff utilised
	B: Immersion with systemic ESL support				
ACT	<p>Immersion with Systematic ESL support Transferred from Introductory English Centre (IEC) when English competence has reached level determined for exiting.</p> <p>All eligible New Arrivals enrol in an IEC and are included in the immersion once they transfer to a mainstream school. However they are then no longer tagged as New Arrivals. All students supported within mainstream schools meet the following criteria:</p> <p>The student or one or both parents were born overseas in a non-English speaking country, and</p> <ul style="list-style-type: none"> - A language other than English is spoken at home, and - The student has been enrolled in an Australian school no longer than seven years. - A language performance rating in the low range, i.e. lower than the cut off for funding for that year. 	<p>3.0 Primary</p> <p>3.6 Secondary</p>	Several years ⁴³	Gross ratio 1:30. Currently there are no ESL-NA students in this mode in the ACT, therefore there is no estimate of the average class size ratio of the ESL-NA students.	
CEO Sydney	<p>Primary New Arrivals Itinerant Teacher Program Per Commonwealth ESL-NA guidelines and as per the assessment of language proficiency using the ESL scales. Students have attended an Intensive English Transition program prior to entering this mode</p>	10 Both NR and RH	10 weeks both NR and RH students	Gross ratio 1:16.6 NR and RH Average class size: 1:6.5 NR and RH	
CEO	Immersion with Systematic ESL support	10 hours	40 weeks for RH	Note data only provided for RH students	

⁴³ The length of stay for cost estimation was assumed to be one year (40 weeks) even though students would receive several years in this mode.

	Mode Title of service delivery Criteria for inclusion of ESL-NA students	Avg hours received by student per week	Length of stay permitted in program	Teacher: student ratio (s)	Non-teaching staff utilised
Melbourne	<ul style="list-style-type: none"> - Student's level of English using the ESL companion to the Victorian Essential Learning Standards - Information about the length of time in Australia, previous schooling, literacy in mother tongue and settlement issues - Progress on an individual education plan 		only	Gross ratio 1:31.3 Average class size 1:8	
QLD	<p>Immersion with Systematic ESL support Permanent and temporary residents⁴⁴ and including students born in Australia and students from a LBOTE who require support to develop their English Language proficiency. All primary students attend an intensive English cluster unit prior to entering this mode. Secondary students attend either an intensive English high school or a cluster unit prior to entering this mode. Students may spend several years in this mode with support levels decreasing over time.</p>	10 for both NR and RH	Several years	Gross ratio 1:35 for NR and 1:21 for RH Average class size 1:14 for NR and 1:10 for RH Non –teaching staff utilised are teachers aides	
NSW	<p>Immersion with ESL support To be eligible for support under the ESL New Arrivals Program a student must:</p> <ul style="list-style-type: none"> ■ speak a language other than English as their first language and be in need of intensive ESL tuition, ■ be newly arrived in Australia (enrolling in school within six months of their arrival or, for kindergarten students within 18 months of their arrival) or be Australian born enrolling in kindergarten with very limited proficiency in English, ■ be enrolling in an Australian school for the first time or transferring within six months of arrival, ■ be an Australian citizen, a permanent resident, an approved provisional visa holder or an approved temporary visa holder with an Authority to Enrol form issued by the Temporary Visa Holders Unit. 	5.5 for both	Several years	Gross ratio 1:72.2 for NR and RH at primary level and 1:41.5 for NR and RH at secondary level Average class size 1:14.4 for NR and RH at primary level and 1:8.3 for NR and RH at secondary level	

⁴⁴ Excluding Full Fee Paying Overseas students

	Mode Title of service delivery Criteria for inclusion of ESL-NA students	Avg hours received by student per week	Length of stay permitted in program	Teacher: student ratio (s)	Non-teaching staff utilised
SA	Immersion with ESL Support Note that new arrivals are included in the cohort of ESL learners who attract ESL allocations. Allocations aren't specifically targeted to new arrivals.	Allocation equates to 1.08 hour per week	None specified – exit is based on ESL Scales	Gross ratio of 1:28 for ESL teachers. Allocation of 1.08 hours per week based on 1:1 student ratio. The hours per week students receive and the student teacher ratio change with the number of students in a class or school. Bilingual School Service Officer allocations of up to 6 hours per week per site	
TAS	Immersion with ESL support. New arrival support is available to permanent residents and temporary (provisional) residents eligible for funding under the Commonwealth ESL-NAP program guidelines for 12 months. Support is also available to newly arrived dependents of temporary, provisional, spousal and family re-uniting visas. Those students not eligible for Commonwealth ESL-NAP that have been assessed as requiring ESL support are able to access this service.	5.25	To years 7 at primary and for years 8-12 at secondary. Students may receive more than one year of support.	Class ratio 1:11 NR and 1:5.8 RH. Non teaching staff utilised are ESL teachers and multilingual teacher aides and/or teacher aides work in collaboration and alongside class teachers.	
VIC	Immersion with ESL support. Student in this mode have exited from an Intensive English School. They receive an allocation of ESL tuition based primarily on the number of years of education they have had in an Australian school and also the family occupation. Refugee and humanitarian students with limited years of schooling are generally in the highest category.	5.5	Up to 5 years	Gross ratio 1:53 NR and 1:28 RH Average class size ratio 1:11 NR and 1:6 RH.	
WA	ESL cell and support Permanent residents arrived in the last 12 months or 18 months for pre-compulsory aged children Eligible for Commonwealth ESL-NAP funding Cannot access Intensive English Centres due to location, age, parental preference or lack of space	4-5 hours	40 weeks both NR and RH. Student may receive this support for more than one year	Gross ratio of 1:60 for NR and RH Average class size ratio of 1:10 both NR and RH Non teaching staff utilised are ESL education bi/multilingual assistants	

	Mode Title of service delivery Criteria for inclusion of ESL-NA students	Avg hours received by student per week	Length of stay permitted in program	Teacher: student ratio (s)	Non-teaching staff utilised
	C: Intensive English instruction prior to transferring to a regular class or school				
ACT	Primary and Secondary Introductory English Centres Eligibility criteria determined by the Commonwealth ESL-NAP funding guidelines and minimal competence in English language skills. Those student not eligible for Commonwealth ESL-NAP and with minimal competence in English are able to access this program	23.3 hours	30 weeks for NR 60 weeks for RH	1: 12 for NR 1:6 for RH	Bilingual support to limited number of students and parents depending on language skills. In class support for small group work, teacher resources etc. Administrative support with enrolments, database entries and monthly returns, transport details, finance etc
CEO Sydney	Intensive English Transition Program in Primary Schools Per Commonwealth ESL-NAP guidelines and as per the assessment of language proficiency using the ESL scales.	25	10 weeks	1:10 for NR – no RH students in this mode	Education assistants provide in class support on a full time basis.
CEO Sydney	Intensive English Centres Per Commonwealth ESL-NAP guidelines and as per the assessment of language proficiency using the ESL scales	25	40 weeks NR 60 weeks RH	1:16 for both NR and RH	Education assistants provide in class support on a full time basis.
NSW	Intensive English Centres and High School To be eligible for enrolment in an IEC/IEHS a student must: <ul style="list-style-type: none"> ■ speak a language other than English as their first language and require intensive ESL instruction to enable them to participate in secondary education ■ be newly arrived in Australia and enrolling within six months of arrival ■ be applying for IEC/IEHS as the first enrolment in an Australian school or transferring within six months of arrival ■ be an Australian citizen, a permanent resident, an approved provisional visa holder or an approved temporary visa holder with an Authority to Enrol form issued by the Temporary Visa Holders Unit 	27.5	32 weeks NR 40 – 60 weeks for RH, with 47.5 weeks being the average number of weeks for students that commenced enrolment in 2005.	1:18 NR 1:10 RH	Teachers Aide Ethnics provide bilingual support to the class teacher to assist student's learning in the classroom ⁴⁵ . Migrant Specialist Counsellors ⁴⁶ provide specialised welfare and settlement support services including counselling students; assisting parents/carers to make informed decisions about their child's education; assessing students' learning

⁴⁵ They also provide bilingual support to students and their families in the orientation and settlement programs conducted by the school.

⁴⁶ Migrant Specialist Counsellors are experienced teachers with post graduate qualifications in counselling

	Mode Title of service delivery Criteria for inclusion of ESL-NA students	Avg hours received by student per week	Length of stay permitted in program	Teacher: student ratio (s)	Non-teaching staff utilised
	<p>■ have the intention to continue their education in a government high school after completion of the IEC/IEHS course. This type of service provision is for secondary aged students only. In certain cases year 6 students may also enrol, if initially enrolling in a school in the second semester of year 6.</p>				and behaviour; assisting schools to identify and address disabilities that affect students' learning; and liaising with other agencies concerned with the well-being of students.
QLD	<p>Intensive English cluster units in schools Permanent and temporary residents⁴⁷ and including students born in Australia, and students from a LBOTE who require support to develop their English Language proficiency</p>	25	20 weeks NR 40 weeks RH	1:20 NR 1:13 RH	Teacher Aides and Counsellors
QLD	<p>Intensive English High Schools Permanent and temporary residents⁴⁸ and including students born in Australia, and students from a LBOTE who require support to develop their English Language proficiency</p>	25	40 weeks NR 80 weeks RH	1:13 both NR and RH	Teacher Aides provide in class support on a full time basis.
SA	<p>Intensive English Language Centres at a primary and secondary level Minimal English, enrolment within 12 months of arrival or 18 months for student in their first year of schooling; intention to undertake either before or as soon as practicable after the completion of the course primary or secondary education at a government or non-government school International students, short stay visa holders and exchange students are ineligible for access.</p>	30	40 weeks NR both primary and secondary 63 weeks RH both primary and secondary	1:15 NR both primary and secondary 1:15 RH primary 1:10 Rh secondary	Bi-lingual school services officers,
WA	<p>Intensive English Centres ESL cell and support Permanent residents arrived in the last 12 months or 18 months for</p>	27.5	40 weeks for NR and 80 weeks for 90% of RH	1:15 NR 1:10 RH	ESL Education Assistants provide bi lingual support and parent liaison. Student support

⁴⁷ Excluding Full Fee Paying Overseas students

⁴⁸ Excluding Full Fee Paying Overseas students

	Mode Title of service delivery Criteria for inclusion of ESL-NA students	Avg hours received by student per week	Length of stay permitted in program	Teacher: student ratio (s)	Non-teaching staff utilised
	pre-compulsory aged children Eligible for Commonwealth ESL-NAP funding but those ineligible can access IEC on a space availability basis.		students		workers provide counselling for students, student support and mentoring. School nursing staff provide health screening and bus wardens provide bus supervision at the primary level. School psychologist services are also provided.
VIC	English Language Schools (ELS) Commonwealth NAP criteria or is newly arrived and attracts Student Resource Package (SRP) funding The following categories of students are eligible for SRP funding: <ul style="list-style-type: none"> • Australian born residents; • holders of resident visas in one of the following visa subclasses: 100–299; 800-802; 804-806; 808; 814; 820; 826; 831-838; 840-846; 850-851; 855-859; 861-864; 866; 880-882; 884; 890-893; • holders of a New Zealand passport; • holders of a temporary resident visa in one of the following visa subclasses: 300-310; 411–416; 418–424; 426–428; 430; 435-451, 4574; 461; 495; 499; 576; 785-786; 995; Status of Forces Agreement (SOFA) (these should be entered on CASES21 as 995). 	27.5	20 weeks NR 40 weeks RH	1: 13 NR 1:9RH	Multicultural Education Aides provide in class support on a full time basis
VIC	Outposting Program As for above.	22	20 weeks NR 40 weeks RH	1: 13 NR 1:9RH	Multicultural Education Aides provide in class support on a full time basis
	D: Intensive English instruction for isolated students				
NSW	Intensive English classes To be eligible for support under the ESL New Arrivals Program a student must: <ul style="list-style-type: none"> ■ speak a language other than English as their first language and be 	27.5 RH	40 weeks for RH	1:10 for RH	Teacher Aide Ethnic for RH students. Teachers Aide Ethnics provide bilingual support to the class teacher to

	Mode Title of service delivery Criteria for inclusion of ESL-NA students	Avg hours received by student per week	Length of stay permitted in program	Teacher: student ratio (s)	Non-teaching staff utilised
	<p>in need of intensive ESL tuition,</p> <ul style="list-style-type: none"> ■ be newly arrived in Australia (enrolling in school within six months of their arrival or, for kindergarten students within 18 months of their arrival) or be Australian born enrolling in kindergarten with very limited proficiency in English, ■ be enrolling in an Australian school for the first time or transferring within six months of arrival, ■ be an Australian citizen, a permanent resident, an approved provisional visa holder or an approved temporary visa holder with an Authority to Enrol form issued by the Temporary Visa Holders Unit. <p>This type of service provision is for secondary aged students where a school has at least 10 newly arrived RH students. In schools where there are not 10 RH students, students receive support through the Intensive English for isolated students service delivery type.</p>				assist student's learning in the classroom ⁴⁹ .
NSW	<p>Intensive English for isolated students</p> <p>To be eligible for support under the ESL New Arrivals Program a student must:</p> <ul style="list-style-type: none"> ■ speak a language other than English as their first language and be in need of intensive ESL tuition, ■ be newly arrived in Australia (enrolling in school within six months of their arrival or, for kindergarten students within 18 months of their arrival) or be Australian born enrolling in kindergarten with very limited proficiency in English, ■ be enrolling in an Australian school for the first time or transferring within six months of arrival, ■ be an Australian citizen, a permanent resident, an approved provisional visa holder or an approved temporary visa holder with an Authority to Enrol form issued by the Temporary Visa Holders Unit. <p>This type of service provision is available for primary and secondary aged students.</p>	3 NR and RH	30 weeks for NR 40 weeks for RH	1:1 for NR and RH	
SA	<p>Intensive English in rural areas</p> <p>Minimal English, enrolment within 12 months of arrival or 18 months</p>	6 hours with bi lingual school	40 both NR and RH	1:1 both NR and R	School Service s Officer may be used

⁴⁹ They also provide bilingual support to students and their families in the orientation and settlement programs conducted by the school.

	Mode Title of service delivery Criteria for inclusion of ESL-NA students	Avg hours received by student per week	Length of stay permitted in program	Teacher: student ratio (s)	Non-teaching staff utilised
	for student in their first year of schooling; intention to undertake either before or as soon as practicable after the completion of the course primary or secondary education at a government or non-government school International student, short stay visa holders and exchange students are ineligible for access	services officer or 3 hours with ESL teacher			
TAS	Intensive English Instruction for isolated students New arrival support is available to permanent residents and temporary (provisional) residents eligible for funding under the Commonwealth ESL-NAP guidelines for 12 months. Support is also available to newly arrived dependents of temporary, provisional, spousal and family re-uniting visas. Those students not eligible for Commonwealth ESL-NAP that have been assessed as requiring ESL support are able to access this service.	5.25	40 both NR and RH	1:1 both NR and RH	ESL teachers and multilingual teacher aides and/or teacher aides work in collaboration and alongside class teachers. Specific teacher Aides for RH students
VIC	Isolated ESL student support program As for above. The students are located regional areas and a nominal number of students receive this form of support.	25	5 hours a day for 15 days for NR and for 25 days for RH	1:1 for both NR and RH	Students may also have access to Multicultural Education Aides that provide in class support
WA	ESL for regional students Permanent residents; arrived in the last 12 months or 18 months for pre-compulsory aged children. Eligible for Commonwealth ESL-NAP funding Regional location; cannot access designated metropolitan IEC or Cell or Support programs	2.75	40 weeks for NR Currently no RH student in this mode	1:5 NR Currently no RH student in this mode	
	E: Transitional Bi-lingual program				
CEO Sydney	Transitional Bi-lingual Transitional bi-lingual program for Arabic speaking and Vietnamese background primary students	10	15 weeks	1:5 NR students	Teacher Aides provide language support, curriculum support and support home and school links

5.4 Data Collection

Systems provided information on systemic costs and completed a data collection sheet for each type of ESL service delivery that they currently provide to newly arrived students.

The systemic costs data collection sheet contained detailed descriptions of each of the four categories of systemic costs and the notional allocations of these costs to ESL-NA students (refer Appendix D table 2 notes 1-7 for details of allocation method). Systems provided actual 2005 expenditure data for the four items listed (curriculum, welfare, interpreting, and professional developments costs) and actual 2005 enrolment data.

For each type of service delivery there were three sections to the data collection sheet: general (non-financial data); financial data; and estimates of required service provision. The non-financial information included: criteria for inclusion; enrolments; average hours per week received by students; length of provision; and the utilisation of non-teaching staff and the types of services provided. The financial section collected data regarding teaching and non-teaching costs. A list of the types of service delivery provided by systems by mode of delivery is set out below. Also stated is whether the service delivery type was included in the cost analysis.

Table: List of ESL services provided for to newly arrived students

System	Mode and service delivery	Included in cost analysis
B: Immersion with systematic ESL support		
CEO Sydney	Primary new arrivals itinerant teacher program	Yes
CEO Melbourne	Immersion with Systematic ESL support	Yes
QLD	Immersion with Systematic ESL support	Yes
NSW	Immersion with Systematic ESL support	Yes
SA	Immersion with Systematic ESL support	Yes
TAS	Immersion with Systematic ESL support	No for NR, Yes for RH
VIC	Immersion with Systematic ESL support	Yes
WA	ESL cell and support	Yes
C: Intensive English instruction prior to transferring to a regular class or school		
Transition/cluster services		
CEO Sydney	Primary Intensive English Transition Program	Yes
QLD	Intensive English Units in Cluster Schools	Yes
VIC	Outposting programs	Yes
Intensive English Centres, Schools and Classes		
ACT	Primary and Secondary Introductory English Centres	Yes
CEO Sydney	Intensive English Centre for Secondary Students	Yes
NSW	Intensive English Centres	Yes
QLD	Intensive English High School	Yes
SA	Intensive English Language Centres	Yes
VIC	Intensive English Schools and Centres	Yes
WA	Intensive English Centres	Yes
D: Intensive English instruction for isolated students		
NSW	Intensive English in regional and rural areas	Yes
SA	Intensive English in regional areas	Yes
TAS	ESL Programs in Schools	Yes
VIC	ESL support in isolated and country areas	Yes
WA	ESL for students in regional areas	Yes
VIC	Isolated ESL student support program	Yes
E: Transitional Bi-lingual program		
CEO Sydney	Transitional Bi-lingual	No

Two services were not included in the cost analysis. Firstly, the mode B services in the ACT for non refugee students, which had student numbers less than 10 and as a result their unit costs were significantly higher, approximately 6 times the average of the other sectors in this mode. Secondly, the one service in transitional bi-lingual mode as only one system was providing this service for a total of 20 students.

In mode C there were two groups of services common to systems: the IEC's; and the transitional/cluster services. These were analysed as two separate groups of mode C services.

The survey instrument set out in Appendix D contains formulas for the calculation of the average cost per student. The data was provided by each of the systems in electronic form, and the data was transferred to excel for analysis.

The following sections set out the details of the analysis of the systemic costs, current actual costs and required service provision cost.

6 COST ESTIMATES

6.1 Summary of Cost Estimate Results

The following table sets out a summary of the estimated national average per capita costs in 2005 of providing ESL services to newly arrived students, the funding gap based on current Commonwealth ESL-NAP funding level, and the national average required per capita resource level. Further details of these are set out in the section 6.2 and 6.3.

The estimates take into account the expanded eligibility for the Commonwealth ESL-NAP announced in the Federal Budget on 9th May 2006.⁵⁰

Table 10: Funding gap for current services provided to ESL-NA students

	Non Refugee students	Refugee and humanitarian students	Total
Estimated National average per capita cost 2005	\$ 6,160	\$10,946	
Current Commonwealth per capita funding	\$5,039	\$5,039	
Funding gap for students that are eligible (rounded)	\$9.1m	\$28.2m	\$37.3m
Funding gap for students that are not eligible (rounded)*	\$23.4m	\$3.0m	\$26.4m
Total funding gap	\$32.5m	\$31.2m	\$63.7m

Source: Survey data

* Students not currently eligible include family members of temporary skill shortage migrants

The estimated national average per capita costs of \$6,160 for non refugee students and \$10,946 for refugee and humanitarian students are approximate costs that systems incurred in 2005. It should be noted that these are marginal costs that is the additional costs to school systems as a direct result of the provision of ESL services to newly arrived students.

The use of average cost is common in funding of public services, and in particular education. For example, Australian Government general recurrent grants to government and non government school systems are based on the Average Government School Recurrent Cost (AGSRC).

The estimated required national average per capita resource level to meet the needs of adequate language acquisition in the delivery of ESL services to newly arrived students (based on 2005 financial data) is set out below. Systems provided data on the required level of provision based on professional opinion and experience with ESL-NA students. Refer to section 6.4 for more detail.

⁵⁰ Approximately 1,800 students that are currently not eligible for Commonwealth ESL-NAP funding will be eligible from 1 January 2007. The initiative brings into line assistance available to newly arrived adults that are eligible for intensive English tuition under the LLNP program, but whose children were not eligible for Commonwealth ESL-NAP funding. Refer section 3.1.4.

Table 11: Stakeholder estimates of resources required for future improved provision of ESL-NA services

	Non Refugee students	Refugee and humanitarian students	Total
National average required per capita resource level	\$7,745	\$18,730	
Current Commonwealth per capita funding (eligible students)	\$5,039	\$5,039	\$70.5m ⁵¹
Funding required (eligible and non-eligible students)	\$92.2m	\$94.5m	\$186.7m
Total funding gap			\$116.2m

Source: Survey data

6.2 Systemic Costs and Specific Service Delivery Costs

The survey collected data on systemic costs and then by mode of service delivery as outlined in the previous section. The findings for both sets of costs are presented in the sections below.

System-Wide Costs

Systemic costs associated with the provision of ESL services for NA students are a very small portion of total expenditure for ESL-NA services. The following table shows the national average of the systemic costs from the survey data.

Table 12: Average systemic costs, annual recurrent per capita costs for ESL-NA students

Systemic costs	Weighted average per capita cost
ESL curriculum development and support	\$21.34
Interpreting and translation services	\$48.16
ESL student welfare & support services	\$90.56
ESL professional development	\$1.18
Total annual per capita recurrent cost	\$160.05

Source: Survey data

It is difficult to isolate the specific cost of developing curriculum for ESL-NA students from the costs of developing curriculum for all ESL students. It is clear in several systems that additional curriculum development work is being undertaken, in particular for refugee and humanitarian students. The system-wide per capita ESL curriculum cost is used as a proxy for the ESL-NA per capita cost. This is likely to be an under-estimate but given the relatively small per capita cost of this item any error is not likely to have a significant impact on total per capita costs.

The system wide costs of interpreting and translation services were collected and a per capita cost derived using all Language Background Other than English (LBOTE) students, except where systems were able to identify the cost for ESL-NA students separately. Most systems indicated that they were not able to separate this cost, however were aware that the use of interpreting and translation services by ESL-NA students was significantly higher than other ESL and LBOTE students. Systems also reported an increased need for interpreting and

⁵¹ Funding in 2005 was \$61.5m (see 3.1.1). In the 2006-07 budget announcements, a further \$9m for the 2007 year was announced and the total funding has been adjusted to reflect this future increase.

welfare and support services. This estimate is also likely to be an underestimate of actual costs for ESL-NA students.

Student welfare and support services for all ESL students were used as a proxy for ESL-NA students. Data system and time limitations meant that it was not possible for states to identify the cost of welfare services to the ESL-NA groups separately. The settlement needs of ESL-NA students means that on average they are likely to have greater welfare and support needs than the average ESL student. The imputed estimate for welfare and support services is therefore also likely to be an under-estimate of actual needs.

Professional development costs for ESL teachers were estimated on a per teacher hour basis using the total number of FTE ESL teachers within each system. Nationally, these averaged \$1.18 per teacher hour.

6.3 Estimated Specific Costs of Service Delivery Modes

The table below shows the national average unit costs for the delivery of ESL services by specific mode. Embedded within these calculations is an apportioning of systemic costs as described in the previous section. The apportionment of systemic costs varies across modes. While curriculum, welfare and interpreting components are calculated as being the same for all modes, the professional development costs are based on the number of teacher hours utilised by each mode.

Separate unit cost estimates are presented for non refugee students and refugee humanitarian students. These differential costs have been generated based on (1) the policies of systems making differential resource allocations on this basis and (2) the practice of systems – where they find they need to provide more extensive services to refugee and humanitarian students than actually specified by their policies.

Table 13: Summary of estimated unit cost data, current expenditure and number of students

Mode of Service Delivery	Non Refugee students		Refugee and humanitarian students	
	Per capita cost	Number of students	Per capita cost	Number of students
A. Submersion/immersion	Not applicable		Not applicable	
B. Immersion with systemic ESL support*	\$2,281	6,306	\$3,523	1,538
C. Transitional/cluster services	\$4,296	377	\$11,206	291
C. Intensive English centres, schools and classes	\$7,534	3,551	\$13,815	3,499
D. Intensive English instruction for isolated students	\$7,804	677	\$12,326	367

* It is important to note that many students (47%) in systems receive support in mode B after exit from modes C and/or D (usually an IEC or Intensive English school). It should be further noted that students may also receive several years of systematic ESL support at a primary and secondary level in mode B.

This binary indicator system for classifying differential resource need is useful. It is easy to identify students (by residency status) and does appear to broadly capture the ESL and settlement needs of students within the school setting.

The unit cost estimates presented in this section represent a national weighted average based on the ESL enrolments of each system. The 'weighted average' cost is used rather than a simple average cost as it allows the economies of scale achieved by the systems with larger student numbers to be incorporated in the unit cost. Services where the per capita cost was significantly higher due to a low number of students were not included in the data analysis. In other words, the national weighted average cost presented in this study is lower than if a simple national average cost had been calculated.

Two services were not included in the cost analysis. Firstly, the mode B services in the ACT for non refugee students, which had student numbers less than 10 and as a result their unit costs were significantly higher, approximately 6 times the average of the other sectors in this mode. Secondly, the one service in transitional bi-lingual mode as only one system was providing this service for a total of 20 students.

In mode B the length of stay for cost estimation was assumed to be one year (40 weeks) even though students would receive several years in this mode. In mode C there were two groups of services common to systems: the IEC's; and the transitional/cluster services. These were analysed as two separate groups of mode C services.

It is important to note that any average cost methodology can hide variations in level of need and utilisation. For example, in mode B which was common for most sectors at a primary level, the non refugee ESL-NA students were placed in a service delivery setting for students with English language skills at the lowest level.

Within an individual class there will be variances in the level of attention that different students receive, and anecdotally it was reported that ESL-NA students are taking a disproportionate amount of teacher time. However, it is not possible to accurately estimate the time that the ESL-NA students are receiving on average as a group, distinct from the time that the other ESL students in the same level are receiving on average as a group. In particular it would not be possible to use such an estimate as a basis for per capita costs. The actual data provided used the actual number of hours provided to all students in that ESL assessment level on a per capita basis.

There were a number of pathways of students in ESL services common to the systems. One common example of this is students that move from an IEC to a mode of immersion with systematic ESL support. Students may receive several years of support in this mode. This occurs at both a primary and secondary level, although students that entered the Australian education system at a secondary level generally needed more on-going support than those who enter at a primary level.

The student numbers in table 13 are the enrolments in each mode in 2005. While students may receive instruction in more than one mode in their pathway through the education system, the 2005 enrolments do not reflect the multiple mode support of one student. For example, while many students enter mode B after exiting a mode C type of service delivery (an IEC), the mode B enrolments in 2005 were not included in mode C enrolments for 2005.

The length of time in the mode and the student teacher ratio were the main factors in difference in cost between non refugee student and refugee and humanitarian students. For example, in the IEC's the non refugee students spent 30-40 weeks and the refugee and humanitarian students 40-60 weeks. The student teacher ratios were significantly lower in the service delivery for isolated students, which are reflected in the significantly higher unit cost. This mode will be discussed in more detail in a following section.

The following table sets out the estimated average per capita cost in comparison to the current (2006) funding level and the current funding gap.

Table 14: Estimated Average per capita cost and current funding gap

	Non Refugee students		Refugee and humanitarian students	
	Eligible	Ineligible	Eligible	Ineligible
Average per capita cost	\$ 6,160		\$10,946	
Difference to current funding level of \$5039 ⁵²	\$1,121		\$5,907	
Numbers of students	6,318	5,593	4,771	276
Funding gap (rounded)	\$9,090,000	\$23,440,000	\$28,180,000	\$3,021,000
Total funding gap (rounded)	\$63,730,000			

Source: Survey data

The funding gap is estimated at \$63.7 m. This includes increasing the current funding to non refugee and refugee and humanitarian students that are currently eligible for Commonwealth ESL-NAP funding by \$1,121 and \$5,907 per capita respectively. This also includes providing funding to students that are not currently eligible – \$6,160 per capita to non refugee students and \$10,946 per capita to refugee and humanitarian students. The total increase in funding to students that are currently eligible is \$35.3m and the increase for students that are currently not eligible is \$37.5m.

⁵² This is based on the funding level in 2006 of \$5,039. The funding level in 2005 was \$4,854.

6.4 Estimate of required resources

Where systems believed that the current level of resourcing was inadequate to meet the needs of ESL-NA students, systems were asked to provide data on the level of provision that would be needed. In particular systems were asked to provide data on: the length of stay and hours of ESL tuition required; and the student to teacher ratio needed. This data is based on professional opinion and systems’ experience with ESL-NA students.

Systems indicated that given current resourcing levels, the current service provision for some modes of their service delivery was adequate and for others was not. For example, most systems said that given the current level of resourcing their service provision for non refugee students in IEC’s was adequate, however increased resourcing levels would result in enhanced service delivery. All systems indicated that the current level of provision for refugee and humanitarian students was not adequate. The length of stay was the principal factor that most systems indicated required extending, to 60-80 weeks. This reflects the decrease in the level of education that refugee and humanitarian students have on arrival.

Systems indicated that as the number of students entering with very low levels of education has increased substantially, their ability to absorb the additional requirements has decreased. Systems report that the proportion of refugee and humanitarian students staying in this mode for longer than 40 weeks has been increasing substantially over the last 3 years. Some systems indicated that students that enter the Australian education system at the secondary level with nominal experience of schooling and literacy in their first language have difficulty with mainstream schools and curriculum after an extended period in IEC’s.

In the immersion mode with systematic ESL more systems indicated that they required an increase in the number of hours a week available to students, although several systems indicated their current level of provision was adequate.

All systems indicated that the current level of provision for isolated students was not adequate. The table below provides a summary of the required unit cost by mode of service delivery and category of student.

Table 15: Summary of current and required resource requirements

Mode of Service Delivery	Non Refugee students		Refugee and humanitarian students	
	Per capita cost		Per capita cost	
	Current	Required	Current	Required
Immersion with systemic ESL support	\$2,281	\$3,140	\$3,523	\$6,641
Transitional/cluster services	\$4,296	No change	\$11,206	\$22,527
Intensive English centres, schools and classes	\$7,534	\$8,721	\$13,815	\$17,619
Intensive English instruction for isolated students	\$7,804	\$22,532	\$12,326	\$39,798
National weighted average per capita cost (rounded)		\$7,745		\$18,730

Source: Survey data

The estimated national average required per capita cost for non refugee students was \$7,745 an increase of 26% on the national average costs of providing ESL services to newly arrived students in 2005 of \$6,160. For refugee and humanitarian students, the required cost was \$17,730, an increase of 71% on the 2005 costs of providing services of \$10,946.

For both categories of students, the costs of providing services in regional and rural areas was significantly higher. This is discussed in more detail in section 6.6 – regional issues.

Research on the educational needs and outcomes of ESL students in schools highlights the importance of developing academic proficiency, as well as everyday communicative fluency in the second language, in order for ESL students to be able to participate and succeed in school.⁵³ Over the last twenty years, studies have established that it takes ESL learners, on average, at least two years to reach parity with their English speaking grade peers in everyday communicative fluency but a minimum of five to seven years to ‘close the gap’ on standardised tests of literacy.⁵⁴

Research also confirms that those new arrivals students who enter school with minimal prior formal schooling, little or no literacy in their own language, refugee trauma experiences, weak or disrupted family ties or physical/sensory impairments experience a ‘double disadvantage’ and are typically several years behind their newly arrived ESL peers in attaining comparable literacy skill levels.⁵⁵

According to the WA DET submission to the recent Standing Committee on Immigration and Multicultural Affairs (SCIMA) meeting on the education and employment needs of humanitarian youth, most IEC students enter their learning program at level 1. Students who have engaged in structured learning programs in their country of origin and whose parents are literate in their first language would usually achieve level 4 or 5 in speaking, listening, reading and writing upon completion of 12 months in an IEC. Many ESL-NA students with limited or no schooling and parents with limited and no schooling are achieving at level 2 or 3 in speaking and level 1 or 2 in reading and writing after 2 years.⁵⁶

⁵³ Cummins, J and M Swain 1986. *Bilingualism in Education*. New York: Longman.

⁵⁴ Collier, V.P. *Directions in Language and Education*. National Clearinghouse for Bilingual Education. Vol. 1, No. 4, Fall 1995; Collier, V.P. (1987). “Age and Rate of Acquisition of Second Language for Academic Purposes”. *TESOL Quarterly*, 21, 617-641; Collier, V.P. (1989). “How long? A synthesis of Research on Academic Achievement in Second Language.” *TESOL Quarterly*, 23, 509-531; Collier V.P. & Thomas, W.P. (1989). “How Quickly Can Immigrants Become Proficient in School English?” *Journal of Educational Issues of Language Minority Students*, 5, 26-38.

⁵⁵ Collier, V.P. (1992b). A Synthesis of Studies Examining Long-Term Language Minority Student Data on Academic Achievement. *Bilingual Research Journal*., 16 (1-2), 187-212; Cummins, J 1996. *Negotiating identities: Education for empowerment in a diverse society*. Ontario: Californian Association for Bilingual Education.

⁵⁶ WADET (2006) Submission to SCIMA inter-jurisdictional meeting on transition needs of humanitarian youth :3rd March 2006

As the DIMA submission to the SCIMA meeting noted, refugee young people are more likely to have experienced significant disruption to their education. Schools are therefore a new experience for many, one that extends beyond a lack of literacy to unfamiliarity with simple tasks that their Australian-educated peers take for granted.⁵⁷

It is therefore appropriate to implement a separate and higher rate of funding for refugee and humanitarian students.

Case Study: Beaconsfield Intensive English Centre, Western Australia

Background: Beaconsfield Intensive English Centre (BIEC) is one of the centres in Perth which provides an Intensive English Language Program. Prior to 2003, the refugee students at BIEC represented a third of the student population. These students had been displaced by war, and some had suffered trauma, however, this cohort generally had a background in literacy and numeracy.

There has recently been an unanticipated increase in the number of refugee students arriving from northern Africa and the Middle East. BIEC currently has 89 enrolled students, of which 45 are from refugee backgrounds

The African student cohort at BIEC is characterised by extremely high levels of need. Most students and their family members have no literacy in their first language and are learning basic reading, writing and numeracy for the first time, in addition to learning a new language. Many students have witnessed

and or experienced acts of torture, rape and murder and witnessed the death of close family members as well as having significant immediate or long term health issues; all of which significantly exacerbate the ability of the students to engage in a meaningful learning program.

Many of these students and their families were born and raised in refugee camps. A typical refugee family group may have up to 10 children, of whom some may be from the extended family. The main parent or carer is often a single female. They have been dependent on handouts of food and basic materials, and have little or no experience managing health, hygiene, nutrition, money, budgeting, banking, shopping and domestic living as we know it in Australia.

Settlement in Australia requires learning and adjusting to a culture of self reliance, and a high level of literacy. Refugees are expected to make decisions and choices relating to all aspects of their lives. Rental accommodation has become extremely difficult to acquire, particularly for large families in the Beaconsfield catchment area.

An overall shortage of rental accommodation across the state is impacting heavily on families with low incomes and social status, such as black refugee families. Where families have to move to the outer suburbs to access accommodation (up to 40 km from BIEC without a car), they have become isolated from support services and networks. Given the extent and complexity of the needs of refugees, service providers (education, health, social welfare) require additional and specialised resources to cater for the ongoing needs of these people.

The arrival of this cohort of students presented challenges not previously experienced by BIEC staff, nor by practitioners within the ESL program and the wider mainstream context. At a system level, the degree of trauma experienced by these students has not previously been identified or dealt with by schools on such a large scale.

⁵⁷ DIMA (22006) Transition need of humanitarian youth: background paper for inter-jurisdictional meeting, 3 March 2006

BIEC provides one year intensive English instruction for refugee students. Due to their low literacy and limited schooling, extended time in intensive English programs has been facilitated to assist students in acquiring the necessary skills to begin to access mainstream curriculum. However, this reallocation of resources has put pressure on other parts of the program.

The lack of timely information regarding new arrivals has prevented adequate planning. In response, the staff at BIEC have trialled alternative teaching strategies, program structure and behaviour management programs to address the specific academic, social and emotional needs of these students. Professional learning in this area has come from within the ESL Program. A new ESL/ESD monitoring tool is currently being trialled within WA. Feedback from the trial has revealed the need for a clearer breakdown in the development of literacy for limited schooling students, as well as teaching strategies which cater for the diverse needs of this cohort.

In response to these issues a number of local initiatives have been put in place. BIEC has appointed a full-time Ethnic Education Assistant (EEA), a School Psychologist and Student Support Worker (SSW) each for one day per week to address students' social and emotional issues resulting from trauma. The EEA assists communication with students and families through translation and sharing of cultural knowledge. The SSW is highly qualified to liaise between school and parents of students at risk, and has

been invaluable in providing additional support to families. The school psychologist collaborates with BIEC staff to implement programs that address the needs of students at educational risk. The psychologist has gained experience in dealing with the special needs of students who have suffered trauma and physical abuse.

Service Gaps and Possible Solutions Although many students make significant progress while in the IEC program, these students will not reach mainstream achievement targets. This is now impacting on mainstream schools and without extended time in IEC programs, academic failure for these students is certain. This has implications for future attempts at transition into the workforce by refugee students with limited literacy. A change in funding, based on student need that will cater for the additional time needed by refugee students to access the specialist program provided at BIEC is needed. Additional resources to provide support for students in kindergarten and pre-primary ages regardless of place of birth and for temporary visa students would help address students' capability to access mainstream educational programs.

The complex and compounding nature of refugee students' needs has placed enormous pressure on school services. Both directly and through interagency links, WA DET facilitates student access to external services. However, additional resources are required to meet the social, emotional, psychological and health needs currently impeding educational development.

Particular areas of concern relate to hygiene, nutrition, hearing, screening for parasites, foetal alcohol syndrome, child alcoholism and in some cases brain damage as a result of beatings. Providing specialist support for these families requires employing the use of translators; home visits; organizing transport to specialist appointments; assistance with filling in forms and applications and continued follow up with the family, the school and specialist health services. It can take more than a term to get a child fitted with hearing aids.

The allocated time for the School Psychologist, SSW and community nurse need to be increased. This shortfall in support staff has placed considerable pressure and strain on BIEC teaching staff, which ultimately impacts on the teaching and learning program. Flexible employment options for EEAs to ensure languages of need are accessible are also needed.

Case Study: Pennington New Arrival Program, South Australia

Background: SA has approximately 14% of the nation's share of humanitarian entrants, compared to 4% of the total migrant share. Settlement agencies and proposers tend to choose low socio-economic areas for housing of humanitarian entrants, and the entrants tend to be at the lowest socio-economic level in these areas, which are already designated as high ABS Index of Disadvantage. New Arrivals centres tend to be located in these areas. One such centre is located at Pennington Primary School.

In 2005, the Pennington NAP centre grew from 64 to 120, a 90% increase largely due to an influx of humanitarian students. The school enrolled 115 new students, of whom 89 (78%) were humanitarian entrants, predominantly from Africa. The second largest ethnic group are Afghani students, whose fathers arrived here between 1999 and 2001, having spent time in detention centres before being granted permanency, allowing their families to now join them.

NAP teaching staff increased from 7.6 to 11.3, and all available classroom space in the school was at capacity by the end of year. Given the high educational needs, few students were ready to exit into the mainstream schools in 2006, leading to the need to establish additional NAP classes at another local school, managed by Pennington NAP. This second site, approximately 2 km away, has grown to 4 classes in only 9 weeks.

Constant disruptions due to the need to flee and find safe haven means that the sum of students' educational experience often amounts to a Year 2 or 3 standard, or less. In addition these students have experienced trauma, dislocation and perhaps witnessed torture. The diversity of humanitarian entrants from Africa adds to the complexity, with wide variations in culture, ethnicity, languages spoken and language of education.

The need for socialisation to schooling and Australian social practices means that in addition to intensive English language provision, behaviour management and social learning programs have taken a high priority.

The school also organises parents to attend sessions on schooling practices. Parents often have considerable difficulty attending these and other school events for several reasons. AMEP classes which 80% of them currently attend are also held during school hours. There is notable reluctance to miss any classes. Access is complicated by living in areas poorly serviced by public transport and a private car is generally not affordable. The involvement of families in their children's school lives is enabled by providing chartered bus transport to the school during AMEP hours and when there is also access to bilingual services.

Current allocations for new arrivals classes provide for a 1:15 teacher student ratio, which is too high with the relative proportion of humanitarian entrants. NAP centres are staffed at 1:10 for literacy classes. Students remain in the NAP until they have developed the language skills and emotional readiness to successfully engage with mainstream curriculum and schooling – up to 2 years for some children.

Counselling allocations to schools have been insufficient to meet the needs of humanitarian children, particularly with the current and abrupt increases in the number of students, and has resulted in counselling services being redirected away from mainstream students.

The school also must respond to the language needs of more advanced students who have a sound educational background and are literate in their first language. These children of skilled migrants add another aspect to workload, as teachers cater for a wide range of abilities

At regular weekly lunchtime NAP team meetings, there is opportunity for new teachers to understand some of the procedures and policies as teachers discuss issues, reflect and make decisions as a group. The Assistant Principal (NAP) expedites this information exchange with a pre-meeting weekly newsletter that informs staff of current context, new resources/initiatives, agreed decisions, identified needs and successes, upcoming events, and personal reflections. The purpose is to reduce time spent on administrative matters in the valuable meeting time and increase time on educational issues.

A whole school literacy audit, using the ESL Scope and Scales is conducted twice a year and serves to build expertise of teachers in identifying student needs and intervention strategies. Teachers are released for a half day to examine student work samples with the guidance of an ESL focus teacher. This innovation has only been made possible with the funding support of DECS.

Service gaps and possible solution: Currently, with initiatives focussing on the early years of schooling as part of early intervention, class sizes in junior primary classes resemble those of NAP classes. Humanitarian entrant children with little if no previous schooling, may require up to 2 years in NAP. Smaller class sizes would support more intensive teacher support and interaction with children and a greater ability to meet individual needs. Greater resourcing would allow Primary school counselling allocations to increase.

Pennington is one of many NAPs that have increased dramatically in size recently. All available NAP teachers have been given places, including any teaching staff with an ESL teaching background. In order to maintain quality NAP programs, considerable training and professional development of current and new NAP teachers is required. While the DECS ESL program is developing an accredited professional development program for NAP teachers, this will take time to develop.

6.5 Variance Analysis

As the number of systems submitting data is under 30, statistical methods of variance analysis are not able to be used. The following analysis looks at the range of values from the average, and highlights upper and lower limits of the range.

The per capita costs were analysed by the weighted average for all systems by student category: NR and RH students. The weighted average for NR students was \$5,126 and the upper limit was 1.32 times the average, and lower limit was 0.75 times the average. The weighted average for RH students was \$10,409 and the upper limit was 1.09 times the average, and lower limit was .93 times the average.⁵⁸

The width of the range indicates that the schema and classification by students produced a reasonably moderate range of values.

Individual factors, such as the number of hours and length of provision by service type, may show a wider range of variance. For example, in mode B service delivery, the range of hours varies from 3.6 hours to 5.5 hours per week. In the IEC mode of service delivery in mode C the number of hours of provision varies from 550 – 1200 for NR students and 1100 – 2000 for RH students, however here, the system with the lowest number of hours for RH students, Victoria, also has a lower student: teacher ratio (9) than the system with the highest number of hours Queensland (13).

It is clear that once all modes are considered, there is a relatively tight variation around the mean, as indicated above, resulting in a relatively moderate variance for average per capita costs. This serves to confirm that the per capita cost of service delivery for each system is a combination of factors which includes, student to teacher ratio, hours of instruction per week, length of provision, and the level of support provided by non-teaching staff.

⁵⁸ It should be noted that these averages are for variance analysis purposes and as such do not include the pathway component of a student's progression.

6.6 Regional Issues

The provision of ESL services for isolated students was an issue for all systems. The issues in delivering services to a dispersed and small student base were outlined in the recent report from ACTA Associations, noting that there was a need for:

*equity in real terms in regional funding to ensure that refugees, teachers and institutions in regional areas receive adequate support for programmes despite not having a critical mass of refugee numbers*⁵⁹

The survey data indicated that the increased student: teacher ratio, which in all but one case was 1:1, has a substantial effect on the cost. The students in this mode received between 3 and 5 hours per week and systems indicated that to achieve more appropriate outcomes provision of between 6 and 10 hour per week for primary non refugee students and 10 hours per week for all secondary students and for primary refugee and humanitarian students is required.

This effectively translates to 40%⁶⁰ of a teacher salary and is significantly higher than the per capita salary component of all other modes of service delivery. The required cost for isolated students in comparison to IEC's is approximately three times for both non refugee students (\$22,532 and \$7,804) and refugee and humanitarian students (\$39,798 and \$12,326).

Policies that plan to increase regional settlement or the use of temporary visa holders to fill short term labour market gaps will have a significant effect on the resources required by systems. The latter is reflected in the data submitted, where the regional provision for non refugee students was the only category in which the students that were not eligible exceeded the students that were eligible for Commonwealth ESL- NAP funding.

As outlined previously, the SSRM program, the introduction of the SIR visa and the settlement of refugees and humanitarian entrants in regional and rural areas has resulted in a significant increase in regional migration. Since 1999-2000 around half of the SSRM visas granted have been to immigrants deciding to reside in Victoria.⁶¹ In Victoria in 2004, 5.3% of ESL-NA students were enrolled in non-metropolitan regions⁶². The survey data indicated that in 2005, a total of 6.3% of students were enrolled in the intensive English instruction for isolated students mode in Victorian government schools. Of these 4.1% were non refugee students and 2.1% were refugee and humanitarian students.

⁵⁹ ACTA (2005): An ACTA overview of the issues around the settlement and provision of services for new arrivals from Africa, 31 Jan 2005:6

⁶⁰ Based on 5 hours per day teaching time which excludes all non direct teaching time, such as lunch and recess.

⁶¹ Productivity Commission (2006) Economic Impacts of Migration and Population Growth, Position Paper:241

⁶² Victorian Department of Education and Training (2004) English as a second language in Victorian government schools 2004, <http://www.sofweb.vic.edu.au/lem/esl/pdfs/eslr04.pdf> accessed 25th Feb 2006:12

Case Study: Low literacy Afghani students enrolled at Griffith schools (NSW)

Background: During the last 4-5 years a small number of students from Afghanistan have enrolled in schools in Griffith. In the last 12 months approximately 50 students from Afghanistan have enrolled in Griffith PS and Griffith HS. These students hold permanent resident visas 100 and refugee visas 200, 202 and 204.

The families are from the Hazzara ethnic minority group in Afghanistan. This group has encountered much fear and oppression from the Taliban. The students have had various life experiences but all have encountered trauma. Some students are meeting with their fathers for the first time in Australia. Others have travelled in trucks at night while fearing for their lives through Taliban territory to Pakistan. Most students have lived in camps where some have had limited schooling in Farsi and others have had no schooling. One student saw her friends shot at school and that was her last encounter with school. A year 10 Geography student while studying street scapes recounted his experience of being the only student alive in a street of over 100 dead bodies. Most students have not had prior schooling and do not have literacy skills in their first language. The students who hold 204 visas have illiterate parents.

As students are enrolled in mainstream classes, the gap between basic literacy and the academic language required to meet mainstream KLA outcomes is enormous. Teachers are struggling when attempting to meet the welfare needs as well as the basic literacy needs of students in their classes.

In order to support the language needs of targeted low literacy students, a middle years Intensive English class has been established. This class targets low literacy students in stage 3 and 4 only. Students are provided with intensive English support for most of the day and are integrated into their home class for primary or specially selected classes at the appropriate year level for secondary students, for the remainder of the school day. Students are then supported as much as possible in their mainstream classes.

A Dari speaking Teachers Aide Ethnic has been employed between GPS and GHS to support the students in the Intensive English Class and to support students requiring intensive English support in the primary and high schools. The school counsellor has participated in Settling In training. This student welfare program supports the settlement and welfare needs of refugee students in schools.

Both Griffith PS and Griffith HS have a qualified ESL teacher employed in each school for part of the ESL allocation. However, the program is also supported by teachers not qualified in ESL as ESL qualified staff were not available.

Service Gaps and possible solutions Few qualified ESL teachers are available for employment in rural settings. In Griffith, additional ESL qualified staff are required.

Due to the increased demand on ESL teacher time in schools where low literacy students are enrolled, the time available to support other ESL students is somewhat diminished. With additional teacher time, ESL teachers could not only adequately support ESL students in intensive programs but also support mainstream teachers of ESL students in team teaching settings. Additional teacher aide ethnic time and teacher aide time is needed in schools so students in supported mainstream classes are supported in learning

Appropriate reading resources to support the learning needs of low literacy students, particularly older students in stages 3-6, are needed as well as bilingual oral resources to support the acquisition of English.

Mainstream teachers need access to professional learning programs which demonstrate the planning and delivery of a modified learning program which targets KLA learning outcomes as well as meeting ESL language and literacy outcomes. Students need defined pathways which allow them to progress in school and post school settings with realistic outcomes.

Many newly arrived refugee and humanitarian ESL students need greater access to appropriate psychological assessment services and continuing support.

6.7 ESL-NA Student Population

Data from the survey indicated that there were 16,978 ESL-NA students enrolled in the types of service delivery and modes on which systems provided data – 11,931 were eligible for Commonwealth ESL-NAP funding and 5,047 were not eligible. By comparison, in 2004 there were 10,688 students eligible for Commonwealth ESL-NAP funding in schools (see section 3.2 ESL-NA student population).

In terms of coverage of the survey, for government systems the NT did not provide data, however in 2004 approximately 0.9% of the students eligible for Commonwealth ESL-NAP funding were enrolled in schools in the NT. In the Catholic sector the Melbourne and Sydney diocese provided data for approximately 574 students which represent 59% of the 977 students eligible for Commonwealth ESL-NAP funding in 2004 in this sector. This sector represented 9% of the total students eligible for Commonwealth ESL-NAP funding in 2004. The independent schools were not surveyed due to lack of centrally held data, however 1.7% of the students eligible for Commonwealth ESL-NAP funding were enrolled in independent schools in 2004.

The following table sets out the student data from the survey.

Table 16: ESL-NA students by eligibility and category of student, 2005

	Eligible	Not Eligible	Total
Non refugee students	6,338	4,771	11,109 65%
Refugee and humanitarian students	5,593	276	5,869 35%
Total	11,931 70%	5,047 30%	16,978

Source: Survey data

A total of 30% of students enrolled in ESL-NA types of service delivery were not eligible for Commonwealth ESL-NAP funding. The greatest proportion of students not eligible were non refugee students – 4,771 (43%) in comparison to 576 (5%) of refugee and humanitarian students.

Appendix C contains a list of the visa categories that are not eligible for Commonwealth ESL-NAP funding. The visa categories 456 (Short term business), 457 (Business -long stay), and 459 (Sponsored business visitor) are a major part of the skilled migration program and visa category 457 allows temporary business residents to stay up to four years. There has been a 44% increase in the skilled migration program between 1999-00 and 2004-05, and although the primary applicant entering under skilled visa is likely to be highly skilled, this is not necessarily the case for secondary applicants such as dependents.⁶³

⁶³ Productivity Commission (2006) Economic Impacts of Migration and Population Growth, Position Paper:193

7 Summary of Issues and Recommendations

There are long-term impacts for people if they do not acquire adequate English language skills as part of their education. Retention at school and the ability to participate in education, training and work is limited by not having an adequate grasp of English. Increased criminality, mental health problems, and increased demands on income support and health services are costs Australia may face if this area is neglected. This survey found that English language proficiency stands out as a key factor determining labour market success for immigrants, but that Australia is in danger of neglecting the needs of its ESL-NA students.

The survey covered all government school systems (except NT) and the two largest Catholic dioceses nationally. The results divided students into non refugee (NR) or refugee and humanitarian (RH) students, a categorisation that easily locates individuals within each group by residency status and that does appear to broadly capture the ESL and settlement needs of students within the school setting.

Key Finding

All governments in Australia, irrespective of whether they are State or Federal, bear the costs as well as reap the benefits of successful integrating migrants and their children. In particular, State education sectors and systems have an on-going responsibility for educating ESL-NA students. Without diminishing this responsibility, it is important to note that ESL-NA students are the one group of students whose size is directly determined by Federal policies in terms of migration policies. In this context, the Australian Government's once only grant for ESL-NA students is crucial. This survey suggests numerous reasons why this grant should be reviewed in terms of its sufficiency and scope.

The survey found that jurisdictions are spending significantly more on ESL-NA students than that provided by the Australian Government, but even this is not enough.

States and Territories and the two Catholic dioceses surveyed are currently spending \$1,121 more per NR student and \$5,907 more per RH students than the once only grant provided by the Australian Government, a funding gap of \$63.7m in total. Further, analysis indicates that adequate schooling for these students requires additional funding of \$2,701 per NR student and \$13,691 per RH student, a funding gap of \$116.2m in total from what is currently provided by the Australian Government and \$61m in total from what is currently provided by jurisdictions.

Main Causes

There are two main factors behind these increasing cost pressures for ESL-NA students. The first is that the type of migrant coming to Australia has changed, as has their needs. Refugees from Africa, for example, have particularly high levels of poverty, more complex health conditions, frequent experiences of torture and trauma, larger families, more single parent families, low levels of literacy in their first language, lower levels of English proficiency and often no experience of formal schooling. The cost of providing education to these refugees is high and their number is increasing.

Second, Federal funding policies do not appear to have matched changing Federal migration policies. Over the past decade, the Australian Government has steadily reduced the number of permanent visa holders and increased the number and categories of temporary visa holders entering Australia. There are sound reasons for this change. Australia needs to remain flexible in the context of globalised labour markets and more complex patterns of international population movements and new mechanisms for attracting non-permanent workers are required. But these necessary changes in migration policy and programs need to be matched by relevant changes in funding policy.

For example, the funding provided by the Australian Government to adults and children are different, even though the English language needs of both types of migrants are often the same. Many adults on both permanent and temporary visas are eligible to learn English through the Language, Literacy and Numeracy Program (LLNP). In July 2004, the Australian Government recognised the high needs of its adult refugee and humanitarian intake by increasing the number of hours of English tuition available to adults from 610 hours to a maximum of 910 hours (via the AMEP and SPP initiatives). However, a similar increase was not made to school age children and the current, once only per-student grant from the Australian Government provides approximately 200 hours of tuition.

Funding policies lag the changes to migration policy introduced by the Australian Government. A reconfiguration of policy is now required to meet the needs of two types of ESL-NA students: i) those who are ineligible to receive any funding from the Australian Government, and ii) those whose educational needs are very different from what has been experienced before.

A Need to Act

The cost of making this policy change is high, but the cost of not rectifying the situation is even higher. Maintaining the status quo will contribute to a national cost that may later appear in increased demands on income, health and other social services. Further, economic research is increasingly finding that the driving force for economic growth is investment in “human capital”; ie, the knowledge and skills embodied in workers. Australia foregoes the benefit that lies within the human capital of its migrant intake if we do not invest in them early and appropriately.

The costs of supporting ESL-NA students are on-going and increasing. Jurisdictions will meet these costs as these students move through the various stages of schooling. But the Australian Government has an important role to play in its initial, once only grant for ESL-NA students, the size and scope of which needs to be re-considered.

Recommendations

That Ministers:

- 1. Note the critical importance of English language skills in improving workforce participation, productivity and aggregate economic outcomes for Australia;**

2. **Note that all Australian Governments share the costs and benefits of migration policy, which drives ESL-NA student numbers and composition;**
3. **Note the Australian Government's extension of eligibility to their ESL-NA program, made in the Federal budget of 9th May 2006, to some previously ineligible ESL-NA students;**
4. **Note the increasing Australian Government, State and Territory contributions to English language acquisition for ESL-NA students.**

Request that the Australian Government consider:

5. **Working with States and sectors to examine in more detail the most cost effective methods of improving outcomes for ESL-NA students;**
6. **Increasing per capita assistance to ESL- NA students in order to provide intensive English language tuition for adequate language acquisition for students' participation in education;**
7. **Establishing a differential, higher level of funding for refugee and humanitarian students with disrupted or no previous education; and**
8. **Extending entitlement to support specific, additional categories of temporary visa holders.**

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APPENDIXA: Visa sub-classes eligible to receive Commonwealth ESL-NA program funding

PERMANENT RESIDENCY VISA SUB-CLASSES					
Refugee/Humanitarian	Non Refugee	Non Refugee	Non Refugee	Non Refugee	Non Refugee
200 Refugee	100 Spouse	130 State/Territory sponsored senior executive	815 PRC Permanent entry permit	852 Witness Protection	
201 In-country special humanitarian	101 Child	131 Investment-linked	816 Special permanent entry permit	855 Labour agreement	
202 Global special humanitarian	102 Adoption	132 Business Talent	818 Highly qualified onshore permanent entry permit	856 Employer nomination scheme	
203 Emergency rescue	103 Parent	134 Skill matching	819 Aged parent	857 Regional sponsored migration scheme	
204 Woman at risk	104 Preferential family	135 State/Territory nominated independent	831 Prospective marriage spouse	858 Distinguished talent	
205 Camp clearance	105 Skilled – Australian linked	136 Skilled – independent	832 Close ties	859 Parent	
208 East Timorese in Portugal, Macau or Mozambique	106 Regional – linked	137 Skilled – State/Territory nominated independent	833 Certain unlawful non-citizens	861 Skilled – onshore independent New Zealand citizen	
209 Citizens of the former Yugoslavia – displaced persons	110 Interdependency	138 Skilled Australian sponsored	834 Permanent resident Norfolk Island	862 Skilled – onshore Australian – sponsored New Zealand citizen	
210 Minorities of former USSR	113 Aged parent	139 Skilled Regional sponsored	835 Remaining relative	863 Onshore regional – sponsored New Zealand citizen	
211 Burmese in Burma	114 Aged dependent relative	143 Contributory parent	836 Carer	864 Contributory aged parent	
212 Sudanese	115 Remaining relative	150 Former citizen	837 Orphan relative	880 Skilled independent overseas student	
213 Burmese in Thailand	116 Carer	152 Family of NZ citizen	838 Age dependent relative	881 Skilled Australian sponsored overseas student	
214 Cambodian	117 Orphan relative	155 Five year resident return	840 Business owner	882 Skilled – designated area – sponsored overseas student	
215 Sri Lankan – special assist	118 Designated parent	156 One year return	841 Senior executive	890 Business Owner	
216 Ahmadi	119 Regional Sponsored Migration Scheme	157 Three month return	842 State/Territory sponsored business owner	891 Investor	
217 Vietnamese	120 Labour agreement	151 Former resident	843 State/Territory sponsored senior executive	892 State/Territory Sponsored Business Owner	
817 Protection permanent (amalgamation of 781 and 784 from 01/03/94)	121 Employer nomination	800 Territorial	844 Investment-linked	893 State/Territory Sponsored Investor	
860 Protection	122 Distinguished talent	801 Spouse	845 Established business in Australia		
866 Protection	125 Distinguished talent and special service, independent	802 Child	846 State/Territory sponsored regional established business in Australia		
	126 Independent	804 Aged parent	851 Resolution of status		
	127 Business owner	805 Skilled			
	128 Senior executive	806 Family			
	129 State/Territory sponsored business owner	808 Confirmatory			
		814 Interdependency			
TEMPORARY RESIDENCY VISA SUB-CLASSES					
Refugee/Humanitarian	Non Refugee	Non Refugee	Non Refugee	Non Refugee	Non Refugee
070 Removal Pending Bridging Visa	160 Business Owner (provisional)	164 State/Territory Sponsored Senior Executive (provisional)	451 Secondary Movement relocation (temporary)		
448 Kosovar Safe Haven (temporary)	161 Senior Executive (provisional)	165 State/Territory Sponsored Investor (provisional)	495 Skilled independent		
449 Humanitarian stay (temporary)	162 Investor (provisional)	447 Secondary Movement offshore entry (temporary)	695 Return pending (temporary)		
785 Temporary protection	163 State/Territory Sponsored Business Owner (provisional)				
786 Temporary (humanitarian concern)					

Appendix B: Visa sub-classes ineligible to receive Commonwealth ESL-NA program funding

TEMPORARY RESIDENCY VISA SUB-CLASSES				
Refugee/Humanitarian	Non Refugee	Non Refugee	Non Refugee	Non Refugee
010 Bridging (Class A)	040 Bridging (prospective applicant)	427 Domestic worker – executive 428 Religious worker	570(P) Overseas student (Independent ELICOS) – full fee paying 570(S) Dependant of overseas student (Independent ELICOS)	576(P) Overseas student AusAID and defence sponsored) – full fee paying 576(S) Dependant of overseas student (AusAID and defence sponsored)
020 Bridging (Class B)	041 Bridging (non-applicant)	430 Supported dependant	571 Approved secondary exchange student	675 Medical treatment; short stay
030 Bridging (Class C)	159 Resident return	432 Expatriate (temporary)	571(P) Overseas student (primary and secondary schools)	676 Tourist; short stay
050 Bridging (general)	173 Contributory parent	442 Occupational trainee	571(S) Dependant of overseas student (primary and secondary schools)	679 Sponsored family visitor (short stay)
051 Bridging (protection visa applicant)	300 Prospective marriage	443 Citizens of former Yugoslavia	572 (P) Overseas student (VET) – full fee paying	685 Medical treatment; long stay
060 Bridging (Class F)	302 Emergency perm applicant	444 Special category	572(S) Dependant of overseas student (VET)	686 Tourist; long stay
435 Sri Lankan (temporary)	303 Emergency temp applicant	445 Dependant child	573(P) Overseas student (higher education) – full fee paying	771 Transit
	309 Spouse provisional	446 Confirmatory (temporary)	573(S) Dependant of overseas student (higher education)	773 Border
	310 Interdependency provisional	445 Resolution of Status – Family Member	574(P) Overseas Student (Masters and Doctorate) – full fee paying	820 Spouse
	410 Retirement	456 Short term business	574(S) Dependant of overseas student (Masters and Doctorate)	826 Interdependency
	411 Exchange	457 Business (Long Stay)	575(P) Overseas student (non-award foundation studies/other) full fee paying	884 Contributory aged parent
	412 Independent executive	459 Sponsored business visitor	575(S) Dependant of overseas student (non-award foundation studies/other)	850 Resolution of status—provisional resident
	413 Executive	461 New Zealand citizen family relationship		956 Electronic Travel Authority; business validity (treat as 456)
	414 Specialist	497 Graduate skilled temporary visa		976 Electronic Travel Authority; visitor (treat as Visitor 676)
	415 Foreign government agency	560(P) Overseas student full fee paying student		977 Electronic Travel Authority; business short validity (treat as 456)
	416 Special program	560(S) Dependant of overseas student		995 Diplomatic
	417 Working holiday	560 Exchange student		APEC Business Card (treat as 672)
	418 Educational	562 Dependent travelling on Iranian postgraduate student passport		
	419 Visiting academic	563 Iranian PG student dependant		
	420 Entertainment			
	421 Sport			
	422 Medical practitioner			
	423 Media and film staff			
	424 Public lecturer			
	425 Family relationship			
	426 Domestic worker – diplomatic or consular			

APPENDIX C: SA Typical and agreed patterns of entry and exit scales: DECS - ESL scales

Language Students: continuous prior schooling

Students who have had a continuous schooling in first language / not from conditions of trauma							
Year level	R-1	2	3	4-5	6-7	8-9	10-12
Scale for year level	4-5	6	7	8-9	10-11	12-13	14
Highest scale which still allows access to NAP			5	5	6-8	7-8	14
ESL Scale on entry to NAP	0 (1 is rare)	0 (1 is rare)	0-2	0-2	0-4	0-7	0-14
ESL Scale on exit from NAP	2	3	4	4-5	5-6	6-8	6-14

Literacy Students: interrupted or minimal schooling

Students with no or interrupted educational background							
Year level	R-1	2	3	4-5	6-7	8-9	10-12
Scale for year level	4-5	6	7	8-9	10-11	12-13	14
ESL Scale on entry to NAP	0 (1 is rare)	0 (1 is rare)	0 (1 is rare)	0-1 (few are 1)	0-1	0-2	0-2
ESL Scale on exit from NAP*	2	3	3-4	4-5	4-5	4-6	4-6

Note that these exit Scales are lower than for Language students and are typically achieved after 19 months of a New Arrival Program

Literacy students who achieve these scales within 12 months are still eligible for extended eligibility in order to maximise their learning achievements closer towards the achievements of Language students.

Appendix D: Survey instrument

Survey

Resourcing Needs of ESL Programs for Newly Arrived Students

Background

At the 18th meeting of MCEETYA (12th—13th May 2005), Council urged the Australian Government to:

- increase per capita assistance to ESL / NA students with high educational needs, in particular, refugees and humanitarian entrants;
- provide a new per capita allocation so that specific ethnic and cultural issues faced by those children and families entering into Australia under the Refugee and Humanitarian Category can be addressed; and
- expand the visa classifications eligible for New Arrivals Funding;

Ministers Nelson and Hardgrave noted the points raised but indicated that a more evidence-based discussion of the issue was warranted to justify any Australian Government increase in funding.

The Schools Resourcing Taskforce (SRT) convened a working party of Australian Government, Victorian Government and Catholic Education Commission representatives to work with the SRT Secretariat to further investigate this issue.

The SRT will prepare a report in 2006 that examines the current Commonwealth per capita grant for the ESL-New Arrival (ESL-NA) Program to see if it is adequate to meet the cost of providing ESL tuition to newly arrived students. Specifically, the report will estimate the per capita allocation needed to meet the cost of providing ESL tuition for two groups of newly arrived students, 1) refugee and humanitarian entrants and 2) non-refugee entrants, and then compare this figure with the current allocation.

Overview of Report

The report will include the following sections:

1. Analysis of the current per capita costs of providing ESL tuition to newly arrived students and information on the adequacy of current provision for both groups of newly arrived students . This will be based on survey data.
2. Estimate of number of students by visa categories that are currently not eligible for Commonwealth ESL-NAP funding. This will be obtained from Department of Immigration and Multicultural Affairs (DIMA) data on new arrivals.
3. Data on the prior educational levels of newly arrived ESL students. This will be obtained from Department of Immigration and Multicultural Affairs (DIMA) data on new arrivals.
4. Literature review with a focus on time taken by school aged students to acquire English language with particular reference to refugee and humanitarian children.
5. Case studies of ESL program delivery and issues confronting school aged students in acquiring English language. These will be scoped and selected after the above sections are completed, as the rationale for the case studies is to provide substantive detail to the issues raised in the previous sections.

Methodology

As part of stage 1 in preparing the report a survey of (1) government state and territory education systems, and (2) Catholic education systems across Australia is to be conducted.

The objective of this survey is to collect the financial and non-financial data needed for a financial analysis of the current per capita costs of providing ESL tuition to newly arrived students.

Scope of Survey

The survey is structured to collect data about the different modes of delivery of ESL tuition provided by a system for its newly arrived students.

Systems will be asked to submit their data by the 3 March 2006. The data will be analysed and a draft will be returned to each system for comment by 15 March 2006.

Structure of Survey

The survey seeks information concerning ESL provision for two types of newly arrived students:

(1) Non refugee; and (2) Refugee and humanitarian students. Students are to be classified as refugee and/or humanitarian according to the visa they hold. **Attachment A** provides details of visa categories grouped into non refugee and refugee and humanitarian categories.

ESL provision for newly arrived students has been organised according to the modes of delivery listed below. The modes of delivery are defined in **Attachment B**. The descriptions of the modes of delivery are based on those used by the authors of the OECD PISA 2003 thematic report on immigrant student performance. The descriptions have been modified to make them more relevant to Australia.

- A: Submersion/Immersion
- B: Immersion with systemic ESL support
- C: Intensive English instruction prior to transferring to a regular class or school
- D: Intensive English instruction for isolated students
- E: Transitional Bilingual program
- F: Other (please describe in general section)

Please note that not all modes of delivery may be implemented in each system. Within each mode of delivery, systems may have more than one service delivery type.

Systems are asked to complete a data sheet for each service delivery type. The data sheet contains both general and financial data.

General data collected includes enrolments of students from language backgrounds other than English (LBOTE), ESL students and ESL NA students as well as total numbers of ESL (EFT) teachers.

The finance data is best understood at a policy level when it is expressed in terms of per student unit costs. The survey seeks to identify the average unit costs associated with ESL provision for both groups of newly arrived students at primary and secondary levels.

Financial data includes system-wide costs of providing curriculum resources, professional development and student welfare and support services for ESL students, as well as costs of interpreting and translations. It also includes the costs of providing ESL teachers and non-teaching support staff for ESL-NA students, based on hours of tuition provided and the student / teacher ratio.

Systems are then asked to calculate the per student unit cost, based on the formula provided in the survey, for each mode of delivery for primary and secondary students.

State/System:	_____
Name and Position of Respondent:	_____
Contact Telephone and Email Address:	_____

PART 1

Part 1 seeks general information on system wide data and costs associated with providing support for ESL NA students.

Table 1 – ESL - NA data

Please complete the table with relevant data.

Enrolments in 2005	Total FTE ESL-NA enrolments ¹	
	Total FTE ESL enrolments ²	
	Total LBOTE enrolments ⁶	
Teaching staff 2005	FTE ESL Teachers ³	

1. ESL-NA enrolments in 2005 for claim period 1 (1 Nov 04 to 30 Jun 05) and claim period 2 (1 Jul 05 to 30 Oct 05)

2. For ESL enrolments: include ESL students who are receiving support from an ESL teacher

2. For ESL teacher positions, include all ESL teachers, both those teaching ESL-NA students and those teaching post new arrival students.

Table 2 – System wide costs

Please complete the table with relevant cost data.

System wide costs	Notes	Total Annual Cost 2005 (Calendar Year)
ESL Curriculum Development and Support	<i>Includes the cost of developing and providing ESL resources to schools, for example the costs of salaries of resource developers, printing, distribution and related on-costs.⁴</i>	
ESL Professional Development	<i>Includes (1) the cost of ESL teacher time to participate in PD and (2) all other costs in organising and running PD. This amount should indicate system wide expenditure on ESL PD for both ESL and mainstream teachers as well as money allocated to individual schools to support ESL teachers accessing professional development opportunities.⁵</i>	
Interpreting and translation Services	<i>All costs associated with providing interpreting and translation services.⁶</i>	
ESL Student Welfare & Support Services	<i>All costs associated with providing student welfare and associated support services for ESL students.⁷</i>	

4. The pro-rata cost for ESL-NA students will be allocated on the basis of ESL-NA enrolments as a proportion of all ESL student enrolments.

5. This cost will be estimated on a per teacher hour basis using the total number of FTE ESL teachers and applied to the teacher hours in each ESL-NA service delivery mode collected in part 2.

6. The LBOTE enrolments are used to pro-rata the system wide costs of interpreting and translation services. The pro-rata cost for ESL-NA students will be allocated on the basis of ESL-NA enrolments as a proportion of all LBOTE enrolments.

7. The pro-rata cost for ESL-NA students will be allocated on the basis of ESL-NA enrolments as a proportion of all ESL enrolments.

Table 3: ESL-NA service delivery types provided by systems

In the table below systems are asked to insert the name and description for each type of service delivery in the column "Description of Service Delivery types". Systems are then asked to provide the numbers of student enrolments (eligible and not eligible for Commonwealth funding) for that type of service delivery in the corresponding columns. Systems are asked to refer to Attachment A in determining whether students are refugees/humanitarian enrolments or non refugee enrolments. Where required, simply insert additional rows.

	Modes of Delivery	Description of Service delivery Types	Non Refugee enrolments		Refugee & Humanitarian enrolments	
			Eligible	Not eligible	Eligible	Not eligible
Primary	A: Submersion/Immersion					
	B: Immersion with systemic ESL support					
	C: Intensive English instruction prior to transferring to a regular class or school					
	D: Intensive English instruction for isolated students					
	E: Transitional Bilingual program					
	F: Other (please describe in general section)					
Secondary	A: Submersion/Immersion					
	B: Immersion with systemic ESL support					
	C: Intensive English instruction prior to transferring to a regular class or school					
	D: Intensive English instruction for isolated students					
	E: Transitional Bilingual program					
	F: Other (please describe in general section)					

PART 2 – Specific data for each service delivery type

The second part of the survey collects data for each type of service delivery as recorded at table 2 in Part 1 of the survey.

The data sheet contains a first section on general (non-financial) data that collects basic information on the nature of each type of service delivery for ESL-NA students. This data will be used to describe in the final report the types of service provision that have been costed.

The second section of the data sheet collects financial data. It is intended to only capture those costs that are direct financial costs incurred by systems for the delivery of ESL services to newly arrived students. For example, the cost of teaching staff to provide specialised classes to students would be captured. Not captured would be the cost of school management time to coordinate and put in place ESL-NA classes.

Instructions for completing data sheets for each service delivery type

1. General and financial related data are collected by a separate form for each service delivery type as completed in table 2. A form for each possible mode of delivery has been prepared.

2. For modes C-E, the finance related data includes:

- Average ESL teacher salary rates including all on-costs
- Teaching hours covered by this salary. This is to be calculated using the weeks in the school year divided by the total teaching hours per week (excluding non-class time, eg relief release and lunch breaks)
- Hours of ESL-NA tuition currently provided on average per student.
- Student : teacher ratio
- Non teaching staff costs. Note this would not include services covered in the system-wide costs in part 1, e.g. interpreters and translators.

3. Estimates of required levels of service provision

Where systems believe that the current levels of service provision are inadequate to meet the needs of ESL-NA students, systems are asked to provide data on the level of provision that would be needed. The last two items relate to what is considered an adequate level of language acquisition. Information should be provided on:

- Hours of ESL-NA tuition estimated to be required
- Length of stay needed
- Student:teacher ratio needed
- Level of language competence at exit point
- Name of assessment scale used

Non- Refugee Students

A: Submersion/Immersion

GENERAL DATA

Primary Secondary Not Applicable

Criteria for inclusion of ESL - NA students in this mode	
Enrolments in the 2005 school year (this includes non-Commonwealth funded students)	
Estimated average hours received by students per week in this mode ? Formula: number of teacher contact hours per week / average number of classes a teacher supports	

FINANCIAL DATA

1	Teaching costs	Answers
A	Average ESL Teacher Annual Salary (including salary related oncosts eg superannuation)	
B	How many ESL teachers are allocated to ESL-NA students in this mode in 2005 ?	
C	What is the student to teacher ratio ?	
1.1	Average unit cost per student (ESL teaching) Formula = A/C	

ESTIMATE OF REQUIRED LEVELS OF SERVICE PROVISION

	How many hours per week of in class ESL support is required on average by an individual ESL-NA student in this type of provision per annum?	
	What level of English language competence should the student achieve at the exit point from this mode?	
	What is the name of the assessment scale used?	

Refugee and Humanitarian Students

A: Submersion/Immersion

GENERAL DATA

Primary Secondary Not Applicable

Criteria for inclusion of ESL - NA students in this mode	
Enrolments in the 2005 school year (this includes non-Commonwealth funded students)	
Estimated average hours received by students per week in this mode ? Formula: number of teacher contact hours per week / average number of classes a teacher supports	

FINANCIAL DATA

1	Teaching costs	Answers
A	Average ESL Teacher Annual Salary (including salary related oncosts eg superannuation)	
B	How many ESL teachers are allocated to ESL-NA students in this mode in 2005 ?	
C	What is the student to teacher ratio ?	
1.1	Average unit cost per student (ESL teaching) Formula = A/C	

ESTIMATE OF REQUIRED LEVELS OF SERVICE PROVISION

	How many hours per week of in class ESL support is required on average by an individual ESL-NA student in this type of provision per annum?	
	What level of English language competence should the student achieve at the exit point from this mode?	
	What is the name of the assessment scale used?	

Non- Refugee Students

B: Immersion with systematic ESL support

GENERAL DATA

Primary Secondary Not Applicable

Criteria for inclusion of ESL - NA students in this mode	
Enrolments in the 2005 school year (this includes non-Commonwealth funded students)	
Estimated average hours received by students per week in this mode ? Formula: number of teacher contact hours per week / average number of classes a teacher supports	

FINANCIAL DATA

1	Teaching costs	Answers
A	Average ESL Teacher Annual Salary (including salary related oncosts eg superannuation)	
B	How many ESL teachers are allocated to ESL-NA students in this mode in 2005 ?	
C	What is the student to teacher ratio ?	
1.1	Average unit cost per student (ESL teaching) Formula = A/C	

ESTIMATE OF REQUIRED LEVELS OF SERVICE PROVISION

	How many hours per week of in class ESL support is required on average by an individual ESL-NA student in this type of provision per annum?	
	What level of English language competence should the student achieve at the exit point from this mode?	
	What is the name of the assessment scale used?	

Refugee and Humanitarian Students

B: Immersion with systematic ESL support

GENERAL DATA

Primary Secondary Not Applicable

Criteria for inclusion of ESL - NA students in this mode	
Enrolments in the 2005 school year (this includes non-Commonwealth funded students)	
Estimated average hours received by students per week in this mode ? Formula: number of teacher contact hours per week / average number of classes a teacher supports	

FINANCIAL DATA

	Teaching costs	Answers
A	Average ESL Teacher Annual Salary (including salary related oncosts eg superannuation)	
B	How many ESL teachers are allocated to ESL-NA students in this mode in 2005 ?	
C	What is the student to teacher ratio ?	
1.1	Average unit cost per student (ESL teaching) Formula = A/C	

ESTIMATE OF REQUIRED LEVELS OF SERVICE PROVISION

	How many hours per week of in class ESL support is required on average by an individual ESL-NA student in this type of provision per annum?	
	What level of English language competence should the student achieve at the exit point from this mode?	
	What is the name of the assessment scale used?	

Non- Refugee Students

C: Intensive English instruction prior to transferring to a regular class or school

GENERAL DATA

Primary Secondary Not Applicable

Criteria for inclusion of ESL - NA students* in this mode	
Enrolments in the 2005 school year (this includes non-Commonwealth funded students)	
Average hours received by student per week (eg full time = 27.5hrs with non class time excluded)*	
Number of weeks that a student receives this type of provision.	
Are non-teaching staff utilised? If YES, please provide position title eg teachers aide.	What services do they provide?

FINANCIAL DATA

	Teaching costs		Answers
A	Average ESL Teacher Annual Salary (including salary related oncosts eg superannuation)		
B	How many teaching hours are covered by this salary?		
C	How many hours of ESL tuition is currently received on average by an individual ESL-NA student in this type of provision per annum?		
D	What is the student to teacher ratio ?		
1.1	Average unit cost per student (ESL teaching) Formula = $C*(A/B)*D$		
2	Non-teaching staff costs (if any)	Teacher Aide	Other
F	Average annual salary cost (incl oncosts)		
G	Hours covered by salary		
H	Average annual hours per student		
I	Student: Staff Ratio		
2.1	Average Unit Cost per student = $H*(F/G)*I$		
5	Total Cost (Formula = 1.1 +2.1)		

ESTIMATE OF REQUIRED LEVELS OF SERVICE PROVISION

	How many hours of ESL tuition is required on average by an individual ESL-NA student in this type of provision per annum?	
	Number of weeks that a student requires for adequate language acquisition for this type of provision.	
	What is the required student to teacher ratio?	
	What level of English language competence should the student achieve at the exit point from this mode?	
	What is the name of the assessment scale used?	

Refugee and Humanitarian Students

C: Intensive English instruction prior to transferring to a regular class or school

GENERAL DATA

Primary Secondary Not Applicable

Criteria for inclusion of ESL - NA students* in this mode	
Enrolments in the 2005 school year (this includes non-Commonwealth funded students)	
Average hours received by student per week (eg full time = 27.5hrs with non class time excluded)*	
Number of weeks that a student receives this type of provision.	
Are non-teaching staff utilised? If YES, please provide position title eg teachers aide.	What services do they provide?

FINANCIAL DATA

	Teaching costs	Answers
A	Average ESL Teacher Annual Salary (including salary related oncosts eg superannuation)	
B	How many teaching hours are covered by this salary?	
C	How many hours of ESL tuition is currently received on average by an individual ESL-NA student in this type of provision per annum?	
D	What is the student to teacher ratio ?	
1.1	Average unit cost per student (ESL teaching) Formula = $C*(A/B)*D$	
2	Non-teaching staff costs (if any)	Teacher Aide
F	Average annual salary cost (incl oncosts)	Other
G	Hours covered by salary	Other
H	Average annual hours per student	
I	Student: Staff Ratio	
2.1	Average Unit Cost per student = $H*(F/G)*I$	
5	Total Cost (Formula = 1.1 +2.1)	

ESTIMATE OF REQUIRED LEVELS OF SERVICE PROVISION

	How many hours of ESL tuition is required on average by an individual ESL-NA student in this type of provision per annum?	
	Number of weeks that a student requires for adequate language acquisition for this type of provision.	
	What is the required student to teacher ratio?	
	What level of English language competence should the student achieve at the exit point from this mode?	
	What is the name of the assessment scale used?	

Non- Refugee Students

D: Intensive English instruction for isolated students

GENERAL DATA

Primary Secondary Not Applicable

Criteria for inclusion of ESL - NA students* in this mode	
Enrolments in the 2005 school year (this includes non-Commonwealth funded students)	
Average hours received by student per week (eg full time = 27.5hrs with non class time excluded)*	
Number of weeks that a student receives this type of provision.	
Are non-teaching staff utilised? If YES, please provide position title eg teachers aide.	What services do they provide?

FINANCIAL DATA

	Teaching costs	Answers
A	Average ESL Teacher Annual Salary (including salary related oncosts eg superannuation)	
B	How many teaching hours are covered by this salary?	
C	How many hours of ESL tuition is currently received on average by an individual ESL-NA student in this type of provision per annum?	
D	What is the student to teacher ratio ?	
1.1	Average unit cost per student (ESL teaching) Formula = $C*(A/B)*D$	
2	Non-teaching staff costs (if any)	
	Teacher Aide Other Other	
F	Average annual salary cost (incl oncosts)	
G	Hours covered by salary	
H	Average annual hours per student	
I	Student: Staff Ratio	
2.1	Average Unit Cost per student = $H*(F/G)*I$	
5	Total Cost (Formula = 1.1 +2.1)	

ESTIMATE OF REQUIRED LEVELS OF SERVICE PROVISION

How many hours of ESL tuition is required on average by an individual ESL-NA student in this type of provision per annum?	
Number of weeks that a student requires for adequate language acquisition for this type of provision.	
What is the required student to teacher ratio?	
What level of English language competence should the student achieve at the exit point from this mode?	
What is the name of the assessment scale used?	

Refugee and Humanitarian Students

D: Intensive English instruction for isolated students

GENERAL DATA

Primary Secondary Not Applicable

Criteria for inclusion of ESL - NA students* in this mode	
Enrolments in the 2005 school year (this includes non-Commonwealth funded students)	
Average hours received by student per week (eg full time = 27.5hrs with non class time excluded)	
Number of weeks that a student receives this type of provision.	
Are non-teaching staff utilised? If YES, please provide position title eg teachers aide.	What services do they provide?

FINANCIAL DATA

	Teaching costs	Answers
A	Average ESL Teacher Annual Salary (including salary related oncosts eg superannuation)	
B	How many teaching hours are covered by this salary?	
C	How many hours of ESL tuition is currently received on average by an individual ESL-NA student in this type of provision per annum?	
D	What is the student to teacher ratio ?	
1.1	Average unit cost per student (ESL teaching) Formula = $C*(A/B)*D$	
2	Non-teaching staff costs (if any)	Teacher Aide
F	Average annual salary cost (incl oncosts)	Other
G	Hours covered by salary	Other
H	Average annual hours per student	
I	Student: Staff Ratio	
2.1	Average Unit Cost per student = $H*(F/G)*I$	
5	Total Cost (Formula = 1.1 +2.1)	

ESTIMATE OF REQUIRED LEVELS OF SERVICE PROVISION

	How many hours of ESL tuition is required on average by an individual ESL-NA student in this type of provision per annum?	
	Number of weeks that a student requires for adequate language acquisition for this type of provision.	
	What is the required student to teacher ratio?	
	What level of English language competence should the student achieve at the exit point from this mode?	
	What is the name of the assessment scale used?	

Non- Refugee Students

E: Transitional Bilingual program

GENERAL DATA

Primary Secondary Not Applicable

Criteria for inclusion of ESL - NA students* in this mode	
Enrolments in the 2005 school year (this includes non-Commonwealth funded students)	
Average hours received by student per week (eg full time = 27.5hrs with non class time excluded)*	
Number of weeks that a student receives this type of provision.	
Are non-teaching staff utilised? If YES, please provide position title eg teachers aide.	What services do they provide?

FINANCIAL DATA

	Teaching costs		Answers
A	Average ESL Teacher Annual Salary (including salary related oncosts eg superannuation)		
B	How many teaching hours are covered by this salary?		
C	How many hours of ESL tuition is currently received on average by an individual ESL-NA student in this type of provision per annum?		
D	What is the student to teacher ratio ?		
1.1	Average unit cost per student (ESL teaching) Formula = $C*(A/B)*D$		
2	Non-teaching staff costs (if any)	Teacher Aide	Other
F	Average annual salary cost (incl oncosts)		
G	Hours covered by salary		
H	Average annual hours per student		
I	Student: Staff Ratio		
2.1	Average Unit Cost per student = $H*(F/G)*I$		
5	Total Cost (Formula = 1.1 +2.1)		

ESTIMATE OF REQUIRED LEVELS OF SERVICE PROVISION

	How many hours of ESL tuition is required on average by an individual ESL-NA student in this type of provision per annum?	
	Number of weeks that a student requires for adequate language acquisition for this type of provision.	
	What is the required student to teacher ratio?	
	What level of English language competence should the student achieve at the exit point from this mode?	
	What is the name of the assessment scale used?	

Refugee Students and Humanitarian Students

E: Transitional Bilingual program

GENERAL DATA

Primary Secondary Not Applicable

Criteria for inclusion of ESL - NA students* in this mode	
Enrolments in the 2005 school year (this includes non-Commonwealth funded students)	
Average hours received by student per week (eg full time = 27.5hrs with non class time excluded)*	
Number of weeks that a student receives this type of provision.	
Are non-teaching staff utilised? If YES, please provide position title eg teachers aide.	What services do they provide?

FINANCIAL DATA

	Teaching costs	Answers
A	Average ESL Teacher Annual Salary (including salary related oncosts eg superannuation)	
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C	How many hours of ESL tuition is currently received on average by an individual ESL-NA student in this type of provision per annum?	
D	What is the student to teacher ratio ?	
1.1	Average unit cost per student (ESL teaching) Formula = $C*(A/B)*D$	
2	Non-teaching staff costs (if any)	
	Teacher Aide Other Other	
F	Average annual salary cost (incl oncosts)	
G	Hours covered by salary	
H	Average annual hours per student	
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ESTIMATE OF REQUIRED LEVELS OF SERVICE PROVISION

	How many hours of ESL tuition is required on average by an individual ESL-NA student in this type of provision per annum?	
	Number of weeks that a student requires for adequate language acquisition for this type of provision.	
	What is the required student to teacher ratio?	
	What level of English language competence should the student achieve at the exit point from this mode?	
	What is the name of the assessment scale used?	

Non- Refugee Students

F: Other (please describe in general section)

GENERAL DATA

Primary Secondary Not Applicable

Criteria for inclusion of ESL - NA students* in this mode	
Enrolments in the 2005 school year (this includes non-Commonwealth funded students)	
Average hours received by student per week (eg full time = 27.5hrs with non class time excluded)	
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G	Hours covered by salary	Other
H	Average annual hours per student	
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ESTIMATE OF REQUIRED LEVELS OF SERVICE PROVISION

	How many hours of ESL tuition is required on average by an individual ESL-NA student in this type of provision per annum?	
	Number of weeks that a student requires for adequate language acquisition for this type of provision.	
	What is the required student to teacher ratio?	
	What level of English language competence should the student achieve at the exit point from this mode?	
	What is the name of the assessment scale used?	

Refugee and Humanitarian Students

F: Other (please describe in general section)

GENERAL DATA

Primary Secondary Not Applicable

Criteria for inclusion of ESL - NA students* in this mode	
Enrolments in the 2005 school year (this includes non-Commonwealth funded students)	
Average hours received by student per week (eg full time = 27.5hrs with non class time excluded)*	
Number of weeks that a student receives this type of provision.	
Are non-teaching staff utilised? If YES, please provide position title eg teachers aide.	What services do they provide?

FINANCIAL DATA

	Teaching costs	Answers
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B	How many teaching hours are covered by this salary?	
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1.1	Average unit cost per student (ESL teaching) Formula = $C*(A/B)*D$	
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	Teacher Aide	Other
F	Average annual salary cost (incl oncosts)	
G	Hours covered by salary	
H	Average annual hours per student	
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ESTIMATE OF REQUIRED LEVELS OF SERVICE PROVISION

	How many hours of ESL tuition is required on average by an individual ESL-NA student in this type of provision per annum?	
	Number of weeks that a student requires for adequate language acquisition for this type of provision.	
	What is the required student to teacher ratio?	
	What level of English language competence should the student achieve at the exit point from this mode?	
	What is the name of the assessment scale used?	