SCOTTISH EXECUTIVE

Enterprise and Lifelong Learning

# National "English for Speakers of Other Languages" (ESOL) Strategy: mapping exercise and scoping study

# NATIONAL "ENGLISH FOR SPEAKERS OF OTHER LANGUAGES" (ESOL) STRATEGY: MAPPING EXERCISE AND SCOPING STUDY

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## ACRONYMS

| | |
|---|---|
| ABE | Adult Basic Education |
| ALN | Adult Literacy and Numeracy |
| CE | Community Education |
| CEF | Common European Framework |
| CELTA | Certificate in English Language Teaching to Adults |
| CPD | Continuing Professional Development |
| EAL | English as an Additional Language |
| EFL | English as a Foreign Language |
| ESOL | English to Speakers of Other Languages |
| ELT | English Language Teaching |
| EU | European Union |
| FE | Further Education |
| FENTO | Further Education National Training Organisation |
| GMC | General Medical Council |
| GTC | General Teaching Council |
| GREC | Grampian Race Equality Council |
| GOPiP | Glasgow Overseas Professionals into Practice |
| HE | Higher Education |
| HN | Higher National |
| HMIE | Her Majesty's Inspectorate of Education |
| IELTS | International English Language Testing Scheme |
| ILPs | Individual Learning Plans |
| NATECLA | National Association of Teachers of English and other Community Languages to Adults |
| NQ | National Qualifications |
| NVQ | National Vocational Qualification |
| OTAR | Overseas Trade Assessment and Reskilling |
| PEPE | Pathways to Employment for Professional Engineers |
| PDA | Professional Development Award |
| PLAB | Professional and Linguistic Assessment Board |
| SATEFL | Scottish Association of Teachers of English as a Foreign Language |
| SFEFC | Scottish Further Education Funding Council |
| SQA | Scottish Qualifications Authority |
| SRIF | Scottish Refugee Integration Forum |
| TESOL | Teaching English to Speakers of Other Language |

# EXECUTIVE SUMMARY

## 1. INTRODUCTION

This study, commissioned by the Enterprise, Transport and Lifelong Learning Department of the Scottish Executive, set out both to map the demand for and the provision of ESOL (English for Speakers of Other Languages) teaching in Scotland and to investigate issues of concern to ESOL teachers and learners and other stakeholders.

## 2. BACKGROUND

The background to this study is the rapid expansion of provision of English for Speakers of Other Languages in Scotland, following on from the dispersal of refugees and asylum-seekers to Glasgow (from 2000 onwards) and the Scottish Executive's initiative in promoting adult literacy, numeracy and ESOL since 2001.

## 3. AIMS AND OBJECTIVES

The main purpose of this study was to investigate the scale, nature and quality of current ESOL provision, the size and demographic profile of the ESOL student body, the qualifications and professionalisation of ESOL practitioners, and identify any barriers to learning. In the course of the research issues of assessment and progression were found to be of major concern to teachers and other stakeholders and so were also investigated.

Specific questions addressed were:

- Where are students learning English and what kind of classes are on offer?
- How many teachers are employed and what are their qualifications?
- Who are the learners, and what are their reasons for learning English and their aspirations?
- What kind of English language tuition do they get and what do they consider they need?
- What are the obstacles that hinder them from making progress in English?
- What are the views of teachers about current provision?
- What do teachers feel they and their students need?
- What kinds of assessment are available and how well do they match student needs?
- How do students move on from ESOL classes into work or further training?

## 4. RESEARCH METHODS

Self-completion questionnaires were completed by 61 ESOL managers across Scotland and by 147 teachers and 1496 learners in the cluster areas of Glasgow, Edinburgh, Aberdeen and Dumfriesshire. Interviews were conducted with managers and teachers and with people who work in different capacities with ESOL learners - in voluntary organisations, employment agencies, Race Equality Councils, health centres and elsewhere. In order to identify key issues affecting students and teachers, focus groups were held with students in five institutions in the cluster areas and in-depth interviews conducted with 13 teachers.

## 5. MAIN FINDINGS

### What is the nature of ESOL provision in Scotland?

- Over 9,000 learners were enrolled in around 900 ESOL classes or home tutor arrangements in 2003-04. Four-fifths attended classes delivered by FE Colleges.

- The type of ESOL tuition available to learners varies widely across the country. Learners in most of the cities have access to a range of classes, full or part-time, in Colleges or in Community Centres. Others have far fewer opportunities, often only part-time, and limited to General English, usually in mixed level classes. Only 9% of all courses available in 2003-04 were full-time (15% of students), while 32% were evening courses or ran for less than 5 hours per week (with 25% of all students).

- Funding for additional classes could create opportunities for more students to progress more quickly out of the ESOL class and into mainstream education, training or work. There is a shortage of classes for English focussing on work and study.

- Waiting lists are common, in Glasgow, Edinburgh and elsewhere, and learners sometimes have to wait several months before being able to join a class. The maximum number of applicants recorded on waiting lists in 2003-04 was 1,981. Waiting lists for crèche places were also reported. This suggests a fairly widespread shortage of provision and of support.

- Liaison amongst providers tends to be *ad hoc*, which means that waiting list problems cannot easily be solved on a city-wide or area basis. Quality of provision and of support for learners also varies widely between institutions.

- Learners generally find out about classes by word-of-mouth. Apart from the Glasgow ESOL Forum website and leaflets in migrant languages issued by some institutions, other means of information are hard to come by. Learners and potential learners need access to objective and complete information about the classes that are available in their area.

- The ESOL teaching force, including volunteers, is well qualified in some areas and institutions but less so in others. 32% of all staff in our survey held internationally recognised teaching certificates while 14% held none. Not all employers require ESOL teachers to hold an ESOL teaching qualification and not all employers are prepared to help teachers become more qualified. There is a perception, amongst teachers that the ESOL workforce in Scotland needs to improve its professional status through more accessible training qualifications.

- The quality of the teaching generally is high, and is highly regarded by learners, by HMIE and by agencies who work with ESOL learners.

- There are new opportunities for training, notably in ESOL Literacy, and a trend to encourage teachers in FE to gain diploma-level qualifications. Adoption of an FE qualification structure which includes TESOL, which has happened in England and Wales would allow more ESOL teachers to become qualified, and could enable both FE and CE teachers to become ESOL specialists more easily.

- Volunteers play an important role in ESOL and make up 47% of the teaching strength. In some areas, not only in remoter rural areas, volunteer tutors represent the only source of ESOL provision. However, for teachers who are employed, ESOL is largely a part-time profession (73% of all paid teachers) and this has implications for continuity and development, not least teacher development.

- There is some concern amongst ESOL practitioners that Adult Literacy and Numeracy Partnership funding is not always appropriate for ESOL students, with their wider range of educational qualifications and communicative needs, compared to native-speaker literacy students.

- There is a perception amongst many teachers that ESOL, in both FE and CE, is a poor relation in spite of its role as a major income-earner.

- Eligibility for free places in CE provision, based on residence intention, varies considerably from one council area to another.

**Who are the learners?**

- 1496 learners completed the questionnaires distributed in the in the Survey cluster areas of Edinburgh, Glasgow, Dumfriesshire and Aberdeen.

- Learners are mostly female, young, well-educated and not in work. Nearly all learners are literate in their first language and around 30% have attended university; 42% had come to the UK as refugees or asylum-seekers, while 27% had come to join their families and 25% to study.

- Most have been living in the UK for several years (average 3½ years). The average length of time in English classes in the UK up to the time of the survey was 15½ months.

- The most frequently cited reasons for learning English were to "to be more independent", to apply for a job or a better job and to make friends with English-speaking people.

- The need they perceived was for greater proficiency in English rather than for specific kinds of English that might be job-related. In order to achieve this many students stated that they wanted more hours (especially those attending only 2 or 4 hours per week - 56% of these learners) and more opportunities to practise English outwith the class. They also highlight a need for more crèche places.

- Around half of the learners have dependent children, and the main obstacle to regular attendance at class was childcare. Other obstacles included appointments especially for asylum-seekers.

- Learners are generally content with the syllabus they are following and with the methods teachers use, although a significant number (30%) of low-level students would prefer a bilingual teacher.

**Who are the teachers and what are their concerns?**

- 147 teachers responded to the questionnaire in the survey cluster areas of Edinburgh, Glasgow, Dumfriesshire and Aberdeen. 13 teachers were interviewed in depth.

- They were mostly experienced and had taught in a very wide range of institutions and contexts.

- Teachers are concerned about what they see as the under-resourcing of ESOL leading to many students attending classes for only 2 or 4 hours per week, a lack of variety of classes, a lack of appropriate teaching resources and the quality of the physical environment in which they have to teach.

**How are learners assessed and what do learners achieve?**

- Initial assessment or screening is variable across Scotland. Some institutions use only interviews; others a bigger battery of tests.

- Individual learning plans, although widely used, attract some criticism from teachers. There is a view that the kind of ILPs developed for adult literacy learners are not always appropriate for ESOL learners, although there is agreement that learners' progress needs to be tracked and regularly reviewed.

- ESOL has a major role to play in helping migrants of all kinds to settle into life in Scotland and feel confident about playing a full part in Scottish life. Students and teachers we surveyed made it clear that ESOL in Scotland is achieving this goal.

- There is a relatively low level of entry to external awards in Scotland (41% in 2003-04) and evidence of an apparent reluctance amongst learners to move out of ESOL classes and into mainstream education, training or work. External awards in FE and CE however have only recently been made available to many students, for whom traditional international examinations such as the Cambridge suite are perceived as not appropriate, or not relevant to those domiciled in Scotland. This, combined with a lack of guidance and the sparseness of language support for ESOL learners in mainstream courses, suggests that progression out of ESOL is both perceived and experienced as challenging.

- The SQA ESOL NQ Units should make articulation from ESOL to mainstream training and education easier and their flexibility and function-based syllabus make them more attractive to students without a strong educational background and encourage them into mainstream FE courses and into the workplace.

- It is clear that the SQA still has work to do to "sell" the SQA ESOL NQ Units to teachers. Teachers are concerned about the current state of the units (which are still being revised), including the specifications and aspects of delivery.

- Work-shadowing programmes like the Bridges and New Glaswegians Project, "into work" programmes like OTAR (Overseas Trade Assessment and Reskilling), PEPE (Pathways to Employment for Professional Engineers) and GOPiP (Glasgow Overseas Professionals into Practice)as well as initiatives by Colleges using EU funding, particularly in Glasgow, demonstrate the value of providing specialised language training and "immersion" – not only for refugees and asylum-seekers but also for other migrant workers. Such ventures, although most are fairly new and still to be evaluated, present opportunities for fast-tracking learners into the workplace.

## 6. RECOMMENDATIONS

RECOMMENDATION 1: The Scottish Executive needs an oversight of the whole of ESOL provision in Scotland to monitor coverage, as well as quality. To this end a national ESOL Co-ordinator should be appointed to liaise with FE, CE and Voluntary sector providers and with the Home Office and other agencies such as the Scottish Refugee Council. The Co-ordinator should also have access to additional funds which could be disbursed to provide tuition in the case of sudden increases in demand.

RECOMMENDATION 2: Local providers should monitor provision and demand and ensure that, as a minimum, there is some provision for all learners who request it. Waiting lists for ESOL classes that keep learners out of classes for more than a couple of months can effectively deprive them of the ability to function independently in everyday life and can also, by holding up language learning, delay the arrival of the learner in the labour market or from the route to further education and training. Providers should work towards a maximum for time spent on a waiting list (e.g. 6 weeks). The Scottish Executive should consider funding short-term and flexible solutions to waiting list problems, including the use of volunteers and part-time classes. In remote areas use could be made of peripatetic teachers and short intensive (e.g. weekend) courses where there are clusters of learners.

RECOMMENDATION 3: Classes for beginners and ESOL literacy classes should have lower maxima than other classes. Learners at this level should have priority for highly intensive tuition (i.e. more than 21 hours per week). Mixed level classes should be replaced by single level classes wherever possible. As a minimum, there should be separate beginner, elementary and advanced level classes.

RECOMMENDATION 4: Where providers can cope with increased demand, they should set up a website, in English and in the main migrant languages, giving information about all the ESOL classes available in the area, in both CE and FE sectors (using the Glasgow ESOL Forum website as a model). Leaflets translated into the main migrant languages could also be produced and displayed in jobcentres, hospitals, libraries, community centres, surgeries, etc.

RECOMMENDATION 5: Ways of improving progression rates, particularly into work or into mainstream College or university courses, should be investigated. This investigation should focus both on ways of raising learners' expectations so that they are more willing to consider employment or training that matches their skills and experience, and on providing a wider variety of routes including highly intensive courses, ESOL + college courses (less limited than at present), work-shadowing schemes and work-based ESOL, which can provide more motivating contexts for fast - tracking language learning. This is likely to require more staff or staff time for guidance and support.

RECOMMENDATION 6: The proposed merged FE and HE Funding Council should consider an alteration in the rules for international students to enable refugees and asylum-seekers, and other categories to pay home fees for full-time FE and HE courses.

RECOMMENDATION 7: Institutions should establish more full-time and fractional posts for ESOL in order to improve working conditions for teachers and ensure that students benefit from the continuity of teaching, guidance and support that a stable workforce can deliver.

RECOMMENDATION 8: A national minimum level of teacher qualification should be introduced, for both FE and CE sectors, and should be available to all teachers wherever they work. The SQA should develop an award for ESOL teachers, based on the FENTO framework.

RECOMMENDATION 9: Training for volunteers should be developed and certificated.

RECOMMENDATION 10: A common quality and inspection system should be devised for all adult ESOL provision allowing for differences in approach in CE and FE.

RECOMMENDATION 11: Institutions should review the support systems that exist for all non-native speaker students both for practical help and for academic guidance. Effective systems should also deal with tracking progress and ensuring students in mainstream courses have access to relevant language support. Modules already exist, including online units, to train careers advisors for asylum-seekers.

RECOMMENDATION 12: FE Colleges should institute specific induction sessions for ESOL for new staff. Employers and professional bodies should also consider holding in-service training sessions and CPD, during working hours rather than always at weekends.

RECOMMENDATION 13: There should be an agreed national criterion based on length of residence for eligibility for free CE classes.

RECOMMENDATION 14: More time and resources need to be allocated for the revision of the SQA ESOL NQ Units, for the development of support materials and for benchmarking to CEF levels. The production of a Higher course external assessment should be a priority.

RECOMMENDATION 15: The Scottish Executive should set up a working party to develop principles for a national curriculum framework for ESOL.

RECOMMENDATION 16: Teaching and learning materials with a Scottish “accent” should be developed for Beginner and ESOL Literacy classes.

RECOMMENDATION 17: The Scottish Executive should consider ways of providing more opportunities for students to practise English in safe, stimulating environments, outwith the classroom, following the example of refugee support organisations. Volunteering can offer such opportunities, although granting asylum-seekers the right to work would be most effective.

RECOMMENDATION 18: Colleges should consider spending some of the income from full fee-paying international students to improve classroom accommodation for all ESOL. students.

# CHAPTER ONE INTRODUCTION

## ESOL RESEARCH IN SCOTLAND

1.1 ESOL in Scotland has been little studied. The "Glasgow ESOL 2000 Survey Report" (Irvine and Rice, 2000) gives a brief overview of the development of ESOL, from ad hoc schemes largely based in community organisations and often staffed by volunteers in the 1960s and 1970s to more formal provision run by Further Education Colleges in the 1990s. A parallel curricular change evolved, from a focus on "survival English", which for many carried implications of limited horizons for ESOL learners, to a focus on English language as an access route into mainstream education or employment (Irvine and Rice, 2000).

1.2 In a Scotland-wide study of ESOL provision in 80 voluntary and statutory institutions Weir and Matheson (1989) concluded that ESOL learners were poorly served by available examinations (a necessary concomitant of access into mainstream education), even where these were on offer, and that linking ESOL with ABE (Adult Basic Education) was often more problematic than helpful.

1.3 By the 21st century, in spite of expanded provision in the FE sector, ESOL was still lacking a co-ordinated strategy at national and local level. A multiplicity of agencies offered classes, differing widely in resourcing. While in Edinburgh, home tuition, community and college classes run by Stevenson College have long been co-ordinated, in Glasgow both learners and teachers were more often ignorant of the range of classes and tuition on offer (Irvine and Rice, 2000). The Glasgow ESOL 2000 Survey Report found considerable evidence of demand among learners for more and smaller classes (especially in FE Colleges) and easier access to mainstream education, even at low levels of English proficiency.

1.4 ESOL teachers, paid and volunteer, are today more likely to have had training and/or qualifications than 20 years ago. In-service and continuing Professional Development (CPD), particularly related to the specific needs of asylum-seekers and refugees is still inadequate for this growing and constantly changing subject (Irvine and Rice 2000).

## RECENT CHANGES IN ESOL

1.5 ESOL provision in Scotland has undergone some of the most significant changes in its history in the last few years. A significant influx of asylum seekers, primarily resettled in Glasgow, and an increase in migrant workers from non-English speaking countries have completely changed both the character and the prominence of ESOL. Moreover, across Scotland, existing provision is expanding, largely funded by local authorities (e.g. Fife ESOL Service): with more classes, delivered by more trained teachers.

1.6 In Glasgow FE Colleges, up to 80% of students in ESOL classes may be asylum-seekers. This has meant that EFL/ESOL departments (often set up to attract fee-payers into Colleges) do not have sufficient resources to run enough classes for asylum-seekers, resulting in waiting lists. At the same time, learners who can enrol are able to attend full-time where in the recent past part-time provision was almost universal.

Other sites are also overstretched. At the Dungavel Immigration Removal Centre, for example, while accredited vocational courses leading to SQA certificates were on offer to

adult inmates with sufficient English, the 2003 HMIE Report observed that "[staffing] in English language teaching was insufficient to cope with high numbers of learners who were at an early stage in learning English.".

1.7 As the 2003 "Scottish Refugee Integration Forum Action Plan" notes,

> "...there is an urgent need for adequate resources to be made available to support the provision of English language tuition (both on a stand-alone basis and in conjunction with vocational courses) for those asylum seekers and refugees who require it…Given the current zero growth in overall funding for further education, this will require the Scottish Executive to provide additional monies to colleges to support this work. The increased resources will be required not only in teaching, but also in support services and childcare."

Since 2001, the Scottish Executive has started to fund ESOL provision, including ESOL literacy provision, via Communities Scotland's Learning Connections and Literacies partnerships. In addition, the Executive has, over the period 2003-2006, committed an additional £1.7m annually to meet the demand for more ESOL in Scottish FE colleges, particularly in Glasgow. This has subsequently increased to £2m in 2004-06. Furthermore, the Executive has also funded a new Professional Development Award in Teaching Adult ESOL Literacies aimed at qualified teachers and developed by the Glasgow ESOL Forum. This award was prompted by recommendations in the Glasgow ESOL Survey Report (Irvine and Rice 2000) and follows a national consultation conducted by the Glasgow ESOL Forum in 2003.

1.8 The last few years have also seen a change in the perceived nature and status of ESOL within education in the UK as a whole. The term itself is replacing EFL (English as a foreign language) and ELT (English language teaching) in titles of departments and names of examinations (e.g. Cambridge ESOL). Asylum-seekers and refugees have raised the salience of English language teaching for migrants. More recently, English language requirements for applicants for citizenship - demand is as yet unknown - are likely to have an impact both on numbers of learners being assessed and on numbers in classes as well as on the syllabus for these classes. These trends may however not yet stretch to appreciation of the situation of ESOL learners themselves.

1.9 The number of migrant workers from EU Accession States arriving in the UK is expected to increase, which may place further burdens on the existing infrastructure. Refugee resettlement, directed by government agencies, has had most significant impact on Glasgow, less so on Edinburgh and relatively little elsewhere. Future arrivals may choose other cities and towns to settle in, perhaps temporarily. The character of the demand is likely therefore to change yet again.

## KEY ISSUES FOR ESOL IN SCOTLAND

1.10 The following have been identified as representing the key issues for ESOL in Scotland and, therefore, represent the main areas covered in the current study:

COVERAGE: *current and future needs for coverage (geographical, gender, level of ability)*

QUALITY OF PROVISION: *the kinds of classes that are needed; teaching and learning resources most appropriate for ESOL learners; the level of training and development teachers require to prepare for the specific requirements of ESOL learners.*

LEARNER NEEDS: *the learners' needs as perceived by themselves, their teachers and other stakeholders, including the wider community.*

TEACHER NEEDS: *the specific training and CPD needs of teachers involved in ESOL; the extent to which teachers are and should be concerned with welfare, race and cultural issues in connection with their students, and the kind of preparation they need for coping with these issues.*

FUNDING: *types and levels of funding that are available, funding to sustain provision, and respond to changing demand.*

SUSTAINABILITY*: structuring provision across Scotland to ensure flexibility and sustainability in the face of predictable and unpredictable change: future arrivals, such as migrant workers from EU Accession States or refugees from new conflict zones; political changes such as the Government's plans for English tests for naturalization.*

ROUTES TO EMPLOYMENT AND/OR FURTHER AND HIGHER EDUCATION: *the assistance learners get and what they need in order to be eligible for further and higher education and training, or to enter the labour market (at the point they may have left it in their country of origin).*

ASSESSMENT: *appropriate assessment instruments and their availability.*

## METHODOLOGY

1.11 The research methodology involved data and other evidence gathering from four main sources:

1. Retrieval and analysis of national data from secondary sources (e.g. 2001 Census)
2. Quantitative analysis of questionnaires surveying samples of learners, "non-learners"[1] and teachers in four cluster areas: Edinburgh, Glasgow, Aberdeen and Dumfriesshire.
3. Analysis of qualitative data from interviews and focus groups involving stakeholders, learners and teachers in the cluster areas.
4. Investigation of secondary sources dealing with relevant issues and with the experience of other countries with comparable ESOL learning profiles.

[1] "non-learners" is the term coined for migrants and asylum-seekers with low levels of proficiency in English who do not attend classes.

## QUANTITATIVE RESEARCH

1.12 Secondary sources, including SFEFC returns, data from Community Learning partnerships and data from voluntary agencies, were accessed to map the number and level of classes across Scotland, where they take place and the number of enrolments. The 2001 Census was also examined to determine areas of settlement by ethnic minority and, as far as possible, asylum seeker and refugee communities.

1.13 The research tool for the primary quantitative research was the survey questionnaire. Teacher and Learner questionnaires were devised and piloted in Dundee in May 2004. Highly structured self-completion questionnaires (utilising closed questions with Likert scales) were sent out to FE Colleges and CE and Voluntary Centres for approximately 4,500 learners and over 300 teachers in 2 population clusters in the Central Belt – in and around Glasgow (including Lanarkshire, Renfrewshire and Dunbartonshire); in and around Edinburgh (including Fife and the Lothians); and two areas outwith the Central Belt, Aberdeenshire and Dumfriesshire. Most questionnaires were mailed in the first two weeks of June, although some were sent out as late as July, as a few classes were found to be running over the summer. Every effort was made to ensure that the questionnaires reached every type of ESOL class. Each site was requested to administer the questionnaire to 2-5 classes (representing different levels of proficiency, from beginner to advanced. As was expected, tracing learners in less formal (e.g. voluntary) settings was difficult and while strenuous attempts were made to identify such learners and their teachers, it is likely that these classes and their students are underrepresented in the final data.

1.14 Translations were included, along with protocols for teachers for the administration of the questionnaires in class time. Learner questionnaires were administered via class teachers, as the most efficient method[2], although measures were taken to ensure that response bias was minimised (e.g. via "interference" by teachers). In an accompanying letter there was a brief explanation of the purpose of the questionnaire. Assurances about anonymity and confidentiality were included in the letters. In addition respondents were asked to place their completed questionnaires in sealed envelopes, which were then placed in sealed bags or boxes (this procedure overseen by a college/centre administrator or other third party).

1.15 The response rate from the learner questionnaire was 37.4%. The method of distribution precluded sampling of the population. The timing of the Survey meant that questionnaires were sent to Centres in early to mid June 2004, so near the end of term for most institutions. Consequently, attendance at many classes was relatively low. In addition, beginners' classes found the 4-page questionnaire challenging, and some took an hour to complete it. There were delays in sending out some translations, and the questionnaire was translated into only 7 main languages (Chinese, Bengali, Turkish, Hindi, Urdu, Arabic and French). This has undoubtedly resulted in the under-representation of beginner level students in the data.

1.16 Biographical data was collected from this questionnaire as well as data on countries of origin and first languages, educational background and first language literacy, and length of English language learning. It also sought to uncover issues of concern to learners and non-

[2] Irvine and Rice (2000) report the success of this method in achieving a wide and fairly representative distribution.

learners, from opinions about the quality and availability of provision and their experience of obstacles to language learning to their own future plans and aspirations.

1.17 The teacher questionnaire was distributed to all ESOL teachers (paid and volunteer) at each site in the cluster areas at the same time. In an accompanying letter there was an explanation of the purpose of the questionnaire. Assurances about anonymity and confidentiality were included in the letters. Respondents were provided with stamped addressed envelopes so that they could post completed questionnaires directly to the research team.

1.18 The response rate for this questionnaire was 48.1%. Data was collected on teaching (and other) qualifications, length and nature of teaching experience (ESOL, EFL and other) and on teachers' current responsibilities. It further questioned teachers about their learners' needs, their own needs and other aspects of ESOL learning and teaching in Scotland.

1.19 A very small number of non-learners – non-native speakers of English who do not attend classes - were also surveyed with a short questionnaire. This questionnaire was distributed via Jobcentreplus in Glasgow (Springburn). Non-learners could more easily have been contacted via learners, but it was decided that this could produce very unreliable results. The small number of respondents precluded statistical analysis.

1.20 College and Centre ESOL Managers were sent an online questionnaire which aimed to collect data on numbers of students enrolled, types of courses and classes, numbers of students entered for the main ESOL examinations, staff and their qualifications, and funding. The response rate to this questionnaire was high – at 67%.

## QUALITATIVE RESEARCH

1.21 Qualitative data was collected via interviews with stakeholders and with classroom teachers, and from five focus groups held in Glasgow (Cardonald and Food Technology Colleges), Edinburgh (Stevenson College Community-based ESL at Duncan Place Resource Centre), Aberdeen (Linksfield Community Centre) and Dumfries (Troqueer Parish Hall). In all, 32 students took part in these discussions. CE focus groups were conducted in class time (with the teacher absent). In the FE colleges, where classes were too big to be used effectively as focus groups, we were reliant on students volunteering to attend in their own time. Participants in focus groups could not, therefore, be selected in advance. However, the Aberdeen group, all Chinese, included beginners and intermediate students and an interpreter was employed for this group; the Cardonald and Food Technology groups were mainly advanced, while the Dumfries and Edinburgh groups (the largest) included upper-intermediate to advanced, with some lower-level students. There were refugees and asylum-seekers represented in the Glasgow and Edinburgh groups.

1.22 Interviews with stakeholders - such as the Scottish Qualifications Authority, the Scottish Refugee Council, Race Equality Councils, voluntary organisations and with ESOL managers - were held throughout the survey period, in order to discuss wider issues such as employment, funding and policy. The majority of these were conducted by telephone mainly but not exclusively in the cluster areas and involved ESOL managers in educational institutions with considerable ESOL numbers, experienced ESOL practitioners (including teacher organisations such as the Glasgow ESOL Forum) and other stakeholders.

1.23 Thirteen teachers were interviewed (mainly by phone) on issues including teaching resources, assessment and professional training. These teachers represented the full range of professionals currently working in Scottish ESOL: highly qualified and experienced teachers, volunteers, adult literacy tutors without ESOL qualifications and younger teachers with minimum qualifications.

## ANALYSIS OF DATA

1.24 Statistical data was collated and analysed using the SPSS statistical software package and frequency and cross-tabulation data produced. Focus group discussions were recorded and partially transcribed. Most teacher and stakeholder interviews were conducted by telephone, and notes taken. Some were recorded in face-to-face interviews. All the qualitative data was used to derive individual opinions and experiences, many of which are included in this Report.

# CHAPTER TWO ESOL IN SCOTLAND

## INTRODUCTION

2.1 This chapter describes the nature and extent of ESOL provision in Scotland. Findings from the managers' questionnaire are described and analysed, and information derived from interviews with a number of ESOL managers and stakeholders - mainly from the four survey cluster areas of Edinburgh, Glasgow, Aberdeen and Dumfriesshire - is also presented.

2.2 An online questionnaire was sent to a total of 91 managers of ESOL departments in FE Colleges, managers responsible for ESOL in Council Community Learning and Development Departments and some Voluntary sector co-ordinators. Efforts were made to contact every College and Council department, but we are aware that we did not manage to do this in every case. 67% of managers responded.

## THE ESOL POPULATION

2.3 There is no accurate source of information on the number of people in Scotland who may require assistance with English. In addition, there are no data on the number of people whose first language is not English. This has the potential to cause problems in the effective planning of ESOL provision in Scotland. Schellekens (2001) suggests that a combination of Census and Home Office data can be used to estimate the number of second language speakers. Table 2.1 (below) shows the 2001 Census data, which provides details on country of birth. From this we can estimate that there were 135,000 second language speakers resident in Scotland in 2001.

2.4 While the 2001 Census data provides a starting point there have been additional in-flows of asylum seekers, refugees and economic migrants, whose first language is not English, over the period 2001-04. The Scottish Refugee Council estimates that there are around 10,000 asylum seekers/ refugees resident in Scotland – the majority from countries where English is not the first language. In addition, there is likely to be a significantly higher number of economic migrants resident in Scotland either on a temporary or permanent basis. The First Minister, Jack McConnell, stated in February 2004 that he hoped to be able to attract around 8,000 economic migrants to Scotland every year. We feel, therefore, that it is reasonable to assume that a proportion of these will come from parts of the world where English is not the first language (e.g. the EU). On this basis, we estimate that there were at least 150,000 second-language speakers living in Scotland in 2004. Not all of these, however, will need to learn English.

2.5 Estimates by Carr-Hill et al (1996) and the work by Schellekens (2001) suggest that approximately one-third of second language speakers will need to improve their English language skills if they are to participate fully in education, work and society. This, therefore, suggests that there were likely to be around 50,000 people in Scotland requiring some form of English language support in 2004.

2.6 Table 2.2 presents our estimates of those who may require English language support at the local authority level in Scotland. It should be noted, however, that these are best estimates derived from available data and should be used with caution. Nevertheless, it is

clear that the 50,000 estimate is considerably in excess of the estimated 9,000 currently enrolled in English classes in Scotland.

**Table 2.1 Estimates of Second Language Speakers in Scotland by Local Authority[3]**

| Council Area | Total Population | Western Europe | Eastern Europe | Africa | Asia | South America | Other | Total Second Language Speakers |
|---|---|---|---|---|---|---|---|---|
| SCOTLAND | 5062011 | 46779 | 7332 | 22049 | 55369 | 2617 | 937 | 135083 |
| Aberdeen City | 212125 | 3583 | 380 | 1702 | 3822 | 315 | 56 | 9858 |
| Aberdeenshire | 226871 | 2081 | 213 | 865 | 1466 | 136 | 27 | 4788 |
| Angus | 108400 | 761 | 101 | 381 | 759 | 42 | 8 | 2052 |
| Argyll & Bute | 91306 | 793 | 74 | 446 | 600 | 47 | 10 | 1970 |
| Clackmannanshire | 48077 | 312 | 59 | 180 | 253 | 15 | 3 | 822 |
| Dumfries & Galloway | 147765 | 1070 | 175 | 495 | 693 | 55 | 24 | 2512 |
| Dundee City | 145663 | 1696 | 282 | 926 | 2752 | 123 | 31 | 5810 |
| East Ayrshire | 120235 | 529 | 71 | 263 | 409 | 22 | 6 | 1300 |
| East Dunbartonshire | 108243 | 577 | 137 | 470 | 1616 | 38 | 29 | 2867 |
| East Lothian | 90088 | 702 | 187 | 362 | 497 | 44 | 15 | 1807 |
| East Renfrewshire | 89311 | 502 | 99 | 328 | 1524 | 45 | 22 | 2520 |
| Edinburgh, City of | 448624 | 10041 | 1590 | 4355 | 10166 | 613 | 158 | 26923 |
| Eilean Siar | 26502 | 124 | 5 | 71 | 111 | 21 | 5 | 337 |
| Falkirk | 145191 | 758 | 197 | 357 | 700 | 32 | 18 | 2062 |
| Fife | 349429 | 3450 | 576 | 1339 | 2738 | 152 | 35 | 8290 |
| Glasgow City | 577869 | 5077 | 1294 | 2794 | 14579 | 244 | 222 | 24210 |
| Highland | 208914 | 1973 | 178 | 800 | 1312 | 111 | 30 | 4404 |
| Inverclyde | 84203 | 607 | 29 | 200 | 458 | 18 | 9 | 1321 |
| Midlothian | 80941 | 623 | 123 | 274 | 404 | 27 | 15 | 1466 |
| Moray | 86940 | 1313 | 99 | 300 | 701 | 43 | 19 | 2475 |
| North Ayrshire | 135817 | 846 | 78 | 329 | 579 | 26 | 15 | 1873 |
| North Lanarkshire | 321067 | 1076 | 156 | 664 | 1652 | 44 | 27 | 3619 |
| Orkney Islands | 19245 | 112 | 8 | 62 | 69 | 9 | 4 | 264 |
| Perth & Kinross | 134949 | 1465 | 219 | 759 | 1141 | 92 | 21 | 3697 |
| Renfrewshire | 172867 | 934 | 129 | 505 | 1045 | 55 | 29 | 2697 |
| Scottish Borders | 106764 | 879 | 188 | 440 | 548 | 41 | 10 | 2106 |
| Shetland Islands | 21988 | 156 | 18 | 55 | 168 | 17 | 5 | 419 |
| South Ayrshire | 112097 | 762 | 119 | 329 | 564 | 33 | 19 | 1826 |
| South Lanarkshire | 302216 | 1285 | 183 | 749 | 1651 | 46 | 34 | 3948 |
| Stirling | 86212 | 1095 | 117 | 416 | 843 | 57 | 12 | 2540 |
| West Dunbartonshire | 93378 | 397 | 79 | 224 | 356 | 19 | 7 | 1082 |
| West Lothian | 158714 | 1200 | 169 | 609 | 1193 | 35 | 12 | 3218 |

Source: Census 2001, GROS

[3] The data in this table is for Scottish residents born in countries where English is not the native or national language. The countries included are consistent with those in Schellekens (2001). "Other" refers to people born at sea or in the air, or with country of birth not stated.

## Table 2.2 Estimates of Demand for English Language Support in Scotland, 2004

| Council Area | 2001 Census Estimate of Second Language Speakers | Adjustment for Migration 2001-2004 | Estimate of Numbers Requiring English Language Support |
|---|---|---|---|
| SCOTLAND | 135083 | 150077 | 50026 |
| Aberdeen City | 9858 | 10952 | 3651 |
| Aberdeenshire | 4788 | 5319 | 1773 |
| Angus | 2052 | 2280 | 760 |
| Argyll & Bute | 1970 | 2189 | 730 |
| Clackmannanshire | 822 | 913 | 304 |
| Dumfries & Galloway | 2512 | 2791 | 930 |
| Dundee City | 5810 | 6455 | 2152 |
| East Ayrshire | 1300 | 1444 | 481 |
| East Dunbartonshire | 2867 | 3185 | 1062 |
| East Lothian | 1807 | 2008 | 669 |
| East Renfrewshire | 2520 | 2800 | 933 |
| Edinburgh, City of | 26923 | 29911 | 9970 |
| Eilean Siar | 337 | 374 | 125 |
| Falkirk | 2062 | 2291 | 764 |
| Fife | 8290 | 9210 | 3070 |
| Glasgow City | 24210 | 26897 | 8966 |
| Highland | 4404 | 4893 | 1631 |
| Inverclyde | 1321 | 1468 | 489 |
| Midlothian | 1466 | 1629 | 543 |
| Moray | 2475 | 2750 | 917 |
| North Ayrshire | 1873 | 2081 | 694 |
| North Lanarkshire | 3619 | 4021 | 1340 |
| Orkney Islands | 264 | 293 | 98 |
| Perth & Kinross | 3697 | 4107 | 1369 |
| Renfrewshire | 2697 | 2996 | 999 |
| Scottish Borders | 2106 | 2340 | 780 |
| Shetland Islands | 419 | 466 | 155 |
| South Ayrshire | 1826 | 2029 | 676 |
| South Lanarkshire | 3948 | 4386 | 1462 |
| Stirling | 2540 | 2822 | 941 |
| West Dunbartonshire | 1082 | 1202 | 401 |
| West Lothian | 3218 | 3575 | 1192 |

Source: Scottish Economic Research, University of Abertay Dundee

## COVERAGE

2.7 Of the 46 FE Colleges which are members of the Association of Scottish Colleges, 31 Colleges responded to the "manager's" questionnaire. Of those 31, nine Colleges told us that they did not provide ESOL (although some "hosted" them – i.e. provided accommodation for CE classes).

2.8 Thirty-four CE Centres completed the questionnaire and four voluntary centres responded.

2.9 The imbalance between the FE and the CE sectors is largely explained by the smaller size of classes in CE, and the narrower range of levels catered for. In addition, Colleges in Edinburgh and Glasgow are responsible for staffing and co-ordinating most of the community-based (outreach) classes. Elsewhere, CE is the sole provider – not only in more sparsely populated areas such as the Highlands, but also in some significant centres of population such as Stirling, Kirkcaldy and Dumfries.

2.10 Responses to the questionnaire gives total enrolments for 2003-04 as 8,198 (see Table 2.3). Some students will have enrolled on or attended more than one course in more than one sector. 66% of the total were female. Using information from additional sources[4], it is possible to add another 994 to this total, giving a national ESOL figure of over 9,100. Table 2.4 illustrates the breakdown of ESOL enrolments by category of learner/ student.

**Table 2.3 Total Number of Students enrolled 2003-04**

| Further Education[5] | Community Education | Voluntary | Total |
|---|---|---|---|
| 6497 | 1474 | 227 | 8198 |
| 79.3% | 18.0% | 2.8% | 100.0% |

**Table 2.4 Categories of Students enrolled 2003-04**

| Fee-paying international students | EU citizens | Refugees and asylum-seekers | Settled ethnic minority community residents | Non-EU migrant workers | Other |
|---|---|---|---|---|---|
| 803 | 2358 | 1824 | 2146 | 316 | 241 |
| 9.7% | 28.7% | 22.2% | 26.1% | 3.8% | 2.9% |

In Scotland unlike in England, most institutions integrate students in the same classes, regardless of fee-paying status and background. According to those we interviewed, this is viewed positively by all learners and teachers alike: classes are more likely to contain mixed nationalities, and to be more vibrant and stimulating as a result.

2.11 The majority of students and courses are found in Glasgow and Edinburgh. Table 2.5 below shows the distribution of courses by council area.

[4] These relate to questionnaire responses that were received too late to include in the full analysis contained in this report.

[5] It would be desirable to compare these figures with those produced by SFEFC. These give a total of EFL and ESOL enrolments for 2002-03 of 9,518. However, data from several Colleges known to have EFL and ESOL students is missing or faulty. Consequently, it was decided not to make use of this data

**Table 2.5 Distribution of classes by Council area (FE, CE and Voluntary sectors)**

| Council area | full-time 1-year courses | other courses* | total no. of courses | total no. of students |
|---|---|---|---|---|
| Aberdeen City | 0 | 32 | 32 | 80 |
| Aberdeenshire | 0 | 6 | 6 | 36 |
| Angus | 0 | 7 | 7 | 64 |
| Argyll & Bute | 1 | 44 | 45 | 414 |
| Dumfries & Galloway | 0 | 14 | 14 | 57 |
| Dundee City | 1 | 16 | 17 | 637 |
| East Ayrshire | 0 | 3 | 3 | 40 |
| East Lothian | 0 | 1 | 1 | 28 |
| East Renfrewshire | 0 | 5 | 5 | 24 |
| Edinburgh, City of | 23 | 125 | 148 | 2886 |
| Eilean Siar | 0 | 6 | 6 | 22 |
| Falkirk | 0 | 8 | 8 | 278 |
| Fife | 0 | 152 | 152 | 430 |
| Glasgow City | 33 | 120 | 153 | 2543 |
| Highland | 0 | 17 | 17 | 160 |
| Midlothian | 2 | 0 | 2 | 24 |
| Moray | 0 | 3 | 3 | 38 |
| North Ayrshire | 0 | 4 | 4 | 35 |
| North Lanarkshire | 0 | 1 | 1 | 167 |
| Perth & Kinross | 0 | 6 | 6 | 18 |
| Scottish Borders | 0 | 1 | 1 | 37 |
| Shetland Islands | 0 | 3 | 3 | 25 |
| South Ayrshire | 0 | 11 | 11 | 60 |
| South Lanarkshire | 0 | 10 | 10 | 95 |
| TOTAL | 60 | 595 | 655 | 8198 |

* "other courses" include part-time, evening and short courses and home or 1:1 tuition

From other sources – late survey returns and preliminary interviews, we can add another 63 courses and 994 enrolled ESOL learners as shown in Table 2.6 below. The figures in Table 2.6 are not included in the analysis that follows.

**Table 2.6 Courses and Student Numbers from Late Survey Respondents**

| Council area | Courses | Students |
|---|---|---|
| Aberdeen City | 46 | 882 |
| Clackmannanshire | 2 | 16 |
| East Lothian | 2 | 15 |
| East Renfrewshire | 5 | 30 |
| Orkney Islands | 2 | 14 |
| Scottish Borders | 3 | 28 |
| Shetland Islands | 1 | 9 |
| West Lothian | 2 | no answer |
| TOTAL | 63 | 994 |

2.12 A number of centres, mainly in cities, offer specific English for Work classes (General English classes often include language and skills for work, or for applying for jobs). Four FE Colleges and six Community Education Centres stated that they ran English for Work classes. Thirty-one Colleges and Centres (including a Voluntary centre) provide ESOL Literacy or Reading and Writing classes, for over 500 students. Short courses might include courses on health and job-seeking.

2.13 Mainly from discussions with stakeholders and ESOL practitioners, some evidence was collected on English classes run informally in Refugee support centres and classes which take place in work premises. Refugee support centres and churches, tend to offer conversational English. One college in the North East of Scotland provides a teacher for women workers from Eastern Europe in a fish-processing factory. A stable in the South West pays for a CE ESOL teacher to teach stable lads on the premises.

2.14 More students were on part-time courses (i.e. less than 15 hours per week) than any other kind of course (Table 2.7). Almost as many students attended less than 5 hours per week as were enrolled on full-time (15 hours and over) courses.

2.15 Only FE is funded to provide full-time ESOL courses, but CE is sometimes able to offer up to 10 hours per week to learners (see section on Funding below). Centres offering only 4 hours or less per week tended to be in more rural areas, but were also found in towns – sometimes where they were the sole ESOL providers.

2.16 By far the most common type of class was the General English class, offered by all institutions. Such classes offer language and skills-focussed lessons designed to develop general communicative competence for most everyday situations. English for Study classes, often preparing students for the IELTS test, are offered mainly, though not exclusively, to fee-paying international students, at colleges. English for Work classes are also more commonly offered by colleges (including outreach) than by CE. ESOL literacy classes on the other hand are more often found in CE-delivered ESOL.

## Table 2.7 Mode of delivery by sector

| Mode of delivery | | Further Education | Community Education | Voluntary | Total |
|---|---|---|---|---|---|
| Full-time full-year courses | total no. of courses | 60 | 0 | 0 | 60 |
| | total no. of students | 1234 | 0 | 0 | 1234 |
| Part-time full-year courses | total no. of courses | 110 | 74 | 1 | 185 |
| | total no. of students | 2509 | 417 | 24 | 2950 |
| Short courses | total no. of courses | 57 | 10 | 0 | 67 |
| | total no. of students | 610 | 62 | 9 | 681 |
| Part time courses less than 5 hours per week | total no. of courses | 74 | 74 | 4 | 152 |
| | total no. of students | 576 | 492 | 77 | 1145 |
| Evening courses | total no. of courses | 43 | 18 | 0 | 61 |
| | total no. of students | 731 | 140 | 8 | 879 |
| Home/ 1:1 tuition | total no. of courses | 6 | 111 | 0 | 117 |
| | total no. of students | 77 | 188 | 3 | 268 |
| Other | total no. of courses | 16 | 4 | 1 | 21 |
| | total no. of students | 760 | 199 | 106 | 1065 |
| TOTAL | total no. of courses | 355 | 294 | 6 | 655 |
| | total no. of students | 6497 | 1474 | 227 | 8198 |

## Table 2.8 Type of class by sector[6]

| Type of class | Further Education | Community Education | Voluntary | Total |
|---|---|---|---|---|
| General English | 357 | 117 | 18 | 492 |
| English for work | 75 | 13 | 0 | 88 |
| English for study | 90 | 21 | 0 | 111 |
| ESOL literacy | 49 | 74 | 0 | 123 |
| TOTAL | 571 | 225 | 18 | 814 |

[6] It has proved impossible to reconcile the total of 814 classes in Table 2.8 with the total of 655 given in Table 2.7. Responses to the two questions in the managers' questionnaire on mode of delivery (Table 2.7) and on type of class (2.8) varied considerably, which may have been due in part to a problem with the wording of the latter question (see Appendix 1 managers' questionnaire question 2(b)). Table 2.7 is therefore more accurate, but Table 2.8 is included to show the distribution of types of classes across and within sectors

2.17 Although we did not question managers about ways they publicised classes, the learners (data from the Learner questionnaire) told us that they found out about classes overwhelmingly by word of mouth, as indicated in Table 2.9 below.

**Table 2.9 How learners find out about classes**

| Source of information | Number | Percent |
|---|---|---|
| A friend told me | 965 | 64.5 |
| I saw an advertisement | 111 | 7.4 |
| Someone at the health centre/jobcentre/college told me | 202 | 13.5 |
| Other | 179 | 12 |
| no answer | 39 | 2.6 |
| TOTAL | 1496 | 100 |

Amongst the other sources of information the learners told us about (written in under "other") were: an agency or institution such as the British Council in their own country (24), employer or workplace (5), family members (44), another institution or former teacher (14) and support agencies such as the Scottish Refugee Council, charities and social workers or their children's school (39). These figures reinforce the conclusion that word of mouth has been the most powerful "marketing tool" for ESOL.

2.18 Students who took part in the 5 focus groups organised for the Survey in the cluster areas confirmed that, for the most part, friends, acquaintances, or refugee support workers (and the Scottish Refugee Council itself which refers students, mainly to Colleges) had told them about the classes they attended. An exception was the group in Dumfries, who commented on the easy availability of leaflets about ESOL classes, in libraries, community centres and elsewhere.

2.19 Learners in Glasgow can access the Glasgow ESOL Forum's website, which gives detailed and up-to-date information on classes in 55 venues (although this is only accessible by those with computing skills). Some centres make a point of producing leaflets in migrant languages. Council and College websites however are often less helpful, and depend on the user knowing how to navigate an often complex site and exactly which search word(s) to type in ("ESOL" is not always the right one).

## WAITING LISTS

2.20 Of the 60 institutions responding to the survey, less than half (25) reported that they had no waiting list and were able to offer a place immediately to all applicants. Most waiting lists are found in the FE sector (Table 2.10).

### Table 2.10 Waiting lists by sector

**Average Numbers in 2003-04 (totals)**

| Further Education | Community Education | Voluntary |
|---|---|---|
| 1254 | 105 | 21 |

**Maximum numbers in 2003-04**

| Further Education | Community Education | Voluntary |
|---|---|---|
| 1742 | 149 | no answer |

Institutions have approached the problem of waiting lists and how to manage them in a variety of ways. Of the institutions who responded, 15 (mostly in FE) assess students' English proficiency when they apply, while 8 only assess when a place becomes available. 6 did not operate a waiting list, but advised students to reapply at a later date, or try elsewhere.

2.21 There are waiting lists for FE classes in most cities (Table 2.11), regardless of whether or not the area contains refugees and asylum seekers. One Glasgow College, at the end of March 2004, could not offer entrance tests until May, even though its policy was to test students on the waiting list (rather than wait until a place became available) There are also often waiting lists for crèche places. Amongst people waiting to join a class may be students who want to join a specific class, e.g. English for computing, or to move from one kind of class, in community-based ESOL or the voluntary sector.

### Table 2.11 Waiting lists by council area/LEC

| Council area reporting waiting lists | Average number on waiting list |
|---|---|
| Aberdeen City | 40 |
| Dumfries and Galloway | 15 |
| Dundee City | 10 |
| East Lothian | 3 |
| Edinburgh, City of | 276 |
| Fife | 5 |
| Glasgow, City of | 980 |
| Highland | 18 |
| Perth and Kinross | 35 |

### Table 2.12 Length of time on waiting lists

| Length of time | Number of institutions |
|---|---|
| 1 month or less | 8 |
| 1-3 months | 6 |
| 3 or more months | 6 |
| varies according to level | 1 |
| no answer | 3 |

2.22 One institution reported that the average length of time on its waiting list was one year. There is however variation according to the type of class, and student need: a pre-literacy class for students without literacy in English and in their first language had a long

and slow-moving waiting list, partly because class numbers were limited to 12. Not all applicants will stay on a waiting list until a place becomes available: some will apply elsewhere, while others may find work or move house. One informant also noted that applicants from settled ethnic minority communities, perhaps feeling the need for English tuition as less urgent than refugees and asylum-seekers, would be more likely to give up when faced with a long wait. Waiting list numbers at any given time are therefore unlikely to be completely accurate. Nevertheless, the fact that learners are not able to join classes when they try to, and may have to wait for many months, is both discouraging and detrimental to their language development.

2.23 Managers in institutions with waiting lists told us that they check attendance rigorously and will drop students with poor attendance, so that their places can be offered to others. This can lead to students enrolled on afternoon classes leaving school-age children unsupervised at home – and there have been instances of the police being called to break down the front-door of a flat, and claims for asylum being jeopardised as a result. Childcare offered by institutions does not normally include after-school care – as a result afternoon classes are much less popular than morning classes (sometimes leading to under-utilisation of the available capacity).

## STAFF AND THEIR QUALIFICATIONS

2.24 326 teachers were employed and 288 volunteers were involved in Scottish ESOL in 2003-04, according to the managers' survey returns. In Table 2.13 numbers employed on different types of contract in the three sectors are given. Of the paid staff just 27 % were employed full-time and 30% were employed for 6 hours per week or less. In FE, 66% of paid staff were part-time. For FE as a whole, according to figures from SFEFC, only 31% were not employed as permanent full-time teaching staff. Most volunteers work in Community Education. 65 of the volunteers in FE work in Stevenson College Community-based ESL and 12 work in Stirling, in classes delivered by Falkirk College.

### Table 2.13 Staff employed

| Type of contract | | | Further Education | Community Education | Voluntary | Total | Percent |
|---|---|---|---|---|---|---|---|
| Teaching | Full-time | | 72 | 15 | 2 | 89 | 27.3 |
| | Part-time | 15+ hours | 49 | 16 | 0 | 65 | 19.9 |
| | | 10-15 | 27 | 10 | 0 | 37 | 11.3 |
| | | 6-10 | 32 | 6 | 0 | 38 | 11.6 |
| | | 4-6 | 14 | 32 | 1 | 47 | 14.4 |
| | | less than 4 | 18 | 31 | 1 | 50 | 15.3 |
| | Total paid staff | | 212 | 110 | | 326 | 100 |
| | Volunteer | | 83 | 180 | 25 | 288 | na |
| Admin. | | | 50 | 104 | 2 | 156 | na |

25% of the institutions that responded had no support staff involved (wholly or partly) with ESOL learners. 4 had 10 or more.

2.25 There are significant differences between minimum qualifications required of staff in FE and CE: Fifteen of the 45 institutions which responded to this item did not stipulate

TEFL qualifications (i.e. they required TEFL experience, Literacies training, FE qualifications or "none"). Of these 15, 10 are in the CE sector.

2.26 32% of all paid and volunteer staff had a recognised initial certificate, while 14% had none. In FE 47% of all staff held a recognised certificate and only 2 FE staff were recorded as having no teaching qualification of any kind. This compares with 14% in the whole of FE who had no teaching qualification in 2002-03 (SFEFC, 2004) – outside ESOL there are unlikely to be many volunteers. In CE there are many more volunteers, many of whom will have no formal qualifications. Table 2.14 illustrates the type of qualification held.

**Table 2.14 Teaching staff qualifications by sector**

| Type of teaching qualification held | Further Education | Community Education | Voluntary | Total | Percent of all staff* |
|---|---|---|---|---|---|
| Cambridge or Trinity College Certificate | 140 | 47 | 1 | 188 | 32.3 |
| Other pre-service Certificate | 3 | 45 | 0 | 48 | 8.2 |
| Cambridge or Trinity College Diploma | 80 | 7 | 1 | 89 | 15.3 |
| Other Diploma | 3 | 1 | 0 | 4 | 0.6 |
| Masters in TEFL etc | 21 | 4 | 1 | 26 | 4.4 |
| PGCE in TESL/TEFL | 19 | 1 | 0 | 20 | 3.4 |
| Other TESL/TEFL | 4 | 1 | 0 | 5 | 0.8 |
| Non-TEFL teaching qualification | 28 | 49 | 4 | 81 | 13.9 |
| None | 2 | 73 | 5 | 80 | 13.7 |

Note 1: multiple answers
Note 2: 49 out of 61 institutions responded to this question. * relates to the 581 staff in the 49 institutions which responded to this question.

2.27 In Glasgow and Edinburgh FE Colleges supply teachers for Community-based classes, and these teachers may work in both sectors at the same time. Elsewhere, there is more likely to be a clear division between the sectors and tutors of ESOL classes may have an Adult Literacy background, with limited training and experience of ESOL. In Aberdeen only Adult Literacy teaching qualifications are required for example. There is a view amongst some Community Education managers that standard TEFL certificates (CELTA, Cert TESOL) are not appropriate preparation for teaching mixed levels, although elsewhere, CELTA or equivalent is the minimum requirement for ESOL tutors.

2.28 ESOL teachers trained in literacy teaching (as opposed to teachers of literacy to native speakers) are also rare, particularly in community-based ESOL. Glasgow ESOL Forum has started to fill this gap by developing a training module for experienced and qualified ESOL teachers who want to teach ESOL literacy. This course ran in pilot form from September to October 2004, with 19 participants, from all over Scotland. The ESOL Forum expects the PDA to be validated by the SQA early in 2005.

2.29 In Glasgow volunteers are trained by Glasgow ESOL Forum, with a grant from the Home Office Integration Unit Challenge Fund. Eight 8-week courses have been completed at Anniesland and Langside Colleges as well as at Glasgow University. Up to 20 prospective volunteers attend for 3 hours a week over 8 weeks, taught by experienced teacher trainers. In the current academic year 3 courses have been run. In Edinburgh Stevenson College runs a free one-year course for volunteers (leading to a College Certificate), while Duncan Place Resource Centre offers a 6-week training course. After training, home tutors are supported

by co-ordinators and have access to resource centres and regular training, information or ideas-sharing meetings. In some places volunteers also work with class tutors in mixed level classes.

2.30 Volunteer tutors are a flexible and adaptable resource but their prominence in Scotland seems to be partly at least a function of the shortage of places in classes, or a shortage of classes per se in certain areas. Stephanie Bach, who runs the volunteer training scheme for the Glasgow ESOL Forum, stated that although volunteers cannot replace professionally-trained teachers, and may have limited "lives" (they are required in this scheme to commit to at least 6 months of volunteering), they can help with social integration and with a wide range of learners who are unable to access classes – people with no formal education, more advanced learners in mixed ability classes who are preparing for an exam or need more of a challenge, people with children, people with disabilities and the elderly.

2.31 Volunteers also help in CE mixed ability classes working with small groups of less or more advanced learners.

## THE SECTORS

2.32 The responsibilities of all three sectors involved in ESOL in Scotland overlap in respect of students, teachers, classes, funding and venues. In different council areas, FE will be responsible for providing nearly all the teaching staff in all sectors (e.g. Glasgow), CE will provide everything except venues (e.g. Fife) or volunteers will take on the bulk of teaching, in council-run premises (e.g. Stirling). To a considerable extent therefore, ESOL in Scotland is a single entity and its needs and its future have to be considered holistically. Nevertheless, there are significant differences.

### Community Education

2.33 CE ESOL classes have a long tradition in Scotland, and pre-date College-based tuition. In most rural areas and small towns, and even in some cities in Scotland, Council Community Learning departments provide the only ESOL tuition available.

2.34 The Scottish Executive's 2001 initiative for expanding adult literacy and numeracy provision has had a major impact on ESOL, with classes in ESOL and ESOL literacy being set up by local ALN partnerships. Some of these partnerships include FE colleges.

2.35 Community-based classes are more likely to be offered at low levels or to be mixed level; they are more likely to be part-time, often only 2 or 4 hours per week; classes are more likely to be in General English and perhaps perceived as a stepping stone towards College classes. On the other hand sites are smaller-scale and may also be perceived as more friendly and informal, less intimidating and more oriented to students' needs. Where the only provision is CE, as in Dumfries, mixed level classes can however be large and include pre-intermediate to advanced as there is nowhere else to go.

2.36 Presently Community-based classes may be organised and delivered by Colleges (e.g. Langside, Anniesland, Stevenson) or by ALN partnerships which often include Colleges. In Aberdeen, Aberdeen College provides EFL classes at some Community centres, while EAL (sic) classes take place elsewhere, delivered by tutors employed by Community Based Adult

Learning, who may be mainly Adult Literacy tutors. Learning Connections report that ALN partnerships supported 4,424 ESOL learners under ALN during 2003-4. Community Education departments reported only 1,474 enrolments. The discrepancy is due to the large number of outreach classes provided (i.e. taught and administered) by Colleges under ALN – College managers (not Community Education managers) included these in their questionnaire returns.

2.37 The ESOL student population has changed markedly in recent years, not only in Glasgow where the majority of refugees and asylum-seekers have been dispersed to, but throughout the country. In Dundee for example Community-based ESOL used to provide for the settled ethnic minority population but now teaches many spouses of students and of doctors at Ninewells Hospital (who in the past may have been catered for by university EFL departments). Projects to reach people who may be reluctant to take steps to find out about ESOL classes, notably older women in the settled ethnic minority population, have also been launched in Dundee and have achieved successes.

2.38 College classes normally mix the sexes, but single-sex classes are very common in the Community-based sector. In Dundee, 15 out of 16 classes at the Mitchell Street Centre are single-sex and the Co-ordinator explained that learners of all backgrounds often preferred this kind of class.

2.39 CE also runs home tutor schemes in many areas, especially in more remote Highland communities. Home tutors are volunteers, supported and often trained by CE workers although in Edinburgh, uniquely, Stevenson College runs a home learning scheme, with 65 volunteers.

2.40 Learning Connections, part of the Regeneration Division of Communities Scotland, consists of two teams: Adult Literacies and Community Learning and Development. The adult literacies team is responsible for carrying out the recommendations of the ALNIS Report (2001), which identified as one of the priority groups people learning English as a Second or Additional Language. The funding that the report prompted - £22m over 3 years from 2001 – had no element earmarked for ESOL. Tuition was to be delivered by ALN partnerships, including the voluntary sector, Scottish Enterprise, Careers Scotland and FE.

2.41 However they are funded or delivered, Community-based ESOL classes offer free or almost free tuition up to intermediate level – occasionally to advanced. Clare El Azebbi, Adult Literacies Development Co-ordinator at Learning Connections noted that this kind of provision targets learners, generally outwith the cities, who would not consider themselves suitable for colleges: "it is a channel for excluded people" – such as, in North Lanarkshire, Chinese restaurant workers and Asian mothers. Focus group discussions revealed strong appreciation of the accessibility, friendliness and smaller scale of CE classes. Nevertheless CE-run classes are as noted above the only provision available to any learners in many parts of Scotland. In Dumfries for example advanced level students were joining already large classes because there was nowhere else for them to go.

2.42 Not all practitioners are happy about the role of ESOL within Community Education. One experienced teacher interviewed for the in-depth teacher interviews described ESOL as "the poor relation in this sort of area [i.e. semi-rural]": the "huge focus" on Adult Literacy and Numeracy meant that ESOL was to some extent marginalised. A manager expressed concerns that the proliferation of small groups risked compromising quality standards.

Another however, saw ESOL and adult literacy as natural partners, particularly where ESOL learners lacked experience of formal education. In fact, according to Learning Connections, in some areas, ESOL and native speaker learners attend the same classes, although in the only case we came across, this practice had been abandoned. It may be significant that the Evaluation Report on the piloting of the Introductory Training in Adult Literacies Learning (ITALL) qualification published in September 2003 mentions ESOL only 3 times (but Numeracy 15 times).

**The Further Education Sector**

2.43 Most ESOL teaching now goes on in FE Colleges and in outreach classes delivered and co-ordinated by FE staff. ESOL classes in FE range from Beginner level to Advanced. FE can usually offer more resources and facilities – libraries, computing labs, social areas as well as crèches and financial support such as bus passes for those students who qualify – than CE. Students have had more opportunities to prepare and enter for ESOL examinations in FE, until the recent advent of the SQA ESOL NQ Units (although there are exceptions, such as Fife). Colleges are also able to offer a wider variety of classes, including English for study, combined ESOL + (Computing, car mechanics, beauty). Last but not least, ESOL students can progress to mainstream college courses, often still accessing language support from the ESOL department.

2.44 Students in FE are now encouraged to study at least 15 hours per week (i.e. 5 mornings or 5 afternoons) – largely due to the change in fee-waiver arrangements (see Funding). Before the dispersal policy and the arrival of refugees and asylum-seekers in Glasgow, Anniesland College ESOL Section had 6 full-time staff including one senior lecturer. Today there are three senior lecturers and 21 full- and part-time staff. Nevertheless, there are still long waiting lists for College places, as has already been explained.

2.45 The huge increase in students, especially in Glasgow, and the change to full-time courses for most students has led to pressure on rooms, staffing, teaching resources and facilities such as childcare (for which waiting lists are also "huge"). One experienced Glasgow senior lecturer working in both the College-based and the Community-based sectors stated that these changes had impacted adversely on ethnic minority students – she felt that their needs, where they differed from those of refugees and asylum-seekers (e.g. they might prefer part-time courses), were being neglected and fewer were enrolling than in the past. She also pointed out that they were likely to be less strongly motivated than refugees and asylum-seekers, and therefore needed more sensitively tailored provision. Full-time courses were not always appropriate for developing students' confidence in using English, especially women students. What such students could do with are more community classes sited in for example primary schools or other familiar settings, closer to their homes. Others echoed this view. However in Edinburgh at least security considerations have led to the exclusion of adult classes from primary schools.

2.46 The same informant also felt that fee-paying international students are now regarded as more important than before because of their financial contribution to increasingly stretched College funds. One perhaps unforeseen result of this development is that integrated provision becomes harder. College marketing departments deal with overseas agents, who supply most overseas students and find that agents are less enthusiastic about sending students to Colleges where they will be in classes with fee-waiver students – although the students themselves are keen. Colleges mostly run integrated classes, bringing fee-paying international students

together with refugees and asylum-seekers and students from the settled ethnic minority communities. This policy has been generally successful – "language learning is about life as well as language" as one teacher put it, with the occasional complaint from some fee-paying students. A realisation of the earning potential of EFL/ESOL can of course help both to raise the profile of a department, and open up more courses to non-fee-paying students (as "infill"). But Colleges do need to realise that ESOL is not "just an appendage" however lucrative, as one informant expressed it: ESOL students need a different kind of support and guidance, even just to complete enrolment forms.

2.47 Standards of ESOL provision vary across colleges. An informant with long experience of ESOL provision from the standpoint of the learners described some colleges as taking a "bums on seats" approach – they will find funding for a course and enrol students without assessing them as to their suitability for this course. Other informants also mentioned occasional cases like this, together with a serious lack of guidance and support for students (see Chapter Four). As the managers' questionnaire findings showed, only 50 support staff dealing with ESOL learners were reported for FE, and seven Colleges employed none at all. In such circumstances, it is the teachers who assess and place students as well as following up and checking on students' progress. It is hardly surprising that students find themselves in the "wrong" classes.

2.48 Some refugees and asylum-seekers prefer college classes, rather than community-based classes, because they can enrol on free full-time courses and make use of all the College facilities, especially libraries and computer labs. They also appreciate being regarded as students, with a purpose like other students, and losing if temporarily the label of asylum-seeker. It was also clear from interviews that learners at Colleges also see training and educational routes on the doorstep, as it were, of the ESOL class and can often find flexible combinations of language and non-language courses (e.g. computing).

2.49 However, we also heard from learners, particularly from the settled ethnic communities with little formal education, who find the atmosphere, size and relative impersonality of an FE College intimidating and the size of classes (generally around 20) off-putting. In Aberdeen, the CE Co-ordinator estimated that only around 25% of her students moved on to College classes each year, and some returned to the CE class. Just as importantly, FE Colleges do not always offer crèche places. Community-based provision is often much more to the taste of women with children and older students, because it is closer to home. It should be noted however, that CE classes can also reach 20, even in mixed level courses.

2.50 It is worth noting here that for non-ESOL informants such as the SRC and Jobcentre Plus, the FE sector is the key player for learners trying to enter the job market. Moreover some of these informants appeared to know very little about community-based provision and might be inclined to discount it, although the value of small-scale local classes for some groups is acknowledged.

2.51 A model of well-resourced and flexible provision is Stevenson College Edinburgh's Community-based courses. This section has a base in Duncan Place Resource Centre in Leith, which is now under threat of closure by Edinburgh Council[7]. Community-based ESOL is delivered in 17 venues across Edinburgh and offers every type and level of tuition: home

[7] Closure was announced in February 2004, but this decision is still subject to consultation

learning, with 60-70 students and volunteers; beginners classes; ESOL literacy classes; tutor-led flexible learning sessions; computing; mixed levels (i.e. mixed intermediate) and English for work or study at advanced level. They also, unusually, offer 10 hours of classes, for Beginners at least, together with tutor-guided flexible learning.

**The Voluntary Sector**

2.52 Although volunteers are active in ESOL across the country, Edinburgh and Glasgow have the most flourishing voluntary sectors. Umbrella organisations such as Glasgow Council for the Voluntary Sector co-ordinate classes across the city, often in ALN partnership arrangements.

2.53 The arrival of refugees and asylum-seekers after 2001 inspired many to come forward to help with welfare, housing, childcare and other support – and English language teaching. Sheila Arthur, of the Glasgow Committee to Welcome Refugees, started an English and support class in Sighthill in 2001, with volunteer teachers. Initially learners of all ages and conditions including teenagers came for support rather than English, as there were at that stage no systems in place to help refugees to get what they needed for everyday life. Clients would then move on to College classes. Today, her students are all women with children, both newly arrived (there's a constant stream) and here for several years. Ms Arthur, like other informants, identified this group as the least able to get to regular college classes. Provision is entirely led by the supply of volunteers: a daytime class had to stop because no volunteers were available, while finding volunteers for evening classes, which are very popular, is relatively easier. Also in Sighthill, where the largest numbers of asylum-seekers and refugees have been housed, are college outreach classes at different levels taught by ESOL lecturers.

2.54 Refugees and asylum-seekers in Glasgow could not have started learning English so quickly had it not been for volunteers, who continue to provide language support both at home and in community centres, which may be the only feasible provision for mothers with young children who live too far from colleges or community classes. In remote areas of the Highlands and Islands, where classes cannot be funded, many volunteers are teaching 1:1. Stirling Council runs what may be a unique service, where volunteers, often teach classes, supported by paid tutors from Falkirk College. Volunteers may find themselves teaching beginners who need literacy help, or advanced level university students, but their greatest contribution, apart from gap filling, is in providing a personal and friendly bridge to social integration. Volunteers typically work with mothers of small children or people who live too far from a class or learners who do not feel confident enough to join a class.

## LIAISON AMONGST PROVIDERS

2.55 As the previous section indicates there is no single pattern of joint provision amongst the sectors in Scotland: in some areas CE is responsible for all ESOL, with or without the assistance of volunteer tutors and sometimes is able to offer classes at all levels; in others, particularly Glasgow and Edinburgh, nearly all classes including those provided by the Voluntary sector are staffed and administered by FE Colleges whether in College or as outreach. Elsewhere again, there is a strict demarcation between what CE offers (free, low-level, and part-time) and FE provision (all levels, free to eligible students, full or part-time).

2.56 In most areas with substantial numbers of ESOL learners, however, there are multiple providers. The question of liaison and co-operation was therefore raised in stakeholder and teacher interviews.

2.57 In Edinburgh, an ESOL Co-ordinators Committee has been functioning since the early 1980s. It survived the early period of incorporation when Colleges became more wary of sharing information, and now acts mainly as an information exchange. Glasgow now has the Glasgow ESOL Forum, which brings together teachers from all sectors in a part lobbying, part professional development and part training scheme nexus. The Forum also maintains a website for learners listing all classes by area. In Aberdeen, there used to be an EFL liaison committee linking all providers, but this ceased 7 years ago. Interviews with managers in all these cities suggest that institutions prefer to act independently, unless they are linked through an ALN partnership: but in this case, one partner will normally provide all the teaching staff. Outside these partnerships, there is little inter or intra-sector co-operation. The impact of this on area provision and on learners seeking the best class in their locality remains to be investigated.

2.58 In the early days of the Refugee and Asylum-seeker Dispersal policy, when providers were struggling to cope with unprecedented and unplanned demand, regular contact in Glasgow between agencies, colleges, community education and voluntary organisations was essential and effective. Some years later, it appears that, although regular contact between educational providers and the Scottish Refugee Council continues – via referrals, meetings and personal encounters, connections amongst the providers themselves have weakened. A number of college managers – at departmental head level – told us that they did not have regular exchanges with their counterparts and a voluntary sector co-ordinator told us that she did not have a clear view of other provision locally.

## QUALITY

2.59 Many factors are involved in determining and assessing the quality of educational provision: curriculum, accommodation, resourcing, equipment, staffing and management are all implicated. This section deals with views of quality issues derived from questionnaires findings, from interviews and discussions with teachers, learners and other stakeholders. It also refers to formal evaluations made by HMIE and accrediting bodies.

2.60 94% of the learners surveyed in the 4 key areas stated that they found their class either "very useful" (56%) or "useful" (38%). When asked about specific aspects of their English classes, their responses were equally enthusiastic (Tables 2.15 and 2.16).

**Table 2.15 Learners' opinions of their current English class**

| Opinion | Time | Location | Teacher | Teaching and learning materials | Social opportunities |
|---|---|---|---|---|---|
| Very good | 47.5 | 39.1 | 69.1 | 34.6 | 32.9 |
| Good | 38.6 | 45.5 | 23.1 | 45.2 | 44.5 |
| Not good, not bad | 11.1 | 12.4 | 6.5 | 16.5 | 16.7 |
| Bad | 2.0 | 2.1 | 0.8 | 2.8 | 4.8 |
| Very bad | 0.8 | 1.0 | 0.5 | 0.8 | 1.1 |
| TOTAL | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |

**Table 2.16 Learners' opinions of their English lessons**

| Opinion | Number of students | Length of time | Amount of homework | Number of tests and exams |
|---|---|---|---|---|
| Just right | 79.8 | 77.0 | 73.6 | 69.6 |
| Too much/ too many | 16.0 | 8.3 | 9.0 | 6.9 |
| Too little | 4.1 | 14.7 | 17.4 | 23.6 |
| TOTAL | 100.0 | 100.0 | 100.0 | 100.0 |

2.61 92% of respondents considered their teacher "very good" or "good". Well over 75% of learners rated as "very good" or "good" the time of the class, the location, the books and worksheets used and the opportunity to meet other students. Asked about the number of students in the class 80% said it was just right, 16% said there were too many and 4% too few. Other aspects of the learner experience were "just right" for 77% in terms of the length of the class, and 74% in regard to amount of homework. 24% however considered they did too few tests and examinations.

2.62 Teaching quality can, to a certain extent, be measured by the professionalism of the teachers. Amongst those employed by FE Colleges, 60.3% held recognised initial certificates. In CE the proportion was 43%. 18% had no ESOL or EFL qualifications. This issue is discussed in greater depth in Chapter Four.

2.63 Stakeholders interviewed for this Survey generally supported and approved existing provision. In the opinion of Peter Barry, Head of Integration for the Scottish Refugee Council, FE Colleges have expanded provision successfully to cope with the enormously increased demand in Glasgow within continuing resource limitations. Stakeholders tended to be more familiar with College ESOL provision and to discount or be ignorant of community-based provision, as mentioned above.

2.64 Both Peter Barry and another interviewee in Glasgow, Dr Peter von Kaehne of Fernbank Medical Practice, which provides primary care to around 3,500 asylum-seekers and refugees, noted that women with small children appear "to be poorly catered for" by existing provision, and Dr von Kaehne also identified learners with literacy needs as less well provided for. In Glasgow, the chief concern is the large number of learners on waiting lists, but a Scottish Refugee Council official also noted that while most learners benefit from classes, many reach a plateau after 2-3 years in English-only classes. His impression was that "learners make more rapid progress with vocational English – more motivation". Employers and professional bodies could play a role in setting up work-based classes. Jai Dhillon, Minority Ethnic Outreach Worker for Jobcentre Plus, concurred arguing that more classes and more vocational training in a wider range of trades would be more relevant for ESOL learners.

2.65 The Director of Grampian Race Equality Council, based in Aberdeen, criticised the low level of public spending on ESOL in the city, in spite of the very large demand and the relative prosperity of the area. The two colleges in the area, Aberdeen and Banff and Buchan, he considered to be doing their best to respond to rising demand, although, in his view, there was very little community-based provision.

2.66 FE Colleges are subject to HMIE inspections. In the last four years, Languages departments at four FE Colleges (Stevenson, Edinburgh's Telford, Anniesland and Langside)

have been inspected (Table 2.17 below). In all of these departments, ESOL students and courses represent the largest group.

**Table 2.17 Summary of HMIE evaluations of FE Languages departments 2001-04**

| HMIE Subject Reviews of Languages, including ESOL | Stevenson College, Edinburgh | Edinburgh's Telford College | Anniesland College, Glasgow | Langside College, Glasgow |
|---|---|---|---|---|
| Date of inspection | 2001 | 2003 | 2001 | 2004 |
| Programme design | Very good | Good | Good | Good |
| Accommodation for teaching and learning | Fair | Fair | Fair | Good |
| Equipment and materials | Good | Good | Good | Good |
| Staff | Very good | Very good | Very good | Very good |
| Teaching and learning process | Very good | Good | Very good | Very good |
| Assessment | Very good | Good | Good | Very good |
| Student achievement | Very good | Good | Good | Good |
| Guidance and learner support | Very good | Very good | Good | Good |
| Quality assurance and improvement | Very good | Good | Fair | Good |

Source: HMIE

89% of evaluations were "good" or "very good". This compares favourably with 83% of evaluations for all subjects in FE inspected by HMIE between 2000 and 2003.

2.67 The Anniesland report states that "ESOL staff had responded positively to unanticipated changes in practice, resources and professional skills required to meet the needs of large numbers of new learners with diverse and complicated needs." (p3) It went on to note that "ESOL lecturers had created a stimulating high-quality range of differentiated learning resources" (p 5) and to single out the College's Refugee Doctors' initiative (see below) as an example of good practice. The more recent inspection of Edinburgh's Telford College (2003) also praised ESOL lessons although it criticized informal assessment methods as insufficiently tailored and constructive (pp 4-5). The Stevenson College report makes mention of Community Based English as a Second Language (CBESL) programmes which "were very much tailored to the learning needs of students." "Work placement was an important design feature of some courses. All community-based English courses made a major contribution to the development of students' core skills" (p 3). In the community-based classes, most students "achieved their personal goals, including any formal qualifications included in their plans." Langside College also received praise for its response to the needs of asylum-seekers and refugees, especially in its outreach programmes. The Inspectors, while commending the innovative ICT provision, criticized inadequate "opportunities to develop the language and skills necessary for accessing vocational training and employment."

2.68 Five FE College ESOL/ EFL departments (Aberdeen, Anniesland, Dundee, Edinburgh's Telford and Stevenson)[8] are also accredited by the English in Britain Accreditation Scheme (EiBAS), run by the British Council and English UK[9], which is the quality assurance scheme for the UK ELT sector (including state institutions and private language schools). Accreditation involves a lengthy and comprehensive inspection, repeated every four years (initial inspection costs – up to £5,000; annual membership – around

[8] Langside soon to join
[9] formerly BASELT and ARELS

£1,000). Accreditation not only assures quality but means enhanced marketing opportunities abroad.

2.69 In Community Education there have been 44 inspections since 2000. Of these, 3 mentioned ESOL: Dumfries, Cambuslang and Rutherglen and South Clydebank. Where substantive comments are given, they are generally favourable. In Dumfries (Feb 2004), "ESOL tutors gave skilful and well-judged input to participants with complex needs", although the service is criticised for not providing publicity material in any other language but English and for lack of crèche provision. In February 2001 Cambuslang and Rutherglen (S. Lanarkshire) was praised - "Staff input to learning was good overall. They ensured that both essential skills and ESOL classes were well prepared, with thought given to objectives, learning environment, and needs and interests of the learners. Volunteers were confident and supported well". Resources, initial assessment and programme design are all rated highly, although CPD and the hours allocated to ESOL co-ordination receive criticism. The South Clydebank report, of July 2004, unfortunately, only mentions a "Cambridge English test" (sic) which learners have the opportunity to sit.

2.70 HMIE reports of CE ESOL published over the last four years are sparse and give only a very partial picture. Evidence of the quality of Community-based provision run by Councils (rather than College outreach services) is particularly lacking.

## FUNDING

2.71 Nearly every teacher and manager interviewed, and several non-ESOL informants, named increased funding for ESOL as the most important issue, particularly in view of the zero growth in planned student numbers for two years – 2003-04 and 2004-05 (SFEFC Circular letter FE/16/04). ESOL managers and teachers expressed their concern in interviews about the need for more classes, more variety of classes, learning support for students on mainstream courses, teaching materials, induction for new staff, support and guidance for learners, and – at a national level – for the further revision and development of the SQA ESOL NQ Units and related teaching materials. One College principal also pointed out that the system has no spare capacity to cope with sudden increases in student numbers, or changes in the nature of provision required.

2.72 One effect of zero growth, according to some managers, has been the increased importance of international student fees, which may mean integrating paying and non-paying students in FE classes becomes more difficult, as noted above. However, more than one informant also pointed to the still relatively untapped possibilities presented by international students – and the last few years have seen more and more colleges starting to venture abroad to recruit students for ESOL and mainstream courses, often from China.

2.73 Data from the online questionnaire gives the funding sources for each sector. Table 2.18 highlights how ESOL tuition is funded. There are six possible options in answer to this question and the respondent was able to answer more than one option, therefore the answers do not reflect the number of institutions but where the overall funding comes from.

**Table 2.18: Sources of funding for ESOL**

| Source of funding | Further Education | | Community Education | | Voluntary | | |
|---|---|---|---|---|---|---|---|
| | 50% + | Less than 50% | 50% + | Less than 50% | Less than 50% | 50% + | Total number of institutions responding |
| SFEFC | 10 | 3 | 1 | 1 | | | 15 |
| International student fees | 2 | 7 | 1 | 1 | | | 11 |
| ALN partnerships | 6 | 9 | 14 | 1 | 7 | 2 | 39 |
| Other government | 1 | 6 | 4 | 1 | 3 | 1 | 16 |
| EU | | 4 | 1 | 1 | 3 | | 8 |
| EU/home students' fees | | 1 | | | | | 1 |
| Self-funding | 1 | | | | | | 1 |
| Widening Access | | 1 | | | | | 1 |
| CES (local govt.) | | | 2 | | 1 | | 3 |
| Community Learning | | | 2 | | | | 2 |
| Charitable bodies | | | | | 1 | 1 | 2 |

For FE, the main sources of funding are the SFEFC, ALN partnerships and international student fees. ALN partnerships are the main funders of CE.

Funding for ESOL students in Colleges from SFEFC is provided at the rate of 0.74 of a SUM (Student unit of measurement). Thirty-nine institutions reported receiving funding from Adult Literacy and Numeracy partnerships, over one-third of them FE Colleges. Twenty-two institutions reported that this source pays for over 50% of their provision whilst seventeen institutions stated that this pays for less than 50% of provision.

2.74 According to the learners' survey, 30% of respondents paid for their English classes. Table 2.19, below, shows the proportion of different categories of learner[10] who pay for classes.

[10] Categories derived from the Learners' questionnaire are taken from responses to a question about the main reason for arriving in the UK – "students" are those who came to study, "migrants" are those who came for work or to join families.

**Table 2.19 Payment for English classes by learner category**

| | Category | | | Total |
|---|---|---|---|---|
| | Students | Migrants | Refugees and Asylum-seekers | |
| Number of learners paying for classes | 188 | 239 | 13 | 440 |
| Percent of all learners | 12.9 | 16.3 | 0.9 | 30.1 |

2.75 For 2003-04, SFEFC awarded the 10 Glasgow Colleges £341,000 (£300,000 in 2002-03) in additional resourcing to support asylum-seekers, 70% going to Langside, Food Technology, the Central College of Commerce and Anniesland. (26th May 2004 – SFEFC Circular letter FE/22/04).

2.76 Outside Glasgow and Edinburgh where FE Colleges are the main providers of community-based ESOL, through outreach classes, this type of provision is usually funded through local authority Community Based Adult Learning (CBAL) budgets. Adult Literacy and Numeracy partnerships have received around £41million for the period 2001 – 2006, to develop adult literacies provision including ESOL. Community-based ESOL, usually with smaller classes, is more expensive to run than College-based, but is normally funded only to provide for beginner to intermediate level students. At least one exception to this, Fife Council, runs free courses for higher level students including examination classes, funded by Fife Council, the Scottish Executive and the European Social Fund.[11]

2.77 The majority of the funding for ALN partnerships is provided directly by the Department of Enterprise, Transport and Lifelong Learning. However, other agencies may also contribute to Community-based ESOL. In Aberdeen, for example, the Sure Start programme as well as New Futures (via Grampian REC) also contributes.

2.78 A separate but equally important issue is the impact of ALN partnership funding on Community-based ESOL. The inclusion of ESOL in ALN partnership funding is recognised as having given a very welcome boost to ESOL provision since 2000, but several informants voiced reservations. One argument frequently put forward in interviews was that ESOL students approach the prospect of attending English classes quite differently from literacy students: they have often had, as has been described, successful educations, and even where their previous education has been limited it may have been positive.

2.79 Students attending Community-based ESOL classes are normally exempt from fees. Stevenson College in Edinburgh has a sliding scale of (low) fees from £50 per year for 10 or more hours per week, down to £10.00 per year for 3 hours, although beginners and ESOL literacy classes are free.

2.80 Colleges are able to waive fees for students on benefit or low income. Since September 2001 the SFEFC has exempted asylum-seekers from fees for English classes. Asylum seekers and their families enrolled on full or part-time ESOL courses (and those enrolled on part-time advanced or non-advanced mainstream courses) pay no fees.

2.81 Also eligible for fee-waivers, dependent on income, are students on part-time ESOL courses whose primary purpose for living in the EU is not educational – i.e. who are deemed

[11] Information supplied by Alan Elder, Fife Council.

to be "settled". Hence EU students can qualify for free part-time tuition. This is likely to change as very large numbers of EU citizens, especially from the new member states, enrol on classes.

2.82 Eligibility for free tuition varies not only between sectors but according to funding sources. For example, council-run provision is free but most Councils do not admit students resident for less than 6 months – sometimes the minimum residence length is one year or longer. In Fife, where funding comes from Fife Council, the Scottish Executive's Literacy and Numeracy Fund and the European Social Fund (ESF), each funding partner has different eligibility criteria and requires evidence that students meet these criteria. ESF criteria include unemployed people, on a very wide definition of unemployed which encompasses part-time workers in unskilled jobs, but excludes skilled part-time workers. However, until now, students in full-time employment who meet the residence criteria (6 months) have also been able to join classes free of charge.[12]

2.83 Students who want to progress to full-time FE or HE courses are regarded as international students and hence liable for full international student fees until they have been resident in the UK for at least 3 years.

2.84 £129,000 of funding is currently provided through SRIF to a number of Glasgow initiatives for asylum-seekers and refugees, notably a church-based project to bring young asylum-seekers and local youth together, a childcare project and two "into-work" schemes. Colleges also fund childcare and bus passes, from central funds, hardship funds or from other sources, see Table 2.20.

**Table 2.20 Financial and practical support for learners from institutions**

| | Numbers | Percent of all respondents |
|---|---|---|
| Free transport to the class | 670 | 44.7 |
| Free childcare | 246 | 16.4 |

2.85 Respondents also told us that they also received money in the form of bursaries etc (11 respondents), books and free use of the Library and internet (10), advice and support, and entertainment (free trips).

## DISCUSSION

2.86 Estimates of need, from census data, suggest that existing provision nationally may be falling well short of demand. Waiting lists, considerable in Glasgow and Edinburgh, can indicate something of the extent of this demand, but it is equally possible, given the limited advertising that providers can or want to deploy (because of supply constraints) that there is demand which is not shown through waiting list figures. Considering waiting lists alone, however, the fact that learners are not able to join classes when they try to, and may have to wait for many months, is both discouraging and detrimental to their language development.

[12] Information kindly supplied by Alan Elder of Fife Council ESOL

2.87 The type of ESOL tuition available to learners varies widely across the country. Learners in most of the cities have access to a range of classes, full or part-time, in Colleges or in Community Centres. Others have far fewer opportunities, often only very part-time, and limited to General English, usually in mixed level classes.

2.88 One step towards improving access to classes, and variety of classes, could be greater co-ordination amongst local providers. A recommendation of the Glasgow ESOL Survey of 2000 was for "co-ordinated ESOL provision across the city". This recommendation was urged on a teachers' association, the Glasgow ESOL Forum, but would be more appropriately taken up by the providers themselves. Arenas exist – the Glasgow Colleges Group and the Edinburgh ESOL providers committee – and co-operation could be deepened through these.

2.89 Liaison amongst providers is usually ad hoc and means that waiting list problems cannot easily be solved on a city-wide basis. Quality of provision and of support for learners also varies widely between institutions in the same sector in the same locality. While this may encourage local initiative, it may not be helpful to students seeking the best tuition in their own area.

2.90 Learners largely find out about classes by word-of-mouth. Apart from the Glasgow ESOL Forum website, other means of information are hard to come by. Learners need access to objective and complete information about the classes that are available in their area. This again could be a shared responsibility of all the providers in a city or area.

2.91 For teachers who are employed ESOL is largely a part-time profession and this has implications for continuity and development, not least teacher development. ESOL teachers are commended by students, stakeholders and HMIE alike. According to the Ofsted Report of September 2003, a major difficulty caused by the expansion of ESOL in England and Wales (under "Skills for Life") has been the often severe shortage of qualified teachers: "some of the weakest teaching [in colleges] is in ESOL" [p. 13]. This is not, apparently, the perception in Scotland.: while the four HMIE subject inspections conducted in Scottish FE Colleges produced very favourable reports, Ofsted concluded that "the proportion of good provision [in FE colleges] is much lower in literacy, numeracy and ESOL than it is in any other area of learning".

2.92 Nevertheless, there are serious gaps in teacher qualifications. There are still over one-third without a TESOL qualification or without any teaching qualification. This qualification gap needs to be addressed by institutions. This issue is dealt with in greater detail in Chapter Four.

2.93 Many of the problems and gaps in ESOL in Scotland could of course be dealt with through greater resources. ESOL, as we have described it here, encompasses all public and voluntary sector English language teaching apart from universities. It has the potential, as most colleges realise, to attract fee-paying students from abroad in increasing numbers, as well as providing high quality education for learners domiciled here. ESOL can and should be involved with the Scottish Executive's Fresh Talent initiative to attract more people to live and work in Scotland.

2.94 In Community Education, where classes are free, there are different eligibility criteria in different Council areas, which need to be standardised across the country. ALN partnerships have been responsible for much of the increase in provision over the last few

years, but there is still debate over the appropriateness of positioning ESOL in an adult literacy and numeracy service. This debate goes on elsewhere too.[13]

## FUTURE DEVELOPMENTS

2.95 Since the early summer of 2004, large numbers of people from the new EU member states have started to arrive in Scotland, for work and for study[14]. All Colleges and CE centres have enrolled large numbers of Eastern European students. Some have found work in the largely rural Council areas such as Highland, the Western Isles and the Scottish Borders, as well as in the cities and towns. According to anecdotal evidence from within the ESOL profession, these migrant workers have been seeking out English classes at local Colleges and Community Education centres often in unprecedented numbers.

2.96 Most of these surges in demand are predictable, especially in Scotland – for example the dispersal of refugees to Glasgow, or the arrival of Eastern Europeans after 1st May 2004. However, the dispersal programme initially made no provision for adult ESOL learners, and Colleges and centres were left to improvise – which, on the basis of previous experience (Kosovars, Vietnamese, Chileans, to name a few) they managed admirably.

2.97 Such large and sudden changes in demand require a national response. The ESOL profession now has a wealth of experience, especially in Glasgow and Edinburgh, which should be shared nationally, through a central agency. A national policy on eligibility for free English courses needs to be agreed. A national fund for exceptional needs would allow institutions in smaller centres of population to recruit staff, or organise mobile classrooms to cope with new groups of students. And where employers are actively recruiting foreign workers, they could be expected to contribute towards teaching costs, whether on their own premises or in educational centres.

[13] Suda, L (2002) *Discourses of Greyness and Diversity* discusses recent policy changes in Australia and concerns that although both ESOL and adult literacy enjoy higher public profiles than before, language and literacy are being merged, or submerged (under "communication" or as subskills of "vocational skills") to the detriment of both.

[14] Figures are hard to come by, but – as an indicator – 800 school students from the new accession states were enrolled in Glasgow schools in August 2004.

# CHAPTER THREE THE LEARNERS

## INTRODUCTION

3.1 This chapter presents findings from the Learners' questionnaire, and from the five focus group discussions held in Glasgow, Edinburgh, Aberdeen and Dumfries. The purpose of the questionnaire was to collect data on the demographic profiles of different types of ESOL learners, their reasons for and experience of learning English and their views of existing provision. Questionnaires were sent to ESOL managers Colleges and Community Education centres as well as to Voluntary organisations in early to mid June 2004. Managers were asked to distribute packs of questionnaires to class teachers and to request that the class teachers administer the questionnaire in class time. As the survey team could not directly select the classes for the questionnaire we asked managers to try to ensure that all classes that met on two consecutive days of the week received the questionnaire.

3.2 Each student received a letter explaining the purpose of the questionnaire, a copy of the questionnaire and an envelope. Each class teacher was given a set of instructions for administering the questionnaire and also asked to complete a reply form indicating the level of the class and any queries[15]. Students placed their completed questionnaires in sealed envelopes and managers posted the packs of completed questionnaire to the Survey Team.

3.3 As explained in Chapter One, translations were provided in seven languages (French, Arabic, Bengali, Hindi, Urdu, Turkish and Chinese) but delays in the production of the translations meant that some were sent out after the mailing of the questionnaires, and some centres did not receive translations before the end of term. As a result, we are aware that beginners and learners with low ESOL literacy may be underrepresented in our sample.

3.4 The Focus Groups were organised through ESOL managers. We asked for specific groups of learners (advanced, intermediate or beginners). Two centres let us use class time for focus group discussions; elsewhere, we were dependent on the goodwill of students agreeing to take part in the focus groups in their own time. Consequently, the size of groups varied from 3 to 11. For one group an interpreter was employed. Focus group discussions were audio-taped and partially transcribed.

## WHO ARE THE LEARNERS?

3.5 4,500 questionnaires were sent out and a total of 1,496 questionnaires were returned. 498 respondents were male and 964 female. 34 omitted to give their gender. The total number presented in Tables 1 to 4 represents the number of respondents for the relevant question.

3.6 Table 3.1 shows that over 70% of learners responding to the survey are in the 20-39 age groups, with 38% aged between 20 and 29.

[15] Very few teachers returned this slip, so information about the level or class of respondents has not been analysed or discussed.

**Table 3.1 Age and gender of learners (percentages)**

| | | Male | Female | Total |
|---|---|---|---|---|
| **Age** | 16 - 19 | 3.5 | 3.5 | 7.0 |
| | 20 - 29 | 13.0 | 24.7 | 37.7 |
| | 30 - 39 | 9.6 | 23.2 | 32.8 |
| | 40 - 59 | 7.9 | 13.4 | 21.2 |
| | 60 + | 0.4 | 0.8 | 1.2 |
| | TOTAL | 34.3 | 65.7 | 100.0 |

3.7 Table 3.2 shows that the region of origin for the largest group of learners was East Asia, followed by the Near East. 100 nationalities were represented amongst the learners who responded. More than 50 respondents came from each of Afghanistan, China, Congo, Hong Kong, Iran, Iraq, Pakistan, Somalia, Spain and Turkey. 91 languages were named as first languages.

**Table 3.2 Region of origin**

| **Region** | **Frequency** | **%** |
|---|---|---|
| CARRIBEAN AND CENTRAL AMERICA | 7 | 0.5 |
| CENTRAL ASIA | 65 | 4.3 |
| EAST ASIA | 305 | 20.4 |
| EASTERN EUROPE | 156 | 10.4 |
| INDIAN SUB-CONTINENT | 212 | 14.2 |
| NEAR EAST | 290 | 19.4 |
| NORTH AFRICA | 93 | 6.2 |
| OCEANIA | 1 | 0.1 |
| SOUTH AMERICA | 26 | 1.7 |
| SUB-SAHARAN AFRICA | 164 | 11.0 |
| WESTERN EUROPE | 158 | 10.6 |
| no answer | 19 | 1.3 |
| TOTAL | 1496 | 100.0 |

**Table 3.3 Length of time in the UK**

| **Length of time** | **Frequency** | **%** |
|---|---|---|
| 0 – 1 year | 441 | 29.8 |
| 1-3 years | 611 | 41.2 |
| 3-5 years | 251 | 16.9 |
| Over 5 years | 179 | 12.1 |
| no answer | 14 | 9.3 |
| TOTAL | 1496 | 100 |

3.8 Nearly one-third of respondents had been living in the UK for less than a year and more than one-third for between 1 and 3 years, as Table 3.3 shows. 430 (29%) had lived here for over 3 years (12% for more than 5 years). The average length of stay in the UK at the time of the survey was 3 years and five months.

**Table 3.4: Main reason for learners coming to the UK**

| Reason | Frequency | % |
|---|---|---|
| For work | 77 | 5.2 |
| To be with your family | 405 | 27.2 |
| To learn English | 232 | 15.6 |
| To study | 146 | 9.8 |
| As a refugee or asylum-seeker | 624 | 41.9 |
| Other reason | 5 | 0.3 |
| no answer | 7 | 0.4 |
| TOTAL | 1496 | 100.0 |

3.9 From this data, we derived three main categories of learner as shown in Table 3.5:

**Table 3.5 3 categories of learner**

| | Category | Number | % |
|---|---|---|---|
| 1 | Migrant workers and their families - MIGRANTS | 482 | 33.2 |
| 2 | International students learning English and/or studying in the UK - STUDENTS | 378 | 25.3 |
| 3 | Refugees or asylum-seekers - REFUGEES | 624 | 42.7 |

Note: 12 respondents were either excluded from categories or did not answer

Categories 1 and 2 are fairly porous, as – increasingly – students work, and migrants may also become students. We also did not distinguish between EU migrants and members of settled ethnic minority communities. We considered it useful to group learners in this way, as needs, preferences and expectations as regards English language learning are likely to differ amongst learners more according to the circumstances of their arrival here than according to their country of origin.

**Table 3.6 First language literacy according to learner category**

**(a) Can you read in your first language?**

| | Category | | | Total |
|---|---|---|---|---|
| answer | Migrants | Students | Refugees | |
| Yes | 465 | 370 | 568 | 1403 |
| No | 13 | 5 | 48 | 66 |
| TOTAL | 478 | 375 | 616 | 1469 |

Note: 27 respondents were either excluded from categories or did not answer

**(b) Can you write in your first language?**

| | Category | | | Total |
|---|---|---|---|---|
| answer | Migrants | Students | Refugees | |
| Yes | 454 | 368 | 553 | 1375 |
| No | 20 | 4 | 60 | 84 |
| TOTAL | 474 | 372 | 613 | 1459 |

Note: 37 respondents were either excluded from categories or did not answer

3.10 Of the total sample 95% said they could read in their first language, and 93% said they could write. By category, 10% of refugees and asylum-seekers said they could not write in their first language, compared to 4% of migrants[16] 85% had attended post-elementary education (high school to university), and 66% had completed their education at high school level or above. Table 3.7 shows that there were no differences between male and female attendance at different levels of education - although differences in educational attainment are more obvious among the different categories of learner (Table 3.8).

**Table 3.7 Level of education attended by gender**

| Type of education | Male | | Female | |
|---|---|---|---|---|
| | Number | % | Number | % |
| Elementary school[17] | 56 | 11.7 | 108.0 | 11.9 |
| Secondary or high school | 133 | 27.8 | 253.0 | 27.9 |
| College | 127 | 26.6 | 255.0 | 28.1 |
| University | 162 | 33.9 | 290.0 | 32.0 |
| Total | 478 | 100.0 | 906.0 | 100.0 |

Note: 112 respondents were either excluded from categories or did not answer.

**Table 3. 8 Level of education completed according to gender and category**

| Type of education | Migrants | | | | Students | | | | Refugees | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Male | | Female | | Male | | Female | | Male | | Female | |
| | Frequency | % | Frequency | % | Frequency | % | Frequency | % | Frequency | % | Frequency | % |
| Elementary school | 8 | 10.7 | 35 | 8.8 | 4 | 2.5 | 9 | 4.2 | 27 | 10.3 | 49 | 14.1 |
| Secondary or high school | 20 | 26.7 | 89 | 22.4 | 37 | 23.3 | 44 | 20.8 | 60 | 23.0 | 84 | 24.2 |
| College | 14 | 18.7 | 85 | 21.4 | 24 | 15.1 | 41 | 19.3 | 37 | 14.2 | 74 | 21.3 |
| University | 15 | 20.0 | 101 | 25.4 | 62 | 39.0 | 90 | 42.5 | 48 | 18.4 | 33 | 9.5 |
| Total | 57 | 76.0 | 310 | 77.9 | 127 | 79.9 | 184 | 86.8 | 172 | 65.9 | 240 | 69.2 |
| Missing | 18 | 24.0 | 88 | 22.1 | 32 | 20.1 | 28 | 13.2 | 89 | 34.1 | 107 | 30.8 |
| | 75 | 100.0 | 398 | 100.0 | 159 | 100.0 | 212 | 100.0 | 261 | 100.0 | 347 | 100.0 |

Note: 44 respondents were excluded from categories.

[16] Some of the first languages may not have written forms or, as Punjabi in Pakistan, only exist as spoken languages in some countries.

[17] Respondents were asked to tick all the schools and colleges they attended. Figures for elementary school attendance and completion indicate this instruction was misunderstood. In this case, we can claim reliability only for the College and University figures.

## Table 3. 9 Employment status by gender and by category

| Employment status | Category | | | | | | Total |
|---|---|---|---|---|---|---|---|
| | Migrants | | Students | | Refugees | | |
| | Male | Female | Male | Female | Male | Female | |
| I am working full-time | 31 | 39 | 12 | 26 | 5 | 0 | 113 |
| I am working part-time | 11 | 79 | 69 | 83 | 11 | 3 | 256 |
| I am working as a volunteer | 1 | 17 | 1 | 3 | 5 | 7 | 34 |
| I am trying to find a job | 14 | 108 | 39 | 47 | 58 | 42 | 308 |
| I am not trying to find a job | 9 | 123 | 28 | 34 | 11 | 33 | 238 |
| I am not able to look for a job because asylum-seeker status | 4 | 5 | 7 | 15 | 165 | 250 | 446 |
| I am retired | 4 | 16 | 1 | 2 | 2 | 3 | 28 |
| Total | 74 | 387 | 157 | 210 | 257 | 338 | 1423 |

Note: 73 respondents either excluded from categories or did not answer.

3.11 Table 3.9 shows that 50% stated they were either in work, volunteering or seeking work and another 31% were asylum-seekers barred from seeking work. Only five refugees were in full-time employment, while 14 had part-time jobs. Just over one-third of migrants had full or part-time jobs and 29% of this group were not seeking work. Of the total who responded, a very small proportion (2%) were retired, and 17% said they were not seeking work.

## Table 3.10 Learners' family situations by category

| Dependent children and responsibilities | Category | | | Total |
|---|---|---|---|---|
| | Migrants | Students | Refugees | |
| I have a child or children at school | 187 | 46 | 288 | 521 |
| I have a child or children too young to go to school | 78 | 25 | 167 | 270 |
| There are adults at home who can help to look after my child or children | 35 | 14 | 72 | 121 |
| There are adults outside my home who help look after my child or children | 19 | 9 | 46 | 74 |
| no answer | 231 | 312 | 220 | 763 |
| TOTAL | 550 | 406 | 793 | 1749 |

Note: Multiple answers.

3.12 Around half of the migrants and refugees/ asylum-seekers had young children, but only 20% and 25% of these respectively stated that they could call on another adult to take care of their children (Table 3.10).

## Table 3.11 Fee-payers by category (Do you pay for this class?)

| Answer | Category | | | | | | Total |
|---|---|---|---|---|---|---|---|
| | Migrants | | Students | | Refugees | | |
| | Frequency | % of category | Frequency | % of category | Frequency | % of category | |
| Yes | 188 | 39.6 | 239 | 63.5 | 13 | 2.1 | 440 |
| No | 286 | 60.3 | 137 | 36.4 | 599 | 97.8 | 1022 |
| TOTAL | 474 | 100 | 376 | 100 | 612 | 100 | 1462 |

Note: 34 respondents were either excluded from categories or did not answer.

3.13 70% of respondents did not pay for their English classes and migrants and refugees were considerably less likely to pay (Table 3.11).

## LANGUAGE LEARNING EXPERIENCES

3.14 What has been their language learning experience, and how do they feel about it? This section describes the data collected from the learners about their experience of learning English, their perceived needs and aspirations, their difficulties in maintaining their attendance as well as their views of the way lessons are organised and conducted.

### Table 3.12 Length of time in English classes in UK

| Length of time in months | Category | | | | | | Total |
|---|---|---|---|---|---|---|---|
| | Migrants | | Students | | Refugees | | |
| | Frequency | % | Frequency | % | Frequency | % | |
| 0 - 3 | 99 | 23.0 | 42 | 11.8 | 59 | 10.1 | 200 |
| 4 - 6 | 58 | 13.5 | 101 | 28.3 | 58 | 9.9 | 217 |
| 7 - 12 | 126 | 29.2 | 129 | 36.1 | 173 | 29.7 | 428 |
| 13 - 24 | 77 | 17.9 | 66 | 18.5 | 179 | 30.7 | 322 |
| 24+ | 71 | 16.5 | 19 | 5.3 | 114 | 19.6 | 204 |
| TOTAL | 431 | 100.0 | 357 | 100.0 | 583 | 100.0 | 1371 |

Note: 125 respondents were either excluded from categories or did not answer.

3.15 From the total sample, most respondents had been attending English classes for a year or less (61%), at the time of the Survey (June 2004 – the end of the academic year for most). Of the others, only 15% had been in English classes for 2 years or more. As Table 3.12 indicates, however, 47% of refugees and asylum-seekers had been attending classes for more than 1 year, compared to 31% of migrants and only 23% of students.

3.16 The average gap between arrival in the UK and starting English classes (according to findings from the Learners' questionnaire) was 2 years. There were significant differences amongst categories – 6 ½ years for migrants, 5 ½ months for students, 16 months for refugees.

**Figure 3.1 Length of time in UK and length of time in English Class (months)**

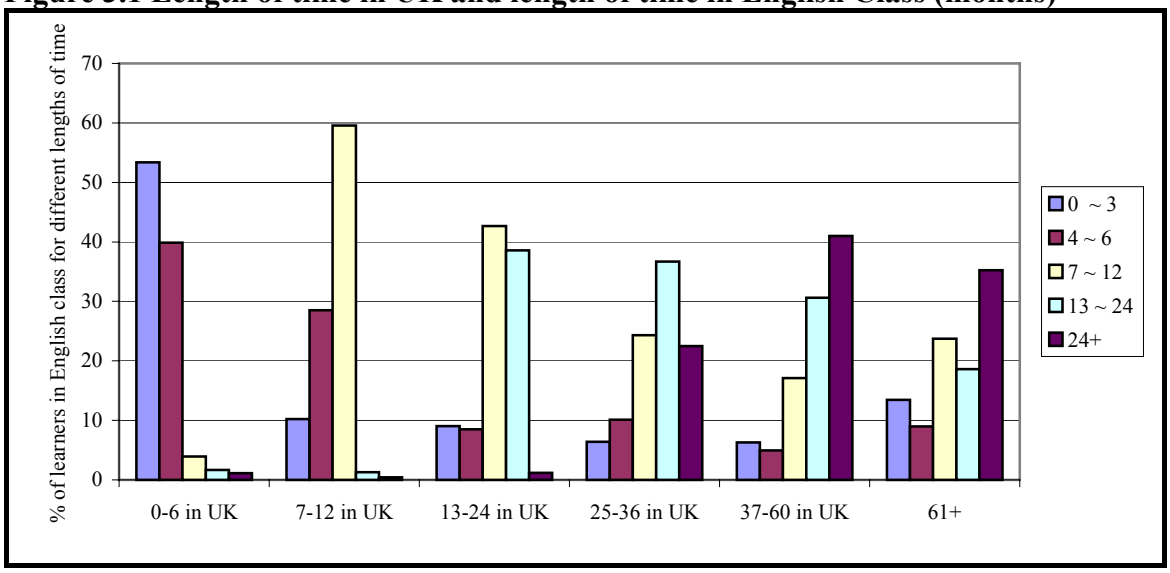



Figure 3.1 illustrates that amongst learners who had arrived in the UK within the previous 6 months, just over half had joined an English class within the first 3 months. In the cohort which had been living in the UK for 1-2 years, the largest group is made up of those studying English for a year or less. This pattern of "slippage" becomes more pronounced for people in the next three cohorts. Amongst those who arrived 3-5 years before, for example, a majority had been in English classes for 2 years or less. On the other hand, while Figure 3.1 could be construed to show a healthy "throughput" of students, amongst those who had been living here the longest – 5 or more years – the biggest single group is of learners in classes for 2 or more years. In addition, 24 % of learners who had been in Britain for more than 3 years were still attending full-time English classes – and 62% of these learners were attending more than 5 hours per week.

3.17 The most common reason given for learning English was to be more independent (Table 3.13). Making friends with English-speaking people came second, closely followed by "to apply for a job or a better job". 172 gave "to study at a British university or college" or "take an English examination" as their sole reason. 120 gave "to apply for a job, or for a better job" as their only reason for learning English.

**Table 3.13 Reasons for learning English by learner category**

| Reason for learning | Category | | | Total Number | Percent of respondents |
|---|---|---|---|---|---|
| | Migrants | Students | Refugees | | |
| Apply for a job, or for a better job | 276 | 230 | 311 | 817 | 55.1 |
| Make friends with English-speaking people | 309 | 161 | 353 | 823 | 55.5 |
| Help with present job | 110 | 58 | 76 | 244 | 16.4 |
| Be more independent | 334 | 128 | 402 | 863 | 58.2 |
| Take an English examination | 173 | 166 | 243 | 582 | 39.2 |
| Study at a British university | 94 | 144 | 197 | 435 | 29.3 |
| Help start a College course | 148 | 85 | 290 | 523 | 35.2 |
| no answer | 6 | 9 | 34 | 49 | 3.3 |
| TOTAL | 1450 | 981 | 1906 | 4336 | 100 |

Note: multiple reasons

3.19 Table 3.13 also shows that students were more likely to choose "to apply for a job or a better job" than any other reason, while migrants and refugees were most likely to choose "to be more independent". Students and refugees were least likely to choose "help with present job", and migrants "study at a British university". Only 19% of all respondents were also studying other subjects – which may indicate a problem in gaining entry to classes while studying English.

## LANGUAGE LEARNING NEEDS

3.20 Learners stated they were, on average, attending 11.47 hours of English classes each week. Here there were significant differences among the categories, as Table 3.14 makes clear. 75% of Migrants attended 10 or fewer hours of classes per week, compared to 67% of Students who attended 10 or more per week. Over 2/3 of Refugees attended between 10 and 15 hours a week. These contrasts may reflect both funding and location – refugees and students are more likely to attend College courses, where full-time (15 or 16 hours per week) are free for refugees and asylum-seekers. CE classes are also free, but hours are more limited.

**Table 3.14 Hours of English classes attended per week by learner category**

| | Category | | | | | | Total |
|---|---|---|---|---|---|---|---|
| **Hours of English classes per week- attended** | **Migrants** | **%** | **Students** | **%** | **Refugees** | **%** | |
| Less than 5 hours | 170 | 11.6 | 31 | 2.1 | 39 | 2.7 | 240 |
| 5 to less than 15 hours | 212 | 14.5 | 100 | 6.8 | 218 | 14.9 | 530 |
| 15 to less than 21 hours | 86 | 5.9 | 214 | 14.6 | 353 | 24.1 | 653 |
| 21 hours or more | 7 | 0.5 | 28 | 1.9 | 7 | 0.5 | 42 |
| TOTAL | 475 | 32.4 | 373 | 25.5 | 617 | 42.1 | 1465 |

Note: 31 respondents were either excluded from categories or did not answer.

**Table 3.15 Number of hours of English classes preferred according to number attended**

| | Number of hours attended now | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| **Hours of English classes per week- preferred** | **Less than 5 hours** | **%** | **5 to less than 15 hours** | **%** | **15 to less than 21 hours** | **%** | **21 hours or more** | **%** |
| Less than 5 hours | 101 | 7.4 | 10 | 0.7 | 6 | 0.4 | 0 | 0 |
| 5 to less than 15 hours | 105 | 7.7 | 301 | 22.0 | 32 | 2.3 | 0 | 0 |
| 15 to less than 21 hours | 21 | 1.5 | 160 | 11.7 | 462 | 33.7 | 17 | 1.2 |
| 21 hours or more | 2 | 0.1 | 23 | 1.7 | 109 | 8.0 | 22 | 1.6 |
| TOTAL | 229 | 16.7 | 494 | 36.0 | 609 | 44.4 | 39 | 2.8 |

Note: 125 respondents were either excluded from categories or did not answer.

3.21 Students would prefer, on average, 14.55 hours. However, most learners are content with the hours they have each week (Table 3.15) – except those with the lowest hours: 56% of these learners wanted more hours. 37% of learners on 5-15 hours per week wanted more hours and 18% of those spending 15-21 hours a week would have liked more hours. In all, just under one-third of learners who answered this question wanted more hours than they were currently getting.

3.22 Students interviewed in the Aberdeen focus group were working long hours as council cleaners or in restaurants, unable to attend English classes for more than 4 hours per week (at the time of this focus group, they were attending a Chinese-only class for 2 hours per week, but most expected to join a second, mixed-nationality class in September as well). They had no plans to move on to College classes, which would require more time, and fees, which they were not prepared, or able, to afford. What they wanted was to be able to continue at the Centre beyond Intermediate 2 and also to learn computing which was available at the centre but for which they had no time.

3.23 In Dumfries too most students wanted more hours of English (most were getting two hours per week) but nearly all worked and few had time for more classes, even had they been on offer. These students proposed evening classes for those in work. From the managers' questionnaire, it appears that only 20 institutions (33%) offer evening classes across Scotland.

3.24 Even students attending full-time courses in Colleges expressed the need for more hours – particularly as they had found few opportunities to use and practise English outside the class. In GCFT, students advocated immersion programmes – by which they meant highly-intensive full-time English courses involving over 21 hours per week.

## BARRIERS TO REGULAR ATTENDANCE

3.25 Regular attendance at class is essential for language improvement and communicative skills development. For certain groups of learners regular attendance can be difficult. We tried to find out which these groups were.

**Table 3.16 Problems preventing attendance at classes by learner category**

| Problem preventing attendance | Migrant | Student | Refugee | Total | % |
|---|---|---|---|---|---|
| no answer | 185 | 167 | 199 | 551 | 37.1 |
| To look after children | 132 | 26 | 237 | 395 | 26.6 |
| Because of family | 93 | 22 | 145 | 260 | 17.5 |
| Because of job | 90 | 103 | 22 | 215 | 14.5 |
| The class is too difficult | 9 | 13 | 23 | 45 | 3.0 |
| Think the class is not the right class | 23 | 46 | 26 | 95 | 6.4 |
| Other | 35 | 40 | 148 | 223 | 15.0 |
| TOTAL | 567 | 417 | 800 | 1784 | |

Note: multiple answers

3.26 The largest single age group of learners was the 20-29 year-old group. Nearly half of respondents reported that they had dependent children (Table 3.10), and around 75% of these had no one either at home or elsewhere to help look after them. It is hardly surprising that the most frequent reason for non-attendance was the need to stay at home to look after children as Table 3.17 shows.

3.27 45% of respondents with dependent children had no free crèche facilities at their English class. As was noted in Chapter Two, there are often waiting lists for crèche places. Moreover, free childcare does not usually extend to school-age children either after school or on in-service days (one mother in Edinburgh complained about the British fondness for Monday holidays and for in-service days on Mondays, which disrupted her English class attendance). Students much prefer to go to class in the morning, rather than the afternoon,

when children will be coming home from school. Parents with children at nurseries have to stay at home when the nursery is closed, as happened for several months during the nursery nurses strike.

3.28 How childcare is organised is also important. Some institutions are unable to offer onsite child care because of space restrictions and one teacher informant described an ESOL literacy project which foundered in part because participants had to make their own childcare arrangements, which would then be paid for by project funds. As fairly new residents of Scotland with limited contact with the community, many had found this impossible and had had to give up the class.

3.29 Women with young children are especially disadvantaged by the shortage of on-site crèche places. Women who attend a centre staffed by volunteers in Sighthill in Glasgow are in the main young with young children who have no-one to leave their children with during the day and so prefer the evening class in a nearby community centre.

3.30 Funding for childcare is limited: Stevenson College provides free crèches for some Community-based classes out of general funding. Other institutions choose not to spend on this: Glasgow College of Food Technology does not have a crèche, but does offer bus passes to students.

3.31 A mother in Edinburgh described graphically the effect of missing classes: she had had to stay at home with her daughter for three months, during the Nursery Nurses strike: "I'm forget English and she is as well – I can't speak". This made her recent return to the class another difficult time – "here again I start my class sometime my teacher asked to me some question, I say 'sorry? sorry?' – even simple questions".

3.32 In 12% of cases job commitments stopped learners from going to class. 222 respondents wrote in other reasons for non-attendance. Chief amongst these was appointments, usually with doctors or in connection with refugee status (105). Other reasons included illness (66), distance, depression, tiredness. Only a tiny number (5) mentioned the class (too easy, teachers not interested).

3.33 Although asylum-seekers and refugees we spoke to in focus groups were strongly committed to learning English and told us they valued their classes, some asylum-seekers and refugees may be unable to attend regularly or make progress in English because of their past sufferings and present anxieties, not least about their status and their future. It may also be impossible for other students who have to work full or part-time. Even local, small-scale and informal classes can be hard to attend because of more pressing concerns which make concentrating on language learning difficult. One College manager had found asylum-seeker students were unable to cope with SQA NQ ESOL Units at their level because they had missed so many classes. Another pointed out that attendance had been better when most provision was part-time and a third described attendance by asylum-seekers as "sporadic" even though the College tracked attendance. A teacher who had taught asylum-seekers at more than one college described their low morale, as they wait for a decision on their refugee status. On the other hand, teachers told us of asylum-seekers who appreciated being part of the mainstream, where they did not feel constantly reminded of their status – and whose attendance was thus not an issue.

## SATISFACTION LEVELS WITH ENGLISH CLASSES

3.34 Of the 1495 respondents, a significant number are learning all the skills and topic areas. 94% are learning speaking, 90.5% writing and 86% reading

### Table 3.17 Skills and topic areas learned

| Skills and topics students are learning | Rank | Percentage of respondents |
|---|---|---|
| Speaking | 1 | 92.4 |
| Grammar | 2 | 89.8 |
| Writing | 3 | 88.0 |
| Listening | 4 | 85.8 |
| Reading | 5 | 83.8 |
| Vocabulary | 6 | 83.8 |
| Pronunciation | 7 | 76.4 |
| English for every day | 8 | 74.0 |
| English for study | 9 | 40.8 |
| English for work | 10 | 29.1 |

Note: multiple answers

### Table 3.18 Skills or topics needed most by learners by learner category (rank orders)

| Skills and topics students say they need | Migrants | Students | Refugees |
|---|---|---|---|
| Grammar | 2 | 3 | 3 |
| English for every day | 5 | 7 | 4 |
| Speaking | 1 | 1 | 1 |
| Vocabulary | 6 | 2 | 6 |
| Writing | 3 | 4 | 2 |
| Listening | 4 | 6 | 5 |
| English for study | 10 | 9 | 9 |
| Pronunciation | 8 | 5 | 7 |
| English for work | 9 | 10 | 10 |
| Reading | 7 | 8 | 8 |

Note 1: multiple answers Note 2: some respondents were excluded from categories

3.35 The results in Tables 3.18 and 3.19 indicate that ESOL syllabuses appear to be meeting the needs and priorities of learners: speaking, grammar, writing and listening are learned by most learners, and these are what they want to learn. This is borne out by all the focus group discussions. Many students stressed their need for speaking and listening - at all proficiency levels.

3.36 When learners were asked to provide their opinion on aspects of their English class the results were generally positive (Tables 2.13 and 2.14).

3.37 The most popular mode of learning English is in small groups (Table 3.20) – although we suspect that this may have been taken to mean small classes as well (especially as far fewer students approved of "in pairs"). For this question, respondents were asked to "tick all the answers you like". In the light of some quite strong opinions voiced by learners in focus groups about the value of coursebooks compared to worksheets, the near similarity of their rating here is worth noting. We looked at responses to this question by learners from Pakistan and China, two of the biggest nationalities represented in the sample and also countries where English has been taught in a more traditional and teacher-centred way. Apart

from much greater enthusiasm for using worksheets amongst learners from Pakistan, there were no significant differences between these groups and the whole sample.

3.38 A fifth of learners would prefer a bilingual teacher. Amongst learners who assessed themselves as in need of help with English most of the time, this proportion rose to nearly a third – in fact it may be a tribute to the effectiveness of "direct method" teaching that the proportion is not higher.

**Table 3.19 Preferred mode of learning**

| Learning preferences | Number | % | % of all respondents |
|---|---|---|---|
| In small groups | 1065 | 22.4 | 71.2 |
| In pairs | 557 | 11.7 | 37.2 |
| With the whole class | 674 | 14.2 | 45.1 |
| Using a coursebook | 785 | 16.5 | 52.5 |
| Using worksheets | 772 | 16.2 | 51.6 |
| By playing games | 586 | 12.3 | 39.2 |
| Having a teacher who speaks your language | 297 | 6.2 | 19.9 |
| no answer | 10 | 0.2 | 0.7 |
| TOTAL | 4746 | 100.0 | |

Note: multiple answers

3.39 Students who participated in the focus groups were almost all positive about their learning experiences and about the progress they had made. Beginner and intermediate level Chinese students, mostly in their 30s and 40s were recorded at a community-based ESOL class in Aberdeen. They were happy with the progress they felt they had made over the 6 months or 1 year they had been attending the class. Some had joined the class soon after arriving in the UK, others had joined after several years.

3.40 They all felt much more confident about using English:
- "I think I improve a lot – I can fill some form – I can make appointment to see doctor – I can go to the tax office by myself."
- "now when I go shopping I can speak to the shop assistant – I can go to see a doctor by myself – now when I go to my son's prize-giving I can hear what the teacher say – before I no understand."

They had a realistic view of the road ahead:
- "I think I can understand 80% talking to other people but that 20% is very important."
- "improve very very slowly."

3.41 Students in a CE class in Dumfries were also enthusiastic about their class and their teacher, although the classes were often overcrowded (frequently over 20 students, levels ranging from pre-intermediate to advanced), and the advanced students expressed a need for a higher level class where the pace would be faster.

3.42 Students at Duncan Place Resource Centre in Leith, Edinburgh, the Community-based branch of Stevenson College ESOL, have access to more classes, more resources (including computer labs) and more educational opportunities than most students in Community-based provision. 9 intermediate and advanced level students were recorded on 17th June 2004. None of these students had arrived in the UK as beginners, and they had been attending classes for up to 3 years. One had decided in the airport that she needed classes, others had enrolled

later, notably after the birth of a baby or once children had started school. The classes were highly valued. Most of the group attending classes in Duncan Place Resource Centre were able to attend up to 12 or 15 hours of tuition per week, although 2 who went to classes elsewhere in Edinburgh were less well-served.

3.43 On learning methods, the students in Dumfries were strongly in favour of having a coursebook, rather than worksheets. Student at the Glasgow College of Food Technology commented favourably on the use of coursebooks (which they could also take home), which was not the case in other colleges: "one of the good advantages of this College is they have a coursebook and they go by the book". The communicative methodology of English language teaching in the UK had for some been surprising at first, but they quickly found that "you don't look at the clock and you learn quickly" when you learn through games etc. "It's different, yes, but it's efficient… and it's fun as well" was the opinion of an advanced student. They also found the teachers friendly – often unlike their experience in their own countries. Of all the students questioned in focus groups, only one raised objections to the communicative method, which he felt did not suit him: at the beginning he had felt so frustrated by the teaching method, especially groupwork, that he had nearly given up (and knew others who had), and had had to drop to a lower level class.

3.44 Stevenson College students attending courses in Duncan Place Resource Centre were agreed that "it's not good to have a teacher who speaks your language", although there was disagreement over the need for bilingual teachers for beginners. However, these students had arrived in the UK with post-beginner levels of English - clearly educated to a high level in their own countries at school, college or university – so the question of bilingual support had not arisen for them.

3.45 These students were able to attend classes for 3 hours per day and had access to the computers and language lab "anytime": "here is many many facilities" and "many activities". They were learning computing, crèche worker courses (Play-base Project), as well as specific English classes in grammar and reading and writing.

3.46 When asked how they would improve ESOL provision (given unlimited funds), all students wanted more classes, or more hours – and more opportunities to practise English outwith the classroom. Aberdeen students also proposed computers; Edinburgh students wanted more childcare, more classes, including fewer mixed level classes (one student considered them a "waste of time", others saw that they could be motivating and allowed students to help each other). More than one, given unlimited funds to improve ESOL in Scotland would buy Duncan Place Resource Centre to save it from the threatened closure, which they all opposed.

## COMMUNICATING IN ENGLISH OUTWITH THE CLASS

3.47 Dr Peter von Kaehne of Fernbank Medical Centre in Glasgow, asked to state what more could be done to help second language learners communicate more easily, replied: "increased opportunities to mix and mingle, improved access to work and work experience". Although this issue was not raised in the learners' questionnaire, it was discussed in all the focus groups. Students everywhere noted both the friendliness of the Scots and the limited interactions with neighbours and local shop people. Conversations tend to be brief and formulaic; conversations with neighbours stuck in the groove of "Hi" "Lovely day today,

isn't it?". As most had young children and did not work, the classes provided for many their only opportunity to use English for social interaction.

3.48 Students understood only too well that classes could not give them enough exposure – in the words of one student, the class teacher could only provide 20% - the rest was up to the student. A Glasgow asylum-seeker said: "This is a big problem: we return to our houses and we speak our own languages for 20 hours". This was a major factor in slowing down his progress. He felt that only when he could start work would he be able to mix with local people and gain language practice outwith the classroom. Because of this, he was strongly of the opinion that people in his position should be allowed to work (unpaid) simply to improve their English – 3 or 4 hours a day in the College was not enough. He felt the greatest help would be some kind of immersion programme, involving work placement.

3.49 One Edinburgh student had spent a week in Sweden, on an exchange visit (organised by Stevenson College Community-based ESOL), and had benefited enormously from the experience: "I whole week I speak English because nobody know my language. I just speak English. I thought this is good for me because when I'm here I just speak English only in classes – sometime my neighbour". On the other hand, like the Aberdeen students, they all reported a big increase in confidence and independence as they could now go to the doctor, and talk to their children's teacher by themselves. They felt this had changed their lives.

3.50 On their teachers' suggestion, Edinburgh students were also watching TV news (Sky News "again and again"), children's programmes, the weather (to learn some geography of Britain too); they were using public libraries to borrow books and cassettes or to listen to story-tellers in the children's section. Others knew about and made use of computer programs, including online programs.

3.51 Elsewhere however, there seemed little awareness of, or familiarity with, such opportunities - or of activities in which students could participate in Colleges. A Glasgow ESOL manager described how integrating students, especially ESOL students, into the life of the College was almost impossible. This College had a wealth of experience of working with asylum-seekers and an excellent reputation for both ESOL classes and for developing progression routes to mainstream education and the workplace. However, the manager explained that where both parents were attending classes full-time (one in the morning and one in the afternoon) they would be unlikely to have the free time to join in other activities. Even the subsidised trips arranged by the ESOL department were not as successful as they might be in attracting this kind of student, in this manager's view.

3.52 Some Cardonald students had more pro-active neighbours, who invited students to their homes and took them on outings, and this was much appreciated. However, from discussions with other focus groups, this seems to have been unusual.

3.53 Students who work might be expected to be able to use English more or in more diverse ways: students in Edinburgh who were volunteering (one so that she would qualify for a social care course at Stevenson) did report that they got some practice and were able to some extent to cope with speed of delivery and accent. Students at Cardonald were keen for an English club, where they could meet native-speakers on equal terms, and – as well – improve their English. In Aberdeen, students mostly with pre-intermediate English were typically working in the kitchens of Chinese restaurants, in a completely Chinese-speaking environment. One had worked in an old people's home for a month, and found this did help

her English. A student who worked as a part-time cleaner for the Council, therefore in an English-speaking environment, complained that she had "no time to talk" at her job. Advanced level students in Glasgow however, who had been attending classes for considerably longer (over 2 years) also encountered hurdles in their attempts to develop their language skills through or at work. One found that his job, in a takeaway pizza shop, did not give him many opportunities to develop his English – exchanges with customers and colleagues were brief and unvarying (and after 2 years he still had difficulty understanding local accents even in such simple exchanges). Another considered Scots to be virtually a separate language, although he had met who were people prepared to adapt their speech to converse with him ("pass over to English").

3.54 Since 2000, charities, voluntary organisations and churches in Glasgow have played a magnificent role in helping refugees and asylum-seekers to settle in. Organisations like Glasgow Welcomes Refugees have worked hard not only to provide material comforts but also practical help, advice and friendship. They have supplemented the meagre allowance of furniture, clothing and household equipment supplied by the local authorities and have run many support and advice centres, usually in church premises. They have also frequently helped to run English classes, or provide premises.

3.55 One of their most difficult tasks has been to find ways of integrating refugees and asylum-seekers, and organisers have reported mixed success, although the low incidence of serious clashes between local residents and refugees and asylum-seekers may be at least partly a result of their efforts. According to both ESOL practitioners and support workers, refugees and asylum-seekers, mainly housed in large groups in large housing estates, have tended on the whole to remain in their own national (and language) communities, with only superficial ties to the indigenous community. This has meant that it remains difficult for learners to find opportunities to practise English outwith the classroom.

3.56 Volunteering presents learners with an excellent opportunity, not only to practise English, but also to develop job skills. Several charities and voluntary organisations offer such opportunities, in shops (e.g. Oxfam shops) and offices. For example, Positive Action In Housing (PAIH) in Glasgow offers volunteer places (25 in July 2004) which are filled mainly by asylum-seekers. They help in the Refugee Aid Project shop, with general office work and in admin, depending on their level of English. The volunteer Project Manager for PAIH, David Reilly, remarked on how (in conjunction with English classes) "you see their confidence grow". Yet a recent report, *A Way of Life: Black and Minority Ethnic Diverse Communities as Volunteers* (2004) makes no mention of this development. Poor language skills, a slow rate of acquisition and social isolation all contribute to the marginalising of second language speakers.

## BARRIERS TO LEARNING

3.57 While problems encountered by students in maintaining regular attendance at classes they have enrolled on have already been noted above (see Table 3.7), other factors impact on those who would like to enrol. We attempted to survey people who had not joined English classes, but found logistical problems meant only a handful of questionnaires were returned (8). Of these, two felt their English was "good enough", although both would find an Advanced class helpful now. Although both were looking for work (questionnaires were completed in Springburn Jobcentre Plus), neither ticked "English for Work" as a choice of

class. Of the six who stated they still needed help with English, two were not attending classes because of ill health, two were on waiting lists and one thought a class would be too difficult. All had previously attended English classes in the UK, mostly for less than a year. These respondents were asked to choose a form of support for English language learning. Two chose a bilingual teacher, two a class near their home and two also chose an online course.

3.58 In addition to the obstacles faced by asylum-seekers detailed above, both this group and refugees are only able to access free ESOL classes if they have appropriate Home Office documentation.

3.59 Older people tend to self-select themselves out of educational provision. More than one 40-something was prepared, during focus group discussions, to describe themselves as "too old" to learn English well enough to be able to get a good job. Nevertheless the Learners' Questionnaire revealed that 22% of respondents were over 40.

3.60 Across Europe, induction programmes for migrants and refugees tend to be provided for those of employable age (e.g. Sweden). Over-25 year olds are not at present eligible for free College places via New Deal. Schemes such as the "Upward Steps" project in Aberdeen, run by Grampian Race Equality Council also exclude older people – in this case, over 35 year-olds. Amongst refugees and asylum-seekers however, in particular, 24% of whom were over 40, it is likely that there are many with professional qualifications or skills. There is anecdotal evidence that much older people (60+) are also keen to learn English, and will join classes where access is made easy and unthreatening (e.g. Dundee Khowateen Group).

3.61 Unaccompanied 15-17 year-old asylum-seekers find it difficult to get school places and Colleges are not normally able to offer places to under 16 year-olds. 16 hours per week is the maximum on offer from Colleges. Such students may be able to take some ESOL classes and then qualify for an HNC course. Currently therefore, the future opportunities of some young people are limited, and bright youngsters who could get into University are often obliged to enrol on lower-level vocational courses. Anniesland College is now piloting a full-time programme, in ESOL with IT and everyday life skills, for 16-18 year-old asylum-seekers who arrived as unaccompanied minors. This programme is funded under EQUAL/ATLAS.

3.62 Learners were asked for their views about the time of their class in the questionnaire. Perhaps unsurprisingly, over 46% were happy with the time, and under 3% were not. Colleges and Centres do their best to offer classes at times that will suit learners. One Glasgow College had changed its timetable in an effort to improve the attendance rate of its largely asylum-seeker students. These attempts are often thwarted: for example, institutions often find that morning classes are more in demand, and better attended, than afternoon classes – partly at least because children need to be collected from school around 3.00pm – but do not have the staff or the classroom accommodation to frontload the timetable.

3.63 Women with young children are especially disadvantaged by the shortage of on-site crèche places. In response to a question about what more could be done to help second language learners to communicate more easily, apart from increased ESOL provision, Dr Peter von Kaehne of Fernbank Medical Centre in Glasgow listed (amongst other things) "provision of crèche places in colleges". Only 16% of learners reported that their institution helped with free childcare. 66% of classes listed on the Glasgow ESOL Forum Directory

(accessed May 2004) did not offer crèches, including several large colleges. Funding for childcare is limited, usually diverted from other sources or supported by ESF bids, and as a result is not always sustainable.

3.64 Distance has also been mentioned as an obstacle, and as a disincentive to attendance. Some Colleges provide bus passes: 670 respondents (45%) mentioned they got free transport to their class, but this frequently means the College does not spend money on free childcare (or vice versa).

3.65 Learners were asked in focus groups about their experience of racism. Very few had encountered overt racism. One Edinburgh student had been spat at by teenage boys near her home. Interestingly, she implied that it was her lack of English at that time (1 year ago), that had made her unable to retaliate in any way. A Glasgow student mentioned problems with teenagers in Sighthill, but made the point that these individuals targeted all adults in the area, regardless of colour.

3.66 A few stakeholders were questioned about the relationship between English language ability, racial harassment and – more widely – social exclusion. Dr von Kaehne spoke of "increasing difficulties to access secondary care due to increased 'waiting list management' e.g. by hospital outpatient departments sending out letters –'Please phone the hospital on following number if you really still need an appointment'." These instructions are very difficult to follow when people are functionally illiterate or do not speak English. A simple appointment card appears to be much easier to understand and to follow. "Often these letters remain unanswered due to not being understood and people subsequently are dropped off waiting-lists etc. This is a huge but largely ignored subject and has had already major negative impact. We are trying to discuss this at the moment with the relevant departments, but can not say that we had so far much success in highlighting our concerns." (von Kaehne 2/7/04).

3.67 Nina Giles, Director of Edinburgh and Lothians Racial Equality Council, urged further and higher education authorities to provide better support for students who suffer from racial harassment where they study or where they live. From her experience, education authorities often fail to consider or address the potential racial harassment international students may encounter during their stay in Scotland. Many students do not report racist incidents to the police or the education authorities, especially if they are here only for fairly short courses. She pointed out that negative experiences and images of Scotland will remain with them and they will share those experiences with their family and friends. Ms Giles considered that further and higher education authorities and Student Associations should be more proactive in dealing with racism at Colleges or Universities and provide better guidance to students in reporting racist incidents.

## DISCUSSION

3.68 Our sample was largely young, female and educated. We are unable to pronounce on how representative it is, as it is the first national survey of ESOL learners in Scotland. The Glasgow ESOL Survey of 2000 sample was 73% female, and the largest single age-group was 22-31. It is generally accepted that more women than men learn languages in classes. The tendency for respondents to be educated may be a function of the difficulty beginner and ESOL literacy classes had with the questionnaire – even where translations were available.

3.69 While respondents were on the whole very satisfied with their classes, and the way the classes were run, one third of respondents wanted more hours, especially those attending classes for less than 5 hours per week. Given the high proportion of learners with dependent children and the fact that over ¼ were working in some capacity or other, this can be seen as a significant unmet need. According to the Australian[18] estimate that learners need 1765 hours from beginner level to independence, students on 4 hours per week would need 15 years of tuition to reach a level of English at which they can seek work or join mainstream (NC) College courses. Citizenship courses, including language courses, in Sweden, Israel and Australia stipulate over 500 hours of tuition, over 1 to 2 years. At 4 hours per week, this would require 4 years.

3.70 On the other hand, it is clear that very many learners do not enrol in classes until months, if not years have elapsed since their arrival. In Australia, the Department of Immigration and Multicultural and Indigenous Affairs provides 510 hours of free English tuition to both permanent and temporary migrants, but on condition that students join classes within a year of arrival - unless they qualify for deferral (see Annex 4).

3.71 It may be worth investigating the demand for evening class provision, especially for those with young children. It was noted in Chapter Two, however, that institutions provide only 61 evening classes across Scotland (with 879 students).

3.72 There is also demand for bilingual teachers from students at lower levels of ability. The tiny number of bilingual teachers however (see Chapter 4), means that this need is not being met. In mixed nationality classes, bilingual teachers may be unnecessary, but there is a case for bilingual teaching support, which could be me by non-native speaker volunteers, including those from the ESOL student body, from among non-native speakers.

3.73 Barriers to learning range from the shortage of crèche places, which was raised many times in focus groups to more opportunities to practise English outwith the class. The former is a direct consequence of lack of specific funding and shortage of suitable accommodation. The latter requires a wide range of imaginative initiatives, and the further development of existing initiatives such as volunteering.

[18] Cited in Schellekens (2001)

# CHAPTER FOUR THE TEACHERS

## INTRODUCTION

4.1 This chapter reports findings from the questionnaire survey of teachers in the cluster areas and follow-up interviews with 13 ESOL teachers. A total of 351 teacher questionnaires were sent out to teachers in the Glasgow and Edinburgh areas, Aberdeen and Dumfries and Galloway. Teachers were contacted via the department managers to whom the questionnaires were sent (along with the questionnaires for learners). Each questionnaire was accompanied by a stamped addressed envelope so that the respondent could send the completed questionnaire directly to the Survey team. 147 questionnaires were returned, giving a 42% response rate. From Table 4.1 below, it seems that teachers who have worked in the Community education sector are under-represented in the sample: the managers' survey yielded the information that 48% of ESOL staff worked in the FE sector and 47% in the CE sector. It should be remembered however, that in Glasgow and Edinburgh the great majority of Community-based ESOL is delivered by College staff, as explained in Chapter Two.

4.2 Of the 147 respondents, 84% were female, 16% were male. Nearly 93% were native speakers of English. 28% reported using a language other than English in the classroom, and this was most often French. 86% held a Bachelor's degree or its equivalent – in subjects ranging from Agriculture to the visual arts, and nearly 41% had a degree in a language or language-related subject.

## QUALIFICATIONS AND TRAINING

4.3 59% of respondents in all sectors held a recognised certificate and 29% had a recognised diploma[19]. The managers' questionnaire, covering the whole of Scotland, gave 32% for the former, and 15% for the latter. Clearly the sample discussed here does not reflect accurately the teaching body in ESOL nationally. This is likely to be due to the much greater presence of FE in ESOL in Glasgow and Edinburgh, two of the four cluster areas surveyed, and the role of volunteer teachers outside the major cities.

[19] Trinity College and the University of Cambridge are responsible for the only certificates and diplomas in English language currency that are recognised worldwide. The accreditation scheme operated by the British Council, EiBAS, classifies "valid" qualifications as either TEFL initiating or TEFL qualifying. The former refers to Cambridge ESOL CELTA (formerly University of Cambridge Local Examination Syndicate CTEFLA), and Trinity College London Certificate in TESOL or their equivalents, such as a university "certificate in TEFL" – ".provided that they meet the validation, teaching practice and input criteria" which match those of Cambridge or Trinity College. TEFL qualifying refers to Cambridge ESOL DELTA (formerly University of Cambridge Local Examinations Syndicate DTEFLA); Trinity College London Diploma in TESOL; PGCE in TEFL, or equivalents, as above.

Tables 4.1 to 4.4 show multiple responses to questionnaire items. Therefore the total number reflects the number of responses given as opposed to the number of respondents.

**Table 4.1 English Language Teaching Qualifications & Training**

| Qualification | Number | % of total respondents |
|---|---|---|
| Recognised initial TESOL Certificate | 90 | 58.5 |
| Other TESOL certificates | 19 | 12.9 |
| Recognised TESOL Diploma | 44 | 29.2 |
| Other TESOL diploma | 6 | 4 |
| Relevant Masters | 20 | 13.6 |
| No formal TESOL qualifications but have received training | 22 | 14.9 |
| No qualifications or training | 11 | 7.4 |
| no answer | 7 | 4.7 |
| TOTAL | 219 | |

Note: multiple answers

4.4 71% of respondents had attended some pre- or in-service training within the previous 12 months, and 40% belonged to an English language teaching organisation – the most common being NATECLA, SATEFL and the Glasgow ESOL Forum.

4.5 The average length of experience of the teacher respondents was 11 years (range 4 months to 39 years). The largest employer of ESOL teachers who took part in the survey was the FE sector:

**Table 4. 2 Sectors respondents have worked in and sectors they are currently employed in**

| Sector | Number who have ever taught in this sector | Number currently working in this sector | Percent of respondents currently working in this sector |
|---|---|---|---|
| FE College | 104 | 98 | 66.7 |
| State school (primary or secondary) | 21 | 6 | 4.1 |
| Private College | 45 | 1 | 0.7 |
| Private school (primary or secondary) | 16 | 1 | 0.7 |
| University | 37 | 10 | 6.8 |
| Community education | 54 | 26 | 17.7 |
| Voluntary | 51 | 21 | 14.3 |
| Summer School | 71 | 5 | 3.4 |
| Adult Literacy | 50 | 20 | 13.6 |
| Other | 20 | 7 | 4.8 |
| no answer | 1 | 1 | 0.7 |
| Total | 470 | 196 | |

Note: multiple answers

4.6 Volunteers sometimes go on to take an ESOL qualification and a paid job. 36.7% of respondents had been involved in the Voluntary sector, although only 14.2% stated they were currently involved. One teacher interviewed had started like this in 1988, as a home tutor, qualified with the Certificate in Teaching English as a Second Language to Adults (since discontinued) and is now a full-time permanent outreach teacher.

4.7 64% of respondents worked at a single college or centre, 21% worked at 2, and 3% taught at 4 or more centres.

4.8 The types of English teaching which respondents were most likely to have had experience of were General English, English conversation classes and Exam preparation (Table 4.3).

**Table 4.3 Type of English language teaching respondents have experience of**

| Type of English language teaching | Number | Percent of respondents |
|---|---|---|
| English conversation classes | 106 | 72.1 |
| General English | 136 | 92.5 |
| Exam preparation (e.g. Cambridge FCE, IELTS) | 100 | 68 |
| English for Academic Purposes | 61 | 41.5 |
| English for Business | 57 | 38.8 |
| English for work | 52 | 35.4 |
| Literacy | 75 | 51 |
| English for a specific subject (e.g. computing, hairdressing) | 40 | 27.2 |
| Other | 20 | 14.5 |
| no answer | 1 | 0.7 |

Note: multiple answers

**Table 4.4 Proficiency levels taught**

| Proficiency level | Number | % of respondents |
|---|---|---|
| Mixed levels | 110 | 74.8 |
| Beginner | 123 | 83.7 |
| Lower intermediate | 122 | 83 |
| Upper intermediate | 100 | 68 |
| Advanced | 75 | 51 |

Note: multiple answers

4.9 Teachers were asked about the institution which had given them the questionnaire. Only 33% of teachers who responded had had any specific training or induction when they started in this institution. Of these 55% considered the training, which lasted from 1 to more than 10 days, to have been "very helpful".

## TEACHERS' VIEWS OF ESOL PROVISION

4.10 Teachers were asked for their views on 14 aspects of the provision offered to ESOL learners in the target College or Centre as shown in Table 4.5 below.

4.11 Only the welcoming atmosphere attracted a majority of "very good" ratings. Less than 1/3 of respondents considered equipment, classroom accommodation, the number and variety of classes, hours of tuition, class-size, initial assessment and tracking progress, exams, the syllabus and guidance "very good". More than ¼ gave three of these the lowest rating of "needs improvement": support and guidance, accommodation and equipment.

4.12 They were then asked for comments on these, or other aspects. 50 respondents offered comments. Comments on funding, quality and provision were most common. In relation to

funding, cuts, capping of FE[20], diversion of international student fees and underfunding of ESOL provision in CE were all mentioned.

There were more positive remarks on quality:

- "things are improving all the time" (although the same teacher complained of too much admin.).
- "we do well overall in stretching times at Anniesland."
- "generally very good provision and very positive feedback from students" [the only writer to mention the opinions of students].

Others noted the low priority accorded to ESOL :

– "this college sees ESOL as an earner, but does not always look for ESOL qualified staff giving impression anyone can teach the subject."
– "the ESOL section is at the mercy of politically and financially motivated (and unpopular) decisions by management."

4.13 On provision, most of those who wrote comments wanted more: intensive courses, single-level classes, English for work, study or business, more classes for beginners and advanced students in Edinburgh. The shortage of relevant resources also prompted several comments. Teachers wanted teaching materials designed for refugees and asylum-seekers, or non-European students more generally:

– "most EFL material is not suitable for ESOL."
– "exams and materials need to be more appropriate (too EFL)."
– "good materials for teaching basic literacy/ESOL students are not freely available."

[20] "capping" – the term frequently used by respondents in written comments – refers to the zero growth in student numbers required by SFEFC from 2002.

**Table 4.5 Views on Quality of Provision (%)**

| Aspects of ESOL provision | Very Good | Adequate | Needs improvement | Unable to Comment |
|---|---|---|---|---|
| Materials (e.g. books, tapes, videos) for teaching and learning | 42.8 | 33.1 | 19.3 | 4.8 |
| Classroom and lab equipment, including ICT | 30.4 | 27.5 | 31.2 | 10.9 |
| Physical condition of classrooms, administrative and social areas | 15.8 | 43.9 | 33.1 | 7.2 |
| The number of English classes running at present | 31.5 | 38.5 | 15.7 | 11.4 |
| The levels catered for | 35.7 | 37.1 | 15.7 | 11.4 |
| The types and variety of classes (e.g. English for study, support classes, English for computing) | 27.0 | 35.5 | 22.7 | 14.9 |
| The number of hours of tuition offered to your students | 33.3 | 41.0 | 16.7 | 9.0 |
| The size (average) of these classes | 30.5 | 48.2 | 10.6 | 10.6 |
| Initial assessment for placement | 25.2 | 41.7 | 23.0 | 10.1 |
| Tracking and reviewing students' progress | 26.4 | 41.7 | 22.9 | 9.0 |
| Range and type of examinations on offer for students | 32.4 | 30.2 | 14.4 | 23.0 |
| Relevance and appropriateness of the syllabus for your students | 32.6 | 45.4 | 13.5 | 8.5 |
| Availability of support and advice for students, including bilingual support | 24.3 | 36.8 | 28.5 | 10.4 |
| Welcoming and supportive atmosphere | 67.8 | 21.2 | 6.1 | 4.8 |

4.14 Two opposing views of College ESOL from the perspective of CE/VOL were given: - one teacher wrote that their centres tried to "complement the FE courses our students attend"; another reported feedback from "ex-community group students who go on to College: college learning is dull, boring, book-led with only one answer". Others expressed concerns about placing students in classes without their being consulted and how well ESOL students can be accommodated "under the adult literacy umbrella".

4.14 Teachers were then asked to select one aspect they had identified as "in need of improvement" in the target institution. 51% responded to this question. Although classroom accommodation attracted the most critical comments, it is worth noting that in both College and Community based education, students and teachers in all subjects, not just ESOL, can find themselves in unsatisfactory classrooms.

22 chose **accommodation** and **equipment**

- "again ESOL is on the periphery. All other classes are allocated rooms and ESOL is given what is left sometimes moving 3 times in a 3 hour class."
- "some classrooms are very rundown."
- "teaching in outreach centre with 2 classes in one space is not good."
- "equipment is not modern enough and is difficult to maintain/repair as am in an outstation."

20 wanted **more hours** or **more classes** or **more variety of classes**:

- "class size up to 35!"
- "hours of tuition = 2 hours per week. Is not enough for people whose 1st language is not a European language."
- "increase the number of English classes."
- "levels catered for - we have a lot of beginner students on the waiting list but no classes for them, but higher level classes with under 10 on a register which should be 24."
- "variety of classes."

12 chose **resources**, and access to resources, as their top priority:

- "it would be nice to have money to provide sets of books for students instead of my own photocopies."
- "resources are very limited - I use other colleges."
- "materials - including basic bilingual dictionaries. Including availability where working."

Initial assessment and tracking progress, support and advice and the syllabus were each chosen by 5 respondents.

## TEACHING ASYLUM-SEEKERS AND REFUGEES

4.16 Of the 147 respondents, 72% taught refugees and asylum seekers and 25% of these have received specific training or support for this type of work. 59% of teachers disagreed that asylum seeker/ refugee students would be better served by attending classes designed specifically for them.46.6% felt that the College or Centre catered for these students either very or fairly well. While 15.3% felt they catered adequately, 3.1% felt they did not cater well and 2.0% felt they catered badly.

4.17 Respondents were invited to add any further comments at the end of the questionnaire. 21% wrote in comments, frequently related to provision for refugees and asylum-seekers. Some annotated their responses to the question about specific classes – for lower levels, for older students and in respect of materials and some topics some teachers believed separate classes for refugees and asylum-seekers might be preferable. Comments were also made about the lack of childcare, the lack of teaching materials for lower levels (dealing with issues that affect these students).

4.18 Other comments were on support, particularly the need for childcare, resources for beginners. 5 commented on teaching quality –

- "I teach adult literacy mainstream and 2 EAL groups. Huge variations on qualifications of EAL working group tutors (no qualifications, working on updated ITALL, degrees/PGCE)- All paid the same! Have to do updated training or will not be employed, degree and experience don't count."
- "I'm amazed that so many people are taking ESOL classes through ALN who have no experience. I have witnessed bad practice in this area (FE & Community Education)."
- "specific training in ESOL teaching seems limited. When I did my course, lots of general teacher training but the specialist ESOL unit was done without any teaching support, purely by own research & self study so I find teaching absolute beginners difficult."

## IN-DEPTH INTERVIEWS

4.19 Individual interviews with 13 teachers from FE College, CE and the voluntary sector in the four cluster areas concentrated on the needs of teachers and learners in ESOL, including training and continuous professional development and curriculum and assessment. Teachers with a wide range of backgrounds were interviewed – secondary teaching and VSO, lifelong EFL teaching, Business Studies at school and college. They had typically gone into EFL after trying out another career and for many different reasons. Most had taught abroad before taking up teaching in Scotland.

4.20 Nearly all had temporary contracts, often part-time, regardless of their experience and length of service in their present job. Nevertheless, they were generally positive about English language teaching and about the students they were teaching. Several had recently undertaken or were in the midst of advanced training (the Dip TESOL, an MA TESOL, a distance learning Diploma, MSc in Applied Linguistics), often paid for by themselves (teachers at Colleges where a Diploma course is taught, such as Langside, get it free). Not all had recognised TESOL qualifications.

### The Curriculum

4.21 Many Colleges are beginning to adopt the revised SQA NQ ESOL Units and although these are not tied to a specific curriculum, the learning outcomes tend to imply a curriculum framework. At Anniesland, one informant reported that the curriculum was moving from a coursebook-based syllabus to level-specific course designs tied to the SQA units.

4.22 One College senior lecturer considered a national ESOL curriculum "a really really good idea", which could provide a flexible framework for coping with the varying needs of students. Most experienced teachers however showed little interest - they seemed to regard it as an unnecessary restriction. One considered that there were (in Edinburgh) so many qualified practitioners that a national curriculum would be redundant. Where they knew about it, teachers in Scotland, seemed fairly unenthusiastic about the new English ESOL Core Curriculum ("a bit too complicated, bogged down with jargon and confusing" was one informed view – although this teacher also thought there had been little discussion in Scotland). Some thought it might work with some adaptation.

4.23 In many Colleges, it appeared that coursebooks determined the syllabus and interviewees told us that although this may suit the needs of international students ("EFL" students), coursebooks were rarely relevant for students who were long-term residents..

4.24 Community-based ESOL beginner and pre-intermediate classes tended to follow "survival" English syllabuses and one teacher described her curriculum as a checklist of functions (e.g. making an appointment).

### Teaching and learning resources

4.25 One of the most frequent complaints made in the interviews was that there are not "good, culturally and socially appropriate resources which are pitched at adults". While there is a multi-million pound EFL publishing industry producing highly sophisticated coursebooks, teachers' handbooks and student-friendly grammar books, these are usually targeted at young, educated and affluent European students and are rarely suitable for say

Chinese restaurant workers, mothers of young children, middle-aged asylum-seekers with little education, or refugee doctors. One teacher condemned the "total and absolute absence of [teaching] material" even in a college. For lower levels, nearly all interviewees agreed that there was a dearth of relevant, usable and interesting teaching materials, especially for ESOL literacy classes: "Materials available for beginners, including newer publications, cater for international middle-class students coming over for short-term holiday courses." A volunteer tutor who was also a librarian noted the lack of interesting, entertaining reading material at the right level aimed at ESOL learners and easily available, compared with what is on offer for reluctant teenage readers. One manager also felt that teaching resources ought to be explaining British institutions and culture – this is unusual in standard EFL coursebooks. Her volunteer tutors had asked for information sheets on colloquialisms and Glaswegian expressions, customs, how to talk to their child's teacher at a parents' night and how things work in Britain. One person exclaimed "It would be lovely if there was [a coursebook] written for the British market" – including materials on British systems and culture. Some teachers, like this one, were aware of the new teaching resources being produced in England to accompany the English core curriculum, by the Basic Skills Agency. These are available on CD and so can easily be adapted to Scottish conditions.

4.26 Most teachers interviewed were prepared to make their own teaching materials and even enjoyed the opportunity to create new worksheets and activities. However, this takes time, as does adapting commercially produced materials and there is also the issue of wheel-reinvention. EFL teachers have long shared materials, usually out of necessity. Community-based teachers in Aberdeen for example, have a meeting once a term at which they often show materials they've used successfully, both self-made and published. Where they existed, much appreciation was expressed for well-managed resource centres, where teacher-produced worksheets are shared and maintained, a godsend for new teachers in particular. Nevertheless this kind of venture requires considerable staff time to keep it up to date.

4.27 It appears from discussions with teachers that it is rarely possible to give out coursebooks to students, let alone cassettes or videos, so that students can practice at home.

4.28 Teachers frequently differed from students on the usefulness of coursebooks. As the learner focus groups revealed (see Chapter Three) students like coursebooks especially if they can take them home. They can review a lesson by themselves, catch up on work they may have missed, and prepare for the next lesson. Teachers often preferred materials designed for a specific group, which means worksheets devised by themselves or colleagues in the same institution, because they will be relevant, topical, up-to-date and match the learners' own interests. A practical consideration is that most community-based classes are mixed level, and this precludes the use of a single coursebook for the whole class.

**Teacher training and continuing professional development (CPD)**

4.29 Most of the teachers interviewed had a recognised Certificate and some had, or were working for, a recognised diploma (Cambridge DELTA or the Trinity College Dip TESOL). Some colleges are able to fund diploma training, although this might be an early casualty of financial constraints. Two experienced teachers working in the CE sector did not hold recognised TESOL qualifications. ESOL training is not always easily accessed, or, when available, found appropriate. A teacher in Dumfries had attended a college in England – the nearest institution offering TESOL training and taken the NVQ City and Guilds 9285 with an

ESOL specialist unit, but had been dismayed to find that there was no teaching practice element for the ESOL unit.

4.30 Teachers in Glasgow all had experience of teaching asylum-seekers and refugees, but none had had specific training. One teacher expressed surprise at the absence of any induction, and found his initial experiences "overwhelming". More than one noted that these students would often present with special learning needs or physical disabilities and teachers would neither be informed in advance nor be given any training. Teachers trained and with experience in EFL, where the learners are "experienced…[and] who can adapt themselves to the materials" can experience, as one such teacher expressed, it a kind of "culture shock" when they first teach ESOL students, particularly asylum-seekers. This may be particularly true for teachers with no more than the pre-service Certificate: one interviewee considered CELTA-trained teachers to be out of their depth in Glasgow colleges, and another, who was herself only trained to CELTA level found that the EFL activities she had used abroad do not transfer easily to ESOL. In contrast, one teacher expressed nothing but admiration for CELTA ("incomparably the best teacher training I'd ever had" - after many years of school teaching), perhaps because she had taught in Tanzania after qualifying, and found both that CELTA activities were successful there and that her experience in Tanzania, by giving her an understanding of different learning and teaching cultures, helped her in community classes in Glasgow. Another, after a difficult start with classes of refugees and asylum-seekers (and this informant had no teaching experience abroad, but had previously taught "EFL" type students in Scotland) now described working with these students as "a really positive experience".

4.31 Colleges are increasingly expecting new staff to have or agree to study for a diploma. A teacher who after many years of EFL teaching had recently completed the Dip TESOL at Langside College found that this training did help him to improvise, to work effectively with students with special needs and to cope with the shortcomings of the equipment and accommodation. Another teacher praised the Masters in TESOL she had taken at Stirling University as "excellent" in building confidence and helping to justify her beliefs about teaching.

4.32 Teacher organisations such as NATECLA, SATEFL and Glasgow ESOL Forum also won praise and employers generally pay towards travel and/or conference registration fees. Some however complained about the timing of meetings– almost invariably on Saturday mornings or over whole weekends, while in other college subjects CPD is built into the timetable. One was "quite shocked" when she discovered all professional meetings were held on Saturday, especially in Glasgow, where week-day meetings would be quite feasible. It seemed that hourly-paid lecturers did not normally get paid time off to attend professional meetings, conferences and workshops.

**Volunteering**

4.33 An Edinburgh volunteer who has worked with the same young mother for two years was interviewed for the Survey. She had been trained by Stevenson College on a 6-week course at Duncan Place Resource Centre, which had given her confidence and she continued to use the Resource Centre for support and advice from co-ordinators at regular meetings ("one of the best things about it"). She also used an Individual Learning Plan with her student, which she discussed at these meetings. Regular in-service days for volunteers helped her to find out about aspects of English language teaching, new resources and to share

experiences with other tutors. Her student has young children and lives far from the nearest class. She is also shy and "inhibited – doesn't like role plays", although she has recently been accepted onto a course to help women into work. This volunteer felt that 1:1 tuition had helped her student to overcome her shyness and prepare for a class – which she felt would help her to make faster progress. She suggested that other students, especially those in full-time work, could benefit from 1:1 tuition, either as the sole form of tuition or as extra help.

## DISCUSSION

4.34 In the Glasgow ESOL Survey Report of 2000, 60% (of paid staff) had a recognised certificate and 28% had a recognised diploma. Since 2000, ESOL has expanded hugely, but the proportion of qualified staff does not seem to have fallen. Nevertheless, according to results from the teachers' questionnaire, around one-third of respondents had either an unrecognised certificate (this may be a qualification for which no observed teaching practice was required) or no training or qualification at all. This qualifications gap needs to be addressed by all institutions, and by fundholders - SFEFC and ALN partnerships. There are new opportunities for training, notably in ESOL Literacy, and a trend to encourage teachers in FE to gain diploma-level qualifications. Adoption of the FENTO qualification structure in England and Wales, based on CELTA[21], would allow more ESOL teachers to become qualified, and could enable FE teachers to become ESOL specialists more easily.

4.35 As the managers' survey questionnaire findings showed, volunteers frequently have recognised certificates and many teachers, as the teachers' survey indicates, began as volunteers. A recognised certificate (a "pre-CELTA") for volunteers would both improve the status of volunteers and encourage volunteers to progress to further training and full certification, thus increasing the trained workforce, with people who had already shown commitment to ESOL, and gained relevant experience.

4.36 Only one third of teachers stated they had specific induction in their current roles, and only one quarter of those teaching refugees and asylum-seekers had training or support for this type of teaching. It seems clear from the questionnaire findings and the interview data that teachers need orientation and induction, particularly those whose previous experience has been mainly abroad (i.e. mainly in private language schools).

4.37 Continuing professional development (CPD) is largely the province of teaching associations, who are considered to provide an excellent service. However, in order to reach more teachers, especially part-time and hourly-paid staff, institutions need to consider timetabling this CPD during the working week.

4.38 Teachers, both those fairly new to ESOL in Scotland (although none of those interviewed had taught here for less than two years) and those with longer experience, were agreed that teaching resources were unsatisfactory, especially for students such as refugees and asylum-seekers and settled migrants. There is a clear need for coursebooks and other teaching materials which deal with life in Britain, and which could also be used for any

[21] In England and Wales, FENTO have adopted the Cambridge CELTA as Module One of the Certificate in Further Education Teaching Stage 3 with the Certificate for ESOL Subject Specialists, a qualification for teachers who want to specialise in teaching English in Further, Adult and Community Education in England and Wales, accredited by the QCA.

future Citizenship courses. Institutions which are already adapting ABSSU materials for Scottish conditions need to be able to publicise their work more widely.

4.39 There is a perception amongst many teachers, that ESOL, in both FE and CE, is a poor relation in spite of its role as a major income-earner and the value of ESOL in bringing non-native speakers into the Scottish workforce. Classroom equipment and accommodation (although an issue for teachers elsewhere in both FE and CE) and support and advice for students, including bilingual support were flagged up as the most in need of improvement.

# CHAPTER FIVE ASSESSMENT AND PROGRESSION

## INTRODUCTION

5.1 This chapter describes data on achievement and progression provided by the Survey questionnaires and discusses issues relating to these topics which were raised in interviews with stakeholders and ESOL practitioners. Also described are initiatives and projects which have recently been undertaken to improve methods of assessment and progression to employment or mainstream courses.

5.2 Student achievement can be measured by success in external assessment and progression to employment or "mainstream" courses. Achievement is not always objectively measurable: confidence in everyday encounters, independence, and feeling comfortable in the second language community all mark successful language learning. It was noticeable that all the students who took part in the 5 focus groups made a point of describing the increase in self-confidence that their classes had given them – being able to talk to their children's teachers, going to the doctor on their own, even feeling able to confront teenage hooligans in the street.

## ASSESSMENT

5.3 Assessment instruments discussed here include initial assessment and screening of new students, tools for reviewing and tracking progress, internal end of term or end of unit tests as well as external examinations such as Trinity ESOL, the Cambridge suite of examinations, IELTS and SQA NQ ESOL Units.

5.4 Screening and assessment on admission is regarded as essential for placing students in the correct class, even where there are mixed-level classes. Table 5.1 shows how 48 institutions assess new students on admission. The most popular assessment of new students on admission is by interview (51%), followed by a written test (22 %).

**Table 5.1 Assessment of new Students on admission**

| Assessment instrument | Number of centres |
|---|---|
| no answer | 11 |
| Published placement test | 9 |
| Written test | 20 |
| Interview | 45 |
| Computerised/ online test | 2 |
| Other | 3 |
| Total | 90 |

Note: multiple answers

5.5 FE Colleges are more likely to administer both written tests and interviews to new students while Community Education centres tend to make more use of interviews alone. Without a face-to-face interview it is difficult to draw up a meaningful Individual Learning Plan for a student, particularly a beginner or near-beginner who may not be literate in English. On the other hand, 13 CE Centres and 5 FE Colleges stated that they only used

interviews at admission but as it is impossible to predict reading and writing ability from oral proficiency, these centres are not assessing important skills before placing students.

5.6 Thirty-eight institutions (17 FE, 20 CE, 1 Voluntary) stated that they employed Individual Learning Plans (ILPs) or similar tools with students. ILPs, sometimes termed Personal Learning Plans, were largely developed in the context of adult literacy. FE Colleges use them and ALN partnerships require them and the forms used are often the same as or very similar to those used in literacy groups. Adult literacy "worked with smaller groups, often in mixed level classes, and has a tradition of planning much more on an individual basis. In contrast, especially in the urban areas, which have had to work with huge numbers of students, ESOL has had a tradition of group teaching and group negotiation resulting in a group syllabus, scheme of work and goals." (Findings of the ILP Working Party Planning learning: setting individual learning goals in ESOL - Draft 6 October 2002 – LLLU).

5.7 ILPs require regular tutorials with learners, which is time-consuming especially with large classes of students who are struggling to communicate. Several informants expressed criticism of their use with ESOL learners, and although it can be conceded that ESOL teachers may not be familiar with ILPs as such from their previous teaching experience, some teachers argued that they do not allow sufficiently for the demands of a common language syllabus. This may account for some of the more sceptical comments given by teachers in the teachers' questionnaire:

- "ILPs are "superficial – have to fit into the rest of the College."
- "students were confused – they'd never been asked to evaluate anything before – conceptually it wasn't something they could cope with."
- "not great for lower level students – can take a whole class at a time."

One co-ordinator also felt that ILPs were required by the Council without sufficient consideration of their appropriateness.

5.8 It may be more meaningful to negotiate some targets with groups, rather than individuals, in recognition of the differences between second language acquisition and first language literacy training. In fact, some centres have started to do this.

5.9 While there is a growing number of international examinations in General English, English for study and for business, most ESOL students (in the traditional, non-EFL meaning) have not, until very recently, been encouraged to enter for them. Examinations such as the Cambridge ESOL suite (recently renamed from "Cambridge EFL") or those offered by Trinity College are in any case targeted mainly at students learning English in their own countries or to students on relatively short courses in the UK.

5.10 From the learners' questionnaire we found that 50% had never passed an English examination in the UK (56% of migrants, 54% of students and 49% of refugees). Many ESOL learners at FE colleges thus still complete a year of study without any externally assessed outcome, although they may take internally-set class tests. There are nevertheless 6 FE Colleges which apparently entered no students for ESOL examinations in 2003-04. Thus students may not be entering for examinations because they are not offered the opportunity. However, students may also feel that their level of English is too low to contemplate an examination. Chinese students in an Aberdeen CE class (beginners to intermediate) believed that employers would not be interested in a certificate "from here" where the level is so low

and had no plans to take English examinations, which they saw as something you do at College. This is now changing, largely due to the advent of the revised SQA ESOL NQ Units (successor to the ESOL modules), which can offer an exit award even to ESOL literacy students.

5.11 In the Glasgow ESOL Survey (2000) only 24% of "ESOL" learners (as opposed to "EFL" learners) stated that they intended to take an English language examination in the year of the survey. When asked whether they expected to take an English examination in the current year, 53% of the whole sample said they did and 30% said "no". Table 5.2 shows that 61% of students and 58% or refugees said they expected to take an English examination compared to 48% of migrants.

**Table 5.2 Do you intend to take an English examination?**

| | CATEGORY | | | Total |
|---|---|---|---|---|
| **Answer** | **Migrants** | **Students** | **Refugees** | |
| Yes | 224 | 224 | 345 | 793 |
| No | 170 | 95 | 181 | 446 |
| Not sure | 69 | 47 | 65 | 181 |
| TOTAL | 463 | 366 | 591 | 1420 |

Note: 76 respondents were excluded from categories or did not answer

5.12 According to the data provided by the online questionnaire, 21 institutions entered students for external examinations in 2003-04 – 15 in FE, 6 in CE. The total number of students entered for examinations was 2471, or 30% of all ESOL students. Table 5.3 shows numbers entered for different types of exams:

**Table 5.3 Candidates for ESOL examinations by Examination Board**

| Examination board | Number entered |
|---|---|
| SQA | 1186 |
| Cambridge ESOL | 702 |
| Trinity | 300 |
| IELTS | 205 |
| Other | 78 |

Table 5.4 shows numbers entered at different Common European Framework (CEF)[22] levels, for Cambridge ESOL only[23] in two sectors.

**Table 5.4 Candidates entered for Cambridge ESOL Examinations**

| CEF level | Examinations | FE entrants | CE entrants |
|---|---|---|---|
| C2 Mastery | CPE | 29 | 2 |
| C1 Effective operational proficiency | CAE | 164 | 7 |
| B2 Vantage | FCE | 347 | 29 |
| B1 Threshold | PET | 113 | 11 |

[22]The Common European Framework of Reference for Languages is published by the Council of Europe. The levels allow employers and educational institutions to compare qualifications and to benchmark examinations.

[23] SQA ESOL NQ Units have yet to be benchmarked to CEF levels

Table 5.5, below, shows how the 962[24] students entered for the new SQA ESOL NQ Units in 2003-04 were distributed between the two non-voluntary sectors.

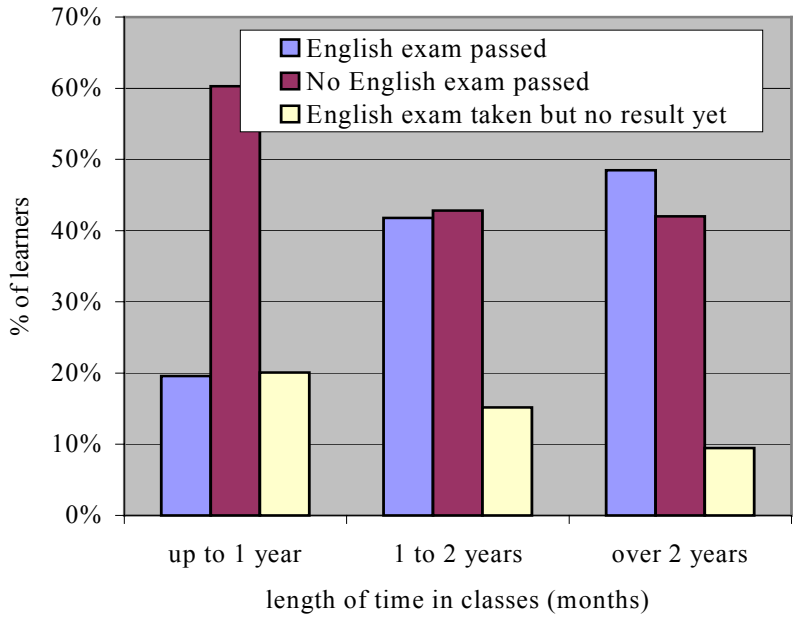
**Table 5.5 Candidates entered for SQA ESOL NQ Units**

| Examinations | FE entrants | CE entrants |
|---|---|---|
| Beginner | 204 | 0 |
| Intermediate 1 | 330 | 6 |
| Intermediate 2 | 349 | 10 |
| Higher | 63 | 0 |

5.13 Exit awards are increasingly valued by educational institutions, employers and by learners themselves. Entrance to mainstream College courses or to university requires formal proof of proficiency, and standards established for international students are normally applied to all non-native residents without Higher English, or an equivalent, for example IELTS or Cambridge CAE or CPE.

5.14 From the learners' questionnaire, however, it appears that large numbers of students have not taken examinations in English, even those who have been attending classes for over two years, as Figure 5.1 shows

**Figure 5.1 Students studying in the UK who have passed English examinations.**




5.15 Furthermore, somewhat surprisingly, only around half to two-thirds of the students who stated they were learning English for work or study expected to take an examination at the end of their current course, as Table 5.6 shows. Just over two-thirds of those who wanted to take an English examination expected to take one in the current academic year.

[24] According to the SQA, there were 1039 entries for the SQA ESOL NQ Units up to July 2004

**Table 5.6 Students learning English for work or study who expected to take an English examination**

| Reason for learning English | Number of students expecting to take an English examination | Percentage of students who gave this reason |
|---|---|---|
| So that I can apply for a job, or for a better job | 463 | 59.1 |
| To help me with the job that I have now | 117 | 49.5 |
| So that I can take an English examination | 373 | 65.3 |
| So that I can study at a British university | 261 | 61.5 |
| To help me start a College course | 290 | 57.4 |

5.16 The SQA NQ ESOL Unit specifications, written by leading ESOL practitioners in Scotland, became available in August 2003 after a period of consultation. Exemplars of assessment materials were produced for piloting in 2003-04 and the feedback from practitioners is now being used to revise the exemplar material with the additional help of ESF funding (until December 2004). The intention, according to Alan Wilson, Qualifications Manager (Modern languages) for the SQA, was to develop assessment units that were more relevant and more attractive than the old modules to the kind of ESOL students now enrolled on College, Community education and voluntary sector classes. As part of the SQA suite of qualifications they can also be more readily recognised both by employers and by educational institutions as matching NQs in other subjects.

5.17 Within Scotland, the ESOL NQs can thus be viewed as more user-friendly than international ESOL examinations. They allow students to start and finish at any time, which distinguishes them from IELTS, Cambridge or Trinity College examinations which have fixed dates. Another distinguishing feature is that units are classified according to language functions: Personal and Social English or English Language Study "helps them communicate with others about themselves and their lives", while English Language Skills "develops candidates' English …. in order to obtain and provide information, goods and services" (i.e. transactional English).

5.18 Students can take Units at Access 2, Access 3, Intermediate 1, Intermediate 2 and Higher level. Identifying the Units within the SCQF levels means that students can present easily-recognised qualifications for entry onto mainstream subject courses (NC and HN courses), but also for HE, although universities have not yet been brought on board (according to Alan Wilson) and are unlikely to be interested until benchmarking to CEF, IELTS and Cambridge examinations is completed.

5.19 In interviews with teachers, the SQA NC ESOL Units were one of the most keenly discussed issues. Many teachers recognised the value of this kind of assessment - listed in the SQA catalogue alongside other NQs, meaningful to Colleges and to employers, accessible to many students for whom existing examinations may seem too "academic". However, the new Units have met with often severe criticism, much from teachers who are strongly in favour of this kind of assessment. A teacher who had used them with all her classes felt "they need a lot of improvement", had been "done on the cheap" and that the piloting had so far been insufficient. Another had come across "too many errors" in the answers provided for some exemplar assessments. This teacher also regarded Access 2 as "meaningless" and questioned the validity of a writing task which involved copying, even at this level. Other teachers who

knew about the units were equally unimpressed by what they had seen, in both the Unit Specifications and the exemplar assessment materials: "too much text and bullet point summaries", "completely confusing to teachers", "based on learning outcomes, but no syllabus, materials or context". Interestingly, the view of Alan Wilson was that being context-free (i.e. no literature or cultural content) made the new units more useful and accessible to students.

5.20 The most frequent criticism was that assessment criteria were unclear – "great disparity between tasks allegedly at the same level". Access 3 listening was considered very difficult, but other skills at this level much easier. This view was shared by a teacher who had not yet used the units but who had attended the FENTO training workshop (in the summer of 2004) – the units were a great improvement on the "terrible" modules, but in her College there was a certain trepidation about the responsibility placed on the internal assessors, and the absence of clear guidelines, as she perceived it. In fact centre co-ordinators exist in all colleges – their role is to give clear guidelines to internal assessors. Unit length also gave cause for concern: a Glasgow College manager argued that his students, most of whom were asylum-seekers or refugees, needed twice the number of hours recommended (80 rather than 40), partly at least because of attendance problem (see Chapter 3).

5.21 One reason for reservations about internal assessment may be that ESOL teachers are mostly new to the internal assessment regime of SQA qualifications. No current teacher training courses include internal assessment either. However, the frequency of these negative comments, from teachers with long and varied experience, should alert the SQA to the need for more training. EFL and ESOL teachers after all live their professional lives, more than most teachers, changing and adapting to widely differing settings, students, syllabuses and contexts.

5.22 Some teachers who had been more closely involved in the piloting were much more enthusiastic, perhaps partly because their close involvement in this stage enabled them to view the exemplar assessments as still "work-in-progress". An outreach teacher in Edinburgh praised the units as a great improvement on the old modules – more focussed and targeted with fewer assessments; clearer tasks and clearer performance criteria.

5.23 A teacher about to use the units with outreach classes had previously used the modules and had found them too easy, and demotivating, although "great for students who hadn't had much education" Outside the piloting area, it seems the SQA still has some marketing to do (which it is aware of – a budget has been earmarked for marketing) : teachers in Aberdeen and Dumfries and Galloway Community Education seemed unaware of the units although in early May, Aberdeen Adult Learning managers were discussing offering the new SQA ESOL NQ Units. In Aberdeen, one teacher said of her mixed level class (beginners to pre-intermediate) "they definitely don't want anything to do with exams". In Dumfries and Galloway, classes are still using the old modules and expected to continue with them (levels 2 and 3).

5.24 Students who have been entered have been enthusiastic both about the units themselves and, for some of them, the chance to take a formal assessment for the first time. Students in Glasgow, Edinburgh, Falkirk and Aberdeen were entered in 2003-04. 300 students in Stevenson College Community-based ESOL classes in Edinburgh were entered, and participants in the Duncan Place Resource Centre Focus group clearly appreciated this

opportunity: “I am happy for exams - when you give exam your ability is measured”. They were looking forward to taking more, including the Higher ESOL Units, the following year.

5.25 Some teachers have reported some resistance amongst their students, who preferred to take more established and better-known examinations.

5.26 Unlike most other SQA awards, the ESOL NQs are being developed and promoted in a market crowded with international competitors. While it seems clear that they are filling a gap – offering a qualification to students who hope eventually to enter mainstream education or the labour force in Scotland (or the UK), at the same time both teachers and many students will expect a product that matches Cambridge and Trinity examinations in quality and reputation. Benchmarking to CEF levels and so to established examinations is essential for the near future, support materials and guidance need to be produced, and benchmarking to published coursebooks achieved.

5.27 Future development of the units, following SQA policy, will depend on their popularity, the supply of markers and exam writers and whether they can either pay for themselves or justify themselves as meeting critical student need. Their popularity with students in the piloting stage together with the low take-up of other examinations suggests that they do meet a need. The most obvious next step, the production of a Higher course externally assessed examination to complement the three existing units at Higher level, which could be used for entry into HE, will need to meet these conditions.

## PROGRESSION

5.28 College managers are keenly aware of the importance of enabling ESOL students to progress to work, mainstream college courses or to university and of their responsibility in ensuring that progression works. Anniesland College Principal Linda McTavish, was one of the first in Glasgow to take action to ensure that adult refugees and asylum-seekers arriving via dispersal in 2000 would be able to learn English at College level. Anniesland argued from the start for access to mainstream courses for these students, (interview 26/8/04). Linda McTavish lobbied early on for students to be able to enrol on part-time HN courses free (with fee-waivers) following their full-time English courses, or on ESOL+ courses (see also Hodgart, 2003)

5.29 Both ESOL and non-ESOL informants criticised the practice (clearly not a deliberate policy) of allowing ESOL learners in FE Colleges to enrol in General English classes for two, three or more years without progressing to mainstream courses, or to English for Specific Purposes (ESP) classes such as English for Business, for Computing etc. ESOL classes are usually very enjoyable and often fun. A good ESOL teacher will work hard to ensure students get to know each other, so the group may become very close-knit and offer opportunities for learners to make friends, which is especially important for those who may feel isolated by language and cultural barriers, with no job or immediate prospect of a job, far from family and friends. Not only refugees and asylum seekers suffer from this kind of isolation and the lack of confidence it engenders. It is understandable that students in this situation cling to their place in a familiar class with a known, friendly and supportive teacher, rather than risk a new and more challenging class.

5.30 A very experienced Glasgow-based teacher identified the main issues for ESOL as the need to make sure students are enrolled on appropriate programmes and the need to place students in the classes that will help them to achieve their ultimate aims. She spoke strongly about the tendency to put students into English classes and forget them: too many students are spending up to 3 years at the same level, perhaps quite happily, but not moving on to courses that will get them into work or into further training or education and, where there are waiting lists, blocking places for other students.

5.31 Progression rates are perceived as a key indicator of the success of an institution. One of the criteria used by HMIE teams in evaluating programme design at FE Colleges is how well courses provide progression routes – to HE, mainstream College courses or employment. HMIE reports of Community Education (Council-run) provision do not mention this however. On the other hand, where ESOL departments are isolated from the rest of the College, a not unusual situation, it may be more difficult to arrange progression and to ensure students are tracked and supported

5.32 The rather belated recognition that amongst the thousands of asylum-seekers and refugees who have been arriving in Glasgow since 2000, there are large numbers of highly qualified and experienced professionals has galvanised employers and some professional associations and universities into agitating for fast-track English tuition together with professional orientation and updating. In fact, Rhona Hodgart (2003) comments that refugees and asylum-seekers are "much more pressing [than traditional ESOL learners] in the demand to achieve [progression to mainstream] and this has been a force for change" (p17).

5.33 The West of Scotland Refugee Doctors Project, GOPiP (Glasgow Overseas Professionals into Practice for nurses), Refugee teachers, the Bridges Project, the New Glaswegians project together with schemes for skilled workers like OTAR have all been set up specifically to speed up the process of getting into work, as well as to encourage refugees to stay in Scotland. Some colleges have also responded by starting ESOL + courses, such as ESOL + car mechanics at Anniesland, ESOL + Beauty at Langside. Outwith Glasgow, prompted by Scottish Executive initiatives such as New Futures Scotland, there is evidence of a new readiness to view ESOL learners as a resource and an opportunity, rather than only as either a source of income (fee-paying international students) or as a responsibility.

5.34 Some of the findings from the learners' questionnaire seem to reveal a lack of interest and perhaps confidence in progressing to work or to study. 918 (613%) learners expected to re-enrol on an English class in 2004-05. Moreover, 68% of those who had already been attending English classes for two or more years expected to return to the same English class in 2004-05.

5.35 Of those who did not intend to continue with English classes, 88 expected to enrol on another course (not English), 21 were getting a job and 16 considered their English good enough not to require more English tuition. 19 learners wrote that they would be returning to their own country.

5.36 Even some advanced level learners (although not all), interviewed in focus groups, did not expect to be able to improve their English sufficiently to be able to work in their old occupations, or train for new ones – hence no interest in English for work. A priority for ESOL in Scotland should be to raise learners' expectations, and so stimulate a stronger demand for language tuition that will help in job-seeking.

5.37 The wider use of assessment instruments, in particular the SQA ESOL NQ Units (which include English for Work and Study from Access 3 level) should, by encouraging the expectation of an exit award, also encourage students to expect to move out of ESOL classes and into the mainstream.

5.38 A fundamental difficulty for students progressing to higher level classes is that free local authority provision in most areas is targeted at lower proficiency levels. A recent success story in Glasgow is the closure of outreach classes in Castlemilk because all the students have enrolled in (higher-level) College classes. More often, progression from community-based to college classes is problematic. In Aberdeen CE students who could have enrolled in College classes were put off by the cost. In Dumfries there are no College classes, and teaching and learning in community-based classes is seriously hampered by the numbers of advanced students joining classes and stretching the range of levels to such an extent that neither they nor the lowest level students can really benefit. College classes can also seem intimidating, especially to learners who have recently arrived in the UK, even those already at higher levels: an Aberdeen teacher described a highly educated and motivated student in her CE class who had joined a College course but found the class too big, felt "put on the spot" and did not want to return; other students she felt were put off by the examinations. College classes are almost always larger than Community-based classes. Comments from both teachers and students suggest they are sometimes experienced as more impersonal and more formal. On the other hand, students with more educational experience often lose patience with the slower pace and less academic atmosphere of the community-based classes which may be the only tuition on offer.

5.39 The issue of progression prompted some of the most serious concerns amongst College staff too, especially those teaching intermediate to advanced students. One Glasgow senior lecturer considered that her college was less successful in motivating and challenging higherlevel students, and that intermediate students were often demotivated by unemployment, delays in decisions on status (asylum-seekers) and also by having spent two years in General English classes.

5.40 Some practitioners felt that their centres were allowing students to re-enrol in ESOL classes when they might make faster progress by moving on to mainstream college classes, where English support could replace full-time ESOL. However, while many students may cope with spoken communication in mainstream courses (e.g. NCs), their written proficiency is often too low for exam-oriented courses.

5.41 Some practitioners felt that their centres were allowing students to re-enrol in ESOL classes when they might make faster progress by moving on to mainstream college classes, where English support could replace full-time ESOL. However, while many students may cope with spoken communication in mainstream courses (e.g. NCs), their written proficiency is often too low for exam-oriented courses. At Anniesland, progression onto "language-light" courses such as mathematics or computing was regarded as "very successful", as was progression to courses where Departments were rigorous in implementing entry requirements (eg IELTS 4.5 for NC courses), while ESOL learners often dropped out of courses which demanded more language proficiency. One Glasgow College lecturer complained that students were pressured to move on to mainstream courses, but once there could find they had continuing difficulties with written work, and no, or insufficient, in-class support. While they could theoretically continue with ESOL, their timetables might not allow this, and flexible, drop-in facilities were not available. The lack of advice and guidance for ESOL

students enrolled on other courses was noted in the recent HMIE subject review at Langside and this is now being addressed both at Langside and at Anniesland.

5.42 At the Glasgow College of Food Technology (with the largest number of ESOL students in Glasgow), language support for students on mainstream courses is limited to a single evening class once a week for all students.

5.43 In contrast, Stevenson College has recently been able to start a daytime class specifically for students enrolled on Business HN courses, replacing tutorial-based support for these students – although this service is still available for other students.

5.44 The new SQA ESOL Communications unit for HN as well as the ESOL NQ qualifications may help to spread this practice to other colleges, and should enable them to ensure that ESOL learners continue to have access to English language tuition within their mainstream courses, and that the tuition is tailored to their needs. The ESOL Communications Unit was piloted by Anniesland College in 2004, and the first students to pass it as part of their HNC and HND awards graduated in October 2004 (in business, engineering, computing and other subjects).

5.45 One College lecturer, with many years of experience of teaching HN Communications units, was critical of the levelling of the ESOL Communications unit at Intermediate 2, which in his College was the minimum level for entry onto an HN course. His preference was for advising ESOL students who had reached this minimum to take courses which do not have Communications as core (E.g. Accounting) – in fact he believed Communications should generally be electives, for all students and all courses.

5.46 Courses such as Computing and ESOL (with 50 students) and the NC Beauty and ESOL courses, delivered by both ESOL and subject specialists at Langside, or the Car Mechanics course at Anniesland show what can be done to offer a "halfway house" between discrete ESOL and mainstream courses. Such courses are expensive to run, and therefore limited. The danger is that learners with little interest in the subject are obliged to enrol because it is all that's on offer. Another difficulty is often integrating the language and the subject teaching effectively within the constraints of timetables and staff availability.

5.47 While there are many success stories of students progressing from low-level ESOL to university, refugees and asylum-seekers with less than 3 years' residence in the UK are charged overseas student fees at university, so many are forced into vocational classes at NC or HNC level, where fees can be waived or are lower. This is particularly the case for young asylum-seekers and refugees who are too old to start Higher courses at school (and whose level of English may not be appropriate) but whose educational achievements in their countries of origin would make them ideally suited to a university degree.

5.48 For international fee-paying students, more and more colleges are starting courses for university entrance, or expanding this type of provision. Edinburgh's Telford College is seeing a "slow increase in EAP" demand, and is running IELTS preparation courses to meet it. At Stevenson, a new agreement with Edinburgh University offers guaranteed places to students on the College Foundation course.

5.49 Learners at all levels want to progress, and to make use of their improving English. They usually have definite ideas of what they want to achieve, and realistic (sometimes

pessimistic) thoughts about how to achieve their goals. Chinese students in the low mixed-level community-based class in Aberdeen were pessimistic about their chances of ever getting jobs commensurate with training and education in China:

- A former nurse said: "I think impossible – English [for nursing] is very higher – I want to do my job – I think I can't."
- A former accountant described how she tried to study with an accountancy book at home: "everyday I try to read book – the numbers are ok but not the sentences."

5.50 In quite sharp contrast to the Aberdeen students, students from Stevenson College Edinburgh's Community-based provision were expecting either to continue studies started in their own countries (economics, medicine) or to be able to train for a better job than they had had before (a former hotel and catering worker). Another was keen for a part-time job, or even an opportunity to "work free, for my language practice, because I'm just stay at home." They had a clear idea of how long they would need to continue to attend English classes, and the kind of classes and job-search skills they would need, before attempting to find a job or study further (1 or 2 years). They were also quite aware of how to find out about mainstream courses at the main campus for example.

5.51 In Dumfries students in the focus group were looking forward to improving their English sufficiently to be able to find a job (including one who wanted to join the Police), enter college or university, play a fuller part in a family business or return to their own countries better equipped to find jobs in the tourist industry. These more advanced students foresaw little difficulty in attaining their goals, eventually, although every student was insistent that they needed more hours of classes.

5.52 Undoubtedly there are ESOL students who go to classes because it is somewhere to go and/or because the College pays their bus fare. However, it is important to stress the role of the English class in helping migrants of all kinds, whether long-term or short-term, to integrate and to feel at home in Britain, to practise English by speaking to class-mates as well as to be taught, to find out about how things work from other students, as well as to learn about British life and culture. One student in Dumfries described very eloquently how the English class had filled a gap in his life in Scotland: "half of my social life here in Scotland is here in the school. Before I came here, I was in the university and I lived in the big city and I used to go to opera, to cinema, to theatre, to concerts – and here I can't afford it. I just don't have time and I don't have the money. I don't meet so many people….so for me, this is my second family". It also provided a rare opportunity to speak English, as well as to learn it, as the hotel where he worked had so many Eastern European employees that – in his view – interactions amongst the staff in English were rapidly diminishing.

## ROUTES TO EMPLOYMENT OR MAINSTREAM TRAINING AND EDUCATION

5.53 Fresh Talent, the Scottish Executive's initiative in inviting foreign workers and professionals to come to work in Scotland, in response to its changing demographic profile, may help to develop a more favourable climate for migrants and refugees[25].

5.54 Jim Gaffney of Laing O'Rourke Construction (Scotland) Ltd spoke at the STUC's Conference on Refugees and Asylum Seekers (4/6/04), of his "very very positive" experience of working with refugees and asylum-seekers. However he noted that they are vulnerable to exploitation because of ignorance of UK legislation relating to employment, limited English and perhaps also because their skills and working practices may be more traditional and not completely appropriate for modern sites and factories. He also spoke of the large "grey" labour market where refugees may earn no more than £20 or £30 per day and pay no tax.

5.55 There are many students who already have skills and professions who are mainly prevented from finding a job by their lack of English, including occupational English. The skills audit conducted by the Scottish Refugee Council (published April 2004) established that well over half of the 523 refugees and asylum-seekers they spoke to had college or university qualifications, while others had trades skills and management and IT experience. Yet only 16% considered they spoke English "fluently". In this context, ESOL classes focussing on preparation for work or training, or for job-seeking can be seen as a priority.

5.56 Responses from the online questionnaire give only 725 English for Work classes across Scotland, as against 20,862 General English and 1,720 English for Study classes. It is now fairly common for General English classes, including Community-based classes, to teach English for work and for job-seeking. Nevertheless, Table 5.7 shows not only how few students are currently learning English for Work, but also the low priority apparently accorded this kind of English by learners, especially amongst asylum-seekers. As mentioned above, these figures may be explained by low expectations amongst learners: they do not expect to be able to work, so they do not prioritise learning the language they need for job-seeking. Nevertheless, this figure is in striking contrast to the views of informants, both in ESOL and in work spheres, that refugees and asylum-seekers are especially keen to find jobs, especially jobs for which they are already trained.

[25] It should be noted however that the Fresh Talent website makes no mention of English or English language skills or training..

**Table 5.7 English for work currently taken and needed by employment status**

| Employment status category | Number learning English for work | Percentage of all learners in this category | Number who want to learn English for work* | Percentage of all learners in this category |
|---|---|---|---|---|
| I am working full-time | 40 | 34.5 | 17 | 14.7 |
| I am working part-time | 70 | 26.7 | 52 | 19.8 |
| I am working as a volunteer | 11 | 32.4 | 6 | 17.6 |
| I am trying to find a job | 115 | 36.4 | 80 | 25.3 |
| I am not trying to find a job | 60 | 24.1 | 31 | 12.4 |
| I am not able to look for a job because of my asylum-seeker status | 128 | 28.1 | 69 | 15.1 |
| I am retired | 6 | 20.0 | 1 | 3.3 |
| Total | 430 | 28.7 | 256 | 17.1 |

* In this question, learners were asked to choose only 3 from a list of 10 skills and topics – although most chose more than 3

5.57 For many, the route to a job will be via a College or University course, for which the entry qualification will be a particular level of proficiency in general English. English for specific purposes (ESP) support for students in HN courses is likely to be more beneficial than generic English for work.

5.58 There are also learners of English who are blocked from employment opportunities in spite of adequate English and updated skills by what one worker has described as the "impossible" attitude of some professional bodies: their professional fees are prohibitively high, they do not offer preparation courses for their examinations and they seem uninterested in helping refugees into jobs even where there are shortages. This contrasts markedly with the philosophy of the GMC and the GTC.

5.59 Two major concerns of skilled and professional workers are the length of time it takes to develop adequate language proficiency and the time it then takes to gain accreditation for foreign qualifications. One informant spoke of how refugee doctors and other professionals were discouraged by having to wait 2-3 years from initial referral to English classes to work. Such a delay can lead to deskilling too, in spite of shadowing and other schemes.

**Jobcentre Plus**

5.60 Jobcentre Plus plays an important role in helping ethnic minority and refugee jobseekers[26] into work. The Ethnic Minority Development Officer for Scotland, Irfan Arif, has organised events to bring ethnic minority jobseekers together with employers who can offer real jobs. Information days at mosques and gurdwaras have also been held in an effort to increase the number of ethnic minority jobseekers, who may be deterred from using jobcentres through lack of awareness or mistrust of government bodies. Through New Deal, Jobcentre Plus has formed partnerships with colleges, notably Anniesland in Glasgow and Stevenson in Edinburgh, where 18-24 year-olds can attend ESOL and vocational classes (with English language support). Personal advisers in some Jobcentreplus offices, like Bill Anderson (see below), work mainly or exclusively with refugees and help with a wide range of queries. At present, over 25 year-olds have no recourse to 'free' classes, which frustrates

[26] Asylum-seekers arriving after June 2002 are not permitted to seek work

the personal advisers. Changes to New Deal, however, will mean that older clients will be included in free provision.

5.61 There are no bilingual personal advisers in Glasgow. Many staff do speak other languages – e.g. there are Punjabi speakers in Partick - but there appears to be no policy to ensure jobcentres are staffed with bilingual speakers of relevant languages.

5.62 Jobs available for migrant workers with limited English tend to be low-skilled and low-paid, and often in the black market. Irfan Arif said that employers were fixated with standard application forms which usually require a high level of English to complete[27] and would not consider other ways of finding out skills and experience which would be more appropriate for ESOL learners. Mr Arif believed that most employers have not "quite come to grips" with a labour market which is being transformed in many ways by the arrival of migrant, refugee and settled ethnic minority workers with a wide variety of skills, and that racial prejudice is still a factor in keeping unemployment rates among ethnic minority communities higher than among whites. These attitudes, in particular the use of language as a means of excluding migrant workers, are also found elsewhere in Europe[28]

5.63 Bill Anderson of Springburn Jobcentreplus Office was the first "named representative" in Glasgow Jobcentreplus Offices, whose responsibility is to work with refugees and asylum seekers. He took on this role in July 2000 when an asylum-seeker came into the Springburn Jobcentreplus looking for help, and he has been helping clients ever since with a host of functions, including applications for maternity support, jobseeker allowance, NI numbers etc. ever since. Now Offices throughout the city have dedicated officials performing this role. Mr Anderson works closely with SRC and attends monthly meetings with them (he describes their relationship as "symbiotic").

5.64 In his experience, employers are now concerned with English language proficiency where a job involves either dealing with the public or professional qualifications. For low-skilled catering or factory jobs employers especially outside Glasgow are now keen to recruit refugees because of their willingness to work long hours and their reliability. Employers are prepared to take on refugees if a group with the same first language includes at least one individual with adequate spoken English. Initially such employers were wary of doing this, but experience has apparently taught them otherwise. Employers have also, he noted, learned to grade their language when communicating with non-native speakers. There are of course clear risks involved in such strategies, not least with health and safety. Bill Anderson maintained that English language was not, therefore, "vital" for entering the labour market but it was for getting a good job. He does try to get all his clients to attend English classes and is involved at present in developing English for work courses with Anniesland and Stow Colleges. However, he is fully aware of the shortage of places at Colleges (and is unsure of the quality of non-College ESOL), so can only encourage. He has come to realise that working – i.e. interacting with English speakers all day – is the most effective way of making progress in English, so he also encourages clients to take on voluntary work – "until they use it, they won't learn it".

5.65 Jai Dhillon, the Minority Ethnic Outreach Worker with Jobcentre Plus in Glasgow, in post for around a year, has a remit to work with unemployed minority ethnic clients – mainly

[27] see Schellekens (2004) *Language in the construction industry: communicating with second language speakers* which includes recommendations on making English clearer and simpler

[28] see Resource project – Germany p 24

New Deal clients. He helps clients find non-college ESOL courses while they wait for a College place and also works on their CVs with them. He explained that more educated clients don't like having to take training or classes in less-skilled vocations, which may be offered largely because of their English proficiency, but, as New Deal clients, they cannot refuse "I feel more could be done, more classes, more [vocational] training, more hands-on".

5.66 New Deal partners Anniesland College have free ESOL places for New Deal clients aged 18-24 in the Glasgow Employment Zone and these clients do not need to wait for 6 months before taking up a place (they can also jump the queue and join a class within 2 weeks) but older jobseekers (25+) have no free English language provision at present. In the summer of 2004 Anniesland had 25 New Deal students (classes run for 51 weeks of the year) - numbers peaked at 55 in January 2004. Students have a minimum of 30 hours of classes per week including 15 hours of ESOL, together with vocational classes in catering, IT, computing, motor vehicle maintenance or accountancy: the choice of vocational class largely depends on level of English.

5.67 New Deal clients are now eligible for only 6 months' free English tuition. If – as is sometimes the case – they are at beginner level when referred, they are extremely unlikely to be ready for employment after 6 months. In addition, one teacher respondent noted how the roll-on-roll-off system of enrolment applied to New Deal students discriminates against beginner level students – their level of English means that they are unlikely to benefit from joining a class in the middle of a course, so they are obliged to wait until a new course starts.

**Into work projects**

5.68 Exclusion from the legitimate labour market, skills in need of upgrading and language limitations have been addressed by a number of innovative and successful projects, notably with refugees and asylum-seekers in the West of Scotland. Some of these are described below.

5.69 The NHS Refugee Doctors Programme, currently active in the West of Scotland (although in principle available to refugee doctors throughout Scotland), takes asylum-seekers as well as refugees referred by the SRC, on the grounds that around 75% of asylum-seekers in Scotland are granted refugee status.

5.70 In order to register with the GMC, all overseas doctors need to pass IELTS at Band 7.0, and the PLAB test. The Programme sponsors refugee and asylum-seeker doctors by providing English language tuition at Anniesland College, and bus passes followed by a postgraduate attachment at Glasgow University. Of 93 who have been enrolled since the start of the Programme 28 now (November 2004)have GMC registration and 18 are currently working within the NHS (more than half in the West of Scotland). 43 are now working towards registration, including 33 who are still preparing for the IELTS examination.

5.71 The main problems faced by doctors on the programme, according to the Associate Postgraduate Dean leading the programme, are the limited number of places in English classes and the difficulty of reaching IELTS Band 7.0 (which in some people's view was set at too high a level). Once they achieve this there is usually fairly rapid progress passing the PLAB exams required for registration with the GMC[29].

[29] A project similar to this for refugee pharmacists has recently been launched.

5.72 The Upward Steps (Grampian Race Equality Council) is a small-scale 5-year project, funded by Scottish Enterprise, under "New Futures" and aiming to help long-term unemployed amongst (originally) the settled ethnic minority communities (Chinese and Bengali) into work. Now, it has been extended to new arrivals – 20 different nationalities have been involved in the last year – although GREC is not permitted to assist people on temporary visas or anyone covered by immigration legislation. This means that the majority of non-native speakers in the Aberdeen area are not entitled to take part in this, or similar, projects.

5.73 Criteria for eligibility include long-term unemployment and age below 35 (which does exclude many who would benefit). The programme lasts for 6 months and includes literacy and numeracy and CV and interview skills. Some clients have also attended ESOL classes (sometimes with bilingual assistants), run by Adult Learning. A special feature of this programme is that mentoring and interpreting help continues after clients have found a job: they can contact the project workers while at work to seek help with for example understanding health and safety instructions.

5.74 The 2002-03 report states that in the second year of the project 118 clients were recruited, but that 30% had to be referred to other agencies as they were either too old, or had no education at all. However, 35% of those who undertook the 6-month course were subsequently helped into jobs. One year later, all were still working in the same jobs. 10% moved on to FE or HE mainstream courses). Aberdeen City Council took on 17 as cleaners. In 2003-04, 25 took the course and 16 got jobs – 13 as cleaners with the City Council, others in a chicken factory and an IT company. Most of these clients had previously worked in hotels and restaurants in Hong Kong, but the group included some with professional qualifications. The project also refers clients to local charities such as Oxfam shops and the CAB both for work experience and for the opportunity for greater exposure to English.

5.75 Although the project can claim success in finding jobs for many of its clients, GREC highlights a number of issues:

- drop-out rate: lack of confidence and family commitments contributed to this: 44% of those enrolled did not complete the course(s) in 2002-03.
- language barriers: with mentoring and client networking even jobseekers with limited English are keen and able to enter the labour market. However, the Report complains that the Jobcentre Plus office shows little interest in helping such people.
- race discrimination: it appears that some employers deny the existence of jobs when faced with an ethnic minority applicant.
- the need to maintain funding so that this project can continue.

5.76 The Bridges Project, run by the institute of Contemporary Scotland and funded by Scottish Enterprise Glasgow, the European Social Fund and the Scottish Executive, helps professionally qualified refugees and asylum seekers into work by offering them opportunities to shadow "opposite numbers" one day per week for 12 weeks. Asylum-seekers are now barred from entering the job market and may be offered inappropriate courses in FE colleges and are treated as overseas students (therefore liable for overseas fees) by universities.

5.77 The project began in January 2003 and 105 clients have taken part, in Glasgow, Edinburgh and South Lanarkshire, although the organisers say "we now have more clients

wanting placements and more companies offering placements than we can … monitor and organise". 5 have been offered permanent employment by their placement company, and 6 were accepted onto a CITEC training and work scheme. More than 2/3 of clients are asylum-seekers, who do not have permission to work, and so would not be able to take on jobs that might be available. The project is even more successful in helping people to develop confidence in using English, and providing exposure to English: both clients and employers report that their language skills improve enormously. In addition, clients find out how their job is carried out in the UK, meet like-minded colleagues and are able to get references. Kate Davidson of the Institute concluded that shadowing schemes were successful when carried out in partnership with training schemes, including English language tuition.

5.78 The Institute for Contemporary Scotland, in partnership with Glasgow City Council, Laing O'Rourke Construction (Scotland) Ltd, CITEC, and Anniesland and Stow Colleges, is also running a training scheme, OTAR (Overseas Trade Assessment and Reskilling) for skilled workers in the construction industry such as electricians and welders. Clients are tested in English and then in their vocational skills, at SVQ3/City and Guilds levels. They are then given appropriate tailored courses in their trade skills, in technical English and in Health and Safety so that they can obtain their trades papers. According to Kate Davidson, 15 applicants have just successfully taken the preliminary English test and are about to start on core modules in health and safety, technical ESOL, team building and first aid before having their technical skills assessed. The role of employers in the partnership is commonly to offer work placements rather than funding. As a result of work shadowing through The Bridges Project, Laing O'Rourke have now (June 2004) offered "real" jobs to two engineers.

5.79 The New Glaswegians Project run by Glasgow Chamber of Commerce provides refugees with additional help for job seeking via two programmes – one for professionals, the other for semi-skilled workers. This project too works with College ESOL providers.

5.80 Glasgow Overseas Professionals into Practice (GOPiP) aims to provide pre-registration and pre-adaptation support and training for Refugee nurses. The pre-adaptation programme (for nurses with low English proficiency or whose circumstances do not allow them to work as nurses) first ran in 2003, with English language tuition (English for nursing) provided by Anniesland College ESOL Department. The programme also includes work shadowing – 8 hours per week for four weeks.

5.81 Nurses' language skills are tested by the College, which accepts them at a minimum level of IELTS 4.5 (at this level they may work as auxiliary nurses). In 2003, 14 completed the pre-adaptation programme and some of these are now en route for registration. Others are not yet ready due to low level of English, their refugee status or personal difficulties, and are likely to repeat the course.

5.82 In this case, the professional body, the Nursing and Midwifery Council has been very supportive, according to the co-ordinator at Glasgow Caledonian, Ima Jackson: it has waived the requirement for certificates and other documents where they are missing (not uncommon for many refugees) and interviews nurses to establish their experience and qualifications instead. It has also (in principle at least) waived the registration fee.

5.83 Ms Jackson's view of the IELTS test for nurses (adopted a few years ago by the NMC) is that it fails to assess the kind of speaking and writing skills nurses need. Anniesland College has developed its own test, focussing on report-writing and understanding and giving

instructions. In spite of the high quality of the support given by Anniesland College, Ms Jackson felt that GOPiP had underestimated the complexity of the language skills required by nurses, which may help to explain why not all the nurses who took the pre-adaptation programme were able to proceed to registration.

5.84 GOPiP provides 16 hours per week over 15 weeks of language development in a professional context, together with work shadowing (8 hours per week for 4 weeks). In the future, it hopes to offer integrated courses for both refugee and non-refugee nurses: although the latter need more support at the beginning, outcomes need to be the same for both groups. Prospective funders have accepted this logic and in this respect GOPiP is anticipating a significant change in nursing education to be implemented in 2005: all overseas nurses will have to undergo an adaptation programme validated by the NMC in a UK HEI. Oral and written communicative skills will feature prominently in these programmes.

## DISCUSSION

5.85 Initial assessment or screening is variable across Scotland. Some institutions use only interviews, others a bigger battery of tests. Reliable initial assessment is important for placing students in the right level of class. When all four communicative skills (listening, speaking, reading and writing) are not assessed, students have been known to be placed in higher level classes on the basis of their spoken proficiency, and only later found to be unable to read or write in English.

5.81 Individual learning plans, although widely used, attract some criticism from teachers. There is a view that they are not always appropriate for ESOL learners, although there is agreement that learners' progress does need to be tracked and regularly reviewed with the learners. A recent DfES draft report (2003) on the use of ILPs with ESOL learners in England and Wales identified several concerns of teachers, notably the difficulty of using them effectively with lower level students (who might, without the help of interpreters, be unable to understand them), with large classes particularly with roll-on/roll-off enrolment.

5.86 There is a relatively low level of entry to external awards amongst ESOL learners in Scotland and evidence of an apparent reluctance to move out of ESOL classes and into mainstream or work. This, combined with the sparseness of language support for ESOL learners in many mainstream courses, suggests that progression out of ESOL is both perceived and experienced as challenging.

5.87 Established examinations such as IELTS and the Cambridge suite are still gaining ground in Scottish ESOL. Although they may not be so well-adapted to the needs and circumstances of resident students (settled ethnic minorities, refugees and asylum-seekers), they are well-known to HE, have long-established international currency and a large amount of published resources is tied to them. Many students, not only international fee-paying students are keen to take these examinations.

5.88 The primary purpose of the SQA ESOL NQ Units is to allow progression onto NQ and HN courses, at FE level. They should therefore make articulation from ESOL easier, and their flexibility and function-based syllabus make them more attractive to students without a strong educational background and encourage them into mainstream FE courses.

5.89 It is clear that the SQA still has work to do to sell the units to teachers, especially to those with long experience of older examinations. Teachers are concerned about the design of units, including the descriptors, very uneven levels across skills within Units, and the matching of Unit levels to published materials. They are also concerned about their roles as internal moderators, and the adequacy of training and guidelines.

5.90 The development of the externally-assessed Higher course to complement the existing three units is also seen as essential, if the SQA award is to gain recognition by universities, and many employers. ESOL staff involved need training in internal assessment in order to successfully implement the SQA ESOL NQ Units.

5.91 For many professions and skilled trades, an advanced level of English proficiency is vital. Doctors and nurses who cannot communicate with patients or colleagues put lives at risk. Construction workers who misunderstand site notices or spoken instructions may do the same. The kind of English language training required by such workers is both highly specialised and may often be highly culturally specific (e.g. communicating with patients, understanding regulations and practices). General English courses therefore can contribute only to a limited extent, and work-shadowing programmes like the Bridges and New Glaswegians Project, "into work" programmes like OTAR (Overseas Trade Assessment and Reskilling), PEPE (Pathways to Employment for Professional Engineers) and GOPiP (Glasgow Overseas Professionals into Practice) can demonstrate the value of providing specialised language training and "immersion" – not only for refugees and asylum-seekers but also for other migrant workers. New ventures such as work-based ESOL classes need to be developed.

5.92 What appears to work best is a well-thought-out blend of language improvement and tailored English for work provided by ESOL staff and a specific training or updating, with work shadowing or work placement.

# CHAPTER SIX CONCLUSIONS AND RECOMMENDATIONS

## CONCLUSIONS

6.1 According to projections (Office of National Statistics 2003) 60% of the expected increase in population of 4.3 million, to 2026, will derive from net immigration into the UK. Although the proportion that will settle in Scotland is unpredictable, that there will be a large increase in numbers of speaker of other languages here is certain. ESOL in Scotland is already a major educational interest, spread over three sectors (four if the relatively small private sector is included). It needs to be adaptable enough, and sufficiently well-resourced to be able to cope with continuing change - spurts in demand and changes in the kind of student requesting classes.

6.2 From the questionnaire data, it appears that most of Scotland can offer some kind of ESOL tuition. However, in many places this is limited to 2 or 4 hours per week. In other places there are long waiting lists, with many students waiting several months to join an English class. At present, there is considerable demand for Beginners' classes, although we were not able to quantify this demand. This demand needs to be satisfied more effectively now, but managers are aware that the profile of learners is not stable, and in Glasgow, for example, refugees and asylum-seekers who arrived 2 or 3 years ago as beginners are now becoming intermediate, and within a few years start to leave ESOL classes.

6.3 However, as Linda McTavish put it, "It's not just about learning English": ESOL is responsible for developing the language proficiency essential for settling into life in Scotland, make friends, use services, raise their families, look for jobs and undertake training and further and higher education. At the same time, the social, emotional and intellectual experience of the ESOL classroom itself can, almost independently of language learning, help learners feel confident and empowered enough to face the challenges of living in a new country.

6.4 Judging from the needs expressed by learners and by teachers, ESOL is seriously under-resourced. Yet ESOL in Scotland includes full fee-paying international students, who bring considerable income into many Colleges, and it was clear from interviews with College managers that there is a determination to develop this business aspect. More classes, crèche places, teaching resources; better classroom accommodation, support and guidance; more in-service and on-site teacher development – all require more resourcing.

6.5 Progression from ESOL into employment and mainstream education is a key indicator of the effectiveness of provision. Progression can be speeded up through into-work projects such as work shadowing, ESOL + courses, English for Work courses and workplace ESOL classes. These are clearly popular schemes and deserve systematic evaluation which goes beyond counting the number of students who go through them.

6.6 Many factors that slow down language acquisition are not due to individual ability, but can be addressed. Amongst these are the number of hours of classes that are available, and when classes are timetabled. Many studies confirm that adult language learners need considerable amounts of time in class in order to reach levels of proficiency that allow them to live independent lives, let alone find skilled or professional jobs. Mixed level classes also tend to hold back more advanced learners: one of the few complaints voiced in focus groups was that mixed level classes were unhelpful.

6.7 Students also need opportunities to practise and use English in "real-life" interactions. Many complained of the shortage of such opportunities, but many also seemed unaware of what possibilities there were, such as online learning or college activities.

6.8 Classes also need to be accessible to all: classes at different times including evenings and weekends, classes in places where learners can get to easily and safely, targeted publicity, more crèche places. Classes also need to be carefully designed to suit specific needs e.g. work-based classes and tailored language support for mainstream courses. Although there seemed to be very little interest amongst learners for English for Work taught in ESOL classes, there is, at the same time, great demand for courses and programmes designed to help learners get jobs. English tuition tailored for such courses can, it seems, help to speed up learning.

6.9 Teachers rated the quality of support and guidance as relatively poor. For most students it is their teacher whom they will approach for guidance, particularly about progression. Many teachers of asylum-seekers still find a large portion of their time is spent helping their students with other than language problems (although there are many more sources of help than during the first months of dispersal). While many Colleges employ international officers, their main task is often to help international fee-paying students.

6.10 ESOL in Scotland is largely delivered by a part-time workforce. While part-time contracts are the norm in CE for all subjects, in FE 2/3 of all staff enjoy full-time permanent contracts – twice as many as amongst ESOL teachers. A professional service needs a stable, well-resourced and trained workforce, which means more full-time or fractional contracts.

6.11 Minimum requirements for qualifications are not consistent across institutions. There are still some institutions, including FE Colleges, which do not require any ESOL qualification for new staff. Some colleges on the other hand are increasingly demanding higher qualifications in TESOL, which normally means the Cambridge or Trinity College Diploma. There is clearly a need to ensure that the profession in Scotland is a fully qualified one. This implies in-service training for practising teachers who lack qualifications. It is suggested that the SQA could offer a professional development award based on the FENTO model – the 2-stage Subject Specifications for teachers of ESOL.

6.12 Employers also have a responsibility to ensure that staff are inducted into the particular needs of their students, the syllabus and assessment instruments in use and the support systems in place for ESOL – on top of general college induction sessions. In a sector where students, requirements and contexts are changing rapidly, teachers are in need of regular professional training, which is at present scheduled almost entirely for weekends or evenings, rather than for working hours.

6.13 Further training is also required for teachers involved in internal assessment of the SQA ESOL NQ Units. The concerns expressed about these awards need to be addressed not only by ensuring that staff are prepared for this responsibility but also by ensuring that the units themselves will eventually match the rigorous standards demanded in the global and highly competitive market for ESOL tests.

6.14 There is no significant difference between students who attend CE and those who attend FE classes, as regards their language needs. The same quality assurance standards need

to be applied to both sectors which means collaboration between the sectors on setting standards.

6.15 Although there was only lukewarm interest in a core curriculum amongst ESOL practitioners interviewed, the SQA ESOL NQ Units establish national standards within the national qualifications framework. These imply a curriculum framework. The different configuration of Scottish ESOL, where classes commonly include international students, asylum-seekers and people from the settled ethnic minority community all learning together may make adoption of the English core curriculum inappropriate.

6.16 Most teachers complained about the lack of suitable teaching materials, especially for beginners, literacy classes and to address the specific needs of asylum-seekers. The widely-praised materials for lower level students produced by the Adult Basic Skills Strategy Unit for the DfES could be adapted for use in Scotland – as some institutions are already doing.

6.17 Teaching for Citizenship, following the Crick Report, also needs resources specifically for Scotland.

## FURTHER RESEARCH

More research could usefully be conducted into a number of issues:

- the need for closer co-operation and strategic planning between providers in a city or area.

- the rate of progress of learners in different types of tuition, including full and part-time, General English and English for specific purposes.

- the effectiveness of "into work" projects.

- the extent of non-attendance amongst speakers of other languages with low levels of English, and ways of encouraging them to join classes.

## RECOMMENDATIONS

RECOMMENDATION 1: the Scottish Executive needs an oversight of the whole of ESOL to monitor coverage as well as quality. To this end a national ESOL Co-ordinator should be appointed to liaise with FE, CE and Voluntary sector providers and with the Home Office and other agencies such as the Scottish Refugee Council. The Co-ordinator should also have access to additional funds which could be disbursed to provide tuition in the case of sudden increases in demand.

RECOMMENDATION 2: Local providers should monitor provision and demand and ensure that, as a minimum, there is some provision for all learners who request it. Waiting lists for ESOL classes that keep learners out of classes for more than a couple of months can effectively deprive them of the ability to function independently in everyday life, and can also, by holding up language learning, delay the arrival of the learner in the labour market or from the route to further education and training. Providers should work towards "capping"

the length of time any applicant has to stay on a waiting list (e.g. 6 weeks). The Scottish Executive should consider funding short-term and flexible solutions to waiting list problems, including the use of volunteers and part-time classes. In remote areas, use could be made of peripatetic teachers and short intensive (e.g. weekend) courses where there are clusters of learners.

RECOMMENDATION 3: More on-site childcare places and where possible, provision for after-school care, need to be put in place to allow students with young children to attend classes or more classes.

RECOMMENDATION 4: Classes for beginners and ESOL literacy classes should have lower maxima than other classes. Learners at this level should have priority for highly intensive tuition (i.e. more than 21 hours per week). Mixed level classes should be replaced by single level classes wherever possible, especially where such classes (community-based) constitute the sole provision, and there are no FE courses. As a minimum, there should be separate beginner and elementary classes, and advanced level classes.

RECOMMENDATION 5: Where providers can cope with increased demand, they should set up a website in English and in the main migrant languages giving information about all the ESOL classes available in the area, in both CE and FE sectors (using the Glasgow ESOL Forum website as a model). Leaflets translated into the main migrant languages could also be produced and displayed in jobcentres, hospitals, libraries, community centres, surgeries, etc.

RECOMMENDATION 6: Ways of improving progression rates, particularly into work or into mainstream College or university courses, should be investigated. This investigation should focus both on ways of raising learners' expectations so that they are more willing to consider employment or training that matches their skills and experience, and on providing a wider variety of routes including highly intensive courses, ESOL + college courses (for more subject than is available at present), work-shadowing schemes and work-based ESOL, which can provide more motivating contexts for fast - tracking language learning. This is likely to require more staff or staff time for guidance and support.

RECOMMENDATION 7: Institutions should review the support systems that exist for all non-native speaker students both for practical help and for academic guidance. Effective systems should also deal with tracking progress and ensuring students in mainstream courses have access to relevant language support. Modules already exist including online units for training careers advisors for asylum-seekers.

RECOMMENDATION 8: The merged FE and HE Funding Council should consider an alteration in the rules for international students to enable refugees and asylum-seekers, and other categories to pay home fees for full-time FE and HE courses.

RECOMMENDATION 9: Institutions should establish more full-time and fractional posts for ESOL, in order to improve working conditions for teachers and ensure that students benefit from the continuity of teaching, guidance and support that a stable workforce can deliver.

RECOMMENDATION 10: A national minimum level of teacher qualification should be introduced, for both FE and CE sectors and should be available to all teachers wherever they work. The SQA should develop an award for ESOL teachers, based on the FENTO framework.

RECOMMENDATION 11: Training for volunteers should be developed and certificated.

RECOMMENDATION 12: A common quality and inspection system should be devised for all adult ESOL provision allowing for differences in approach in CE and FE.

RECOMMENDATION 13: The SQA needs to review entry requirements for HN courses, so that they match more closely the language requirements (or existing language skills) of native speakers as well as progressing the development of HN Communications Units appropriate for ESOL learners – units that focus on language as well as skills improvement.

RECOMMENDATION 14: FE Colleges should institute specific induction sessions for ESOL for new staff. Employers and professional bodies should also consider holding in-service training sessions and CPD during working hours.

RECOMMENDATION 15: There should be an agreed national criterion based on length of residence for eligibility for free CE classes.

RECOMMENDATION 16: More time and resources need to be allocated for the revision of the SQA ESOL NQ Units, for the development of support materials and for benchmarking to CEF levels and for the wider dissemination of information about the Units, especially to CE teachers and institutions. The production of a Higher course external assessment should be a priority.

RECOMMENDATION 17: The Scottish Executive should set up a working party to develop principles for a national curriculum framework for ESOL.

RECOMMENDATION 18: Teaching and learning materials with a Scottish "accent" should be developed for Beginner and ESOL Literacy classes.

RECOMMENDATION 19: The Scottish Executive should consider ways of providing more opportunities for students to practise English in safe, stimulating environments outwith the classroom, following the example of refugee support organisations. Volunteering can offer such opportunities, although granting asylum-seekers the right to work would be most effective.

RECOMMENDATION 20: Colleges should consider spending some of the income from full fee-paying international students to improve classroom accommodation for all ESOL. students.

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# ANNEX ONE QUESTIONNAIRES

## ONLINE QUESTIONNAIRE

**ESOL Questionnaire**

As you may be aware by now, we are conducting a survey of English language (English for Speakers of Other Languages – ESOL) teaching in Scotland, on behalf of the Scottish Executive. The main purpose of the survey is to provide a basis for the development of a National Strategy for ESOL. We regard the collection of data on the extent and range of tuition, sources of funding and on teacher qualifications as essential to this project.

You may have already been contacted and asked for some details of the tuition you are responsible for, and to assist with the questionnaires for learners and teachers. We would be very grateful if you could now complete our online questionnaire, which you can access via this link:

The questionnaire should take about 10 minutes to complete. The data you provide is confidential, and will only be seen by the University of Abertay Dundee Research Team. This data will be used to compile a statistical picture of ESOL provision.

Please supply information that relates to 2003-04 (unless otherwise stated). We would also be grateful if you could answer all questions, writing na (=not applicable) or dk (= don't know) where appropriate.

Many thanks

Catherine Rice
University of Abertay Dundee
Lead researcher, ESOL Survey

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**Organisation:**

**Address:**

**Postcode:**

**Sector:** ☐ Further Education

☐ Community Education

☐ Voluntary

☐ Other Please identify

**Your name:**

**Your job title:**

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**1. FUNDING:**
**a) How is your ESOL tuition funded?**

| Source of funding | What proportion of your total provision (including childcare etc) does this source pay for? | |
|---|---|---|
| | 50%+ | Less than 50% |
| SFEFC | ☐ | ☐ |
| International student fees | ☐ | ☐ |
| Adult Literacy and Numeracy partnerships | ☐ | ☐ |
| Other government | ☐ | ☐ |
| EU | ☐ | ☐ |
| Other Please specif | ☐ | ☐ |

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**2. ENGLISH LANGUAGE (EFL OR ESOL) CLASSES:**
**a) Number of classes in 2004**

| | No. of courses | No. of students | fte* |
|---|---|---|---|
| Full-time full-year courses | | | |
| Part-time full-year courses | | | |
| Short courses (under 10 weeks) | | | |
| Part time courses less than 5 hours per week | | | |
| Evening courses | | | |
| Home/1:1 tuition | | | |
| Other Please | | | |
| Total | | | |

***fte** = full-time equivalent, a way of measuring student numbers used in Further Education

**b)**

| Type of class | Number of levels, including mixed levels | Number of classes at each level |
|---|---|---|
| General English, including English for everyday | | |
| English for work/vocational training (including English for Specific Purposes) | | |
| English for study (including English for Academic Purposes) | | |
| ESOL Literacy/reading and writing | | |

**c) Do you provide English language support (eg teamteaching) for students enrolled on mainstream courses (eg HNCs or HNDs) ?**

☐ **YES** ☐ **NO**

**d) If you answered YES to the last question, how many students are involved?**

**Number of students:**

**e) Do you provide courses for ESOL learners in English for a specific vocational subject (eg English for car mechanics, English for computing)**

☐ **YES** ☐ **NO**

**f) If you answered YES to the last question, how many students are involved?**

**Number of students:**

**g) Do you provide courses or classes which aim to prepare students for life and work in the UK?**

☐ **YES** ☐ **NO**

---

**3. STUDENTS:**

**a)**

| | |
|---|---|
| Total number of students enrolled 2003-04 | |
| Male | |
| Female | |
| Fee-paying International students | |
| European Unicn citizens (students or migrants) | |
| Refugees and Asylum-seekers | |
| Settled ethnic minority community residents | |
| Non-EU migrant workers | |
| Other Please | |
| TOTAL* | |

*Please ensure this total agrees with total students shown at question 2 (a)

**b) How do you deal with new applications when classes are full?**
**(Please provide as much information as possible, although we recognise that not all requested information may be readily available)**

| Method | Yes/No | Average numbers (approx) in 2003-04 | Maximum numbers in 2003-04 | Average length of time on waiting list |
|---|---|---|---|---|
| Waiting list – no assessment until a place becomes available | ☐ YES ☐ NO | | | |
| Waiting list – assessment on application | ☐ YES ☐ NO | | | |
| No waiting list – students advised to reapply later, or try elsewhere | ☐ YES ☐ NO | | | N/a |
| Other Please | ☐ YES ☐ NO | | | |
| N/A – we can offer a place immediately to all applicants | ☐ YES ☐ NO | N/a | N/a | N/a |

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**4. ASSESSMENT OF STUDENTS:**
**a) How do you assess new students on admission? Please tick all that apply**

☐ **Published placement test**

☐ **Written test**

☐ **Interview**

☐ **Computerised/online test**

☐ **Other (Please explain)**

**b) Do you regularly review the progress of individual learners?**

☐ **YES** ☐ **NO**

**c) If you answered YES to the last question, how do you do this (eg Individual Learning Plans, weekly tutorials, end of term meeting, indicate if different methods are used for different types of students)**

**d) External examining bodies**

| Name of examining body | Level/name of award | No. of students entered for this in 03-04 | No. of students successful in 02-03 |
|---|---|---|---|
| SQA ESOL units:<br>Beginner | | | |
| Int 1 | | | |
| Int 2 | | | |
| Higher | | | |
| SQA EFL units | | | |
| UCLES:<br>PET | | | |
| First Certificate | | | |
| Advanced | | | |
| Proficiency | | | |
| IELTS | | | |
| Trinity ESOL | | | |
| Other (including Business English exams) | | | |

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**5. EFL/ESOL STAFF:**

**a) Number of teaching staff at this centre/college or site:**

**Full-time:**

**Part-time:**

**Volunteers:**

**f te:**

| 15+ hours | 10-15 hours | 6-10 hours | 4-6 hours | less than 4 hours | fte |
|---|---|---|---|---|---|
| | | | | | |

**b) Number of non-teaching administrative, support and related staff (eg office staff, bilingual support staff) wholly or partly involved with ESOL learners** **fte:**

**c) What is the minimum qualification requirement for ESOL teachers?**

**For paid staff:**

**For volunteers:**

**d) How many staff have an TESOL or TEFL teaching qualification?**

| TEFL or TESOL qualification | Number of staff holding this qualification |
|---|---|
| RSA CTEFLA/Cambridge CELTA/Trinity College Cert TESOL/ RSA Cert TESLA | |
| Other initial/pre-service Certificate (please state) | |
| RSA Diploma in TEFL/Cambridge DELTA/Trinity College Dip TESOL | |
| Other TEFL Diploma (please state) | |
| Master's degree in TEFL, Applied Linguistics or related subject | |
| PGCE in TESL/TEFL | |
| Other TEFL or TESOL (please state) | |

**e) How many staff have a non-TEFL teaching qualification?**

**f) How many staff have no teaching qualification?**

**g) How many staff (teaching or administrative) are bilingual (English + a language spoken by your students) speakers?**

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Thank you very much for taking the time to complete this survey. If you would like to discuss further any of the issues raised in this survey, please enter your email address in the box below and a member of the ESOL Survey Research Team at the University of Abertay will contact you.

**E-mail:**

Please press the PRINT button if you would like to print your answers.

Please use the print facilities of your browser if you would like to print your answers.

Submit

## TEACHERS' QUESTIONNAIRE

**NB: YOU MAY BE GIVEN THIS QUESTIONNAIRE AT MORE THAN ONE CENTRE OR COLLEGE – PLEASE COMPLETE IT ONLY ONCE!**

### A. About yourself

1. Male…☐……. Female…☐…Please tick (✓)

2. What is your first (native) language or mother tongue? ……

3. Which other languages do you use when teaching English (if any)?
……..

4. Do you have an undergraduate (Bachelor's) degree, or equivalent?

YES..☐ NO ☐. If so, in which subject(s)? …….

5. Do you hold a teaching qualification apart from a TEFL or TESOL qualification?

YES. ☐ NO ☐. If so, please name it:……

### B. Your English language qualifications and training

1. Which of these qualifications do you hold? Please tick (✓)

| **Please tick ALL that apply** | |
|---|---|
| PGCE in ESOL | ☐ |
| RSA CTEFLA/Cambridge CELTA/Trinity College Cert TESOL | ☐ |
| RSA Cert TESLA | ☐ |
| Other initial/pre-service Certificate | ☐ |
| RSA Diploma in TEFL/Cambridge DELTA/Trinity College | ☐ |
| Dip TESOL | ☐ |
| Other TEFL Diploma … | ☐ |
| Master's degree in TEFL, Applied Linguistics or related subject | ☐ |
| Other TEFL or TESOL | ☐ |
| None | ☐ |
| Please specify…….. | |

2. If you have no formal TEFL or TESOL qualification, what training have you received?

| | |
|---|---|
| EFL or ESOL component in PGCE or Adult Literacy course……. | ☐ |
| Introduction to TEFL course…… | ☐ |
| Other ……..…. | |
| None | ☐ |

3. In the last 12 months, have you attended any pre-service or in-service training or workshop (of any length) related to your ESOL teaching?

YES ☐ NO ☐

4. Do you belong to any professional English language organisations (eg SATEFL, NATECLA)?

YES…☐……NO…☐…… If so, please write down the names of these organisations:
…….

**C. Your English language teaching experience**

1. How long have you been involved in English language teaching?
…..months…...years

2. Which sectors have you taught English language in? Please tick ALL that apply:

| | |
|---|---|
| FE College …… | ☐ |
| State school (primary or secondary) …… | ☐ |
| Private College…… | ☐ |
| Private school (primary or secondary) …….. | ☐ |
| University ……. | ☐ |
| Community education | ☐ |
| Voluntary | ☐ |
| Summer School | ☐ |
| Adult Literacy | ☐ |
| Other (please specify) ……..……. | |

3. Which type of English language teaching have you been engaged in?

| **Please tick ALL that apply** | |
|---|---|
| English conversation classes……. | ☐ |
| General English …… | ☐ |
| Exam preparation (eg Cambridge FCE, IELTS, SQA ESOL units) | ☐ |
| English for Academic Purposes ……. | ☐ |
| English for Business …… | ☐ |
| English for work…… | ☐ |
| Adult Literacy …… | ☐ |
| English for a specific subject (e.g. computing, hairdressing etc) … | ☐ |
| Other (please specify)…… | |

4. Which levels have you taught?

| | |
|---|---|
| Mixed levels | ☐ |
| Beginner | ☐ |
| Lower Intermediate | ☐ |
| Upper Intermediate | ☐ |
| Advanced | ☐ |

5. In the last 5 years, have you **mainly** worked (in English language teaching)

| | |
|---|---|
| part-time …….. | ☐ |
| full-time …… | ☐ |
| as a volunteer …… | ☐ |

**D. Your current employment or involvement.**

1.In which sector(s) are you mainly employed/involved in **2004**?

| | |
|---|---|
| FE College | ☐ |
| State school (primary or secondary) | ☐ |
| Private College | ☐ |
| Private school (primary or secondary) | ☐ |
| University | ☐ |
| Community education | ☐ |
| Voluntary | ☐ |
| Summer School | ☐ |
| Adult Literacy | ☐ |
| Other | ☐ |

(please specify) …….

2. How many Colleges or Centres do you currently teach at? …….

3. Did you have specific ESOL training or induction before/near the beginning of your work at your present job(s)?

YES ☐ No ☐

4. If you answered YES to the last question,

a. how long was this training? ……hours……..days

b. how helpful was it? Very helpful ☐ adequate ☐ not helpful ☐

5. Please indicate your views on the quality and availability of the following aspects of the ESOL classes you teach **at this centre/college.** Please tick (✓):

| | **Very good** | **Adequate** | **In need of improvement** | **Unable to comment** |
|---|---|---|---|---|
| Materials (eg books, tapes, videos) for teaching and learning | ☐ | ☐ | ☐ | ☐ |
| Classroom and lab equipment, including ICT | ☐ | ☐ | ☐ | ☐ |
| Physical condition of classrooms, administrative and social areas | ☐ | ☐ | ☐ | ☐ |
| The number of English classes running at present | ☐ | ☐ | ☐ | ☐ |
| The levels catered for | ☐ | ☐ | ☐ | ☐ |
| The types and variety of classes (eg English for study, support classes, English for computing) | ☐ | ☐ | ☐ | ☐ |
| The number of hours of tuition offered to your students | ☐ | ☐ | ☐ | ☐ |
| The size (average) of these classes | ☐ | ☐ | ☐ | ☐ |
| Initial assessment for placement | ☐ | ☐ | ☐ | ☐ |
| Tracking and reviewing students' progress | ☐ | ☐ | ☐ | ☐ |
| Range and type of examinations on offer for students | ☐ | ☐ | ☐ | ☐ |
| Relevance and appropriateness of the syllabus for your students | ☐ | ☐ | ☐ | ☐ |
| Availability of support and advice for students, including bilingual support | ☐ | ☐ | ☐ | ☐ |
| Welcoming and supportive atmosphere | ☐ | ☐ | ☐ | ☐ |

If you have any comments to make on these aspects of ESOL provision at this College or Centre, or other aspects, please tell us:

……
……
……
……

6. If you have ticked any aspects as "in need of improvement", which ONE of these do you feel is a priority (if any)? …….

7. Do you teach refugees and asylum-seekers?

YES ☐ NO ☐

**IF YOUR CLASSES INCLUDE REFUGEES AND ASYLUM-SEEKERS, PLEASE ANSWER THESE QUESTIONS**

1. Have you had specific training or support for this work (eg for dealing with non-language issues)?

YES ☐ NO ☐

2. Do you feel that these students would be better served by attending classes designed specifically for them?

YES ☐ NO ☐

3. How well do you think this College or Centre caters for these students in general?

very well ☐ fairly well ☐ adequately ☐ not well ☐ badly ☐

**Thank you very much for answering our questions.**

If you would like to comment further either on this Survey and the questionnaire, or on ESOL provision in your area or in Scotland, we would be very pleased to receive your views. Please use this space:

## LEARNERS' QUESTIONNAIRE

### A. Please tell us about yourself

1. What is your age?……. years  Male ☐  Female ☐ (please ✓)

2. How long have you been in the UK? ……. months……..years

3. What was the **main reason** you came to the UK? Please tick ONE only:

| | |
|---|---|
| for work | ☐ |
| to be with your family | ☐ |
| to learn English | ☐ |
| to study | ☐ |
| as a refugee or asylum-seeker | ☐ |
| other reason (please explain)……..…. | |

4. What is your country of origin (or home country)? ……

5. What is your first language (mother tongue)? …….

6. Can you read in your first language? YES ☐ NO ☐

7. Can you write in your first language? YES ☐ NO ☐

8. Please tell us about your education. Tick (✓) if you attended **AND** if you completed your education at each type of school or college:

| **Type of school or college** | **Did you attend?** | **Did you complete?** |
|---|---|---|
| Elementary school | ☐ | ☐ |
| Secondary or high school | ☐ | ☐ |
| College | ☐ | ☐ |
| University | ☐ | ☐ |

9. What is your job situation now? Please tick ONE only

| | |
|---|---|
| I am working full-time | ☐ |
| I am working part-time | ☐ |
| I am working as a volunteer | ☐ |
| I am trying to find a job | ☐ |
| I am not trying to find a job | ☐ |
| I am not able to look for a job because of my asylum-seeker status | ☐ |
| I am retired | ☐ |

10. What is your family situation now? Please tick as many as you need to

| | |
|---|---|
| I have a child or children at school | ☐ |
| I have a child or children too young to go to school | ☐ |
| There are adults at home who can help to look after my child or children | ☐ |
| There are adults outside my home who help look after my child or children | ☐ |

**B. Please tell us about learning English**

1. How long have you been going to English classes in the UK?

……months……years

2. Have you passed any English examinations in the UK?

YES ☐ NO ☐ NO RESULT YET ☐

3. If you answered YES to the last question, please write the name of the **last** examination you passed, and the year you passed it:

name:…… year: …….

4. How many hours of English classes do you have each week? …… hours

5. How many hours of English classes would you like to have each week?
…… hours

6. What are your reasons for learning English? Please tick (✓) all the reasons that apply to you.

I am learning English so that I can apply for a job, or for a better job……. ☐
I am learning English to make friends with English-speaking people……. ☐
I am learning English to help me with the job that I have now…….. ☐
I am learning English so that I can be more independent…… ☐
(eg at the Doctor's, at my children's school)
I am learning English so that I can take an English examination……. ☐
(eg IELTS, First Certificate, SQA ESOL Unit)
I am learning English so that I can study at a British university…….. ☐
I am learning English to help me start a College course…….. ☐

6. Do you also go to classes in other subjects (not English)?

YES ☐ NO ☐

7. Do any of the problems in the list below ever stop you from attending English classes? Please tick (✓) any that do.

Sometimes I have no time because I have to look after my children ☐
Sometimes I have no time because of my family ☐
Sometimes I have no time because of my job ☐
Sometimes I don't come because the class is too difficult ☐
Sometimes I don't come because I think the class is not the right class for me ☐

Other (please
explain)…….

**C. Please tell us about the English class you are in now.**

1. How did you find out about this class? Please tick (✓)

a friend told me ☐
I saw an advertisement ☐
someone at the health centre/jobcentre/college told me ☐
other ☐ please explain……..

2. Does the College or Centre help you with:

free transport to your class *(eg a bus pass)* YES ☐ NO ☐
free childcare (*eg a creche*) YES ☐ NO ☐
anything else? Please tell us what it is:……

3. Do you pay for this class? YES ☐ NO ☐

4. Will you take an examination at the end of the English course you are taking now?

YES ☐ NO ☐ NOT SURE ☐

5. What do you learn in your English class? Please tick (✓) all that apply

| | | | |
|---|---|---|---|
| grammar | ☐ | English for every day | ☐ |
| speaking | ☐ | vocabulary | ☐ |
| writing | ☐ | listening | ☐ |
| English for study | ☐ | pronunciation | ☐ |
| English for work | ☐ | reading | ☐ |

other? Please explain: ……
……
…

6. Which of the skills or topics in question 7 do you think you need most at present? Please tick (✓) THREE only:

| | | | |
|---|---|---|---|
| grammar | ☐ | English for every day | ☐ |
| speaking | ☐ | vocabulary | ☐ |
| writing | ☐ | listening | ☐ |
| English for study | ☐ | pronunciation | ☐ |
| English for work | ☐ | reading | ☐ |

Other……...…. …….
…….

7. What do you think about your English now? Please tick (✓) ONE of the sentences below

I can speak and understand English most of the time without any help ☐
I can speak and understand English some of the time without help ☐
I need help with English most of the time ☐

8. Please tell us your opinion of your English class. Please tick (✓) one number for each question.

| 1= very good | 2 = good | 3 = not good, not bad | 4 = bad | 5=very bad |
|---|---|---|---|---|

| What do you think about…… | 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|---|
| the time of your class? | … | … | … | … | … |
| | … | … | … | … | … |
| the College or Centre where your class is? | … | … | … | … | … |
| | … | … | … | … | … |
| the teacher? | … | … | … | … | … |
| | … | … | … | … | … |
| the books and worksheets you use? | … | … | … | … | … |
| | … | … | … | … | … |
| the chance to meet other students | … | … | … | … | … |
| | … | … | … | … | … |

| 9. Please tell us what you think about these: | just right | too much/ too many | too little |
|---|---|---|---|
| the number of students in your class? | ……. | ……. | ……. |
| the length of time of your class? | ……. | ……. | ……. |
| the amount of homework you have to do? | ……. | ……. | ……. |
| the number of tests and examinations | ……. | ……. | ……. |

| | very useful | useful | not very useful | not useful at all |
|---|---|---|---|---|
| 10. Do you think this class is useful for you? | …… | …… | …… | …… |

11. How do you like to learn English? Please tick (✓) all the answers you like:

| | |
|---|---|
| learning in small groups | ☐ |
| learning in pairs | ☐ |
| learning with the whole class | ☐ |
| using a coursebook | ☐ |
| using worksheets | ☐ |
| learning by playing games | ☐ |
| having a teacher who speaks your language | ☐ |

12. Will you come back to this class next year?

YES ☐ NO ☐ DON'T KNOW ☐

13. If you answered NO to the last question, can you tell us why? Tick ONE answer:

| | |
|---|---|
| I feel my English is good enough and I don't need more English classes | ☐ |
| I will join another English class | ☐ |
| Personal reasons | ☐ |
| I will start a job | ☐ |
| I will start a new course (not English) | ☐ |

Other reasons ☐ Please tell us what they are……

……

**Thank you very much for answering our questions.**

## ANNEX 2 STUDY INTERVIEWEES

These people were interviewed for the Survey. Others preferred to remain anonymous

| | |
|---|---|
| Nuha Afifi | Duncan Place Resource Centre |
| Mubashir Ahmad | Glasgow College of Food Technology |
| Maqsuda Akhtar | Dumfries and Galloway Community Education |
| Margaret Allen | Anniesland College |
| Bill Anderson | Jobcentre Plus Glasgow |
| Morag Arbuthnott | Edinburgh's Telford College |
| Irfan Arif | Jobcentre Plus Office for Scotland |
| Sheila Arthur | Glasgow Welcomes Refugees |
| Stefanie Bach | Glasgow ESOL Forum |
| Fiona Balloch | Glasgow College of Food Technology |
| Peter Barry | Scottish Refugee Council |
| Susan Bhaumik | Anniesland College |
| Farzana Chaudhry | Dundee Community Education |
| Katja Cossak | Dumfries and Galloway Community Education |
| Barney Crockett | Grampian Race Equality Council |
| Kate Davidson | Institute for Contemporary Scotland |
| Jai Dhillon | Jobcentre Plus Glasgow |
| Margaret Dickson | Stevenson College |
| Esther Dunbar | Anniesland College |
| Clare El Azebbi | Learning Connections |
| Celia Fisher | Langside College |
| Tony Foster | Langside College |
| Lev Galitsky | Glasgow College of Food Technology |
| U Gibson | Dumfries and Galloway Community Education |
| Mina Giles | Edinburgh and Lothian Race Equality Council |
| Sittha Grindlay | Duncan Place Resource Centre |
| Rhona Hodgart | Anniesland College |
| Anne Holman | Aberdeen Community Education |
| Ruth Humphries | Jewel and Esk College |
| Ima Jackson | Glasgow Caledonian University |
| Jane Keith | Jobcentre Plus Glasgow |
| Martin Kelly | North Glasgow College |
| Ofelia Kirk | Dumfries and Galloway Community Education |
| Naila Latif | Duncan Place Resource Centre |
| Amani Mansour | Duncan Place Resource Centre |
| Mary McManus | Glasgow College of Food Technology |
| Neil McMillan | Langside College |
| Linda McTavish | Anniesland College |
| Ann Morgan Thomas | Stevenson College |
| Sheila Notman | Dumfries and Galloway Community Education |
| Geoffrey Orr | West of Scotland Refugee Doctors' Programme |
| Kay Penman | Stevenson College |
| Nick Putnam | Scottish Refugee Council |
| Mohammed Razaq | West of Scotland Race Equality Council |
| David Reilly | Positive Action in Housing |

| | |
|---|---|
| Eunice Robertson | Glasgow ESOL Forum |
| Henrieta S | Dumfries and Galloway Community Education |
| David Seath | University of Abertay Dundee |
| Cath Smith | Learning Connections |
| Farshid Tavakoli | Glasgow College of Food Technology |
| Vivienne Taylor | Edinburgh's Telford College |
| Flick Thorpe | Stevenson College |
| Isilay Tokmak | Dumfries and Galloway Community Education |
| Peter von Kaehne | Fernbank Medical Centre |
| Rosemary Weir | Aberdeen Community Education |
| YuanWemyss | Dumfries and Galloway Community Education |
| Adam Z | Dumfries and Galloway Community Education |
| Konstantin Zaharev | Dumfries and Galloway Community Education |
| Shahanara | Duncan Place Resource Centre |
| Asma | Duncan Place Resource Centre |
| Asmae | Duncan Place Resource Centre |
| Ahmed | Duncan Place Resource Centre |
| Alan Wilson | Scottish Qualifications Agency |
| Jean Wilson | Scottish Qualifications Agency |

# ANNEX 3: THE INTERNATIONAL EXPERIENCE OF SECOND LANGUAGE PROVISION

The purpose of this Annex is to give a sketch of the kind of second language provision available in three other countries: Ireland, Australia and Sweden. Ireland is another small country developing in some parallel and some divergent directions. Australia has built up over the last 30 years one of the most admired and carefully thought out migrant ESOL schemes in the world. Sweden has a long-establish migrant language programme.

**Ireland**

In recent years, private language schools in Ireland have boomed, and there is now a state-sponsored recognition scheme (ACELS) and a Test of Interactive English recognized by the Department of Education and Science and benchmarked to CEF levels.

Since 2001, Integrate Ireland Language and Training (IILT) has been responsible for providing English language training to adult refugees and migrants. Local Vocation and Education Committees (VECs) provide English language and literacy training for asylum-seekers. IILT is funded by the Department of Education and Science. The Department of Education and Science stated in its White Paper on Adult Education (2000) that asylum seekers would have "free access to adult literacy, English language, and mother culture supports". The White Paper also proposed that asylum-seekers over 21 and registered unemployed for six months should have free access to active labour market programmes such as Vocational Training Opportunities Scheme (VTOS) or Post-Leaving Certificate (PLC) as well as part-time Back to Education programmes. It proposes that fees should not be charged but that as non EU citizens asylum seekers should not receive maintenance grants. For higher education, fees should be payable and there would be no entitlement to maintenance grants for non-EU citizens.

A network of voluntary groups, Integrating Ireland, works to integrate refugees, asylum-seekers and immigrants and many of the 100 support groups offer English language courses to asylum-seekers is an important, independent alliance of community and voluntary group working.

**Australia**

The Australian Department of Immigration and Multicultural and Indigenous Affairs provides 510 hours of free English tuition under the Australian Migrant English Program (AMEP) to adults over 18. Permanent and some temporary migrants are eligible, but applicants have to register with an AMEP service provider within 3 months of arrival or of gaining permanent residence, and are expected to start classes within 1 year. It is possible to arrange deferral if an applicant is working, has small children or there are health problems in the family.

The purpose of the program is to enable students to reach "functional" English – a level of proficiency that will allow them to "settle satisfactorily" in Australia. The curriculum is designed to prepare students ("clients") for the nationally accredited Certificates in Spoken and Written. Courses in Literacy, Reading & Writing, Speaking Practice and Pronunciation are available**.** Information on the Australian way of life and advice on accessing essential

services is included in the curriculum. Refugees and asylum-seekers may also qualify for a 100 hours preparatory program.

AMEP service providers include universities, private language schools, local colleges and community centres. Students can choose full-time or part-time College courses, part-time Community classes, distance learning, home tuition or a mixture of these. Fee-paying students can attend the same classes. A single national accreditation scheme covers all providers, requiring annual reports which cover teacher qualifications, the quality of support staff, the variety of locations where classes are held and promotional strategies.

**Sweden**

Since 1985, local authorities in partnership with local employment offices have been tasked by the Swedish Migration Board with the responsibility of running integration programmes for refugees. This programme is for people or employable age or for people who already possess professional skills. Programmes are tailored to the needs of each client and generally run for one year (but can be extended to two years). By the end of the programme, the refugee (occasionally other migrants) is expected to be familiar with the country, be proficient in Swedish for everyday purposes and in Swedish for work or profession. The programme also includes orientation to work, via placement schemes, and support in the search for work.

For all migrants there is the free Swedish for Immigrants (SFI) programme, which has in recent years been revised to accommodate individual needs, for example placing students in classes according to their educational background. The programme lasts for a year and students are expected to take a national proficiency test. The aim of the SFI is to enable all students to reach this "SFI Standard", which is compulsory for Higher Education, and which is regarded as perhaps unnecessarily high (Bron 2003). The "significant number" of refugees do not attain this standard (RESOURCE Project 2004), and many also have to wait before beginning a language course. Failure to reach the standard excludes them from Higher Education, and can exclude them from work as some employers, according to the RESOURCE Project use a requirement for a Swedish degree as a means of excluding migrant applicants. Consequently, graduate refugees may be forced to take less skilled jobs and so exclude themselves from government training schemes. The SFI has also been criticized for offering only 3 hours per day of tuition and for the lack of a teacher training course for teaching adults (Bron 2003). Nevertheless, according to the Swedish National Board of Education, 80% of immigrants who came to Sweden between 1998 and 2003 participated in the SFI programme and "the most common reason for non-participation was good level of Swedish in the opinion of non-participants themselves" (Bron 2003).

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