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EXPORTING NEW ZEALAND
EDUCATION SERVICES

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ABSTRACT

The entry of New Zealand state education into the export market provided an unique opportunity for the researcher to combine interests in education, exporting, marketing and finance. The challenge was to investigate an entirely new export industry which was growing at a very rapid rate.

In the absence of other studies relating to the New Zealand situation, information was obtained from relevant documents, interviews with people associated with aspects of the industry and questionnaires to students in selected institutions and to a spokesperson for overseas students within each of the institutions.

The intended benefits and possible pitfalls perceived by people associated with forming the legislation were identified. In addition to the expected financial gains a number of non-financial benefits based on past experience with government assisted students were revealed. They related to trade and internationalisation. Some were of a very long-term nature. Anticipated problems were largely associated with traditional attitudes about the role of state education in New Zealand.

The study revealed:

There were wide differences of opinion on the role of legislation and on the policies which should be adopted.

Students, unlike respondents from New Zealand institutions, did not consider the high standard of New Zealand education qualifications their main reason for choosing New Zealand as an educational destination.

Although students tended to compare aspects of New Zealand with those of their home country, there was overall agreement about liking the cultural experience, the way of life, the people, and the New Zealand countryside.

Students adapted to most differences in teaching institutions between New Zealand and their home country within one year, except mastery of the English language. Spokespeople for institution did not indicate language was such a persistent problem.

Aspects of New Zealand students would most like to change included costs (especially rising costs) and the attitudes of some New Zealanders to foreigners. Respondents from institutions believed there was a very large market for New Zealand education, but the rate of growth was dependent on the acceptability of numbers of overseas students by New Zealanders.

There was very little difference between fee-paying and government funded students' responses.

Lack of funding has restricted some generic activities including a co-ordinated approach to catering for student's needs once they are in New Zealand.

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CHAPTER ONE

INTRODUCTION

1.0 INTRODUCTION TO CHAPTER ONE

The first section of this chapter introduces the study and identifies the major groups involved. In the second section the area of the study is defined more precisely. The third section presents the thesis objectives and the final section outlines the thesis development.

1.1 INTRODUCTION TO THIS STUDY

1.1.1 General Outline of this Study

When the New Zealand government passed legislation in December 1989 allowing full fee paying students to enrol in New Zealand state education institutions, State Education in New Zealand became an export industry.

This study researches some of the background to that decision, and outlines structural changes which occurred in teaching and non-teaching institutions to facilitate the overseas student decision. The benefits expected from exporting education and the policies advocated for their achievement are identified and discussed. Finally current practices and procedures are examined within the general framework of identified policy.

1.1.2 Brief Background to the Study

New Zealand legislators were slow to permit state institutions to enter the worldwide market of educational services. Other countries had made serious mistakes and it was hoped New Zealand could avoid repeating these. In addition the idea of paying for education, a service which had previously been extended to selected overseas students free as a form of international aid, was alien, (in some cases abhorrent) to the traditional attitude of New Zealand to education.

Non-Teaching Institutions

Existing institutions such as the Ministry of Education and Immigration Services (at that time the Immigration section of the Department of Labour) were required to take the necessary actions to implement the government's new policy and facilitate the development of the education export industry. The newly formed New Zealand Qualifications Authority (NZQA) (initially National Education Qualifications Authority) became involved with aspects of education effecting overseas students and New Zealand Education International Ltd (NZEIL) (originally Consult New Zealand Ltd) was set up with state financial backing to facilitate and co-ordinate the sale of New Zealand educational services internationally.

Policy

Expected benefits and potential problems from charging overseas students full fees were identified from the mid 1980's onwards and policy was developed in line with attempting to maximise the benefits and avoid the problems. Individuals and associations varied in the weightings they attributed to the expected benefits and to the most effective ways of ensuring them. At the same time, there was not complete agreement about the possible harmful effects of events like the financial collapse of an education institution.

Unanticipated events such as the exodus of students from the Peoples Republic of China following the Tienanmen Square incident resulted in changes of policy.

Teaching Institutions

Actions undertaken by teaching institutions needed to lie within the legislative policy requirements and guidelines as well as achieving the intended benefits. At the same time institutions had to meet their own policy requirements which needed to be similar

(if not identical) with those of legislators. Even in an ideal world practice seldom reflects policy perfectly, consequently some mis-match or conflict was bound to arise.

It appeared that many of the benefits expected from selling education overseas would be achieved to the extent that the student's expectations were met while they were in New Zealand.

Prior to the exporting of education, overseas students studying in New Zealand had their fees and sometimes their living expenses paid by the New Zealand government on Overseas Development Aid programmes. It was generally assumed the expectations of full fee paying students would be similar to those of aided students. However there were differences right from the start of the students' experiences with New Zealand. New Zealand education was marketed as a commercial venture to full fee paying students, while aided students were selected on a basis of academic ability and criteria relating to New Zealand's position vis-a-vis foreign aid to the student's home country.

Many of the institutions which entered the international education market had little or no previous involvement with overseas students. Consequently there was something of a tendency to take a "wait and see when they get here" approach by some institutions to meeting any special needs overseas student's might have over domestic students.

On the other hand institutions which had previously been involved with overseas students were probably in a better position to assess the likely needs of the students and the overall benefits (besides financial benefits) to the institution. It is possible that to some extent the students expectations could be met anyway without the institution being aware of their exact nature. However it would be reasonable to expect that the better the understanding of the students' perception of the New Zealand experience, the more likely benefits would be maximised.

The Students

Students expectations of New Zealand are formed long before they arrive here. Their decision to come to New Zealand instead of another English speaking country is generated by a number of information sources in the home country.

The extent to which the student is influenced by these information sources and the reliability of the source information will obviously have a bearing on the students' expectations of the New Zealand experience. In addition to the more personal concerns like finance, leaving friends and family, possibly coping with the English language, and different customs, the student has to cope with requirements of the New Zealand policy makers and institutions such as visa requirements, and enrolling procedures. However students who are prepared to travel internationally for an education probably have a greater than average tenacity.

Course availability, price, the ability to cope with the course requirements and any differences in teaching styles would undoubtedly affect the students perception of New Zealand academic experience, and on the surface of the decision making process would appear to be the main criteria by which students judged New Zealand as a destination for education. This would be particularly so for post-graduate students.

Never-the-less, on a day to day basis other factors loom important for many students. Friends, the acceptance of foreigners by New Zealanders, and comparisons of aspects of New Zealand with their home country give strong impressions at an impressionable time of a person's life. Such things as the New Zealand way of life, the countryside and the total cultural experience, could form a more lasting impression than simply gaining an academic qualification.

Summary of Introduction

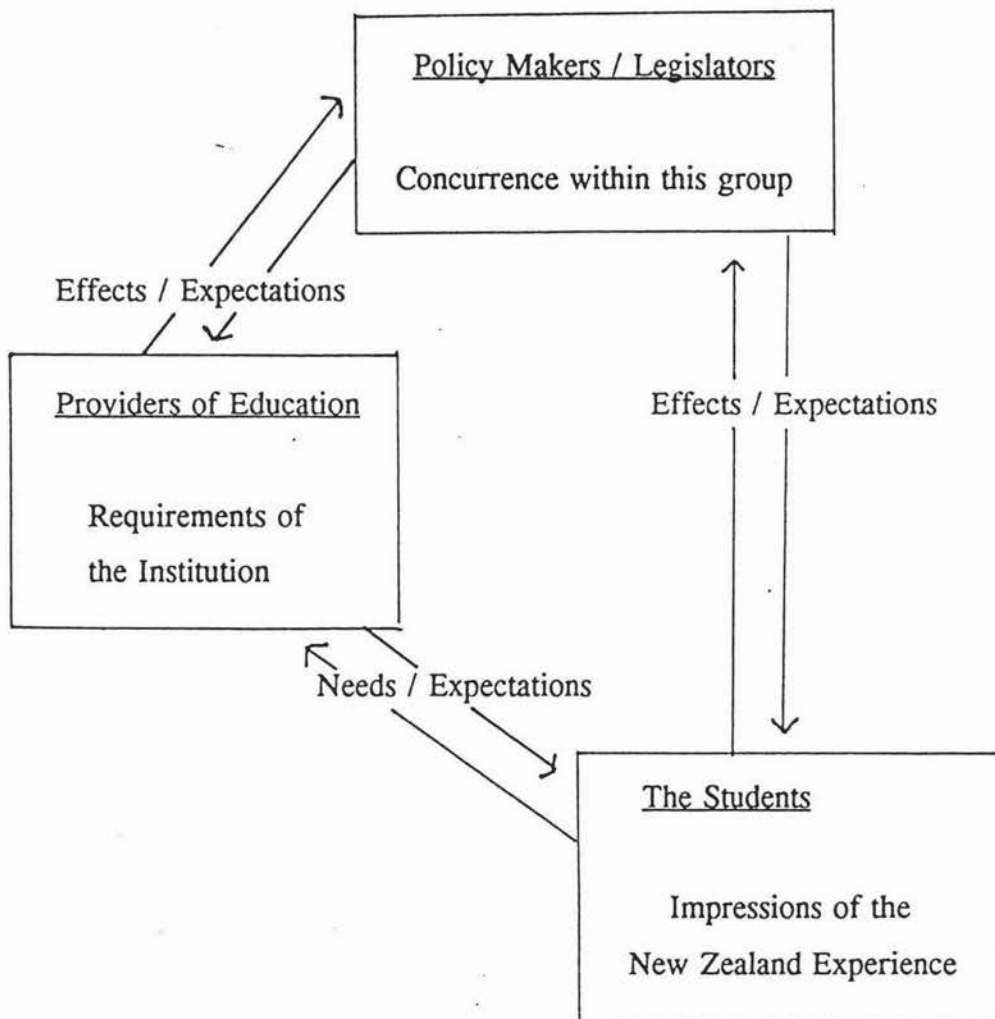
Three major groups were identified within this industry:

- i) The policy makers and legislators .
- ii) The providers of education.
- iii) The students themselves.

Figure 1.1 is a summary of the interactions between these three groups.

FIGURE 1.1

INTERACTIONS BETWEEN MAJOR GROUPS
IN THE EDUCATION EXPORT INDUSTRY



1.2 DEFINITION OF THE AREA OF STUDY

The education export industry in New Zealand is divided into the public sector which includes secondary schools, polytechnics and some technical institutes, universities, specialised distance education institutions and colleges of education and a private sector which is composed mainly of secondary schools and English language schools.

The public sector institutions are well known providers that have been established for a long time. The courses usually last several academic years and result in the acquisition of a recognised qualification such as a degree or diploma.

The private sector is largely composed of institutions which are less well known and newer. Courses are shorter, especially language courses, and the qualifications are less well recognised.

The two sectors are not entirely independent aspects of the industry. For instance a failure to deliver the promised (and paid for) course by a private institution will effect the market generally and both have an effect on the social, political and economic objectives of the policy makers. On the other hand the private sector institutions, particularly those offering language courses cater for a different market segment than that serviced by the public sector.

This study is largely concerned with the public sector, never the less two well established private secondary schools were included in the survey as it was considered their provision of services was closer to that of public institutions than it was to others in the private sector.

The development of private sector institutions offering short courses to mainly overseas students, the motivations of providers and students and the procedures and practices involved in delivering the services could be the subject of further study.

1.3 THESIS OBJECTIVES

Three major groups identified within this industry were:

- i) The original and current policy makers/legislators
- ii) The providers of education
- iii) The students themselves

Four objectives were identified regarding these groups.

1. To identify and investigate factors effecting the New Zealand overseas student decision, and to examine some of the structural changes which occurred in teaching and non-teaching institutions following this decision.
2. To find out the intentions of the initial and the current policy makers / legislators in terms of exported education.
3. To investigate current procedures in New Zealand associated with overseas students attending New Zealand state institutions.
4. To draw some conclusions regarding the efficacy with which the intended policy outcomes are being met.

1.4 THESIS DEVELOPMENT

CHAPTER TWO presents the background to the current situation in New Zealand in more detail.

CHAPTER THREE describes the methodology used and includes an explanation of the reasons why particular approaches were chosen.

CHAPTER FOUR investigates the intentions of some of the initial and the current policy makers. The implications of some of the policies are discussed in some detail, the object being to obtain as clear a picture as possible of the outcomes able to be achieved as a result of fee paying students attending New Zealand state institutions.

CHAPTER FIVE involves a description and discussion of the procedures and practises relevant to overseas students. The findings from the questionnaires are used to elucidate and to quantify some of the issues raised. Where applicable the relationship of practise to policy is demonstrated. An attempt is made to identify some of the areas of concurrence, mis-match, or conflict.

CHAPTER SIX concludes with a discussion of the efficacy with which the intended policies are being met and the suggestions of possible beneficial changes.

CHAPTER TWO

BACKGROUND TO THE STUDY

2.0 INTRODUCTION TO CHAPTER TWO

The first section of this chapter is concerned with factors effecting the decision to allow full fee paying students to attend New Zealand state institutions. The second section involves an investigation of some of the structural changes which occurred within the teaching and the non-teaching institutions following the overseas student decision.

2.1 FACTORS EFFECTING THE FULL FEE PAYING OVERSEAS STUDENT DECISION

2.1.1 Education as an Exportable Commodity in Britain and Australia

In 1980 the British government introduced a full fee policy for the 90,000 international students studying at British universities, polytechnics and colleges. Previously they had been subsidised at approximately 60%. A new system of finance introduced concurrently with the full fees policy, meant that institutions with high numbers of international students had to generate income from these students in order to maintain existing levels of educational activity.

In response, almost overnight, all manner of activities were undertaken, aimed at selling academic programmes abroad. Many were ill conceived and unprofessional causing damage not only to the individual institutions concerned but also to the international reputation of British Higher Education. Fortunately, lessons were learned fairly quickly and the "hard selling" of British Higher Education was superseded by the British Council's (the United Kingdom's government international cultural agency) generic promotion and coordinating role.

A "Great Britain Ltd." approach helped restore the good standing of the system abroad.

The Australian government introduced legislation allowing universities and other

educational institutions to offer places, to overseas students at full cost in 1986. The major objective was to encourage exports. Until 1986 almost all students who came to Australia were either fully or partially subsidised by the government through aid programmes and studied at state institutions. The number of overseas students had been controlled by an annual quota.

Although some major problems emerged, particularly in the use by some applicants to use student visas as a means of illegally obtaining access to Australia or its labour markets, the British experience of institutions scrambling to sell their educational wares to the detriment of the market generally, was largely avoided. The government had received two reports regarding aspects of the education of overseas students in Australia. The Jackson Report (1984), which gave a wide ranging review of the Australian Overseas Aid Program, and the Goldring Report (1984). Both of these reports influenced the Australian decision makers. In addition nationwide institutions such as Austrade (the commercial area of the Department of Trade) and IDP (International Development Program of Australian Universities and Colleges) were involved in a coordinating and facilitating role from the outset.

As an export industry, selling education to overseas students must have been one of the fastest growing businesses in Australia. After only five years it had generated an estimated income of \$A800 million to \$1.2 billion for the year 1990, this, however represents only a fraction of the estimated income of \$US20 billion generated from an estimated 1.2 million tertiary students studying abroad worldwide.

Neither Australia nor the United Kingdom were very large players in the international student market in 1988 when New Zealand policy makers were seriously investigating prospects for full fee paying foreign students in New Zealand. With an estimated 63,000 students or 7% of the estimated total international students, United Kingdom ranked fifth in the world, behind United States, France, USSR and Germany, and Australia with 2% ranked tenth. However, New Zealand's educational heritage and practices are closer to those of Britain and Australia than to any other country, consequently New Zealand's educational policy makers were significantly influenced by actions (and reactions) in these countries.

2.1.2 New Zealand's Overseas Student Policy Prior to 1990

"Having government assisted overseas students in our schools and universities is really a form of overseas aid that is spent in New Zealand."

(Comment from a Respondent.)

The presence of overseas students in New Zealand universities was largely a post World War Two development, through the Colombo Plan. In 1966 there were about 1,000 foreign students in New Zealand universities. They were mainly sponsored through foreign aid initiatives, or were private students. The latter tended to be from South East Asia (Malaysia particularly).

The provision of foreign aid through education in New Zealand continued to develop in a largely unchanged manner through the 1970's and until the late 1980's. One notable event during this time being the imposition of a \$1,500 tuition fee on private university students in 1980 by the Muldoon government. This was interpreted by some, at the time, as an important shift away from a policy of education as a "free good". However, it was abandoned in 1987 and in 1988 there was in place a number of categories through which overseas students could enter New Zealand. They included students who held New Zealand government scholarships under the Official Development Assistance Programme. These students had their international travel, maintenance in New Zealand and tuition costs paid for by the New Zealand government. This category also included students studying under approved international programmes such as those who held fellowships awarded by agencies of the United Nations. A second category included students from South Pacific and ASEAN who were sponsored by their home governments or who were studying privately. These students were admitted within quotas and paid the same fees as New Zealand students, although at post-graduate level students could enter from any country.

The number of places available within the New Zealand state education system partially governed the number of overseas students permitted to study in New Zealand. A system of prioritising placement of overseas students operated with students on New Zealand

Access to secondary schools was limited to 6th and 7th form levels, although students from some South Pacific areas were allowed to enter at forms 3, 4 or 5. The government quotas for numbers of overseas students entering secondary schools, polytechnics and universities were reviewed annually.

Private overseas students in New Zealand state institutions paid the same fees as New Zealanders, or where no fees applied received free tuition. This taxpayer subsidy to overseas students was estimated to be \$32.228 million in 1988 (CM 88/45/19). It was recognised officially as development aid, and reported to the OECD as such.

2.1.3 New Zealand's Educational Reputation and Resources

A New Zealand university would be an unlikely first choice for an academically ambitious student contemplating an overseas education at an English speaking institution. Oxford, Cambridge and some of the more prestigious American universities would be more appealing if the judgement was made on grounds of international academic reputation alone.

However, other factors besides the international academic reputation of the institution have an influence on the student's choice. Estimates of overseas demand for New Zealand education services in the late 1980's, though, were based on general world tendencies in international education rather than specific studies of the perceived benefits of an education in New Zealand. New Zealand had a strong reputation in some of the developing ASEAN countries through its government aided and private student schemes. Compared with most other English speaking countries tuition and living costs in New Zealand were low. A New Zealand university degree, being an accepted qualification in the students home country, was demonstrably at least of an adequate standard for some student's needs. New Zealand institutions specialised in some course areas, for example in forestry and high country farming. In addition, some New Zealand degrees had a strong local reputation in the student's home country for example, an engineering degree, in developing countries.

New Zealand was seen to be lagging behind in getting its 'share' of overseas students. The Goldring Report (1984) estimated the international movement of students almost doubled between 1970 and 1980. Overseas student numbers in New Zealand over that period had remained relatively static and although by 1988 they had increased it was clear New Zealand was not participating to any significant degree in the growth of student mobility.

Treasury, in its Brief to the Incoming Government (1987) noted that unlike other industries export failure of the education industry had been due directly to government action to control demand (through overseas student quotas and other measures) unlike other industries where exports had been adversely effected by protectionist policies of overseas governments. Treasury maintained lack of direct exposure to international competition could reduce the productivity of domestic institutions to the detriment of New Zealand students and the overall cultural and economic development of the country.

One potential problem was the areas with strong foreign student demand in the late 1980's - accounting, engineering, commerce, computing and law - were those where space was shortest. The lead time to provide existing accommodation whether by existing institutions leasing space, or private universities providing space was estimated to be about five years.

2.1.4 The Political and Economic Situation in New Zealand in the Late 1980's

It is well beyond the scope of this study to produce more than a brief overview of the main political and economic events in New Zealand which would have had a bearing on overseas student policies.

Under the Labour government the Treasury voice and the advice of the Business Round Table received increasing attention. Both were concerned at the level of New Zealand's overseas debt and the high level of interest rates charged. A philosophy of "user pays" was advocated in an effort to reduce government spending and encourage competition for goods and services.

In educational institutions actual reduced funding, or the threat of it, was coupled with signals to respond to market forces, both in course content, and in sources of finance. There was a growing threat of diminished access to some courses for New Zealand students, at the same time high and rising unemployment rates created a competitive job market and underscored the need for educational qualifications. However the government was loath to increase taxes to fund more places in education institutes.

"Look, if I was an unsuccessful Malaysian businessman there would be a chance my children could be educated in New Zealand for nothing, but because I am wealthy they can't come".

(A Malaysian businessman)

In this climate it was becoming increasingly difficult to defend the New Zealand tax payers' obligation to fund the education of foreign students who may have been able to pay for it themselves.

2.2 STRUCTURAL CHANGES FOLLOWING THE FULL FEE PAYING OVERSEAS STUDENT DECISION

2.2.1 The Education Amendment Act (No. 156) 1989

This act allowed New Zealand state institutions to enrol full fee paying students and prevented them from accepting any more enrolments of private students who were not New Zealand citizens, unless the student paid at least the full tuition cost. Students who held New Zealand government scholarships, or who were studying under approved international programmes were not effected. Nor were private students already enrolled in an institution, at least to the extent that they were able to complete the course in which they were already enrolled. For example, a secondary pupil in the 4th form was allowed to complete schooling to 7th form paying only fees (if any) applicable to domestic students but would have to pay full fees if s/he enrolled in a tertiary institution after that. Likewise an undergraduate student would pay the same fees as domestic students while enrolled in that particular course of study,

but would have to pay full costs of tuition if s/he undertook post graduate work. These students were termed "transitional" or "grandparented" students. Cabinet agreed the cost of grandparenting existing students would be met as imputed student costs and transferred them from Vote: External Relations and Trade to Vote: Education (CM 88/45/19 Appendix 1). An indication of the numbers of transitional students in New Zealand over 1990 to 1992 is given in Table 2.1 below, which was derived from statistics recorded by the Ministry of Education.

TABLE 2.1

Numbers of Transitional or Grandparented Students

	<u>1990</u>	<u>1991</u>	<u>1992</u>
Schools		46	21
Polytechnics	51	41	49
Universities	1528	508	325
Total	1578	595	395

Source: Compiled from figures made available by the Ministry of Education.

The definition of "full fees" was initially a source of confusion. The legislation specifically stated there was to be no cross-subdivision of funding for domestic students to overseas students. The Ministry of Education published guidelines for primary and secondary schools for calculating foreign student fees (Appendix D) which included depreciation on plant, equipment and buildings, the cost of capital, and any special provisions such as enrolment in the school dental health programme of the Department of Health or school based fund raising activities. Depreciation of buildings and cost of capital for one secondary school pupil was calculated to be \$1,240. The amount was to be repaid to the Ministry for every foreign student enrolled in secondary schools.

Private schools catering for fee paying overseas students, mainly but not entirely for the teaching of English language had been operating for over two decades. They were a growing industry. On 30 June 1990 when the responsibility of registering private schools was passed to the NZQA, 42 schools were registered.

State schools argued the government's "claw back" put them in an uncompetitive position vis-a-vis their rivals. Meanwhile, the private English language schools complained "the playing field is not level" in so far as government funded resources were being accessed by schools for the education of foreign fee paying students. Currently secondary schools pay a reimbursement of \$450 to the Ministry of Education for each full fee paying overseas student, not \$1,240 as was suggested in 1990.

Universities and to some extent polytechnics also had difficulties with costing and the intent of the Act. The 1989 Act stated that costs charged must be the average cost to the institution of enrolling the student in the course undertaken, plus any additional charges such as provision of an overseas student counsellor and overseas marketing costs. Cross-subsidisation of courses which could have allowed the institution to present a more internationally competitive package - was not permitted. Universities in particular were effected by the definition of a degree as "a qualification taught mainly by persons involved in research" (Hawke report 1988). Research funding, therefore had to be included in the costings of university teachers to justify their teaching as defined. This placed a costing load onto post-graduate courses as student to staff ratios in these courses tended to be low and the cost burden could not be spread over other groups.

Legislation introduced in December 1991 permitted marginal costing and allowed universities to spread the charge for expensive courses over graduate/undergraduate courses and between facilities.

2.2.2 The Effects of the Legislation on Overseas Student Numbers in Universities.

Statistics available from the Ministry of Education presented in Table 2.2 show the number of overseas students attending universities dropped in 1990, compared with the number in 1989 and slowly rose again over 1991 and 1992.

TABLE 2.2

Total Numbers Of Overseas Student In
New Zealand Universities

<u>Year</u>	<u>Total Overseas Students</u>	<u>Percent of 1989 Intake</u>
1988	3432	
1989	3310	
1990	2842	68%
1991	2526	76%
1992	3036	92%

Source: Compiled from figures made available by the Ministry of Education.

It would be reasonable to expect these figures represent a drop in enrolments of first year students over 1990 followed by an increase as universities positioned themselves in the market place to attract fee paying students. However, as Table 2.3 shows numbers of overseas students enrolling as first year students in the two years prior to 1990 showed greater variation than the two years succeeding the legislative change (figures for 1992 are not available). It appears that first year enrolments at universities since 1988 were significantly effected by factors other than by fees alone.

TABLE 2.3

Numbers of Overseas Students Enrolling as First Year
Students at New Zealand Universities

<u>Year</u>	<u>Number Of Students</u>
1988	805
1989	470
1990	337
1991	537

Source: Compiled from figures made available by the Ministry Of Education.

The effect of the legislation on university enrolments at post graduate level was expected by universities as students who had enrolled for undergraduate courses anticipating free tuition in New Zealand found themselves facing high postgraduate fees (up to \$28,000 in some cases) searched the international market for more competitive prices, or simply went home. A study of the percentage of fourth year students who proceeded to a fifth year of study as shown in Table 2.4, illustrates this fact.

TABLE 2.4

Percentage of Fourth Year University Students who
Proceeded to a Fifth Year Of Study

<u>Year</u>	<u>4th Year</u>	<u>5th Year</u>	<u>Percent</u> <u>Proceeding to 5th</u> <u>Year</u>
1988			
1989	443	370	84
1990	504	362	72
1991	522	117	34

Source: Compiled from figures made available by the Ministry of Education. 1992 figures not available.

Overseas students have formed a significant proportion of the post-graduate enrolments in some faculties, for example engineering and some agricultural sciences. Post-graduate research programmes in some areas have been seriously curtailed as students completed their under graduate work and left New Zealand.

It was possible to use data from the Ministry of Education to compare sources of funding for university students over the years 1988 to 1992, as are shown in Table 2.5.

TABLE 2.5

Sources of Funding for University Students
(by numbers of students)

<u>Year</u>	<u>MERT</u>	<u>Private</u>	<u>Other</u>	<u>Grand- Parented</u>
1988	496	N/A	380	
1989	306	2738*	276	
1990	617	294	275	1353
1991	973	559	187	805
1992	1045	999	667	325

Source: With one exception, compiled from figures made available by the Ministry of Education. *This figure is from Cabinet Committee papers SEQ (89) 16 Appendix 2.

The ODA figures include both the MERT full scholarships and MERT fees scholarships as shown in Table 2.6. A breakdown of these figures reveals that while the total number of both scholarships has risen since 1990, the fees only scholarships to university students has risen by more than the full scholarships.

TABLE 2.6

Comparison of MERT Full Scholarships and MERT Fees
Scholarships Awarded to University Students
(by numbers of students)

<u>Year</u>	<u>MERT Full Scholarship</u>	<u>MERT Fees Only Scholarship</u>	<u>Percentage of MERT Students Receiving Full Scholarships</u>
1990	367	250	60%
1991	460	513	47%
1992	456	589	44%

Compiled from figures made available by the Ministry of Education. Figures prior to 1990 were not available.

It appears that the trend shown in Table 2.2 for university student enrolments was due in part to an increase in MERT funding (especially fees scholarships), an increase in private (fee paying) students and a drop in post graduate enrolments.

2.2.3 The Enrolment of Overseas Students in Schools.

As early as December 1985 concern was being expressed about full fee-paying overseas students in secondary schools. Russell Marshall, Minister of Education in a memorandum for the Cabinet External Relations and Security Committee (ER (86) 1 Appendix 2) noted a number of problems which could arise if overseas students had access to secondary schools on a full cost basis. The major concern was the possible lack of places in tertiary institutions for secondary school students who passed the academic qualifications for entry through tuition in New Zealand which they had funded privately. Even if a clear

indication was given to the student at the time of enrolling at a secondary school, that no guarantee of a place in a New Zealand tertiary institution was implied by acceptance in a secondary school, it was considered parental expectations and moral obligations of the New Zealand educational system could exert pressure at personal and political levels (ER (87) 1).

This was considered to be particularly likely since the New Zealand Form 7 (Bursary) would provide difficulties in gaining admission to favoured degree courses outside of New Zealand and Australia as it was more broadly based than the standard United Kingdom A levels, and timing of the New Zealand academic year did not coincide with that of most other countries, particularly in Northern Hemisphere.

Treasury, however had recommended there should be unlimited access for overseas students on a full cost recovery basis at secondary schools, provided there was a clear understanding no right to tertiary institutions was thereby conferred (ER (86) 1 pg 4).

In May 1988, in its report on Foreign Exchange Earnings from Educational Services to the Cabinet Development and Marketing Committee, the Market Development Board noted the Department of Education and the University Grants Committee recommended a cautious approach to admission of overseas students to New Zealand secondary schools, in relation to development of new capacity in tertiary institutions. Treasury, the Market Development Board, and the Labour Government were concerned about the loss to secondary schools of two (or more) years potential gains from accepting foreign students (D and M (88) 33 Annex I).

Later in the same month the Cabinet Development and Marketing Committee agreed that the full fees overseas student policy should apply to secondary schools. The committee also recommended they should be allowed to enter "without delay" (D and M (88) M 15/1 i).

When the legislation was passed in December 1989 secondary schools were allowed to enrol full fee paying overseas students but without (at least initially) the same autonomy and financial independence as tertiary institutions.

A steady increase in the number of overseas students enrolled in secondary schools followed as shown by Table 2.7.

TABLE 2.7

Total Number of Overseas Students Enrolled in
Secondary Schools

<u>Year</u>	<u>Total Overseas Students</u>
1988	1580
1989	1504
1990	1342
1991	1921
1992	2148

Source: Compiled from figures made available by the Ministry of Education.

Table 2.8 gives further insight into these statistics by showing the type of assistance students were receiving.

TABLE 2.8

Sources of Funding for Secondary Students
(by numbers of students)

<u>Year</u>	<u>MERT</u>	<u>Private</u>	<u>Other</u>	<u>Grand- Parenting</u>
1988	34	1048	498	
1989	46	898	560	
1990	324	407	486	122
1991	363	986	527	46
1992	404	1247	475	21

Source: Compiled from figures made available by the Ministry of Education.

Table 2.8 shows the drop in numbers of overseas students enrolled in secondary schools in 1990 was due to a very large drop in privately funded students and a small drop in the overseas students funded from all other sources. Although the number of grandparented and most funded students (total 446) partially made up the difference the total number in secondary schools in 1990 was lower than either of the previous two years (Table 2.7). In the following two years the number of privately funded students rose rapidly to give the highest number of overseas students in New Zealand secondary schools for the five years recorded in Table 2.7.

The total number of MERT scholarships to secondary school students increased 700% over the year 1989 to 1990 and continued increasing slowly after that.

By far, the greater amount of MERT scholarships awarded were fees only scholarships rather than full scholarships as table 2.9 shows.

TABLE 2.9

Comparison of MERT Full Scholarships and MERT Fees
Scholarships Awarded to Secondary School Pupils
(by numbers of students)

<u>Year</u>	<u>MERT Full Scholarship</u>	<u>MERT Fees Only Scholarship</u>
1990	71	253
1991	74	289
1992	114	290

Source: Compiled from figures made available by the Ministry of Education.

Some of the reasons for the steady increase in numbers of private overseas students over the period 1990 to 1992 despite the initial opposition to the idea are outlined below.

Secondary schools in many areas were faced with falling rolls, empty classrooms, teacher redundancy and decreased funding - or the threat of it. Management of secondary schools had passed to their own elected boards of trustees who had considerably more autonomy than the previous boards of governors had experienced. In addition, schools were required to develop a statement of their own special character, which was in effect a statement of their position in the market place.

Unlike tertiary institutions, schools had a tradition of supplementing the government's funding by their own fund raising efforts. While it would be unfair to suggest that all secondary schools enrolling foreign fee-paying students were solely motivated by pecuniary goals it cannot be denied that the \$500,000 from 65 extra pupils represents a significant return, although it is not all profit.

Marketing assistance was provided by the government through NZEIL whose initial brief was to coordinate the promotion and marketing of education to overseas students. Those schools who became associated with NZEIL were encouraged to market their education in overseas countries.

There was some demand pull as well. As predicted by the External Relations and Securities Committee to Cabinet in 1987 (ER (87) 1, quote 38/8/1 page 1) students believed their chances of obtaining tertiary education in New Zealand would be enhanced if they had good marks in the New Zealand Bursary examination. The use of senior school qualifications from New Zealand to assist entry to New Zealand tertiary institutions is described as "laddering" or "staircasing". Table 2.10 shows how the appeal of secondary education to overseas students increases towards form seven and the attainment of entry qualifications to tertiary institutions.

GRAPH 2.10

Number of Overseas Students in New Zealand Secondary
Schools by Form Level in 1992

<u>Form</u>	<u>Number</u>
3	109
4	177
5	361
6	674
7	827

Source: Compiled from figures made available by the Ministry of Education.

2.2.4 The Enrolment of Overseas Student Numbers in Polytechnics.

The numbers of overseas students in polytechnics has increased 1000 fold over the years 1988 to 1992 as shown in Table 2.11.

TABLE 2.11

Number of Overseas Students Enrolled in Polytechnics

<u>Year</u>	<u>Number of Students</u>
1988	227
1989	297
1990	696
1991	581
1992	2403

Source: Compiled from figures made available by the Ministry of Education.

Over the same time Ministry of Education figures show New Zealand government aid rose from 12 assisted students in 1988 (5%) to 466 students in 1992 (19%).

The figures represent, in part, an increase in the number and capacity of polytechnics over the years 1988 to 1992 as well as an increase in the number of courses offered. Some polytechnics offer courses specifically for overseas students, or alternatively with the needs of overseas fee paying students in mind. The Central Institute of Technology, for instance, has developed special unit, CITEC for teaching English language. Polytechnic courses do not all last a full year, so the polytechnic numbers of enrolments do not exactly equate to student numbers in universities and secondary schools.

2.2.5 Changes in Policy Regarding Regions Receiving Aid for Education.

The areas to which government aid was directed changed in keeping "with being good Pacific neighbours" as one respondent described it. Another respondent explained it was ludicrous for New Zealand to offer "aid" in large amounts to countries where there were very wealthy people who could afford to pay for a New Zealand education, especially countries whose economic growth rates outstripped that of New Zealand.

The Ministry of Foreign Affairs was concerned about the rising costs of the student subsidy section of the ODA programme: Student subsidies had risen from \$23.3 million to \$28.4 million between 1988 and 1989.. (DES (88) 15). The same report noted ASEAN students who had achieved highly enough in their own education system to qualify for entry to a New Zealand course at a state institution were unlikely to be in the poorest category. In its conclusion the report suggested priority access should be given to ODA and partially-funded South Pacific students ahead of full-fee private overseas students from outside the South Pacific region.

According to Ministry of Education Figures, in 1991 there were 897 students from the Pacific region and 200 students from South East Asia receiving New Zealand government assistance. Spokespeople from the Ministry of Education and from MERT who were involved with the overseas student sections of the respective institutions at the time confirmed that in the late 1980's there had been a shift in ODA funding away from the South East Asian regions and towards the South Pacific region. The extent of the change is difficult to quantify because prior to 1989 students from overseas fell into one of two categories: bilateral aid students who had their airfares, support costs (including a living allowance) and accommodation as well as their tuition costs paid by the New Zealand government, and private students (including those sponsored by their own governments, commonwealth and multinational agencies, and voluntary organisations like Rotary) who benefitted only from not having to pay tuition costs. Annex B of the document DES (88) 15 reveals that in 1988 there were 422 students from the South Pacific region and 168 from the South East Asian region receiving bilateral aid awards. Private student numbers for the two regions were very similar: 1534 for the South Pacific region and 1555 for South East Asia.

2.2.6 New Zealand Education International Ltd (NZEIL).

In 1987 the Market Development Board (now Trade Development Board) commissioned a report by the Hugo Consulting Group to investigate the foreign exchange earning capacity of New Zealand's educational services. Following the publication of their report "Directions in Foreign Exchange Earnings Educational Services" a private company was established to coordinate the sale of distance education services. The initial shares were held largely by the Board with the expectation that institutes would take up shares as legislation was passed enabling them to enrol full fee paying students, and retain the profits rather than paying them into general revenues. (It was decided later the concept of coordinated marketing of New Zealand's educational services should be extended more broadly than to distance education only).

The Trade Development Board agreed to put up \$250,000 as initial capital with the expectation it would be at least matched by institutions. The Board did not want a controlling voice in the development of the company's operations, it was expected this would eventually be taken over by the institutions.

The company was originally known as Consult New Zealand Education Limited (CNZEL). Its mission statement was to promote New Zealand as a preferred supplier of educational and training services of high quality and to facilitate and coordinate the profitable sale of such services to overseas students, institutions, and governments, and through international organisations.

Other objectives were:

- i) To make a major financial contribution to the shareholder institutions to foster the knowledge industry as a crucial element in the growth of New Zealand.
- ii) To coordinate the marketing thrust of New Zealand's educational providers to optimise market penetration, in order to achieve economies through collective action and maintain quality control.

iii) To assist participating institutions in the development of exportable educational programmes in the planning of their export strategy and in the provision of supportive services to educational programmes and students.

The intent was to avoid the obvious marketing blunders of Britain and Australia, make New Zealand an effective competitor in the international education market place, and maximise the export earnings believed possible from selling education.

At an early stage the company proposed that it be the sole New Zealand agent, recruiting students for institutions who paid a fee for the services. This was strongly rejected by institutions who saw the value of generic marketing as the company was doing, but who wished to retain autonomy regarding recruitment of students and maintaining overseas contacts.

In 1990 the name of the company was changed to New Zealand Education International Ltd (NZEIL).

On the 8th November 1990, in line with creating a joint venture with New Zealand educational institutions a prospectus was issued for \$350,000 shares underwritten to \$250,000 by the New Zealand Trade Development Board.

The issue was not taken up and the public float of the shares was withdrawn on the 29th January 1991. The company remains private, fully owned by the Trade Development Board.

Doubts had been raised about the governments preparedness to continue funding NZEIL. Bill Birch, speaking at the NZEIL Conference in April 1992 said "(NZEIL) has made some solid achievements. I am impressed for example that NZEIL has more than doubled the number of institutions it services over the past year..... NZEIL is building a good track record".

NZEIL's current activities largely follow the original objectives as set out for Consult New Zealand Education Ltd. There seems to be a general - but not unanimous - opinion

amongst education exporting institutions that its functions are necessary for orderly development of the industry but not affordable by them at this stage.

Copies of NZEIL's Strategies and Generic Programme Calendar Promotions for 1993 are in appendix H.

The possibility, in early 1992, that government funding of NZEIL would be withdrawn appears not to have eventuated. One respondent explained if NZEIL's activities had to be taken on by the institutions themselves (activities which included a promise to adhere to a code of ethics, and prevention of "cowboys" in the market place) the cost to students would place New Zealand education in an uncompetitive position. The same respondent considered that in five or six years however the recruitment of students should be less difficult as staircasing from secondary schools would assist universities, word of mouth advertising would occur from students who have been here to siblings, relatives, friends, etc, and New Zealand would have become better known in the fee paying student market place. With more students and lowered marketing costs, it would become feasible for activities to be funded at a cost of about \$200 per student which the respondent considered to be an acceptable fee increase.

Another argument claims the government does not fund NZEIL at all. NZEIL funds the government. G.S.T. paid by the institutions on student fees far outweighs government expense on NZEIL.

2.2.7 New Zealand Qualifications Authority (NZQA).

"Attracting students to the country is much easier than providing for their needs when they get here".

(Comment from a respondent)

Both British and Australian governments had been embarrassed by the inability of some institutions to perform the services they promoted overseas. One of the objectives of CNZEL was to ensure the quality of the education provided. However, without specific legislative

power, such sanctions were difficult to enforce.

Changes to the New Zealand government's system of control over schools and polytechnics heralded a move for a change in the system of quality assurance in non-university education. (Universities strongly resisted any governmental 'interference' with the quality assessments of their courses).

The NZQA, a crown agency, was set up following the passing of the Education Amendment Act (No 60) 1990. Its main functions were to administer national examinations, coordinate all qualifications in post-compulsory education and training, and set and regularly review standards relating to qualifications. This included approving courses leading to nationally recognised qualifications, recognition (accreditation) of education and training providers, and ensuring assessment methods are fair and consistent.

As far as overseas students were concerned the Authority gave a New Zealand government stamp of approval to the institution ("Government approved" education has a much higher standing in some cultures than most New Zealanders attribute to it). The equivalence section amongst other activities dealt with the international recognition of qualifications. This included the recognition of qualifications gained in New Zealand and the recognition in New Zealand of appropriate qualifications gained overseas.

Teaching institutions were required to "take all reasonable steps" to ensure whether a student enrolled with the institution was a domestic or foreign (by definition, not a permanent resident) student. All courses with or intending to have mainly foreign students in private or state institutions had to get NZQA accreditation. Students entering the country for less than three months could do so on a visitor's visa. Student visas were required for those who want to study for longer. All private training institutions offering three month or longer courses, had to be registered with the NZQA, the courses they offered had to be approved and the establishment accredited to provide the course.

A small number of the institutions entering the market for overseas students lacked experience (and sometimes sincerity) and were unable to provide the services for which they

had accepted (and presumably spent) the student's prepayment. The credibility overseas of New Zealand education per se was being seriously eroded. Understandably, there was a strong push from established and successfully operating institutions for the government to take some action.

Changes to the Education Amendment Act (No 4) 1991 gave protection of students funds by requiring the NZQA to be satisfied regarding the financial viability of private training institutions before registering them. Private training institutions enrolling students for more than three months were required to hold the funds in trust for seven days after the course commenced and if the student was not satisfied within that time the student was entitled to withdraw those funds.

NZQA is also involved with accreditation procedures in state secondary schools and polytechnics. However, as one respondent explained " a state owned institution would probably not be able to collapse financially. In the case of school or polytechnics where an audit revealed inadequate financial management the Boards of Trustees would simply be replaced".

2.2.8 Changes to Immigration Legislation and Procedures

Prior to the 1989 legislative changes the Immigration Service (which was a section of the Department of Labour before 1988) had the responsibility of processing overseas student's entry to New Zealand. Every year students were required to fill in a questionnaire covering their activities and their academic progress. The assessment by the immigration department even covered whether or not the student could get married. A Spokesperson for the Immigration Service who was involved with the overseas student section at the time commented "We lacked suitably trained staff. School leavers were making judgements about the progress of Ph. D. students. We were very pleased when the responsibility for overseas students was transferred to Education and we could opt out of monitoring overseas students".

A more detailed summary of foreign student visa/permit requirements is in appendix E. In brief, a foreign student needs evidence of acceptance of a place from an institution in

New Zealand (the training or teaching institution therefore sets the standard, not the Immigration Service), and confirmation of fees paid. Students also have to provide evidence of funds to support themselves either as funds in the bank or a financial guarantor, a character reference and a certificate of health.

The role of the Immigration Service was changed in that it simply applied the rules and did not have to make other decisions. As a result of the new legislation, the same criteria applied to all students entering New Zealand on a student visa.

If work experience was part of the students's course requirement the student needed to obtain a work permit or a variation of the conditions of their student visa, depending on the length of time the student was required to work.

The opportunity to work in New Zealand is especially attractive to students from countries where equivalent wages are much lower than those in New Zealand. The high fees paid for full year tertiary courses however were a deterrent for persons seeking to use enrolment in these courses as a means of obtaining a student visa with the prime intent to work illegally.

"Government Fears Students Won't Leave."

(Headline, Evening Post 4th December 1991)

It is sometimes easier for applicants to obtain a students' visa than a visitors visa. Following the Tienanmen square incident in China some 40,000 Chinese reportedly entered Australia using student visas. They are not attending academic institutions and appear to have simply "disappeared". A spokesperson for the New Zealand Immigration Service this year said "there would be only a few hundred - less than 500 - such students in New Zealand". The reasons were partly because the bulk of applicants came to New Zealand later, and the massive number of applicants from Beijing together with a ban on short term visas for Chinese students by the Immigration Minister followed by a review, slowed up visa processing. As a result there was much better checking of the reasons why applicants from the People's Republic of China wanted to come to New Zealand.

The 1991 Immigration Regulation No 241 imposed a further restriction for student visas for applicants from The People's Republic of China. Applicants had to be under 29 years of age and already have a degree.

Under the present system no student visa is issued unless the student is coming to study at a registered institution. Private institutions can enrol international students only if the institution is registered with NZQA. NZQA in turn informs the Immigration Service who approve the students visa if all other aspects conform to requirements.

2.2.9 The Ministry of Education.

As well as advising the Minister on educational matters, and funding institutions, the Ministry oversees implementation of policy. Although according to a spokesperson for the Ministry of Education "Boards of Trustees are running their own ship", the ministry has been involved in supplying to schools, polytechnics and colleges of education clarification of Ministerial decisions and policy guidelines on a number of matters including the setting of fees. It also publishes a guide for foreign students applying for entry to New Zealand state and private education establishments (appendix F). The Ministry has a statutory obligation to ensure no New Zealand students are displaced by foreign students in publicly funded institutions. It is also obliged to ensure New Zealand taxes are not used to subsidise foreign student fees.

In addition the Ministry collects and collates basic data which amongst other things is used in the formulation of advice to the minister.

Following a report of The Foreign Affairs and Defence Committee on the Enquiry into the Sale of Educational Services in New Zealand, (1991) an official's committee was set up with representatives from the Ministry of Education, MERT, The New Zealand Immigration Service, NZQA, New Zealand Trade Development Board and Treasury. The overall objectives of this committee were to advise the government on issues concerning the promotion and sale of education services to foreign students, to monitor and review existing policy, and to ensure that relevant policy initiatives are coordinated and the impact of any new

policy, which may have relevance, is considered prior to implementation. The Ministry of Education convenes this committee.

2.3 SUMMARY

Prior to 1990 all overseas students in New Zealand were taxpayer subsidised, at least to some extent. It was considered New Zealand's educational reputation was of a sufficiently high standard to compete in the world market. Under the political and economic climate of the "user pays" philosophies of the time taxpayer subsidisation of fees of overseas students who could afford to pay their own came under pressure.

The Education Amendment Act (No. 156) 1989 allowed New Zealand state institutions to enrol full fee-paying students, and prevented cross-subsidisation of taxpayer funds for those students. Government aid continued to be extended to students from selected regions, and students already studying in New Zealand were granted 'transitional status' to complete the course in which they were currently enrolled.

Over the period 1989 to 1992 the number of government aided students increased significantly especially those on fees only scholarships. The increase, however, was not sufficient to cover the drop in total overseas student enrolments at universities, where the effect was particularly marked at post-graduate levels as "transitional" students completed their current courses and left. In schools, the increase in MERT scholarships and the rapid rise in the number of fee-paying students (especially of senior school level from where they hoped to qualify for entrance to a New Zealand tertiary institution) resulted in an overall increase in the numbers of overseas students. The number of overseas students at polytechnics rose almost 1000 fold over the period 1988 to 1992, but only partly as a result of an increase in MERT funded students. the main reason was an increase in the number of institutions, and in the variety of courses they offered, some of which were designed especially with the needs of overseas students in mind.

A number of non-teaching institutions were effected by the overseas student decision. The government set up and funded (through the then Market Development Board) NZEIL to facilitate and co-ordinate the marketing of New Zealand Education Institutions offering courses of greater than three months duration to students from overseas have to obtain accreditation from NZQA. The equivalence section of NZQA is involved with international recognition of qualifications. Legislative changes were required to allow the Immigration Service to issue student visas to overseas students who had been accepted into courses of longer than three months duration.

CHAPTER THREE

METHODOLOGY

3.0 INTRODUCTION TO CHAPTER THREE

To achieve the objectives of this study as described in chapter one the following methodological procedures were undertaken.

3.1 Other Publications Covering the New Zealand Situation

A literature search revealed that no empirical studies relating to full fee paying students in New Zealand state institutions were available.

As 1992 was only the third year of full fee paying students being allowed to attend New Zealand state institutions it was feasible that studies had been undertaken but were not yet available through the library networking systems. A letter (copy in appendix G) was sent to heads of departments of all university faculties likely to be involved in a formal study of overseas students.

A number of encouraging responses regarding this investigation were received, but only one other study was reported to have been undertaken. It was an MBA thesis by Ching Ung Ling of Victoria University on the characteristics of overseas students in New Zealand which became available later in the year. Ching Ung Ling's study presented a profile of characteristics in terms of personal and family background of 101 fee paying students in New Zealand by country of origin and type of institution attended. All but 18 of the students in the study were enrolled at Language Schools.

3.2 Interviews

In order to gain an indication of the way the industry was developing, interviews were conducted with people who were identified as being involved with relevant aspects of fee paying students in New Zealand. A record of the people interviewed is contained in appendix A. They include personnel from schools, polytechnics, universities, private teaching institutions, immigration services, the Ministry of Education, NZEIL, NZQA, and people involved in past and present policy initiatives. Overall, 43 people were personally interviewed. The willingness of busy people to spend time assisting this study has been sincerely appreciated.

Most interviews were arranged by telephone. This enabled a two way discussion which facilitated in many cases a better identification of the most appropriate personnel to interview than would be obtained by letter, and the mutually suitable times were negotiated for the interviews

The object of the initial interviews was to gain as full an understanding as possible of the education export industry. An unstructured format was adopted to allow the respondent to discuss any aspects considered important. Handwritten notes were taken except in a few cases where the interview was recorded.

Later in the year semi-structured interviews were conducted with people who were involved with policy formation and implementation. Two people involved with early initiatives were overseas. They were to The Hon. Phil Goff, Oxford, Great Britain, and N.D. Walter, Ambassador, New Zealand Embassy, Jakarta. These people were contacted by mail. A similar questionnaire was also sent to the president of the University Student's Association, since he was not able to be interviewed.

3.3 Questionnaires

A questionnaire was compiled based on the information acquired from interviews. A trial copy was sent to 20 students at Massey University and as a result the format of one

question was changed to allow a clearer interpretation, and three other questions were expanded to give the respondents a selection of options (including 'other') rather than being completely open ended.

480 copies of the final questionnaire were distributed to selected schools, polytechnics and universities. The basis of the selection was to achieve a representative national coverage of type of institution, and its involvement in the international industry. A copy of the questionnaire is in appendix B.

For speed and accuracy of communication personnel involved in the institutions were contacted by telephone regarding their willingness to assist in the distribution of the questionnaire. One institution declined on account of the current work load, and two other institutions requested a copy of the questionnaire before committing themselves. This was, sent, and was approved by the institutions.

Altogether 5 schools, 4 polytechnics and 3 universities were involved in the study. Table 3.1 shows the distribution of the questionnaire and the returns.

TABLE 3.1

Distribution and Return of Questionnaires to Students

	<u>Distributed</u>	<u>Returned</u>	<u>Percent Returned</u>
Schools	120	59	49
Polytechnics	160	75	47
Universities	200	110	55
Total	480	244	51

It was decided to undertake computer analysis of the data on account of the unexpectedly high number of questionnaires returned.

A short, more open ended questionnaire was sent to a spokesperson for overseas students in 10 of the institutions involved in the student survey. All ten institutions responded to the questionnaire. A copy of the questionnaire is in appendix C.

3.4 RELEVANT DOCUMENTS

Documents relevant to the thinking of politicians prior to the passing of the Education Amendment Act (No. 156) 1989 were obtained with the appropriate person's permission, from the National Archives and from the Ministry of Education's records. Cabinet and Cabinet committee papers relating to the export of education services were released from the Prime Minister's office under the Official Information Act.

3.5 NZEIL

NZEIL have been very involved with the coordination of the industry. The researcher attended the NZEIL conference in Wellington in April 1992 as a student observer and subsequently spent four days at the NZEIL offices in Wellington speaking to staff and searching through files and records to gain insights into the development of NZEIL, the directions the industry was taking, and aspects of its early development.

3.6 SUMMARY

No other studies applicable to overseas fee-paying students in New Zealand state institutions had been undertaken. Consequently material for this study was obtained from relevant documents and files, interviews with personnel involved with aspects of the industry and questionnaires to students and to the providers of education. In three instances people who were not able to be interviewed were contacted by mail.

CHAPTER FOUR

POLICY DEVELOPMENT

4.0 INTRODUCTION

This chapter is concerned with the first objective - to find out the intentions of the initial and the current policy makers.

The first section identifies issues over which there was general agreement regarding both the benefits to New Zealand and also the concerns about possible disadvantages.

The second section investigates some of the controversial issues of policy formation and implementation.

4.1 SOURCES OF INFORMATION ON POLICY

The thinking of people involved in the formation and development of policy regarding full fee paying students was obtained from written documents and interviews with people who are involved with the initiatives for the change. The documents included Cabinet and Cabinet Committee papers released under the Official Information Act, records from the Ministry of Education obtained with the appropriate permission, Treasury advice to the incoming government (1987) and the Market Development Board commissioned report "Directions in Foreign Exchange Earnings", Educational Services (1987).

The opinions of some of the people involved with current policy were obtained from the report of the Foreign Affairs and Defence Committee on the enquiry into the Sale of Educational Services in New Zealand in 1991 which was commissioned following the collapse of two English language schools in Auckland. The report was a comprehensive summary of the state of the industry in 1991. It included issues relating to marketing, quality control, enrolment policies, immigration policy, support services and fee levels. It also made a set of recommendations to which the government responded with some policy changes.

Further insights into the directions of the thinking of legislators was obtained from the speech notes of the Rt. Hon. Bill Birch's address to the NZEIL conference in April 1992.

4.2 AREAS OF GENERAL AGREEMENT ABOUT BENEFITS TO NEW ZEALAND

Although there was not complete agreement about the weightings given to the various benefits there was overall concurrence that in the area listed below there were advantages for New Zealand as a result of overseas students receiving their education here.

4.2.1 Foreign Exchange Earnings

Treasury, in its Brief to the Incoming Government (1987) had claimed publicly, New Zealand was losing opportunities in the international education export market through its overseas student policy.

Using a conservative two times formula, that is students spend as much as they pay in fees on living expenses, travel, entertainment etc., education was seen as a potential significant source of foreign exchange.

Further more, the exporting of education services was an opportunity to diversify the base of New Zealand's foreign exchange earnings.

4.2.2 A Source of Funds for Institutions

Institutions were encouraged to price courses at least at full cost recovery. Apart from the \$450 paid to the Ministry of Education by schools, institutions were entitled to retain any profits. Assumptions were made by advisors involved with formulating the legislation that these funds would be used to expand facilities in high demand areas for domestic and overseas students, identified as engineering, commerce and computing. Better facilities and staff were expected to follow.

4.2.3 Less Domestic Expenditure by Governments

The government would be no longer required to fund the education in New Zealand by private students. This was estimated to amount to approximately \$28.4 million in 1989, a sizable saving.

4.2.4 Social Relations with Other Countries

Links created between individuals and communities in both New Zealand and overseas often continue long after the students concerned were left New Zealand. They were expected to generate real benefits in terms of understanding and goodwill for New Zealand.

4.2.5 Trade Advantages and Investment Relationships

Business tends to follow where education has led. An increased awareness of New Zealand as a tourist destination, a source of products and services (including education of the next generation) and a potential investment target were claimed to follow if the young were educated in New Zealand. Better educated people tend to be amongst the more affluent in the business community later in life and some of the targeted regions had very high economic growth rates.

4.2.6 Political Advantages

Well educated young people are likely to become influential in their home countries. If students left with a favourable impression of New Zealand important political contact and leverage may be gained.

"It can make quite a difference if your counterpart on the other side of the table has strong associations with New Zealand".

(Rt.Hon.Bill Birch speaking at the NZEIL conference April 1992)

4.2.7 Employment Opportunities

In addition to providing employment opportunities for skilled New Zealanders a "spin off" was expected to occur in tourism, retail and entertainment area. A "multiplier" effect of friends and family was expected to generate work while they were here.

4.2.8 The Internationalisation of New Zealand

Many respondents considered New Zealanders need to become more aware of other cultures, particularly those of rapidly developing nations. "Rubbing shoulders" at school, competitive attitudes to study, increased personal understanding of different cultural values and attitudes (including from homestay contacts) and internationalisation of the university fraternity (including the benefits of an international perspective on post graduate research into adding value to New Zealand's products) were mentioned as ways of developing and benefiting from increased international awareness.

4.2.9 Shared Benefits with the Tourist Industry.

The clean, green, safe, beautiful images of New Zealand were considered strong factors in students decision to come to New Zealand rather than go to competing countries.

It was expected many of the students (and their families) would be affluent and could be regarded as "permanent tourists" (at least in holiday periods). Mutual benefit was believed to be available from close liaison with tourist organisations, and the Tourist and Publicity Board in particular.

Although respondents were asked about full fee paying students, and the literature used referred to fee paying students it is obvious all but the financial benefits would occur whether the students were fee paying or government funded. The underlying assumption seemed to be that with the abolition of the quota system, more students overall would choose to come to New Zealand.

The formation of policy follows the objectives of maximising identified advantages and minimising any "downside" effects. Respondents were asked what - if any -disadvantages did (or in the case of people currently involved, do) they envisage, likewise the literature was searched for indications of possible negative effects.

The single over-riding answer was that if the student returns to his/her home country feeling unhappy about the New Zealand experience the positive benefits expected for the country will be just the opposite. Three specific areas of concern that could lead to students having a negative experience in New Zealand are listed below.

4.3 AREAS IN WHICH THERE WAS GENERAL AGREEMENT DISADVANTAGES TO NEW ZEALAND COULD OCCUR

4.3.1 The Quality of the Education

Overseas experience in Britain and Australia had shown that while the need to maintain the quality of education if it is sold rather than given away is obvious; putting into place an effective monitoring and policing system in time to prevent serious dissatisfaction with some institutions and courses was tardy.

4.3.2 Development of an Anti-Foreigner attitude by New Zealanders

The most likely situations for anti-foreigner attitudes to develop were identified as situations in which the industry was in a rapid growth phase. "Growing faster than New Zealanders are ready to accept" was the way one respondent explained it. Overseas experiences had demonstrated a rapid growth of foreign students in an institution or in a course tended to kindle resentment from domestic students.

Various controls were advocated to prevent situations which could produce negative attitudes to overseas students developing. They included a "New Zealanders First" policy, limitations on the number of overseas students allowed to be enrolled in any course which

included domestic students and a hesitancy towards the establishment of private educational institutions at secondary or tertiary level catering for overseas students only, especially if they were foreign owned.

4.3.3 Failure to Respond to Special Needs of Overseas Students

Not all respondents considered fee paying overseas students required any further special services than were currently being provided. A number, however believed an internal infrastructure involving counselling and support and possibly assistance with English language should be in place for overseas students when they arrived. There was some concern institutions seeking financial gain would enrol students "without doing their homework", very much to the student's detriment.

4.3.4 Weak Marketing

New Zealand was well known and well thought of, but only in a very small segment of the total potential market. Australia, our closest rival, had been selling education since 1976 and other countries such as Britain and Canada were considered well established. "New Zealand was a minnow in the market place" as one respondent remarked.

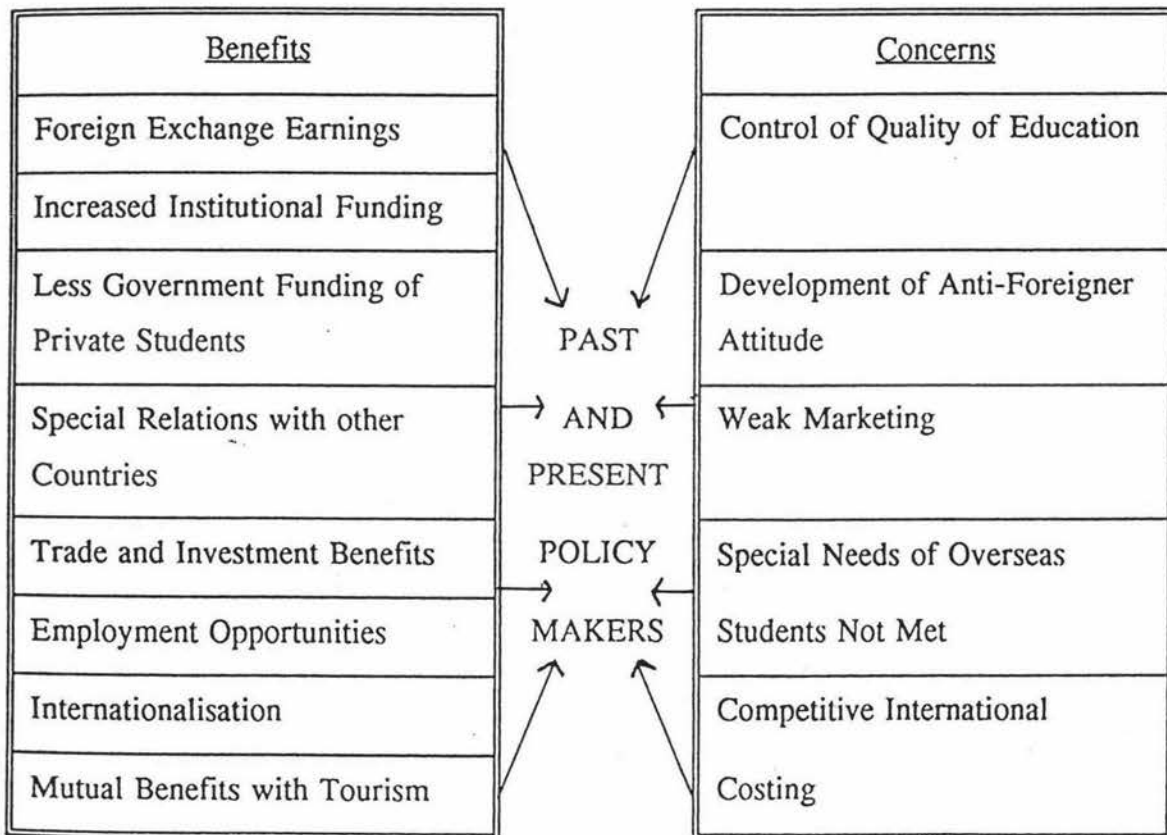
A number of the institutions interested in becoming involved in selling education services had no experience of the international market and lacked the financial resources to make an effective impact. The education industry in other countries in particular had suffered badly through weak marketing.

Past and present policy makers agreed a coordinating body like NZEIL was needed to undertake generic marketing and act for the industry as a whole. As the Australian counterpart the International Development Program of Australian Universities and Colleges (IDP) was supported with government funds albeit not directly there was overall support for government financial assistance to NZEIL.

Generally respondents considered the industry was still in its establishment phase consequently marketing costs were high and the student base small. As New Zealand and educational services became better known over a larger section of the market place and the number of overseas students in New Zealand increased, it was considered funding might move gradually towards a contribution from student levies without making the cost of education in New Zealand internationally uncompetitive.

4.3.5 Costing for the International Market

There was general concern that if course costs exceeded what was interpreted by prospective students as value for money the industry could not survive. There were wide differences on how costs should be structured. Some of the issues involved whether marginal or full recovery costs should be applied, the returns (if any) to the government for use of land and buildings, and cross subsidisation of fees through faculties and departments.

TABLE 4.1Summary of Areas of General Agreement

4.4 CONTROVERSIAL ISSUES OF POLICY FORMATION AND IMPLEMENTATION

In other areas there was less agreement over the formation of policy or over its implementation. Those areas were:

- The concept of Charging Students
- Taxpayer funding of Overseas Student Places
- Allocation of Profits from Fee Paying Students
- 'Domestic Students First' Policy
- The Formation and Passing of Regulations
- Immigration Policy

4.4.1 The Concept of Charging Students

For over 50 years New Zealanders had regarded Peter Fraser's famous statement in 1939 of the government's objective to provide every person with "a free education of the kind for which he is best fitted and to the fullest extent of his powers" as a foundation statement for the country's education system.

The concept of paying for an education was so far removed from the thinking of most New Zealanders a recent government had put forward a suggestion of payments to senior secondary school pupils. This incentive to remain at school did not eventuate. Nevertheless it is indicative of the acceptance within New Zealand in recent time that education is a benefit to society at the expense of the individual.

In a relatively short space of time the New Zealand government was being urged by Treasury to consider charging domestic students (at least part) of the costs at their tertiary education. (Brief to the Incoming Government (1987) New Zealand Treasury).

The New Zealand University Students Association prepared a report on the prospect of full fee paying overseas students in New Zealand - The Cauldwell Report: Planning for Export Education - in which the idea of overseas fee paying students was criticised as "the thin edge of the wedge" undermining the national concept of education as a free good in favour of charging domestic students.

"When money is involved things can start to get sticky"

(Comment from a University Students Association Official)

The process of internationalisation of tertiary institutions (universities in particular) was advocated by policy-makers, in part because it would benefit higher learning and research by keeping New Zealand better in touch with the rest of the world. A spokesperson for the University Students' Association pointed out while this is a valid point for government funded students at post graduate level, at undergraduate level and where money is involved there is a real danger internationalisation through fee paying students will result in effort and resources being directed towards commercial opportunities at the expense of teaching and research. A large influx of full fee paying overseas students into some courses could result in effort being directed away from research towards commercialised teaching. Some tertiary institutions offering degree courses have yet to establish a reputation for research.

At the other extreme of this argument is the criticism levelled at some American tertiary institutions where the tenure of highly paid professors is based entirely on research. Much of the teaching is done by foreign teaching assistants some of whom have very poor English.

"Overseas fee paying students had nothing to do with it (charging domestic students for tertiary education) the government was going to do it anyway".

(Quote from a respondent involved in the initial stages of overseas student policy)

What was being challenged was the right of individuals to a free education. New Zealanders believed in it so strongly they offered it as aid to other countries. Another belief being challenged was that education was a societal good derived at the expense of the individual. The ability to earn a higher income as a result of further education had been regarded as a just reward to the individual for the intellectual effort involved and the foregone earnings whilst a student.

Debate arose over whether society or the individual, benefitted the most from higher education. Possibly it was rather a futile debate as the benefits as defined were difficult to quantify. However the argument that education was not of significant benefit to the individual was severely weakened by the possibility that overseas students would be prepared to pay full costs.

Suggestions had been made that in some cases New Zealand students who had not gained admittance to a course under the initial selection criteria should be able to purchase a place if they chose to do so (D and M (88) 33 pg 6), ("Directions in Foreign Exchange Earnings" Part 5 pg 39). This conflicted with a concept of equity, namely that education was equally available to all New Zealanders, not rationed according to the student's ability to pay. However another equity issue also arose. Was it fair to allow overseas students to obtain a place in a course through payment while denying this right to New Zealand students?

There was also the possibility of less than scrupulous institutions retaining only a small percent of the places in some courses for non-fee paying students, and charging the majority full fees on a cost plus basis.

4.4.2 No Taxpayer Funding of Overseas Student Places

There was overall agreement there should be no taxpayer funding of costs for full fee paying overseas students. Problems arose with the complexity of its implementation. Student fees were required to include operating equipment personnel and capital costs, as there was to be no cross subsidisation on expenditure for overseas students from government funds. All indirect costs were required to be taken into account including libraries and student health

facilities. Debate arose over whether the capital cost component should be calculated according to straight line amortisation or on a capital cost recovery basis (the latter being higher). Fees calculated on the full cost basis looked like pricing New Zealand education off the market in some cases.

Some argued the requirement that no domestic students should be displaced by foreign students implied overseas students would gain entry only to courses where there were already spare places and marginal costing rather than full cost recovery should apply. The Foreign Affairs and Defence select committee report (1991) recommended the fee be based on full cost recovery including depreciation, return on capital and administrative overheads for secure places. For places surplus to the requirements of New Zealand students marginal costing be used.

Some respondents considered the regulations regarding fee calculations simply contributed to a 'bureaucratic nightmare' and were quite unnecessary. "Institutions wouldn't enter the market unless it was profitable for them" was the opinion of one respondent.

Two anomalies arose in the issue of taxpayer funding. One was the recommendation that universities redress some of the post-graduate depletion in Science faculties by approaching the Science Foundation for grants for research of a nature deemed to be in the public good. The Science Foundation being a Crown Agency is taxpayer funded. It is difficult to comprehend why the name of a fund renders money "non taxpayer money".

Another anomaly regarding taxpayer money was the governments expenditure on MERT scholarships. One group of overseas students receives millions of taxpayer dollars while another group within the same institutions has been subjected to much scrutiny and legislation least any of their education was taxpayer funded. While the concept of aid is understandable in principle, in practice within the institutions there is sometimes less difference in the financial circumstances of some individuals in the two groups than the legislation reflects.

4.4.3 Allocation of Profits from Overseas Student's Fees

At an early stage in policy discussions it was suggested any profits from overseas student fees should be returned to the government for allocation. (Treasury argued they should be used to assist amortisation of overseas debt). However, it was considered institutions would be more likely to enter the market if they were allowed to keep any financial benefits to fund their future developments. Schools, though, are still required to pay the Ministry of Education \$450 annually for each overseas student they enrol. One respondent explained this was because schools had excess capacity (which had been funded by the government in earlier times) and therefore did not have to finance building programmes for their foreign student intakes. By comparison polytechnics and universities were enrolling overseas students in courses that were already near capacity and had to invest in expansion programmes if the venture was to succeed.

A further issue over which opinions differed was whether the profits (if any) from overseas student fees could be used through the whole institution or had to remain with the faculty in which they were generated. Initially they had to remain with the faculty. One respondent described this situation as a "hypocritical shambles". Policymakers, had intended domestic students would benefit from the presence of the fee paying overseas students as profits from their fees would provide more personnel and resources. There was also in place a policy which prevented institutions accepting overseas full fee paying students if that resulted in a domestic student not gaining a place. The courses in high demand and therefore already oversubscribed by domestic students were for the most part the courses sought by overseas students. Institutions following the letter of the law were not able to enrol overseas fee paying students in these courses, hence they could not obtain any profit to expand the facilities. Profit generated from enrolling overseas students in courses undersubscribed by domestic students could not be used to upgrade or expand courses in high demand.

Legislation passed in December 1991 allowed cross-subsidisation throughout the institution. This overcame the dilemma mentioned above and also permitted some universities to lower the cost of post graduate courses which had previously been internationally uncompetitive. Polytechnics were enabled by the legislation to develop new courses in line with overseas demand.

4.4.4 Domestic Students Places

There appeared to be complete agreement that no fee paying overseas student should be given a place in an education institution if it resulted in a New Zealand student missing out. Dispute arose on the way the policy would be implemented.

As early as 1985 legislators were in two minds as to whether fee paying secondary pupils should be admitted. The attraction of (usually senior) secondary schooling in New Zealand was the enhanced academic qualification for entry to tertiary institutions. One side argued there were spare places in secondary schools and secondary students would form a steady stream of entrants to tertiary institutions reducing the cost of marketing for those institutions and generating income while the students were here. The other side argued that overseas students usually wanted to enrol in courses which were already oversubscribed (engineering, commerce and computing) and even if they had clearly been told on application entry for secondary qualifications would not confer a clear right to a place in a tertiary institution later, there could be delicate moral and political implications.

This argument was countered by another which claimed the profits from full fee paying students would allow tertiary institutions to expand their physical and academic facilities in high demand faculties providing more places for both domestic and overseas students. This argument usually ignored the fact that the lead time was estimated to be five years for physical developments and the decision to expand a faculty was based on more relevant factors than historical political will.

The report of the Foreign Affairs and Defence committee on the Inquiry into the Sale of Education Services in New Zealand (1991) suggested foreign students accepted into the

seventh form of a secondary school be able to progress to tertiary education, and once in their first year of a tertiary course be able to continue on to all the courses needed to complete their qualification provided they met the academic pre-requisites. In the committee's recommendations to the government, mention was made only of the system not compromising access to education of New Zealand students.

One way of overcoming the conundrum of the "Kiwi first" policy and the obligation to give a deserving overseas student a place was to operate a system of "competitive exclusion". Under this system the students with the highest entry qualifications obtain a place. Such a system was already operating for some courses in New Zealand either because the physical and academic resources for the course were fully utilised or because it was seen as limiting the number of professionals to that which was compatible with New Zealand's requirements.

Competitive exclusion was not necessarily compatible with the 'Kiwi first' policy if overseas students were involved. For instance if 150 students, 25 of whom were full fee paying overseas students applied for 100 places, the chances of a New Zealand student not being successful in securing a place are significantly increased. In fact, as overseas students are frequently more highly motivated than New Zealand students and tend to score better grades in entry examinations the chances of New Zealand students being excluded are even greater.

The presence of students of overseas origin in large numbers in some courses may be a consequence of the government's "wealthy migrant" scheme. These students have "permanent resident" status and do not infringe the "Kiwi first" policy. However, this may not be apparent to other New Zealand students on campus.

The timing of application and acceptance into a course could present a difficulty applying the principle that no domestic student should be excluded from a course on account of a foreign fee paying student's inclusion in that course. The only way the principle could apply would be for all New Zealand students who had enrolled for a course by a given closing date to be accepted and places allotted to fee paying overseas students according to what were

left over. Institutions would not be able to claim they were applying the policy if they operated enrolments on a "first come" basis. At the extreme end of this argument an institution seeking overseas fee paying students could recruit and accept applications months before application offers were made to domestic students, who in any case, normally make application decisions, only when they have the examination results of their previous years work.

Another argument which surfaced in the "user pays" climate of the time was the possibility of the recognition of the right of fee paying students (including domestic students) to a place over those who did not pay fees. If such a situation had arisen the status of government funded overseas students in courses where domestic students were required to pay full fees could have been delicate.

4.4.5 The Nature of the Timing of Regulations

"If I could recommend any policy changes, I would recommend there be no more policy changes".

Comment from a respondent.

The formation and passing of policy regarding overseas students has been a source of frustration to some, who wanted to start making the most of the opportunities they saw for an export industry for New Zealand and a necessary application of caution to others who wanted to adopt a more 'steady as she goes' approach.

As early as 1984 Treasury had initiated suggestions that New Zealand could improve its balance of payments position by offering for sale overseas some of its educational services. Subsequently in October 1984 the Cabinet Committee had directed officials (ER (84) M5) to prepare a submission establishing an overall framework for overseas student entry.

The Hon. Mike Moore as Minister for External Relations and Trade saw potential for export earnings. Distance education at this time was regarded as likely to have the most

appeal to overseas students. It was some time, however, before the idea became a reality. Many issues were discussed at Cabinet committee level. They included the 'Kiwi first' policy and issue of overseas students in New Zealand secondary schools wanting to attend tertiary institutions, the status regarding funding of government assisted students and private students allowed in within the quota, quality control of education, lessons from the Australian experience, the need for marketing assistance to institutions, methods of estimating the full cost of a course and allocation of any financial benefits. No empowering legislation was passed.

The status of private students already studying in New Zealand was a major source of discussion and debate. In a letter to the Minister of Finance on 10 December 1985, Treasury had urged haste in passing legislation "because to do otherwise would be to grant all private overseas students a "free" study year in 1986" (ER (86) 1). In 1988 the government received two petitions. One was on behalf of the Union of Malaysian Students in New Zealand and 4,584 others, and the other on behalf of Otago University students and 456 others, requesting the charging of full fees not proceed.

Legislators of the time accepted an obligation to private students already studying in New Zealand and they were eventually granted transitional status.

The Treasury's Brief to the Incoming Government (1987) had drawn attention to education as an export earner and later in the year the Market Development Board commissioned *Directions in Foreign Exchange Earnings*. The publication fuelled the notion that New Zealand was missing valuable opportunities.

Nevertheless the suggestion from Russell Marshall, Minister for Education, in a memorandum for Cabinet External Relations and Security committee on 6 December 1985 that the policy be implemented in 1987, did not result in the desired reaction. The government wished to delay the passing of legislation until the implications of the Report of the Task Force to Review Education Administration (Picot Report) and the report of the Post Compulsory Education and Training Work Group (Hawke report) had been considered (CM/88/32/7a). On 5 August 1988, Treasury wrote to the secretary of the cabinet

complaining of the delay, and maintaining it was unnecessary.

(Papers in memorandum for Cabinet from the office at the Associate Minister of Education, 16 September 1988).

Meanwhile questions asked in the House of Representatives had become increasingly more specific. For example, the question of Dr. Lockwood Smith to the Minister of Education, "Precisely what legislation and/or regulation changes are required to enable schools and tertiary institutions to enrol private fee paying students from overseas?" (28 July 1988 No. 12)

The anticipated legislation was finally passed in December 1989 allowing institutions to enrol overseas fee paying students from 1990.

Some institutions had already been active in seeking (tentative) enrolments. In 1990 there were 294 full fee paying overseas students in New Zealand universities.

It appears the legislators were anxious to avoid mistakes made by other countries as well as wanting to ensure appropriate checks and balances and other associated issues were adequately covered in the Act. Those who had pushed for (at least some) empowering legislation earlier were frustrated by the delay. Many regarded the requirements of the act too restrictive and were reluctant to enter the market, at least, initially.

Changes were later made to the 1989 Act, for instance to allow cross-subsidisation of fees and the requirement that schools pay only \$450 for each foreign student enrolled not \$1,240 as mooted initially.

4.4.6 Immigration Issues

Overseas students could already enter New Zealand under a visitor's visa to study for courses no longer than three months. There was little debate about introducing a student visa for twelve months, renewable annually with stipulated requirements, as it was as the obvious measure.

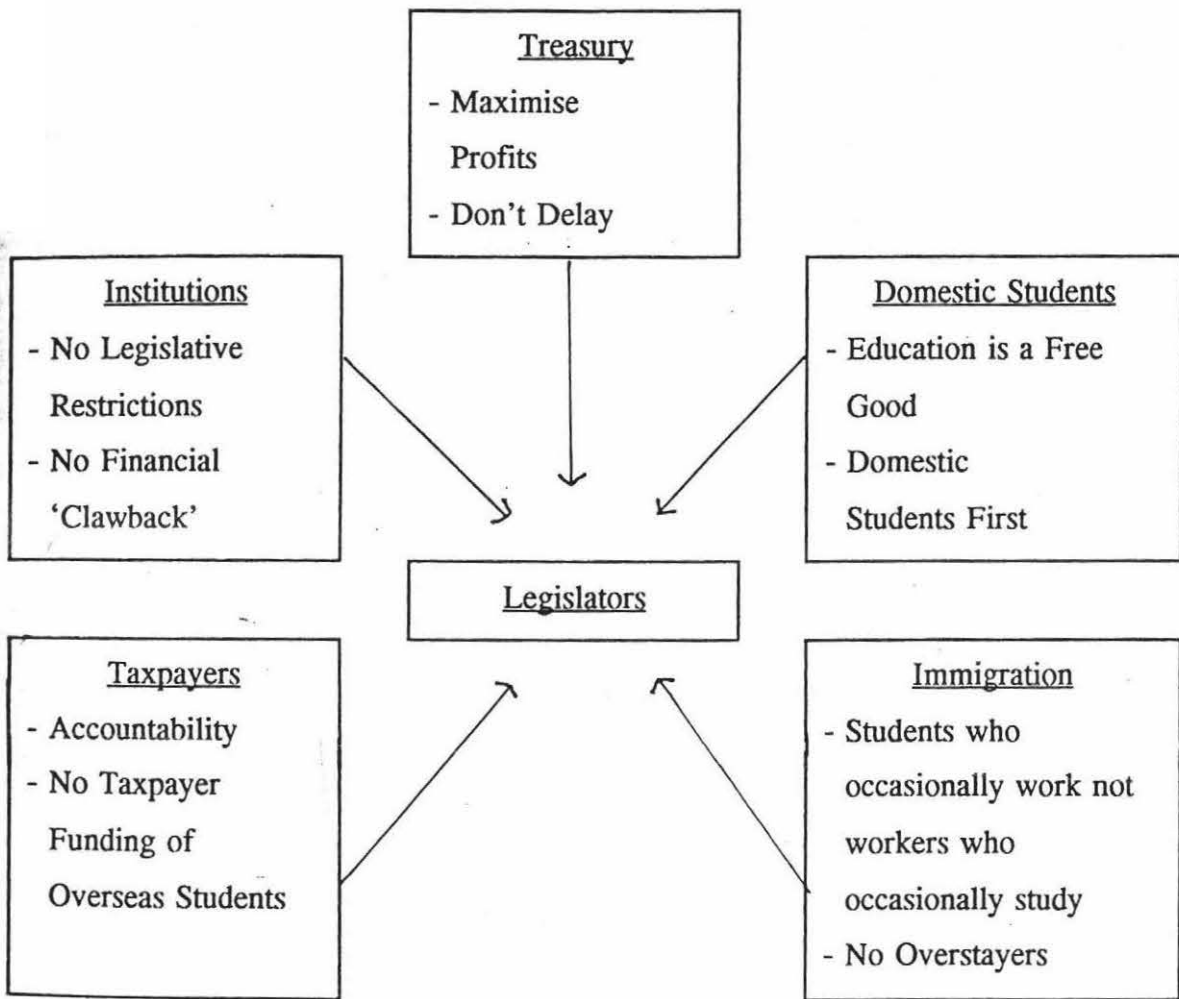
"The motives of educational and immigration authorities can conflict. Educationalists have reasons for believing it should be as easy as possible to enter New Zealand. Immigration officials want to preserve a New Zealand way of life".

Comment from a University Respondent.

A further complication for immigration authorities was the worldwide awareness that virtually no legislation or procedures will prevent one hundred percent of illegal (as defined) migrants entering a country. Immigration authority's efforts are directed towards preventing a flood of such entries. "A balance must be sought between the need to minimise the costs of excessive illegal immigration and the need to minimise the intensity of checks on student applications so as to discourage as few genuine students as possible". (Australian Industry Commission (1991).

In early December 1991, fearful of a flood of illegal migrants from the Peoples Republic of China, in particular, the government introduced regulations requiring all students regardless of their country of origin to produce evidence of ability to contribute \$1,000 towards living expenses for each month of their stay as permitted by their student visa. This was the same stipulation as applied for a visitor's visa. The ruling applied not only to new students but also to existing students who wished to continue their studies in 1992.

The policy was reversed on the 23 January 1992 but it had caused a lot of concern for students and institutions at a very critical time of the academic year. A number of the respondents believed the apparent subjectivity and severity of the restriction may have had a detrimental effect on the image of New Zealand education at a delicate stage of the industry's entry into the overseas market.

TABLE 4.2Summary Of Controversial Issues**4.5 CONCLUSION**

Prior to the establishment of the new industry enthusiasm, idealism and even euphoria were evident. After the establishment of procedures and practices, routinisation generated acceptance of policy where it appeared to be working. Some of the early idealism appeared to have yielded to pragmatism.

Consequently it was difficult to obtain a valid comparison of the intentions of initial and current policy makers as two distinct groups except in those areas where there was general agreement as identified in the first section of this chapter. The exception was Treasury's stance of wishing to maximise overseas earnings as early as possible.

Two extremes of thinking though could be identified amongst people associated with policy formation and implementation. At one pole were those with a "steady as she goes" approach. These people tended to be motivated chiefly by a desire to avoid mistakes, were reluctant to take risks, sought consensus and were not uncomfortable with the current rate of growth to the industry. At the other extreme were people who had a "sky's the limit" approach. These people wanted to make the most of the opportunities they envisaged from the sale of education services in the shortest possible time, with limited restrictions. They were prepared to take risks, accepted that some ventures might not be successful and sought legislative empowerment rather than consensus.

Initial and current policy-makers however, did not fall into one or other of the two extremes. Respondents involved with the initial policy and those currently involved held views over the entire range of the extremes on various issues (as well as changing their minds about other issues). Likewise there was no distinct polarisation of opinion between government and opposition members.

It was generally believed the benefits which had been observed from having government aided students in New Zealand would continue to accrue from fee paying students providing their experience of New Zealand was positive.

Other aspects of policy such as the notion of paying for education and the "Kiwi First" may have been economically sound, or politically ideal, but carried implications which rendered them potentially unworkable, or unacceptable to some sections of the community.

CHAPTER FIVE

RESULTS AND DISCUSSION

5.0 INTRODUCTION TO CHAPTER FIVE

The third objective of this study was to investigate current procedures and practices in New Zealand associated with overseas students attending New Zealand institutions.

This chapter identifies and discusses a number of issues found to be associated with the provision of education to overseas students.

5.0.1 Judging Practice According to Policy. Apologia.

It is tempting to use the policy identified in the last chapter as the criteria for the judgement of practices and procedures for the purposes of this study.

However, reality does not always conform with policy makers predictions. Some policies may be unworkable in practice, new and unpredicted situations may arise and changes in objectives may render past policies obsolete.

Consequently the policies identified in chapter four will be used as a framework in the description of practices and procedures, but not as a yard stick against which to measure their success.

5.1 BACKGROUND TO CURRENT PRACTICES AND PROCEDURES

5.1.1 Reasons for Studying Overseas

A number of respondents stated the chance to be educated in the English language was the major attraction of New Zealand. Our main competitors, however, Australia, Britain and Canada also speak English.

The prime reasons for studying overseas varies depending on country of origin. In the Pacific Islands, non-availability of courses coupled with the opportunity to receive development aid is a significant factor. In Malaysia positive discriminative toward Malays forces Chinese and Indian students to purchase their education abroad. In Singapore extremely high standards are required to gain entry to local tertiary institutions. Consequently many students who are unsuccessful in gaining a place at local institutions are quite capable of obtaining a degree in overseas institutions. In addition, military service can be postponed if the student is enrolled at a university before qualifying age, and a degree confers officer status in the service later. A lack of places in universities in Indonesia has resulted in stiff competition from other countries for Indonesian students. Students from The People's Republic of China are motivated by a desire to immigrate, while students from Japan are motivated, amongst other things, by a desire for international experience, especially business experience, in an English speaking country.

5.1.2 Recruiting Students

Those institutions which had experience from previous associations with overseas students for example through government development aid programmes were able to utilise connections in some overseas countries to market courses. Others had to rely on more formal means of attracting students.

A typical institution seeking overseas students for the first time would prepare brochures, posters and videos reflecting its position in the market place, and would probably, although not necessarily, become a member of NZEIL. A coordinator from the institution would be appointed to contact overseas embassies, visit education fairs and personnel in education institutions overseas, and liaise with education agents in overseas countries. The type of approach taken would depend on the country targeted. For instance agents are an accepted method of recruiting students in Malaysia, but not in all other countries.

5.1.3 Some Examples of Marketing and Providing Education Services.

"It's important to see the world through Asian Eyes"

(Comment from a respondent, speaking of marketing in ASEAN countries)

Clearly the more successful institutions will be those who apply this principle not only to their marketing approach but also to the services they provide. Services include the quality of education, the effort made to "sell" overseas students throughout the institution and the local community, and the provision of ancillary services to overseas students, for example, English language tuition.

Different approaches taken by secondary schools illustrated there was more than one way to market and provide education to overseas students. Although the ultimate goal of most overseas fee paying secondary students in New Zealand is to achieve a place in a tertiary institution, there may be market niches for students whose requirements can be met in different ways. Three short case studies of schools in the Auckland area have been chosen to illustrate different styles of marketing and provision of education to overseas students.

CASE ONE: LYNFIELD COLLEGE

Lynfield College in Mt Roskill had a long history of involvement with overseas students through the quota system as part of New Zealand's aid programme to ASEAN and South Pacific nations. The prospect of being able to develop further the international atmosphere within the school and to extend the benefits of existing resources and staff skills to a wider range of students was appealing. Representatives from the school were involved in discussions with legislators in the drafting stages of the legislation putting the case for secondary education to be included on the same basis as tertiary education. Given the prevailing opinions of policymakers regarding overseas students in secondary institutions, they were only minimally effective.

The first overseas students at Lynfield were contacted by word of mouth. While word of mouth has continued to be a source of contact for students, especially local migrant families and their relatives overseas, representatives from the college are also involved in active marketing. This includes visits to overseas countries by the Director of Overseas Studies, to meet significant people in institutions and embassies, and to liaise with agents. The parents of all the pupils concerned are contacted if a school representative is visiting their country and given a copy of the itinerary.

Currently the school has about 65 full fee paying students which represents about 5% of the roll. The Director of Overseas Students organises their homestay where necessary from a selection of suitable families in the local community, and tends to matters relating to the students' general welfare such as problems with courses, finance, visa problems, and cultural problems associated with differences between New Zealand and the students' home country.

Some of the profits to the school from having overseas students have been used to construct new buildings which can be designated as belonging to overseas students. This assists with planning in that the school can be more definite about the number of places it can offer to overseas students without displacing domestic students from government funded courses.

Lynfield offers students an international environment where they have the opportunity to (usually) establish relations with other students of the same race and to benefit from the educational opportunities offered by experienced staff and a supportive atmosphere.

CASE TWO: OREWA COLLEGE

Orewa is a seaside town about 40 Km north of Auckland. 1992 was the first year in which the college enrolled full fee paying students. Forty two students were involved in that year. The college plans to increase this number to 60 students which represents 5% of the roll.

Once at the school, the students' welfare is the concern of the Dean of Overseas Students who is employed by the school. However recruitment of students is undertaken on a contract basis by an associate of the college. The recruitment agent, who has a travel agency in Orewa and a close association with the school was approached by the board of the school to assist in recruitment of overseas students. After some setting up fees were reimbursed the school was guaranteed an annual amount for each student. This allowed flexibility in negotiating commissions and promotions overseas.

Like many other schools, Orewa College plans to use some of the profits from overseas student fees to fund a building programme to generally improve the schools facilities for local and overseas students alike.

The school guarantees to arrange homestay in the local community for students who want this type of accommodation. The school markets itself to students as giving them the status of "international guests made to feel part of our school and local community". (NZEIL Directory for International Students) However it is conscious that although the student generated income to the local community was estimated to be approximately \$(NZ) 1.0 million in 1992, a large influx of overseas students into the community (say 10% of the college roll) could precipitate a negative attitude towards them.

CASE THREE: KINGS COLLEGE

King's College is situated in South Auckland. It was established in 1896 and the aim of its founder was "to provide the best education it is possible to obtain". The school has excellent facilities, offers a wide range of subjects and a comprehensive extra curricular programme. Fees for overseas students are the same as those for domestic students. Of a total roll of 820 students approximately 35 are Asian students (4%) and approximately half of these students are overseas students, the rest being children of parents granted permanent resident status. In addition to these fees, though, parents of each overseas student contribute to a Development Fund.

King's College stipulates that evidence of a satisfactory standard of English is required before an entry is accepted, all students must present themselves for an interview with the Headmaster and entry to the college is normally at third form level. Students are required to live in the boarding establishment unless the school authorities are satisfied they have alternative accommodation with a stable parent/guardian relationship.

The decision to enrol students was largely motivated by a desire to be part of the flow of the general education stream of internationalisation through association between students at school. Apart from the Headmaster's trip overseas which involved a number of contacts and reunions with past pupils and started the Development Fund, very little direct marketing has been undertaken. Never the less the school has no trouble filling its quota of overseas students. It is able to be extremely selective.

The school operates on the assumption that overseas (and permanent resident) parents want their children to be educated and socialised in exactly the same ways as its New Zealand domestic students.

5.2 NEW ZEALAND AS A DESTINATION

5.2.1 Initial Source of Information About New Zealand

Students were asked, "How did you first find out overseas students could study in New Zealand?". Table 5.1 lists their responses.

TABLE 5.1

Initial Sources of Information on New Zealand Education

	F	R	ST	E	N	A	S	PI	N	O	T
<u>H. Kong</u>	3	10	0	1	1	0	0	1	1	0	17
<u>%</u>	18	59	0	6	6	0	0	6	6	0	101
<u>Indon.</u>	4	4	1	1	4	1	0	0	0	0	15
<u>%</u>	27	27	6	6	27	6	0	0	0	0	99
<u>Japan</u>	3	4	1	2	1	4	0	4	1	3	23
<u>%</u>	13	17	4	9	4	17	0	17	4	13	98
<u>Korea</u>	2	1	1	1	1	1	0	0	1	1	9
<u>%</u>	22	11	11	11	11	11			11	11	99
<u>Malay</u>	17	12	17	19	7	2	1	0	8	1	84
<u>%</u>	20	14	20	23	8	2	1	0	9	1	98
<u>P. Isl.</u>	5	10	7	5	9	0	0	1	2	0	39
<u>%</u>	13	26	18	13	23	0	0	3	5	0	101
<u>Thai</u>	3	2	1	3	2	5	0	0	3	1	20
<u>%</u>	15	10	5	15	10	25	0	0	15	5	100
<u>Taiwan</u>	4	5	0	1	0	0	0	0	1	0	11
<u>%</u>	36	45	0	9	0	0	0	0	9	0	99
<u>U.S.A.</u>	2	0	7	0	0	0	2	1	0	0	12
<u>%</u>	17	0	58	0	0	0	17	8	0	0	100
<u>S.Pore</u>	3	2	1	6	2	0	1	1	4	0	20
<u>%</u>	15	10	5	30	10	0	5	5	25	0	100
<u>Other</u>	4	5	8	2	5	1	2	7	3	4	41
<u>%</u>	10	12	20	5	12	2	5	17	7	10	100
<u>Total</u>	50	55	44	41	32	14	6	15	24	10	291
<u>%</u>	17	19	15	14	11	5	3	5	8	3	99

F = Friends

R = Relatives

ST = School/Teaching Institution

E = Education Fairs

N = NZ Embassy

A = Agent

S = Sponsor

N = Newspapers

PI = Personal Association & Information Gathering

O = Other

T = Total

(Percentages do not always total 100 because of rounding)

Informal sources, friends, relatives and personal association and information gathering accounted for 41 % of the initial sources of information for this sample.

Formal direct marketing through teaching institutions in overseas countries, education fairs and newspapers advertisements accounted for 37% of the initial information sources.

These results show that while there is variation between countries overall, formal and informal channels were of about equal importance as initial sources of information about New Zealand.

Agents were responsible for first learning about education in New Zealand in only 6% of the students. However agents may have played an important role in confirming a decision and facilitating its implementation. The extent to which agents actively market New Zealand education by providing the initial information as compared with implementing a decision already partly made could be a subject of further study.

Nine (16%) of the Malaysian students and 24 (75%) of the Pacific Island Students had their fees paid by the New Zealand government and 49 (84%) of the Malaysian and 8 (25%) students from the Pacific Islands paid their own fees. It is interesting to compare the initial information sources these students quoted. These comparisons are shown in Table 5.2 and Table 5.3.

TABLE 5.2Initial Sources Of Information for Malaysian Students

	<u>Private Fee Students (%)</u>	<u>Govt Funded Students (%)</u>
Friends	20	22
Relatives	31	22
Teaching Institutions	31	23
Education Fairs	33	33
NZ Embassy	12	11

n=58

TABLE 5.3Initial Sources of Information for Pacific Island Students

	<u>Private Fee Students (%)</u>	<u>Govt Funded Students (%)</u>
Friends	13	17
Relatives	15	25
Teaching Institutions	38	16
Education Fairs	12	16
NZ Embassy	12	30

n=32

In both Malaysia and the Pacific Islands friends were equally important as a source of initial information for students whose fees were paid by the New Zealand government as for students who paid their own fees. However in Malaysia relatives were more likely to be the

initial source of information for students who paid their own fees, whereas in the Pacific Islands relatives were 25% more likely to be the initial information source for students whose fees were paid by the New Zealand government.

Teaching institutions were a more important source of initial information for private fee paying students than for New Zealand government fee funded students in both regions.

The difference was more marked in the Pacific Islands where 41% more private than New Zealand government funded students quoted institutions as the initial information source compared with 15% of the privately funded Malaysian students.

In the Pacific Islands, the influence of friends was much the same for fee paying and non fee paying students, however for fee paying students relatives were 25% more likely to be the first source of information about New Zealand, and information from a teaching institution 20% more likely to be the first significant point of contact with New Zealand.

An interesting point is the role of the New Zealand embassy. In Malaysia there was very little difference between the importance fee paying and no fee paying students attributed to it as a significant source of initial information, but in the Pacific Islands, students whose fees were paid by the New Zealand government were 16% more likely to quote the New Zealand embassy as the source of initial information.

5.2.2 Reason for Choosing New Zealand

The fourth question asked students their main reasons for choosing New Zealand instead of some other English speaking country to obtain their qualifications. Table 5.4 summarises their responses.

TABLE 5.4
Reason for Choosing New Zealand

	<u>C</u>	<u>F</u>	<u>R</u>	<u>N</u>	<u>I</u>	<u>NP</u>	<u>T</u>
<u>Hong Kong</u>	0	2	9	0	3	4	18
<u>%</u>	0	11.1	50	0	16.6	22.2	
<u>Indonesia</u>	2	0	1	3	2	2	10
<u>%</u>	20	0	10	30	20	20	
<u>Japan</u>	2	4	1	0	4	3	14
<u>%</u>	14.3	28.6	7.1	0	28.6	21.4	
<u>Korea</u>	0	0	0	0	3	1	4
<u>%</u>	0	0	0	0	75	25	
<u>Malaysia</u>	9	8	10	4	16	17	64
<u>%</u>	14.1	12.5	15.6	6.3	25	26.6	
<u>P. Island</u>	16	2	9	20	4	3	54
<u>%</u>	29.6	3.7	16.6	37	7.4	5.5	
<u>Thailand</u>	4	1	0	2	4	1	12
<u>%</u>	25	8.3	0	16.6	33.3	8.3	
<u>Taiwan</u>	0	3	2	1	3	0	9
<u>%</u>	0	33.3	22.2	4.1	33.3	0	
<u>U.S.A.</u>	0	0	0	0	6	2	8
<u>%</u>	0	0	0	0	75	25	
<u>Singapore</u>	2	3	4	0	1	5	15
<u>%</u>	13.3	20	26.6	0	6.6	33.3	
<u>Other</u>	1	1	6	14	15	2	39
<u>%</u>	2.5	2.5	15.4	35.9	37.5	5.1	
<u>Total</u>	36	24	42	44	61	40	247
<u>%</u>	14.6	9.7	17.0	17.8	25	16.2	100.1

C = Close to Home

F = Friends Here

R = Relations Here

N = NZ Govt Assistance

I = Interest In NZ

NP = No Pollution/Politically Safe

T = Total

Although New Zealand government assistance is received by two thirds of the respondents from the Pacific Islands only about half of those students (55%) listed it as a significant reason for choosing New Zealand. The perception of New Zealand being Close to Home ranked next in importance for students from the Pacific Islands, 29.6% of those students listing it as a reason for choosing New Zealand. As in the previous question the influence of friends was much less than that of relatives, 3.7% of Pacific Island students mentioned Friends compared with 16.6% who cited Relatives in New Zealand as a important factor in choosing the destination.

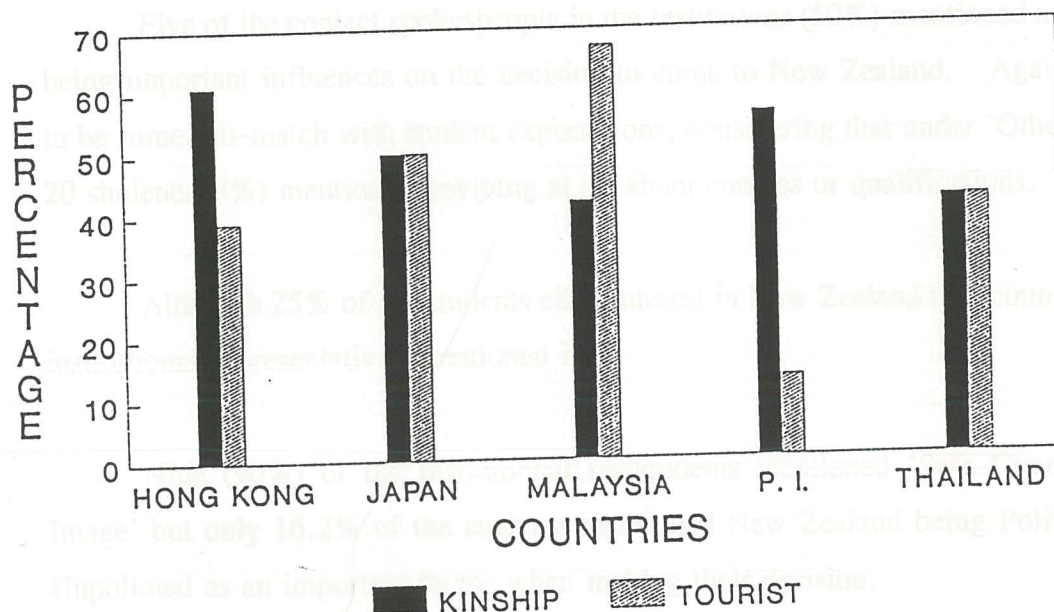
Relatives in New Zealand also ranked highly with students from Hong Kong, nine of the eighteen students in the survey citing this as a significant reason for choosing New Zealand.

The first three reasons, Close to Home, Friends here, and Relatives here could be grouped as "kinship" reasons, while the last two, Interest in New Zealand as a Country and New Zealand is Unpolluted and Politically Stable, could be grouped as "tourist and safety" reasons. Under these categories it is interesting that Malaysian students were fairly evenly divided between the two, 42.2% citing "kinship" reasons and 51.6 citing "tourist and safety" reasons.

Figure 5.1 shows the percent of responses to each category in reasons for choosing New Zealand.

FIGURE 5.1

CHOICE OF NEW ZEALAND REASONS



Overall, the tourist and safety reasons (41.2%) and kinship reasons (41.3%) were of very similar importance to students when making the decision to come to New Zealand. However the simple 'tourist' motive "Interest in New Zealand" was the highest single reason accounting for 25% of the responses.

Under 'Other Reasons' 32 respondents or 13% cited costs as a significant factor to the decision to come to New Zealand and 20 students or 8% cited the course or qualifications as a factor.

Institution spokespersons were asked for their views on the main reasons students chose to come to New Zealand instead of some other English speaking country. Of the ten replies all mentioned a financial advantage, either a low cost of education or a low cost of living. Considering only 13% of students cited cost, there appears to be disagreement about the importance of this factor between providers and consumers.

Five of the contact spokespeople in the institutions (50%) mentioned academic factors being important influences on the decision to come to New Zealand. Again there appears to be some mis-match with student expectations, considering that under 'Other reasons' only 20 students (8%) mentioned anything at all about courses or qualifications.

Although 25% of the students cited interest in New Zealand as a country, none of the institutional representatives mentioned it.

Nine (90%) of the institutional respondents mentioned 'Safe Country' or 'Green Image' but only 16.2% of the students mentioned New Zealand being Politically Safe and Unpolluted as an important factor when making their decision.

5.3 STUDENT DEMOGRAPHICS

5.3.1 Number of Years Spent in Current Education Institution

The tables below show the number of years spent in University, Polytechnic and school by overseas students currently in New Zealand.

TABLE 5.5Overseas Students In The Survey Attending University

	<u>Students</u>
Year 1	53
2	10
3	21
4+	19

TABLE 5.6Overseas Students In The Survey Attending Polytechnics

	<u>Students</u>
Year 1	64
2	5
3	3
4+	3

TABLE 5.7Overseas Students In The Survey Attending Secondary School

	<u>Students</u>
Year 1	40
2	15
3	4
4+	0

Tables 5.5, 5.6 and 5.7 reveal the sample in the study follows the enrolment trends discussed in chapter two, with the one exception of the large number of first year polytechnic students. This was caused by of a very high response rate from one institution of students who were in their first year, studying English language.

5.3.2 Overseas Students' Subject Choices

TABLE 5.8

Subjects Chosen By Overseas Students

	<u>NZ Cost</u> <u>Fees</u>	<u>%</u>	<u>Own Fees</u>	<u>%</u>
Subj. Sciences	13	22.0	12	10.1
Commerce/B. St	24	40.7	49	41.2
Computing	5	8.5	5	4.2
English L.	6	10.2	39	32.7
Other	11	18.6	14	11.8
Total	59		119	

The high response rate from the first year English language students mentioned above has produced an exaggerated figure for that subject amongst fee paying students. Nevertheless these courses, especially the shorter courses offered by polytechnics, are popular amongst overseas students wanting to simply improve their English Language competence, or as preparatory courses for further study.

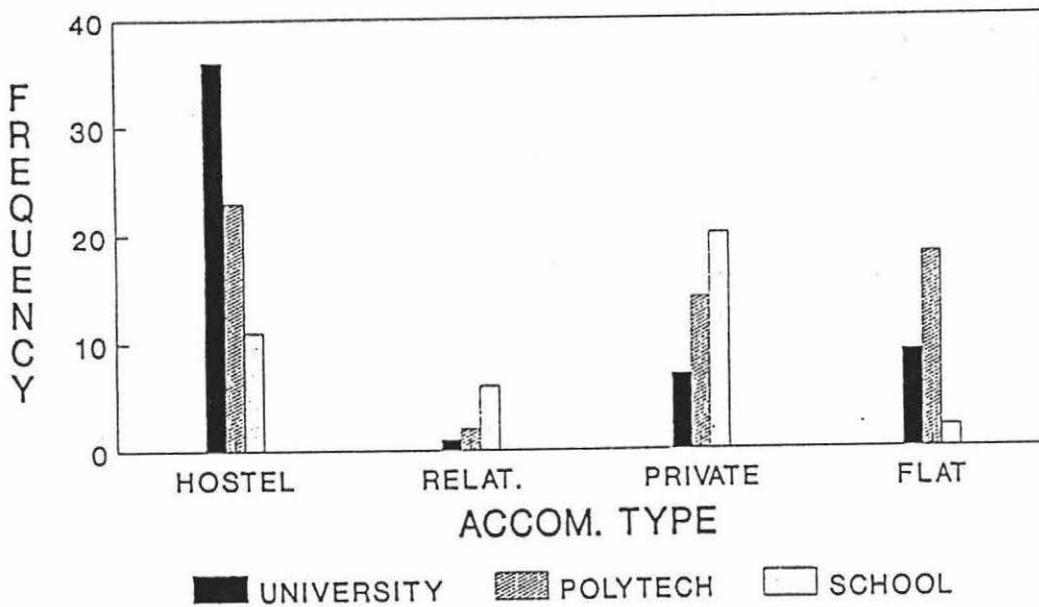
Comparing percentages reveals science subjects and computing are both twice as popular amongst government assisted students as amongst fee paying students. The high price of science courses in New Zealand, especially prior to 1992 when institutions were not allowed to cross subsidise courses, may be the reason for this.

5.3.3 Accommodation

Figure 5.2 below shows the living arrangements for the 152 first year students in this survey.

FIGURE 5.2

LIVING ARRANGEMENTS FIRST YEAR



Hostel accommodation is preferred by tertiary students and private board by secondary students. A very high percentage response rate from two boarding schools has influenced the significance at hostels for secondary students.

Several respondents mentioned the cross cultural benefits between the host family and overseas students in private board. Furnahan and Bochner (1982) writing of the Australian experience claimed visiting students there tended to associate almost exclusively with fellow nationals: relationships with Australian host families tending to be restricted to formal and utilitarian contacts. It might explain the rather puzzling fact that none of the respondents asked said students in home stay situations had less trouble with English than students living with relatives.

5.4 APPLICATION PROCEDURES

5.4.1 Method of Application to Study in New Zealand

Table 5.9 below is a summary of student responses to the question of how they applied to come to New Zealand.

TABLE 5.9
Method of Application to Study in New Zealand

	<u>NZ Govt.</u> <u>Fee</u> <u>Funded</u>	<u>%</u>	<u>Private Fee</u> <u>Funded</u>	<u>%</u>
Agency in Home Country	11	15.5	69	41.6
N.Z. Embassy	19	26.8	36	21.7
Directly to Teaching Institution	12	16.9	37	22.3
Through MERT	22	22.5	6	3.6
Other	7	9.9	18	10.8
Total	71		166	

The high percentage (41.6%) of students who quoted an agency in the home country as the channel for their application suggests that although the agency was not a substantive source of initial information (only 5.9% of students overall mentioned agents as being the means by which they first found out about studying in New Zealand) agencies were important as facilitators for fee paying students. Respondents quoted agency fees of about 10% of the course costs, although in some cases they were considered to be as high as 25%. Considering the importance spokespeople from institutions place on cost it is interesting less than 25% of the students made direct applications to the teaching institution. This may represent a difficulty breaking some traditional styles of education selling in overseas countries, or a lack of initiative in this area by some institutions. It does suggest some institutional packages should contain more user friendly material regarding direct enrolment.

5.5.2 Problems Encountered with Visa Applications

Altogether 32 instances of problems with visas were reported. This represents about 13% of the respondents. These were students who did eventually get visas, in other words they did qualify for entry under the rules.

The type of problems encountered are listed in Table 5.10.

TABLE 5.10
Visa Problems

<u>Type of Problem</u>	<u>Frequency</u>
Delay	9
Complicated Procedure/Rude Officials	5
Strict Medical Required	4
No NZ High Commission in Home Country	8
High Fees Required	3
Other	3

A number of the respondents in one centre complained of difficulties with interpretation of the visa requirements by different personnel at the Immigration Service. A suggestion that one person in that branch of the Immigration Service be assigned to student visa processing over January and February (the beginning of the academic year) was reported to have been declined on the basis it represented favouritism. One respondent quoted an instance of a re-enrolling student who was unable to get her enrolment processed until later in the day as students were processed alphabetically and her surname commenced with 'T'.

The Immigration Service office was closed when she eventually arrived there with evidence of her enrolment. Consequently she obtained documentation from the university on the next working day to verify her case to be told by an official at the Immigration Service no visa could be issued as the day of her enrolment was the final day for visa renewal. She was deemed an illegal immigrant and ordered to leave.

In other centres respondents reported a good liaison with Immigration Service officials and general satisfaction with the legislation as it stood in February 1992.

Inconsistencies of interpretation aside, most respondents appeared to feel comfortable with the present legislation regarding student visas. The report of the Foreign Affairs and Defence Committee (1991) recommended pre visa assessment to screen applicants for whom there was very little chance of a visa being granted to increase the efficiency of the Immigration Service's functions.

Most students who come to New Zealand to study for courses of a year or more are bona fide students. The prepayment of substantial fee makes the use of a student visa to obtain back door entry to the labour market unattractive. One respondent from the Immigration Service claimed 99% of people were honest but there will always be some who try to slip through the net. The task of the Immigration Service was not to prevent the last possible illegal immigrant, but to prevent an unacceptable flood.

5.5.3 Problems Encountered with Enrolling and with Institutions Generally

There were 58 instances of students mentioning general problems associated with enrolment and institutions generally . These are shown in Table 5.11.

TABLE 5.11

Problems Associated with Enrolment and Institutions Generally

<u>Problem Type</u>	<u>Number</u>
Choices of Courses or of Institutions	17
Slow, Inefficient Enrolling Processes	16
Language Difficulties	7
Communications with the Institution	5
Rude, Unhelpful Officials	4
Other	9
TOTAL	58

Nearly one quarter of the students (24%) mentioned difficulties of the types listed above. These were all students who were eventually accepted into courses in New Zealand. Initial inspection of the types of problems encountered suggests communication difficulties as the underlying cause. If the Initial information is inadequate or misinterpreted inappropriate choices will be made, resulting in inefficiency, delay, and frustration. Further investigation revealed some specific features of the New Zealand situation which effect the types of problems encountered.

Further investigation revealed some specific features of the New Zealand situation which effect the types of problems students faced. Several respondents said enrolment of overseas students in some tertiary courses was a problem in so far as students wanted confirmation of a place in a course immediately following their application, whereas the usual

procedures in New Zealand took much longer.

The "Kiwis first" policy, if strictly adhered to, would inevitably delay overseas students enrolments until rolls closed for New Zealand students. For secondary school pupils entry to tertiary courses often depends on the marks gained in the bursary examination. Australian tertiary institutions which offer a guarantee of a place on assumed bursary results are more attractive than New Zealand Institutions to students. For many of them certainty of admission is a major concern.

The procedures for replacement of overseas students into courses varies between institutions. At one university for instance, departments establish equivalence of the student's prior learning and their appropriate course prior to the students coming to New Zealand. The students know what courses they will be taking before they accept the offer of a place. A respondent from another university explained under their procedures courses were finalised only after the students arrived when the finer details of the student's previous academic work could be established with certainty.

5.6 ENGLISH ABILITY

Students were asked, if they believed their ability in English prevented them doing as well as they would like in their studies. They were also asked what English training they had prior to enrolling in their current course. Table 5.12 below summarises the answers given.

TABLE 5.12English Ability and Prior English Training

	<u>Prior</u>		<u>Training In</u>		<u>English</u>	
	<u>Yes</u>		<u>No</u>		<u>Total</u>	
	<u>Freq</u>	<u>%</u>	<u>Freq</u>	<u>%</u>	<u>%</u>	
<u>English</u> <u>Ability</u> <u>A</u> <u>Handicap</u>	<u>Yes</u>					
	30	30.3	69	69.7	99	100
	<u>No</u>					
	13	14.0	80	86.0	93	100

Note: Only 192 students' responses are included in this table. Students enrolled specifically in English training courses and students for whom English was obviously the first language were omitted.

Ninety nine students (40% of the survey) stated their abilities in English handicapped their studies. Sixty nine of these (70%) had received no English training in New Zealand prior to enrolling in their present course, and of those who had received prior training only 13 students (13%) reported English as no longer a handicap.

All of the spokespeople for the institutions, in response to the second question, regarding assistance with English language answered in the affirmative. Most offered at least 2 avenues of assistance. Table 5.13 below is a summary of their responses.

It appears that even with prior English training and assistance by the institution during the course many students still experience difficulty with the English language. It would be expected problems with English language would diminish after the first year. Table 5.14 shows the numbers of students citing difficulty with the English language by the number of years they have been in their current institution.

TABLE 5.14
Difficulty in English by Year of Attendance at Institution

<u>Year</u>	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>Total</u>
Freq	55	22	13	7	1	98
%	56.1	22.4	13.3	7.1	1.0	100

The table reveals 22% of the students who still had difficulty with English language were in their second year of study, and 13% were in their third year.

Language difficulties of students may not be well recognised within institutions. Only 4 of the 10 spokespeople for institutions mentioned language difficulties in response to the question which asked what problems at the teaching level arose on account of overseas students.

Of the students whose fees are paid by the New Zealand government 37% reported having problems with English language and 21% reported having received prior training in English in New Zealand. Of the privately funded students 42% reported having difficulty with English and only 17% reported prior English training in New Zealand. It appears privately funded students in this study were more likely to have problems with the English language than New Zealand government funded students, and were less likely to have received English training in New Zealand before starting their course.

5.6 NEW EXPERIENCE IN THE NEW ZEALAND TEACHING AND LEARNING SITUATION

Students were asked if they noticed any differences in the teaching in New Zealand compared with their home country. One hundred and Sixty Five students (67.3%) of the sample indicated they did.

Many of the types of differences identified by students and by university respondents were similar to those documented in literature from other countries.

5.6.1 Procedures within the Institution

This section covered responses which noted differences in rules, timetabling, length of school terms, and the fact that students moved from classroom to classroom, rather than remaining in one room with only teachers moving. Thirteen students noted differences of this type under "initially" but only one under "presently". It appears these types of differences are adjusted to quite readily. Most are differences which relate to daily routines.

5.6.2 Organisation of Course Work

Responses of this section related to tests, assignments, examination formats and scaling, lectures and tutorials and course lengths. Twenty three students noted differences in this area initially but currently only nine students reported the differences.

That more students notice a current difference in course work than notice differences in procedures may reflect, not the degree of dissatisfaction, or disorientation, but the type of category. It is easier to get used to differences in daily routines than to course lengths, and examination formats.

5.6.3 Relationship Between Staff- and Students

"In Taiwan the teacher will throw a pen at you if he thinks you are not listening"

(From a questionnaire)

Twenty six of the responses under "initial differences" noted differences in class room atmosphere such as teachers being more helpful and friendly, and students being required to give opinions in class. Several respondents commented on the last mentioned difference. It was a particularly significant feature of the classroom for students who accepted the teacher as the ultimate authority, and who felt extremely uncomfortable at being asked to take on that role themselves. Overall, students were appreciative of these types of differences.

5.6.4 "Spoonfeeding" Style of Teaching

Brigid Ballard (1989) writing of the Australian experience, outlined the differences in attitudes and styles of learning between Asian and Australian students, the Asian students being to reproduce knowledge, reflect authority, and praise, rather than evaluate.

Students in this survey used the term "spoonfeeding" with reference to a teaching system where "the lecturer has to keep up with the students, not vice versa" In other words dictated notes, rote learning and memory had been the basis of the student's previous education and a problem-solving approach which required more self initiative and less competitive pressure was a new experience. Thirty six students noted initial differences in teaching of this type and twenty nine mentioned similar differences under "presently".

5.6.5 Language Differences

Altogether thirty five students mentioned they noticed differences in language. As students were expecting to be taught in English, it seems reasonable to assume these were unexpected differences. Twelve of the students considered the language too fast ("very fast teachers here") or too difficult, the remaining twenty three students noticed differences in accents, idioms, and the use of spoken (rather than written) English.

Under "presently" seven students mentioned language, four of whom mentioned spoken language, accents, and idioms.

Comparing the fact that only 35 students mentioned language difficulties in this section with the 99 students who stated they believed their ability in English prevented them doing as well as they could in their studies (Section 5.6) leaves the impression most students were expecting to encounter the language difficulties they experienced.

5.6.6 American Style Courses

Students tended to associate a course with a wide choice of subjects and longer teaching day than in New Zealand institutions with what they termed "American Style". Seventeen students noted a difference from this style under "initially" but none made any comment under "presently" so it appears the difference was one to which they could easily adjust.

5.6.7 Teaching Resources

Twelve students noted under "initially" New Zealand institutions had more teaching resources and/or provided more handouts. Four students noted the same difference under "presently".

5.6.8 Adjusting to Differences

"It's okay now"

(From a questionnaire)

Fifteen students stated under "presently" they had accommodated to the difference. Perhaps more significantly, fifty nine students mentioned differences under "initially" but nothing under "presently".

Overall, of the 165 students who claimed they noticed differences under "presently", 74 had accommodated the change. Over half of the students (157 or 64%) were in their first year the current teaching institution, so it appears most students adjust to differences within this time.

Not all the differences noticed were of a kind the student did not like. Less than 20 students noted differences which could be construed as unfavourable under "presently" and of these 7 were related to language as mentioned above.

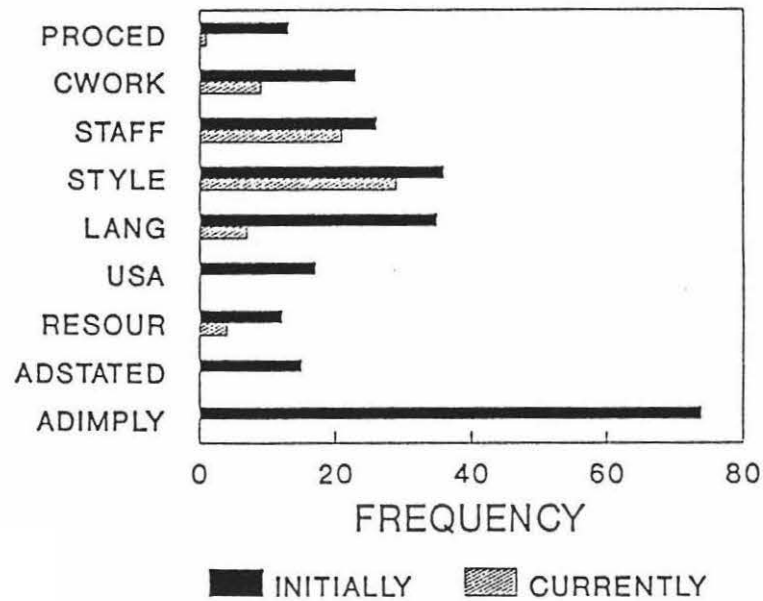
Other differences noted were less common over the sample with no more than three students noting the same type of difference.

Figure 5.3 below summarises the differences students reported about the New Zealand teaching and learning situation compared with that in their home country.

FIGURE 5.3

TEACHING & LEARNING DIFFERENCES

TYPES OF DIFFERENCES



Key: Procedures within the Institution

Course Work

Relationship between Staff and Students

'Spoonfeeding' Style of Teaching

Language Differences

American Style Courses

Teaching Resources

Stated Adjustments to Differences

Implied Adjustments to Differences

The types of differences in education between New Zealand and their home country expressed by overseas students in New Zealand has been well documented overseas. For instance, Barry Elsey (1990) writing of teaching and learning in Britain noted similar differences to those reported by students in this study. Joanna Channell (1990) described

similar problems associated with having overseas students in courses in Britain to those mentioned by respondents and spokespeople from institutions in New Zealand. Students and respondents in this study mentioned difficulties some students had forming close friends with New Zealand students. Margaret Kinnell (1990) found many overseas students came to Britain imagining they would be able to socialise with British students and visit their homes but found this did not happen.

5.7 PROBLEMS AT THE TEACHING LEVEL

The contact person for overseas students in the teaching institutions was asked if any problems were experienced at the teaching level. Four of the ten respondents mentioned language difficulties including difficulties experienced by teaching staff understanding overseas students' accents.

There were four citations of teachers needing to devote more time and develop extra skills to accommodate overseas students in their courses. One of the respondents mentioned this was resented by domestic students. One respondent mentioned "teachers often bend over backwards to help ESOL students" whilst two others quoted teachers inflexible attitude as a problem.

Different prior learning and learning techniques were mentioned as problems at the teaching level by three respondents, one from a school, one from a polytechnic and one from a university. These responses reflected the problems mentioned by students, particularly in relation to "spoonfeeding" and also acknowledged the students backgrounds often stressed different areas and sometimes involved limited practical work.

The decision to enrol fee paying overseas students appears not to have had the full approval of all personnel involved. Staff teaching overseas students may not have seen benefits to the institution as worthwhile "trade offs" for the extra work and stress.

5.9 OTHER INSTITUTIONAL ASSISTANCE TO OVERSEAS STUDENTS

Students were invited to suggest any other help teaching institutions could offer overseas students. Ninety Three suggestions were made. They are listed in Table 5.15.

TABLE 5.15

Assistance Institutions Could Offer

<u>Type of Assistance</u>	<u>Frequency</u>
More teaching assistance, including English Language	33
Lower fees, offer more scholarships	13
Organise more activities for overseas students, including with Kiwis	9
Suggestions related to course content	6
Suggestions related to accommodation	5
Improve the attitudes of New Zealanders to foreigners	5
Provide more information from the teaching institution	4
Suggestions related to the teaching and learning situation	4
Ensure students a place in tertiary institution courses	4
Change enrolling/accommodation requirements for visa	2
Other	7
TOTAL	92

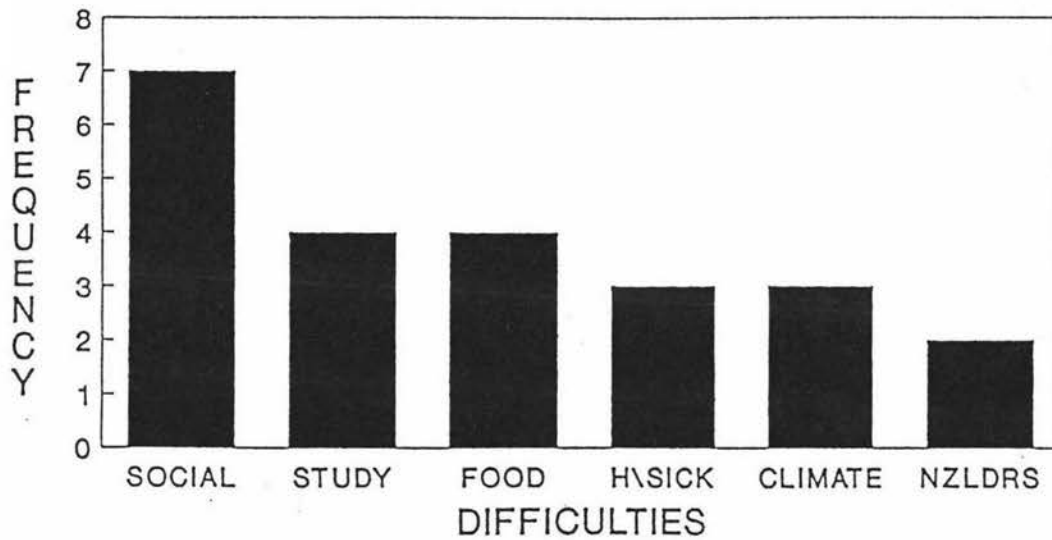
Thirty eight percent of the students in the sample felt confident enough to comment in this section. Of these 52 were related to issues associated with the academic institution, 13 were related to finance, and 19 to social and accommodation issues.

The suggestions provide further evidence of the difficulty students have with English language and of the significance of costs to some students and the difficulties some students face with adjustment.

5.9 DIFFICULTIES FACED BY OVERSEAS STUDENTS

The contact persons for overseas students were asked "apart from difficulties with the English language what would you say were the main problems students faced initially and continuously". Their answers provided a different perspective from students' impressions of New Zealand. Figure 5.4 and 5.5 summarise their responses.

FIGURE 5.4

Initial Difficulties of Overseas StudentsINITIAL DIFFICULTIES
INSTITUTION PERSON

Key: Social Integration

Difficulties Associated with Study

Food

Home Sickness

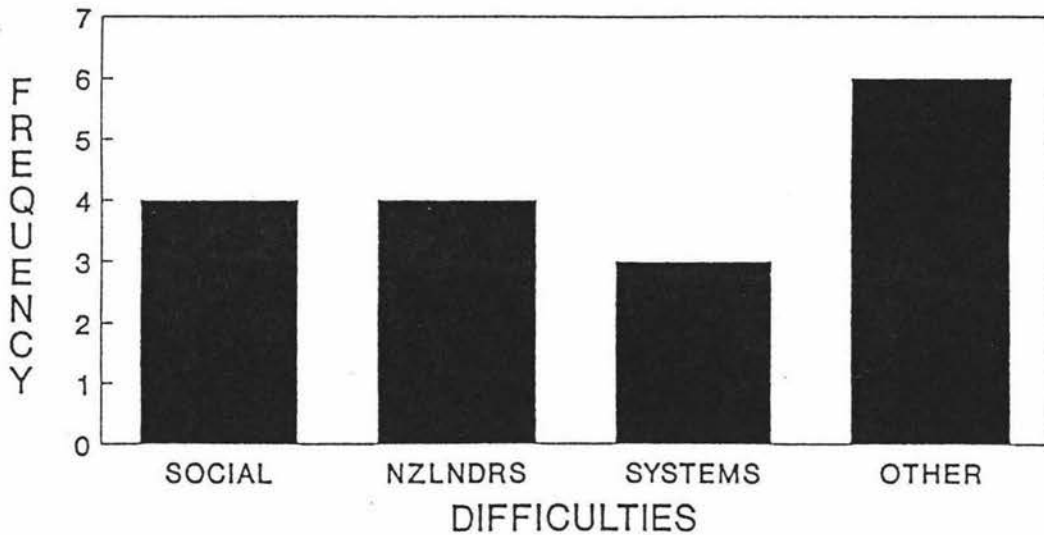
Climate

Attitudes of some New Zealanders to Foreigners

FIGURE 5.5

Difficulties Overseas Students Face Continuously

CURRENT DIFFICULTIES INSTITUTION PERSON



Key: Social Integration

Attitudes of Some New Zealanders to Foreigners

Institutional Systems and Requirements

Other Difficulties

Social integration mentioned under "initially" covered comments like culture shock, coping with their "uniqueness" (for example, Muslim students in Dunedin) and the quieter pace of life in New Zealand. Under "continuously" problems with social integration were cited with special mention of difficulties experienced forming close friendships with New Zealand students.

The problems associated with study were of the same type for "initial" and "continuous" difficulties and were much the same as those the students reported such as styles of teaching and learning and methods of assessment.

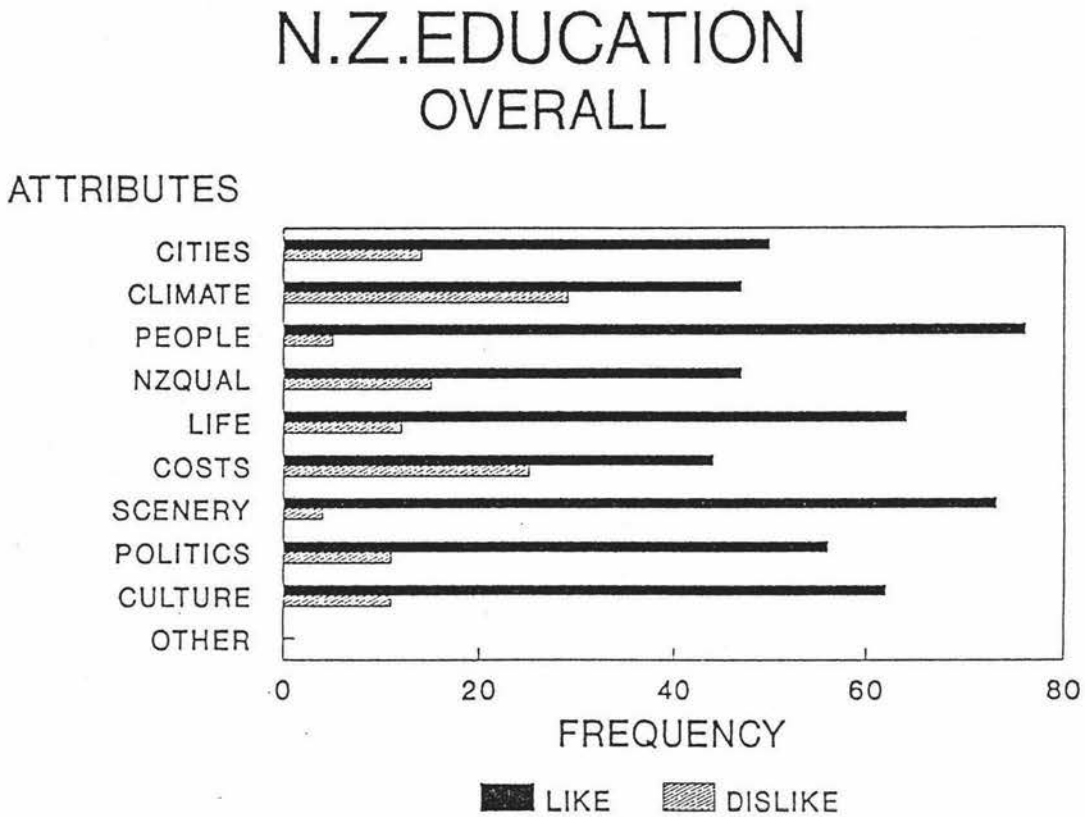
Institutional spokespersons considered students overcome homesickness and the differences in food and climate but became more effected over time by the attitudes of New Zealanders to other cultures, and difficulties associated with forming personal friendships. The attitudes of New Zealanders to other cultures were reported to be due to ignorance of other cultures by New Zealanders, and the fact that New Zealanders expected overseas students to change and behave like them. Respondents from institutions reported overseas students making friends with local students but seldom being invited into their homes, and lacking support for personal problems.

Other problems staff in institutions noted overseas students faced were financial difficulties and the limitation on part-time work, holiday activities and "Kiwi" English.

5.10 STUDENTS' PERCEPTIONS OF NEW ZEALAND

Students were asked to indicate what they liked (and did not like) about being in New Zealand. Figure 5.6 summarises their responses to 9 aspects of life in New Zealand.

FIGURE 5.6

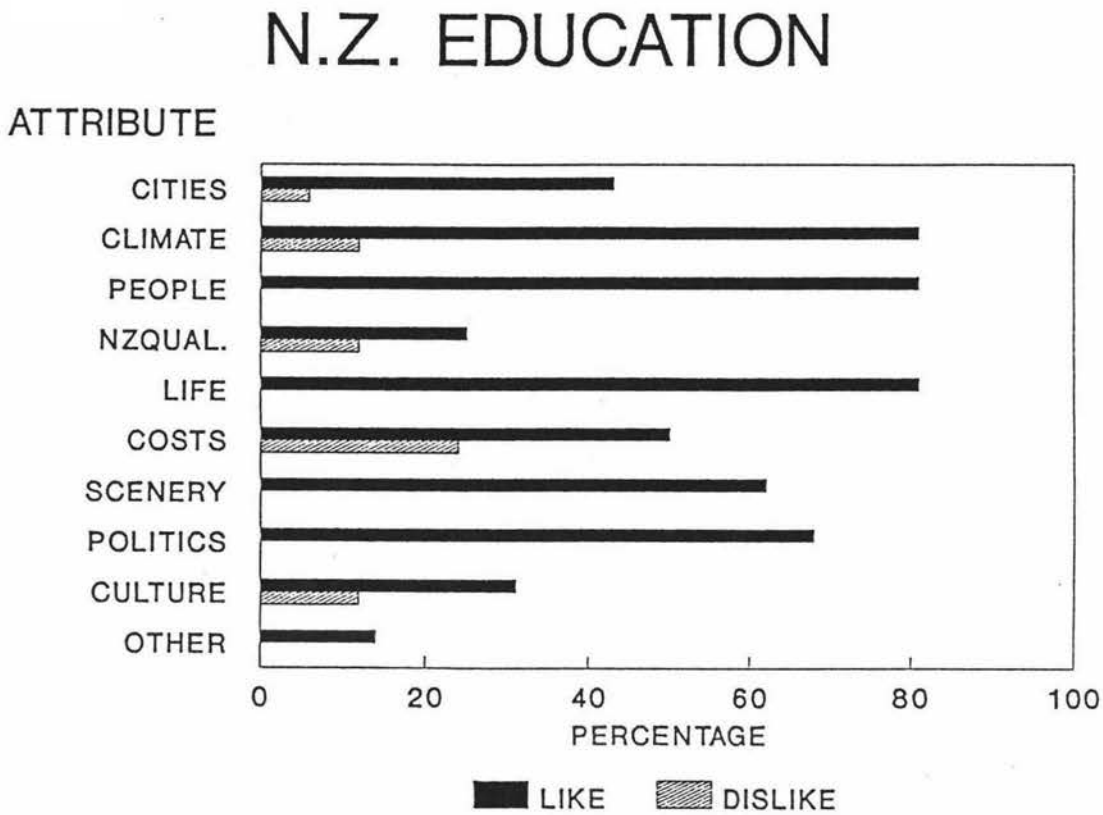


The people and the countryside were the most popular choices, scoring the highest number of "likes" (185 for people and 179 for countryside) and lowest number of "dislikes" (12 for people and 11 for countryside) followed by the way of life (157 "likes" and 30 "dislikes") and the cultural experience (152 "likes" and 29 "dislikes"). The climate and the cost of living were the least popular of the 9 aspects, scoring the least numbers of "likes" (114 for climate and 107 for cost of living) and the highest number of "dislikes" (71 for climate and 61 for cost of living).

Students were asked to indicate which of the aspects of New Zealand they liked the most. Figure 5.7 gives the frequency of responses to the 9 categories.

FIGURE 5.7

Aspects of life in New Zealand liked most by Students



n = 16

This question polarised responses giving the high scores to "people" and the "New Zealand way of life" which is compatible with the importance of "tourist" factors for choosing New Zealand as an educational destination mentioned earlier in this chapter. (Section 5.2.2)

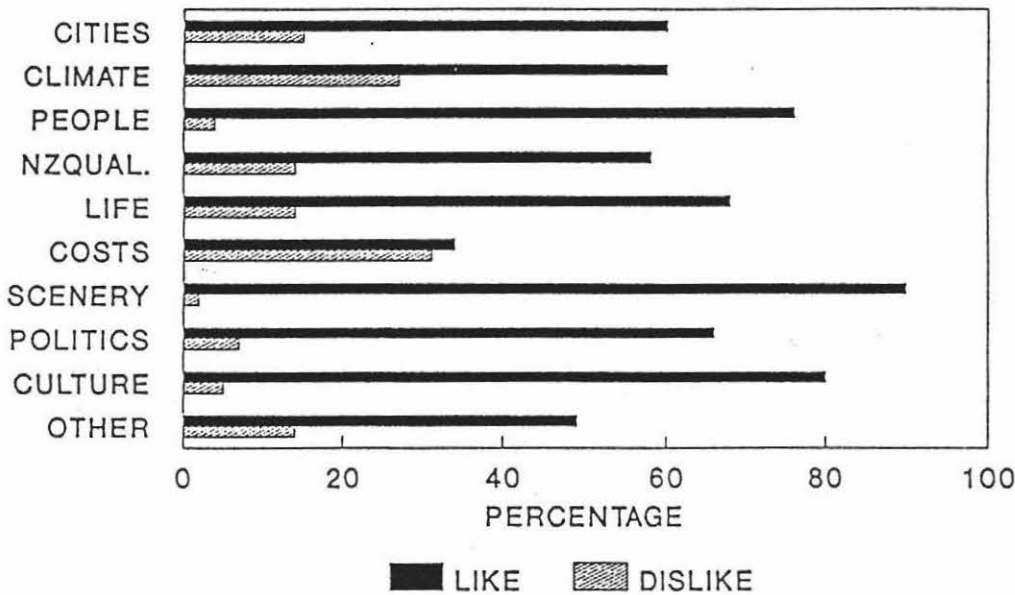
Although spokespeople for institutions mentioned difficulty experienced by some students in forming close personal friendships with New Zealand students, the ranking of "people" was the second most frequently mentioned aspect of New Zealand liked most by students. Taken together with the fact that 76% overall indicated they liked New Zealand people, it appears New Zealanders generally meet or exceed the expectations of friendliness held of them by most overseas students.

The climate ranks third in importance as the factor liked most although from Figure 5.7 it appears one of the least popular aspects of life in New Zealand to some overseas students. Clearly students are responding from the point of significance of the comparison with their home country. Figure 5.8 to 5.16 show the opinions of students from different countries (Korea was not included as there were only 8 students from this country).

FIGURE 5.8

N.Z. EDUCATION MALAYSIA

ATTRIBUTE



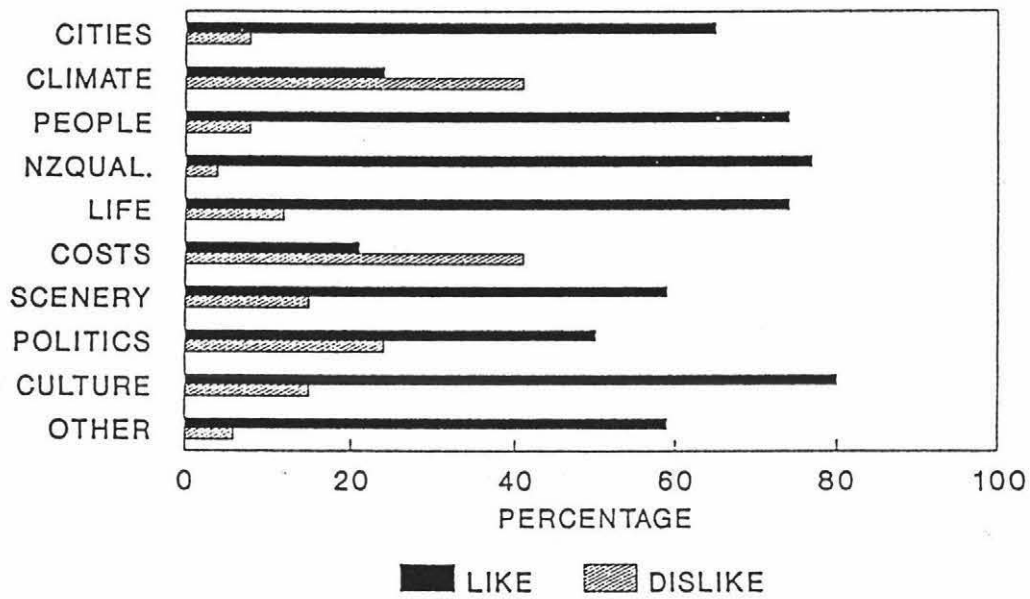
n = 59

Key: Cities
 Climate
 People
 New Zealand Qualifications
 Way Of Life
 Scenery
 Freedom from Political Strife
 Cultural Experience

FIGURE 5.9

N.Z. EDUCATION PACIFIC ISLANDS

ATTRIBUTE



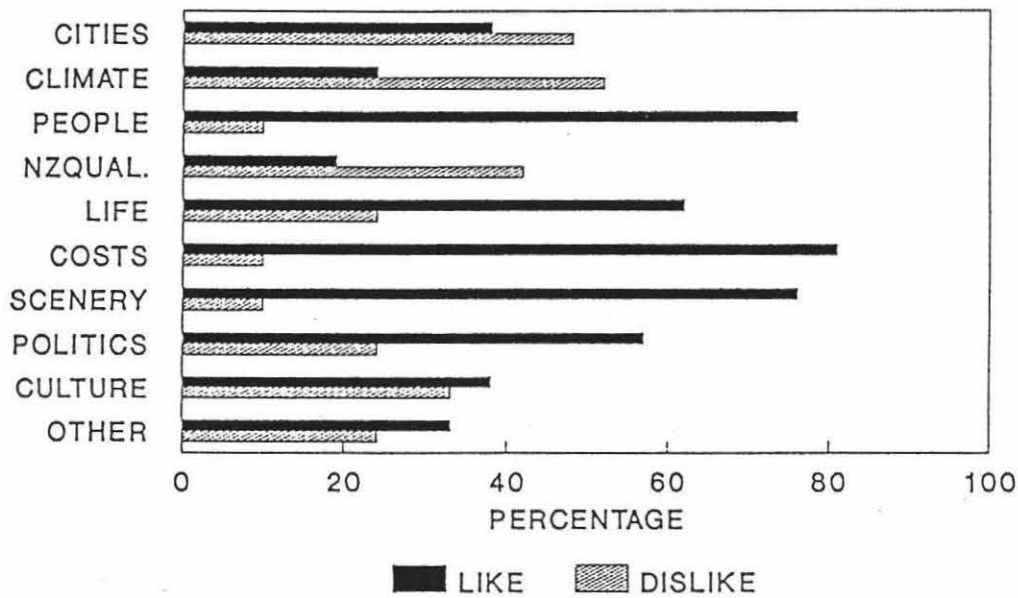
34

Keys: Cities
Climate
People
New Zealand Qualifications
Way Of Life
Scenery
Freedom from Political Strife
Cultural Experience

FIGURE 5.10

N.Z. EDUCATION JAPAN

ATTRIBUTE



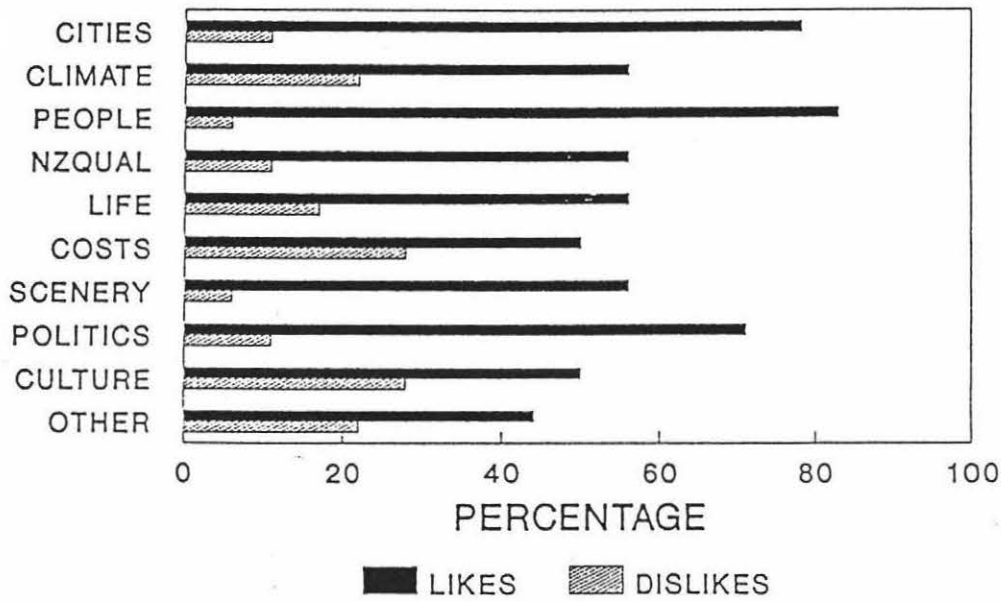
21

Keys: Cities
 Climate
 People
 New Zealand Qualifications
 Way Of Life
 Scenery
 Freedom from Political Strife
 Cultural Experience

FIGURE 5.11

N.Z. EDUCATION THAILAND

ATTRIBUTES

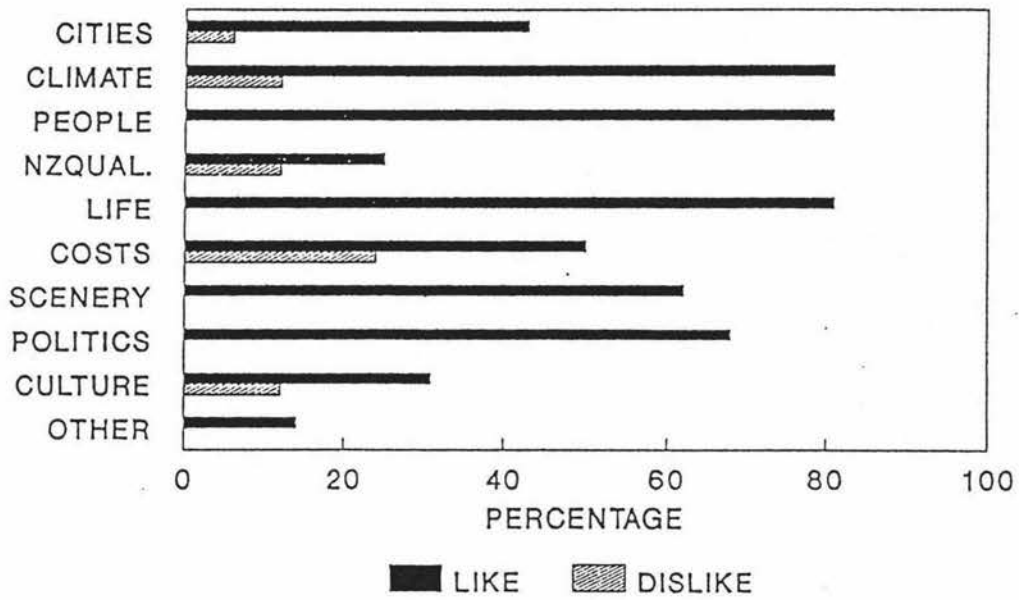


Keys: Cities
 Climate
 People
 New Zealand Qualifications
 Way Of Life
 Scenery
 Freedom from Political Strife
 Cultural Experience

FIGURE 5.12

N.Z. EDUCATION HONG KONG

ATTRIBUTE



n = 16

Keys: Cities

Climate

People

New Zealand Qualifications

Way Of Life

Scenery

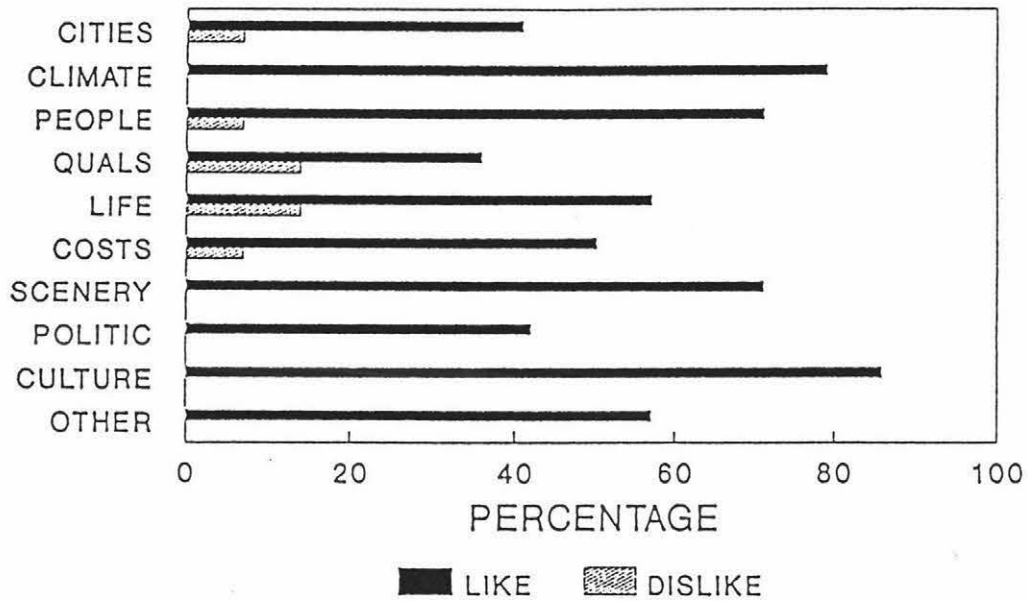
Freedom from Political Strife

Cultural Experience

FIGURE 5.13

N.Z. EDUCATION SINGAPORE

ATTRIBUTE



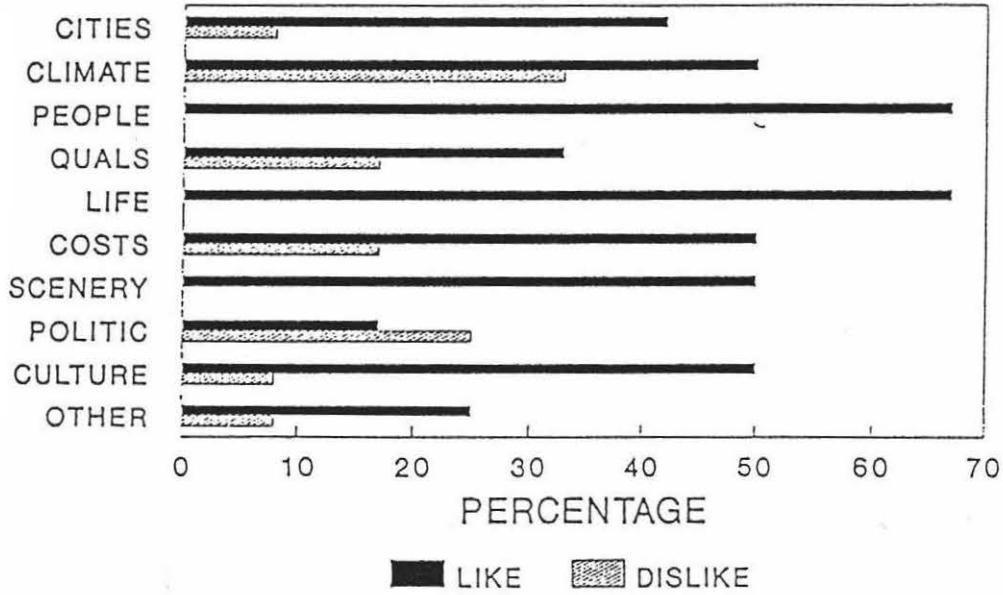
n = 14

Keys: Cities
 Climate
 People
 New Zealand Qualifications
 Way Of Life
 Scenery
 Freedom from Political Strife
 Cultural Experience

FIGURE 5.14

N.Z. EDUCATION TAIWAN

ATTRIBUTE

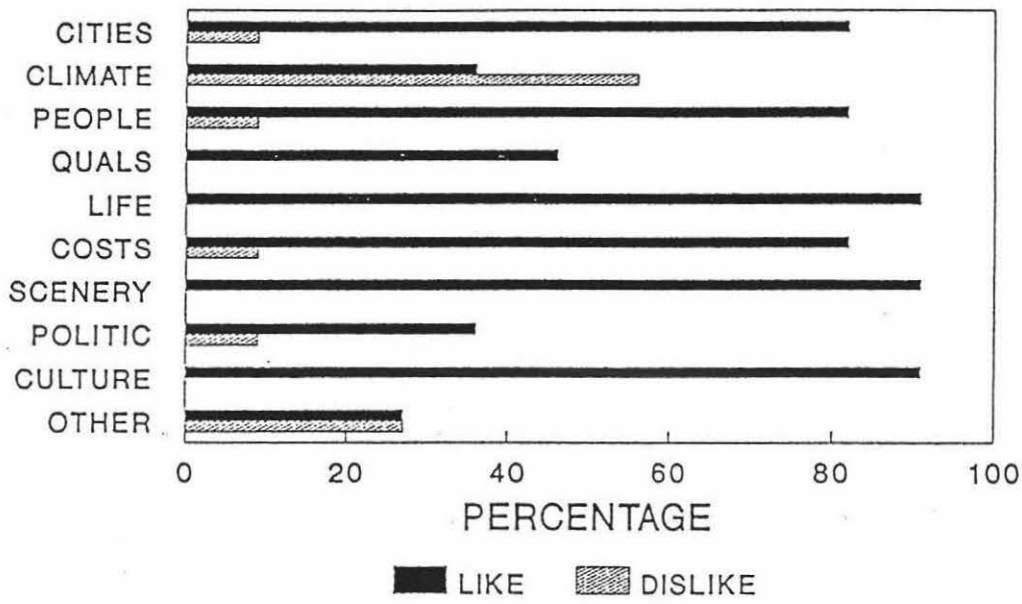


Keys: Cities
 Climate
 People
 New Zealand Qualifications
 Way Of Life
 Scenery
 Freedom from Political Strife
 Cultural Experience

FIGURE 5.15

N.Z. EDUCATION USA

ATTRIBUTE



n = 11

Keys: Cities

Climate

People

New Zealand Qualifications

Way Of Life

Scenery

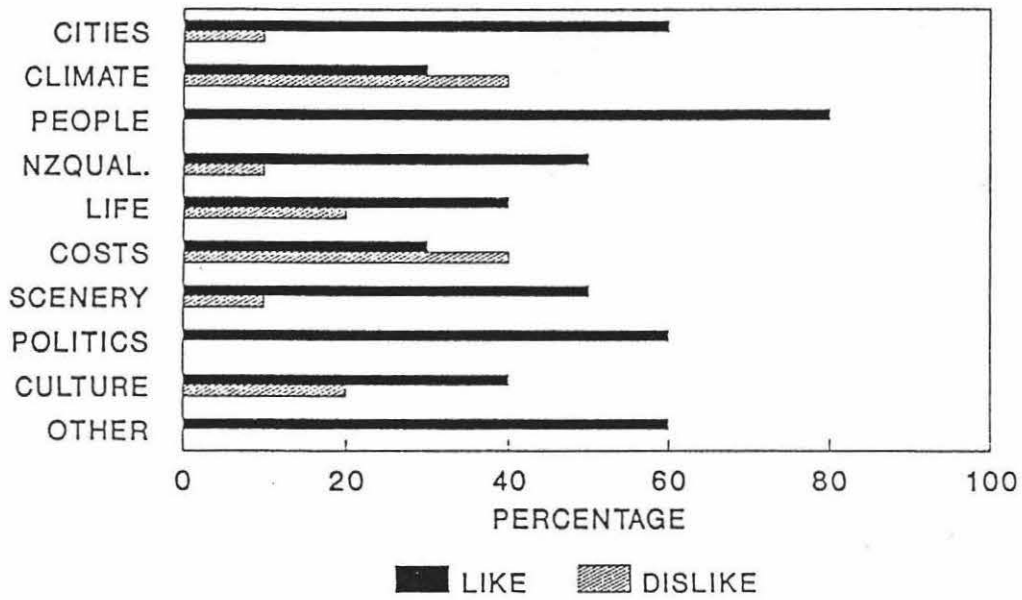
Freedom from Political Strife

Cultural Experience

FIGURE 5.16

N.Z. EDUCATION INDONESIA

ATTRIBUTE



A • 10

Keys: Cities
 Climate
 People
 New Zealand Qualifications
 Way Of Life
 Scenery
 Freedom from Political Strife
 Cultural Experience

These graphs show the climate in New Zealand was liked by students from Hong Kong, Malaysia and Singapore, but not by the majority of students from Japan and the Pacific Islands.

While students from most other countries liked our cities, the Japanese students in this survey had reservations.

The people and the countryside were high scorers amongst the "likes" and low scorers for "dislike" in all countries.

Most of the students from all countries reported liking the New Zealand way of life. This was not unanimous, though. Students from Japan, Malaysia, and the Pacific Islands in particular had some reservations about this aspect. Further investigation would be needed to find out if this was simply a moral censure of Kiwis (lazy, environmentally inept) or due to factors students were not expecting but which had a strong impact on their experience of living in New Zealand.

Of all the nationalities in this study the Japanese students had the strongest dislike for the cultural experience associated with studying in New Zealand followed by students from Thailand, and Indonesian students. On the other hand Malaysian, Pacific Islanders, American and students from Singapore rated their interpretation of "the cultural experience" highly. The cultural experience as interpreted by some respondents in this survey may, like "the way of life", need to be studied further to find out if there are aspects of the New Zealand experience for students from some countries which need to be addressed.

The opinion of the cost of living reflected a comparison with the cost of living in the home country, New Zealand comparing very favourably with Japan, but not with the Pacific Islands. Opinions about costs are effected by the respondents attitude to money which is influenced by their personal wealth. Respondents from institutions emphasised not all students were very wealthy, although some undoubtedly were. Respondents said many students were conscious of the financial effort parents and family were making to send them

here, some were frugally saving to holiday around the country in the vacations, and some were literally living hand to mouth and probably working illegally.

With the exception of Taiwan and Singapore, students from Asian countries regarded "freedom from political strife" an important factor in their choice of New Zealand. Although the benefit of no political strife will not give us a strong marketing advantage over Australia, Britain or Canada, it does provide a reason why some students travel internationally.

Policy makers were of a single mind, most education in New Zealand is in world class. Overseas students have a different view. Only 11 of 245 students chose New Zealand as an educational destination on account of "the high standard of New Zealand qualifications". The fact they came to New Zealand demonstrated the standards are adequate, but that appears to be more like the bottom line than a crucial deciding factor especially when compared with the other factors discussed above.

Earlier in this chapter (Section 5.2.2) reference was made to students reasons for choosing New Zealand. Spokespersons for institutions were fairly strongly of the opinion students had a high regard for New Zealand educational qualifications. In their answers to question four, only 20 students (8%) made any reference to courses or qualifications under "other" as their reason for choosing to come to New Zealand.

It appears the high quality of New Zealand's educational qualifications, is not a very important drawcard for overseas students nor do they change their mind after they have been here. Of more serious significance is the fact that most Japanese were not satisfied with this aspect. In addition, over 20% of the students from Hong Kong, Malaysia, Thailand, Taiwan and Singapore reported not being satisfied with the regard for New Zealand qualifications.

Over all of the 146 students who recorded a comment about New Zealand education qualifications 54% of the New Zealand government fee funded students and 44% of the private fee paying students cited they liked the high standard of New Zealand qualifications; 10% of government fee funded and 15% of the privately funded students said they did not. This finding suggests further study into the areas of dissatisfaction may be worthwhile.

It is difficult to obtain valid comparisons of fee paying and government funded students' likes and dislikes of aspects of New Zealand by country as the numbers in one or other category are small. Some interesting comparisons are suggested about the opinions of New Zealand's educational qualifications by students from Malaysia.

Two of the 9 (22%) Malaysian students whose fees were paid by the New Zealand government indicated they liked the standard of New Zealand education qualifications, and 32 of the 50 (64%) students who were full fee paying students responded that way. A complicating factor here is that the government funded Malaysian students were probably transitional (grandparented) students who had been in New Zealand since 1989 while the fee paying students would have been in New Zealand only since 1990, and many were in their first year.

These figures suggest full fee paying Malaysian students have a much higher opinion of New Zealand's education qualifications than government fee funded students from that country, but, in all other aspects of New Zealand there was very little difference of opinion discernible between fee paying and government funded students.

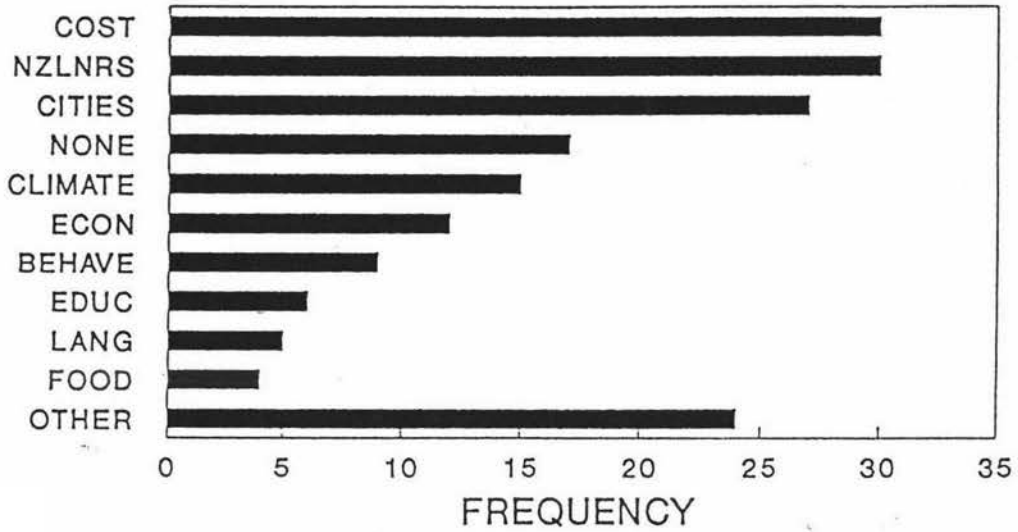
5.10.1 Changes Advocated by Overseas Students

Students were asked if there was one thing they would like to change about New Zealand, what would it be, and why. Figure 5.17 is a summary of their responses.

FIGURE 5.17

ADVOCATED CHANGES OVERSEAS STUDENTS

CHANGES



- Key:
- Cost of Education and/or Living Costs
 - Attitude of Some New Zealanders to Foreigners
 - Cities Too Quiet / Too Slow
 - Change Nothing, Please
 - Climate
 - Related to the New Zealand Economy
 - Poor Behavioral Standards of Some New Zealanders
 - Related to Students' Education in New Zealand
 - English Language Difficulties
 - Food
 - Other

Of 179 suggestions from 245 respondents only 6 recommended a change relating to education. In spite of their regard for New Zealand educational qualifications being of low priority as a reason for choosing to come to New Zealand, or as an aspect of New Zealand they especially liked most students did not express a very strong wish to change anything. It appears most overseas students consider New Zealand education adequate for their educational requirements and most of the students are more highly influenced by other aspects of the New Zealand environment.

Cost related comments referred to costs of living and to costs of education. The most bitter feelings about cost were generated by increased costs after enrolment, either as a result of an increase by the institution, or a drop in the value of the New Zealand dollar.

"I would change New Zealand's place where it is on the map. You are too far away from other people so you do not understand them well. (Impossible of course)".

(Comment from a secondary school respondent)

The attitude of some New Zealanders to foreigners scored as many under "change, please" responses as did "costs". Particular reasons for negative attitudes offered during interviews included perceived loss of places in tertiary institutions for domestic students, irritation caused by higher scores achieved by students with foreign sounding names, fear an accustomed way of life was under threat and, especially amongst secondary school students, pressure of peer group opinion.

Spokespersons for institutions listed similar comments under problems between domestic and overseas students, citing ignorance and misinformation as primary causes of problems. In addition the obvious wealth of some overseas fee paying students was reported as being resented by some New Zealand students. Domestic students who could not differentiate between permanent residents and fee paying students were reported as sometimes being uneasy when there was a very rapid increase of "Asian" permanent residents.

"You have lovely shops. Why don't you want us to buy from them?".

(Comment from a Japanese student)

Malaysian and Japanese students especially, were critical of cities with little variety, limited nightlife and restricted shopping hours.

Twelve students made comment about the New Zealand economy. Students from Malaysia offered suggestions on how the New Zealand economy could be vitalised and unemployment lessened. They suggested utilising natural resources instead of "just looking at them", a solution which would not have been acceptable to the 3 American students (listed under "other") who condemned New Zealanders for exploiting their environment.

Even though the majority of the students in the survey had been in New Zealand for one year or less (64%) food was mentioned by only 4 respondents as being the one thing they would most like to change. It appears most students adjust to the type of food available in New Zealand in relatively short time, although Muslim students for example would have more difficulty obtaining the variety of halal food they would have found in their home country.

5.10.2 Summary of Students' Perception of New Zealand

Students base their perceptions on comparisons with their home country, so there were some wide disparities in "likes" and "dislikes" of some aspects of New Zealand. Overall students like the people and the countryside most. The way of life and the cultural experience was liked by most students, and the cities, the climate and the cost of living tended to be least appreciated.

In spite of the claim by students generally that they liked the New Zealand people, the attitude of some New Zealanders to foreigners was one of the aspects students most wanted to change.

Course costs and living costs were the other aspect of New Zealand students most wanted to change. Increases in costs were reported as particularly irksome.

Students in this survey did not consider the high regard for New Zealand educational qualifications as important as other aspects of living in New Zealand. This contrasts with

opinions expressed by policy makers and people in teaching institutions.

When students were grouped into government fee funded and private fee paying students country by country there were insufficient numbers in the samples to get valid measure of any difference of opinion between the two groups.

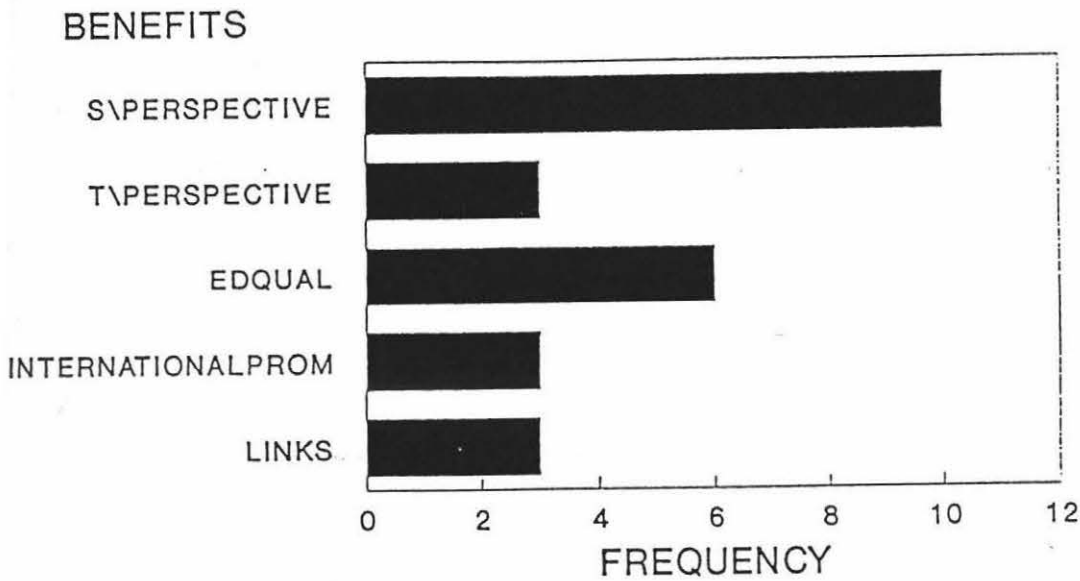
5.11 NON-FINANCIAL BENEFITS TO THE TEACHING INSTITUTION

The spokespersons for institutions were asked what benefits, apart from financial, were there in having overseas students at their institution. Figure 5.18 summarises their responses.

FIGURE 5.18

Non-Financial Benefits to the Institution from
Overseas Students

NON-FINANCIAL BENEFITS INSTITUTION PERSON



Key: Domestic Students' Perspectives Enhanced
 Teachers Perspectives Enhanced
 Educational Benefits Within the Institutional
 International Promotions of the Institution
 New Zealand's Links with Overseas Countries are Strengthened

All of the institutional spokespersons made statements relating to domestic students benefiting from association with overseas students. Respondents said New Zealand is a small isolated country and not all New Zealanders (including teachers) are able to travel overseas to learn first hand about other cultures. Mixing with overseas students at educational

institutions helps overcome some of these disadvantages. It also helps students gain a better perspective of New Zealand in the worldwide context.

The quality of education at the institution was considered to be enhanced because overseas students were reported as good role models, being highly motivated and providing a competitive standard against which domestic students could match themselves. One respondent mentioned the value of different perspectives in discussions and seminars, and two post graduate institutions noted the value of overseas student's research input.

International promotion of the institution was cited as occurring through networking (word of mouth promotions in the home country) and through awareness of the institution internationally.

The importance of a stronger link with other countries was of a longer term nature. Trade (in academic services) and benefits to New Zealanders (especially those at the institution) from association with future political and business leaders were mentioned.

5.11.1 Benefits from Social Relations with other Countries

Policy makers believed there would be benefits in terms of understanding and goodwill for New Zealand if more overseas students, as a result of the changed legislation, came to New Zealand state institutions. The belief was formed from past experiences of overseas students who had received an education in New Zealand.

The responses to the questionnaires in this study support this view. Seventy six percent of the students said they liked the people in New Zealand. These comprised 75% of the government fee funded students and 77% of privately funded students. The 30 students who reported disliking some New Zealanders' attitude to foreigners as being the one thing they would change about New Zealand if they could, comprised 16% of New Zealand government fee funded students and 11% of privately funded students. These figures indicate fee paying students are just as likely as government fee funded students to form a positive view of New Zealanders and, if anything, be less likely to state a dislike of New Zealanders

attitude to foreigners.

However, this study does not provide any means of knowing if the enrolment of fee paying overseas students in institutions caused reactions by New Zealanders to all overseas students, fee paying, privately funded and new permanent residents.

"Ignoring the anti Asian sentiment won't make it go away".

(Headline, National Business Review, 1992 May 29)

The greatest single catalyst for generation of negative attitudes to overseas students reported by correspondents was the ratio of students perceived as foreign, to domestic students, particularly if the increase was sudden.

Some New Zealanders suspect a way of life to which they have become accustomed is under threat from foreign influence and they believe there are limited prospects of any benefits to themselves.

In the absence of other channels to express their concerns it is not surprising some gestures of personal resentment are made towards those people representing the perceived threat.

The benefits from internationalisation, mentioned by spokespersons from institutions in the last section, and those of policymakers and legislators mentioned in chapter four are dependent on students enjoying their experience in New Zealand. It may be necessary for institutions to be more active about "selling" the benefits of overseas students through the institution and the community. The nature and origin of anti-foreigner attitudes in New Zealand, and possible ways of lessening them are beyond the scope of this study.

5.11.2 Investment, Employment and Trade Opportunities

Investment

The domestic student first policy has resulted in institutions having to become accountable for use of physical resources for overseas students and accepting the commitment to having to provide facilities in the overseas student demand areas if they wish to develop that market. The three schools in the case studies discussed earlier in this chapter have invested profits from overseas students' fees in building projects. Tertiary institutions have responded with building programmes matching their ambitions in the overseas market. For example, enrolments at Massey University's expansion on the Albany campus in Auckland are intended to include up to 20% of overseas students. Albany director Mr. John Hogan believes cultural problems could arise if that number was exceeded. Auckland University's developments at Mangere will extend the University's facilities in some of the areas of overseas student demand. Polytechnics and Colleges of Education enrolling or planning to enrol overseas students accept the requirement to provide extra facilities. In some centres, Dunedin and Christchurch, for example institutions have combined resources to fund developments they consider to be in their mutual interest.

Investments are following the institution's governing body's interpretation of current market demands. There is the possibility these demand areas will change within the life of the investment. If the full benefits from investment envisaged by the policy makers are to be achieved flexibility of usage of the investments will need to be taken into account.

Employment

One respondent described the increased opportunities for employment of academics and teachers as an investment opportunity in New Zealand's greatest asset, its people. Employment opportunities are not limited to education institutions. On the conservative two times formula students spend the amount they pay in fees on living, tourism and retail, while they are in New Zealand. This has a flow-on effect through the community as the income generated is re-spent. Respondents noted also that visits by friends and families in some cases generated a "multiplier" effect.

Trade

The benefits from trade expected to occur because business people knew of New Zealand or had special associations with the country through being educated here take time to eventuate. "Too long for Treasury estimates" was the description of one respondent.

Trade in the service industries could also benefit. One respondent from a university said second and even third generation government funded students were returning to New Zealand for their education. It would be reasonable to expect some of the children of fee paying students would do likewise. The tourist industry clearly expects to benefit from New Zealands exporting of education. A number of respondents indicated they had first found out about New Zealand through tourist (not education) agents and an overseas student co-ordinator in a secondary school said their initial entry into the market was through an overseas tour operator who had approached the school asking if places would be available for students.

Whilst overseas tourist agencies have seized market opportunities there appears to be, as one respondent put it, "many untapped possibilities in New Zealand" in export earnings from education and tourism. Another explained exporting education was a new industry and government departments had not yet learned to "work smoothly in tandem". Given the appeal of tourist factors (people, way of life, countryside, cultural experience) it would be reasonable to expect for instance NZEIL and the Tourism Board would work together for a number of promotions to mutual advantages. There are severe restrictions on this, though, on account of a practise described as "double dipping". Both agencies are (to some extent) government funded so if both contribute towards a project the government is interpreted as "paying twice".

In its submission to the Australian Industry Commission "Exports of Education Services" the South Australian Government said ".....Australian business has generally not maximised possible trade links and entries into overseas markets and business intelligence as might be expected if strong post-student networks had been maintained. (In excess of 60,000 Australian graduates in Malaysia should result in many more significant joint and bilateral ventures)" (Submission No 79 P.2). Trade contacts with New Zealand graduates in overseas countries when it does occur, is largely fortuitous, rather than the consequence of nationally

planned business networking with international alumni.

Secondary and tertiary institutional spokespersons mentioned the benefits to students through "rubbing shoulders" at school with potential business and political leaders of developing countries. This is another long term benefit which will only be obtained if the contacts are perceived as positive contacts by the domestic and foreign students alike. Another benefit mentioned in this context was increased mutual understanding between people of the two cultures which was believed to facilitate any contacts made later in life.

A number of respondents noted a warm feeling towards New Zealanders in some Asian countries (Malaysia in particular) which they attributed to previous associations with New Zealanders of people in those countries. However, educators and policymakers were in no doubt the situation was a delicate one. The collapse of an education institution albeit private, the possibility of notoriety following an overseas student being criminally assaulted while in New Zealand, or perceived unfair treatment of overseas students were all considered possible serious set backs for the industry.

An area in which some more immediate trade benefits were considered possible was in linking research in New Zealand by overseas students with commercial developments in their home country which involved using products exported from New Zealand.

5.11.3 Internationalisation

All the respondents were personally involved in some international aspects of education and consequently virtually all were inclined to view the internationalisation of New Zealand and New Zealanders in a positive light.

With increasing awareness of our trade depending on Asian countries, and a worldwide trend (especially in larger cities) toward cosmopolitanism, a case could be put that resistance to this trend would be economically foolish, socially backward and politically naive. The influx of wealthy overseas people granted permanent residence (and their children into our education systems) reinforces the political will to make New Zealand a richer and more

diversified country." One respondent explained within one or two generations the descendants of these people will, given the normal course of events consider themselves "Kiwis". The expectation is New Zealanders will not be a nation which considers foreigners as peculiar New Zealanders; rather, the presence of people of other cultures will be a normal feature of society.

In keeping with the facts, and in the interests of presenting a balanced picture of reality, there are New Zealanders who would prefer to maintain their culture and way of life as it is. Another respondent described the international education of indigenous races of overseas countries as "cultural rape" and believed we should be working with people in their home countries to help them preserve their culture from annihilation in the name of progress.

Turning this argument around, and applying the principle of "charity begins at home" leaves us facing the possibility New Zealanders should abstain from internationalisation and strive to identify and protect a way of life of their own.

It is well beyond the objectives of this study to enter what could easily become a moral debate, on the extent to which New Zealand and New Zealanders should become internationalised. Many would see it as a process, the issue being the rate of its progress.

The following case study of the International Pacific College in Palmerston North is offered as an example of another country's attitude towards internationalisation.

5.11.4 Case Study 4 - International Pacific College

The International Pacific College in Palmerston North presents an approach to internationalisation and education which differs in a number of ways from the traditional state and private institutions in New Zealand.

The original idea came from Japan. President Hiroshi Ohashi of the Education Foundation Group, a Japanese foundation with interests largely in private secondary education in Japan, combined the favourable impression he had gained of New Zealand with the need he believed existed for internationalisation when he initiated the development of the College.

Although a number of colleges were initially considered for sites on the Pacific Rim, with the idea that students could mingle internationally, only the Palmerston North College has been built and there are no plans for the development of other sites at this stage. However, the college has agreements with the University of Hawaii at Hilo, Massey University in Palmerston North and Lincoln University, Christchurch. Speaking of the proposal to lease facilities at Lincoln University for some International Pacific College students and staff, Vice Chancellor of Lincoln College, Professor Bruce Ross mentioned three advantages for Lincoln University. He cited improved access to the Japanese student market, immediate access to the language laboratory, and the opportunity to access Japanese expertise in communication.

Currently the bulk of the students are Japanese but in contrast to New Zealand institutions seeking foreign students, the International Pacific College is hoping to enrol more New Zealand students in its courses. Currently thirty six students are taking night classes studying an introduction to Japanese. A small number of New Zealand students are also taking papers for the Diploma of Sport or Diploma in Japanese Studies. Dr. Noel Hanlon, Vice Principal said the college would like to have New Zealand students enrolled in the diploma courses as he believes the intermingling of cultures is mutually beneficial for the students, and the courses themselves would be of interest to New Zealand students. Unlike traditional universities teaching is done in small interactive groups, not by the lecture method.

The content of the courses has a distinct international orientation. A foundation programme of one year is offered which emphasises the development of English language to prepare students for the degree or diploma courses. A diploma may be obtained in International Studies, Information Systems, Sport, or Japanese studies. Students taking the three year degree course in International Studies may specialise in English as an International language, International Environmental Studies, International Business Studies, or International Relations. All courses taught are approved by NZQA.

The aim of the College is to produce graduates who are internationally sensitive, as well as knowledgeable about course content. The college founders believe the advent of modern technology has accentuated the push for international cultural understanding. It is

no longer possible to hide behind distance. Japanese people especially wish to be a successful part of the international community for business and cultural reasons, consequently understanding the culture as well as the language is regarded as important.

Students from the college have a variety of options. They may finish after the one year foundation course. Students who complete a diploma course may apply to transfer to the degree programme or to universities in a third country such as U.S.A. Students currently at the college would be likely to eventually seek employment in an International Japanese company, or an International Company working in Japan. Some may return to Japan to work for their family company.

Like other tertiary educational institutions in New Zealand, International Pacific College management is interested in establishing linkages with other compatible colleges and universities. Consequently arrangements with other universities in New Zealand, the Pacific Rim and possibly Europe are intended to encourage exchanges of staff, the transfer of students or to provide students with the opportunity to spend a semester or two at another institution.

The college has a full residential roll at present of 253 students. Further developments on the campus site could eventually increase the student capacity to a maximum of approximately 500-600.

5.12 FINANCIAL ADVANTAGES

New Zealand entered the market after its competitors, Figure 5.19, compiled from figures from NZEIL (the figure for 1993 is an estimate) gives an indication of the rate of growth of export earnings.

FIGURE 5.19

Foreign Exchange Earnings From Overseas Students in New Zealand

FOREX

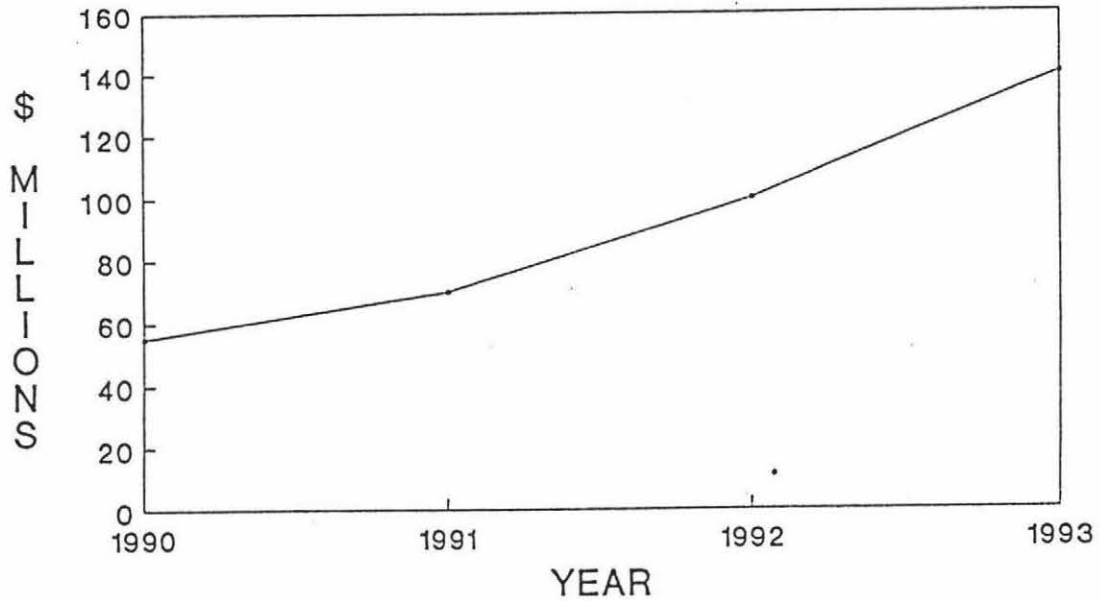
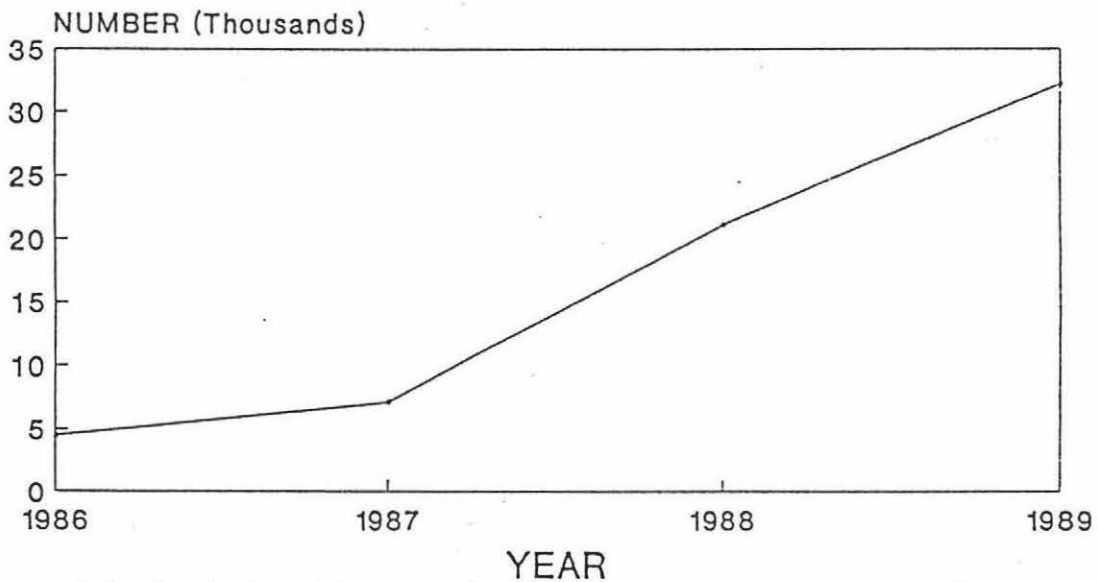


FIGURE 5.20

Numbers of Overseas Fee-paying Students in Australia

FEE-PAYING STUDENTS AUSTRALIA



(The data is from The Australian Financial Review February 18 1992).

A comparison with the Australian situation is provided by Figure 5.20 which shows the increase in numbers of fee paying overseas students in that country over the first four years of its entry into the market.

The figures 5.19 and 5.20 reflect the comments of a number of respondents. The market is a large one, and there is a demand for the type of education available in New Zealand and Australia. There are some other factors to be taken into account when looking at these returns.

The balance of foreign exchange earnings was less than the figures imply by the amount of imported goods the students consumed while they were here. It was the intention of the policy makers to reduce the estimated \$32.228 million expended in 1988 as the taxpayer subsidy to overseas students who were charged as if they were domestic students. As these students moved through the transitional phase, this intention was realised. The expenditure though appears to have been offset by the number of scholarships offered overseas. According to Ministry of Education statistics in 1989 the number of scholarships offered to overseas students in tertiary institutions was 355. In 1992 there were 626 students in tertiary institutions receiving MERT full scholarships and 885 students receiving MERT fee scholarships.

If the two times formula of student expenditure in New Zealand is applied, the overseas income brought to New Zealand for living expenses by a MERT fees scholarship students should equal the internal expenditure by the government on a MERT full scholarship. (The two times formula is a very conservative estimate. A spokesperson for the Australian Department of Education Employment and Training (DEET) reported that following a survey in that country in 1991 a 40:60 ratio had been used to calculate foreign exchange earnings. That is, students spend one and a half times their fees on other expenses whilst in Australia, which is equivalent to a three times formula).

Hence in offering overseas aid as fee scholarships the New Zealand government is able to bring foreign exchange earnings into the country. The amount may not be as much as the formula implies. Respondents in institutions said many of the fees only scholarship students

had very little money and often lived with relatives and friends to whom they paid minimal board.

While financial benefits are an immediate and measurable assessment of the sources of exporting education, in the absence of identified financial goals it is not possible to quantify the degree of success. To predict expected returns policymakers would have had to anticipate how institutions would react to the changed legislation. This would have been difficult as the intention of the majority of the legislators was not to dictate, but to allow institutions to enter the overseas market as they believed they were best suited.

Some respondents believed we are not maximising the gains we could be achieving through selling education services to overseas students. They claim some overseas students are very wealthy and could afford to pay more. Others, in general those who were involved in the recruitment of students, maintained the market, although large, was competitive, and prices in New Zealand had to compare with those of our competitors. A compromise could lie in the services offered outside the basic education. The state education sector in New Zealand, with its history of offering education as development aid to overseas students, was probably not well placed at the outset to identify and exploit the niche market of very wealthy students.

Two other factors have a bearing on this type of financial activity. There is a very strong ethic that state education institutions have a educational not a commercial function. Some respondents considered being a new industry export education would take time to move to maximise mutual benefits with other sectors.

5.13 DISTANCE EDUCATION

"I could educate my students at less expense to the university if they remained at home and used electronic media than if they came to the university and occupied expensive buildings".

(Quote from a respondent)

The committee initially set up by the Market Development Board to investigate exporting state education had a strong interest in distance learning. However "face to face" learning has far outstripped distance learning from New Zealand for overseas students.

Some respondents believed advances in media assisted learning put New Zealand with its experiences in distance learning through the Correspondence School, University Extra-Mural and Open Polytechnic in an excellent position to extend these facilities to Pacific and Asian countries. The use of recent innovations in electronic information systems was considered by some respondents to have enormous potential for distance education.

Others were more cautious, citing the costs of setting up courses and the competition from others, especially Australia and Great Britain who were well established in the market place. Other difficulties mentioned were the collegial rather than hierarchical structure of universities which made the consensus necessary for a coordinated market approach difficult, and the objection of some university teachers to having to structure their course around someone else's prepared media package.

Copyright issues were cited as a barrier to entry into the overseas market using material currently sent to its 16,000 New Zealand students by the extramural studies department at Massey University. Material which was allowed to be copied and used within New Zealand was not permitted to be used overseas.

The New Zealand Correspondence School on the other hand considered it was well placed to enter the overseas market, and set up a unit especially to develop this market. One of the problems was the possibility of its New Zealand produced material being copied and used by competitors overseas. To restrict the possibility of this and to overcome some of the difficulties associated with teaching students of another culture from a distance, students obtain their material from supervisors at a local learning centre which receives it on a "drip fee" basis from a national headquarters. There is a possibility that overseas students trained in New Zealand colleges of education will assist in some of the Correspondence School's units overseas in the future. While institutions initially offering education to students within New Zealand regard establishment of a presence in the foreign country a secondary move, the

Correspondence School regarded it as an essential part of its operation from the beginning.

Domestic student policies do not effect the Correspondence School's enrolments overseas, nor do immigration issues. The possibility of enrolling very large numbers of students (in English courses especially) is considered a reality.

5.14 MAINTAINING STANDARDS

NZEIL has produced a code of practice to which its members are required to adhere. The strength of any sanction against an institution found by NZEIL to be infringing the code would depend on the member's value of belonging to NZEIL. A number of institutions (many of them private) do not belong to NZEIL, however the inability of any New Zealand education institution to perform to the standard the students expect reflects overseas on all New Zealand education institutions.

Some institutions in early stages of becoming established in the market have been particularly financially vulnerable. According to the NZEIL Report on Language School Irregularities (1991) the prepaid fees (as required before a visa could be issued) in many cases were used as establishment capital or for improving existing facilities. While this enabled easy entry into the industry for the institutions, serious problems arose if the students did not arrive, for instance, if their visa was not approved.

The role of NZQA was to ensure the accredited institution had the resources to deliver the courses it prescribed. Private institutions did not have to belong to NZQA but membership gives them an official government seal of approval - a more important recommendation in some overseas countries than in New Zealand. China, for instance, has no private education institutions so as that concept was unknown a government seal of approval tends to be interpreted as giving the institution the same status as a state institution as we know it in New Zealand. State institutions in New Zealand being government funded and audited are unlikely to collapse financially. The collapse of accredited private institutions has put the government on the horns of a dilemma. Government reimbursement of student's fees helps repair damage to the education export industry but gives the wrong signals about

the government's responsibility regarding private schools.

Future problems relating to fee reimbursement were averted by legislation passed later in 1991 which required all institutions offering courses for overseas students of longer than 3 months (courses for which a student visa was required) to be registered with NZQA, all prepaid fees to be placed in trust accounts and NZQA was given the additional responsibility of monitoring financial practices.

Considerable responsibility still lies with the institution. The production of evidence to NZQA of the necessary resources to deliver a course (the inputs) will not automatically guarantee the quality of the output. NZQA would normally only review a course with the possibility of withdrawing accreditation if a complaint had been laid.

5.15 THE FUTURE: PROSPECTS AND PROBLEMS

5.15.1 Limits on Growth within New Zealand

As mentioned in chapter four respondents varied along a continuum of "the sky's the limit" to a "steady as it goes" approach to marketing overseas education. In spite of differences in points of view about the speed the market should develop there was commonality of opinion the eventual saturation point would depend on attitudes within the New Zealand community.

5.15.2 Future Educational Development in New Zealand

Some respondents claimed the growth areas lay in recognised demand areas like commerce and business studies, others believed New Zealand's future lay in niche markets like engineering, forestry, aspects of agriculture and horticulture, early childhood development and education technology.

A number of respondents in tertiary institutions mentioned the danger of an institution depending financially on a section of an overseas market which could "dry up". Actions of

competitors, the expansion of local university facilities (especially likely in Singapore) providing an education as cheap as coming to New Zealand, and legislative action by local government were mentioned as possible dangers to the New Zealand education industry.

5.15.3 Off Shore Developments

"New Zealand should look at what successful institutions from other countries are doing".

(Comment from a respondent)

Britain, U.S.A. and Australia have established themselves in overseas countries in various types of twinning and advanced entry degrees in which part of the course is taught overseas, through acceptance of a local institutions qualification, a franchising arrangement with a local institution, or the establishment of an arm of the country's domestic institution.

Some New Zealand tertiary institutions are moving into areas overseas where they have identified opportunities. Foreign overseas investment for the education industry, like any other industry, requires an understanding of the nature of the mutual dependency of the host country and the investing institution.

For instance, while association with a New Zealand institution may confer an advantage to the host country institution in a highly competitive market in terms of curriculum development and library resources, local institutions may have to pay for expatriate staff.

For the New Zealand institution there is the risk that not all students registered in an overseas programme will choose to complete the final part of the course in New Zealand. Registration can be expensive, standards difficult to maintain, and there is a danger arrangements with inappropriate partners will damage a reputation.

The fee differentiation between studying abroad and at home may not be great when the cost of keeping children at home is considered, although students may prefer the overseas experience.

The host country government may be concerned at competition between local and foreign education institutions, but the arrangement saves the expenditure of host country funds on overseas education and may provide some employment for local teachers and administrators. Respondents also pointed out the situation differed from one country to another, but in general the risks and returns of overseas investments were higher than for internal investments.

5.15.4 Maximising Benefits in the Future

In keeping with traditional marketing principles institutions should identify the customer, what the customer wants and the price the customer is prepared to pay. Education institutions in New Zealand have had a self image as educational not commercial institutions. In some cases this has appeared to engender an uneasiness about recruiting students for economic as well as educational reasons. Their customers don't seem to share quite that orientation. Students in this study indicated educational reasons were very low in their priority of reasons for choosing to come to New Zealand, nor did educational factors score highly as the factor they liked most about New Zealand when they got here.

In addition to identifying benefits and their value to the customer a marketing approach would include an attempt to identify and minimise factors responsible for dissatisfaction with the product (in this case, the total New Zealand experience). The idea of a student ombudsman-mooted, but dropped for lack of funds, would have been a step in this direction.

"After several years of experimentation the chosen "vehicle" for Government support (NZEIL) is still being frustrated by inter-agency power plays and inter-sectorial arguments and a lack of secure funding on which to plan its future activities".

(Quote from a respondent)

NZEIL is the only national body representing all institutions (which choose to belong to it) in the overseas market. Government funding is \$900,000 minus G.S.T. for 1993 dropping by \$300,000 each year for the next two years. Chief executive Stuart Rose, speaking to NBR (Feb 12th, 1993) claimed the whole effort was under funded and not

bringing to New Zealand as many students as would be possible if more funding was available.

The intention of government is the industry will be increasingly able to support its coordinating and facilitating body, although it's Australian counterpart, IDP, is able to access sources of government funds (indirectly) for some of it's activities. Currently institutions are paying a 2% levy on student tuition fees to NZEIL.

The disadvantage of having the body responsible for all of the coordination and development of a young industry largely dependent for funding on the goodwill of industry participants is that it's activities will, of necessity, be directed towards areas recognised by the participants as being of immediate concern.

Longer term projects which benefit the industry such as research into future market trends, or collating a national network of alumni and their interests tend not to be undertaken.

Likewise potential problems arising in the servicing of student needs when they get here are unlikely to be identified and alleviated at an early stage. Action would tend to be delayed until they reached "national disaster" proportions.

5.16 SUMMARY

A high regard for the quality of education in New Zealand has comparatively little to do with either student's reasons for choosing New Zealand or their impressions once they are here.

The single most important reason for choosing to come to New Zealand was an interest in New Zealand as a country, and the most popular features of New Zealand to students, once they arrived here, were the countryside, the people, the way of life and the cultural experiences.

Most students reported coping with the differences in teaching and learning in New Zealand (in many cases appreciating them). The one exception was the English language, which 40% of the students in the survey reported as handicapping them in their studies.

Negative responses from students related to costs, the attitude of some New Zealanders to foreigners, the quiet city life and in some instances the weather.

By contrast spokespersons for institutions believed students chose New Zealand because of the high standard of education qualifications offered and the low costs. They did not stress as much importance as the students on language difficulties and the attitude of some New Zealand students to foreigners. All of the institutional spokespersons said the institution benefited from the international perspectives generated by the presence of overseas students.

Export earnings, financial benefits to the institution and flow-on effects through community are being achieved, but it is not possible to say to what extent, as there was no consensus amongst policy makers regarding targets.

Respondents interviewed had a variety of opinions about future potential and possible problems. Some believed the present rate of growth of the industry should be cautiously maintained. These people were cautious to avoid pitfalls and believed the appropriate legislative and administrative controls would ensure the orderly development of the industry. Others believed there were many untapped resources. These respondents believed most institutions, if given the necessary autonomy would make rational economic decisions. They considered legislative and administrative controls were curbing initiative.

CHAPTER SIX

CONCLUSION

6.0 INTRODUCTION TO CHAPTER SIX

The first section of this chapter deals with aspects of the legislation and its effects on the industry. The following section covers aspects of the New Zealand experience as seen through the students' eyes. It includes discussion on the efficiency with which the providers are meeting the students' expectations and suggestions of possible beneficial changes. The final section looks at factors relating to the industry and its future.

6.1 THE LEGISLATION; ITS EFFECTS AND INTENDED BENEFITS

6.1.1 Legislation

Although New Zealand had the resources to develop an education export industry the passing of legislation empowering state institutions to enrol full fee paying overseas students was delayed. Legislators of the time were anxious to avoid the problems which had been experienced by other countries. Never-the-less some of the measures proposed were either not workable or not beneficial to the industry, for instance the domestic students first policy, the temporary change to student visa requirements in late 1991, and the restrictions (now lifted) on use of profits from overseas student fees. In addition, despite attempts to ensure standards would be maintained several institutions collapsed financially causing embarrassment to the government and damage to the industry.

Not all respondents believed problems would be averted by legislation. A number believed the prime purpose of legislation was to empower the education export industry to maximise benefits to New Zealand.

6.1.2 Financial Benefits

The financial benefits identified were increased foreign exchange earnings, income for institutions, flow on effects into retailing, servicing and tourist industries and the alleviation of the government's commitment to fund overseas students as domestic students and to target its education as aid programmes more finely.

6.1.3 Other Benefits

Other benefits were also identified based on the country's previous experience with (mainly government assisted) overseas students. They included mutual benefits with tourism, internationalisation of New Zealanders and of the teaching institutions, investment and employment opportunities and the longer term benefits of increased social relations with other countries and advantages for trade.

All of the identified benefits depended on students believing their expectations of the New Zealand experience would be met at least, if not exceeded. The influence of friends and relatives was cited by over one third of the students in this survey as their initial source of information about New Zealand and as their reason for eventually choosing New Zealand as an educational destination. Students who leave with negative feelings about New Zealand seriously damage the market for the next generation of students.

6.2 NEW ZEALAND EDUCATION: THE OVERSEAS STUDENTS' EXPERIENCE

6.2.1 New Zealand Qualifications

Students did not consider the high standard of New Zealand education qualifications a significant reason for their choosing to come here. Although New Zealand's educational reputation must have surpassed a minimal threshold for them to have come here at all, interest in New Zealand as a country was cited as their main reason for choosing to come. Respondents from institutions, however believed students' high regard for New Zealand

educational qualifications was a very significant factor in their choice. It is possible this mismatch of perceptions carries over into the marketing effort overseas.

6.2.2 Teaching and Learning

Although the students in this survey noticed a number of differences in the teaching and learning styles in New Zealand compared with their home country most adapted to the new situation over time. The one exception was English language - nearly half of the students in this survey who considered their ability in English prevented them doing as well as they would like in their studies were beyond their first year in a New Zealand teaching institution. Spokespersons from institutions did not stress as much emphasis on ability in English as a handicap for these students. It appears in some cases institutions could offer more assistance with English, and possibly, in the initial stages of students arrival into New Zealand, with orientation programmes directed at explaining the differences between New Zealand and some overseas styles of teaching and learning.

6.2.3 Students' Impressions of New Zealand as a Country

Students tended to compare situations in New Zealand with those in their home country but the countryside, the people, the way of life and the cultural experience were clearly the aspects they liked most. This suggests these factors should be included in the generic marketing of New Zealand as a destination, possibly to mutual benefit with the Tourism Board.

6.2.4 Anti-Foreigner Attitudes towards Overseas Students

The negative attitude of some New Zealanders to foreigners was one of the things students said they would most like to change. While the students believed New Zealand's isolation from different cultures prevented them acquiring a sympathetic understanding other respondents considered a negative attitude was likely to be induced if the number of 'overseas' students rose sharply and suddenly. This was independent of whether the foreign (as identified) students were fee paying, government assisted or permanent residents. Most

respondents felt the willingness of others in the institution and the local community to accept overseas students put a ceiling on the number which should be enrolled. This suggests a need to "sell" the benefits of overseas students both within the institution and through the community.

On the other hand "people" scored very highly as an aspect of New Zealand liked by students, which indicates only a minority generated the students' negative response in the questionnaire.

6.2.5 Costs

Another aspect a number of students wished to change was costs, particularly increases in costs. Amongst respondents there were mixed feelings some saying New Zealand's prices for education had to be competitive, and others that institutions were undercharging. The dilemma is that New Zealand receives both rich and not so wealthy students and has pitched the price of education to attract the same market segment as its competitors. Further study would be necessary to determine whether aspects of New Zealand education could be successfully marketed as a destination to fewer, wealthier students at a higher cost. This carries the risk of gaining an overseas reputation of education institutions deserting their educational function and following commercial motives, unless the standard of the services at least matches the student's expectations.

One alternative would be to maintain the current pricing structure for education but to offer increased services. This could involve working more closely with the tourist and entertainment industries as occurs in the private education sector.

6.2.6 Private and Government Funded Students

Differences identified between fee paying and government funded students indicated that although they tended to use different source of information and methods of application, once they arrived in New Zealand both groups of students responded in much the same way to teaching and learning differences and aspects of New Zealand as a country. The one

exception was students from Malaysia. Fee paying students from that country had a higher opinion of New Zealand's educational qualifications than government funded students.

6.3 THE INDUSTRY AND ITS FUTURE

6.3.1 Marketing

"They (institutions) must not think of overseas students as a source of money and as interesting examples of different cultures. They need to remember a satisfied customer is a return customer".

(Comment from a respondent)

The application of marketing principles to education appears to have been adapted somewhat shyly. The perception of fee paying students as customers of the institution and the need to view the product (education in New Zealand) through their (culturally different) eyes has sometimes been addressed more by implication than by application of strategic measures. The importance of suitable packaging (visa and enrolment applications, information flows) to prevent damage to the product and enhance the initial impression appears to have been overlooked at times by some of the sectors involved.

6.3.2 Funding Industry Co-ordination

Funding is a problem for the young industry. The government plans it will be self-funded by 1996 at which time many of the institutions which support it will still be in the establishment phase and wanting immediate value from dollars spent. Generic activities with benefits of a longer term nature like developing new markets, and undertaking the type of research which has longer term benefits currently tend not to be done because they lack the support of the suppliers of funds who are seeking current benefits.

6.3.3 The Future

Most respondents described the overseas student market as large and growing, and New Zealand was considered to have a good reputation in those countries where students are currently sourced. Likely developments in the future were cited as a greater sharing of resources between institutions in New Zealand (including non-education institutions), the entering into forms of share-teaching with institutions overseas and advances in distance education. The greatest threat identified was the possibility a source of students upon which an institution had become financially dependent would cease to exist.

6.4 AREAS FOR FURTHER RESEARCH

The conclusions drawn from this investigation suggest further study could provide useful information regarding the exporting of New Zealand state services. Some of the areas where further research could prove fruitful are listed below.

1. An investigation into the reasons why students choose not to come to New Zealand.
2. A similar study to this involving private English language schools.
3. The English language needs of overseas students in tertiary institutions and means by which they can be met.
4. Ways of forming, maintaining and funding national networks of alumni of ex students from overseas.
5. A comparison of the expectations of students on arrival in New Zealand and their impressions at departure.
6. An analysis, by country, of anticipated medium and longer term educational needs. Where can New Zealand fit in?

7. Identification of factors which aggravate anti-foreigner attitudes and possible ways of mitigating them.
8. An investigation into the possibility of marketing health services to patients from overseas.
9. An in-depth study of actions taken by institutions to identify and meet the needs of overseas students while they are in New Zealand.

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APPENDIX A

List of Persons Interviewed

Persons Interviewed

- Austin, Hon. Margaret. Spokesperson for Education, 1992.
- Bean, John. Admissions Officer, Kings College, Auckland.
- Brooker, Giles. Private and International Education Service, NZQA.
- Burke, Eve. Director of Overseas Students, Lynfield College, Auckland.
- Cameron, Kevin. Regional Manager (central), New Zealand Immigration Service.
- Chisholm, Alan. Director, Crown Institute of Studies.
- Chua, Charles. Overseas Student Advisor, Massey University.
- Clarke, John. Assistant Registrar, Overseas Student Unit, Auckland University.
- Cooper, Tim R.J. Academy Principal, International Academy of Languages.
- Dawson, Graeme. Manager, Security Services, Production Engineering Ltd, Marton.
- Fox, Yvonne. Head of ESOL Department, Hagley Community College, Christchurch.
- Haines, Jan. Principal, Wanganui Community College, Wanganui.
- Hanlon, Dr Noel. Vice Principal, International Pacific College, Palmerston North.
- Holmes, Sir Frank. Professor Emeritus, Victoria University.
- Horsey, Steve. Dean of Overseas Students, Wanganui Collegiate School, Wanganui.
- Interman, Bruce A. Assistant Registrar, Massey University.
- Kahn, G.I.A.R. Overseas Operations Manager, NZEIL.
- Lewis, Michelle. International Marketing Manager, CITEC Training Solutions Ltd, Trentham.
- Livingston, Kathleen. Manager, Student Services, Open Polytechnic, New Zealand.
- Loche, Professor Andrew. Psychology Department, Massey University.
- Lythe, Brian. Advisor to Overseas Students, Auckland University.
- McLennon, Professor Gregor. Sociology Department, Massey University.
- Miles, Alison. Advisory Officer, International Policy, Ministry of Education.
- Miles, Christine. Senior Immigration Officer, Immigration Services, Auckland.
- Moore, Rt Hon. Mike. Party Leader and Spokesperson for External Relations and Trade, 1992.
- Parsons, Drew. Acting Senior Master, Orewa College, Orewa.

- Patterson, Glenis. Lecturer, Management Systems, Massey University.
- Prebble, Dr Tom. Director, Centre for Extramural Studies, Massey University.
- Preddy, Dr George. Chief Advisor Tertiary Education, Ministry of Education.
- Prestwood, Christine. International Student Officer, Auckland Institute of Technology.
- Reilly, Dianne. Administrative Assistant (Enrolment), Massey University.
- Ricketts, Joan. Director, English Language School, CITEC Training Solutions Ltd, Trentham.
- Rose, Stuart. Managing Director, New Zealand Education International Ltd.
- Ross, Professor Bruce. Vice Chancellor, Lincoln University.
- Ryan, Michael. Academic Registrar, Massey University.
- Sinclair, Jim. Principal, Lynfield College, Auckland.
- Springnett, Professor Brian. Ecology Department, Massey University.
- Smith, Sadi. Deputy Principal, Mt Roskill Grammar School, Auckland.
- Smythe, Roger. Academic Registrar, Lincoln University.
- Steel, Tony. Member of Parliament, Hamilton East.
- Thompson, Deryk. Manager - Business Unit, New Zealand Correspondence School.
- Wheeler, Carole. Principal, Worldwide School of English, Auckland.
- Wildbore, A.C. Academic Registrar, Canterbury University.

Written responses to questions were obtained from:

- Shaw, Alistair. Vice President, N.Z.U.S.A.
- Goff, Hon. Phil. Previous Minister of Education, Oxford, Great Britain.
- Walter, N.D. Ambassador, New Zealand Embassy. Jakarta.

APPENDIX B

Student Questionnaire



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**FACULTY OF
BUSINESS STUDIES**

**DEPARTMENT OF
MARKETING**

Dear Student

As part of a thesis for a Masterate degree at Massey University, I am studying the experiences of overseas students in New Zealand.

As you can see from the questionnaire, I would like to find out those things you like about New Zealand, and also if you would like some things changed. Please feel free to write what you really think. I don't need to know your name, but I need to know if there are things which should be changed, as well as those things you think are good about New Zealand.

I am sending copies of this questionnaire to selected schools, polytechnics and universities which have overseas students.

I would be grateful if you would spare the time to complete the questionnaire and return it as soon as possible in the enclosed FREEPOST (no stamp needed) envelope.

Thank you for your help. All the best for your studies in New Zealand.

Yours faithfully

N. Hanna.

Nita Hanna

A SURVEY OF SOME OF THE
EXPERIENCES OF
OVERSEAS STUDENTS IN
NEW ZEALAND INSTITUTIONS

MASTERATE RESEARCH STUDY

BY

NITA HANNA

OCTOBER 1992

QUESTIONNAIRE TO STUDENTS

1. What Country are you from?

2.a. How many years have you been in New Zealand?.....years

b. 1st year 2nd year 3rd year 4th year or longer

Polytechnic
University
School

Tick the appropriate boxes

c. If you are at University or Polytechnic, what is your major subject?

.....

3. How did you first find out overseas students could study in New Zealand?

Relatives.....

Friends.....

School, or a teaching institution in your home county.....

Education Fairs.....

New Zealand Embassy.....

Newspapers.....

Other (please specify).....

4. What were your main reasons for choosing New Zealand instead of some other English speaking country to obtain your qualification?

Close to home.....

Friends here.....

Relatives here.....

Offered assistance by New Zealand Government.....

Interested in New Zealand as a country.....

New Zealand is unpolluted and politically stable.....

Other (please specify).....

5.a. How did you apply to come to New Zealand?

Directly to the teaching institution..... (Tick if appropriate)

Through an agency in your home country.....

Through the New Zealand Embassy.....

Through the New Zealand Ministry of External Relations & Trade.....

Through the Overseas Student Admission Committee (Formerly University Grants Committee).....

Other (please state)

5.b. Are your fees paid by for the New Zealand Government?

Yes	No
-----	----

Tick One

6. Did you have any problems enrolling in the course of your choice?

Yes	No
-----	----

Tick one.

If you answer is YES, what was the problem?

7. Did you have difficulty obtaining a visa to come to New Zealand?

Yes	No
-----	----

Tick one

If you answer is YES, what was the problem?

8. Apart from difficulties you might have mentioned so far, were you satisfied with the way your application was handled?

Yes	No
-----	----

Tick one.

If you answer is NO, what kind of difficulty did you experience?

9.a. Do you believe your ability in English prevents you from doing as well as you would like in your studies?

Yes	No
-----	----

Tick one.

b. Did you have any English language training in New Zealand before you started your course?

Yes	No
-----	----

Tick one.

10. What is your living arrangement?

Living in a hostel.....

(Tick where appropriate)

Living with relatives.....

Private Board.....

In a flat with others.....

Other (please specify)

11. Is the teaching in New Zealand different from what you were used to in your home country?

Yes	No
-----	----

Tick one

If your answer is YES, what are the differences you noticed.

Initially -

Presently -

12. Apart from anything you have written so are there other things teaching institutions could do for overseas students?

Yes	No
-----	----

Tick one

If you answer is YES, what would you like done?

13. What do you like about being in New Zealand? (Put a tick by those you like and a cross by those you do not)

- | | |
|--|-----|
| a. The Cities... | [] |
| b. The Climate... | [] |
| c. The People... | [] |
| d. The high regard for New Zealand qualifications... | [] |
| e. The way of life... | [] |
| f. The low cost of living... | [] |
| g. The countryside... | [] |
| h. The freedom from political strife... | [] |
| i. The cultural experience... | [] |
| j. The method of teaching... | [] |
| k. Other (please specify)... | [] |

Which do you like the most?

Use the space below if you would like to comment further on any parts of this question.

14. If there was one thing you could change about New Zealand, what would it be, and why?

APPENDIX C

Letter and questionnaire to Spokesperson for the Institution

I am a masterate student at Massey University. My subject is the exporting of New Zealand education. Part of the requirements for my thesis is to undertake an investigation.

As you will see from the enclosed questionnaires, I am especially interested in the success of the venture from the point of view of people involved in the teaching institutions.

I would be very grateful if you would fill in the attached questionnaire and distribute the other questionnaires to overseas students.

I am sending questionnaires to selected schools, polytechnics, and universities with foreign fee paying students. This will provide a useful bank of information.

I appreciate that you are extremely busy, however, I would ask you to spend 15-20 minutes completing the enclosed questionnaire. In addition, I would be grateful for any observations you would like to make based on your experience with overseas students.

I enclose a freepost (no stamp required) envelope for your convenience in returning the completed questionnaire.

Many thanks for your help.

Yours sincerely,

Nita Hanna.

QUESTIONNAIRE TO CONTACT PERSON FOR OVERSEAS STUDENTS

1. What do you think are the main reasons students choose New Zealand instead of some other English speaking country?
2. What assistance with the English language is offered to overseas students at your institution?
3. Apart from any financial benefits, what other advantages are there in having overseas students at your institution?
4. Apart from difficulties with the English language, what would you say were the main problems overseas students face?

Initially -

Continuously -

5. At student level, do you know of any problems between overseas and domestic students?

Yes	No
-----	----

If so, in what areas do they arise?

Do you know of any problems at a teaching level that arise on account of overseas students?

Yes	No
-----	----

If your answer is yes, would you please briefly elaborate.

Would you like to receive a copy of the summary of the findings of this survey? If yes, please indicate the address to which you would like it sent.

Thank you for your help.

APPENDIX D

Ministry of Education Guidelines for the Calculation of Foreign Student Fees

CALCULATION OF FOREIGN STUDENT FEES

Guidelines for Primary and Secondary Schools

1. Introduction

The purpose of these guidelines is to assist schools to ensure that the fees set meet the Government policy of avoiding any cross-subsidisation of such fees by the New Zealand taxpayer.

That policy and these guidelines are not designed to limit fees. Fee setting is a marketing decision that each school intending to attract enrolments from foreign full fee students must make for itself, but no cross-subsidisation from taxpayer funds must occur.

Each school has different characteristics and so the cost of educating students will vary from school to school. These guidelines provide a form of calculation which schools can use to assess their own costs and thus ensure that fees contemplated meet the Government policy by being no less than the cost to the New Zealand taxpayer for providing the same service for New Zealand students in each school. Thus, the minimum fee that a school could charge would be the total cost of resources that is being contributed per student to provide the same education for New Zealand students at that school.

The definition of a "foreign full fee student" for the purpose of the Government policy is covered elsewhere in the material distributed with these guidelines.

2. Cost Calculations

The attached worksheet provides a straight forward procedure for completing the total cost calculations required. The calculations should be based on the best available forecast information for the year concerned. The following notes provide further guidance on each of the elements of the worksheet calculations.

(1) Teaching and Operating Costs

These costs will be financed by:

- Salary grant entitlement
- Operating grant entitlement
- Fundraising
- Activity fees
- Any other grants (for example relieving teachers salaries reimbursed by the Ministry of Education), income, etc.

However, some of the above amounts could be put toward non-operating expenditure (i.e. capital expenditure). Thus, planned capital expenditure for the year should be deducted. The cost of capital expenditure is recognized later in these calculations as depreciation, which has the effect of spreading the net cost of capital expenditure over the future years that the expenditure helps the school meet its objectives.

Furthermore, the costs of special services which happen to be undertaken by a school but which would not be made available to a foreign full fee student should be excluded. For example, if a school runs a special programme for deaf children in addition to the normal classroom programme, and this programme was not offered to prospective foreign students then the extra costs of this programme should be excluded. Schools should ensure that any costs deducted under this heading are defensible because adherence to Government policy will be reviewed periodically.

All amounts in this section should be calculated excluding GST.

(2) Depreciation on Schools Assets (Plant and Equipment)

As noted above, depreciation is the spreading of the net cost of capital expenditure over the future years to which that expenditure will help the school to meet its objectives.

Depreciation on assets owned by the school should be estimated based on the school's plant and equipment asset register and accounting system, taking into account planned capital expenditure during the ensuing year.

(3) Net Cost to School

The sum of the school's cash expenditure on operations and depreciation gives the full cost to the school of providing its services.

(4) Cost per Student

The total education cost at a school divided by the number of New Zealand students (i.e. excluding foreign full fee students) gives the cost per student. The roll projection estimate used for this calculation should be consistent with that used in the grant calculations and will therefore include 'grandparented' students during the transitional phase.

(5) Depreciation on Ministry Assets (Buildings) and Cost of Capital

As well as providing the specific cash resources to the school accounted for above, the taxpayer is also funding the land and buildings provided through the Ministry of Education. This also must be taken into account to avoid any cross-subsidisation. This includes the depreciation and cost of capital (opportunity cost) to the Ministry in owning the school land and buildings. On a per student basis, this amounts to:

<u>Primary:</u>	\$	<u>Secondary:</u>	\$
Depreciation	100	Depreciation	155
Cost of Capital	525	Cost of capital	1,085
	\$625		\$1,240

In most circumstances this component of the fee is payable to the Ministry of Education. (Refer to the annex to these guidelines for details).

(6) Special Provisions

Enrolling foreign full fee students will result in some costs outside the education sector being directly incurred which the taxpayer will also be funding. These include the services provided at no extra charge by other state agencies, such as enrolment in the school dental clinic programme of the Department of Health. For the purpose of these calculations only, this provision in relation to other state agencies can be assumed to amount to \$100 per student for 1990.

The costs of extra materials, services and assistance provided specially for foreign full fee students, or relating particularly to the programme they would enrol in and not applicable to the school as a whole, should be added on in this section as well. This includes the amount of any activity fee that would be charged directly to New Zealand students undertaking the same programme.

(7) Minimum Price per Student Before GST

The result arrived at in this section is the total minimum price before GST that the school could charge and still meet government policy.

(8) GST

GST is currently 12.5%.

(9) Total Minimum Price per Student

This end result is the total minimum price that a school could charge foreign full fee students so as to avoid any cross-subsidisation by the New Zealand taxpayer.

Note that even at this price the school itself could be expected to profit because the school may be able to take advantage of economies of scale if the extra resources required by the school to educate one extra student are less than the average amount of taxpayer funding per New Zealand student at the school. However, the fee charged must be no less than the average cost so as to avoid any overall cross-subsidisation by the New Zealand taxpayer.

PRIMARY AND SECONDARY SCHOOL
FOREIGN STUDENT FEES

Depreciation on Buildings and
Cost of Capital

State Schools: Ministry of External Relations and Trade
(MERT) Students

Depreciation on Buildings

The new Ministry of Education will manage a centralised capital works programme for primary and secondary schools. If MERT paid schools on a per pupil basis for the capital works (depreciation) component of the fees it is extremely doubtful whether in most cases the capital works sums could be utilised effectively. Accommodation has already been provided through the building programme based on rolls including present numbers of foreign students.

Schools will not therefore retain the buildings depreciation component of fees charged to MERT. In practical terms MERT would pay this sum direct to the Ministry and by doing so the present works programme would remain intact. (At this stage detailed procedures have yet to be determined in consultation with MERT and further advice will follow).

Cost of Capital

This component of the fee is also payable to the Ministry of Education because the Crown has the equity in the school land and buildings.

State Schools: Full-Fee Students

Depreciation on Buildings and Cost of Capital

- (a) Where other than existing accommodation is used (not rented accommodation) both components of the fee are to be retained by the institution;
- (b) Where surplus capacity in existing accommodation is used, then strictly speaking, the capital components of the fee belong to the Ministry of Education because the Crown

provided the accommodation initially. However, as an incentive to attract full-fee students, schools can retain the depreciation component of the fee which is \$100 per student and \$155 per student for primary and secondary schools respectively. The cost of capital is payable to the Ministry of Education.

Integrated Schools: MERT and Full-Fee Students

Depreciation on Buildings and Cost of Capital

Because proprietors of integrated schools own the buildings and the School Buildings Programme does not include provision for capital works at integrated schools, these components of the fee should be retained by the institution.

Private Schools: MERT & Full-Fee Students

Private schools should retain the total fee as is the case now.

FOREIGN FULL FEE STUDENTS
MINIMUM FEE CALCULATION WORKSHEET - 1990

(1) Teaching and Operating Costs

Financed from:

Salary Grant Entitlement	\$.....
plus Operating Grant Entitlement	\$.....
plus Fundraising	\$.....
plus Activity Fees	\$.....
plus Other grants, income, etc	<u>\$.....</u>
less Capital expenditure planned	\$.....
less Special Costs	<u>\$.....</u>
Net Teaching and operating expenditure	\$.....

(2) Depreciation - On assets owned by School \$.....

(3) Net Cost to School (1) + (2) = \$.....

Now on a per student basis:

(4) (3) divided by projected roll (NZ students) of \$.....

(5) Depreciation on Ministry Buildings and Cost of Capital \$.....

(6) Special Provisions \$.....

(7) Minimum Price per Student Before GST (5) + (6) = \$.....

(8) GST (7) x 12.5% = \$.....

(9) TOTAL MINIMUM PRICE PER STUDENT (7) + (8) = \$.....

Note: This worksheet should be completed following the cost calculation notes provided.

ANNEX 2

GUIDELINES FOR SATISFACTORY PROGRESS IN SCHOOLS

1 As with New Zealand students, foreign students may take courses at different senior levels, bearing in mind that a student must take a minimum of three subjects at a particular level in order to be designated at that level.

2 Foreign students may spend no more than two years at a particular level. Those entering below form six may spend no more than four years in forms 5, 6 and 7. Those entering at form six may spend no more than three years in forms 6 and 7.

3 In considering the promotion of overseas students, principals are asked to have regard to the above and to the minimum requirements for entrance by foreign students to polytechnics and universities.

APPENDIX E

Foreign Students : Visa / Permit Requirements (1992)

FOREIGN STUDENTS: VISA/PERMIT REQUIREMENTS

SUMMARY

Below is a summary of the requirements for foreign students applying to study in New Zealand.

General requirements

Applicants for student visas or student permits must produce the following documents:

- A completed and signed Application for Student Visa or Permit form
- the application fee (except where exempt)
- one passport photograph
- an offer of a place at an educational institution in New Zealand, containing the required information
- evidence of payment of course fees OR evidence of exemption from course fee,
- a guarantee of accommodation
- evidence of the availability of sufficient funds for maintenance and repatriation during the student's stay in New Zealand (see sections below)

Students are no longer required to produce evidence of payment of course fees before their applications are approved in principle.

Maintenance Requirements:

The maintenance requirement can be met by the students by submitting one of the following documents:

- a a notice of the award of a full scholarship; or
- b a letter or certificate from a New Zealand trading bank confirming that funds of the amount required for ordinary visitors (NZ\$1,000 per month of intended stay) are available to the student in New Zealand ; or

- c a letter from the educational institution the student is to attend confirming that accommodation and other living expenses are included as part of a pre-paid package; or
- d a sponsorship financial undertaking (NZIS 260), guaranteeing the student's maintenance while in New Zealand.

For students not from Iran or the People's Republic of China the sponsor can be anyone from any country.

If the student is from Iran or the People's Republic of China (PRC) (long-term students accepted only) the sponsor can either be in their home country (i.e. either Iran or PRC) or in New Zealand (not in a third country). If the sponsor is in New Zealand they must be a close family relative (i.e. a parent, sibling, aunt, uncle, or grandparent). The sponsorship form also needs to be certified by a bank in New Zealand.

Repatriation

Short-term students (less than 36 weeks study)

Short-term students must produce evidence of:

- an open-ended return air ticket; or
- sufficient funds to purchase one.

Long-term students (36 weeks of study or more)

Long-term students must produce evidence of:

- (a return air ticket) or sufficient funds to purchase a return air ticket; or
- have repatriation guaranteed through sponsorship (NZIS 260)

Long-term students

If the student's course is longer than 24 months they must also produce:

- a New Zealand Immigration Service medical and chest x-ray clearance;
- students under 17 years of age: 2 character references;
- students 17 years of age and over: any character clearance normally required

b their scholarships must have been renewed for the period requested.

In both cases:

Students must meet the same requirements necessary to be eligible for a first student visa or permit.

If the student will now be in the country for more than 24 months they will need to meet character and medical requirements.

26 March 1992

APPENDIX F

Ministry of Education Guidelines to Foreign Students (1992).

NEW ZEALAND

A GUIDE FOR FOREIGN STUDENTS

APPLYING FOR ENTRY INTO NEW ZEALAND SCHOOLS,
POLYTECHNICS, COLLEGES OF EDUCATION AND PRIVATE
TRAINING ESTABLISHMENTS (TERTIARY) ON A FULL
FEE BASIS

1992

MINISTRY OF EDUCATION



Te Tāhuhu o te Mātauranga



NEW ZEALAND

A GUIDE FOR FOREIGN STUDENTS

1992

Ministry of Education
Wellington

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1 Introduction

1.1 General

This guide is written for foreign students who are wanting to study in New Zealand Schools, polytechnics, colleges of education (teachers' colleges) and private training establishments on a full-fee basis. It gives information on requirements for studying in New Zealand and it explains how applications can be made. This guide applies only to full-fee students, not students on New Zealand Ministry of External Relations and Trade scholarships.

1.2 Definitions and Explanations

1.2.1 Full-fee Students

The term "full-fee student" refers to students who are meeting full tuition costs themselves or from funds provided to them by a sponsor other than the New Zealand Ministry of External Relations and Trade.

1.2.2 Scholarships Awarded by the New Zealand Ministry of External Relations and Trade

Foreign students who are awarded a scholarship by the New Zealand Ministry of External Relations and Trade may also enter New Zealand schools, polytechnics or colleges of education. Awards of such scholarships are made primarily to students from the South Pacific. Awards to students from other developing countries will be made within a framework determined annually by the New Zealand Government. Arrangements for these students are made by the New Zealand Government office in these countries in co-operation with the government agency responsible for foreign development assistance. If you want to find out more about your eligibility for New Zealand Ministry of External Relations and Trade scholarships you should make initial inquiries from the New Zealand Government office in your own country.

1.2.3 New Zealand Government Offices Overseas

The term "New Zealand Government office overseas" refers to the office that acts as the overseas representative for the New Zealand Government. It is the New Zealand Government that sets policies relating to the admission of foreign students. The New Zealand Government office overseas - usually known as the New Zealand High Commission, New Zealand Embassy or New Zealand Consulate - has information on available courses and holds application forms. It issues student visas.

The New Zealand Government offices overseas also have prospectuses of polytechnics colleges of education and secondary schools. New Zealand Education International Ltd's Directory is also available for your reference.

1.2.4 Schools

The term "school" includes all categories of state, integrated and private primary and secondary schools for students from the age of 5 years. Most of the secondary schools (for students aged 13-17 years) are state (public) schools established and funded by the Government through the Ministry of Education.

There is a small number of private schools, nearly all of which are run by various Christian denominations. A number of these private schools have become integrated with the state system. These schools receive Government assistance but they have kept their special philosophical or religious features (e.g., Catholic Schools teach Catholic doctrine). The curricula and educational standards of the state and private schools are similar and all prepare students for the same national qualifications and certificates.

For 1992 the primary school academic year will be as follows:

- Term 1: Monday 3 February to Friday 8 May
- Term 2: Monday 25 May or Tuesday 26 May to Friday 3 July
Monday 13 July to Friday 28 August
- Term 3: Monday 14 September or Tuesday 15 September to around
18 December (closing day may vary in different districts)

The secondary school academic year will be as follows:

- Term 1: Monday 3 or Tuesday 4 February to Friday 8 May
- Term 2: Monday 25 or Tuesday 26 May to Friday 21 August
- Term 3: Monday 14 or Tuesday 16 September to around 11 December
(closing day could vary in different districts)

OR

- Term 1: Monday 3 or Tuesday 4 February to Friday 8 May
- Term 2: Tuesday 2 June to Friday 21 August
- Term 3: Monday 7 or Tuesday 8 September to such a day in December
where the school has been open 380 half days.

Dates for mid-term break are the decision of the individual secondary school.

1.2.5 Polytechnics

Polytechnics provide post-compulsory (tertiary) education including English language for foreign students. There are twenty-five polytechnics. They provide vocational education ranging from pre-apprenticeship training to diploma level courses. They all offer courses to foreign students. Most full year courses begin in late January or early February and usually finish mid-November. Short courses may begin at different times during the year.

1.2.6 Colleges of Education

Colleges of Education provide post-compulsory education mainly for the training of teachers but also for some other occupational groups, e.g. social workers. Teacher training is organised into three categories: early-childhood teacher training, primary teacher training, and secondary teacher training. All colleges offer pre-service (pre-employment) courses as well as specialised courses for trained teachers, e.g. special education/bilingual education. All colleges of education may offer courses for foreign students. Most courses begin in late January or early February and usually finish in early December.

1.2.7 Distance Education

It is possible for foreign students to enrol on a full-fee basis at the New Zealand Correspondence School, The Open Polytechnic of New Zealand and other institutions offering distance education courses, while not living in New Zealand. Students in the Cook Islands, Niue and Tokelau who are New Zealand citizens are entitled to enrolment as domestic students if their application is supported by the director of education in their country. The conditions and procedures for enrolment outlined in this guide do not apply to distance education institutions. Details are available direct from the New Zealand Correspondence School, Private Bag, Wellington, and The Open Polytechnic of New Zealand, Private Bag, Lower Hutt.

1.2.8 Private Training Establishments (Tertiary)

Most private training establishments (tertiary) in New Zealand offer courses for foreign students. The majority of these colleges specialise in short-term English language courses, though courses are also offered in business, hairdressing, aviation, art and crafts, bible study and health.

Foreign students wishing to study at private training establishments may enrol only in those which are registered with the New Zealand Qualifications Authority (NZQA), unless the course concerned is of less than three months duration. The course must be one which has been approved by NZQA and the training establishment must be accredited by NZQA to provide the course.

2 Basic Information

2.1 Countries from Which Students May Be Accepted on a Full-fee Basis

Foreign students may be accepted from any country on a full-fee basis. Please note: Australian citizens, permanent residents of Australia and students from the Cook Islands, Tokelau or Niue who are New Zealand citizens are eligible for enrolment in educational institutions under the same conditions as New Zealand students. But see 1.2.7 regarding distance education courses.

2.2 Academic Entrance Requirements

Although you may be accepted before arrival in New Zealand for a particular school and level, the school principal may adjust your programme to meet your needs following assessment after your arrival.

Academic entrance requirements will be specified by individual institutions.

2.3 Fees

Fees are determined by the individual institution concerned. One year's fees (or the total fee for courses of less than one year) must be paid before a visa will be issued or a permit extended if a further course is to be undertaken for students studying at tertiary level. In respect of schools, however, only one

term's fees will be required for a one year student permit. Fees must be paid in internationally acceptable, convertible currency.

Annual school fees (but not fees charged by tertiary institutions) may be paid in instalments if this is acceptable to the institution concerned. However, a student may not continue to be enrolled if payments are in arrears. Any instalment must cover the full costs up to the period when the next instalment is payable. If there are 'start up' costs to be covered, they must be included in the first instalment.

A Board may refund fees to a student who withdraws from a course. The refund must not exceed the difference between the total amount paid and the cost of the course up to the time of withdrawal.

Private Training establishments (Tertiary) will provide every prospective student with a written statement of the total course costs and other financial commitments associated with each course of study or training before accepting that student's enrolment.

Students enrolled for courses of study or training at a private training establishment may withdraw from it at any time within seven days after the day of enrolment. Students who withdraw as a whole from an establishment within seven days are to be refunded fees that exceed \$500 or 10% of total course costs, whichever is the less.

3 Information Related to Places in Courses

3.1 Places

There are many and varied courses available in all institutions. In some instances places may be limited.

Information on courses and places available may be obtained from New Zealand Government offices overseas, New Zealand Education International Ltd, Box 10-500, Wellington, New Zealand or write directly to the institutions concerned.

3.2 Accommodation

A written guarantee of accommodation is required before a student visa can be granted (see also 4.4). Institutions which offer places may be able to arrange residential accommodation for students who are not staying with relatives or friends. However, you may wish to arrange accommodation for yourself. You should indicate whether or not you want assistance in finding accommodation when you apply.

3.3 Special Assistance

Institutions are aware that overseas students may have special needs (e.g. English language training). Any provision for such special needs will be charged to full-fee students.

3.4 Advancement to University, Polytechnic or College of Education Courses

The offer of a school place does not mean that you will be guaranteed an entitlement to enrol subsequently at a university, a polytechnic, or a college of education. You must satisfy the academic qualifications required for admission to tertiary institutions. Also, priority will be given in tertiary institutions to New Zealand students and foreign students who hold Ministry of External Relations and Trade scholarships. It is possible, however, that some tertiary institutions may be able to guarantee places, provided academic entry requirements are met.

3.5 Course Related Employment

Before a certificate can be awarded for some courses for example New Zealand Certificate course or Advanced Vocational Awards you must do three years' work experience related to your course work. The polytechnic will try to help you find suitable employment. There is some flexibility on how this employment may be obtained, e.g., the possibility of suitable work post-education or the possibility of its being done in your own home country (under qualified supervision).

If suitable work experience has not been arranged by the beginning of your stage 4 year study can still be undertaken. The required work experience must then be completed after study before a New Zealand Certificate can be awarded. You should inform The New Zealand Qualifications Authority (NZQA) of your arrangements.

You will need to obtain permission from the nearest office of the New Zealand Immigration Service of the Department of Labour to undertake work experience in New Zealand (see addresses of New Zealand Immigration Service offices in Appendix 1).

3.6 Special Requirements

Individual courses may have special requirements which will be notified by institutions to students upon application.

4 Procedures for Making an Application

4.1 Students Applying From Overseas

If you are wanting to study as a full-fee student at an educational institution in New Zealand you should consult the New Zealand Government office accredited to your country about available courses. You should also complete the application form included as Appendix 3 of this booklet. Applications should be made either direct to educational institutions through an agent or by contacting New Zealand Education International Ltd, Box 10-500, Wellington, New Zealand. You will be sent a completed Offer of Place form if an institution is able to offer a place. Closing dates for applications to polytechnics and colleges of education are available from prospectuses held at New Zealand

Government Offices overseas. The application form must also be accompanied by all the documentation that is requested on the form, e.g., certified copies of examination results.

4.2 Students Applying from a New Zealand Secondary School for Entry to a Tertiary Institution

If you are applying for admission to a tertiary institution as a full-fee student and you are already attending a New Zealand school, you should apply direct to the institution of your choice. Application forms for universities, polytechnics, and colleges of education should be obtained from the institutions concerned.

4.3 Once You Have Been Offered a Place

All applicants must accept an offer by the date specified on the Offer of Place form. Acceptances must be accompanied by payment of the first year's fees (in the case of school students fees may be paid in instalments - see 2.3 and 5.1 and, for courses of less than one year, the total fee). However an offer of a place does not necessarily guarantee the issuing of a student visa.

4.4 Foreign Students Living Overseas

If you are not already in New Zealand and you are applying to enter New Zealand to study, you must complete the immigration requirements for the issue of a student visa. You will be advised of the requirements by the New Zealand Government Office (the visa issuing officer) in your country. These requirements will normally include the following:

- a) Your passport or certificate of identity (note that your passport must be one which will not expire during your course of study).
- b) An 'Application for Student Visa' form, with a passport-size photograph. You will be required to pay a non-refundable student visa application fee.
- c) A completed Offer of Place form, which certifies you have been accepted by an institution in New Zealand to undertake a course of study. The Offer of Place form will be completed by the institution at which you wish to study and sent to you.
- d) Receipt for payment of fees.
- e) Guaranteed residential accommodation - a written assurance from an educational institution or other person that suitable accommodation is available to you in New Zealand.
- f) A completed financial undertaking (on immigration form 'Sponsoring a Student') which guarantees funds are available for your maintenance throughout your stay, and return travel to your home country. The amount which must be certified as being available for transfer to New Zealand for maintenance is NZ\$7,000 per annum. This amount is to be

considered a minimum amount for a year's living expenses. Please note that forms will differ in some countries. The New Zealand Government office in your country will give you the appropriate form to complete.

- g) Completion of medical certificates if entering New Zealand for more than 24 months.
- h) Two character references if under 17 years of age or a local police clearance, if 17 or over (you will be advised of the procedure for obtaining these by the New Zealand Government office), if entering for more than 24 months.

All these documents are essential before a student visa is issued. When the New Zealand Government office overseas is satisfied that your application is complete and in order you will be issued a student visa. (For further details see 5.1).

4.5 For Courses of Less Than Three Months

If your course of study is less than three months, a visitor's visa is sufficient.

4.6 Persons Without Student Visas

If you are in New Zealand or entering New Zealand on a visitor's visa, or under a visa abolition agreement, or as the dependant of a visitor for a short time you may be admitted to a primary or secondary school without charge for a period of up to 28 consecutive days at the discretion of the principal and beyond 28 days with the approval of the Secretary of Education.

If you are entering New Zealand on a visitors visa or under a visa abolition agreement, or as the dependant of a visitor and wish to enrol in a course of tertiary study lasting three months or more you must obtain a student permit showing you may enrol for a particular course at a specified institution. A completed Offer of Place form from the institution will be required for this purpose. You may however, enrol in one course of tertiary study lasting less than three months without obtaining a student permit if that is the *only* course of study you intend to do.

4.7 Procedures for Entry into New Zealand of Dependants

Your dependants, who may include a spouse, de facto spouse, fiancé(e), and children, may accompany you to New Zealand or may join you later. They must apply for and meet the normal requirements for the type of visa requested, that is, visitor, work, or student. School aged dependents will be required to pay full fees for enrolment in primary and secondary courses of study.

5 Further Information

5.1 Visas/Permits

Information about student visas may be obtained from your local New Zealand Government office overseas. Information about student permits is available from Immigration Officers at the nearest office of the New Zealand Immigration Service - see Appendix 1.

The New Zealand Immigration Service will issue a visa or permit to a school student for one year on the basis of one term's fees. However, if an instalment of fees is for less than one term, a visa or permit will be issued only for the period covered by the instalment. A permit renewal fee is payable.

5.2 Transfers

If you wish to transfer to another course or institution, you must obtain a variation to your student permit, specifying the course and institution and, if appropriate, the extended validity of the permit.

5.3 Health Benefits

As a full-fee foreign student you are eligible for health benefits if your course of study is of two or more years' duration. You are advised to obtain medical insurance for a shorter period of study. Information on medical insurance will be available from New Zealand Government offices overseas.

MEDICAL INSURANCE

Due to changes to Health Benefits Policy from 1 February 1992 it is strongly recommended that all foreign students obtain medical insurance cover for their time in New Zealand.

5.4 Income Support

You will not be eligible for income support assistance. A condition of your student visa is that you will be able to meet the full costs of education, accommodation and other living costs.

5.5 Accident Compensation

You will be eligible for accident compensation on the same basis as resident New Zealand citizens. This will include earning-related compensation if you are working.

5.6 Student Allowances

Foreign students will not be entitled to allowances under the Student Allowances Regulations 1988. Australian citizens or those who have been granted the right to reside permanently in Australia, and who intend to reside permanently in New Zealand will be entitled to allowances provided they make a statutory declaration of that intention. Students from the Cook Islands, Tokelau and Niue who are New Zealand citizens will be entitled to allowances provided they are not receiving a stipend from the Ministry of External Relations and Trade.

5.7 Holiday Employment

You need to apply for special permission from the nearest district office of the Department of Labour before you commence holiday employment. You may work only during the long summer holidays and only if you are taking a full time course of more than 12 months duration.

5.8 Course-Related Employment: Polytechnics

(see 3.5)

The Labour Department will grant approval for you to work during the year if it is work experience related to course requirements. They may also give you permission to remain in New Zealand and work for up to two years in employment related to your course if it has not been possible to gain work experience during your studies and if this work experience is a condition of being awarded a certificate.

5.9 Application for Spouses of Students to Work

If your spouse wishes to work while you are in New Zealand an application must be made through an office of the New Zealand Immigration Service - see Appendix 1.

Decisions on applications will depend on whether there are any unemployed New Zealand residents who can do the job which has been offered. For this reason, no definite assurance can be given whether an application would be successful.

Appendix 1

Addresses of Immigration Service Offices

Northern Region (Auckland)

Wellesley St
Auckland
Northern Regional Office
NZ Immigration Service of
the Department of Labour
15 College Hill
Ponsonby
Auckland
ph (09) 776855
fax (09) 366 4466

Manukau
PO Box 76208
Manukau
Manukau Branch
Manukau City Centre
NZ Immigration Service of
the Department of Labour
Leyton House
Leyton Way
Wiri
ph (09) 621 784
fax (09) 621 863

Hamilton
Private Bag
Hamilton
Hamilton Branch
NZ Immigration Service of
the Department of Labour
Government Life Building
Ward Street
Hamilton
ph (071) 383 566
fax (071) 80 059

Palmerston North
PO Box 948
Palmerston North
Palmerston North Branch
NZ Immigration Service of
the Department of Labour
Manawatu House
Corner Cuba Street &
Andrew Young Street
Palmerston North
ph (06) 359 1956
fax (06) 3569 010

Central Region
(Wellington)
PO Box 27149
Upper Willis St
Wellington
Central Regional Office
NZ Immigration Service of
the Department of Labour
Ballantrae House
192 Willis Street
Wellington
ph (04) 847 929
fax (04) 848 243

Southern Region
(Christchurch)
Box 22-111
Christchurch
Southern Regional Office
NZ Immigration Service of
the Department of Labour
Carter House
81 Lichfield Street
Christchurch
ph (03) 652 520
fax (03) 653 530

Dunedin
PO Box 55 Private Bag
Dunedin
Dunedin Branch
NZ Immigration Service of
the Department of Labour
John Wickliffe House
265 Princes Street
Dunedin
ph (03) 4770 820
fax (03) 4776 820

General Manager's
Office
PO Box 4130
Wellington
General Manager's
Office
NZ Immigration Service of
the Department of Labour
Terrace Chambers
120-124 The Terrace
Wellington
ph (04) 739 100
fax (04) 712 118

Appendix 2

Addresses of Ministry of Education Offices

NORTHLAND

Walton Plaza
Walton St
Private Bag
WHANGAREI

Phone: (089) 482 730
Fax: (089) 480 873

AUCKLAND

6-10 Nugent St
Private Box
Newmarket
AUCKLAND

Phone: (09) 777 655
Fax: (09) 3023 019

WAIKATO

Cnr Grey & Bridge Streets
Private Bag 3011
HAMILTON

Phone: (071) 383 705
Fax: (071) 383 710

BAY OF PLENTY

Cnr Biak & Giltrap Strs
P O Box 1749
ROTORUA

Phone: (073) 481 322
Fax: (073) 481 342

CENTRAL WEST

Central West District
116 Victoria Avenue
Private Bag
WANGANUI

Phone: (0634) 55 707
Fax: (0634) 55 817

CENTRAL EAST

3rd Floor
Housing Corp Building
Cnr Station & Hastings Sts
P O Box 147
NAPIER

Phone: (06) 8359 671
Fax: (06) 8352 489

CENTRAL SOUTH

2nd Floor
65 Waterloo Rd
LOWER HUTT

Phone: (04) 499 0671
Fax: (04) 499 0674

MARLBOROUGH/NELSON/WESTLAND

Post Office Building
Cnr Halifax & Trafalgar Sts
P O Box 843
NELSON

Phone: (054) 68 474
Fax: (054) 68 024

CANTERBURY

123 Victoria Street
Private Box 2522
CHRISTCHURCH

Phone: (03) 657 386
Fax: (03) 641 631

OTAGO

John Wickliffe House
P O Box 1225
DUNEDIN

Phone: (03) 4740 152
Fax: (03) 4790 250

SOUTHLAND

78 Doon Street
INVERCARGILL

Phone: (03) 2182 466
Fax: (03) 2182 420

Appendix 3

POLYTECHNIC ADDRESSES

Northland Polytechnic Private Bag Whangarei	Ph (089) 489-659
Auckland Institute of Technology Private Bag Auckland 1	Ph (09) 773-570
Carrington Polytechnic Private Bag Mt Albert Auckland 3	Ph (09) 894-180
Manukau Polytechnic Box 61066 Otara Auckland	Ph (09) 274-6009
Waikato Polytechnic Private Bag Hamilton	Ph (071) 348-888
Bay of Plenty Polytechnic Private Bag TG 12001 Tauranga	Ph (075) 440-920
Waiairiki Polytechnic Private Bag Rotorua	Ph (073) 468-999
Taranaki Polytechnic Private Bag New Plymouth	Ph (067) 88-059
Wanganui Regional Community College Private Bag Wanganui	Ph (06) 3450-997
Manawatu Polytechnic Private Bag Palmerston North	Ph (063) 67-104
Tairāwhiti Polytechnic Box 640 Gisborne	Ph (06) 8688-068
Hawkes Bay Polytechnic Gloucester Street Taradale Napier	Ph (06) 8448-710

Central Institute of Technology Private Bag Trentham Camp PO Upper Hutt	Ph (04) 277-089
Hutt Valley Polytechnic Private Bag Petone	Ph (04) 683-419
Open Polytechnic of New Zealand Private Bag Waiwhetu Lower Hutt	Ph (04) 666-189
Wellington Polytechnic Private Box 756 Wellington	Ph (04) 850-559
Whitireia Community Polytechnic Private Bag Porirua	Ph (04) 378-047
Wairarapa Community Polytechnic Box 698 Masterton	Ph (059) 85-029
Nelson Polytechnic Private Bag Nelson	Ph (054) 69-175
West Coast Community Polytechnic Private Bag Greymouth	Ph (03) 7680-411
Christchurch Polytechnic Box 22-095 Ilam Christchurch	Ph (03) 798-150
Aoraki Polytechnic Private Bag Timaru	Ph (03) 6848-240
Telford Rural Polytechnic Private Bag Balclutha	Ph (03) 4181-550
Otago Polytechnic Private Bag Dunedin	Ph (03) 4773-014
Southland Polytechnic Private Bag Invercargill	Ph (03) 2187-246

COLLEGE OF EDUCATION ADDRESSES

Auckland College of Education
Private Bag
Symonds Street
Auckland

Ph (09) 687-009 (Primary)
Ph (09) 686-179 (Secondary)

Hamilton Teachers College
Private Bag
Hamilton

Ph (071) 62-859

Palmerston North College of Education
Private Bag
Palmerston North

Ph (063) 79-104

Wellington College of Education
Box 17-310
Wellington

Ph (04) 768-699

Christchurch College of Education
Box 31-065
Christchurch

Ph (03) 3482-059

Dunedin College of Education
Private Bag
Dunedin

Ph (03) 4772-289

A Directory of Primary, Secondary and Tertiary Institutions is available, at a cost of \$20.00 plus GST, from:

Data Management Section
Ministry of Education
Private Box 1666
Wellington
New Zealand

Appendix 4

INITIAL APPLICATION FORM FOR A PLACE AT A NEW ZEALAND SCHOOL, POLYTECHNIC OR COLLEGE OF EDUCATION

THE PRINCIPAL

(Name of Institution)

(Address)
NEW ZEALAND

Dear Sir/Madam

I would like to study in New Zealand and should be grateful if you could:

- a allot me a place at your institution for _____
(state year and form or programme in which you wish to study)
- b advise whether you are able to arrange hostel accommodation, private board, or a place in a student flat
(indicate preference or delete if making your own arrangements for accommodation).
- My personal details are as follows:

Name: _____
(Family name) (Personal names)

Address: _____

Telephone number: _____

Subjects being studied this year (indicate
which subjects are taught in English):

Date of birth: _____

Sex: _____

Citizenship: _____

Present school and class: _____

I have made arrangements for accommodation
with the following host (state if no accommo-
dation arranged).

Previous Schools attended: _____

I would like to study the following subjects at your
institution (for secondary school students only)

First Language: _____

Number of years studying English: _____

When I leave secondary school I intend to study
further for (state the qualifications aimed at, e.g.
Bachelor of Arts):

Examination results (attach certified copies
of certificates for any public English tests
attempted and ALL public and school exam-
inations taken in the two previous years):

ability, competence in English and ability to adjust
to a new environment).

(Applicant's signature) _____

(Date) _____

APPENDIX G

Letter to Departments of Teaching Institutions Likely to Have Students
Engaged in Studies Relating to Overseas Students in New Zealand

"Ballynahinch",
Wanganui Road,
MARTON.

4 May 1992.

I am a student at Massey University writing a mastorate thesis on exporting New Zealand education.

I am reviewing the initiatives that allowed institutions to enrol foreign fee paying students and surveying the current situation in secondary and tertiary institutions to investigate policy implementation. Hopefully I will be able to develop some constructive suggestions.

I would like to know if anyone in your department has published any material relating to this topic. As the topic is a relatively new area, publications are likely to be in the librarys' interloan 'pipeline', hence my personal request.

As well, I would be very interested to know if any other work is in process regarding foreign fee paying students.

Yours sincerely,

Nita Hanna.

APPENDIX H

NZEIL : Strategies and Generic Promotion Programme Calender (1993)

NZEIL STRATEGIES

OBJECTIVES	STRATEGIES	HOW	OUTCOMES
HARMONISED GOVERNMENT POLICIES	COORDINATE & CHANGE	<ul style="list-style-type: none"> ▪ Industry Inputs ▪ Representations at Officials/Political Levels 	<ul style="list-style-type: none"> ▪ Providers Incented to Take Students ▪ Synergy Between Sectors
DEVELOP INDUSTRY CAPABILITY	DEVELOP PACKAGE PRICE & MANAGE OFFERINGS	<ul style="list-style-type: none"> ▪ Business Plans ▪ Task Checklists ▪ Workshops/Seminars ▪ Inward/Outward Missions 	<ul style="list-style-type: none"> ▪ Capacity in Demand Areas ▪ Able to Attract Students ▪ Successfully Deliver Quality Offerings
DEVELOP MARKETING CAPABILITY	TIGHTLY FOCUS ON SPECIAL MARKETS PROMOTE N.Z. AS A QUALITY DESTINATION COMPLEMENT ACTIVITIES OF PROVIDERS NZEIL AS A VALUE ADDER ACHIEVE SUSTAINABLE VOLUMES OF STUDENTS	<ul style="list-style-type: none"> ▪ Overseas Infrastructure within TDB Posts ▪ Develop Generic Industry Documentation <ul style="list-style-type: none"> - Directories - Brochures - Capability Statements - Posters ▪ Inward/Outward Missions and Fairs ▪ Govt to Govt Facilitation ▪ Agent Development and Support ▪ Development of Placement System ▪ Projects 	PIPELINE OF STUDENTS IN BALANCE WITH INDUSTRY CAPABILITY

GENERIC PROMOTION PROGRAMME CALENDAR 1993

	Hong Kong	Indonesia*	Japan*	Korea	Malaysia*	Singapore*	Thailand*	Taiwan*	New Zealand
Feb				All Sectors Commercial Education Fair NZ Stand Feb 26-28	Uni/Pol/Sec Star Educ Fair 11-14 Feb in Kuala Lumpur AZ Business Fair Kuching 26-28 Feb	Uni/Pol/Sec/COE Career's 1993 Fair 20 - 24 Feb	All Sectors Educ/Tourism workshop - Bangkok		All Sectors Indonesian Directory
Mar			Secondary S/S Principals to NZ		Uni/Pol/COE Facon Fair 12-14 March K.L Uni/Pol MARA visit		Uni/Pol/SS Thai Civil Service visit to Akld/Wgtn (March)		NZEC Counsellor training NZEIL members conference
Apr									All Sectors Guide to Study in NZ - Chinese Handbook input required.
May	Secondary S/S Mission 3 Days incl 1 day fair	Secondary S/S Mission 2 Days Workshop/Fair	Secondary S/S Mission All Sectors Embassy Mission Tokyo/Osaka/ Nagoya 16-23 May		Secondary S/S Mission 3 days to East Malaysia	Secondary S/S Mission 2 days to Singapore	Secondary S/S Mission 2 Days to Bangkok	Secondary S/S Mission 2 Days to Taipei	All Sectors Updated Handbook published Pol Polytechnic Brochure
Jun		Pol CEO Mission			Pol CEO Mission	Pol CEO Mission	Pol CEO Mission	Pol CEO Mission Uni Taiwan MOE/Uni & Press visit to NZ	Tertiary Tertiary Directory
Jul									All Sectors Generic Video

GENERIC PROMOTION PROGRAMME CALENDAR 1993

[illegible]

All Sectors	=	Includes Universities, Polytechnics, Colleges of Education, English Language Schools, Private Tertiary Institutions and Secondary Schools
Uni	=	Universities
Pol	=	Polytechnics
SEC	=	Secondary Schools
ELS	=	English Language Sector (University, Polytechnic, COE, ELS)
Tertiary	=	State Universities, Polytechnics, Colleges of Education, Private Tertiary Institutions
Total Generic	=	Organised by NZEIL (No institution participation required)

* NZIECS also have their own generic promotion scheduled - organised with in-country resources.