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# Review of English for Speakers of Other Languages in the City of Manchester Final Report

Commissioned by the Learning and Skills Council  
Greater Manchester

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# Review of English for Speakers of Other Languages in the City of Manchester

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# Executive Summary

## Background to the Review

The English for Speakers of Other Languages (ESOL) Review was commissioned in September 2007 as a sequel to the Literacy and Numeracy Review that had been undertaken earlier in the year.

The aims of the Review were to:

- Consider how the provision of ESOL contributes to the LSC's priorities.
- Assess the impact on employability and the worklessness agenda and also on social cohesion and children's learning.
- Comment on the coherence and relevance of provision.
- Identify progression, gaps, duplication, provision not fit for purpose, shortages or capability issues.
- Comment on quality and value for money.

The project involved desk work on reports relating to the city's post-19 provision, examination of LSC and local data, interviews with stakeholders and experts, visits to providers, focus groups of learners and discussions with employers.

A Steering Group was appointed to approve the specification of the project, receive reports of emerging findings and advise on recommendations. The Steering Group was chaired by Peter Lavender, Associate Director of NIACE, and a national expert in ESOL from NIACE was commissioned to advise on the research strategy, prepare a curriculum brief on the subject and to give comments on the draft report.

The Review was influenced by national as well as local considerations. National considerations included the Leitch Report on world class skills; the National Inquiry into ESOL 'More than a Language...'; the change in government policy regarding the payment of fees for ESOL learners, arising from the recent rapid growth in spending on ESOL and the recent consultation document *Focusing English for Speakers of Other Languages (ESOL) on Community Cohesion (Jan 2008 DIUS)*.

Local factors included the City's Operational Plan, arising from the Great Manchester City Strategy, the LSC's Statement of Priorities and the City's work to promote social cohesion. The local context for the Review was the contrast between the City's economic growth and skills needs and its ranking as the third most deprived local authority district in England, with some of the highest concentration of crime, poor health and worklessness in the country.

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## ESOL in the City of Manchester

The study of demographic data drew on a range of sources to consider the levels of need and potential need. It revealed that the profile of ESOL needs may alter rapidly and is spread geographically across the City. Numbers of workers from Eastern Europe continue to increase and their retention and best use of their skills has implications for ESOL provision. The number of asylum seekers may remain static or reduce. Dependants of new arrivals also have ESOL needs. There is a backlog of unmet needs in the settled communities. The predominant unmet need is for entry level 1 and 2 provision. Overall meeting ESOL needs is likely to have a long-term impact on social cohesion.

The report analyses the delivery of ESOL, noting limitations in the information base. The bulk of provision is delivered by City College, Manchester College of Arts and Technology and Manchester Adult Education Service, all with high volumes of provision. In addition, ESOL is delivered through Work Solutions (a not for profit organisation set up by Greater Manchester Local Authorities), Learndirect (University for Industry), Jobcentre Plus and a wide range of community provision. The latter access a range of largely short-term funding sources, of which European Social Fund is the most significant.

## Findings

### Need/demand

- Whilst current baseline data to assess need is not available, there are other sources of information available to inform planning.
  - There is considerable unmet demand at pre-entry and entry levels 1 and 2. Many providers use up their funding allocations early in the academic year and are therefore unable to respond to new needs. There is an identified need to offer 'just in time' provision for new asylum seekers and a latent need for ESOL among the settled communities, particularly women and some older people.
  - Numbers of migrant workers are increasing and some arriving with families. Skills are under-utilised and there is unmet demand in the workplace.
  - ESOL learners are highly motivated; however, childcare and travel costs are a barrier.
  - There is a tension between providers' performance measures, such as retention and accreditation, and learners' needs that may be focussed on employment.
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- The introduction of fees does not appear to have had a major impact because many Manchester learners are eligible for fee remission. Nevertheless there is a lack of transparency about the application of learner support funds.
- Although not part of the study, a concern about the level of performance in English by some groups at the secondary school phase is mentioned as having implications for employment and for post-19 ESOL provision in the future.

### **Learners' Views**

- Learners' have multiple motives for learning including employment.
- Finding provision is a confusing and difficult process, with family and friends playing an important part.
- Timing and location of courses and childcare are important.
- Learners are pleased with the quality of their experience but want more speaking, listening and experiential learning.
- Learners are strongly committed to progressing to vocational courses, employment or higher education.

### **Structural/organisational**

- The ESOL offer is not coherent or well-signposted and there is no single source of information. Providers largely work in isolation from each other. The main providers offer appropriate Information Advice and Guidance (IAG) at point of entry but there is no over-arching IAG or support for transition between providers or into work.
  - There is little progression information and tracking between providers is virtually non-existent.
  - Schools, in particular primary schools and Children's Centres have great potential to contribute to ESOL and family language but the level of understanding about ESOL needs is variable.
  - Community organisations are critical to the engagement of learners, particularly at the lower levels. However, their reliance on short-term funding can result in them 'holding on' to learners.
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- Jobcentre Plus provision is not co-ordinated with other provision and learners going on to New Deal mid course are not able to complete their accreditation.

## Employers

- Employers are beginning to recognise the need for ESOL, though more in relation to the direct needs of the job rather than a wider responsibility.
- Trade Unions and the Union Learning Fund provide a valuable response to ESOL needs.
- Some employers avoid the need for ESOL by providing translations and, in one case, supervisors who speak the predominant language of the workforce. There is evidence that new arrivals' skills are not fully used.
- Employers are confused by current arrangements for funding ESOL.
- Colleges are viewed as more flexible than they were, but shift work and small employers present a problem of small groups which are costly. There is good practice in designing programmes for specific work areas, e.g. Transport and Care.
- Public sector organisations are well placed to offer work experience and language support.

## Capacity

- High levels of demand in the autumn preclude targeted responses later in the year. More daytime and week-end ESOL provision is needed.
  - Statutory and voluntary agencies working with potential ESOL learners are insufficiently utilised. They need more information about the ESOL offer.
  - There is no clear view of the capacity-building needs of organisations in the voluntary and community sector.
  - Organisations are not well equipped to encourage progression, particularly in the voluntary sector, nor are they supported by the funding arrangements.
  - There is a shortage of ESOL tutors, particularly for the workplace. There are good practice examples of training learning representatives and the use of ex-learners as tutors or volunteers.
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## Programme Development

- There are divergent views about length and intensity of provision. But there is agreement that delivery needs to be flexible with more daytime and week-end courses.
- There is evidence of good practice in designing provision for progress but this is not shared.
- Contextualised and work-related ESOL are successful and there is some innovative programmes including employability. Most courses include citizenship.
- There are good examples of practice beyond the classroom which are important for community cohesion and are valued by learners.
- The emphasis on achieving full qualifications which contribute to Skills for Life targets does not reflect learners' priorities and can impede progression; it is felt that the system is over-rigid.
- Family language learning provides a good entry point for some learners with planned progression routes. However, other community provision does not always maximise ESOL learning or lead to progression.
- There is limited use of e-learning and blended learning.

## Recommendations

### Strategic

- ESOL should be part of an overarching strategy for Skills for Life, led by the Skills Board and linked to the City Council's Operational Plan in order to link it to both the economic regeneration and the community cohesion agendas. The strategy should agree priorities, coordinate funding streams, use district-based delivery plans, clarify roles and responsibilities of providers and include provision for innovation.
  - Planning for ESOL should be based on an active working relationship between providers and agencies working directly with potential learners.
  - Priorities for funding should focus on the needs of the settled communities, including recent arrivals.
  - The City Council should identify funding sources for engagement and employment pathways that cannot be supported by the LSC.
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- There should be a common approach for allocating support from the Discretionary Learner Support Fund.
- The roles and responsibilities for voluntary and community organisations should be agreed and as a basis for eligibility for funding. Funding should be informed by the principles of the voluntary sector compact.
- In its work with employers, the City Council should encourage the business for improving ESOL among the workforce, using models of good practice.
- The City Council should encourage schools, particularly primary schools to contribute to family language and ESOL needs.
- ESOL needs should be addressed in the LSC/Jobcentre Plus (JCP) joint commissioning plan.

### **Organisational**

- The Skills Board should ensure a lead is taken to introduce a partnership mechanism in order to share information; define roles and responsibilities, co-ordinate responses to priorities; create partnerships for progression and capacity building.
- The LSC should consider the feasibility of a central mechanism to make information coherent and accessible. The next step would be a centralised assessment and placement service as modelled in other cities.
- Providers and advisers should share good practice in how evidence for eligibility for ESOL and fee remission is interpreted and use this to train admissions teams.

### **Programme Development**

- A welcome pack should be prepared for new arrivals, including survival English, signposting and advice on further information, plus training for front-line staff.
  - The East Manchester Home tuition project should be extended to other districts as a first step to bringing learners into local ESOL provision.
  - There should be more 'embedded' provision in both vocational programmes and other activity contributing to community cohesion.
  - Workplace-related ESOL should be expanded to support the transition to work, work placement and work experience.
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- JCP should work with contractors and providers to ensure those entering New Deal can complete their qualification.
- The LSC should consider piloting new means of delivering ESOL within Train to Gain.
- Best practice on tracking progress, transition to work, and tackling drop-out should be shared to improve transfer between providers.
- Innovative approaches, including e-learning, should be shared. To enable this and support a “prospectus” of all provision, there should be an agreement on common terminology to describe ESOL provision.
- Manchester Adult Education Service (MAES) should be funded to extend language learning within the Family Learning programmes, working with Children’s Services to target areas of need.

## Capacity

- The Learning and Skills Employment Network should be developed to enable capacity-building across the City for both the main providers and the voluntary and community sector.
  - Once the role of the Voluntary and Community Services (VCS) organisations has been agreed, their training needs should be audited and consideration given to how these are met, possibly through forthcoming eligibility in Train to Gain.
  - ESOL as a career choice should be promoted. More Family Language tutors should be trained. There should also be training for vocational and ESOL tutors in embedded provision. Advanced ESOL learners should be used to support community-based provision with appropriate training, accompanied by a volunteer support programme.
  - Work with employers and trade unions should include raising ESOL awareness. A programme to train workplace ESOL trainers should be organised.
  - City Council and other public sector bodies should train key workers in customer-facing departments to recognise ESOL needs and understand how they can help with referrals.
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# 1. Introduction

**"I believe good English language skills are critically important for life, work and social cohesion in this country...the ability to communicate effectively is the most important issue facing integration and cohesion for both settled and new communities in Britain."**  
 John Denham, Secretary of State for Innovation, Universities and Skills, January, 2008

## The Review Process

The review of English Language provision for speakers of other languages (ESOL) was commissioned in September 2007 by the LSC Greater Manchester, as a sequel to the reviews which considered further education in the City (July 2006) and the curriculum of the Manchester Adult Education Service (MAES) (November 2006) and Literacy and Numeracy (June 2007).

A steering group, made up of representatives from the LSC, Manchester City Council, City College Manchester (CCM), Manchester College of Arts and Technology (MANCAT), Manchester Enterprises, members of the voluntary and community sector and the TUC, approved the purpose, specification and the outline plan for the project. The Steering Group was chaired by Peter Lavender, Deputy Director of the National Institute of Adult Continuing Education (NIACE).

The detailed specification for the review can be found in Annex 9.

In carrying out its work, the review team examined the available data from the LSC and providers, reviewed relevant plans and other literature and interviewed representatives from the LSC, Manchester City Council, providers, voluntary and community sector organisations, employers, trade unions, and other key players.

Interim findings and possible recommendations were presented to the Steering Group in December 2007 and the draft final report was discussed in January 2008.

## Purpose of the Review

The purpose of the Review was to inform the strategy and planning processes for ESOL provision across the City, in order to meet the economic needs of the City of Manchester, as outlined in the City Strategy. The LSC carried out the review in full collaboration with the City Council.

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## What is ESOL?

ESOL is English language provision for speakers of other languages. This broad and inclusive definition was used by the NIACE Committee of Inquiry on English for Speakers of Other Languages (October 2006), in order to embrace the fact that ESOL has to meet the needs of diverse learners who want English language for different purposes and at different levels. The report states that it is important to recognise that ESOL is more than just a language.

This report covers all English language tuition for adult speakers of other languages. This includes all settings where teaching and learning takes place, and encompasses embedded language support to enable learners to access other subjects as well as discrete English language provision.

*Annex 5 describes the nature of ESOL provision and considerations for the design of the ESOL curriculum in more detail.*

The review aimed to:

- Consider how the provision of ESOL contributes to the LSC’s priorities.
- Assess the impact on employability and the worklessness agenda.
- Assess the impact of ESOL on social cohesion and children’s learning.
- Comment on the coherence and relevance of the provision, particularly from the perspective of the learner.
- Identify and analyse progression within and from provision.
- Identify any gaps, duplication or provision that that is not fit for purpose.
- Identify shortages or capability issues in ESOL provision.
- Comment on quality and value for money issues.

## Outcomes of the Review

The outcomes of the review were intended to be:

- i) A set of recommendations for the LSC and its partners, which are intended to improve:
    - The relevance, purpose and coherence of ESOL provision in the City of Manchester.
    - The impact of ESOL on social cohesion and intercultural relations in the City.
    - The planning and design of provision to improve motivation and enhance employability.
    - The progression of learners into higher level provision and into employment.
    - The collaboration of the main providers to deliver the skills agenda, the level 2 and level 3 entitlement for adults and programmes to reduce worklessness effectively.
  - ii) A series of case studies and good practice examples (see Annex 4).
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## The National and Local Agenda

In addition to conducting over 30 interviews with key stakeholders, a number of background documents have been studied in order to inform the context for the Review:

- The Economic and Fiscal Impact of Immigration (Home Office).
- A North West Study and Strategy on Embedding Languages in Key Sector.
- The LSC ESOL Partnership Pack.
- The Impact of Internal and International Migration on Schools in England.
- 'More than a language' Report of the Committee of Inquiry into ESOL.
- World Class Skills – Implementing the Leitch Review of Skills in England.
- Annual Statement of Priorities and Grant Letter (2007).
- LSC North West Commissioning Plan 2007/08.
- Train to Gain: a Plan for Growth November 2007 – July 2011.
- Supporting Migrant Workers in the North West of England (MSIO).
- The North West Skills for Life Strategy.
- ALI and OFSTED Inspection Reports.
- North West Update on ESOL (LSC).
- Sub-national Economic Development and Regeneration Report.
- Manchester City Region Sub-Regional Action Plan.
- Focusing English for Speakers of Other Languages (ESOL) on Community Cohesion, DIUS (January 2008).
- Informal Adult Learning – Shaping the Way Ahead, DIUS (January 2008).

## Activity

- Collection and examination of the key documents.
  - Collection and examination of data provided by the LSC, some providers and the City Council.
  - Examination of demographic data.
  - Meetings or telephone interviews with key stakeholders and providers; City College, MANCAT, MAES, Work Solutions, Manchester Enterprises, City Council elected members and officers, Jobcentre Plus, voluntary and community sector organisations and agencies, Chamber of Commerce, employers, Sector Skills Councils, trade union representatives. The list of people interviewed can be found in Annex 2.
  - Focus groups involving learners and facilitated by providers and independent agencies. Annex 3 summarises the outcomes.
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- Consultation workshops with the voluntary and community sector convened by Learning and Skills Employment Network (LSEN) and through the Multi-Agency Forum convened by MARIM (Multi Agency for Refugee Integration in Manchester).

## Support from the National Expert

Dr Jane Ward from NIACE has contributed to the project by;

- Advising on the work plan and contacts.
  - Advising on the policy and research context and work elsewhere.
  - Producing a curriculum briefing paper (Annex 5).
  - Producing guidance for the focus groups.
  - Advising on the final report.
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## 2. The National Policy Background and the Role of the LSC

### Skills Policy and Priorities

One of the main priorities for post-19 funding over the past decade has been to achieve challenging targets for Skills for Life, in order to address the comparatively low levels of literacy and numeracy in the adult population. English language learning is one of the Skills for Life alongside literacy and numeracy, although learners' starting points and motivation for language learning may be very different.

More recently, the UK's comparative lack of productivity, when compared with other OECD (Organisation for Economic Co-operation and Development) countries, has prompted a drive to increase the qualifications among adults, firstly with the notion of a full level 2 qualification for all adults and now also a level 3 for 19 - 25 year olds.

The Leitch report, published in December 2006, proposes significant changes to the way in which adult skills should be funded, managed and influenced, with a shift to the notion of 'demand-led' mechanisms approved by employers, it is clear that planning for ESOL provision must take account of the need to raise employers' awareness and to use Train to Gain to improve skill levels in the workforce. The national Skills Pledge, through which employers commit to supporting all their employees to develop literacy and numeracy and language skills and work towards a full level 2 qualification, is intended to support this.

Accredited ESOL courses at entry level 3 and above count towards achieving the LSC's Public Sector Agreement (PSA) target for Skills for Life and ESOL is included in the expectation that 80% of Skills for Life provision (in numbers of learning aims) should count towards the targets. This has led to providers' reducing the volume of provision at pre-entry and entry levels 1 and 2.

The government's priorities are expressed in its annual grant letter to the LSC and these are subsequently interpreted in the LSC's own Statement of Priorities. The priorities for 07/08 were published in October 2007. The commitments in the statement that will directly impact on this Review can be summarised as follows:

- In Skills for Life, prioritising groups including the most excluded, those in receipt of income-related benefits, the low-skilled and offenders.
  - Funding for ESOL to be maintained in real terms.
  - Consideration of whether there should be further support in 2008/9 following the additional funding for discretionary learner support to help learner unintentionally disadvantaged by the introduction of fees in 2007/8.
  - New Skills for Life literacy targets set at Level 1 or above, with ESOL Skills for Life counting towards these.
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The Statement of Priorities envisages a growth in ESOL numbers to 275,000 in 2007/8 to be followed by a fall to 261,000 in 2008/9 and 251,000 by 2010/11. It is not clear if this may be modified following the current consultation on community cohesion (see below).

## Changes in Policy for ESOL

Up to September 2007, ESOL, like other Skills for Life provision, was free to the learner. Following the rapid growth in spending on ESOL occasioned by the demand from inward economic migrants from the A8 (now A10) EU Accession Countries, government policy was changed to require those who would otherwise be eligible for free provision to pay fees, following the principle that employers and paid workers should meet training costs. At the same time a Discretionary Learner Support fund was established to assist accessibility for the most vulnerable, to be administered by providers. The rules for eligibility for EU citizens and their dependents, asylum-seekers and refugees and other inward migrants are complex. A guide to the present funding position for ESOL, including eligibility for fee remission is in Annex 7.

In January 2008 the Department for Innovation, Universities and Skills (DIUS) launched a consultation on how ESOL funding might be targeted to support community cohesion, following the June 2007 report by Darra Singh, *Our Shared Future*. It suggests that national priorities should focus on long-term residents likely to suffer significant disadvantage because of their lack of English, indicative priorities being;

- Legal residents who might reasonably be expected to be in the country for the foreseeable future.
  - Excluded women or those who are at risk of being excluded, particularly those who are parents with children under 16 years.
  - Parents or carers within families at risk of multiple or complex problems.
  - Those who are identified in local areas as raising particular issues for community cohesion.
  - Those having no or low levels of literacy in their own language.
  - Those who have not had any secondary education.
  - Refugees; and asylum seekers who are still in the country beyond six months awaiting a decision on their status or cannot return home.
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The consultation paper sets out a proposal that the LSC would remain accountable for managing the ESOL spend but it is suggested that local ESOL plans would be developed by Local Authorities and their partners, within wider local planning arrangements such as Local Area Agreements and City Strategies Pathfinders, would align funding with identified local needs and national priorities within a 'whole community approach'. The plans are intended to harness other available resources in addition to LSC funding and to be based on an active outreach strategy to engage those who have not participated in ESOL and therefore collaboration between all sectors.

The consultation does not refer to whether there should be a change in the current priorities for entry level 3 and above. Hence there are implications for the part of adult learning known as Personal and Community Development Learning (PCDL), also funded by the LSC. The PCDL element has been protected at the current level of funding for the past three years under the so-called 'safeguard', agreed by the Government in 2004. This also includes an element of First Steps provision, which must have defined progression routes and will thus, potentially, contribute to the LSC's targets. This has implications for planning provision, in particular how it will contribute to improving language at lower levels which do not contribute to targets.

The closing date for this consultation is April 4th, 2008, and thus will be beyond the scope of this report. Any changes to ESOL funding and planning are not expected before Summer 2008. Recommendations in this report may need subsequent modification in the light of the outcomes of the consultation. (The consultation can be found at [www.esolconsultation.org.uk](http://www.esolconsultation.org.uk))

A second DIUS consultation, *Informal Adult Learning – Shaping the Way Ahead* acknowledges the importance of informal learning in many different settings to both individual learners' aspirations and the community. It invites discussion of how informal learning can be fostered, with more self-organised adult learning, the role of government and local authorities, and how barriers to access can be removed. The consultation closes on May 15th 2008 and will be followed later in the year by a policy paper. The questions posed in the paper are highly relevant to reshaping ESOL provision, in respect of how providers and agencies engage with learners, the nature of outreach work, and the role of both the voluntary and community sector and the local authority.

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## 3. The Manchester Context

### The City of Manchester

As far as the resident and working population is concerned, Manchester is a city of contrasts. The population, as measured at the last census (2001), was 392,819. This figure is, however, generally agreed to be an under-estimate and the most recent mid-year estimate, for 2006, is 452,000 and growing.

The City lies at the heart of Greater Manchester, sharing its borders with Bury, Rochdale, Oldham, Tameside, Stockport, Trafford and Salford. It is the regional centre for finance, commerce, retail, culture and leisure and home to a major international airport and to one of the largest student populations in Europe.

Manchester currently generates about a quarter of the North West's wealth and is the largest and fastest-growing employment area in the region. It is transforming itself from an industrial city dependent on manufacturing: the last decade has seen the growth of an increasingly strong service sector and impressive urban regeneration.

The City is now attracting growth in the knowledge-based economy and is one of the top ten European cities for business location. In the last three years, Manchester has secured over £2 billion of private investment and around 25,000 new jobs.

It is recognised that, although Manchester's economy is booming, its citizens are not benefiting equally as a result. In a densely-populated urban area comprising of 33 wards, there are marked differences in terms of income, economic activity rates and skills levels. The economic success of the city is in sharp contrast to surrounding communities which experience some of the highest concentrations of crime, poor health and poor housing in the country. With 27 of its 33 wards among the most deprived 10% nationally, Manchester is ranked as the third most deprived local authority district in England (after Liverpool) in the 2004 indices of deprivation. Many people with language learning needs are concentrated in these wards.

In total, over 40% of Manchester's residents were not in employment according to the 2001 census, compared with a national rate of 25%. However, unemployment rates underestimate the disengagement of many from the labour market: of a total of 60,000 receiving 'workless' benefits, almost 40,000 were on Incapacity Benefit (IB) in May 2006 and nearly 12,500 were lone parents receiving Income Support (IS), compared to just over 11,000 on Job Seekers Allowance (JSA). While few migrant workers are likely to be claiming benefits (for which they are not eligible on arrival) a proportion of people in the settled communities with language needs will be included in these figures.

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The 2003 Skills for Life Survey commissioned by the DfES revealed that in qualification terms 17% of the city's population were at entry level. This is the highest rate of all the Greater Manchester authorities. The City Strategy refers to one third of Manchester residents of working age lacking basic qualifications to level 1, with 50% or more lacking 'good basic skills' in the key target areas. The situation in Manchester is exacerbated by the fact that the Greater Manchester sub-region as a whole generates a larger number of school leavers without level 2 than any other area in the country.

There are important implications for further education and adult learning organisations in terms of their responses to the scenario described here, in particular their approaches to the planning and delivery of ESOL provision. Manchester faces a significant mismatch between i) the qualification levels of both school-leavers and the adult population and ii) the demands of its expanding economy for both basic levels of employability and skills at level 3 and above. The skills profile of those with ESOL needs may well differ from that of Manchester residents overall, although some also lack 'good basic skills'. The challenge is to enable them to work at the level of their qualifications, skills and experience, as well as to gain work experience and recognition of their qualifications, although the latter is outside the scope of this study, so that they can help meet some of the labour market needs.

## Greater Manchester City Strategy

The Greater Manchester City Strategy Business Plan, submitted to the Department of Work and Pensions in March 2007, identifies the 58 priority wards which have the highest level of worklessness. Of these, 24 are in the City. The key groups identified as experiencing barriers to work are black and minority ethnic groups, people over 50, people with no qualifications and ex-offenders. The primary aim of the City Strategy is to reduce dependency on invalidity and other benefits and to 'simplify and streamline the workless client's journey from welfare to workforce development.' It identifies the structural barriers as follows;

- The individuals who most need help are not the ones who access it.
  - Programmes are not flexible enough to allow local solutions to local problems or according to individual client need.
  - Local agencies fail to join up their provision, either as a requirement of the funding or through weak contract management, causing unnecessary duplication or complexity.
  - Insufficient support is provided to overcome the non-employment and training-related barriers that clients face.
  - Commissioning and contract management take place within specific funding streams in an uncoordinated manner and with differing degrees of awareness of the bigger picture.
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The Strategy contains three linked areas for action;

- Improved engagement of workless residents.
- Co-ordinated delivery of employment support and training services; and
- Supporting employers to recruit workless residents and retain people in work.

The Strategy aims to address some very challenging targets including getting 17,900 people into employment over the next three years. Improving ESOL delivery should be considered an essential part of the response.

Further, Local and Multi-area Agreement targets, with national indicators on migrant workers and Skills for Life, provides a framework for co-operation between the LSC, the Greater Manchester local authorities and providers on funding and planning for ESOL.

### Manchester City Strategy Operational Plan (draft, 2007)

The Manchester (local authority) City strategy has equally ambitious targets: to reduce the number of IB claimants by 5,100, JSA claimants by 3,900 and lone parents receiving income support by 3,500. Lack of appropriate skills is considered the most significant barrier to accessing employment and the Operational Plan defines the two key challenges as being to;

- Increase significantly the volume and the accessibility of basic skills provision in the City, whilst ensuring more effective arrangements to link first steps learning to employment and to progression to further education and training.
- Improve the relevance of learning to the jobs that are available in the City by planning the curriculum at a district level to reflect the requirements of employers and the work aspirations of local people.

Both of these apply to English language learning and point to the scope for employability programmes which incorporate ESOL. ESOL needs should also be taken into account in developing strategies to engage economic inactive adults in education and skills activity within the emerging Skills for Jobs framework.

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## Skills Board

The Skills Board is a City Council initiative, set up to co-ordinate the use of public sector funding for skills development and training. It will undertake research into future skills needs and advise the funding agencies on the appropriate skills and vocational training relating to the requirements of employers, particularly new employers in the City. Members of the Skills Board include representatives from the City Council, the LSC, Manchester Enterprises, Manchester Knowledge Capital, Further Education Colleges, Sixth Form Colleges, Higher Education Institutions, Jobcentre Plus, North West Development Agency, New East Manchester and Manchester Chamber of Commerce.

## Community Cohesion

Community cohesion sits alongside economic growth as a priority for the City and it is a priority in the Local Area Agreement. A Community Cohesion Steering Group has been formed to develop a framework for the City's strategy, with membership from partners including the LSC. Task groups have been formed for communications and welcome, citizenship, translation and ESOL, and performance management. Achieving competence in using English is recognised as a key factor in successful integration and is a priority for the City. It should figure as one of the indicators of cohesion and integration for the City.

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## 4. Demographic Data and Potential Levels of Need for ESOL

### Introduction

This section presents demographic data which may inform planning to meet ESOL needs. 'ESOL needs' covers both 'expressed' need – shown by those presenting for learning of some kind; and 'latent' need – where potential learners have not had an opportunity to present or to articulate their need, or where public policy infers that there is a need, for example to enable people to use public services or reduce the need for interpreting services. The data covers;

- The population profile updated from the 2001 census.
- National insurance number registrations from non-UK nationals.
- Worker registration scheme data for incoming workers from the A10 accession countries of the European Union.
- Information on asylum-seekers and refugees.
- The City Council Children' Services schools census and other information.

The following paragraphs show that the figures overlap and require careful interpretation. It is not possible to use them to give firm estimates of levels of ESOL need – whether expressed or latent. 'Need' is not only a matter of numbers; the figures cannot tell us the level of learning required or the immediate purposes which learners might have. It is also impossible to determine the numbers eligible for free ESOL provision under the current regulations. Inferences can be drawn from the data and these are summarised at the end of this section, together with a suggested approach to ensuring that information is current. In addition, a forthcoming national Skills for Life survey by DIUS may enable some benchmarking to be made.

### International Migration and the Diversity of the City

International migration makes a significant contribution to Manchester's population and hence economic growth. In 2005/6 the City lost 1,420 by internal migration but gained 5,760 through international migration. Between 2001 and 2004, numbers for all groups other than 'white' increased to a total of 22.2% of the population (2001: 19%), and there was an increase in the numbers of people of working age and children under five (and also of people aged 85+). These figures do not in themselves show ESOL needs (some increase will be due to the birth rate and some inward migrants already speak English) but they do demonstrate both potential need and the significance of inward migration to Manchester's economy, as is shown by the following items.<sup>1</sup>

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<sup>1</sup> Manchester City Council:

- *State of the City 2006-7*
- *A18 derived EMG New Wards 2007, Manchester City Council Policy Unit*
- *Manchester Fact Sheet summer 2007*
- *2006 mid year estimate: summary note*

## National Insurance Number Registration Data

National Insurance Number Registrations (NINO) for non-UK nationals in the City show that in 2006/7 the largest numbers of 'new' workers came from Poland, Pakistan, Slovak Republic and India. To put this into perspective, workers registered from over 60 countries and between May 2004 and March 2007 NI registrations by non-UK nationals amounted to 2.6% of the City's

population. However, NINO figures may be misleading about both the level and the nature of ESOL needs within the City. Like the Worker Registration Scheme figures (see below) they show net new registrations only, rather than the continuing workforce. They do not show dependants. In addition, the figures for Germany, France and Spain will include persons originally from outside the European Union.

**Table 1: National Insurance Registrations in the City of Manchester**

|                   | 2006/07 | Change since 2005/06 | % Change since 2005/06 |
|-------------------|---------|----------------------|------------------------|
| UK                | 713,450 | 51,060               | 7.7%                   |
| NW                | 51,580  | 9,370                | 22.1%                  |
| GM                | 25,500  | 1,770                | 7.5%                   |
| Mcr               | 7,340   | 840                  | 12.9%                  |
| Poland            | 3,050   | 560                  | 22.5%                  |
| Pakistan          | 1,200   | 210                  | 21.2%                  |
| Slovak Rep        | 530     | 100                  | 23.3%                  |
| India             | 500     | 20                   | 4.2%                   |
| China Peoples Rep | 470     | -40                  | -7.8%                  |
| Nigeria           | 470     | 70                   | 17.5%                  |
| Czech Rep         | 390     | -70                  | -15.2%                 |
| Germany           | 260     | 20                   | -7.7%                  |
| France            | 240     | 10                   | 4.3%                   |
| Spain             | 230     | -40                  | -14.8%                 |

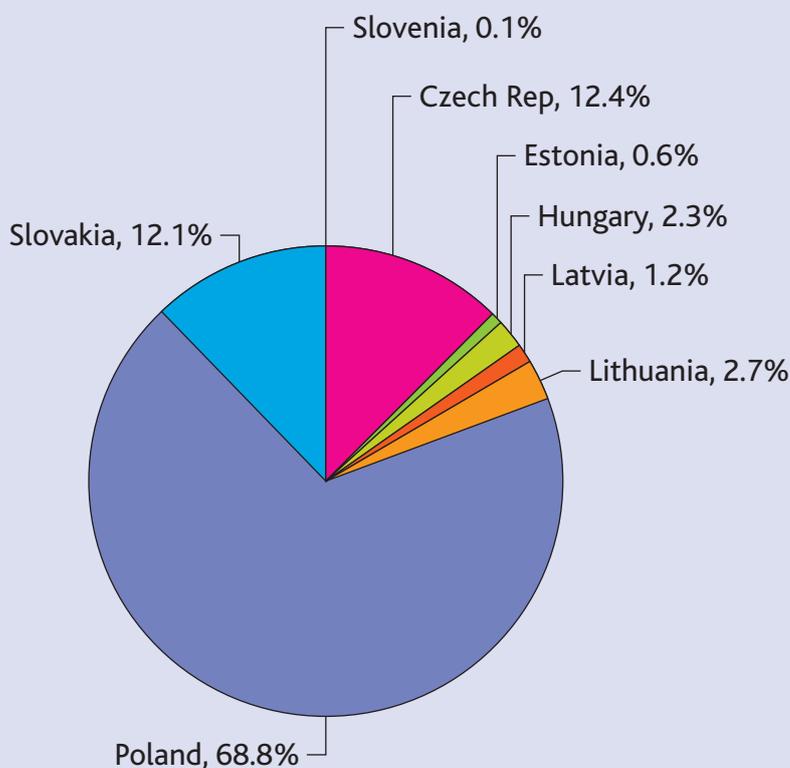
DWP: National Insurance Registrations tables 2007 (supplied by LSC)

## Worker Registration Scheme

The Worker Registration Scheme (WRS) applies to incoming workers from the A10 accession countries of the EU. Between May 2004 and March 2007 there were 4,835 registrations for the City, the highest numbers coming from Poland (3,325), the Czech Republic (600) and Slovakia (585). (See pie chart below).<sup>2</sup>

The figures record the net inflow only, so do not show when workers move or return home, and they reflect employers' postcodes. For example, those employed by a Manchester-based agency but working outside are counted as Manchester. They do not include self-employed persons. Between May 2004 and March 2007 WRS registrations amounted to 1.1 % of the City's the population. The WRS population is young, with 38.3% aged under 25 and a further 22.4% aged 25-34. While 43.6% intended to stay for no more than three months, 8.6% intended to stay for more than two years and 42.5% did not know how long they would stay. Of the 595 dependents recorded, 305 were under 17. The vast majority are likely to have ESOL needs and meeting these may be key to their continuing economic contribution.

**Table 2: Percentage Ethnicity Split of WRS Applicants in the City of Manchester from May 2004 to March 2007**



<sup>2</sup>Local Government and Area Research: Worker Registration Scheme Data 2004-2007 (supplied by LSC).

## Asylum-seekers and Refugees

Refugee Action reports that those granted limited leave to remain make up about 250 new households a year in the City, and 20% of these will be families, giving 280 - 300 people a year, most with entry 1 / 2 ESOL needs. Currently many are Somali or Eritrean, but the position can change quickly. Refugee Action estimates there are currently 800 asylum-seekers in the City (but the total may be higher), of whom 80% have been in the UK for more than 6 months and thus are entitled to free tuition. Of these, there are an estimated 150 unaccompanied asylum-seekers aged 14-17. Numbers of new asylum-seekers are expected to reduce nationally and dispersal may also reduce Manchester numbers. 'Historic' refugee communities have high levels of ESOL needs and in some cases high unemployment levels as well.

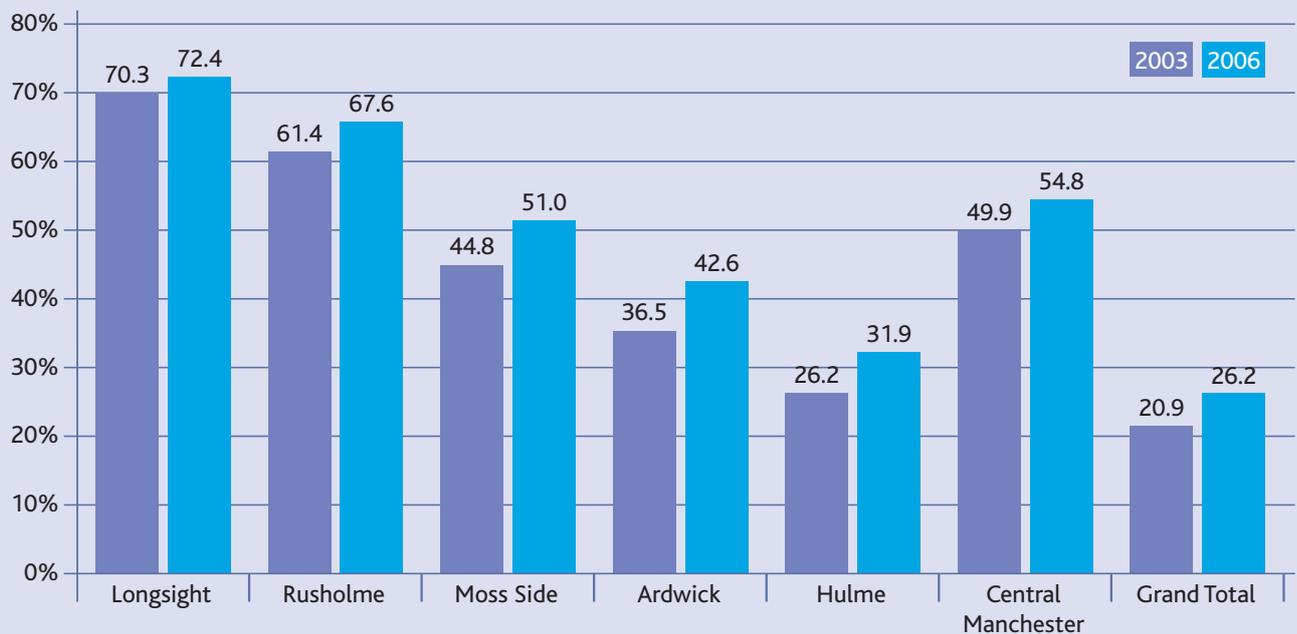
## Information from Children's Services

The City Council Children's Services schools census complements the above data with information on children's first languages. The significance of this is that it provides information on the potential ESOL needs of adult family members (and not only those employed) and this is relevant to community cohesion as well as present or prospective economic activity. The data is particularly useful because it is updated quarterly, and captures detail and differentiation. It also points to the needs of those more likely to settle rather than stay for a short time. The table below shows wards with the highest proportions of children with a first language other than English, and show that the proportion is rising. In 2006/7, 1,099 children arrived new into Manchester Schools from overseas, in addition to large numbers of pre-school children. The Diversity and Inclusion Team working through the International New Arrivals Partnership reported referrals of 455 vulnerable families; the most used languages being Urdu, Polish, Arabic, Somali and Czech. By extrapolation this gives a minimum level of need for ESOL of 455 new adult learners.<sup>3</sup>

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<sup>3</sup> Manchester City Council: 'Out of the Lion's Mouth: Report of the work of the International New Arrivals Partnership 2006/2007'

**Table 3: Percentage of School Pupils whose First Language is not English in 2003 and 2006.**



Source: Annual School Census

The localities highlighted in the school census data correspond to the wards with long-standing traditions of immigration and cheap housing. City Council demographic information shows that the wards with the highest proportions of BME populations are Ardwick, Cheetham, Longsight, Moss Side, Rusholme and Whalley Range, all with a BME population of over 6,000. But there are also significant numbers elsewhere: Burnage, City Centre, Chorlton, Crumpsall, Didsbury East, Gorton South, Hulme, Levenshulme, Old Moat and Withington all have over 3,000 BME residents; although in the southern wards many of these will be university students. Between these wards there is considerable differentiation: for example school census data shows that Nigerians tend to be in east and north Manchester, while the Pakistani ethnic group is more likely to be found in wards south of the city centre and in north Manchester. The Diversity and Inclusion Team report that areas where there is need are widening: in the east and north of the city they are working in Beswick, Openshaw, Moston, Harpurhey, Blackley and Charlestown. Key features for each district within Manchester are;

- North West: families from SE Asia joining long-established communities, growing numbers of economic migrants, some refugees.
- North East: low overall numbers of new arrivals but growing numbers of economic migrants.
- Central West: families from SE Asia joining long-established communities; refugee families of Somali origins joining a growing community.

- Central East: very diverse including dispersed asylum-seeking families, migrant workers, some families e.g. Roma who have moved between countries several times.
- South: families from SE Asia joining long-established communities, students, refugee families.
- Wythenshawe: still low numbers but increasing because of availability of housing; some asylum seekers and refugees and some economic migrants.

## Conclusions

Put together, the data (supported by field interviews) suggests that;

- The profile of those with ESOL needs may alter quite rapidly.
  - The numbers of workers from Eastern Europe have steadily increased and seem likely to continue to do so.
  - Although it is difficult to be sure about the numbers of asylum-seekers, these may remain static or reduce.
  - There are increasing numbers of adult 'dependants' (i.e. those not known to be in paid work).
  - There is a 'backlog' of unmet ESOL needs in the settled communities, including historic refugee communities and additional needs amongst new arrivals into those communities.
  - New arrivals' prior knowledge of English will vary, but amongst newcomers into the settled communities, asylum-seekers, and possibly dependents of economic migrants there is likely to be a significant proportion who need ESOL at pre-entry or entry levels 1 and 2; and there are also known needs at these levels amongst those already settled here.
  - Those with ESOL needs are now widely spread geographically.
  - Meeting ESOL needs will be a significant factor for the City's economic success, given its reliance on inward migration.
  - Meeting ESOL needs is likely to be a significant factor in retaining incoming workers in the City and using their skills well.
  - Meeting ESOL needs is therefore likely to have a significant long-term bearing on social cohesion, by enabling parents to support their children's achievement as well as participating themselves in the community.
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Planners and providers need to complement their understanding of the longer term trends shown by census or the other data quoted above, by liaison with services and agencies dealing directly with potential learners, such as the City Council Children's Services (Diversity and Inclusion) and Adult Social Care (Asylum and Refugee Team), Refugee Action, Refugee Support Network, MARIM, Migrant Workers Northwest, and Jobcentre Plus Employer Engagement Team, in order to understand immediate and changing needs.

Additional primary research into the population would not be justified, given the likely costs and the changing population profile. However, further work on census data, complemented by liaison with community organisations, could be done to focus on sub-populations and the implications for ESOL needs. This would include those within the longer-established or 'settled' communities, which are not identifiable in the figures above.

This review does not consider the skills levels and wider skills learning needs of asylum-seekers and refugees or migrant workers, although further work in these areas might be useful to inform the development of progression pathways. The following documents give useful information for the region and possible models for research;

- Sefton Migrant Study, undertaken for Sefton Borough Partnership June 2006.
- Asylum-seeker and refugee skills audit, NWDA, January 2005.

## Local Research on Needs

Qualitative information on the needs of women from BME communities was reported by Inside Track, a Manchester-based consultancy, in January 2008.<sup>4</sup> The project used trained community researchers to discuss with 117 learners their experience of both formal and informal ESOL learning and their preferences. Key findings for the purposes of this study were;

- All learners reported that they took part in informal ways of learning including self-study.
- Practising speaking was very important.
- Preferred styles of learning varied according to the cultural background.
- Learners welcomed chances for support and clarification outside formal teaching, but these were rare.

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<sup>4</sup>*Basic Skills and ESOL: experiences of women in South Manchester communities. Rawlings, B and Sheldon M. January 2008. ESF funded project for Government Office of the North West. Thanks are given to the authors for permission to cite this study.*

- Independent living was the most important purpose; those with small children were not currently looking for work but others wanted to learn to enable them to work, volunteer, or get further training. Citizenship and integration into society were also important.
  - Some had been in the UK for many years without learning English and lived or worked in settings where they could manage without.
  - Some learners criticised the fast pace of formal classes, and the irrelevance of some material, and had either dropped out or remained at the same level for a long time for these reasons.
  - Generally they considered that there were not enough classes, times were often inconvenient and locations distant, lack of childcare was a barrier, and that shift patterns meant they could not fulfil attendance requirements.
  - There was concern that learners could not afford tuition fees.
  - Community-based learning gave learners the chance to practice English in the context of other centre activities, so that they can move on from using interpreters and develop confidence.
  - Accrediting ESOL which is integrated with learning practical or vocational skills would relate it to women's practical concerns.
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## 5. Post 19 ESOL Provision in Manchester

### Quality of Information

Some preliminary explanation is required about the data in this section.

- Data held by the LSC is based on learning aims. Comparison with the figures from college suggests that these produce a higher number than a headcount as some learners will have more than one learning aim in a year. Figures for numbers of residents are available by ward but these cannot readily be linked to topic, level of learning or length of programme. The LSC data enables an overview of the volumes, levels and achievement rates for ESOL in the City. (For the purposes of this report, data relating to very short courses (which are no longer funded) and to offender learning has been removed, as both would distort the picture.) The figures in this Report are early totals for 2006/7. It is not yet possible to test the impact of the introduction of fees for 2007/8.
  - Information on the use of ESF funding for ESOL learners is limited because to date ESOL learners have been included within Skills for Life figures and cannot be disaggregated. In future specific ESOL returns will be required.
  - Information on the impact of Train to Gain is at an early stage.
  - LSC funded providers collect data for their own purposes on the numbers of learners and their attainment. However there is no clear and consistent information about numbers, distribution or attainment of those learning through community groups.
  - In the case of Jobcentre Plus, only figures on starts are available for this study.
  - Other than anecdotal evidence, there is a dearth of information on progression between providers, or into employment.
  - There is little firm information from waiting lists. Some providers will not hold waiting lists if they do not expect to be able to satisfy demand. Where held, there is limited information about the profile of the learners. It is not possible to tell whether unmet demand is overestimated because potential learners appear on more than one waiting list or underestimated because waiting lists are not kept. In any case, waiting lists capture only those who have presented, and not those who are not engaged.
  - The LSC has information on its total Skills for Life spend but this is not available in a form which would enable cost comparisons between the providers that it funds (such as guided learning hours). The limitations of learner information from other providers mean that comparisons are not possible.
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- It is therefore not possible to form a firm estimate of current volumes or compare these with the demographic information and potential levels of need described in the previous section: neither the actual or potential levels of demand nor the extent to which provision meets these are clear. Nor is it possible to produce evidence on progression, or to comment on value for money. However the information which follows gives a picture of the relative scale and the groups served.

## Overview of ESOL Provision

The following tables use LSC data to give an overview of LSC-funded ESOL provision. They refer to the use of mainstream funding only and do not include ESF or Neighbourhood Learning in Deprived Communities. Figures are for 2005-06 and 2006-7 and refer to learning aims rather than a head count.

**Table 4** gives the profile of ESOL learners by ward in 2006-07. It can be compared with the map of locations on page 38.

**Manchester Residents Accessing ESOL by Ward 2006-07**

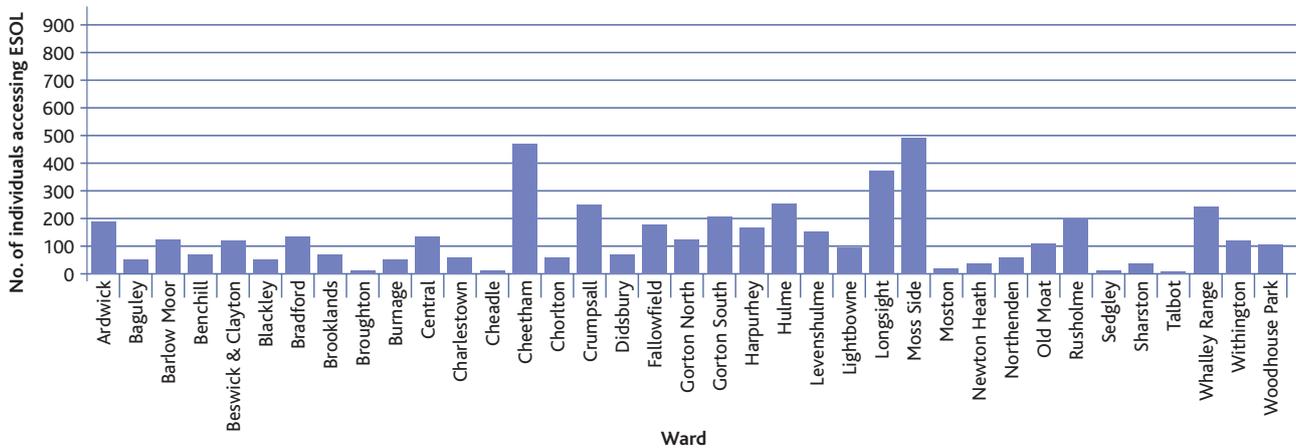


Table 5 shows where Manchester residents were studying in 2006-7, confirming that relatively few are using provision outside the City, within or beyond Greater Manchester.

**Area of Study for City of Manchester Residents Accessing ESOL 2006-07**

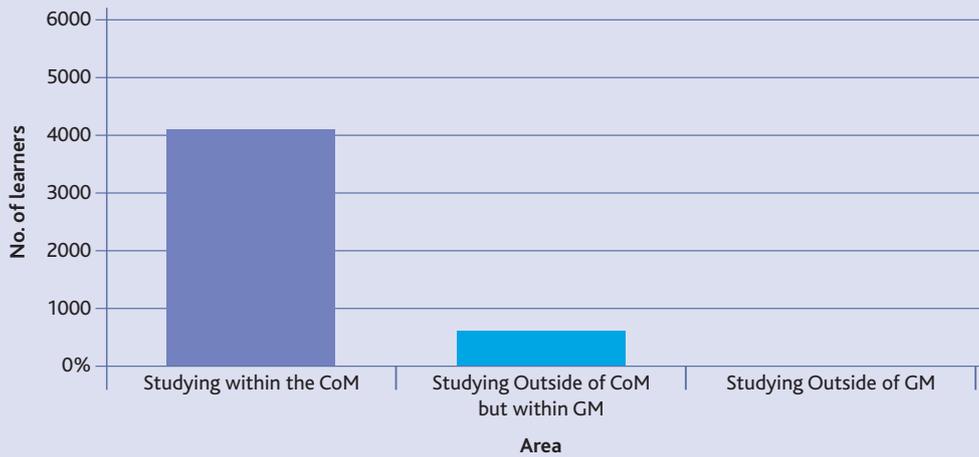


Table 6 shows the proportion of ESOL learning aims in each of the three main providers counting towards the Skills for Life targets in 2006-07. These proportions are expected to change in 2007-08.

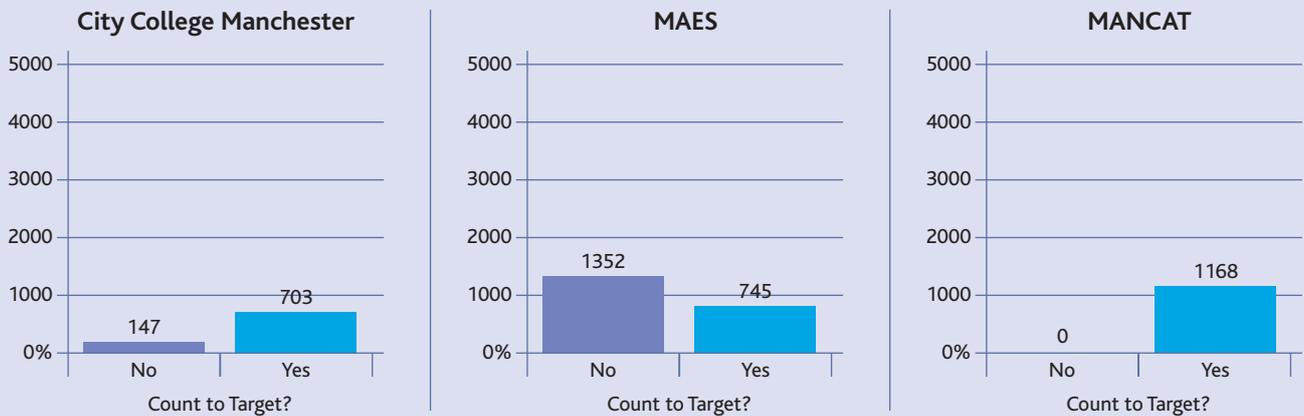
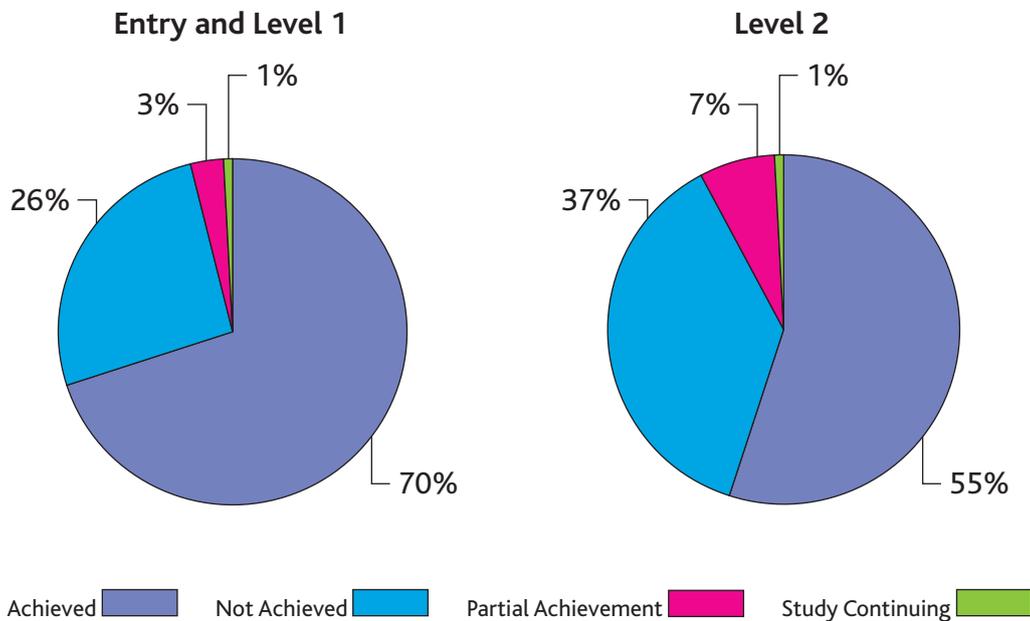


Table 7 shows the achievement rates by level according to learning aims (not individual learners) in 2006-07. These may be misleading as some learners continue their study across teaching years.



## The Main Providers: General Points

MANCAT, City College and MAES are the main providers, with high volumes of provision (see Table 6). Previous reviews have reported little joint planning between the institutions. This can be expected to change with the planned merger of the two colleges, and there is already evidence of some joint planning for progression between MAES and City College. All three recruit on the open market, and through links with community organisations and referrals from agencies. Word of mouth is considered very important. All three report a downward trend in enrolments over the past three years; with the FE colleges this appears to be due to a more rigorous selection policy, whereas at MAES it is attributed to a change from learners enrolling for several individual sessions to enrolling for multi-session courses. All provide diagnostic assessment prior to placing learners in provision and have well-developed support systems. The main approach to delivery is contextualised ESOL, with citizenship and employability skills incorporated.

## Manchester College of Arts and Technology

MANCAT had nearly 1,800 ESOL learners aged over 19 in 2006/7. Learner data shows high numbers from the A10 countries, West Africans and Somalis. About 34% of learners were on courses contributing to the Skills for Life targets. There will be fewer classes at entry levels 1 and 2 in 2007/8. Retention was high at 98%, with achievement at 80%; this is achieved through rigorous tracking and review systems. Some provision is unitised. Detailed progression data is captured, showing that 8.8% progress to employment, 33.7% progress internally (that is to a higher level

course), 40.9% to Further Education and 2.5% to Higher Education. The average class size is 20-25. Provision falls into four categories: full-time contextualised courses; a smaller number of part-time courses of two sessions per week; some 'bolt-on' provision for learners on other courses, combining language and curriculum support; some provision embedded in vocational courses. There are also tailor-made courses for industry; in 2006/7 MANCAT worked with 15 employers, and expects to continue with three of these in 2007/8. The need for the College to charge fees is said to be a barrier for other employers. MANCAT works in partnership with Wai Yin see page 35. MANCAT estimates unmet demand for 2007/8 at 500, excluding pre-entry and with some qualification about the commitment this represented.

## City College Manchester

City College had 833 ESOL learners aged 19+ in 2006/7, a decrease from 1,045 in the previous year following the closure of one site. City reports 'long waiting lists' in South Manchester, and unmet demand for daytime classes (because of accommodation constraints) and for pre-entry learning for those with low literacy in their first language. Around 25% of learners were recent migrant workers and their families, and 43% recent refugees and asylum-seekers and their families. Some 45% of learners were on courses contributing to the Skills for Life targets. About 100 learners, mostly women were in groups linking pre-entry with literacy and numeracy. The retention and achievement rates in 2006/7 were 86%. Available data showed 16% progressing to further ESOL learning and 10% to vocational programmes within the college. The average class size was 16; some larger classes are team taught and pre-entry groups are likely to be smaller. Courses are for 13, 12, 9 or 5 hours (evening) per week. In addition to ESOL, the College offers English as a Foreign Language (EFL) qualifications on a commercial basis, in response to the high level of demand. There is tailor-made provision for an acute NHS Trust, the construction industry and a bus company, in partnership with the trade union.

Manchester Adult Education Service

## Manchester Adult Education Service

MAES had 2,170 ESOL learners in 2006/7 and has a waiting list at all centres in the current year and a waiting list of 40 for family language in the central area. Recruitment in Wythenshawe has been affected by the introduction of fees. A survey of daytime learners in 2006 showed that 53 different languages were spoken; 20% of learners had a European background, 44% Asian, 35% African and 1% Latin American. About one third were on courses contributing to Skills for Life targets. The retention rate was 89.7% and the achievement rate 90.1%. In addition there were 11 family language courses feeding into one term transitional ESOL courses; these were located in the central area of the City. Family language availability is limited by the number of experienced teams in place. Daytime courses were usually for eight hours per week, evening for four hours. There were 12 summer schools and 11 full-time courses were piloted. The usual class size was 10. A menu of new 'ESOL for...' programmes (Interpreting, Childcare etc) is being developed at entry level 3, with planned progression to MAES or City College courses. Tutors in other subjects can refer learners for

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ESOL support, which may be through advice to the tutor, enrolment in an ESOL class or 1:1 tuition by ESOL tutors. Courses were run for a range of employers but the requirement to pay is seen as a barrier.

## Other Providers and Agencies

### Other LSC Funded Provision

- **The Workers' Educational Association North-West (WEA)** organises some community-based ESOL provision, though data has not been obtainable.
- ESF funding contributes to delivering ESOL within the City, particularly as ESF is the main source of funding for many voluntary and community sector organisations. However, as explained above, data on numbers is not currently available. A current project by Action for Employment is expected to deliver ESOL qualifications at entry level for up to 220 individuals across Greater Manchester. Other ESF funded activities are noted under organisations below.
- **Neighbourhood Learning in Deprived Communities (NLDC)** funding is currently managed by MAES and the City is developing a strategy to maximize its effectiveness by linking it to Deprived Areas Funding. NLDC is primarily concerned with barriers to progression and employment: recruitment activity does not target ESOL learners per se, but ESOL needs will be addressed in programmes. Some 2006/7 projects included ESOL but separate data on ESOL learning is not available.

### University for Industry (Ufi)

- Ufi recorded 189 learning aims for ESOL in 2006/7, of which 60 resulted in achievement.<sup>5</sup>

### Jobcentre Plus (JCP)

- New Deal applies to customers aged 18-24 who have been on Job-Seekers' allowance (JSA) for more than six months, and those aged 25+ who have been on JSA for more than 18 months. Those identified as having ESOL needs, are given a place on a full-time course for up to six months. There is no fee. As this provision is mandatory all those presenting with ESOL needs must be accommodated. There have been 230 ESOL starts in New Deal in the 18 month period July 2006 – December 2007. The course has job-search elements. New Deal cannot be deferred until a learner has completed another ESOL course, but previous ESOL learning will be taken into account in the New Deal Action Plan. The current contractor is Action for Employment.

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<sup>5</sup>Please note that UFI ESOL is not currently target bearing.

- Non New Deal customers may be offered provision through the LSC and JCP joint delivery plan. This provision does not cater for pre-entry level needs. This provision is also free. There have been 137 referrals to this provision since October 2007 and there is currently a three-month waiting list. The average length of stay is 13 weeks. The current contractor is YMCA.
- ESF funded provision has been used by JCP to meet pre-entry ESOL needs. In 2006 there were 177 starts and in 2007, 170 starts. JCP reports that ESF funding in 2007 was insufficient to meet demand.

### Work Solutions

- Work Solutions is part of Manchester Solutions, a not-for-profit training organisation set up by the Greater Manchester local authorities. It specialises in working with disaffected or marginalised learners and recruits a wide range of ESOL learners. ESOL is provided at its City Centre site and also in Longsight. Funding is through a 'cocktail' of sources including a MANCAT franchise for one project. In the last 18 months there were 300 learners in total with a peak of 140, at all levels from entry 1. The achievement rate was 75% and 69% progressed to other qualifications or employment. Courses are daytime only; most learners attend for 15 hours per week; the length of course depends on the funding contract. The usual class size is 12-15; in addition two staff work 1:1 with learners to help with job search. Provision is intensive and the programme covers personal and social development (including citizenship), vocational development and skills for life. Work Solutions is also developing Train to Gain provision with embedded ESOL and is working with one employer to provide ESOL below entry level 3 for Eastern European workers.

### Community-based Provision

- **New East Manchester – East Manchester Skills for Life Project** (Manchester City Council) has two ESOL initiatives funded by New Deal for Communities and North West Development Agency. First, a home tuition project provides volunteer tutors for people who cannot leave their homes (for example, because of family pressure). There are about 80 new starts each year. The project is intended to provide a safety-net and a means of moving learners on to group provision. Second, 10 classes of two hours per week catering for up to 100 learners offer ESOL at pre-entry and entry levels 1 and 2 for those who cannot access mainstream provision; learners are supported in moving on to a mainstream provider when eligible. There is a high level of demand for these classes.
  - **Chorlton Workshop** is a community organisation and a MAES franchise partner. Following reductions in the MAES contract, work in other areas has ended. It now has two classes of five hours per week, covering entry levels 1, 2 and 3 and level 1, and leading to ESOL qualifications. They mainly serve the local settled community. There is a waiting list of at
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least 50 people; additionally, the Workshop cannot accommodate needs for pre-entry learning. It is also currently sub-contracted by Action for Employment to provide short courses for speaking and listening skills for black and minority ethnic people in employment.

- **Community Support Plus (CSP) and First Asian Support Trust** are two of a group of community organisations working together in Cheetham Hill, a very diverse area with both long-term communities mainly of South Asian origin, asylum-seekers and refugees and now eastern Europeans. CSP delivers 10 week ESOL courses to about 60 learners per year as a means of recruiting to Skills for Life and other programmes. In September 2007 the waiting list was 100. CSP is developing specialist ESOL (eg 'the knowledge' for cab drivers); some co-financed contracts for workforce development may include ESOL.
  - **Inspired Sisters** is a community organisation which supports women in Longsight, with partnerships with Wai Yin and City College. Most ESOL learners are women. Since March 2007 there have been 300 ESOL learners and there is a waiting list of 300+. Courses range from pre-entry to Level 2, with the majority at pre-entry. Courses lead to skills for life qualifications and include citizenship to meet Home Office requirements. Typically, attendance is for four – six hours per week. Funding is via projects including the '3G Skills Challenge' aimed at unemployed BME people and 'ESOL 4 Employment', a JCP financed programme of four hours per week for 12 weeks. Inspired Sisters has also worked with employers in the catering sector.
  - **Jabez** is a small voluntary organisation working with women of South Asian, African or Afro-Caribbean origin in Longsight. It has 15 learners at levels 1 and 2. Current ESF funded research has involved training six community researchers to work with 30 learners to report on needs and barriers and develop a new basic skills and language learning programme and teaching pack.
  - **Wai Yin Chinese Women's Society** is a well-established Chinese community organisation, with partnerships with MAES, MANCAT and other BME organisations. Wai Yin caters primarily but not exclusively for the Chinese community, including Chinese people living outside the City. There is high demand at pre-entry and entry levels from new arrivals from mainland China joining the settled community, as well as needs amongst those already settled including the elderly. ESOL up to level 2 and other courses are franchised from MAES. In 2007 there were 1500 applicants, including learners progressing, for 750 places; potential students normally wait three months for assessment but cannot then be guaranteed a place. ESOL courses are for six hours per week for three-four months. In addition there is a Basic English course for elderly people, for two hours per week for a year. In 2006/7, 167 ESOL qualifications were achieved. Of four employment-focused projects organised with partners in 2006/7, two included ESOL specifically. 'Invest in the Future' training for BME employees in the ethnic catering sector, 120 Wai Yin learners achieved ESOL qualifications. In '3G Skills Challenge', 64 achieved Skills for Life qualifications including ESOL.
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- **The 'Enterprising Skills'** course (funded by LSC and JCP) was aimed at women or BME groups and based at MANCAT; ESOL was embedded and over 50% of participants moved into jobs. A previous programme run with MANCAT provided ESOL to workers in the Chinese catering sector.
- **Manchester City Council Women's Voices Project** is piloting a project funded by the City Council to offer ESOL to those not easily reached. A team of volunteers from the communities concerned have been trained, and will run four hours per week classes for six months, with a target of 60 learners. Venues are likely to be Wai Yin and a centre in Longsight and childcare will be provided. MAES will support the volunteers and evaluate the work.
- **Other organisations:** providing some ESOL include Awaz, Hanifah Community Initiative, Manchester Bangladeshi Women's Society and the Somali Women's Group.<sup>6</sup> Agencies have noted that various informal, local and comparatively small-scale provision is offered by churches as well as community organisations.
- **Agencies** not primarily concerned with ESOL may offer language learning opportunities to those most marginalised. For example, ASHA, a support agency for refused asylum-seekers, co-operates in Hume with Zion Community Resource, run by Big Life Services, for a volunteer tutor to teach participants waiting for other services.

### Trade Unions

- **Unionlearn**, the learning arm of the TUC now administers the Union Learning Fund as well as the LSC's regional Learning and Skills for All Fund, funding from the NWDA, and Ufl funding for union learning centres. Delivery is by the individual unions. All of these funds have potential to contribute to ESOL and some bids now reflect this.
- **The Transport and General Workers' Union (T&GWU)** works through its union learning representatives to broker ESOL provision. For example, Stagecoach and First Bus recruit Polish drivers and follow up initial ESOL training in Poland with context-specific ESOL on arrival. This is funded through a partnership between the companies, T&GWU and City College courses. Currently the union has on record 35 learners in the City, predominantly Polish but from a total of nine countries; this figure does not reflect the range of work developing with employers.

### Private Providers

- Private providers serving individual learners range from very local unregulated organisations serving a particular community – for example, offering preparation for citizenship tests, to English Language schools, such as the Manchester Language Academy, providing high fee

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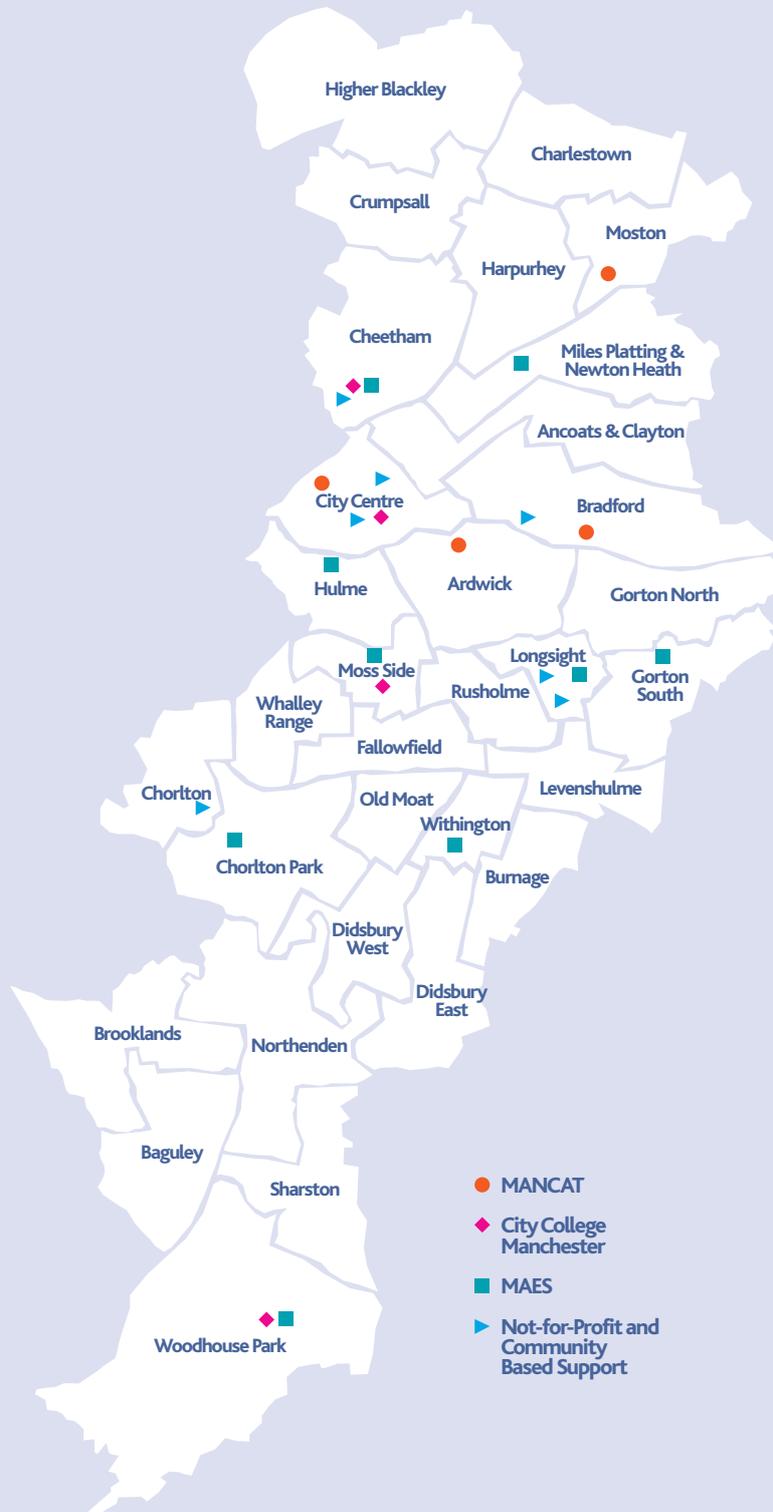
<sup>6</sup>*Directory of Refugee and Migrant Organisations and Support Agencies in Greater Manchester, Manchester Refugee Support Network and Refugee Action, 2007.*

courses for higher education students and senior executives. No information is readily available on the private providers serving employers. It is not possible to estimate what demand the private sector meets, the range of groups served or its potential contribution without further research. Currently the LSC does not fund any private language providers directly.

### Main locations for ESOL

|   |   |
|---|---|
| <b>MANCAT</b>   | Moston<br>Openshaw<br>Nicholls Centre, Ardwick<br>City Centre   |
| <b>City College</b>   | Abraham Moss Campus, Cheetham Hill<br>City Centre<br>Windrush, Moss Side<br>Forum, Wythenshawe  |
| <b>MAES</b><br>(excludes other community venues and family language)  | Abraham Moss Campus, Cheetham Hill<br>Victoria Mill, Miles Platting<br>Greenheys, Moss Side<br>Hulme<br>Plymouth Grove, Longsight<br>Cedar Mount, Gorton<br>Withington<br>Chorlton Park<br>Forum, Wythenshawe |
| <b>Not-for-profit and Community-based</b><br>Community Support Plus,<br>First Asian Support Trust<br>Manchester Solutions<br>Wai Yin<br>East Manchester S4L<br>Inspired Sisters<br>Jabez<br>Chorlton Workshop | Cheetham Hill<br>City Centre<br>City Centre<br>East Manchester, various wards<br>Longsight<br>Longsight<br>Chorlton   |

Diagram 1: Map of Locations for ESOL Provision in the City of Manchester



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## Staffing and Capacity Building

### Supply of Staff

Specialist language staff in the main providers and others delivering provision contracted by the LSC or JCP are trained to the national standards. Among the main providers the vast majority are now full-time. However, the majority of tutors in the voluntary and community sector are part-time and where full-time they are likely to be isolated. Both these factors may impact on the effectiveness of those organisations' work.

Generally speaking the main providers do not currently experience difficulty in recruiting tutors although there have been shortages and questions of the quality of applicants in the past. For example, tutors with Teaching English as a Foreign Language (TEFL) qualifications are not necessarily equipped to teach ESOL. There may not be a pool of tutors ready for expansion in provision: voluntary organisations have reported a shortage of part-time tutors because full-time jobs have been available with the main providers. A shortage of tutors available to work 'unsocial hours' in the workplace has been reported but it is not possible to estimate how great a shortage of workplace tutors there might potentially be.

### Continuing Professional Development: Main Providers

The main providers (and Work Solutions) have well-established systems for identifying and meeting the Continuing Professional Development (CPD) needs of their staff and these figure in their self-assessment and action plans. In addition to particular skills (e.g. developing the use of IT as a teaching/learning tool) there is a reported need for opportunities to learn about new groups of learners and their needs. The main providers do not appear to collaborate systematically with voluntary sector organisations in professional, curriculum or resource development, although the specific partnerships noted above do entail valuable collaboration.

### Continuing Professional Development: Voluntary Sector

There is no clear or consistent picture of CPD needs in the voluntary sector. Partly this stems from a cultural issue for organisations which see capacity building as intrinsic to their organisational growth and partnership working, rather than being a matter of individual training. However, the qualification requirements for tutors arising from FE sector workforce reform will impact significantly on the sector, particularly small organisations, many of which use volunteer tutors. There is currently little funding available to support paid or volunteer staff to achieve the minimum levels required. A generic need is also reported for staff and trustees to develop management skills to deliver contracts. There is a clear demand for updating sessions organised by the City Council Regeneration teams and through MARIM (see page 41), particularly for basic information about eligibility and what provision is available. There is also a reported need for

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training for volunteers who work in organisations supporting actual or potential ESOL learners, so that they are aware of ESOL needs and can support learners in practising English.

### Front-line Staff

It is considered that there is a need for awareness-raising for 'front-line' staff in all sectors who come directly into contact with new arrivals. This is an important dimension of the City Council's 'welcome' strategy, enabling new arrivals to use services effectively.

### Developing Capacity in Workplace Learning

In the workplace, the challenge of building capacity to meet ESOL needs is being addressed by two regional initiatives, both of which could be developed within Manchester;

- The **North West ESOL Good Practice Cluster** has been created under the Skills for Life Improvement Programme. It focuses on employer engagement and workplace delivery, and works with Migrant Workers Northwest. MANCAT and First Bus are both members.
- **ESOL Awareness Raising for Workplace Trainers** is working with members of the good practice cluster, and particularly with First Bus to support a 'whole organisation approach' to Skills for Life by developing understanding of ESOL needs in the workplace. ESOL awareness sessions for workplace trainers are intended to equip trainers to act as champions, support assessment, and work alongside Skills for Life specialist to develop language skills in the context of workplace needs. They are intended to offer a transferable model.

### Networks

The following existing Manchester networks contribute to capacity building;

- **Learning and Skills Employment Network** is the training arm of the voluntary sector network of the Local Strategic Partnership; it has established an ESOL sub-group which also includes the main providers. The task group has initially focused on advocacy but intends to develop its role.
  - **Learnnet** is a 'first steps learning network' coordinated by Manchester Community Information Network; it includes 18 voluntary organisations and community centres and projects as well as MANCAT and MAES. Some centres emphasise working with language learners, although not solely for ESOL. The partnership includes research and capacity-building for members in its business plan.
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- **MARIM – Multi-Agency for Refugee Integration in Manchester** is funded by the City Council to help agencies improve services for refugees and asylum-seekers. Its regular networking events are a key means of sharing information and best practice and obtaining feedback on needs.
  - **Manchester Refugee Support Network** brings together 22 community organisations with the aim of capacity building and helping groups to develop a voice. It provides services as well as a Forum. The Network is considering the possibility of a skills audit for refugees.
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## 6. Findings

### Need/demand

- Baseline data which assesses the level of need on a ward by ward basis is not current enough to be useful. However there are valuable sources of information within the city which could inform providers' planning.
  - Whilst there are queues and waiting lists at enrolment time in September, some providers claim that all genuinely able to benefit from a course at the levels currently on offer can be placed; others, particularly in the voluntary sector, claim that there is unmet demand for existing provision. Whilst difficult to quantify, there is significant unmet demand, because of a lack of provision, at pre-entry and to a lesser extent at Entry Level 1 and Entry Level 2. Maximum class sizes differ between providers, indicating that there may be scope to accommodate more learners at levels Entry Level 3, 1 and 2, particularly if good learning resources including IT are in place. However, learners at levels below this are likely to require tuition in smaller groups, particularly those who also have literacy needs.
  - Some providers find it difficult to respond to new demands that emerge during the year because their funding allocations are fully utilised, although their curriculum is designed to enable flexible entry. Also, childcare places, if available, tend to be booked as from September. Some providers offer alternatives to childcare places, such as paying childminding expenses.
  - There is a reported unmet need amongst asylum-seekers and those given leave to remain. This is for 'just in time' provision which will meet their immediate needs to cope and begin to integrate, but does not immediately lead to Skills for Life qualifications. It cannot readily be organised if funding allocations are fully utilised.
  - There is a reported latent need among settled communities (particularly women, for example, from South Asia) who are difficult to attract into provision or who need provision based in their community.
  - The numbers of migrant workers are increasing and are expected to continue to do so, with a proportion settling with their families, and a corresponding increase in demand. There is a general view that the skills of new arrivals are under-utilised because of their ESOL needs and that there is both unmet and unidentified demand in the workplace.
  - The centres at which the providers offer ESOL, including community venues in which MAES delivers, are well spread out and cover the areas with highest need. However, the diversity of the City and population changes means that there are areas where mainstream provision is not easily accessible physically. The role of community organisations in improving access is as yet mainly limited to Cheetham Hill and the Central and Southern Wards.
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- Most ESOL learners are highly motivated and there is evidence that some are prepared to travel within the City to learn. However travel costs and availability of childcare are barriers. Of those resident within the City of Manchester, only 7% are attending courses in Greater Manchester or further a field.
- There is a tension between meeting needs and performance measures for providers. Many of those most in need experience other pressures which may lead to interrupted attendance or drop-out or they may need to take up the chance of employment. They may also achieve part rather than full qualifications. These factors will in turn affect success rates and providers' ability to reach targets.
- The impact of the introduction of fees and the restrictions on eligibility for free provision on some learners is not yet clear, although MAES report a reduction in enrolments in Wythenshawe. The Regional Skills team has commissioned a survey of Greater Manchester providers on the perceived impact of the funding changes.
- There are different views about the optimum class size for ESOL, which, in some cases, may limit the ability to meet demand, particularly above Entry Level 2.
- Although it is not part of the remit for this study, there is considerable concern about the needs of young people, in particular the level of performance in English achieved by some groups in the secondary phase of schooling and the lack of resources available to support their language learning. This continuing issue will inevitably impact on the future employment prospects of these young people and will have implications in the longer term for post-19 provision. It is also reported that there needs to be improved provision for young unaccompanied minors.

## Learners' Views

- Most learners have a number of motives for learning, balancing employment, coping independently in everyday life and being a part of the community. For many entry 1 / 2 learners employment is a longer-term objective. Moving on to other courses, including higher education, helping children and the citizenship test are also important.
  - Word of mouth is the most important means of finding classes.
  - Many, though not all, learners found the process of recruitment difficult and confusing. Some found it difficult to find classes. Many had to wait for places.
  - Very few of the learners involved pay fees although some have to pay an administration fee, examination fees and childcare. None appear to get help with transport costs.
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- The timing and location of classes is very important to learners. Some classes were not planned to take account of learners' family commitments or travel times. Some students travelled some distance, because of the availability of classes (closure of City College's Fielden Park centre was a factor). A friendly atmosphere was important.
- Childcare availability and costs and transport costs are barriers for many.
- Almost all learners were positive about the quality of teaching and learning. Many wanted more emphasis on speaking and listening, more involvement of English people and more about local life. Those on short courses wanted longer courses and some wanted more sessions per week and more intensive courses. Other preferences reflected learners' differing cultural backgrounds and circumstances.
- Most learners are strongly committed to progression to vocational courses, employment, volunteering or higher education, and many are knowledgeable about what further training they want.

## Structural/organisational

- There is a general view that for ESOL learners the total 'offer' in Manchester is not coherent, transparent or well-signposted for learners or support agencies. There is no single source of information about ESOL learning in the City. Providers' information varies in clarity and detail.
  - The remit for providers receiving LSC funding needs to be clear, to avoid overlaps. A significant proportion of provision will continue to be needed at pre-entry and entry levels 1 and 2, even though much of this will not count towards Skills for Life targets.
  - The providers in both statutory and voluntary sectors largely operate in isolation from each other, even at the planning stages, although there are some good examples of co-operation and partnership working. Some refer learners to each other's provision but others do not do so, either because they are not sufficiently informed or because they wish to retain 'their own' learners. Some voluntary sector providers believe that learners do not wish to be referred elsewhere but prefer to remain in their environment.
  - Although the main providers offer appropriate Information, Advice and Guidance (IAG) at entry point and on course, there is a lack of over-arching IAG to enable learners to access the right provision and of any support for the transition for learners between providers or into work.
  - Progression information is mainly held internally, very little is available longitudinally and tracking between providers is virtually non-existent.
-

- Primary schools, the Sure Start programme and Children's Centres have unique potential to recognise ESOL needs and encourage parents to become involved in their own learning, as well as their children's, contributing to the Every Child Matters outcomes and engaging those who are marginalised and economically inactive. However their level of understanding of these needs and their response varies. There is a role for family language and ESOL in plans for extended schools.
- Community-based organisations whose main or sole remit may not be ESOL have an essential role to play in engaging learners and, where they are equipped to do so, in providing pre-entry and entry level learning, with the benefit that this is part of a range of activities which enable learners to participate in the community.
- The introduction of fees has had less impact than expected for the main providers because many learners considered to be amongst their targeted groups are eligible for fee remission. However, providers have reacted very differently to the need to mitigate fees and in how they use learner support funds. There is a general lack of transparency and consistency. Amongst voluntary organisations, the introduction of fees has created more difficulty. Some have chosen to subsidise learning from their own resources.
- Providers outside the mainstream are reliant on short-term funding to an extent which makes provision unstable and can militate against meeting urgent needs and planning for progression. It can also lead to organisations 'holding on' to their learners rather than encouraging them to move to another provider when at the appropriate level.
- JCP provision, including the non New Deal provision procured by the LSC under the LSC/JCP joint plan and the pre-entry provision funded through ESF, is not coordinated with other provision and there appear to be no cross-referral arrangements. Learners already taking ESOL courses who become eligible for New Deal have no clear means of completing their current learning and gaining their intended qualification.

## Employers and the Workplace

- The new policy of charging has impacted on take-up and employers tend to see their responsibility as relating to the needs of the job, rather than a wider responsibility. However, agencies working with employers say that many employers are recognising the need for ESOL. Levers to persuade them include health and safety requirements, customer satisfaction, and qualification requirements, such as those of the Transport Commission qualification requirements, to be effective by 2013. Potentially Investors in People is another lever. Sectors with a strong tradition of employee development are thought to be more receptive to ESOL needs.
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- Trade unions and workplace learning representatives are a vital part of the response to workplace needs and the Union Learning Fund is a valuable means of responding to needs. ESOL in some union learning centres is being opened up to families. The work of learning representatives and links with friends and families through the workplace also contribute to community cohesion.
  - Some employers have found ways of minimising the need for English by the use of translation and interpretation and, in one example, by employing supervisors who are speakers of the languages used in the workplace, although this leaves workers unable to progress.
  - Some employers complain that colleges are not flexible enough but on the whole the view is that recently they have become much more responsive and outward-looking.
  - Although colleges can organise provision to accommodate the needs of shift workers, the costs of relatively small numbers in a group at any one time are proving a barrier. Developing bespoke programmes to meet specific employer requirements entails a cost to providers which must be covered. The Train to Gain subsidy is limited in scope, does not currently include the new ESOL for Work qualification and is insufficient to meet providers' costs.
  - Employers are thought to be confused by funding for ESOL in the workplace. For example, the offer in 2006/7 of subsidised short ESOL programmes through a private training agency contracted by the LSC, as opposed to Train to Gain and the real costs of bespoke programmes. Train to Gain brokers may require further training in relation to language learning needs.
  - One Sector Skills Council surveyed employers and found a third of them chose to go to private providers.
  - There is evidence that new arrivals' skills are not being fully used because of ESOL needs.
  - Some sectors have demonstrated good practice in designing programmes for specific work areas, for example in transport and in the care sector.
  - Public sector organisations, in particular the City Council, are well placed to lead by example when it comes to offering work experience placements and language support, and by building training requirements into their procurement processes.
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## Capacity

- High levels of demand in the autumn mean that mainstream resources are not available for fast or targeted responses later in the year.
  - The voluntary and community sector provides valuable potential access to learners, particularly at the pre-entry and entry stages, which is not being fully capitalised. Some organisations also provide mentoring and opportunities for engagement in the community, which are important to integration as well as language learning. The importance of the role of agencies which work directly with actual or potential ESOL learners, but are not necessarily concerned with training, is insufficiently recognised and utilised.
  - Organisations and individual tutors need to be better equipped and motivated to help learners move on, particularly in the voluntary sector. There is a case for providing incentives in the funding arrangements.
  - There are some indications of a shortage of qualified ESOL teachers, particularly for contracts relating to workplace provision and for workplace-based trainers, and for some voluntary sector organisations. There may be a more general shortage if ESOL provision expands. There appears also to be a shortage of family language tutors.
  - Ex-ESOL learners are felt by some to be a successful potential source of recruits, although others including some learners have reservations. ESOL learners are also being used successfully as volunteer helpers.
  - ESOL awareness training for workplace learning representatives should be extended. There is valuable experience of training learning representatives as tutors, enabling sector specific needs to be met.
  - Some providers are already sharing CPD opportunities, and there is scope for this to be done more widely, both to develop tutors' skills and to raise awareness of the needs of 'new' groups in a rapidly changing situation.
  - ESOL classes are not always accommodated in appropriate premises, which can offer potential access to ICT facilities and accommodate optimum class sizes.
  - More daytime and week-end ESOL classes are needed, particularly in community venues.
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- There is no clear view and some disagreement about the capacity building needs of organisations in the voluntary and community sector, particularly where these are not subject to external quality assessment. However many organisations, including those whose primary purpose is not related to education and training, are keen, for information and networking to help them keep up to date and support those with ESOL needs.
- Organisations in the statutory sector, including City Council services, need more information and understanding of the ESOL offer in the City and how their own work can contribute to community cohesion.

## Programme Development

- There is evidence of good practice in inspiring ESOL learners to be ambitious and reach their potential, offering supporting at each step in the learning journey, and designing provision which enables progression. However this is not being shared.
  - Allowing for the diversity of learners, there are very divergent views about the appropriate length and intensity of provision. For some learners, educational and cultural background or current pressures mean that more intensive provision is not suitable.
  - However, there is a widespread view that delivery needs to be more flexible, for example a sequence of shorter courses to meet immediate needs at different stages, particularly for asylum-seekers and refugees, and migrant workers. There is a perceived need for more daytime and weekend classes. There is experience of using home tuition to engage those who are most isolated or vulnerable.
  - The pattern of engagement appears largely to depend on the policy of the provider which the learner accesses, rather than being based on the learner's informed choice.
  - Providers offer modular provision which can be accessed at different times of the year, but the scope is limited by a shortage of places after the start of the year, including a lack of childcare places.
  - There is general support for the notion of 'contextualised' ESOL, including ESOL which is specifically work-related, as the most successful approach. There seems relatively little experience of the fully embedded approach, which is considered to be less suitable for structured language learning.
  - There are some excellent examples of innovative provision that link ESOL to employability. This could be expanded more widely without distorting the language focus of individual programmes.
-

- Most ESOL programmes other than short courses include citizenship to enable learners to meet Home Office requirements.
  - There is evidence of good practice amongst both the main providers and voluntary and community organisations in creating opportunities to practise English outside formal classes and for social interaction. These are important for community cohesion and are welcomed by learners. Examples are contact with the rest of the student body, the input of IAG staff, opportunities created by links with other organisations, the use of volunteers and opportunities for learners themselves to volunteer.
  - Qualifications are not always appropriate and progression can be hampered if a learner is moving to another provider. Insistence on full qualifications as a measure of success, as required by the LSC, does not reflect the 'spiky profile' of learners and learners' own priorities, which for many is to obtain employment. There is a strong view that, once in place, a credit framework, would introduce a welcome flexibility into an over-rigid system.
  - There is considerable doubt about whether the new ESOL for Work qualification will improve employer take-up. It is felt that employers may consider it too long, prefer tailor-made courses or be put off by it not carrying Train to Gain funding.
  - There is limited use of e-learning and blended learning.
  - The 'family language' programme is an effective means of engaging ESOL learners with planned progression to ESOL classes.
  - However, other programmes to engage learners in the community do not always maximise ESOL learning or progression opportunities.
  - Terminology to describe the ESOL curriculum is not used consistently and as far as learners are concerned this adds to the confusion about any choices they may have.
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## National Policy Constraints

The purpose of this report is to focus on ESOL provision in the City of Manchester and accordingly the recommendations address changes which can be made locally. However the process of the Review has revealed that national policy constraints impact on the ability of the LSC and local partners to meet needs. The constraints reported by interviewees include:

- The requirement for 80% of provision to contribute to the Skills for Life targets has resulted in a reduction of provision at pre-entry and entry levels 1 and 2, regardless of local evidence of need.
  - This requirement may also be inappropriate to learners' needs, for example, the primary importance of speaking and listening may make a partial qualification more suitable at a particular stage.
  - The requirement for ESOL to contribute to Skills for Life targets therefore creates pressure to distort provision and may also distort providers' performance measures.
  - Train to Gain's current qualification requirements limit its usefulness in supporting employers to provide ESOL training (although this may be eased by the planned roll out of funding for Skills for Life stand alone qualifications) and funding levels are insufficient to meet providers' costs.
  - Jobcentre Plus New Deal rules mean that ESOL learners coming into New Deal cannot complete their courses and must transfer to the New Deal contractor; this is a barrier to their success.
  - Limitations on eligibility for public funding make it impossible to address the needs of asylum-seekers on first entry, or the needs of those newly joining the settled communities, although it is then that these are most acute.
  - The training and qualification requirements being progressively introduced from 2007 for paid staff and volunteers will make it difficult for smaller voluntary and community organisations to contribute to ESOL.
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# 7. Recommendations

## Strategic

- 1 ESOL should be an explicit part of an overarching strategy for Skills for Life in the City Manchester, led by the Skills Board and linked to the City Council's Operational Plan for implementing the Greater Manchester City Strategy. This will ensure that it is linked to both the economic regeneration and the community cohesion agendas and to Local Area/ Multi-Area Agreements. In respect of ESOL, the strategy should;
    - Agree the priorities for investment by both providers and funding agencies in a climate of restricted resources.
    - Coordinate the use of funding streams as far as possible.
    - Use district-based delivery plans flowing from the overarching strategy.
    - Clarify the roles and responsibilities of the main providers, voluntary and community sector organisations and other agencies and stakeholders.
    - Include provision for innovation, particularly relating to outreach work, early engagement, progression and workplace learning.
  - 2 The strategy should respond to the agenda and challenges set out in the DIUS consultations *Focusing English for Speakers of Other Languages* and *Informal Adult Learning – Shaping the Way Ahead*. It should be informed by the values and principles set out in the Refugee Charter for Manchester and the Migrant Workers North West Minimum Standards Charter (in Annex 6).
  - 3 Planning to meet ESOL needs should be based on an active working relationship between providers on the one hand and agencies and services working directly with potential learners on the other, so that provision can be more effectively targeted and responsive to developing or changing needs.
  - 4 The priorities for LSC funding should focus on the needs of settled communities, including recent arrivals into them and those recently given right to remain in the UK, recognising that there are both vulnerable and very difficult to reach groups within both these categories. In this respect MAES is well-placed to refocus some existing ESOL resources into the communities it serves, allowing for capacity to enable a rapid response when needed during the year.
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- 5 The City Council should identify appropriate funding sources to support engagement activity and employment pathways with mentor support that cannot be funded by the LSC. Its priorities should be to use Deprived Area, Community Cohesion and other funding to:
    - Engage learners in their communities, particularly new arrivals, and the most vulnerable.
    - Build capacity in the voluntary and community sector.
    - Create new pathways to employment, using work experience, mentoring and support through transition to employment.
  - 6 There should be a common approach in the City to which learners should receive support from the Discretionary Learner Support Fund.
  - 7 Key roles and responsibilities for voluntary and community organisations should be clarified in the light of levels of need for ESOL and the recently published consultation document *Focusing English for Speakers of Other Languages*. It should be recognised that the size and capacity of such organisations varies greatly. Agreement on roles should underpin eligibility for funding. As a starting point the presumption should be that the sector will focus on;
    - Meeting immediate and pre-entry needs, with an emphasis on inclusion in the community.
    - Where the capacity exists, delivering at entry levels 1 and 2, provided that there is a commitment to progression to more formal learning where this will meet the learner's needs.
    - Innovative means of linking ESOL to employability.
  - 8 Funding for voluntary and community organisations should be informed by the principles of the voluntary sector compact, and planned to recognise the need for stability, secure the integrity of provision for learners and avoid distortion because of reliance on short-term contracts from a variety of funding streams. Funding levels should take account of the costs of the additional support to learners required for effective practice.
  - 9 New arrivals in the City should be welcomed as potential contributors to the local and regional economy and they and their families should receive sufficient support to enable them to use services effectively as well and as a basis for future economic activity. Clear information and sign-posting at this critical time should be a priority and advisers in both the statutory and voluntary sector should have current information to enable this. The role of agencies and community organisations whose primary concern is not ESOL but who work directly with new arrivals should be recognised and encouraged.
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- 10 In its work with employers, the City should include on its agenda the collection and publication of the business case for improving ESOL levels among employees, in particular those at lower levels of competence. This should include examples of financial and other benefits and models of good practice to promote staff retention. In this way employers could be made aware of the need to maximise opportunities to use English, so that employees realise their potential and are better equipped to participate in the community. The promotion of the Minimum Standards Charter from Migrant Workers North West should underpin such a campaign.
- 11 The City Council should encourage schools, particularly primary schools, and the Sure Start programme and Children's Centres to identify and contribute to family language and ESOL needs. In partnership with MAES and community organisations, the City Council should work to raise awareness of headteachers and governors to this end. Key school staff should receive awareness raising training and be offered volunteer and tutor training. Extended schools advisers should ensure that family language and ESOL are included in schools' plans where there is known to be need.
- 12 ESOL needs should be addressed in the LSC / JCP joint commissioning plan, which should ensure that provision funded by this route has a clear role in the strategic approach outlined in recommendation one.

## Organisational

- 13 The Skills Board should ensure that a lead is taken to introduce and support a partnership mechanism which might operate at both City-wide and district levels. It should be recognised that the partnership will require support to function effectively. The purposes of such a partnership should be to;
    - Share information on need/demand.
    - Define and clarify the roles of the different providers.
    - Coordinate the responses to identified priorities as these emerge.
    - Create partnerships for progression and capacity development between voluntary and community organisations and providers, with funding to support the transition process between one agency and another.
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- 14 The LSC should consider the feasibility of a central mechanism to make information about all ESOL provision in Manchester City coherent and easily accessible with live information on vacancies and waiting lists. A further step in this process would be to consider a comprehensive initial assessment and placement service as modelled in other cities, supported by an overarching IAG and mentoring service.
- 15 Providers and advisers should share good practice in how evidence of eligibility for ESOL and for fee remission is interpreted and use this to train staff dealing with admissions.

## Programme Development

- 16 Building on the City's welcome policy, there should be the introduction of a 'welcome pack' for new arrivals to Manchester City, to include survival English, advice on home study and learndirect provision. It should feature clear signposting about where to find out more, an introduction to the fee charging policy, how to enrol and an indication of where further help and advice may be found. There should be training for front-line staff and community members to support this.
  - 17 East Manchester's Home Tuition Project for those who cannot readily attend classes outside the home because of personal, social or cultural constraints should be extended to all districts, as a first step towards enabling learners to move to structured ESOL provision in local centres or in school locations.
  - 18 There should be much more 'embedded' provision for learners who have reached a sufficient level, in both vocational programmes and learning contributing in other ways to community cohesion. Where necessary this should be designed to include other basic skills.
  - 19 Workplace-related ESOL provision should be further developed and expanded to support the transition to work and to help people once at work. Consideration should also be given to developing and funding work placement and work experience schemes for those entering the labour market. 'Employability' programmes combining these elements should be tested.
  - 20 JCP should work with its contractors and with providers to ensure that learners' do not lose momentum when entering New Deal provision and can complete their qualification aims.
  - 21 The LSC should consider a pilot project to test effective means of delivering ESOL within the new Train to Gain flexibilities.
  - 22 Best practice found in providers' internal systems for tracking progress, tackling drop-out and supporting learners' transition to vocational training or employment should be shared and built on to enable providers to work to a common standard and would facilitate the transition between programmes and providers.
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- 23 Innovative and successful approaches to delivery, including e-learning, should be actively shared between providers as part of the partnership mechanism initiated by the LSC. A further development arising from this, and building on the notion of a 'prospectus' of all available provision, should be the use of agreed common terminology to describe ESOL provision in Manchester City
- 24 MAES should be funded to extend the availability of language learning within Family Learning programmes, working with Children's Services Diversity and Inclusion team to target areas of need.

## Capacity

- 25 The role of the Learning and Skills Employment Network ESOL Task Group should be strengthened considerably to enable it to facilitate capacity building across the City and across sectors, ensuring the recognition and sharing of good practice and the regular updating of tutors in the City. In order to achieve this, its terms of reference should be revised and its membership extended, and support arrangements should be carefully considered.
  - 26 Once the role of voluntary and community sector organisations has been agreed their training needs should be audited and consideration is given to how these needs can be met. This should include the contribution of Train to Gain following the forthcoming eligibility of the voluntary sector to participate in it.
  - 27 More family language tutors should be trained to enable MAES and partners to extend the reach of family language.
  - 28 There should be a programme to train both vocational and ESOL tutors in embedded provision (as has been done by some providers for literacy and numeracy).
  - 29 ESOL teaching as a career choice should be promoted positively. As one step in this direction more advanced learners should be used to support community based ESOL, accompanied by a volunteer support training programme. A further development would be a campaign to recruit trainee teachers from ex-ESOL learners and the possible development of a new training programme specifically designed for them.
  - 30 Work with employers and trade unions should include raising ESOL awareness amongst managers, workplace trainers, and learning representatives and champions. A city-wide programme to train workplace ESOL trainers should be organised. Learning representatives who are willing should be offered such training, recognising their ability to engage with learners.
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- 31 City Council and other public sector bodies should train key workers in its customer facing departments to recognise ESOL needs and to respond in their own work, as well as understanding how they can help with referrals.
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# Annexes

## Annex 1: Steering Group

- Chair: Peter Lavender (NIACE)
  - Jocelyne Acky (Work Solutions)
  - Emnet Araya (Multi Agency for Refugee Integration Manchester)
  - Sue Bain (LSC)
  - Alan Benvie (Work Solutions)
  - Matt Bird (LSC)
  - Mike Emmerich (Manchester Enterprises)
  - Lyndy Geddes (Manchester City Council)
  - Carmen Gonzalez (Manchester College of Arts and Technology)
  - Leah Maltby (LSC)
  - Marina Parha (Manchester College of Arts and Technology)
  - Hooshang Rahmani (LSC)
  - Sharon Redhead (City College Manchester)
  - Karen Rigg (Greater Manchester Community and Voluntary Organisations)
  - Nigel Rose (Refugee Action)
  - Linda Ross (Manchester Adult Education Service)
  - Mark Rowe (Union Learn)
  - Michaela Salmon (Manchester Adult Education Service)
  - Wayne Shand (Manchester City Council)
  - Sarah Watson (Manchester City Council)
  - Mary Wilde (JCP)
  - Deborah Woodruff (Work Solutions)
-

## Annex 2: Interviewees

### Learning and Skills Council

- Leah Maltby, Skills Development Manager, Skills for Life
- Chris Troughton, Partnership Director, Stockport
- Hazel Hampson, Skills for Life lead, Train to Gain
- Jamila Astrom, Equality and Diversity Manager
- Hooshang Rahmani, Partnership Director Greater Manchester

### Manchester City Council

- Cllr S Murphy, Executive Member for Employment and Skills
- Cllr S Newman, Executive Member for Children's Services
- Eamonn Boylan, Deputy Chief Executive (Regeneration)
- Wayne Shand, Head of Economic Development and Urban Policy
- Liz Jacobs, Skills for Life and Financial Inclusion Manager, New East Manchester Ltd
- Jenny Patterson, Team Leader for International New Arrivals
- Jane Murphy, First Base Coordinator
- Sue Gaffney, EDNAST Coordinator
- Julie Davis, Roots Project Coordinator; Diversity and Inclusion Team, Children's Services
- Colin Elliott, Principal Manager, Asylum and Refugee Team, Adult Social Care
- Regeneration: Mark Rainey
- Linda Frost, Principal Policy Analyst
- Emnet Araya, Project Team Manager, MARIM (Multi-Agency for Refugee Integration in Manchester), Adult Social Care
- Yan Nin Cockayne, Services Improvement and Inclusion Team, Chief Executive's Department

### Providers

- MANCAT: Marina Parha, Assistant Principal
  - City College: Sharon Redhead, Senior Assistant Principal
  - MAES: Linda Ross, Head of Curriculum and Quality;  
Michaela Salmon, Senior Curriculum Manager, Skills for Life  
Cormac Conway, Curriculum Manager, ESOL;  
Sarah Royds, Curriculum Manager, FLLN;  
Chris Brownhill, Curriculum Development Manager;  
Vic Brailey, External Partnerships Manager
  - Work Solutions: Alan Benvie, Head of Foundation Learning;  
Joycelyn Acky, Service Delivery Manager, ESOL
  - WEA: Elaine Hutchings, Skills for Life Coordinator
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### Jobcentre Plus

- Mary Wilde, Partnership Manager – Third Party Provision
- Paula Parker, EURES Adviser, Employer Engagement Team

### Voluntary and Community Sector – Providers and Agencies

- AWAZ: Anyway Masara
- Chorlton Workshop: Helen Longworth, ESOL Curriculum Development Worker; John Elton, Student Services Manager
- Community Support Plus: Gurnam Singh
- Community Volunteers Network: Rosie Lane, Learn Net Business Manager
- First Asian Support Trust
- Inspired Sisters: Fajer Rabia, Managing Director
- Jabez: Mick Sheldon
- Learning and Skills Employment Network: Walt Crowson, Coordinator
- Manchester Refugee Support Network: Sophie King
- Refugee Action Manchester: Nigel Rowe, Asylum Advice Team Manager; David Armes, Sunrise Project Manager
- Wai Yin: Arthur Koon, T3E Service Manager, Hongfen Zhou, Adult Education Project Coordinator

### Employers, Trade Unions and the Workplace

- James Frith, Policy Manager for Employment Skills and Workplace Greater Manchester Chamber of Commerce
- Cecil Edey, Skills and Business Support, Greater Manchester, Manchester Enterprises
- Lyndy Geddes, Skills Policy Officer, Manchester Enterprises/Manchester City Council
- Joanne Lynch, HR Manager, Thomas Storey Group
- Libby Milson, Head of Group Management, Manchester Airports Group MD
- Mark Rowe, Regional Development Officer, Unionlearn
- Stuart Smith, Project Worker, First in Manchester, First Bus
- John Lea, Union Learning Organiser, T&GWU section of UNITE
- Migrant Workers North West: Denise McDowell
- Clare Collins, Independent Consultant

### Sector Skills Councils

- Voluntary Sector NW: Jonathan Gilbert
  - Constructionskills: Debbie Hatton
  - SummitSkills: Robert Wellman
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## Other Stakeholders/Experts

- Marie Kerwin, Regional Officer, NIACE
- Skills for Life Improvement Programme (website)
- Cristina Souza, Managing Director, Regional Language Network North West

## Events

- Round table discussion convened by LSEN 29 November;
    - Walt Crowson LSEN Network Coordinator
    - Rosie Lane, Learn Net Business Manager
    - Anyway Masara, AWAZ
    - Lynsey Cottle, Scarman Trust
    - Zahid Hussain, Regenesis / International Business English Schools
    - Emnet Araya, MARIM
    - Naila Lysa, South Manchester Regeneration Team
    - Hannah Scriven, Wythenshawe Regeneration Team
    - Nick Hunter, North Manchester Regeneration Team
  - MARIM agencies networking event 11 December
  - City Council Diversity and Inclusion team meeting 17 December
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## Annex 3: Learners' Views: Focus Groups Report

Focus groups of current and potential learners were organised by: Refugee Action, Inspired Sisters, MANCAT, Work Solutions and City College.

We would like to thank the participants and the organisers for contributing their own time and resources generously to this work.

### Profile of the groups

| Provider/agency  | Profile of the Group   | No |
|------------------|--|----|
| Refugee Action   | SUNRISE service clients: people recently granted asylum and with some experience of ESOL. Various countries of origin. Two female, nine male. Two in employment; one – five years in UK.   | 10 |
| Inspired Sisters | Two community-based groups, one x Pre-entry/Entry 1, one x Level 1. Women of Arabic / South Asian origin who have moved to UK with parents or after marriage and who were not able to complete education in their country of origin. None are employed.  | 16 |
| MANCAT           | Three college-based groups: main course of study: one x Entry 1, one x Entry 2; one x Entry 3 ESOL support. Wide range of countries of origin; gender balance. One – four years in UK. Varied educational backgrounds. Entry 1: all unemployed; eight previously employed. Entry 2: eight unemployed, two part-time work. Entry 3: three have had seasonal/part-time jobs. | 30 |
| Work Solutions   | (1) Group at City centre site: mixed levels. Seven female, five male, mainly from Asian and African countries. Varied educational backgrounds. Under one year – 10 years in UK. All unemployed, one has previously worked in UK.<br>(2) Community-based group, women only, mainly Somali/ Pakistan origin. Entry level 1.  | 22 |
| City College     | 18 groups of college-based learners and 13 groups in community venues. ESOL Entry level 1 – Level 2. Range of countries of origin and educational background.  |    |

## Methodology

Each group was facilitated by staff of the organisation concerned, who were considered to be trusted by learners. Briefing was provided to the facilitators. Sessions lasted up to 1.5 hours. The groups were asked to discuss according to their circumstances;

- Why people in the group are learning English, considering all the reasons and which they think are the most important.
- How learners found their ESOL provision, why they chose it and whether it is exactly what they want in terms of timing and topics.
- Whether learners are satisfied with their learning and progress, what activities help them learn most, whether the qualifications are what they want and what they would like to change.
- What courses or jobs learners want next and what help and guidance they have had.
- If learners pay, whether the fees are fair and they can afford to go to all the classes they want, and whether employers would be willing to pay.
- What their perfect course would be like.

One facilitator reported that in spite of simplification participants found it difficult to answer the questions; at entry levels 1 / 2 they did not have sufficient language skills to allow them to say what they wanted.

Following the session the facilitators compiled a summary of views from the group. These have been collated for this report. City College chose to ask individual learners to write their views as part of their ESOL activity, using a questionnaire adapted from the focus group list. It is not possible to summarise these as many were only able to give incomplete answers and only one tutor made summaries, but an indication is given below where they make a particular point or appear to differ from other learners.

## Motives for Learning

Most learners have a number of motives, balancing getting a job, coping independently in everyday life and being a part of the community. Many entry 1 / 2 learners saw getting a job as a longer-term objective, once their English had improved, or in some cases because of family commitments. Moving on to other courses, including higher education, helping children and the citizenship test are also important. People granted asylum also needed to understand official letters.

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*'It means freedom; you're independent and can go anywhere.'* (Refugee Action learner)  
*'Language is the most important element of living in a Country.'* (Nadia, Inspired Sisters)  
*'I want my English to be good enough to help my child with his school work.'* (Zaynab, Abraham Moss Centre, City College)

## Finding Classes

- Word of mouth was the most important means of finding classes - especially friends and family, but also community groups, agency workers, and tutors for those progressing. A few mentioned advertisements and learndirect. Some students had to wait for places or to acquire eligibility for free tuition. Coming with friends helped those who were scared at first.
- Problems for Refugee Action learners included;
  - Waiting lists and lack of clarity about recruitment. Some asylum-seekers were told that the class were full but then others who could pay were accepted.
  - The tests for level were sometimes confusing.
  - The conflict between colleges and JCP, with clients taken off college provision and placed on New Deal ESOL.

*'I didn't understand the full timetable and now I do one day per week – I want to study more.'* (Refugee Action learner)

- Inspired Sisters learners came because the centre was close, the atmosphere friendly and it was easy to communicate with staff from the same linguistic background. Some had to wait for a place. Times of classes (fitting in with school hours) suited learners.

*'I had been going to other places but it's easy to learn here with our own people.'* (Inspired Sisters learner)

- MANCAT learners did not choose their class but were placed by the college following assessment; some were able to chose the time and place of study. Learners preferred morning classes.
  - Work Solutions learners were referred by JCP. Some could not enrol on college courses as they were full. Women on the community-based course liked the timing of the classes, fitting in with school hours.
  - Some City College students found it more difficult to find a class or had to wait to enrol because of the closure of the Fielden campus.
-

## Fees

- No Refugee Action learners have paid for their courses. One had paid for additional tuition and one for childcare.
- Inspired Sisters courses are free but learners have to pay an administration fee which is refunded if they achieve 80% attendance. They find this affordable.
- None of the MANCAT learners have to pay; one is currently proving eligibility for remission.
- Work Solutions: the course was free. Learners do not think fees are fair.
- Most City College learners did not pay, although an examination fee is required. A few students would prefer to be on the fee-paying course for the IELTS qualification, but cannot afford the fee.
- It was generally thought unlikely that employers would pay.

## Satisfaction and What Works

- Refugee Action learners made positive comments about the quality of teaching and learning. Problems were;
  - Difference of syllabus and assessment methods between providers.
  - Courses too focussed on exam success rather than everyday life.
  - More emphasis needed on speaking and pronunciation and not enough opportunities to learn 'everyday English' and speak in real situations
  - Difficulty in understanding different accents and a preference for being taught by more than one tutor.
  - A preference for learning outside the classroom.
  - Learners tend to sit with their own language/country of origin groups and need to be split up.
  - One private training provider was considered poor.

One facilitator commented: 'it was clear that many participants had struggled to understand what was actually happening with the classes they were attending' – for example having to leave college for New Deal, and why some were admitted to classes while others were not.

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Suggestions for improvement were;

- More speaking, listening, role play, bringing native English speakers into the classroom to understand accents.
  - Tutors should bear slower learners in mind.
  - More literacy.
  - Faster track ESOL for those wanting to get into higher education.
- Inspired Sisters: all learners thought topics were appropriate. They liked the support from tutors, discussion groups and help from other students with similar backgrounds, the learning methods, the learning centre and the times. They thought qualifications were appropriate. Level 1 learners would like: more reading and writing; how to write particular sorts of letters; more vocabulary to avoid using interpreters. They would also like a longer course split into sections for the different activities.
- MANCAT:
    - Entry 1 learners found class topics useful and liked trips and social events. They liked the pace of their course but felt shy about talking to English people. Half were not interested in qualifications and three 'don't mind'. They did not want to change anything.
    - Entry 2 learners were satisfied with their progress. They all wanted more speaking practice and interactive sessions, videos, CDs and television. Some wanted more grammar, and more IT sessions. They liked the 'orientation' and 'integration' sessions and would like more about what happens in Manchester. Seven were happy to take exams, three were not interested.
    - Entry 3 learners (in the support class) liked the support but wanted more focus on essays and coursework. Some praised 1:1 support from their teacher. They would prefer drop-in sessions to scheduled classes. Only four wanted to take exams; as they also have exams for their main course of study, additional ESOL exams were felt to be too much.
  - Work Solutions: City Centre learners are satisfied with the topics, although one would like to have a variety of other subjects available. They liked the range of activities. One learner did not feel she was progressing as fast as she could. Learners would prefer other qualifications than the Trinity tests. They would like better IT. They find the environment noisy. Women on the community course were happy, mentioning the teacher and fellow class members as reasons as well as their progress in learning. They would like a longer course, help with looking for a job, more reading and speaking, and access to IT and books.
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- City College students were generally pleased with their courses and their progress. Some said that they would prefer a more intensive course and some that they would like to attend more sessions per week. A number of learners at Abraham Moss and Windrush sites reported difficulties in fitting in the timing of classes with taking children to and from school, or because they lived some way away. (This appeared to be affected by the closure of the Fielden Park site in the south of the City.) Some would prefer not to have classes on Friday afternoon as this is prayer time.

*'I chose this college because it is near my home and there is a car park and there are good teachers and I feel very comfortable to study in this college.'* (Fariha, Abraham Moss Centre, City College)

*'It is third month when I study English and I feel more safe in my job.'* (City College learner, Wythenshawe)

### Barriers Noted by Learners

- Stress experienced by asylum-seekers makes it harder to learn.
  - Lack of a quiet place to study at the hostel.
  - Coming to college is frightening at first.
  - Making enquiries at reception.
  - Understanding and producing the documents required for enrolment and establishing eligibility.
  - Learning English when another language is spoken at home.
  - Finding a course in a location which does not require travel and childcare costs.
  - Timing of courses which don't fit in with other commitments, particularly taking children to school.
  - Lack of childcare.
  - Transport costs.
-

## Progression

- Of the Refugee Action Group, one has already done three vocational courses, four have firm intentions about progression to vocational courses, and one had done a Maths course. The most common sources of information and guidance were college advisors and leaflets, and the SUNRISE service.
  - Inspired Sisters learners at all levels wanted to move to higher levels of ESOL, and alongside that apply for jobs or voluntary work.
  - In the MANCAT groups most Entry 1 and 2 learners wanted to progress to further learning, although personal circumstances might be a barrier for some. Some wished to combine work with learning rather than doing a full-time course. All learners have discussed progression with their tutors and Entry 3 learners with the Advice and Guidance team. Four look to the college to help them in finding a job.
  - Work Solutions City Centre learners did not give specific information on progression (but this was JCP provision). They report a wide range of help from tutors. In the Women's only course six wanted to progress to another course and three to a job. One woman needed a speaker of her own language to support her in finding further training.
  - Most City College learners at entry 3 / Level 1 had definite intentions about progression, with a wide range of careers or Higher Education in mind. Many knew which further qualifications they wanted. Some learners said that they could not afford to pay fees for vocational courses they wished to progress to.
-

## Annex 4: Practice Worth Sharing

### 1 Family Language Programme – developed by Manchester Adult Education Service

#### Aims

The aims of 'Keeping up with the children' are to increase parent's knowledge of phonics and early reading skills; share literacy, language and numeracy activities at home with their children; raise confidence and skills to communicate with their children's teachers; and to understand the education system.

#### Delivery

The programme was devised by family learning and ESOL professionals working together, building on the strong reputation of both teams who hitherto were working separately in schools in Manchester City.

The programme includes input from librarians in storytelling sessions and health visitors and nutritionist. Parents' language skills are improved through practical tasks, which require them to communicate with school and children's centres, and activities such as making books to share with their children at home.

#### What Works

The success of the programme comes from combining the skills found within the family learning team, who have considerable experience of working closely with school teachers and building on the learners' interest in their children, together with those of ESOL specialists who can offer a supported progression route to the wider adult education programme.

#### Impact

Although in its first year, the teachers in the schools are already reporting improved communication with bi-lingual parents about a range of issues concerning their children.

#### Progression

The plan is to offer the parents the opportunity to take the Trinity Skills for Life qualification at the end of the year and to arrange visits to their local Adult Education centres so they can progress to centre-based ESOL provision if they wish.

**Contact** Sarah Royds, FLLN Curriculum Manager, Manchester Adult Education Service

**Email** [s.royds@manchester.gov.uk](mailto:s.royds@manchester.gov.uk)

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## 2 Science Bridging Course for ESOL Learners – developed by City College, Manchester

### Aims

The aims of the programme are to give ESOL support to Level 1 learners following a science programme, as they prepare for a possible GCSE in Science (or other science GCSEs) the following year.

### Delivery

An ESOL specialist works alongside the science tutor giving ESOL support to learners who need help. At the end of the session the ESOL tutor remains to give further support in the form of vocabulary consolidation and other related areas for a further half hour.

### What Works

Learners are given support with their English at a critical point in their studies and gives them confidence to consider the possibility of taking a science GCSE in the following year.

### Impact

Feedback from the learners is very positive and out of 15 learners in the group, 10 felt confident to cope with the English of GCSE Science. The language learnt has also enabled these learners to embrace a wider range of topics, such as dealing with environmental issues.

### Progression

Learners are now able to consider a wide range of mainly science-based GCSEs, whereas previously their level 1 English was not sufficient.

**Contact** Sharon Redhead, Head of Programme Area Academic and Care Studies, City College  
**Email** sredhead@ccm.ac.uk

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### 3 The 'ESOL for...' Programme – developed by Manchester Adult Education Service

#### Aims

The programme is for ESOL learners of Entry 3 and above who are considering a vocational/employment area for themselves. It sets out to prepare them for the particular field by introducing the vocabulary, grammar, concepts and skills that will be needed.

#### Delivery

The courses are part-time and short, normally one session a week. ESOL for interpreting is a seven week course and there are 18-20 courses a year. ESOL for childcare is a 12 week course with around 16 courses per year. New courses are currently being developed: ESOL for Personal Development and ESOL for Job Search and these will be offered in 2008.

They are offered in various locations across the City, including MAES Centres and in local community centres, housing association venues, etc.

#### What Works

The courses were developed by ESOL tutors who have experience and skills in another field, such as interpreting and childcare.

The courses help learners to develop speaking, listening, reading and writing skills needed to progress in the area and learn the related vocabulary. Cultural differences are discussed, differences in childcare methods for example and ideals and values regarding equal opportunities, language conventions and politeness, which enable learners to go beyond the language needed.

#### Impact

Feedback shows that these courses do motivate learners to take their studies further and give confidence about a potential career.

#### Progression

A tutor from Childhood Studies visits the group to advise them about the next step and many have successfully transferred. Those completing the interpreting course are offered the Stage 2 Interpreting which is offered by the Foreign Language Department of MAES. They are also offered voluntary work experience with MAES to help build a CV.

**Contact** Michaela Salmon, Skills for Life Curriculum Manager, MAES

**Email** [m.salmon1@manchester.gov.uk](mailto:m.salmon1@manchester.gov.uk)

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## 4 Engaging with Real Life

### i) Telling your own story – developed by Manchester College of Arts and Technology

#### Aims

The aim of the programme is to support learners as they prepare to work with the BBC, producing a story describing themselves and one of the experiences they have had in life.

#### Delivery

Full-time ESOL learners at Entry Level 3 prepare for this as a project within their course. They learn to write in an imaginative way, to use language creatively and to speak in public.

The students were then given the opportunity to work with the BBC professionals as part of a competition and were runners up in the finals.

#### What Works

The learners value the opportunity to work with different professionals and were thrilled to talk about themselves in public.

#### Impact

Feedback showed these learners gained in confidence and were very excited when their team were runners up.

*'It was great to work on the project and I was so happy my story was chosen as the second-best. I was competing with native speakers and that was a great recognition!'*

**Contact** Hilda Koon, Divisional Leader, MANCAT

**Email** [Hilda\\_koon@mancat.ac.uk](mailto:Hilda_koon@mancat.ac.uk)

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## ii) Christmas in Manchester – developed by Manchester College of Arts and Technology

### Aims

The aim of the activity is to give learners practice in talking to a range of people about a specific topic, to work as a team in collating information and preparing a leaflet and to give learners some choice about what they might do themselves over the holiday period.

### Delivery

The Entry Level 2 learners are given a briefing and sent to interview people from community organisations, churches, charities etc, to find out what is happening in Manchester for Christmas.

They then have to work as a team, collating the information and producing a leaflet detailing events, times and places. The leaflet is distributed to learners likely to be on their own at Christmas, so they have a choice about what they might do with their friends, rather than stay on their own.

### What Works

Learners welcomed the opportunity to practise their language in the interviews and to find themselves in a live situation with strangers, having prepared the questions in advance.

They benefited from working as a team and found the leaflet preparation very useful.

*'It was very informative to work on this project. I learned how to produce a leaflet with information and make it look good. I enjoyed being out of class with my classmates and find out what people did for Christmas. I also enjoyed helping other people who would read the leaflet we produced. It was like having a job'.*

**Contact** Hilda Koon, Divisional Leader, MANCAT

**Email** [Hilda\\_koon@mancat.ac.uk](mailto:Hilda_koon@mancat.ac.uk)

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### iii) The Jobs Fair – developed by Manchester College of Arts and Technology

#### Aims

The aim is to give Entry Level 2 and Entry Level 3 learners a taste of what it is like to look for work and how they might go about it.

#### Delivery

Learners visit the jobs fair with their tutors and talk directly with recruitment officers and representatives of various organisations seeking staff. Where appropriate learners and where they have skills at the right level they are even encouraged to apply for vacancies.

#### What Works

The learners are placed in a real situation and are motivated because they get feedback about what sort of employment they might choose.

#### Impact

Feedback from learners is very positive indeed because they feel they are able to operate in the real world.

*'It was great going to a jobs fair. I didn't know there things like that organised and I will look for them in the future. I got the opportunity to apply for a vacancy and I would really like to get the job'*

**Contact** Carmen Gonzalez, Head of Department, MANCAT

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## Annex 5: Curriculum Briefing Paper

### 1 Introduction

This paper outlines the different considerations for designing ESOL curricula to meet demand. It identifies the range of learner needs, the purposes of ESOL, factors affecting Information, Advice and Guidance and the importance of outreach work. Discrete and embedded ESOL are defined and features of successful ESOL for employability are identified with examples of successful developments in London. ESOL for learners in work is discussed and finally ESOL family learning and ESOL for citizenship are considered.

### 2 Learners

ESOL<sup>7</sup> learners have always been diverse. ESOL learners now come from a greater range of countries, and have more diverse languages, cultures, education and employment backgrounds than ever before. Their super diversity has been highlighted in a recent NRDC study of effective ESOL practice that concluded that a range of provision is needed to enable learners with different profiles and purposes to achieve and progress<sup>8</sup>.

Categorisations used in the past, for example EFL and ESOL, which are based on factors such as the immigration status or educational backgrounds of learners are no longer relevant. As society has become more global, migration patterns have changed and learners' needs have converged.

Current thinking about the importance of learner centeredness in teaching and learning processes indicates that learners' interests, purposes and learning requirements ought to determine the type of provision offered. This means that a range of options must be offered at different levels and in appropriate locations such as colleges and adult education centres, custodial settings, workplaces, schools and community venues.

### 3 ESOL for Employment, Inclusion and Social Justice

The purposes of ESOL are to liberate people to take control over their lives, achieve greater prosperity and participate fully in social and civic society. Language has been identified as a significant factor in meeting individuals' and employers' skills needs and in building social cohesion. Achieving this requires the provision of focused ESOL related to these different purposes.

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<sup>7</sup>The term ESOL is used to cover all English language tuition for adult speakers of other languages. This includes all settings where teaching and learning takes place, and encompasses embedded language support to enable learners to access other subjects as well as discrete English language provision.

<sup>8</sup>Baynham, M., Roberts, C., Cooke, M., Simpson, J. and Ananiadou, K. (2007) *The ESOL Effective Practice Project*, London: NRDC

Much ESOL provision is in discrete classes with a focus on skills for everyday life. Nationally, there is relatively little employment orientated provision, and recent research such as an NRDC study into effective ESOL practice<sup>9</sup> concludes that generic ESOL is inadequate to prepare adults to enter and progress in the UK labour force.

There is a need for more employment focused ESOL. More research is needed to determine what curriculum content is needed to support greater community cohesion, but it is probable that constructing an artificial divide between ESOL for employment and social cohesion would be detrimental. The reality is that many people have a primary aim which should be responded to but need to know about other elements.

Adults with a focus on work still need to know how to access health care provision, understand UK laws, communicate with their neighbours, and contribute to community life. Conversely, parents with an immediate aim of supporting their children's education in school might want to apply for citizenship and could enter the workforce in the future.

## 4 Information, Advice and Guidance

Adult speakers of other languages have very specific and often complex information, advice, guidance and support needs:

- Entitlements, access and progression routes can differ for settled migrants, refugees, asylum seekers and migrant workers.
- Many do not have the background knowledge of how to find training and work in the UK.
- Language can be a barrier to migrants seeking to take up their previous occupations. They require sensitive advice to explore whether they and how they can regain their previous occupation or options for alternative occupations.
- Migrants often need support to establish qualification equivalence.
- Migrants often need referral to other services and agencies for support with other matters that affect their ability to work, such as housing and immigration.

It is important to ensure that advisers and IAG providers have training and awareness to enable them to respond effectively.

## 5 Outreach

Many of the learners with the highest levels of social exclusion are not engaged in ESOL. These include some settled Pakistani, Bangladeshi and Somali women, ex offenders, refugees and disabled adults. In areas with a shortage of supply they are even less likely to be engaged because there has been little incentive for providers with long waiting lists to seek out and encourage additional learners to take up provision.

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<sup>9</sup>Baynham, M., Roberts, C., Cooke, M., Simpson, J. and Ananiadou, K. (2007) *The ESOL Effective Practice Project*, London: NRDC

Community based short courses which focus on building confidence and offer opportunities in creative ways, for example by embedding ESOL in courses that appeal to their interests, can encourage the most excluded and isolated adults to take the first steps into learning. This provision must be supported by IAG and located in a framework of realistic progression pathways. These should include family learning provision which has been successful at reaching the most excluded ESOL learners.

## 6 Delivery Styles

Different models and modes are required to offer appropriate options to learners who have intentions and needs, including part-time, fast track, intensive and residential courses. Contextualised fast track courses can be most suitable for learners with developed language learning and study skills who want to gain entry to the labour market or higher level study in as short a time as possible. Courses offering a slower pace and fewer hours a week are often more suitable to support learners with lower levels of literacy to persist and progress.

## 7 Discrete and Embedded ESOL

The primary models offered are;

- **Discrete ESOL** where the primary aim is the development of English language and understanding of the social and cultural contexts in which communication takes place.
- **Generic ESOL** courses use a range of learner determined topics and themes as the vehicle for language development.
- **Contextualised ESOL** teaches ESOL using topics related to specific purposes, for instance ESOL for health, citizenship, parenting or work.<sup>10</sup>
- **Embedded ESOL** is where English language proficiency is developed alongside another subject or skills. The LSC definition is *'Embedded teaching and learning combines the development of literacy, language (ESOL) and numeracy with vocational and other skills. The skills acquired provide learners with the confidence, competence, and motivation necessary for them to succeed in qualifications, life and at work.'*

Different approaches to embedding include;

- Vocational, family, community or leisure courses that support ESOL learners to acquire English language at the same time as the main subject (the boundaries between these course and contextualised ESOL can be blurred).

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<sup>10</sup>LSC (2007) *Fact sheet 8 – Delivering embedded literacy, language (English for Speakers of Other Languages) and numeracy in post-16 vocational programmes*

- Pre-vocational ESOL provision that provides progression routes into mainstream vocational programmes.
- Mainstream vocational programmes such as NVQs in which learners with language development requirements can access support.

## 8 Embedded ESOL

### Effective Models

Research studies have found that there is no one fixed model for providing embedded English language. Provision varies depending on factors such as size, structure and organisational capacity.

English language support can be;

- Totally integrated within subject teaching, linked directly to the subject matter and learning activities.
- Separate language support sessions in which the content is directly related to learners' specific programmes.
- Separate language support sessions in which the content is generic and not related to any particular subject.

Approaches where the language support is fully integrated with the vocational subject have been shown to be the most effective in motivating learners and helping them to stay the course and achieve their aims and qualifications in a recent research study<sup>11</sup>.

### Specialist Language and Subject Teachers

This research emphasises that embedded ESOL is less effective when one teacher has sole responsibility for both subject and language teaching. The exception is when teachers are trained and qualified to teach in both curriculum areas, for example ESOL and IT.

When the subject teacher does not have a language specialism, collaborative models in which subject and specialist language teachers work closely together are seen as the most effective. Subject and ESOL experts work together to develop the learning programme and support materials.

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<sup>11</sup>Casey, H., Cara, O., Eldred, J., Grief, S., Hodge, R., Ivanic, R., Jupp, T., Lopez, D. and McNeil, B. (2006) 'You wouldn't expect a maths teacher to teach plastering...' *Embedding literacy, language and numeracy in post-16 vocational programmes – the impact on learning and achievement*, London: NRDC

Responsibility for language support provision is usually located within ESOL departments or in some colleges, the student support department or faculty.

### Successful Teaching and Learning

Supporting learners to develop two sets of skills and knowledge in tandem is a complex process. Success factors can include the following (which also constitute good practice in discrete English language provision).

- **Identifying Language Support Needs** – Effective processes should be in place to provide initial and diagnostic assessment, followed by advice and guidance both at enrolment stage and to identify language development needs that emerge as learners progress through their learning programmes.
- **Effective Management of Learners' Expectations** – Students need to be aware that language support is offered, how it can support their learning and how they can access it. They need to understand the roles of the different teachers and the purposes of classroom activities.
- **Appropriate and Inclusive Pedagogical Approaches, Materials and Assessment Methods;**
  - Teaching and learning approaches and materials should be underpinned by an awareness of the language needs of the learners.
  - It is important that teachers ensure that their pedagogic practices are modified to ensure that learners with language needs are included.
  - Teaching should elucidate the cultural contexts and assumptions underlying the subject material as these can pose barriers for learners who do not share the linguistic terms or cultural reference frames. An example is childcare where UK practices need explaining as they are not necessarily the same as those regarded as good practice elsewhere in the world.

### Collaboration between Subject and Language Teachers

- Teachers need to clarify boundaries and consider how to balance subject and language skills development.
  - Collaborative working is most effective. This can entail modifying teaching styles to ensure that language teachers also have time and space to work with learners in the class. ESOL teachers might have to negotiate and establish their role and relationship with the learners in the vocational context, and each teacher might have to develop their understanding of a new area of knowledge.
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## Organisational Support

Effective practice is more likely to be observed where there is a whole organisational approach to embedded language. Features include;

- Coherent organisational structures and clear strategic leadership of embedding/whole organisational approaches.
  - A designated champion in the senior management team.
  - Commitment and active promotion and support from department heads and curriculum leaders.
  - Fostering of positive staff attitudes to embedded language support across departments.
  - The roles of managers, subject and language tutors are clearly defined and understood.
  - Effective means of communication are in place.
  - Cross-departmental team working practices are in place to underpin language support and embedded learning to ensure that it is appropriate, consistent, effective and coordinated. An example of this is developing core models which can be customised to suit individual vocational areas.
  - Quality standards are established and understood.
  - There are good practice guidelines for teachers.
  - Teachers are allocated time for staff development, collaborative planning, materials production and ongoing liaison as programmes progress.
  - Continuing professional development and ongoing support is in place to enable subject teachers to enhance their understanding of the language demands of their subject and learn from ESOL pedagogic practice how to support ESOL learners and English language teachers to understand the vocational subject matter and pedagogical approaches.
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## 9 ESOL for Employability

Employability provision equips those currently out of work with the language, knowledge and skills they need to enter the labour market. Programmes can be planned to respond to the labour market demands of an area to secure employer buy in and realistic employment outcomes for learners.

It is important that providers offer provision at different levels and progression pathways into vocational provision and/or sustainable employment are clearly identified and supported.

Generic ESOL employability programmes develop the language proficiency, 'soft skills' and background knowledge needed to enter further training or jobs in the UK labour market.

ESOL programmes related to specific occupations are an effective means of supporting learners into employment. These programmes can be designed;

- For people wishing to train to enter an occupation in which they have no previous experience.
- To support people who are qualified and experienced overseas to gain the language and knowledge of the UK context they need to enter this occupation in the UK, for example nurses.

### Programme Content

Language proficiency is only one of the factors affecting labour market access. Additional barriers faced by the learners are difficulties with establishing the currency of overseas qualifications, lack of knowledge of training opportunities, job search skills and employer expectations in the application and interview processes. These can differ markedly from those in other countries and cultures. Other factors are the problems associated with moving from benefits to low paid work, travel costs, employer attitudes, discrimination and social and cultural obstacles to taking up work. Programmes that draw together these different elements are a highly effective means of connecting learners to the job market.

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## Holistic Programmes to Develop Employability

Holistic programmes have been developed that include the wider skills, knowledge and support needed to address some of the barriers to support learners to secure sustainable employment. These approaches are founded on inter-agency working and collaborative and partnership approaches. The programme content includes some or all of the following elements;

- Appropriate Information Advice and Guidance.
- English language – related to specific occupations where appropriate.
- Culturally appropriate communication skills (e.g. how nurses are expected to interact with patients, colleagues).
- Work acculturation (awareness of the cultures, conventions and communication patterns of UK workplaces).
- 'Soft skills' such as confidence building and team working.
- Job seeking and interview skills.
- Support to convert qualifications gained overseas.
- Work experience.
- Citizenship.
- Mentoring (on course and in the initial stages of employment).
- Financial support such as travel and childcare.

## JCP/LSC Employability Skills Programme

The new Employability Skills programme announced by the government in August 2007 is designed to support people back into work. It is a joint Jobcentre Plus and the Learning and Skills Council (LSC) initiative that combines literacy, language and numeracy with employability provision and leads to a Skills for Life qualification and an employability certificate.

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Learners with skills below Entry Level 2 will be referred to other ESOL provision to develop their language as it is believed that their need for employability skills cannot be assessed and met at this language level. It will be important to establish the quality criteria used for referral and progression routes and referral mechanisms to guide learners into suitable employability programmes.

### **ESOL for Adults with Higher Level Skills**

The scope of the government's Skills for Life provision is pre-entry – level 2. Many adults with high levels of qualifications from their countries need to gain English language skills at levels 3 and 4 to gain sustainable employment commensurate with their existing skills and qualifications or entry to Higher Education. If people are qualified in the medical professions they will need level 6 or 7 IELTS<sup>12</sup>. However there is lack of higher level provision in many areas and these programmes are often very expensive which constitutes a further barrier.

## **10 Examples of Employability Programmes**

### **London 'Licensed to Skill' Approach**

The Licensed to Skill<sup>13</sup> approach is a multi-agency development tool that supports learning providers and other agencies to develop collaborative approaches to providing tailored ESOL programmes to meet individual needs. These are designed to support integrated pathways to skills and employment and active participation in families and communities. It is based on templates that segment groups, learning goals and employer needs to support programme development.

Initial work on the use of the templates as a tool to support quality is encouraging. Emerging findings indicate that the templates have been cautiously welcomed by some the work is beginning to bring about changes in internal and external partnership working at institutional level. Challenges are also being identified. These centre on IAG, the challenges entailed in changing organisational cultures, capacity building staff, the influence of different targets on provision, procurement and commissioning and approaches to using the Licensed to Skill templates. There is some concern about the potential of the templates to just become another bureaucratic exercise in form-filling rather than a genuine process for identifying gaps and developing practice.

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<sup>12</sup>International English Language Testing System

<sup>13</sup>Details of the London Licensed to Skill templates and Employability Demonstration pilots can be found at <http://www.jhconsulting.org.uk/strategy.asp>

## London Employability Pilots

Providers are increasingly looking at ways to embed vocational knowledge within discrete course and to offer vocational courses that embed English language support.

The Employability Demonstration Pilots are taking place with 11 colleges in London. They are based on a common framework that includes commitment to change and use of the employability templates. The aim is to enable colleges to change practice in order to provide more integrated and demand-led skills and employment programmes.

Colleges involved in the Employability Pilots provide components of employment preparation throughout their ESOL curriculum offer. Several of the colleges offer contextualised work courses at Entry level 2 in order to prepare learners with the language they need to progress on to embedded courses in the vocational areas.

The colleges are also developing pathways to vocational courses, offering for example, Childcare, Hair and Beauty, Health and Social Care, Construction, Fashion, Sport and Recreation at Entry 3 with embedded English language support.

At NVQ Level 1 and Level 2, vocational courses offer embedded ESOL with work placements. To be successful these work placements must be well organised and well supported with clearly defined roles for support tutors, employers, mentors and learners. Where placements are not offered, insurance issues were cited as the barrier, for example building site placements on a construction course.

## 11 ESOL in the Workplace

Many bilingual adults are caught in a poverty trap as they are forced to take low paid, unskilled work, at a level below their skills and capabilities, because JCP operates on a work first rather than learn first principle or because their own priority is to work. Once they are in work, it is also difficult to find sufficient time to develop the language skills they need to enable them to break out of this trap and find more appropriate work.

Providing ESOL at work can enable employees to work safely, know their rights, communicate with managers, peers and clients and progress in employment. It can benefit employers by increasing efficiency, safety, moral, employee retention and reducing wastage.

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However, there are significant organisational and funding challenges to providing ESOL in the work place. Employers' attitudes vary. Some are very supportive. Others are less easy to convince of the benefits and persuading them to contribute to the costs can be difficult. Long and unsocial hours and shift working patterns in many occupations leave workers with little time or energy to attend classes and the temporary and transient nature of some employment further reduces opportunities for continuity in learning.

Success has been demonstrated to rest on convincing employers and employees of the benefits, building trust, conducting successful negotiations to design provision that accommodates working patterns, designing appropriate recruitment strategies, often in partnership with union learning representatives, and developing customised language programmes and materials that take account of both occupational contexts and wider learner needs.

New ESOL for work qualifications were introduced in September 2007. These are offered in the four skills of listening, speaking, reading and writing but with less emphasis on writing. They take up to 150 guided learning hours and are only available at Entry level 3 and level 1 in the initial stages. They are funded at the base rate, not the enhanced Skills for Life rate, and are not yet eligible for Train to Gain support. Achievement does not count towards the national PSA target which is related to achievement of the national Skills for Life qualifications. It is too early to judge whether these qualifications align better with the work related requirements of individual learners and employers.

### **Train to Gain**

Train to Gain is at the heart of the implementation of the Skills Strategy and offers employers free training for employees to achieve a first full Level 2 vocational qualification. This means that employees learning at that level who are not studying for a full Level 2, are at entry level, have language skills development needs above Level 2 or already have a Level 2 qualification are not eligible. Brokers can advise on training for these employees and this can result in referral to external programmes such as LSC-funded Further Education programmes or the development of bespoke training courses funded by the employer. The Leitch Implementation Plan sets out proposals to extend Train to Gain (DIUS 2007) but the implications of these for ESOL at Entry Levels 1 and 2 have not yet emerged.

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## 12 ESOL for Families, Citizenship and Social Inclusion

### Families

ESOL family learning programmes can provide accessible entry points to learning for the women who are otherwise excluded from English language tuition. It is important that progression pathways from family learning are identified, including access to provision to support bilingual parents to enter employment in this area of work. Family programmes are usually organised in partnership with schools. Sure Start Children's Centres support disadvantaged families with young children and are another important site for family learning provision.

Family language programmes are often provided through the national Skills for Families programme, Family Literacy, Language and Numeracy programme (FLNN), funded through the LSC. These programmes aim to develop parents' language skills, enhance their ability to help their children and boost their children's language acquisition. The programmes comprise Taster, Introductory, Short, and Intensive programmes.

In addition to designated family LLN programmes, wider family learning programmes offer a range of topics relevant to parents and other family members. These can be offered as customised ESOL courses or with embedded language support. ESOL family learning can help learners acquire the skills they need to take an active part in consultative arrangements, including those of the Extended Schools Programme, and to influence the ethos and organisational aspects of school and childcare provision as well as helping their children to thrive and succeed.

### Citizenship

Applicants for citizenship and settlement have to satisfy English language requirements. Applicants whose English is at Entry level 3 and above must take the new citizenship test, but do not need to take a separate language test. Applicants who have not yet reached Entry level 3 in English will be able to meet the requirements for citizenship by successfully completing an ESOL with citizenship course that uses approved learning materials incorporating information about life in the UK. These materials are free to providers. They can be incorporated in ESOL programmes, or used to deliver stand alone courses.

### ESOL for Community Participation

Bilingual adults can also develop language skills to support them to become active in their communities. There is potential to support interested learners to build on their skills to participate in democratic structures, and undertake community activist and leadership roles, such as membership of community organisations or tenants groups, becoming a school governor, organising or helping children's sporting activities or acting as community representatives on Local Strategic Partnership groups. Greater and more effective community engagement is a key theme

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emerging in local government policy, and language skills will be critical to enabling learners to take an active part, for instance by participating in consultations and structures to shape and deliver services. There are as yet no national language programmes to support ESOL for citizen engagement of this type.

**Jane Ward**  
**NIACE**  
**January 2008**

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## Annex 6: Good Practice Charters

### (I) Minimum Standards Charter; A Voluntary Code of Practice on Employing Migrant and European Workers

#### 1. Introduction

- 1.1 Migrant Workers North West is a Limited Company with Charitable Objectives, established to provide support and services to migrant workers, their communities and their employers. The organisation promotes the positive benefits of diversity in the workplace but recognises the need for employers to be better informed about migrant workers arriving in the North West, and to encourage employers to take responsibility to support the integration and safety of migrant workers into the local community.
- 1.2 Migrant Workers North West has therefore produced this Charter, based on a model established by Northern Ireland's Business in the Community, to clearly identify a range of workers' rights and employers' responsibilities. The Charter is endorsed by partner organisations Business in the Community (North West) and the North West TUC.
- 1.3 The document is intended as a Statement of Intent, as well as being an endorsement of 'best practice' in the employment of migrant workers, but it also recognises that employers have differing levels of involvement in this issue.

#### 2. Definition of Migrant Workers

- 2.1 For the purposes of this Charter, a migrant worker is defined as any individual who arrives in the UK either with a job to go to or with the intention of finding one.
  - 2.2 These might typically include...
    - Nationals of the European Economic Area (EEA) who have a right to travel, live and work in the UK.
    - Nationals of all other countries – these people require a work permit, which is obtained by an employer who cannot find a suitable national to fill the post.
    - Commonwealth working holidaymakers – individuals between the ages of 17 and 30 who can work in the UK for up to two years; and
    - Students from outside the EEA who can undertake part-time work whilst enrolled on courses here.
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### 3. General Principles

3.1 Employers who are signatories to the Charter will support the principal aim of being ethical in their recruitment practices, both in relation to potential employees and any impact on their country of origin. In particular, employers will...

- Take care that, if recruiting from another country, they do not create a shortage of skills in that country, for example, in nursing or other essential services.
- Ensure that, wherever possible, recruitment in developing countries should be undertaken as part of an intergovernmental co-operation agreement.
- Where practicable, apply their usual recruitment and selection policy and procedures if undertaking a proactive recruitment campaign in another country.
- Establish and agree clear and ethical recruitment guidelines to which recruitment agencies, operating on their behalf, must adhere – including a basic requirement that the agency does not charge fees to candidates considered for recruitment; and
- Give full consideration, also, to the availability of labour within local (North West) communities as a means of filling vacancies.

### 4. Treatment of Workers

4.1 Employers who are signatories to the Charter accept that the way in which employees are treated is a key indicator of a socially responsible attitude.

4.2 Signatories therefore agree that migrant workers should be treated fairly and equitably in relation to other employees and, in particular, will...

- Ensure that workers are provided with a copy of their employment contract and/or terms and conditions at the earliest opportunity and have understood the contents – providing these in the worker's first language where required and appropriate.
  - Provide workers with details of trade unions operating within the workplace.
  - Ensure that the same pay, terms and conditions of employment are applied to migrant workers as apply to other employees undertaking the same work.
  - Recognise that migrant workers/overseas staff are entitled to the same statutory employment rights and are protected by UK employment legislation in the same way as other staff.
  - Afford migrant workers/overseas staff the same opportunities for learning and development as other staff.
  - Ensure that all workers, including those whose first language is not English, understand all work related procedures and processes and can confirm that understanding; and
  - Ensure, specifically, that health and safety information, briefings and regular updates are provided in a format which can be readily understood by all staff.
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## 5. Travel and Accommodation

5.1 The Charter recognises that, **where employers are specifically responsible for bringing workers to the UK**, those employers should be proactive in overseeing and assisting with suitable travel and accommodation arrangements for migrant workers. In particular, those employers will...

- Where necessary and appropriate, meet travel costs incurred by migrant workers during the recruitment stage – and, where this cost is to be paid back to the company, it should be paid back at an agreed affordable rate over a specified period of time.
- Where possible, source appropriate accommodation, and if necessary, take out a lease on behalf of the tenants – although workers should not be required to stay in accommodation provided by the employer but should be free to choose their own if they wish to do so.
- Not require workers who live in accommodation provided by the employer, and then leave that employment, to quit their accommodation immediately – but will, instead, allow a reasonable and agreed period of time to find a suitable alternative (and recognising that migrant workers, like anyone else, are entitled to at least four weeks' written notice to quit); and
- Ensure that accommodation which they provide for migrant workers is not overcrowded and does not pose a risk to the health and safety of those living there.

5.2 In addition, **all employers who are signatories to the Charter** will...

- Recognise the particular vulnerability of women seeking accommodation and provide necessary support where possible.
  - Help to ensure that, where workers obtain their own accommodation, they are not being exploited, and will offer advice and help if requested; and
  - Help, wherever possible, to provide information to migrant workers about Registered Social Landlords and other reputable sources of accommodation, or related providers – such as Furniture Resource Centres, for example.
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## 6. Integration into the Community

- 6.1 The Charter recognises that relocation to a new country can be difficult and intimidating. Employers should play an active role in helping migrant workers settle and integrate into their new host community.
- 6.2 In particular, employers responsible for bringing workers to the UK will...
- Provide relevant information to workers prior to their arrival regarding, for example, the employer, the geographical location, climate, cost of living etc – and it is important that overseas staff have as much information as possible in order to be prepared and develop realistic expectations.
  - Support workers in familiarising themselves with the local neighbourhood and facilities, by for example...
    - Helping to register with a Dentist and GP or insisting on registration with the company doctor (where appropriate),
    - Helping with the issue of a National Insurance Number,
    - Working with a local bank or credit union to help with setting up a bank account,
    - Where necessary, working with local utilities/heating/fuel providers – possibly having the company channel payment in the first instance. (Utilities tend to be suspicious of people with no track record of payment),
    - Providing access to information on schooling where there are children involved, and/or
    - Signposting to the other local resources such as the local library, Citizens Advice Bureau and FE Colleges.
  - Establish local liaison arrangements with the Local Authority to notify them in advance about significant movements of people into or out of their area in order to support the integration of migrant workers and their safety in the community.
  - Work with the local Police Community Liaison Officers or third-party support (through RECs, for example) to ensure awareness of safety issues and encourage reporting of racial incidents in the community.
  - Liaise with local community organisations, to provide 'welcome packs' for workers;
  - Seek to build a sense of belonging and welcome, through arranging social or sporting events; and
  - Support workers in accessing the Internet and personal e-mail addresses (perhaps within their local library) in order to allow them to undertake their own research, and reduce feelings of isolation.
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## **7. Support for Those Who Speak Little or no English**

7.1 The Charter recognises that, for workers with little or no understanding of English, or who cannot read English, special arrangements should be made. These could include providing translation, using interpreters, or replacing written notices with clearly understood symbols or diagrams.

7.2 In particular, employers will...

- Disseminate information about local services in workers' own language and/or signpost workers to relevant service providers.
- Support migrant workers to learn English as a second language – and, where possible, provide free ESOL classes in conjunction with accredited.
- ESOL providers, including ESOL courses which are specifically designed to meet the needs of the business; and
- Provide all information and training in a format that takes account of any language difficulties.

## **8. Meeting the Cultural Needs of Minority Ethnic Workers**

8.1 Coming to live and work in a new country can be a 'culture shock' for migrant workers and it is important for employers to be supportive of the diversity of personal cultures which employing migrant workers brings.

8.2 In particular, employers will...

- Help to increase the awareness, knowledge and skills of staff in dealing with the needs of minority ethnic workers.
  - Provide Cultural Diversity Awareness training to all staff; and
  - Provide an induction programme to support migrant workers in adjusting to both regional culture and the employing organisation's culture – and this should include information on food, supermarkets, transport, laundrettes, emergency telephone numbers, religious services, maps of local area etc.
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## 9. Dealing with Discrimination and Harassment in the Workplace

9.1 Unfortunately, workplace discrimination and harassment still take place, often directed at migrant workers. Employers have a responsibility to address this issue and in particular, signatories to the Charter will...

- Promote a workplace culture that recognises, values and respects diversity.
- Encourage the reporting of racial harassment and provide appropriate support to victims, working in conjunction with trade unions, Race equality Councils, etc.
- Provide training to staff in dealing with racial harassment.
- Communicate with the existing workforce to ensure they understand the reasons for overseas recruitment, are aware of the skills and experience of the individuals and also have an understanding of the different cultures involved.
- Identify a liaison person within the organisation to provide advice and support; and
- Provide opportunities for dialogue and support on an ongoing basis.

## 10. Public Services and Procurement

10.1 The Charter recognises the important role to be played by the Public Sector in ensuring the fair and equal treatment of migrant workers.

10.2 In particular, therefore, Public Sector employers who are signatories to the Charter will ensure that its principles are observed by all contractors, agencies, suppliers and service deliverers with which they have formal procurement arrangements, and that compliance with its conditions will be a key measure of performance.

### Migrant Workers Northwest

#### (i) Refugee Charter for Manchester

*Define us not by our differences but by the principles we share.*

We are people of courage, ingenuity and perseverance who have been forced to come to seek refuge in Manchester.

We are refugees and asylum seekers, exercising our legal right under the 1951 UN Convention to seek safety from persecution in our countries of origin. We include families, lone individuals, men, women and children, young and old, people with disabilities and unaccompanied minors.

We applaud and thank all individuals, public agencies and organisations who have welcomed us and supported us to re-build our lives in the UK.

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However the current situation for many asylum seekers and refugees is critical. We see our communities increasingly marginalised, denied or unable to access employment, limited and problematic access to health services and dispersed to highly deprived areas where individuals are isolated, vulnerable and subject to harassment and physical attacks.

While refugees and asylum seekers have different entitlements under British law, we ask that the rights in the law be upheld and that our basic, universal human rights be respected. Immigration policies often run contrary to other government objectives including reducing rough sleeping, encouraging employment and creating an inclusive society.

We exert all possible effort to positively contribute and positively integrate with our host communities. There is a long history of refugees and migrants making a significant contribution to the life of the city, and current refugees must be recognised as continuing this contribution.

Integration is a dynamic and two way process, placing a demand on receiving societies and the new communities.

In order for us to rebuild our lives and fully integrate into society we call for;

### **Basic Right**

1. Recognition of the inherent dignity and equal and inalienable rights of all members of the human family as the foundation of freedom, justice and peace.
  2. Especially vulnerable members of refugee communities to be treated with the same care and respect as those from host communities expect and where children are involved, the rights of the child must be paramount.
  3. Appropriate provisions to be made for refugees and asylum seekers with special needs, such as unaccompanied minors and disabled refugees and asylum seekers.
  4. Service providers within Manchester to recognise that they have a responsibility to ensure that all refugee policies are compassionate, ethically sound and consistent with international legal standards.
  5. Recognition of the right to adequate legal representation to enable us to have a fair and just asylum hearing.
  6. Recognition of the crucial importance of advice and interpretation services in enabling us to realise our rights and contribute to our host community.
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## Healthcare

7. Recognition that we should have the same access to healthcare as our host community.
8. Asylum seekers and refugees with mental health needs to have these met appropriately and sensitively and to promote good mental health in acknowledgement of the fact that many of us have been traumatised in our country of origin and that our lives are still stressful and uncertain.

## Housing

9. The right to safe, appropriate accommodation. This should be suitably located, well managed, in good repair and with adequate support to enable us to resettle and rebuild our homes.
10. The recognition that enforced destitution is an inhumane policy which is harmful and dangerous for the victims and damaging for the host communities.

## Education

11. Schools and colleges to encourage integration through valuing each child regardless of background and recognising that each child and young person can play a fundamental role in educating others and promoting greater understanding of the issues affecting refugees.
12. Recognition of the emotional needs of refugee children and the importance of a stable and safe environment in order to assist in their development.
13. Appropriate educational provision to allow adult learners to access educational provision, especially ESOL provision.

## Employment

14. Recognition that we want to work, and have no desire to become an economic burden, and that current legislation, which prevents asylum seekers from working, has a detrimental effect both on the individuals concerned and the city as a whole and on community cohesion and integration.
  15. Encouragement and promotion of full scale participation in employment preparation and personal development for asylum seekers.
  16. Encouragement and promotion of appropriate training and employment opportunities for refugees to enable them to participate in the economic, social and cultural life of the city.
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### **Community Cohesion and Social Bonds**

17. Respect as law-abiding people who should not be suspected or accused of a crime due to our immigration status.
18. The right to live in safety without fear of persecution or physical attacks from racist abusers.
19. Recognition that irresponsible media coverage hurts real people and that media representation should therefore be sensitive, fair and truthfully reflective of the positive contribution we make to our host community; and
20. Support for our community organisations and refugee organisations to increase peoples' confidence and ability to integrate on equal terms, to promote respect for the cultures, arts and languages that we bring and to increase inter-cultural understanding.

*Refugee and Migrant Forum, Manchester*

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## Annex 7: Summary Guide to ESOL Funding (Provided By the LSC)

Although changes to Skills for Life funding have been made from August 2007, literacy, numeracy and ESOL remain a government priority. Changes and guidance to LSC funding is outlined below.

### Skills for Life – General Funding Rules

From August 2007, only nationally approved level 1 and level 2 programmes will be eligible for funding as basic skills provision. These programmes are; the Certificates in Adult Literacy, Numeracy and English for Speakers of Other Languages (ESOL) Skills for Life.

At Entry Level, both nationally approved and non-approved aims (where these are based on the National Standards for Adult Literacy and Numeracy) will continue to be funded as basic skills. Pre-entry provision based on the Skills for Life Pre-entry Curriculum Framework will continue to be eligible for funding by the LSC.

### Basic Skills Learners and Disadvantage Uplift

The disadvantage uplift will continue to be applied to Basic Skills provision. Hence all approved literacy, numeracy and ESOL Skills for Life qualifications and Pre-entry or Entry Level non-approved learning aims will be eligible for the disadvantage uplift. (The disadvantage uplift is an additional amount of money available to providers to support them in engaging with hard to reach groups.)

### ESOL Provision

ESOL Skills for Life provision as described above will continue to attract Basic Skills Funding. However, ESOL provision will no longer attract automatic fee remission at any level, whether approved or not.

New ESOL for Work qualifications have been developed which are shorter, more job-focused, providing a more practical approach to English language skills than the Certificate in English for Speakers of Other Languages Skills for Life qualification. These qualifications will be funded at a lower rate, not as a Skills for Life programme, and will not count towards PSA targets.

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## Learners Eligible for Fee Remission

The categories of ESOL learners who remain entitled to fee remission are (learners only need to be eligible under any single entitlement category):

- 16–18 year olds (the Secretary of State does not expect tuition fees to be charged to full-time or part-time 16–18 year olds).
- Those in receipt of income-based benefits, formerly known as means-tested benefits, that is;
  - Unemployed people in receipt of income-based Jobseeker's Allowance.
  - Those in receipt of Council Tax Benefit.
  - Those in receipt of Housing Benefit.
  - Those in receipt of Income Support.
  - Those in receipt of Working Tax Credit with a household income of less than £15,050.
  - Those in receipt of Pension Credits (Guarantee Credit only) unemployed people in receipt of contribution based Jobseeker's Allowance
  - The unwaged dependants (as defined by Jobcentre Plus) of those listed above.
  - Offenders who are serving their sentence in the community.
  - Asylum seekers eligible for LSC FE funding according to the *LSC Learner Eligibility Guidance 2007/08* and in receipt of the equivalent of income based benefit (assistance under the terms of the Immigration and Asylum Act 1999) and their dependants.

## Useful LSC Funding Documents

<http://readingroom.lsc.gov.uk/lsc/National/nat-fundingrates-changesfor0708-jan07.pdf>

[http://www.lsc.gov.uk/providers/fundingpolicy/Furthereducation/Funding\\_Guidance\\_for\\_Further\\_Education\\_in\\_200708.htm](http://www.lsc.gov.uk/providers/fundingpolicy/Furthereducation/Funding_Guidance_for_Further_Education_in_200708.htm)

[http://readingroom.lsc.gov.uk/lsc/National/LSC\\_learner\\_Eligibility\\_Guidance\\_2007-08-Final.pdf](http://readingroom.lsc.gov.uk/lsc/National/LSC_learner_Eligibility_Guidance_2007-08-Final.pdf)

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## Annex 8: Glossary Of Acronyms

|        |   |
|--------|---|
| ACL    | Adult Community Learning                          |
| BME    | Black and Minority Ethnic (groups)                |
| CCM    | City College Manchester                           |
| CPD    | Continuing Professional Development               |
| DfES   | Department for Education and Skills               |
| DIUS   | Department of Innovation, Universities and Skills |
| DWP    | Department of Work and Pensions                   |
| EEA    | European Economic Area                            |
| EFL    | English as a Foreign Language                     |
| ESOL   | English for Speakers of Other Languages           |
| EU     | European Union                                    |
| ESF    | European Social Fund                              |
| FLLN   | Family Learning Literacy & Numeracy               |
| HR     | Human Resources                                   |
| IAG    | Information Advice and Guidance                   |
| IB     | Incapacity Benefit                                |
| ICT    | Information Communication Technology              |
| IT     | Information Technology                            |
| JCP    | Jobcentre Plus                                    |
| JSA    | Jobseeker's Allowance                             |
| LAA    | Local Area Agreement                              |
| LSEN   | Learning and Skills Employment Network            |
| LSC    | Learning and Skills Council                       |
| LSCGM  | Learning and Skills Council Greater Manchester    |
| MAES   | Manchester Adult Education Service                |
| MANCAT | Manchester College of Arts and Technology         |

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|        |  |
|--------|--|
| MARIM  | Multi-Agency for Refugee Integration in Manchester     |
| NHS    | National Health Service                                |
| NIACE  | National Institute of Adult Continuing Education       |
| NINO   | National Insurance Number Registrations                |
| NLDC   | Neighbourhood Learning in Deprived Communities         |
| NWDA   | Northwest Development Agency                           |
| OECD   | Organisation for Economic Co-operation and Development |
| Ofsted | Office for Standards in Education                      |
| PCDL   | Personal and Community Development Learning            |
| PSA    | Public Sector Agreement                                |
| Ufi    | University for Industry                                |
| TEFL   | Teaching English as a Foreign Language                 |
| T&GWU  | Transport and General Workers' Union                   |
| TUC    | Trades Union Council                                   |
| WEA    | Workers Educational Association                        |
| WRS    | Worker Registration Scheme                             |
| YMCA   | Young Men's Christian Association                      |

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## Annex 9: Specification for the Review

### Specification for the Following Project:

#### Review of English Speakers of Other Languages (ESOL) provision in the City of Manchester

##### 1. The LSC's Annual Statement of Priorities

1.1 The LSC plan and invest in high quality education and training for young people and adults that will build a skilled and competitive workforce. Working at national, regional and local levels from a network of offices across the country, the LSC has a single goal; to improve the skills of England's young people and adults to ensure we have a workforce that is of world-class standards.

We have 4 national priorities:

1. **Raise the quality and improve the choice of learning opportunities for all young people to equip them with the skills for employment, further or higher learning, and for wider social and community engagement.**
2. **Raise the skills of the nation, giving employers and individuals the skills they need to improve productivity, employability and social cohesion.**
3. **Raise the performance of a world-class system that is responsive, provides choice and is valued and recognised for excellence.**
4. **Raise our contribution to economic development locally and regionally through partnership working.**

1.2 This project is designed to impact upon priority two and priority four of the LSCs' national priorities and the government's worklessness agenda. Therefore the LSC and the Local Authority in the City of Manchester need to have a full understanding of the needs of those communities who could best benefit from accessing ESOL provision. This would cover Settled Communities, Migrant Workers, Refugees and Asylum Seekers. It is considered that ESOL provision allows individuals to attain the language skills necessary not only to improve their employability and allow employers to fully access the skills which these groups can offer, but also to improve the chances of social cohesion within local communities.

1.3 By achieving a better understanding both of the demands upon ESOL from the communities accessing ESOL and the 'fitness for purpose' of the current provision within Manchester, the city will be able to focus and ensure the highest quality of provision to those who need it most.

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## **2. Background**

- 2.1 ESOL is one of the three main strands of the government's 'Skills for Life' strategy, which was launched in 2001. The strategy aims to improve significantly the literacy, numeracy, information and communication technology (ICT), and language (ESOL) skills of adults in England. ESOL learning programmes are designed to meet the language development needs of adult learners living and working in England, including settled communities, refugees and asylum seekers, or migrant workers resident in England.
- 2.2 In October 2006 the LSC published its Annual Statement of Priorities for 2007/08. A number of important policy changes were set out, including the removal of automatic fee remission for English for Speakers of Other Languages (ESOL) provision and the removal of learner eligibility for adult (19+) asylum seekers from all LSC funded provision. These policies were implemented in August 2007.
- 2.3 The changes in policy to ESOL provision have been made following the dramatic rise in enrolments for ESOL courses. Nationally, since the launch of the Skills for Life strategy in 2001, ESOL provision has more than tripled to almost 500,000 enrolments in 2004/5. More than £1 billion has been invested in ESOL provision up to the end of 2004/05. This has supported more than 1.8 million ESOL learning opportunities and over 160,000 learners have achieved a first Skills for Life ESOL qualification. Demand remains high but resources are finite, and the current level of growth is not deemed sustainable. The changes in policy are intended to ensure that funding is focussed upon those who are in most need of help. There is a similar picture across the City of Manchester.
- 2.4 The demand for ESOL is higher in the City of Manchester than in any other Local Authority within the North West. During 2005/06 within Greater Manchester, the City of Manchester has had 45% (10,810) of all National Insurance Number Registrations by foreign nationals.
- 2.5 The large rise in ESOL demand correlates with the expansion of the European Economic Area (EEA) in April 2004 to include Central and Eastern European countries which was later extended to include Romania and Bulgaria. Polish Migrant Workers now account for the largest foreign community within the United Kingdom.

## **3. Aims and Objectives of the Project**

- 3.1 The overall aim is to inform the future planning of English for Speakers of Other Languages (ESOL) in Manchester. The review will be seen to measure and benchmark the current performance, success rates and progression rates from all ESOL provision in Manchester and will analyse the impact of the LSC priorities for Funding for 2007/08 regarding ESOL. The review will cover all aspects of ESOL provision including FE colleges, Work-based Learning providers and the Voluntary and Community Sector.
-

3.2 It is the intention to identify the priority groups highlighted within this review with the City Strategy priority groups. The review will also submit proposals for future ESOL provision to ensure that it best meets the needs of people in Manchester and will be developed in full collaboration with key partners.

3.3 The objectives of the research are:

- Consider how the provision of ESOL contributes to the LSC priorities.
- Assess the impact of ESOL provision upon the employability and Worklessness Agenda.
- Assess the impact upon social cohesion and children’s learning.
- Comment on the coherence and relevance of the provision, particularly from the perspective of the learner.
- Identify and analyse progression within and from provision.
- Identify any gaps, duplication or provision which is not fit for purpose.
- Comment upon the quality and value for money issues.
- Identify shortages or capability issues in the ESOL delivery infrastructure.
- Recommend further research that needs to be undertaken.

#### 4. Outcomes

4.1 The Outcomes of the review will be to produce a set of recommendations to the LSC, the Local Authority and its partners which are intended to improve;

- The relevance, purpose and coherence of ESOL provision in the City of Manchester.
- The collaboration of the main providers to deliver the skills agenda, the level 2 and level 3 entitlement for adults and programmes to reduce worklessness effectively.
- The progression of learners into higher level provision and into employment.
- The planning and design of provision to improve motivation and enhance employability.
- The role of employers in supporting ESOL provision.
- The impact of ESOL on social cohesion and intercultural relations in the City.

The review also aims to produce a series of case studies and good practice examples.

#### 5. Outputs

5.1 At the end of the research project, the LSC will expect several outputs;

- Regular reports with the project manager to give updates on the progress of the review.
  - An interim report highlighting the key findings of the review.
  - A final report achieving the aims and objectives set out above including a series of recommendations for future policy and planning which will be available for dissemination.
  - A presentation of the key findings of the final report to the steering group.
-

## 6. Methodology

- 6.1 The lead consultant will work with a team which includes independent local specialists from the fields of adult learning and of ESOL, in order to undertake an analysis of the existing patterns of provision, in the context of local, LSC and national government policy objectives. This analysis will cover the curriculum offer, the quality of provision, the achievement of targets relating to participation and achievement and will include views of service users and the profile of the learner population.
  - 6.2 Key stakeholders will be interviewed, such as providers of ESOL, including MAES, FE colleges and voluntary organisations; LSC officers; local authority officers and members; members of the Skills Board; teachers and managers of ESOL programmes; advice and guidance staff; Jobcentre Plus; refugee and other organisations representing learners' interests; and a selection of employers. Centres and classes will be visited to meet learners and their representatives if this is considered appropriate.
  - 6.3 Due to the timescales of the research project the scale and breadth of interviews and consultation will be left to the discretion of the research group. However, the research should seek to capture the views and opinions of a wide range of groups who are affected by the policy changes and should feed into the recommendations for the review.
  - 6.4 Analysis may require a comprehensive review of published documents, a series of interviews and questionnaires to collect qualitative data on the subject. It is anticipated that the interviews will need to be conducted amongst a broad range of target groups (e.g. local providers, local councils, employers and voluntary and community groups).
  - 6.5 Data provided in the final report should be from recognised and verifiable sources. The LSC will provide a recommended list of resource materials and contacts but it will be left to the discretion of the research team to conduct further research and analysis to achieve the objectives of the project.
  - 6.6 A Steering Group will be convened comprising key stakeholder representatives. The Steering Group will be chaired independently by Peter Lavender, the Deputy Director of NIACE, the organisation for adult learning. The Steering Group will meet four times during the review and the process will conclude with a presentation of a final report at its last meeting.
  - 6.7 The Steering Group, under the auspices of the chairperson, will keep an oversight of the Review and give guidance to the consultancy team. Members will endeavour to attend all the meetings and will be prepared to give constructive comments and suggestions, particularly on the list of interviewees and visits, the progress of the review and the final draft report. Members will also be asked to find the time to be interviewed as part of the review process.
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## 6.8 Membership of the Steering group:

- Emnet Araya, Project Team Manager, MARIM.
- Sue Bain, Project Manager, Economic Development Manager for Learning and Skills Council Greater Manchester.
- Monica Box, Principal of City College.
- Jane Bracewell, Area Director for Learning and Skills Council Greater Manchester South.
- Mike Emmerich, Chief Executive of Manchester Enterprises.
- Peter Lavender, Deputy Director of National Institute of Adult Continuing Education (NIACE). (Chair)
- Leah Maltby, Learning and Skills Council Regional Skills for Life Manager.
- Marina Parha, Department Head (ESOL), MANCAT.
- Hooshang Rahmani, Learning and Skills Council Director of Economic Development, Greater Manchester, City of Manchester Partnership Director.
- Linda Ross, Manchester Adult Education Service.
- Nigel Rose, Area Manager Greater Manchester, Refugee Action.
- Mark Rowe, Regional Development Worker for Union Learn (Strategy and Planning), TUC.
- Wayne Shand, Head of Economic Development and Urban Policy City Council.
- Drew Thomas, Managing Director, Work Solutions.
- Mary Wild, Partnership Manager (LSC lead), Job Centre Plus.
- Debra Woodruff, Deputy Chief Executive, Manchester Solutions.

6.9 The LSC will provide administrative support for the steering group and support for the consultancy team. The review will be project managed by Sue Bain, Economic Development Manager. In her absence, the project will be managed by Matt Bird, Economic Development Manager for Greater Manchester.

6.10 The Steering group will meet three to four times during the course of the review. The review process will conclude with the presentation of a report to the steering group. The report will be published on the LSC North West website.

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## 7. Timescales

The commencement of this project is October 2007. The first ESOL steering group will meet on the 5th October and it is intended that there will be three to four steering group meetings. Key dates for the project are as follows:

- Project Specification Signed off: October
- Project Commencement: October
- Steering Group Meeting (1) 5th October
- Steering Group Meeting (2) Interim report: 12th December
- Steering Group Meeting (3) 30th January
- Steering Group Meeting (4) Final Report: February 2008

## Costs

The available budget is £20,500. This includes all costs including expenses.

## Key relationships

The Project Manager for this research project at the LSC is Sue Bain, Economic Development Manager for Greater Manchester. In her absence, the Project Manager will be Matt Bird, Economic Development Adviser for Greater Manchester.

**Project Manager:** Sue Bain tel: 0161 261 0408  
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**Project Assistant:** Matt Bird tel: 0161 261 0252  
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