Review of the provision of English for speakers of other languages in Wales

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Research

Review of the provision of English for speakers of other languages in Wales

Audience   National and local bodies in Wales concerned with education, training and skills in Wales; schools; further education institutions; higher education institutions; work-based learning providers; community learning providers; local education authorities; local authority chief executives.

Overview   The purpose of this study was to examine the provision of English for speakers of other languages in Wales. This report presents the findings, conclusions and recommendations resulting from the extensive research and consultation process followed in the study.

Action required   None – for information.

Further information   Any questions on the evaluation can be addressed to:
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Additional copies   This document can also be accessed from the Welsh Assembly Government website at: www.wales.gov.uk/educationandskills

Related documents   None.

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EXECUTIVE SUMMARY

1.   Introduction and Study Methodology

GHK Consulting and Map Analysis Ltd were commissioned by the Department of Children, Education, Lifelong Learning and Skills of the Welsh Assembly Government to review the provision of English for Speakers of Other Languages (ESOL) in Wales. The study paid particular attention to:

- The current patterns of ESOL provision, to identify any unmet demand and, if necessary, consider ways in which increases in provision might be achieved.

- The impact of the National Planning and Funding System funding eligibility criteria on access to ESOL provision.

- The ways in which increased demand for ESOL could be funded in future, including the potential for financial contributions from employers.

- The ESOL curriculum framework and the suitability of ESOL learning materials, particularly to support vocational ESOL learning.

- Ways to improve ESOL quality through the National Support Project under the Basic Skills Strategy and DECWL's Quality Improvement Strategy.

- The issues facing ESOL learners, particularly barriers to participation and advice and guidance on access to ESOL classes.

The study methodology featured quantitative and qualitative components, including:

- **An initial scoping and data review stage** – featuring the identification and review of a range of secondary data sources (including the Worker Registration Scheme, Work Permit Scheme, Labour Force Survey, Annual Population Survey, and the Lifelong Learning Wales Records (LLWR)) and a range of policy and research materials to set the context for the study. This data was analysed to provide estimates of the supply and demand for ESOL provision.

- **A 'provider search' and provider survey** - a 'provider search' was undertaken to identify ESOL providers, based on the National Support Project directory and contacts with providers and local authorities in Wales. Each of the organisations identified was sent a questionnaire asking for information about their characteristics, provision offered and learner numbers, and key issues for ESOL provision. As not all of the providers' learners featured on the LLWR, a second questionnaire was also included to identify the scale of provision offered.

- **A programme of interviews with providers, learners and employers** – interviews were undertaken with 20 providers to explore their experiences of provision in more detail, with visits to providers allowing 50 current ESOL learners to be interviewed. A sample of 10 employers providing ESOL for their workers were also interviewed, to explore their experiences, the benefits resulting and their willingness to pay for provision in future.

- **Stakeholder consultations** – a variety of stakeholders were consulted throughout the study, including Welsh Assembly Government representatives, local authorities and others with an interest in ESOL provision. This included a meeting of an expert panel to discuss the study findings and explore potential recommendations.

2.   ESOL Provision in Wales

The provider search identified a total of 47 ESOL providers in Wales, the characteristics of which were explored through the provider survey and subsequent qualitative interviews. The provider base was explored in terms of:

- **Provider type/sector** – with the majority of providers identified being FE colleges (20 of the 47), voluntary and community organisations (11) and Local Authority Adult and Community Learning (10); the prison service (4) and the Workers Education Association (WEA) in North and South Wales.

- **The number of learners served** – with most learners attending FE (6,600 learners), followed by Local Authority ACL (3,964) provision. WEA providers accounted for 771 learners, voluntary and community organisations 336, and prison provision 32. Within these, the number of learners served by organisation varied considerably – for example from between five and 2,000 learners in the FE colleges.

The providers commonly delivered across **multiple sites**, either at different campuses in the FE sector or through outreach provision more widely. The study identified at least 65 locations of ESOL delivery, although this number and the provider base in general is liable to rapid change where ESOL is supported by short term funding. Delivery settings commonly included colleges, community centres, schools, libraries, learning centres and church halls, as well as in the workplace.

The importance of **appropriate and welcoming settings** for initial engagement and sustained participation in ESOL was emphasised by the providers and the learners interviewed. College premises, for example, were considered to be well equipped and suited for ESOL learning, with good opportunities for progression to further study, although a busy college environment could be off-putting for some new learners. Community buildings, in contrast, allow ESOL provision to be brought into the community setting, can help engagement with learners where transport is a barrier to participation, and provide a comfortable setting for new and less confident learners. Delivery in the workplace was found to offer many advantages to learners in employment and their employers, including flexible delivery and benefits in terms of improved performance and progression opportunities.

The number of **ESOL tutors** employed by the providers varied, with ACL and FE colleges having the largest numbers of staff. Most tutors were employed on a part-time basis (69 per cent), with volunteers accounting for 20 per cent of staff in the providers responding to the survey. A shortage of suitably qualified and experienced staff was commonly reported, which in many cases had limited providers' abilities to deliver ESOL. The shortage of ESOL teachers is due at least in part to ESOL teaching not being seen as an attractive or financially viable occupation, with the combination of part-time and sessional work, making achieving a living wage difficult.

In terms of the **nature of ESOL provision**, the Trinity and Open College Network (OCN) curricula models were the most commonly followed, with each having different strengths. ESOL provision commencing most recently is dominated by **part-time courses**, and although the numbers of learners in both full and part-time provision rose between 2004/5 and 2005/6 the increase in part-time provision easily outstripped that in full-time. Provision was most commonly of between one and three hours duration per week over a single term, which was widely considered to be appropriate for learners in employment who have limited time to study. Part-time provision is, however, less effective than more intensive full-time provision, and may not be sufficient to help individuals progress to employment. The provider interviews identified that many were balancing their full and part-time ESOL provision in an attempt to cater for the current high demand.

The **quality and appropriateness** of the ESOL provision was considered in the main by analysing all available Estyn reports to draw out any consistent themes reflecting the differences between ESOL provision in Wales and the rest of the UK. This was supported by interviews with providers. A key theme to emerge from this was the inconsistent use of initial assessments and Individual Leaner Plans (ILP) across Wales. While some providers were strong in this area, others were found who were not using initial assessments or ILPs with their learners. This runs counter to widely-accepted good practice.

A factor contributing to this may be that ESOL tutors in Wales appear to be less likely to hold the highest qualifications in ESOL. The Level 4 subject specialism in ESOL is only delivered at one site in Wales, and responses to the provider survey suggested that few tutors hold this qualification. In contrast, the qualification is widespread in the rest of the UK. Further investment in staff development would be likely to increase the usage of initial assessment and ILPs.

The Welsh Assembly Government was the most commonly reported source of **funding for ESOL** amongst the providers responding to the survey – although just 18 of the 28 were able to provide any data and just six a full breakdown of funding by source. Local Authority funding and fees from students were the next most common funding sources, followed by European Social Fund (ESF) and employer contributions, although the majority of providers described using multiple sources of funding to support their provision. Despite this, most providers reported that a lack of funding was a barrier to the delivery of ESOL to meet the levels of demand experienced.

One issue raised by the providers and stakeholders more widely was the 90% uplift in funding applied to working with basic skills provision, while ESOL receives an

uplift of just 50%. The basic skills uplift is based on the additional support that basic skills learners require, although the argument was proposed that ESOL learners often have similar levels of need and so should receive a similar uplift. However, as FE funding in Wales is currently capped, any change in the uplift for ESOL would not result in a net gain in funding.

Additional funding could also be generated by charging, or increasing the charges to, employers organising ESOL provision for their staff. Currently direct financial contributions from employers are limited, and despite recognising the benefits of ESOL many of the employers interviewed suggested that increasing costs would not lead to enhanced participation.

3.   ESOL Customers – Learner and Employer Experiences

Both learner and employer experiences of ESOL provision were explored in the study.

Learner Experiences

Based on learner numbers from the LLWR for 2005/6, and additional data collected in the provider survey, some **11,366 ESOL learners** were identified in Wales. In terms of their characteristics, these learners were:

- Broadly evenly split by gender, with 55% being female and 45% male.
- Most commonly aged between 19 and 39, showing a concentration in individuals of working age.
- Most commonly migrant workers (47%), followed by 'others' (including spouses, students etc), asylum seekers and refugees.
- Most commonly from the new EU Accession States, with the ethnicity of learners most commonly being white - white learners also saw the largest numerical growth between 2004/5 and 2005/6.

The interviews with providers and learners also identified a series of actual and potential barriers to participation in ESOL. These most commonly included:

- Funding – in terms of the availability of funding for ESOL in the context of increased demand, and to a lesser degree the NPFS eligibility criteria representing a barrier to participation.
- The availability of, and funding for, childcare and other carer costs - with the availability of childcare alongside ESOL diminishing, and so potentially influencing participation amongst women with children.
- The availability of transport and funding for it – particularly in rural areas, but also applying to some deprived urban areas.
- Limited time to study/attend provision - particularly amongst potential learners in employment.
- Cultural or social barriers – raised infrequently, but in one case relating to tensions between Asian and Eastern European learners.

Employer Experiences

Ten employers were questioned on their previous or current experiences of ESOL provision. The employers described a range of **reasons for engaging** in ESOL for their staff, commonly to improve their communications abilities but also for more specific reasons. These included filling skills gaps for otherwise highly qualified staff employed to fill skill shortages, addressing health and safety issues in a large manufacturing company and creating a more cohesive workforce and work teams.

Different **delivery models** were reported, with on-site delivery being preferred and described in all but two cases. Learners most commonly received one to two hours tuition each week for eight to ten weeks. In all cases the provision received was considered by the employers to be of a high quality and appropriate to their needs. The importance of on-site provision was emphasised in terms of employee engagement and the opportunity to set learning firmly in the workplace context.

The employers were also able to describe a range of **benefits** resulting from their ESOL provision for both their employees and themselves. While direct financial benefits were rarely reported, each employer considered that the provision received had improved the effectiveness of their workforce. Improved communications and increased staff confidence were cited as contributing to individual and team productivity, and two employers described how their workforces were now more cohesive and that teams worked together more effectively. Several examples were also identified where employees job tasks had been expanded, or promotions received, which would not have been considered prior to their ESOL training.

Employers reported experiencing few barriers to ESOL provision themselves, but in commenting on employer engagement more widely described the following issues:

- The effects of **rurality** in terms of the availability of provision and the challenges of reaching it by public transport.

- While the majority of employers described positive experiences of provision, some reported examples of **provider inflexibility** around finding tutors to meet shift patterns.

- In some cases **employee unwillingness** to participate had been an issue, mainly where staff considered their English language skills were adequate for their job roles.

- Despite the interviewees enthusiasm for ESOL, wider **employer awareness** of the need for, and benefits of, ESOL provision was considered to be limited.

In terms of **funding for ESOL**, each of the employers had made a contribution of some form towards their employees' training – ranging from allowing time for tuition during the working day to offering free training irrespective of learner eligibility. All considered that their training represented good value for money, however defined, and recognised the benefits resulting from it. However, they were more guarded on whether they, or other employers, would pay more for the provision received – with just one stating they would be happy to pay more and one reporting not being prepared to pay at all.

4. Estimating ESOL Supply and Demand

There are many challenges in estimating both the supply and demand for ESOL provision, ranging from individual mobility on entry to a country to mismatches between data monitoring and reporting cycles. The influence of in-migration from the EU Accession States from 2004 onwards illustrates the dynamic nature of ESOL need, and the report features suggestions for annual migration monitoring to inform future policy and operational planning.

ESOL Supply

ESOL supply was estimated in terms of learner numbers from LLWR data and the findings of the provider survey, and suggested that approximately **11,400 learners received ESOL provision in 2005/6**. These learners were concentrated in the city-areas of Cardiff, Newport and Swansea in South Wales (with Cardiff accounting for almost half, or 49 per cent, of all learners identified), and Wrexham in North Wales.

ESOL Demand

Estimating the demand for ESOL faces a series of inherent challenges, including:

- Incomplete data on the number of non-native English speakers moving into Wales - due to their mobility following arrival, variation in data coverage and different reporting timetables.

- Limited data on the level of ESOL need amongst the existing resident population, and the nature and characteristics of these potential learners.

- The need to consider the difference between 'articulated' and 'latent' demand – with the former being captured through participation and (indicatively) waiting list data, but the latter (individuals who have not attempted to participate in ESOL) being more difficult to estimate.

Consequently the estimates produced are estimates of 'need' rather than 'demand', in so far as they attempt to capture both articulated and latent demand. The estimates were produced following a two stage process:

- First the number of **non-native English speakers in Wales** was estimated, based on Workers Registration Scheme, Work Permit Scheme, Asylum Seeker and Welsh Refugee Council data. Data from the Labour Force Survey was also used, with the two estimates suggesting that **in 2006 between 40,000 and 50,000** non-native English speaking individuals were living in Wales.

- Next the **share of these individuals with a current ESOL need** was estimated, bases on the assumption that two thirds of recent migrants and one third of settled refugees will have ESOL needs at Level 1 or below.

On the basis of this process and the assumptions underpinning it, we estimate that there are **26,000 individuals in Wales with ESOL needs** at Level 1 or below.

Mapping these estimates by Local Authority area, the South Wales cities of Cardiff, Swansea and Newport showed high levels of need, as did the rural areas of Flintshire and Carmarthenshire, which are not traditional areas for in-migration.

5.   The Balance Between Supply and Need

On the basis of 11,400 ESOL learners against 26,000 individuals estimated as having an ESOL need, we estimate that **approximately 44 per cent of ESOL needs in Wales are currently being met.**

The extent to which supply is meeting need varies between local authorities, and ranges from 4 per cent in Flintshire to 122 per cent in the Vale of Glamorgan. These local assessments should however be interpreted with care. For example, the provider interviews identified that the apparent over performance in the Vale of Glamorgan was due to learners travelling from Cardiff to access provision, and other examples of cross-border travel are also likely. Overall shortages of provision appeared most acute in South Wales, with shortages also being identified in North Wales and rural mid-Wales.

Looking towards **future demand**, there are questions over whether the recent pattern of inflows by EU and non-EU migrant workers will continue, with recent evidence suggesting that while the rate of growth of these groups will slow they are likely to remain a significant presence for some time to come. Other variables in determining the nature of in-migrant groups will include the economic climate in the UK, changes in wage rates in Eastern Europe and other home countries, and changes in UK government policy towards potential in-movers.

Currently the **planning of ESOL provision** is conducted at a local level by FE colleges and local authorities. It was felt that greater involvement from Local Service Boards and Community Planning Partnerships would be an effective way of bringing together voluntary and community groups, providers and employers to ensure that provision of ESOL meets the local needs and is relevant to employers.

6.   Conclusions and Recommendations

This chapter presents the conclusions of the study and a series of recommendations for consideration, structured to reflect the key areas for investigation for the study.

A.   Current Patterns of ESOL

i.   ESOL Supply and Demand

Conclusions

The estimates of ESOL supply and demand suggest that in Wales there are:

- 40,000 people who do not have English or Welsh as a first language.
- 26,000 of these have ESOL needs at Level 1 and below.
- 11,400 learners participated in ESOL provision.

This suggests that across Wales 44 per cent of ESOL needs are being met. There as disparities emerging between individual authorities and between North and South Wales, with:

- Shortages in provision being most severe in South Wales - exacerbated by the large number of people in the area with ESOL needs.
- In North Wales, and in rural areas of mid Wales, shortages were identified, but as the overall number of people with ESOL needs is smaller these shortages do not appear to be as chronic.

Immigration data, and provider and stakeholder experiences, indicate a significant increase in the inflow of non-native English speakers since 2004, many from the new EU Accession States. It is unclear that this rate of increase will continue in future, as EU and non-EU migrant workers will be affected by proposed changes in immigration policy and changing economic conditions.

Recommendations

1.   To meet the ESOL needs of a larger share of the population, the level of resource for ESOL must be increased - particularly in South Wales.

2.   The dynamic nature of recent in-migration illustrates the importance of continuing to monitor the changes in supply and demand for ESOL on an annual basis, using the methodology followed in this study.

ii.   ESOL Provision – learners and employers

Conclusions

- There is a continued need for ESOL, particularly at pre-entry and entry levels, to meet the demand resulting from changing immigration policies.
- There is considerable diversity amongst learners. Groups include European and non-European migrant workers, settled communities living in Wales for a long period, recent refugees and families. ESOL learners are of all ages, although the majority are in the 19 to 40 age group.
- Awareness of the new ESOL for Work qualifications amongst the employers interviewed was low. Employers were not aware of the introduction of the new qualifications, and commonly stated a preference for courses tailored to their specific needs.

Recommendations

3.   Any expansion of ESOL provision must ensure that sufficient places are provided at pre-entry levels and entry levels.

4.   Innovative ESOL teaching methods should be encouraged; in particular there are possibilities for incorporating ESOL into Family Learning.

5.   The planning of provision should consider the diversity of potential learners; and where there are indications that certain groups with ESOL needs are being excluded providers should engage in active outreach to ensure equal opportunities for all learners.

6.   Providers should continue to engage with employers, promoting ESOL for Work qualifications alongside the added value they offer through flexible and on-site delivery; and where possible offering customised courses.

iii.   Staffing

Conclusions

- The lack of suitably qualified and experienced staff was cited as a significant barrier to the delivery of ESOL.

- The part-time, sessional employment conditions of most ESOL tutors mean that the occupation is not attractive to new entrants.

- There is little investment available for professional development, despite the introduction of new qualifications.

Recommendations

7.   The development of a workforce strategy specifically to address the recruitment, retention and training of suitably experienced ESOL staff should be a priority. This may be delivered in conjunction with LLUK Wales.

8.   Providers should be encouraged to invest in staff development, in particular to increase the take up of the Level 4 subject specialism in ESOL.

9.   Consideration may be given to the use of full-time peripatetic ESOL tutors to cover a variety of sites or ESOL projects. This may support an increase in outreach provision with settled communities, as well as the flexible delivery of ESOL in the workplace.

iv.   Planning and Sharing of Best Practice

Conclusions

- Providers in Wales have benefitted from the National Support Project, particularly around sharing good practice and providing clarification on ESOL eligibility and funding issues.

- Planning for ESOL must respond to local needs and work closely with the variety of local providers. There is a clear role for Local Service Boards and Community Planning Partnerships to bring together all the interested parties to consider need and plan ESOL delivery.

Recommendations

10.   Continued opportunities for the sharing of good practice for providers should be explored for providers. This may take the form of local ESOL networks or a single network across Wales.

11.   A mechanism for communicating changes in national policy with regard to ESOL, eligibility and immigration policy will be needed if providers are to respond quickly and efficiently.

12.   Local Service Boards and/or Community Planning Partnerships should engage with local providers, voluntary and community groups and employers to determine in more detail the ESOL needs of learners, and to match them with the demands of employers and the provision offered.

B.   Quality and Appropriateness

Conclusions

- Not all ESOL learners receive initial assessments before they are assigned to a class.
- Individual Learning Plans (ILPS) are not used consistently, which along with the lack of initial assessment will limit the degree to which individual ESOL needs can be met.
- At present only a few colleges are making use of IT as a supporting tool for the teaching of ESOL.
- The majority of ESOL is delivered part-time. Whilst this is a good way of accessing the greatest number of people, full-time intensive courses are the most effective way of preparing people for employment.

Recommendations

13.   Explore options for introducing more e-learning to support more traditional ESOL teaching.

14.   Initial assessments should be carried out formally with all learners enrolling on funded ESOL courses, with Estyn continuing to monitor for this in their inspections.

15.   Individual Learning Plans should be used for all learners in order to track their progress and tailor training to their needs.

16.   DCELLS should emphasise the importance of undertaking initial assessments and using ILPs for all learners.

17.   DCELLS should give consideration to funding more intensive full-time courses in order to achieve job outcomes for learners.

C. Impact of the National Planning and Funding System Eligibility Criteria

Conclusions

- There is some confusion over the NPFS eligibility criteria amongst providers. This has been partly dispelled by the work of the National Support Project.

- The eligibility criteria were cited as a barrier to ESOL provision by 36 per cent of providers, although it was far from the most commonly cited barrier, and was not mentioned by any of the learners interviewed.

- The criteria have an adverse impact on spouses of people who have leave to remain, as they must be in the country for three years before they can access funded ESOL.

Recommendations

18.   ESOL should attract public funding for all learners who are on the route to citizenship. This should include spouses and others from the settled communities who have been in the country for less than three years.

19.   The existing eligibility criteria and future changes must be clearly communicated to all providers.

D. Funding Mechanisms for Future Demand

Conclusions

- An estimated £8m was spent on ESOL in 2006/07, of which DCELLS directly contributed approximately £5m.

- The Welsh Assembly Government, through DCELLS, is the largest contributor to the funding of ESOL in Wales – providing over 60 per cent of the funding identified in the study. Other contributors include local authorities, the ESF and the Big Lottery Fund.

- Student fees account for 11 per cent of funding identified in the study, with employer contributions accounting for just 4 per cent.

- ESOL and basic skills literacy and numeracy provision attract a different funding uplift, 90 per cent for literacy and numeracy and 50 per cent for ESOL. This does not reflect the level of additional support required by ESOL learners and the resources required.

- Post 16 education budgets have been reduced in real terms, and the indications are that this trend will continue. Both FE and ACL providers are under pressure to maintain a balance of provision, and so are unwilling to increase ESOL at the expense of other areas of learning.

- Employers represent a potential marketing opportunity for ESOL, and providers can do more to engage them through bespoke workplace provision.

- Engaging employers will nonetheless be challenging, with the evidence collected in this study suggesting that employers will be reluctant to pay for services which many now receive at no charge.

Recommendations

20.   The ESOL uplift should be increased from 50 to 90 per cent for all courses funded by DCELLS at Level 1 or below.

21.   Local planning partnerships should consider closely the supply and demand for ESOL, ensuring that communities which are hard to reach are targeted in plans for outreach activities.

22.   Convergence funds should be monitored to ensure that childcare places continue to be funded for ESOL learners. If childcare places are no longer funded, other sources of funding may need to be identified to prevent adverse impacts on female ESOL learners with young children.

23.   In view of the benefits received, employers should contribute to the cost of all ESOL provision for their workers at Level 2 and above.

24.   Employers should also be encouraged to contribute towards all ESOL provision from which they derive benefit, particularly if the course has been customised for their needs and value is added through flexibly scheduled delivery on the employer's premises.

25.   Providers should market ESOL provision to appropriate employers in their areas, emphasising the benefits through case studies of other local employers and stressing the added value of the provision offered.

E.   Barriers to Participation

Conclusions

- The lack of appropriate childcare associated with ESOL classes is a significant barrier to access for women with young children. Women with young children and limited English language are a particularly vulnerable group, and their children also benefit from the high quality childcare offered alongside some ESOL classes.
- Changes in ESF funding means that there will be a substantial reduction in the number of childcare places offered through providers such as the WEA.
- The location of provision can be a barrier, particularly in rural areas where travel to learn distances may be large and transport options limited.
- Large colleges may be intimidating for learners who have limited experience of formal education. Often community buildings such as schools or community centres provide a more comfortable location for learners accessing ESOL for the first time.

Recommendations

26.   Increase the number of on-site childcare facilities available to enable mothers with young children to attend ESOL classes.

27.   Align ESOL provision targeted at mothers of young children with quality on-site childcare provision.

28.   Encourage providers serving in rural areas to explore delivery models that facilitate the engagement of employers in rural areas to engage with ESOL.

1.   INTRODUCTION

GHK Consulting and Map Analysis Ltd were commissioned by the Department of Children, Education, Lifelong Learning and Skills of the Welsh Assembly Government to review the provision of ESOL (English for Speakers of Other Languages) in Wales. This is the final report of the study, which provides the key findings and a series of recommendations to support future ESOL provision.

1.1   Study Aims and Objectives

The overall aim of the study was to investigate the provision of ESOL in Wales, focussing particular attention on:

- Reviewing the current patterns of ESOL provision to identify any unmet demand and, if necessary, consider ways in which increases in provision might be achieved. This involved undertaking primary research to complete a comprehensive and suitably detailed review of provision.

- Reviewing the impact of the National Planning and Funding System (NPFS) funding eligibility criteria on access to ESOL provision in Wales.

- Examining the ways in which the increased demand for ESOL provision could be funded in future, including the potential for financial contributions from employers of migrant workers.

- Reviewing the ESOL curriculum framework and the suitability of ESOL learning materials, particularly to support vocational ESOL learning.

- Exploring ways to improve the quality of ESOL provision through both the National Support Project under the Basic Skills Strategy and DECWL's Quality Improvement Strategy.

- Investigating the issues facing ESOL learners, particularly in terms of barriers to participation, and advice and guidance on access to ESOL classes.

This report provides the findings, conclusions and recommendations resulting from the extensive research and consultation process followed in the study. The methodology followed is described below.

1.2   Study Methodology

The methodology was developed to address the objectives of the study, and attempt to negotiate the inherent challenges in mapping ESOL provision and developing estimates of supply and current and future demand. The method included both quantitative and qualitative elements, with a summary of the key study tasks being provided below.

1.2.1   Scoping Phase

This task focussed upon identifying and reviewing available secondary data sources (to explore their suitability for use in developing estimates of ESOL supply and

demand), and identifying the most appropriate organisations and individuals to participate in the qualitative aspects of the study.

A range of data sources were used to identify current ESOL supply and potential future demand, including:

- Worker Registration Scheme (WRS).
- Work Permit Scheme (WPS).
- Labour Force Survey (LFS).
- Annual Population Survey (APS).
- Lifelong Learning Wales Records (LLWR).
- Pupil Level Annual School Census (PLASC).

1.2.2 Provider Search

Currently no single document provides a comprehensive listing of all active ESOL providers in Wales, so a 'provider search' exercise was undertaken to establish a complete list of 'known' ESOL providers. The Directory of ESOL produced by National Support Project formed the basis of this search, with each Local Authority in Wales being contacted to check and if necessary amend the providers listed in their areas. This was supplemented by web searches and consultations with individual providers.

This exercise produced a large list of potential providers, who were then contacted for verification purposes leading to 47 current ESOL providers being identified. While the nature of ESOL provision means that the supplier base is inherently dynamic, we are confident that this represents that vast majority of providers delivering ESOL in Wales at the time of study. Further details on the search for providers are available as Annex 1 of this report, and a list of providers identified features in Chapter 3.

1.2.3 Provider Survey

Each of the providers identified in the search was invited to participate in a survey, with short questionnaires distributed electronically and in paper format collecting a range of quantitative and qualitative data. This included questions on organisational characteristics, the nature of provision offered and learner numbers, staff numbers and qualifications, and key issues in providing ESOL and its take-up by learners. The survey questionnaire is included as Annex 3.

The provider search identified that not all ESOL providers' learners are necessarily recorded on the LLWR[1]. The LLWR records only those learners which are funded by DCELLS and therefore excludes ESOL learners who attend voluntary and community sector providers, or some Local Authority provision which is not funded by DCELLs. As the LLWR therefore under-represents the scale of ESOL provision in

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[1] Lifelong Learner Record Wales. This is the system on which FE and ACL and Work based learners are monitored and funding allocated.

Wales, a second questionnaire was circulated to 23 providers with learners not recorded on the LLWR, to capture quantitative information about their learners and provision. This questionnaire is also included in Annex 3.

Survey Respondent Distribution by Type and Location

After a questionnaire follow-up exercise a total, of 28 providers responded to the survey, representing some 60 per cent of the known ESOL provider group in Wales. The characteristics of the providers responding to the survey appear in Chapter 3, with their distribution by organisational type being shown in Figure 1.1 below.

Figure 1.1 Survey Respondents by Provider Type
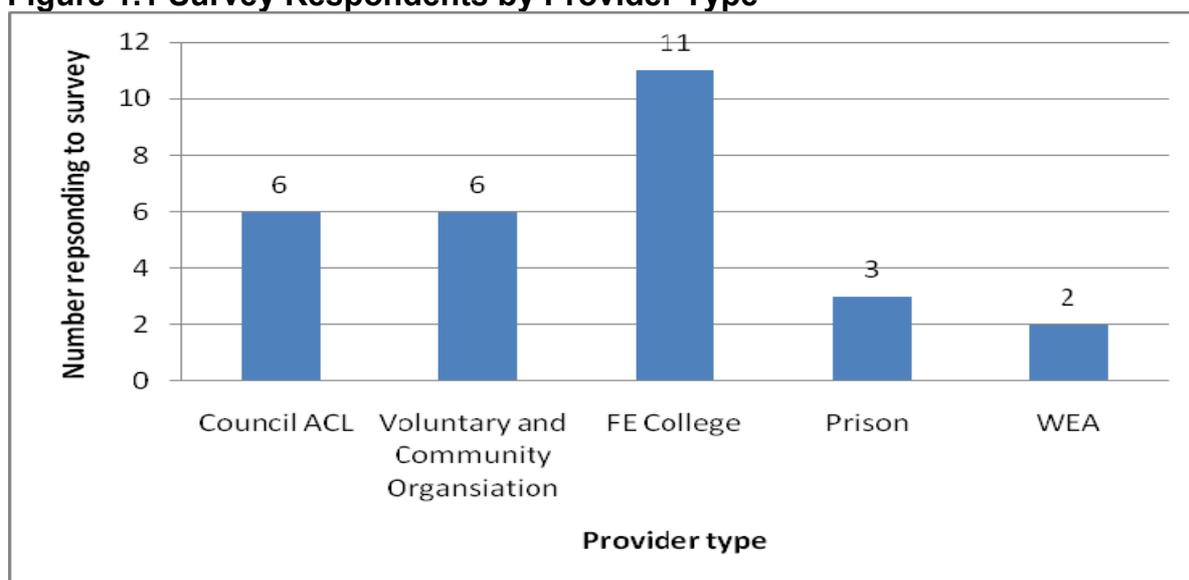
Source: GHK survey of ESOL providers in Wales, 2008

When compared to the number and distribution of 'known providers', the survey respondents are seen to be broadly representative of the provider base, representing:

- 60 per cent of known Council ACL provision.
- 55 per cent of Voluntary and Community Organisations provision.
- 55 per cent of FE college provision.
- 75 per cent of Prison provision.
- 100 per cent of WEA provision.

The respondents also provided a good distribution in terms of their:

- Location across Wales – in terms of Local Authority representation and representing urban and rural locations.
- The nature of provision offered – in terms of part-time and full-time provision.
- The scale of provision offered - in terms of learner numbers.

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- The settings in which ESOL is delivered – featuring a range of college, community and other provision sites, as discussed below.

We believe that at the time of writing this is a fairly complete picture of ESOL provision in Wales. The majority of non-respondents to the survey list their learners on the LLWR, and so can be included in the analysis. Only six providers that we know of do not provide a LLWR return or did not respond to the survey – comprising one prison, two voluntary sector organisations and three Local Authority basic skills services.

1.2.4 Fieldwork

The main fieldwork tasks included a programme of interviews with ESOL providers, learners and employers, as summarised below.

Provider interviews

A combination of face to face (11) and telephone (9) interviews were undertaken with 20 ESOL providers in Wales, representing about 40 per cent of the known provider base. The interviews covered the following broad areas:

- Recent trends in ESOL provision.
- Curricula and teaching materials in use.
- Discussion around the NPFS funding eligibility criteria.
- Quality improvement.
- The roles of different types of providers (Further Education, Local Authority, private and voluntary sector).

The interview schedules used in the interviews are included in Annexes 4 and 5.

Learner interviews

The face to face interviews with providers also offered the opportunity to undertake consultations with current ESOL learners. Where these were possible, learners were interviewed in small groups of between three and five, with over 50 learners being interviewed across a range of provider types and locations.

The discussions with learners covered the following areas:

- County of origin and occupation.
- How they located the course, and how easy was it to secure a place.
- Their experience on the course.
- Whether they knew other people who could not get onto ESOL courses.

The topic guide used in the learner interviews can be found in Annex 6.

Employer interviews

Finally, a small sample of 10 employers were interviewed by telephone who were either currently engaged in ESOL provision or who had done so previously. As the majority were identified with the help of the providers and had already engaged with ESOL provision, this group may have offered a particularly favourable view of the potential benefits resulting. However, this allowed us to explore the likelihood of these favourable employers contributing towards the costs of ESOL in future.

The topics discussed with the employers included:

- Current and previous provision of ESOL to their workforce.
- Quality and satisfaction with any ESOL provided.
- Benefits of ESOL.
- Willingness to contribute financially to ESOL, and the factors which may influence them.

A full topic guide for the employer interviews can be found in Annex 7.

1.2.5 Data Analysis

The main quantitative task involved the collection and analysis of data from the LLWR and the ESOL survey to describe the characteristics of the learners and map provision by geography, level and availability, and by provider type. This comprised the quantitative supply side information.

As described previously, the LLWR reports on all ESOL funded by the Welsh Assembly Government, but not ESOL provision funded from other sources. The ESOL survey therefore ensured that all ESOL in Wales could be considered, including that which is not funded by the Welsh Assembly Government.

Analyses of other secondary sources included the WRS[2], WPS[3], LFS[4], data from the WRC and Cardiff City Council. These sources were synthesised and analysed to provide estimates of ESOL needs in Wales. The resulting supply and demand estimates appear in Chapter 5 of this report.

1.2.6 Stakeholder Consultation

A wide variety of stakeholders were also consulted throughout the study, both as individual interviewees, by membership of the project reference group and through participation in the expert panel. A full list of contributing stakeholders is included in Annexes 9 and 10, with the interest groups covered including:

- Refugees and asylum seekers.

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[2] Worker Registration Scheme. Introduced 2004 to provide data on EU migrants within the UK.
[3] Work Permit Scheme. Collects data on the number of work permits issued to non-EU nationals.
[4] Labour Force Survey. The largest national survey of the workforce.

- Migrant workers.
- Local authorities.
- ESOL providers.
- Welsh Assembly Government.
- Jobcentre Plus.
- Sector Skills Councils.

A final study task included convening a panel of experts to discuss the key findings of the study and explore a series of recommendations to feature in the report. The session was conducted under Chatham House rules, with a list of attendees being provided as Annex 8.

1.3 Report Structure

The remainder of this report is structured as follows:

- Chapter 2 describes the context in which the study is set.
- Chapter 3 describes the scale, nature and distribution of current ESOL provision in Wales, and provides the findings from the survey and qualitative review of ESOL provision in Wales.
- Chapter 4 describes the characteristics and experiences of ESOL learners in Wales.
- Chapter 5 provides our estimates of the supply of, and demand for, ESOL provision in Wales.
- Chapter 6 presents our conclusions and recommendations.

The report also contains 15 annexes:

- Annex 1 - List of providers.
- Annex 2 - Provider search methodology.
- Annex 3 - Provider questionnaire.
- Annex 4 - Provider topic guide.
- Annex 5 - Voluntary and community organisation topic guide.
- Annex 6 - Learner topic guide.
- Annex 7 - Employer topic guide.
- Annex 8 - Expert panel members.
- Annex 9 - Refugee community organisation focus group members.
- Annex 10 - Other contributors to the research.
- Annex 11 - Description of ESOL levels.
- Annex 12 - Glossary of terms.
- Annex 13 - Methodological note: LLWR.

- Annex 14 – Summary LLWR Data.
- Annex 15 – Curriculum Assessment.

2.   STUDY CONTEXT

This chapter describes the context within which the study took place, including the strategic and policy context in Wales and the UK.

2.1   ESOL and the UK Context

The economic and social importance of English for Speakers of Other Languages (ESOL) learning has been well recognised, as has the important role it can play in supporting the successful integration of migrants. Competency in English is known to help secure stable employment, improve the quality of daily life and welfare and contribute to social inclusion, integration and active citizenship. This has been strongly supported by the UK Government's Commission on Integrated Cohesion.[5]

The migrant workforce also plays an important role in meeting the UK's current and future workforce needs. The Leitch Review emphasises the importance of the inflow of skilled young people as being essential for improving the UK's prosperity. Indeed, recent projections suggest that migrant workers will account for around two thirds of the growth in the UK working age population by 2020. Initiatives such as the Highly Skilled Migrant Programme have been established to encourage skilled inward migration.

Changes to the UK naturalisation requirements under the Nationality, Immigration and Asylum Act 2002, stipulate that to apply for British citizenship applicants must show sufficient knowledge of English, Welsh or Scots' Gaelic, and life in the UK, to be considered for naturalisation. Under the Home Office's five year strategy, *Controlling Our Borders: Making Migration Work for Britain*[6]*,* those who apply for indefinite leave to remain in the UK will also have to demonstrate language knowledge. There are plans under consultation to extend this requirement to those applying for work permits[7].

The impact of these proposals may be to increase the demand for ESOL in the short term as those applying for citizenship or leave to remain, or renewing a work permit, may need to demonstrate proficiency in English by enrolling on ESOL courses and being assessed to demonstrate progression. In the longer term the effects may be to decrease overall ESOL demand as the number of new migrants with poor English language skills will be reduced, and the language skills of settled communities improved by better access to ESOL provision.

The enlargement of the EU in 2004 to include 10 new member states has resulted in an increase in the number of migrant workers entering the UK. Member states can regulate access to the labour market for the eight Accession State (A8) countries[8], and the UK, along with Sweden and the Republic of Ireland, chose to open their

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[5] Commission on Integration and Cohesion Interim Statement, 21 February 2007, http://www.integrationandcohesion.org.uk/Interim_Statement.aspx
[6] http://www.archive2.official-documents.co.uk/document/cm64/6472/6472.pdf
[7] The Path to Citizenship: Next steps in reforming the immigration system. (2008) Home Office and Borders Immigration Authority*.*
[8] Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia, and Slovenia.

labour markets to citizens of these countries in order to fill skills shortages. As a result there has been a large increase in the number of A8 migrants in the UK since 2004. Worker Registration Scheme data suggests that about 3% of EU migrant workers entering the UK register in Wales,[9] indicating that 16,000 workers have registered in Wales between 2004 and 2007.

Migrants from within the EU25 are not required to demonstrate proficiency in English in order to work in the UK, although a number of A8 migrants interviewed for this study reported being attracted to the UK partly by the opportunity to improve their English. Other research suggests that over a third of Eastern European migrants reported taking up ESOL courses since they arrived in the UK[10].

2.2   Recent Research into ESOL

ESOL has received increased attention since 2004, and the increases in demand largely resulting from accession. In England, the National Institute of Adult Continuing Education (NIACE) conducted an inquiry into ESOL[11], recognising the substantial increase in investment in response to increased ESOL need. The study recommended a series of changes to the funding system, tutor qualifications, planning arrangements and the targeting of ESOL.

Key recommendations from this work (some of which do not apply in Wales) included:

- Greater coordination of the planning for ESOL, and integration into community polices delivered at all levels.
- The development of work related ESOL training materials.
- The national inspection of ESOL provision should be conducted by Ofsted.
- A range of research into the quality and appropriateness of ESOL should be conducted.
- Teacher training for ESOL should be supported with increased grant funding and clearer progression pathways, and the roll-out of new qualifications should be monitored closely.

2.3   ESOL in a Welsh Context

Policies which determine the need for ESOL in Wales are predominantly determined in Westminster; immigration and naturalisation polices being retained by the Home Office. However the provision of ESOL as an element of lifelong learning is determined by the Welsh Assembly Government, which is free to determine a strategy to deliver language training to promote the social inclusion of non-English

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[9] Statistics on migrant workers in Wales (2007).
http://new.wales.gov.uk/docrepos/40382/40382313/statistics/economy/sa11a.pdf?lang=en
[10] Joseph Rowntree Foundation, (2007) *Migrants lives beyond the workplace: East European immigration and community cohesion,* York.
[11] NIACE Committee on English for Speakers of Other Languages (2006).

speakers, and ensure that migrant workers can contribute productively to the Welsh economy.

Further Education Colleges deliver the majority of ESOL provision in Wales, which we estimate accounts for 60 per cent of all ESOL learners. Local Authority Adult Community Learning services deliver ESOL to approximately a third of all ESOL learners, with the remainder being delivered by the voluntary and community sector and a small number of learners in prisons.

The bodies involved in the planning and funding of ESOL are most crucially DCELLS, who fund about 60 per cent of ESOL provision through local authorities and FE colleges. The remainder of the funding is delivered by ESF, Big Lottery Funds, employer contributions and course fees.

Key strategies

The **Welsh Basic Skills Strategy** "Words Talk Numbers Count"[12] aims to improve basic literacy and numeracy in Wales. In it, the Welsh Assembly Government affirmed its commitment to supporting ESOL learners in Wales through family programmes, schools, colleges and adult education. Speakers of other languages were identified as a priority group, with the objective "*to ensure that no-one is prevented from playing a full part in society by a lack of basic English or Welsh language skills*".

The Basic Skills Agency, whose staff in Wales merged with the Welsh Assembly Government in 2007 to form Basic Skills Cymru, have been working with ESOL providers to ensure they have the support needed to support ESOL learners. This has taken place through:

- The delivery of early years and family programmes for parents and carers whose first language is neither English nor Welsh.
- Training programmes for young people who arrive in Wales towards the end of statutory schooling (age 14-19).
- Teacher training to deliver the new ESOL curriculum for adults, based on the national literacy standards.

As part of the Basic Skills Strategy, the **National Support Project** (NSP) for English for Speakers of Other Languages (ESOL)/English as an Additional Language (EAL) aims to enhance support for learners by:

- Increasing capacity through promotion, dissemination of information and innovative practice.
- Improving and enhancing learning and teaching by sharing and extending good practice.

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[12] Words Talk Numbers Count – The Welsh Assembly Government's strategy to improve basic literacy and numeracy in Wales (2005).

- Providing advice and support to help providers reach and maintain the Quality Mark Standards.

The project works with practitioners to provide support in developing quality learning experiences for learners, and identifying and meeting the challenges this poses. A key feature of the NSP is an active Practitioners Network for ESOL/EAL teachers, co-ordinators and managers, which provides a forum for consultation, sharing practice and providing updates on relevant developments.

The **Refugee Inclusion strategy** published in June 2008[13] sets out the Welsh Assembly Government's approach to refugees and asylum seekers in Wales. Its aim is to provide a framework within which policy can be developed to ensure that each refugee can *"become a fully active member of society, participating in and contributing to the economic, social, cultural, civil and political life of the country".*

Six areas provide the framework within which the strategy operates, namely:

- Language communication and information.
- Building stronger communities.
- Fulfilling potential.
- Accessing core services.
- Understanding diversity and supporting the most vulnerable.
- A framework for monitoring and evaluation.

The role of language is clearly central to a number of these areas – with language skills being important in accessing core services and fulfilling individual economic and educational potential. Equally, a lack of language skills may leave refugees vulnerable, unable to access help, and possibly at risk of exploitation.

The strategy recognises the importance of English and Welsh language tuition, notes that there are current shortages of provision, and commits to increasing the levels of ESOL funding by:

- Reviewing current funding arrangements.
- Increasing ESOL provision, with information and advice on appropriate courses.
- Providing targeted and flexible provision to reflect different language needs and practical barriers to attendance.

This report consequently has a role in presenting the challenges faced by actual and potential ESOL learners and providers, and suggesting changes to the funding and planning systems to start to address them.

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[13] Refugee Inclusion Strategy, Welsh Assembly Government (2008).

ESOL learners in Wales

ESOL needs in Wales arise from a number of different groups:

- Established BME communities where language skills for older residents born abroad remain low. In some cases, these communities continue to grow due to in migration.

- Continuing temporary settlement of asylum seekers and refugees in four dispersal areas around Wales. A proportion of those given leave to stay may remain in Wales.

- Skilled and unskilled migrants from the EU arriving since enlargement, many of whom may work and settle in Wales.

Changing patterns of migration[14] lead inevitably to changes in the demand for and nature of ESOL. The most recent in-migrants – including those from A8 countries and asylum seekers – are not evenly distributed, with many living in areas that have not previously had considerable numbers of in-migrants with ESOL needs.

2.4   ESOL – Definitions and Barriers

2.4.1 Definitions

This section seeks to provide a brief introduction to ESOL, describing the levels of attainment and typical modes of delivery.

ESOL is defined for the purposes of this research as the language tuition for people who have moved to an English speaking country, for purposes other than academic study. Typically learners are migrant workers, their spouses or refugees, or asylum seekers. They may speak limited or no English. This differs from the definition used by the NIACE inquiry, in which ESOL was defined more broadly[15].

English as a Foreign Language (EFL) is often taught in non-English speaking countries, or offered to students or others who come to the UK with the primary purpose to study or to improve their English. In the UK EFL classes are typically provided by the private sector, or may be an additional class offered by an FE college or university for foreign students.

English as an Additional Language (EAL) is typically delivered to school-aged children who do not speak English as a first language.

ESOL is defined for the purpose of this research project as excluding EFL and EAL because the focus of this work is on refugees, asylum seekers, migrant workers

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[14] Threadgold, T et al. (2008) Immigration and Inclusion in South Wales. Joseph Rowntree Foundation. http://www.jrf.org.uk/bookshop/eBooks/2290-wales-migration-cohesion.pdf

[15] The NIACE definition includes all provision for speakers of other languages, and covers all settings where teaching and learning takes place, and encompasses language support to enable learners to access other subjects as well as designated language learning provision.

(both recent and settled) and their families. The settings and funding mechanisms for tuition to these groups differs substantially from EAL and EFL, with this study focussing on the FE colleges, Local Authority ACL and voluntary and community sector providers which provide ESOL to these groups.

ESOL tuition, like all adult learning, varies widely in its form to suit the wide variety of needs presented by learners. For example courses range from two hours a week in the evenings to full-time courses for those who are not employed, and are able rapidly to improve their English, often to access employment or further training opportunities.

2.4.2 Levels of ESOL Provision

ESOL is taught at a variety of levels, as described in Table 2.1 below. Well over half of the ESOL delivered in Wales is classified as pre-entry or entry levels.

Table 2.1: **Language Proficiency Levels and Abilities**

Pre-entry Level	Does not have sufficient language ability to meet the criteria for entry 1.
Entry 1	Can understand and use familiar everyday expressions and very basic phrases aimed at the satisfaction of needs of a concrete type.
	Can introduce him/herself and others and can ask and answer questions about personal details such as where he/she lives, people he/she knows and things he/she has.
	Can interact in a simple way provided the other person talks slowly and clearly and is prepared to help.
Entry 2	Can understand sentences and frequently used expressions related to areas of most immediate relevance (e.g. very basic personal and family information, shopping, local geography, employment).
	Can communicate in simple and routine tasks requiring a simple and direct exchange of information on familiar and routine matters.
	Can describe in simple terms aspects of his/her background, immediate environment and matters in areas of immediate need.
Entry 3	Can understand the main points of clear standard input on familiar matters regularly encountered in work, school, leisure, etc.
	Can deal with most situations likely to arise whilst travelling in an area where the language is spoken.
	Can produce simple connected text on topics which are familiar or of personal interest.

		Can describe experiences and events, dreams, hopes and ambitions and briefly give reasons and explanations for opinions and plans.
Level 1		Can understand the main ideas of complex text on both concrete and abstract topics, including technical discussions in his/her field of specialisation.
		Can interact with a degree of fluency and spontaneity that makes regular interaction with native speakers quite possible without strain for either party.
		Can produce clear, detailed text on a wide range of subjects and explain a viewpoint on a topical issue giving the advantages and disadvantages of various
Level 2		Can understand a wide range of demanding, longer texts, and recognise implicit meaning.
		Can express himself/herself fluently and spontaneously without much obvious searching for expressions.
		Can use language flexibly and effectively for social, academic and professional purposes.
		Can produce clear, well-structured, detailed text on complex subjects, showing controlled use of organisational patterns, connectors and cohesive devices.

Source: Common European Language Framework – Global Scale

2.4.3 Challenges and Barriers to Provision

As this report will describe, there are many challenges in ensuring that ESOL provision meets the needs of both incoming and resident populations. Assessing demand is inherently difficult for a range of reasons, not least changes in the composition of the incoming population, their different needs and their mobility. Along with other countries of the United Kingdom, Wales has received considerable numbers of economic migrants from the A8 countries since accession in May 2004. Some 16,200 registrations to the Worker Registration Scheme (WRS) were received from A8 nationals in Wales between May 2004 and March 2007, many of whom may have ESOL needs. In addition, the Welsh Refugee Council (WRC) estimates that there are at least 10,000[16] refugees currently living in Wales, although little hard data is available on the demand for ESOL and the final location of individuals with potential ESOL needs.

Challenges may also be experienced on the supply side. Providers must consider the different requirements of asylum seekers, refugees and migrant groups as well as those of more settled ethnic communities. Such challenges can include, for

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[16] Welsh Refugee Council and Employability Forum (2005), Refugee Employment in Wales, Employability Forum

example, working with asylum seekers facing multiple barriers including recuperating from difficult situations encountered in their home countries. Significant cultural awareness and sensitivity may also be required, for example where women from certain ethnic communities face barriers due to limitations on the activities they can perform outside of the home. As this report describes, a range of other learner barriers exist including access to appropriate childcare and financial and eligibility issues.

Previous studies have also identified how uncertainties over funding can lead to difficulties recruiting and retaining ESOL teachers. This report identifies that ESOL provision in Wales is funded through a variety of routes, including short-term funding which hinders the establishment of sustainable capacity. At the same time, the benefit of ESOL training for employers has led to calls for employers to make a greater contribution towards the training their staff receives.

3.   ESOL PROVISION IN WALES

This chapter describes the scale, nature and distribution of current ESOL provision in Wales, based on the findings from the provider search and survey, and qualitative interviews with providers and other stakeholders.

3.1   The Provider Base in Wales

The initial provider search identified a total of 47 organisations providing ESOL services in Wales, which we are confident represents the majority of active ESOL providers in Wales. Each of the providers identified are listed in Table 3.1, with their characteristics described below.

Figure 3.1 below describes the distribution of the ESOL providers identified by type, and shows that the most common providers are FE colleges, followed by voluntary and community organisations and Local Authority Adult and Community Learning (ACL) services. In addition, ESOL is also provided in four prisons and by two WEA (Workers Education Association) branches covering North and South Wales.

Figure 3.1: Distribution of Identified Providers by Type
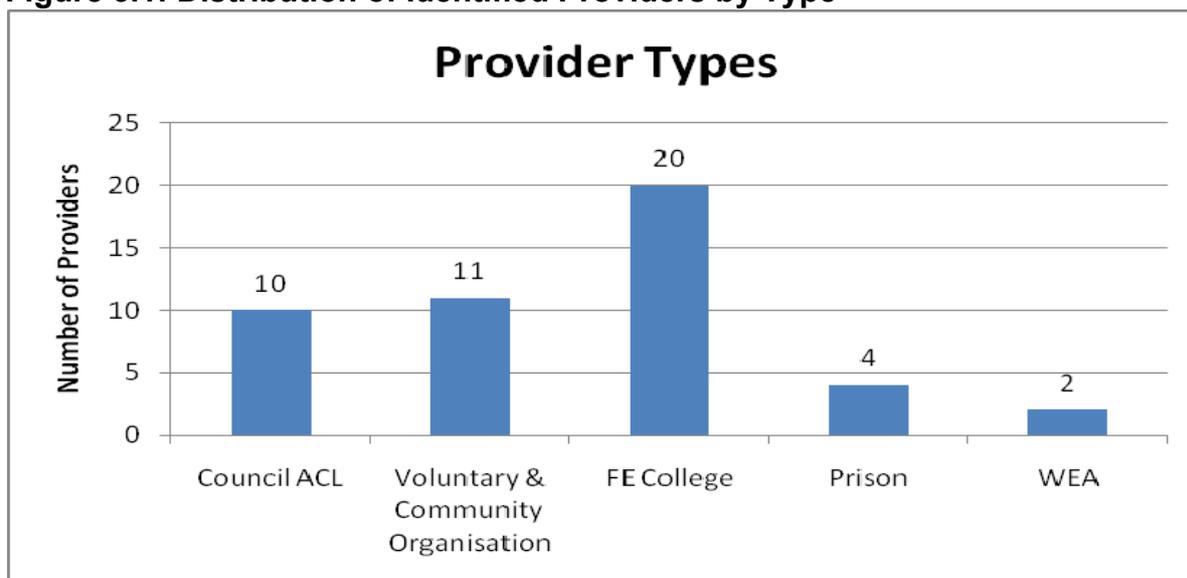
Source: Provider search

Figure 3.2 below shows the distribution of learners, based on data from the LLWR and additional data collected in the provider survey, across the different provider types. The figure shows that the vast majority of ESOL learners attend FE colleges or Local Authority run ACL.

The numbers of individuals receiving ESOL in each institution varied considerably in 2005/06, ranging from five to 2,000 learners in FE colleges, and between one hundred learners and nearly 3,000 in ACL provision.

Figure 3.2 Number of Learners by Provider Type
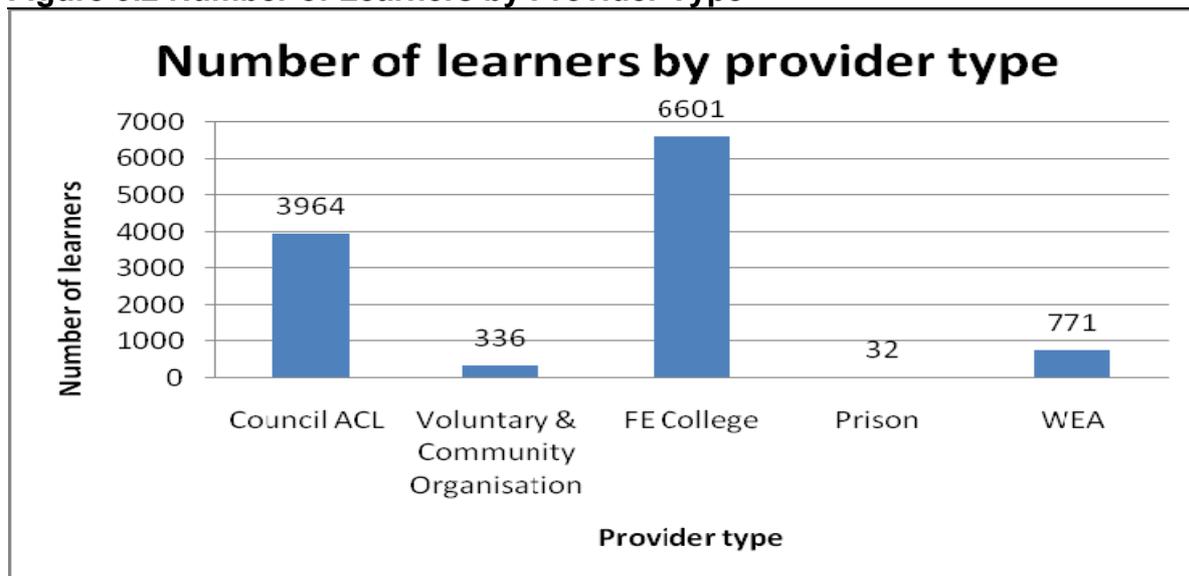
Source: LLWR and GHK survey of ESOL providers, Wales 2008

Structure of provision

The structure of provision is such that there are subcontracting arrangements between the different provider types. For example, in at least two Local Authority areas FE colleges subcontract the bulk of provision to the Local Authority adult education service, which has more experience in delivering ESOL. While the principle of subcontracting provision to the most appropriate local provider is sound, the resulting agreements can be complex and involve some top-slicing of funding to provide for management fees. The details of these arrangements are subject to local negotiation and in each case need to be carefully structured to ensure the appropriate balance of funding for overheads, management and delivery.

Each of the third sector providers surveyed tended to cater for fewer learners than FE or ACL providers, often delivering ESOL on a project basis and with short term funding only. The number of third sector organisations delivering ESOL at any one time is therefore fluid, although such providers often have good access to groups which are considered hard to reach. The Women's Workshop in Cardiff, for example, shares a building with a Somali women's group and has close links with a number of other community organisations.

Table 3.1 below shows the distribution of the 47 identified providers and their provision across the 22 Welsh local authorities. It is important to stress that this, and the 'known provider' group more broadly, represents a snapshot of the Welsh provider base in January 2008, and one which is dynamic and subject to rapid change. As the subsequent interviews with providers and national stakeholders identified, additional small scale voluntary and community provision may develop from short-term funding opportunities. In addition, an interview with Jobcentre Plus in South Wales indicated that they were intending to introduce additional private sector provision to support the progression of 50 individuals on the New Deal with English language needs to employment.

Table 3.1 Distribution of Identified Providers by Local Authority

Authority	No.	Providers
Anglesey	2	Coleg Menai; Hyfforddiant Môn Training
Blaenau Gwent	1	Blaenau Gwent Community Education Service
Bridgend	3	Bridgend College; WEA; HMP Parc
Caerphilly	2	Coleg Ystrad Mynach; Basic Skills Unit (Risca)
Cardiff	10	BAWSO Women's Aid; Coleg Glan Hafren; BTCV Cymru; Parade Centre; MENFA (Mentoring for All); SOVA (Supporting Others through Vol Action); Women's Workshop (Cardiff); WEA (Cardiff); CSV Training Wales; HMP Cardiff
Carmarthenshire	7	Carmarthenshire Basic Skills Service; Carmarthenshire Learning Centre; Carmarthenshire Training and Technology Centre; Cennen Learning Centre; Return to Learn (Carmarth. County Council); Coleg Sir Gar; WEA
Ceredigion	2	Coleg Ceredigion; WEA
Conwy	2	Second Chance; Colege Llandrillo Cymru
Denbighshire	2	Coleg Llandrillo (Denbighshire); Coleg Llysfasi
Flintshire	1	Deeside College
Gwent	1	German Cultural Centre in Wales
Gwynedd	2	Coleg Meirion Dwyfor; Coleg Menai
Merthyr Tydfil	2	Merthryr Tydfil College; WEA
Monmouthshire	2	Coleg Gwent; HMP Usk and Prescoed
Neath Port Talbot	1	Neath Port Talbot College
Newport	2	Newport City Council (Lifelong Learning & Leisure); WEA
Pembrokeshire	4	PRP Training; Learning Pembrokeshire; Pembrokeshire College; WEA
Powys	1	Coleg Powys
Swansea	6	Cyrenians Cymru (Dragon Learning and Arts Centre); Caer Las Cumry; Lifelong Learning Centre (Gorseinon College); Swansea College; HMP Swansea; WEA
Torfaen	2	Coleg Gwent; TABS (Torfaen Adult Basic Skills)
Vale of Glamorgan	2	Barry College of Further Education; Vale of Glamorgan ESOL Service
Wrexham	2	Sikorski Club (Polish Club); Yale College

Source: Provider search

As the table shows, the ESOL providers often deliver at different sites across more than one Local Authority area. FE Colleges often have more than one campus from which ESOL is delivered, as well as delivering on an outreach basis in the community. Coleg Powys, for example, has four campuses in Newtown, Brecon, Ystradgynlais and Llandrindod Wells, as well as working on an outreach basis to provide ESOL to the wives of Ghurkhas in the garrison town of Brecon. Other providers also operate from multiple sites, including the WEA which provides ESOL in a range of community buildings in eight local authorities across Wales.

On the basis of the provider search and subsequent consultations, we estimate that there are currently at least 65 established locations at which ESOL is currently delivered. However, as suggested above, this number will be particularly dynamic, with ESOL being delivered in less well established community-based locations for limited periods of time through short term projects.

3.2 Settings for ESOL

As well as operating across Local Authority areas, the majority of providers responding to the survey (23 of the 28 responses, or 80 per cent) also described delivering ESOL in a range of settings. The distribution of provision by setting is shown in Figure 3.3 below.

Figure 3.3: Setting for ESOL Provision
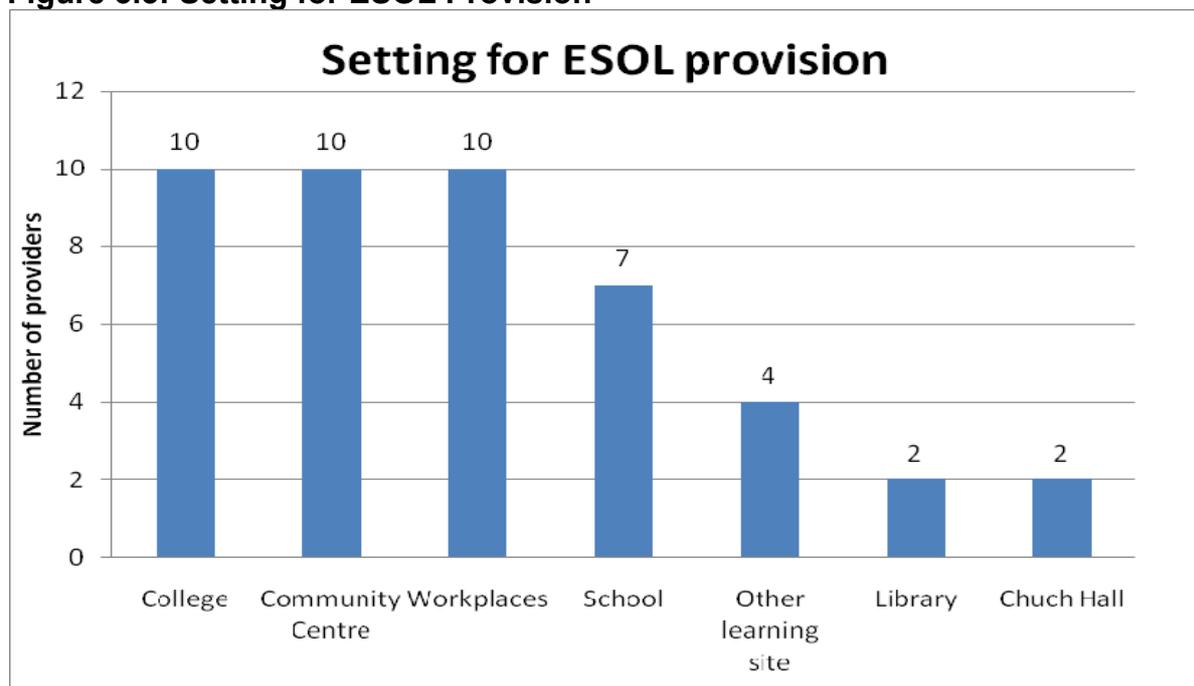
Source: GHK survey of ESOL providers in Wales, 2008

While the variety of provision settings reflects differences in the provider type, it also illustrates the extent to which ESOL is delivered on an outreach basis. Voluntary organisations were commonly found to provide ESOL in community centres and other community facilities such as church halls, libraries and leisure centres. However, established FE colleges also reported providing ESOL in similar locations, including in the workplace. Local authorities also delivered in community buildings as

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well as adult education centres, often on a flexible basis to address particular local needs.

Almost half of the providers responding to the survey reported that the availability of suitable teaching space was a limitation on their delivery of ESOL. Limited space for provision was reported across each provider type, with the provider interviews emphasising the importance of the appropriateness of setting in terms of maximising learner engagement and retention. The strengths and weaknesses of different provision settings identified in the study are explored below.

3.2.1 College Buildings

College buildings were used by 10 of the 28 providers responding to the survey; with over half of the ESOL learners identified receiving their provision in college buildings. Colleges offer the advantages of providing classroom settings, often with good IT and other facilities, and with generally good transport links to ensure they are accessible to the largest number of learners.

College tutors (and their learners) also suggested that engagement with colleges was an effective way of exposing learners to further learning opportunities. Once involved in college life, learners are exposed to different vocational courses, and many examples were provided of learners who had progressed to different areas of study following their initial ESOL experience.

While offering many advantages, college-based provision can be intimidating for some potential learners, notably those who have been out of education for some time or have little formal education, or for learners at pre-entry level who have very little English language skills. For this group, community buildings may provide a more comfortable environment in which to start their learning journey.

Learner Experiences of Different Provision Sites

The experience of learners in college situations was generally positive, although a number of tutors commented that some learners had found the number of young people and the busy atmosphere slightly intimidating.

Adult learning centres can offer a good halfway point between community buildings and colleges. They tend to be well equipped with modern facilities such as electronic whiteboards and computers for IT/E-learning, but make some learners feel more at ease as they are tailored more specifically towards people who are returning to learning, or even starting for the first time. Most of the learners in these settings are older, which can help build the confidence of learners who are unsure about starting their learning journey in English.

Learners interviewed as part of this study were overwhelmingly positive about college and adult learning environments. However, several tutors suggested that some learners felt more comfortable away from more formal classroom situations.

At least two examples of ESOL learners progressing to become ESOL teachers were identified, one at a college in North Wales and the other in a Local Authority adult learning centre in South Wales. Both were able to bring particular insights and experiences to their students, having learnt English themselves in a similar setting and having come from similar backgrounds.

3.2.2 Community Buildings

Community buildings, such as **schools, community centres, religious centres and libraries** are also used extensively by all types of providers to deliver ESOL. The use of these buildings, allowing ESOL to be brought into a community setting, is considered to be an effective means of engaging learners for whom travel represents a barrier. In addition, the use of school buildings and others with appropriate childcare facilities/crèche workers were considered key to the engagement of mothers with young children.

The delivery of ESOL in a community setting was felt to reduce more fundamental barriers to engagement and participation, such as the provision of women only facilities. Crucially some learners, particularly those learning ESOL for the first time, feel more comfortable in settings where other community activities take place.

Community Based and Delivered Provision

Cardiff Women's Workshop operates in a community building in Cardiff Bay, and maintains 12 places for entry level ESOL learners funded by the Big Lottery Fund.

The Women's Workshop shares the building with a number of women's groups, including a women's group from the large Somali community settled in the Cardiff Bay area. These links aid the recruitment of ESOL learners from this group and more widely, including those generally considered as being hard to reach.

Working in a women only environment can also help to build confidence amongst learners, who often progress onto the accredited WEA or college ESOL courses.

3.2.3 The Workplace

Finally, delivery in the **workplace** is considered to be a highly effective way of reaching migrant workers who may not otherwise have the time or resources to travel to ESOL classes. The survey showed that 10 of the 28 providers deliver ESOL in the workplace, although the number of learners being reached in this setting remains fairly low. Clearly ESOL in this setting will only apply to learners in employment, although it offers a range of benefits for both the learner (such as the opportunity to progress with their employer, integrate into the workplace, etc) and their employer (such as improved effectiveness and productivity, more effective access to skills and improved retention rates, etc).

ESOL Delivery in the Workplace

A number of examples of ESOL being delivered in the workplace were found during the interviews with employers. These included a recruitment agency who, in collaboration with a local FE college, delivered ESOL to over 30 individuals registered with the company, the majority of whom were in-movers from Eastern Europe and looking for general manufacturing work. Sessions were provided in the mornings and evenings to fit with different shift patterns, and IT packages were employed so that ESOL could be delivered more effectively. A manager in the firm noted that improving language skills "made it much easier to place workers in companies".

One large employer with an onsite learning centre incorporated ESOL into its existing staff training offer in response to increasing ESOL needs in the workforce. The programme was jointly funded by the firm and a trade union through the Union Learning Fund. One of the key challenges was finding tutors who were available to work with the moving shift patterns of workers.

Other employers interviewed do not offer on-site ESOL, but arrange classes with local FE colleges or ACL providers.

3.2.4 Outreach and Engaging New Communities

Examples of effective outreach were found across all types of providers, although third sector organisations tended to focus more clearly on particular target groups. Our interviews suggested that successful outreach was often driven by one or two individuals, with a strong personal mission to engage with particular communities.

ESOL was also provided informally within some refugee community organisations. The overall scale of this kind of provision were not possible to ascertain, but is likely to account for a small proportion of overall learner numbers. However, the existence of these small informal classes run by third sector Refugee Community Organisations (RCOs) represented a response to the shortage of ESOL classes in other sectors.

Whilst most providers are over-subscribed, there are still communities who have not previously engaged in ESOL. Without effective outreach into these communities, the delivery of ESOL may be in danger of favouring communities more easily reached and may risk excluding those with significant needs.

Engaging New Communities

The work of one college in North Wales provided a good example of how active outreach can engage communities that have significant unmet ESOL needs.

In 2007 a group of leaders from the Chinese community in North Wales met to discuss the changing requirements for citizenship, and the introduction of English language requirements in order to gain a work permit or indefinite leave to remain. They expressed concerns over the implications of this, as many members of the Chinese community have been residents in Wales for many years without learning English. This is particularly true of those working in family restaurants.

The meeting was attended by a representative of a local college who had been involved in previous attempts to engage the Chinese community in ESOL. This led to a pilot course being run with 15 members of the community, mainly older men with some standing in the local Chinese community. The class was run at pre-entry level, and received 100 per cent attendance rates.

Shortly after this course, and as a result of good feedback from the initial learners, some 60 applications were received from a wider cross-section of the Chinese and Asian communities. This work was successful for a number of reasons:

- Initial links developed between a member of the college staff and community leaders.
- A change in national policy had prompted greater demand for ESOL.
- A successful pilot project run with community leaders to achieve their "seal of approval".

Examples of effective active outreach of the kind described above were few and far between, and colleges and Local Authority providers may wish to develop better links with communities who are under-represented amongst ESOL learners.

Determining these under-represented groups at a national level would lack the insight of local analysis, and so local providers are better placed to identify local communities who are not engaging in ESOL. Recent changes in citizenship and immigration legislation may provide some impetus to unlocking this latent demand for ESOL.

3.3   ESOL Tutors

The number of staff providing ESOL services for each provider varied considerably, as Figure 3.4 below shows. Providers most commonly reported having between 5 and 10 ESOL tutors, with only three having more than 20.

Figure 3.4: ESOL Staff Numbers
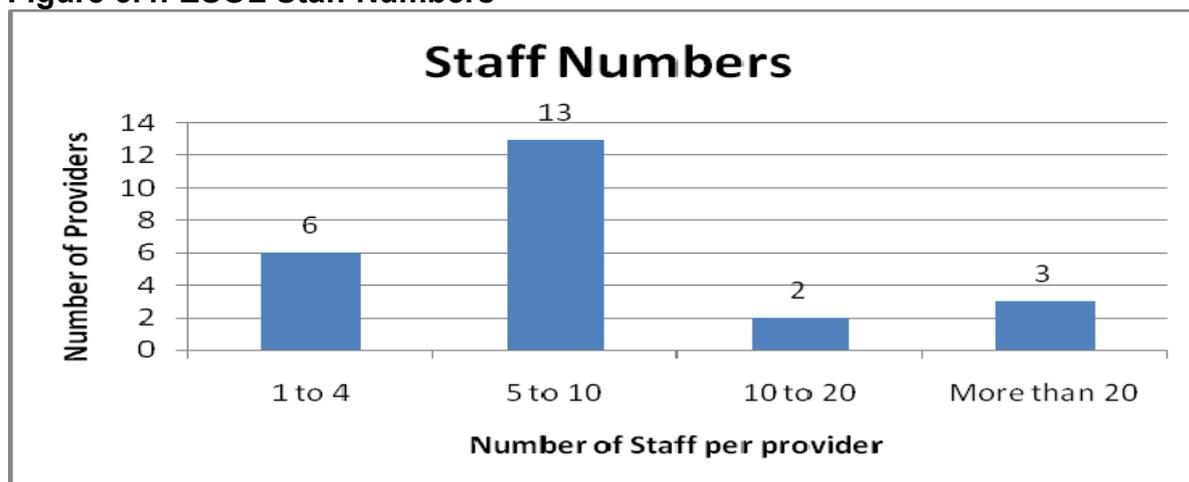
Source: GHK survey of ESOL providers in Wales, 2008

The number of staff employed by provider type and their employment status is shown in Table 3.2 and Table 3.3 below. As Table 3.2 shows, FE and ACL providers had the largest numbers of staff, and voluntary and community sector and prison providers the least.

Table 3.2 ESOL Staff by Provider Type

Provider Type	Staff Numbers – Range
FE college	3-23
Council ACL	6-65
Voluntary and community	1-8
Prison	1-2

Source: GHK survey of ESOL providers in Wales, 2008

Table 3.3 ESOL Staff by Employment Status

Staff	No.	%
Full-time paid	26	11
Part-time paid	161	69
Full-time volunteers	0	0
Part-time volunteers	48	20
Total	235	100

Source: GHK survey of ESOL providers in Wales, 2008

Table 3.3 shows how the majority of paid ESOL staff are employed on a part-time basis, with just 11% of all staff working full-time. Where full-time ESOL tutors were identified, they were exclusively based in the larger FE colleges. The table also shows the importance of the volunteer workforce in ESOL provision, accounting for one in five of all staff and providing important support to the tutor through small group work with learners.

3.3.1 ESOL Tutor Qualifications

The survey of providers also included questions about the qualifications held by tutors they employ. The responses received indicated that 63% of tutors were

reported as holding CELTA or Trinity certificates, and 6% Basic Skills teaching qualifications with an ESOL specialism. A further 20% of tutors were reported to hold PGCEs but no specialist qualifications.

Figure 3.5: ESOL Tutor Qualifications
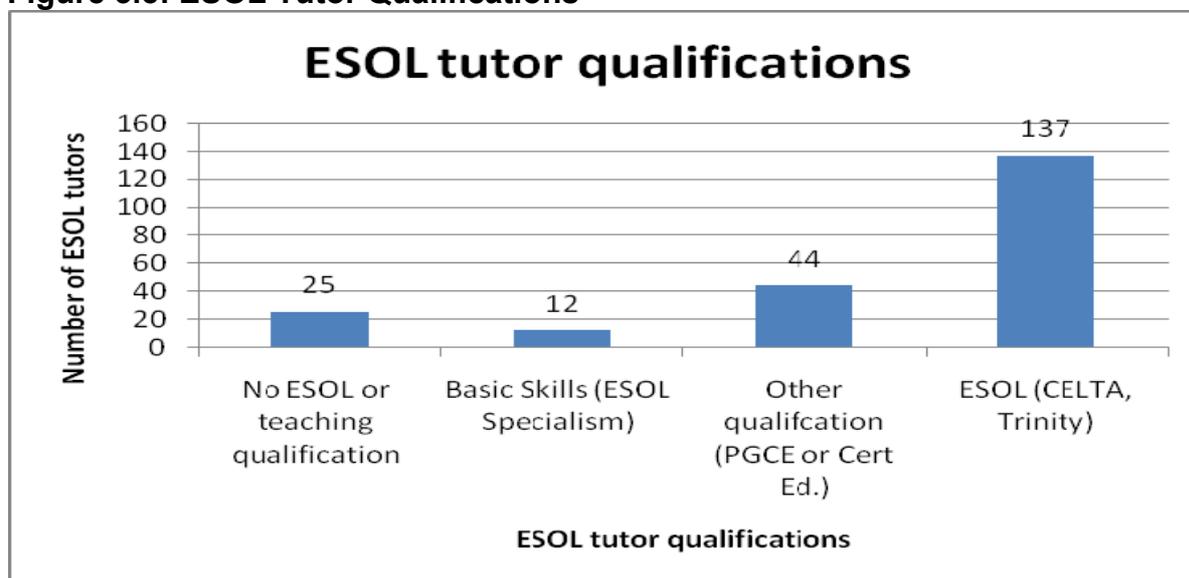
Source: GHK survey of ESOL providers in Wales, 2008

A CELTA or equivalent qualification would be enough for a tutor to be considered part qualified, with a fully qualified ESOL tutor holding a teaching qualification and an ESOL subject specialism[17]. In England, the Level 4 subject specialism course in ESOL is widespread amongst ESOL tutors, with one third being found to hold this and a general teaching qualification in a recent OFSTED survey[18]. This is not the case in Wales, where providers indicate that CELTA or Trinity ESOL qualifications, held in conjunction with a teaching qualification, are the most common combinations.

Discussions with providers indicated that very few staff hold the Level 4 subject specialism because there is only one Level 4 ESOL course in Wales, delivered in Newport. Coupled with limited budgets for investment in staff qualifications, the take up of this new qualification has been slow.

Estyn reports[19] note that at least three local authorities' ACL provision lacks suitably qualified tutors. Where this is the case, Estyn indicated approval for those local authorities who were seeking to address this shortfall through online courses for staff.

3.3.2 Shortages of ESOL Staff

The providers interviewed commonly reported difficulties in attracting suitably qualified and experienced staff, which in many cases was limiting their ability to deliver ESOL. While most found that there is a fairly ready supply of young teachers

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[17] Guidance on ESOL qualifications issued by www.talent.ac.uk
[18] ESOL in the post-compulsory learning and skills sector: an evaluation, Ofsted, October 2008
[19] See http://www.estyn.gov.uk/inspection_reports.asp

who have a CELTA, Trinity or TEFL qualification, their experience gained overseas teaching English was considered to be very different to teaching ESOL to migrants in mixed ability groups, or to those with a wide variety of personal needs.

Providers reported a particular shortage of ESOL tutors with the level of life experiences which can be needed to support ESOL learners effectively. Tutors often become trusted advisors to learners, and their experience of dealing with the immigration and benefits systems can be used to support learners, signposting them towards services or expertise to solve ongoing problems which may impinge on their continued attendance.

Providers report that staff shortages were limiting the delivery of ESOL, with Figure 3.6 showing that ten of the 28 providers considered teacher shortages as a significant or highly significant barrier to ESOL delivery. Lifelong Learning UK (LLUK), the sector skills council responsible for the professional development of staff working in the UK lifelong learning sector, have also recognised the shortage of suitably qualified ESOL tutors in their Sector Skills Agreement for Wales[20].

Figure 3.6: Shortage of Teachers as a Barrier to ESOL Delivery
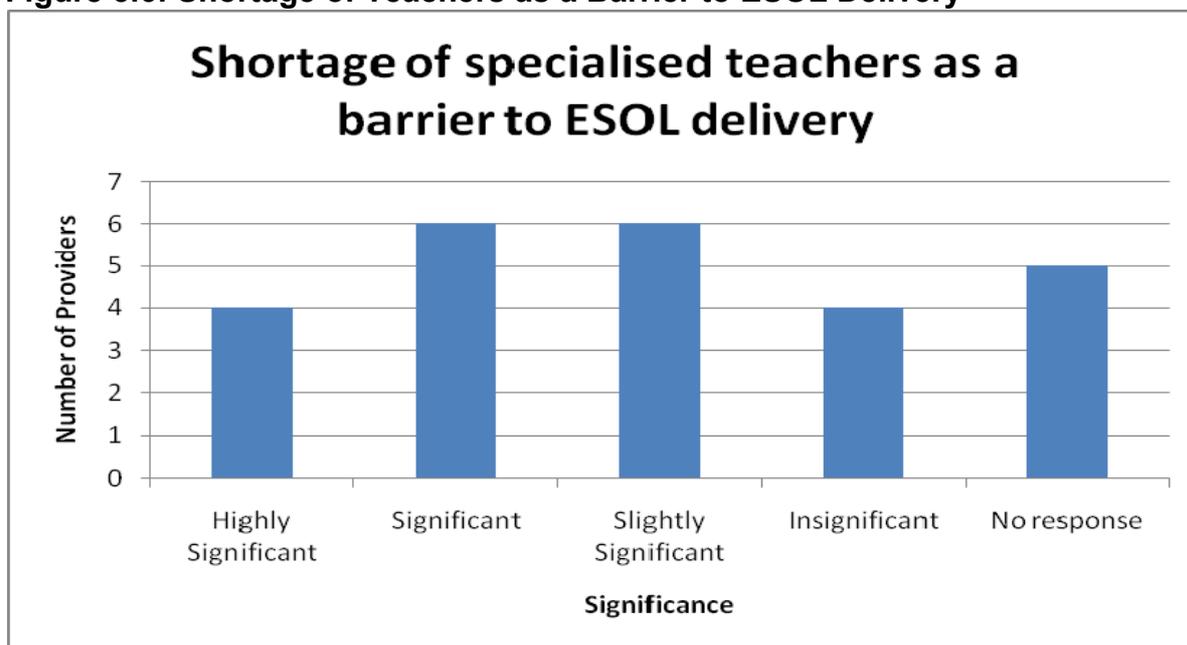
Source: Source: GHK survey of ESOL providers in Wales, 2008

3.3.3   ESOL Tutoring as a Profession

A number of tutors interviewed commented that ESOL tutoring is not currently an attractive career choice. Most ESOL tutors work on a part-time or sessional basis, which means that it is difficult to make a career in ESOL in all but large colleges in areas with a very high demand for ESOL and sufficient funding.

Managers in all providers consulted were aware of the difficulties faced by sessional ESOL tutors, with very few being able to gain sufficient work for a full living wage.

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[20] LLUK Sector Skills Agreement. Stage 5 - Wales

Equally most providers would prefer to have a small number of full-time tutors as this would be a more cost effective solution, but this was often not possible due to budgetary restrictions on hiring full-time employees.

3.3.4   Implications for the Employment and Training of ESOL Tutors

Changes to the employment and training of ESOL tutors will be needed to ensure that there are sufficiently trained and experienced tutors to meet the demand. The development of a workforce strategy specifically to address this shortfall is recommended. It may be appropriate to develop this strategy in conjunction with LLUK Wales. Any strategy should consider the:

- Current profile of ESOL tutors.
- Desired qualification and experience levels.
- Mismatches between current levels of experience and qualifications.
- Training opportunities and routes.
- Current employment conditions of ESOL tutors.
- Barriers to entering the profession.
- Production of clear action plans to address the barriers to recruitment and retention.

3.4   ESOL Provision

This section describes the ESOL curricula offered by the providers responding to the survey, and the level and duration of provision being offered more widely.

3.4.1 Curricula Offered

The accreditation bodies most commonly reported by providers participating in the survey were the Trinity (Skills for Life) and OCN, as illustrated in Figure 3.7 below.

Figure 3.7: Number of Learners by Accreditation Body
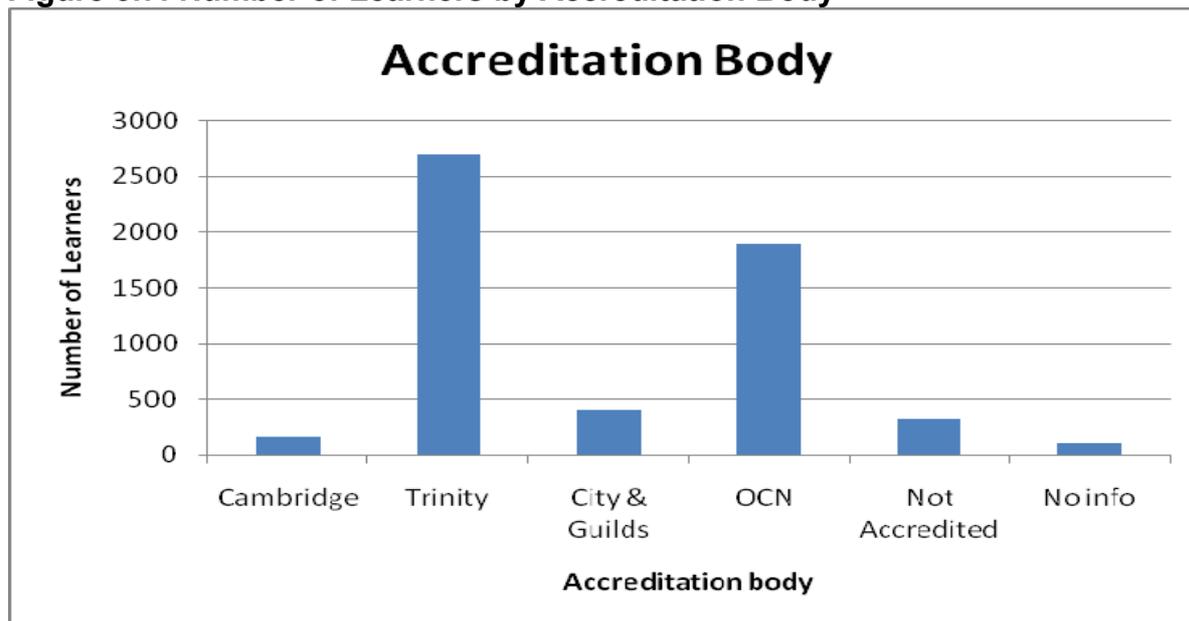
Source: GHK survey of ESOL providers in Wales, 2008

Where a preference was expressed, providers largely preferred the Trinity model due to the end-of-year exam. However the OCN modular credit system was also gaining popularity for two reasons:

- The shorter (10 week) course duration and more flexible nature of the credits means that learners may be more likely to achieve the qualification. This particularly applies to individuals with the propensity to move around the country (by choice or otherwise), and so unable to complete long (e.g. full year) courses.

- The course being perceived, by some providers at least, as being easier to achieve and so more likely to secure a qualification – although others were less sure of its quality.

Where Cambridge or City and Guilds accreditation was followed, this appeared to be mainly due to previous experience with these bodies through other qualifications.

Few providers mentioned the provision of ESOL embedded into other courses. In the rest of the UK a proportion of ESOL is embedded into vocational courses or run alongside other courses, such as the driving theory test, by providers such as City College Manchester, Brent Council and others. These courses can be an effective way of engaging learners who might not otherwise seek to improve their English.

Data from the LLWR for 2004/5 and 2005/6 shows that ESOL provision in Wales is currently dominated by part-time courses, as Figure 3.8 below illustrates. While the number of learners participating in both full and part-time provision rose between 2004/5 and 2005/6, the increase in part-time provision safely outstrips the rise in full-time provision.

Figure 3.8: Part-Time vs Full-Time Provision, 2004/5 and 2005/6
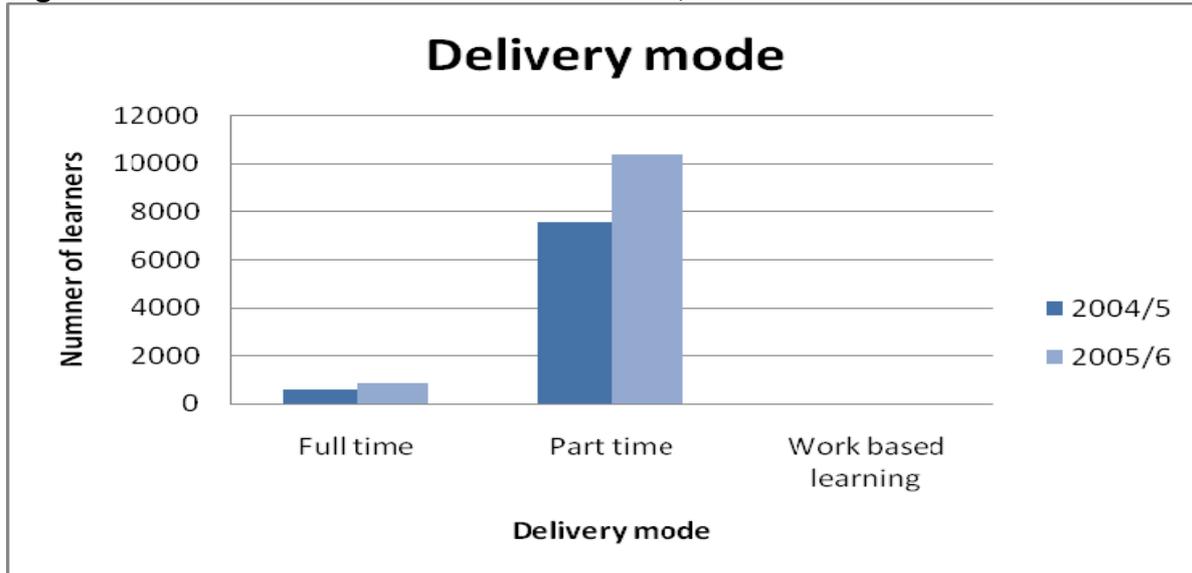
Source: LLWR 2004/05 and 2005/06

The largely part-time nature of ESOL provision is also reflected in the number of guided learning hours delivered in 2004/5 and 2005/6, as shown in Figure 3.9.

Figure 3.9: Number of Learners by Guided Learning Hours
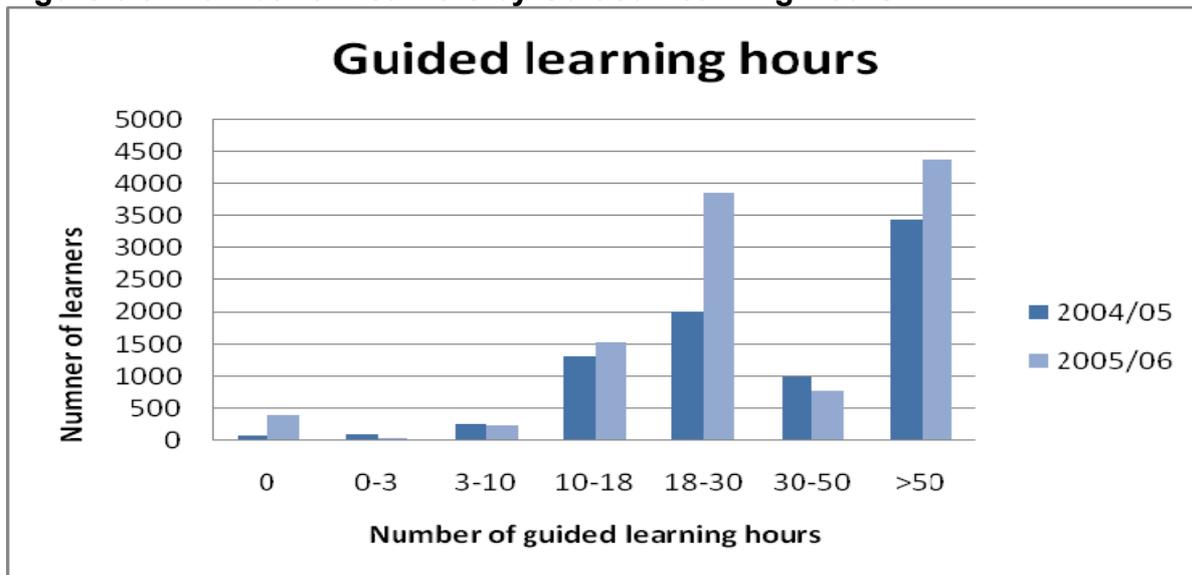
Source: LLWR 2004/05 and 2005/06

This shows that the number of guided learning hours had increased between 2004/5 and 2005/6, with the increase being greatest amongst courses of under 30 hours duration (i.e. between one and three hours per week over one term).

These short part-time courses are most appropriate for people who are in work and can therefore have limited time to study. However, in the view of the providers and Jobcentre Plus representatives interviewed during the study, they are less effective than intensive full-time courses, and may not be sufficient to meet the needs of those with very limited English language skills or who are looking for work and need to improve their language skills. Where full-time courses are available, the providers in

question described them being amongst the most over-subscribed that they offer. The need for full-time ESOL provision was supported by Jobcentre Plus in a stakeholder interview, which also indicated the intention to increase the number of full-time ESOL places for people on the New Deal in the Cardiff and Newport areas.

The current balance between full and part-time provision is dictated by attempts to cater for the high demand for ESOL provision, rather than purely for considerations around the appropriateness of provision to meet the needs of all learners. Overall it appears that the changes in the duration of provision caused by increases in demand have led to a balance of provision which favours shorter, part-time provision, and which favours employed migrant workers.

3.4.2 ESOL Provision – Level

The majority of WAG funded ESOL provision in Wales is at entry and pre-entry level, although the usefulness of the LLWR data is limited by the high numbers of learners whose level of provision is recorded as "unknown". As Table 3.4 below shows, 53 per cent of provision in 2005/6 was at entry or pre-entry level, while the level of 45 per cent of recorded provision is unknown.

Table 3.4 Level of ESOL Provision Recorded on LLWR (2005/6)

Level	% of learners
Entry and Pre-entry	53
Level 1	2
Level 2	0
Unknown	45

Source: LLWR 2005/6

In addition, and as reported previously, the LLWR does not capture the details for every ESOL learner in Wales, although it does capture learners funded by DCELLS through FE and some ACL providers. Consequently the provider survey collected details from providers whose details do not appear on the LLWR on the distribution of their learners by level. The results are shown as Table 3.5 below.

Table 3.5: Level of ESOL Provision: Provider Survey (2007/08)

Level	% of learners
Entry and Pre-entry	55
Level 1	12
Level 2	4
Other	13
Mixed	16

Source: GHK survey of ESOL providers in Wales, 2008

As the table shows, entry and pre-entry provision remain dominant (at 55 per cent of provision), with 12 per cent of provision being at Level 1 and 4 per cent at Level 2. Some 13 per cent of provision was described as 'other' (including the learndirect

ELLIS course[21]) and 16 per cent described as 'mixed', which captured provision taking place at a different levels to match the abilities of mixed groups of learners. Although the data collected does not provide complete coverage of ESOL provision, it suggests that entry and pre-entry level remain dominant and that 'mixed' provision may account for some of the 'unknown' provision recorded on the LLWR.

3.4.3 Use of Citizenship Materials

The introduction of citizenship tests has boosted the demand for ESOL, with all applicants for Citizenship who speak English at entry level being required to have covered some citizenship materials in their ESOL classes. Even if this is not done formally with recourse to the Home Office publications, the vast majority of ESOL courses will include coverage of culture and practices in the UK.

Responses to the provider survey indicated that five of the 28 providers did not include citizenship material in the courses. These providers tended to offer non-accredited ESOL provision, and were from the voluntary and community sector.

A creative example of the use of citizenship material included a class of refugees being taught the Welsh National Anthem, in Welsh, prior to the Six Nation's rugby tournament. The learners particularly enjoyed the chance to engage with culturally relevant activities like sports.

3.5   Quality and Appropriateness of Provision

A review of the quality and appropriateness of provision was undertaken drawing on evidence from the survey of ESOL providers in Wales, interviews with providers and a systematic comparison of the relevant Estyn reports[22]. The completed assessment framework is available in Annex 15, and evidence was gathered under the following headings:

ESOL inspection grade	Progression
Initial Assessment	Individualised Learning Plans
Attendance	Curricula offered
Completion	Embedded Delivery
Attainment	Effectiveness of Teaching

ESOL Inspection grades

Evidence from Estyn reports on the overall quality of ESOL indicates that for the 11 areas for which reports were available, over half received a grade 1 or 2 out of 4, as shown in Table 3.6 below.

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[21] The ELLIS course is a IT-based ESOL course in which the learner interacts with a computer, and can take part in role playing and voice recording.
[22] Estyn reports can be found at
http://www.estyn.gov.uk/inspection_reports_index/adult_education.asp

Table 3.6: Area Inspection Ratings for ESOL

Overall inspection grades for ESOL	Number of local authorities
1: Good with outstanding features	1
2: Good features and no important shortcomings	5
3: Good features outweigh shortcomings	3
4 Some good features, but shortcomings in important areas	2

Source: Estyn Inspection Reports

Initial assessment

When learners apply to join an ESOL class, an initial assessment of their current level of English should be undertaken to ensure that they are placed appropriately. The importance of the initial assessment process cannot be understated, as its results should form the basis of any provision received and the subsequent monitoring of progress.

Interviews with providers indicated that most conducted some form of initial learner assessment at the outset, but that these were often informal and could rely on informal conversations with a tutor rather than consistent testing. The Estyn reports make few comments on the quality of initial assessments, and so it is difficult to make a thorough judgement of their quality and the consistency with which they are applied. However, in three Local Authority areas where initial assessments were described by Esytn, they recorded either no initial assessment or at best inconsistent use. The provider survey did not include any questions on initial assessment, so while we cannot make any definitive statements about its use, evidence from interviews and the Estyn reports suggests that initial assessment processes could be more consistent.

Evidence of good practice in initial assessment identified in this study was restricted to Cardiff, where The Parade is delivering initial ESOL assessments for at least two other providers in their area. This means that consistency between providers is maintained, and that they can also benefit from economies of scale in undertaking assessments.

Individual Learning Plans

The use of individual learning plans (ILPs) was also assessed primarily through the review of Estyn reports, where consistent comment on their use was available in all but one Local Authority area. The results are presented below in Table 3.7, and indicate that only three out of the 11 local authorities for which reports were available consistently used ILPs for all their ESOL learners.

Table 3.7: Use of Individual Learning Plans

Individual Learner Plans	Number of Local Authorities
ILPs used	3
ILPs used inconsistently between providers or between different classes	4
ILPs not used	3
Unknown	1

Source: Estyn Inspection Reports

Whilst there is still some debate about the use of ILPs for pre-entry level learners, it is generally recognised by ESOL providers across the rest of the UK that ILP use is an effective means of tracking learner progress. In Wales, however, over two thirds of inspection reports indicate that ILPs are used inconsistently or not at all, suggesting that progress may not be monitored as effectively as possible, and that the tailoring of support to individual learners may be compromised.

Completion, attainment and progression

Data on completion and attainment is recorded in the Estyn reports and is presented in Table 3.8 below against the published figures of the National Comparators[23]. The National Comparators enable ESTYN to compare similar data for individual organisations and institutions, and to make judgements about the performance of particular courses and learning areas within them.

Table 3.8: Completion and Attainment against National ESOL Comparator

	Completion	Attainment
Above national comparator	3	7
Approximately equal to the national comparator	0	2
Below the national comparator	6	2
Unknown	2	0

Source: Estyn Inspection Reports

Table 3.8 shows that attainment, defined as the achievement of the level of competence specified in the learning aim, was above or equal to the national comparator for 80 per cent of providers for which inspection reports were available. Completion rates however were notably lower, with six of the nine areas for which inspection reports and data were available reporting completion figures below the national comparator.

The National Comparator for completion is concerned with the percentage of learners who complete their learning activity, i.e. the percentage of learners who enrol on courses and stay until completion. It is not clear why there is a discrepancy between the completion and attainment measures for ESOL, although the number of

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[23] ESTYN determine National Comparators for Further Education and Work Based Learning, which are based on the Lifelong Learning Wales Record (LLWR). These statistics are compiled by DCELLS from data supplied by individual organisations and institutions, and provide comparative data for a range of courses across 15 learning areas.

short OCN courses that are being delivered could be an influence. In these courses learners may achieve partial credits without completing their course in its entirety.

Comments from Estyn, and interviews with providers conducted as part of this study suggested that post-course progression can be particularly difficult to monitor for ESOL learners. In particular migrant workers, who are amongst the most mobile in society, may move on at short notice, and so their progress to further study or into better paid employment cannot be captured.

Effectiveness of teaching

The effectiveness of ESOL teaching was again judged by collating comments from the Estyn reports. Only four of the 11 available area inspection reports commented on the effectiveness of ESOL teaching, so it was not possible to comprehensively or consistently assess the effectiveness of teaching in other providers.

Where comments were made by Estyn, one Local Authority was praised for good planning, and the *"… skilful challenging of learners to try new things".* However, the remaining three reports pointed out deficiencies in the effectiveness of teaching, including:

- Over reliance on worksheets.
- A need to make better use of teaching resources.
- Lack of staff development and training.
- Poor monitoring of attendance.

Tutor Qualifications[24]

The criticisms of ESOL delivery made by Estyn may be seen as having their roots in the training and development of ESOL tutors in Wales. As described in Section 3.3, one third of ESOL tutors in England hold a teaching and an ESOL qualification at Level 4, and while a large number of tutors do hold a Level 4 teaching qualification very few have a Level 4 subject specialisation in ESOL. The tutor qualifications are discussed in more detail in Section 3.3, based on the survey of ESOL providers and subsequent discussions with them.

It should be noted that some of the areas of improvement, namely initial assessment and ILP practices, would be likely to be realised with a more highly qualified workforce.

3.6   ESOL Funding – Scale and Sources

The consistent reporting of financial information was difficult for providers participating in the survey of ESOL providers. While 18 of the 28 respondents provided data on the total amount of funding received for ESOL, just six provided a

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[24] Please refer to Section 3.3 for a detailed discussion of ESOL tutors and their qualifications

full breakdown of the funding received by source. Figure 3.10 below is therefore based on this partial information.

Figure 3.10: ESOL Funding Sources

Funding for ESOL, %

- Welsh Assembly (64%)
- Local Authority (17%)
- European Social Fund (4%)
- Employers (4%)
- Individual Learner Accounts (0%)
- Student Fees (11%)
- Other (1%)

64
17
4
4
11
1
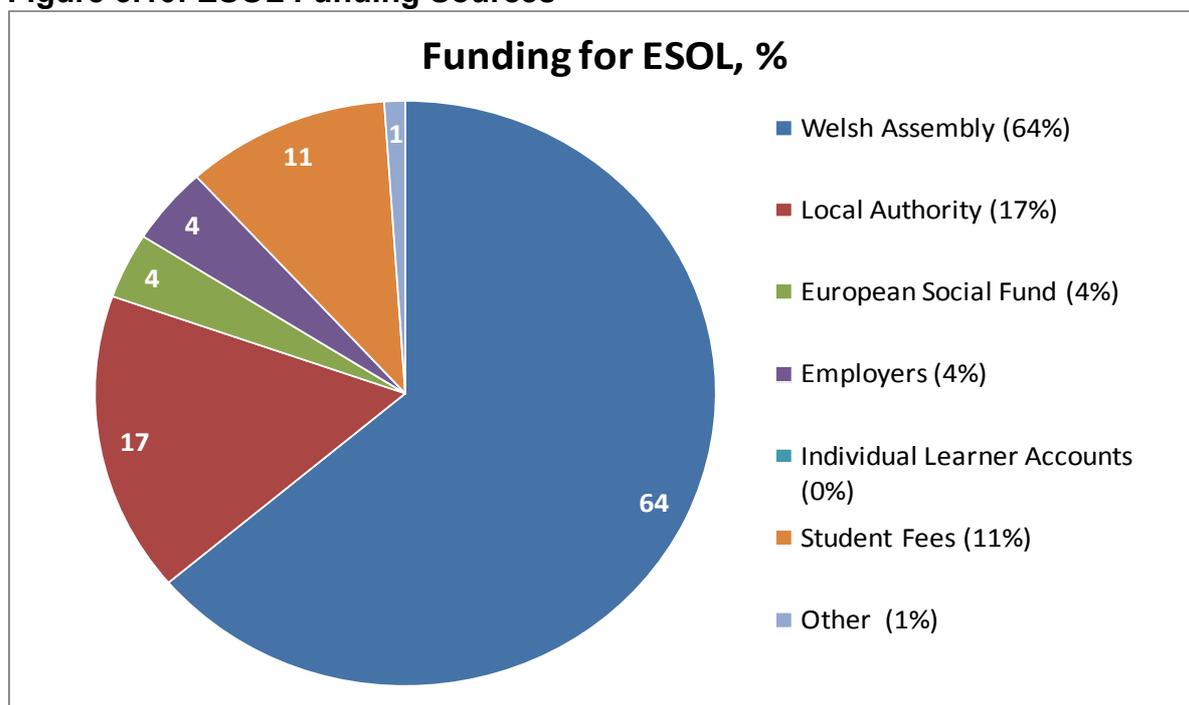
Source: GHK survey of ESOL providers in Wales, 2008

The Welsh Assembly Government was the most commonly reported source of ESOL funding, providing over 60 per cent of all funding reported, with local authorities accounting of 16 per cent, student fees 11 per cent, and employer and European Social Fund (ESF) funding 4 per cent each. However 17 of the 18 respondents providing data on funding described using multiple funding sources to support their provision - for example, one large college reported that two thirds of its funding comes from DCELLS, one third from ESF and an unquantifiable amount from fee income. Most providers reported being funded either by DCELLS or the appropriate Local Authority, with only one large Cardiff provider reporting both. The interviews suggested that most providers charged fees, although many did not quantify their fee income in the survey.

More broadly, the providers able to comment described:

- Receiving a total of £1.1 million in the 2006/7 year, with the largest receiving £330,000.
- How their budgets had remained static despite the increase in learner numbers, and few were willing to increase the proportion that they spend on ESOL.
- How FE colleges received 60 per cent of the total funding reported, which broadly reflected their market share. ACL providers reported receiving 30 per cent of the total funding, leaving voluntary and community sector providers including the WEA with around 10 per cent.

In broad terms, the 18 respondents described the following funding patterns:

- FE colleges were mainly funded by DCELLS, with two reporting employer contributions and one receiving ESF funding.
- Voluntary and community sector providers tended to rely on ESF and Big Lottery funds.
- Three ACL providers and the WEA also received DCELLS funding, with most ACL provision being funded from Local Authority sources.

Total funding estimates

According to DCELLS, funding for ESOL delivered through DCELLS amounted to £5m in 2006/07.

Data from the survey indicates that DCELLS funding accounts for only 65 per cent of the total funding received by providers; with the remaining 35 per cent being received from sources such as ESF, Big Lottery, Local Authority top up grants and learner fees.

Based on these proportions, and assuming that they can be generalised outside the survey sample, we estimate that the total funding available for ESOL amounts to £8m in total. This comprises £5m (65 per cent) from DCELLS and £3m (35 per cent) from other sources.

3.6.1 Shortage of Funding

Eighty percent of providers cited the lack of funding as a barrier to the delivery of ESOL, as shown in Figure 3.11 below. This reflects the clear perception amongst providers the there is considerably more demand for ESOL than places available, and that the current funding levels are not able to deliver sufficient ESOL to meet demand.

Figure 3.11: Shortage of Funding as a Barrier to ESOL Delivery
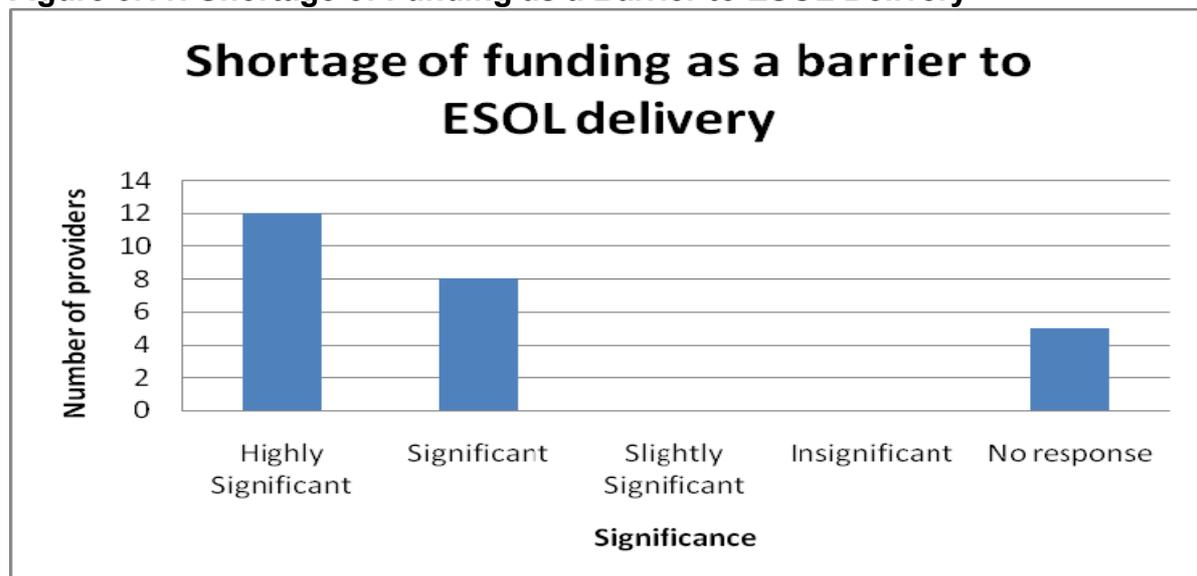
Source: GHK survey of ESOL providers in Wales, 2008

3.6.2 Basic Skills Uplift

Basic skills' adult literacy and numeracy receives an uplift of funding equivalent to 90 per cent, which recognises both the added support that basic skills learners require and the priority afforded to this level of learning. ESOL attracts only 50 per cent uplift in funding.

This uplift was set following the Subject Area Weighting Consultation with providers in 2005, where the vast majority of providers did not consider that there should be parity between the uplift for basic skills and ESOL. Consultations with providers in the course of this study indicated that their opinions had changed, and that the they were strongly in favour of a move towards parity.

Providers argue that ESOL learners need more support from tutors than funding currently allows. The Webb Review (2007)[25] supports this, noting that "*Best practice [in ESOL] provision includes a high proportion of one-to-one support which is not currently covered in the weighting for ESOL provision.*"

The majority of providers surveyed stated that ESOL learners require more support than other basic skills learners, as they do not have the speaking and listening skills that literacy and numeracy learners already possess. This poses considerable challenges for assessment and enrolment, and means that more staff time is taken up with the administrative requirements.

The Webb Review recommends that the department should *"review the weighting of ESOL funding"*[26]. The evidence from this research suggests strongly that, based on the resources required, ESOL should be weighted at 90 per cent. However, indications from stakeholder interviews with the Welsh Assembly Government are that the total funding for FE colleges will not increase in real terms in the near future, and so increasing the weighting for ESOL will not result in an overall increase in the funding received.

3.6.3 ESOL Priority

The shortage of ESOL provision has been recognised by DCELLS, consequently ESOL is listed as a priority area for FE colleges and local authorities to consider in their planning[27].

The problem remains that budgets in FE have been frozen while staff costs have increased in recent years; and as a result many of the providers interviewed considered that increased ESOL provision would necessitate a decrease in other provision.

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[25] Promise and Performance: The report of the independent review of the mission and purpose of Further Education in Wales in the context of the Learning Country: A vision into action. (2007). Webb, A., Drury, S. and Griffiths, G.

[26] Recommendation 24, p27, Promise and Performance: The report of the independent review of the mission and purpose of Further Education in Wales in the context of the Learning Country: A vision into action. (2007). Webb, A., Drury, S. and Griffiths, G.

[27] P.7 National Learning and Skills Assessment 2007: Priority setting. February 2007

One FE provider in South Wales commented: *"We can't grow because our budget is frozen for two years and our staff costs are rising"*.

Discussions with FE and ACL providers indicated that they feel a duty to maintain a balance of provision in order to meet the needs of all their learners, which prevents them from increasing ESOL provision even where they are experiencing high demand. A provider in North Wales noted that *"There is so much demand for it* [ESOL] *that we could just be a college of ESOL"*.

3.6.4 Convergence Funds

The replacement of ESF with Convergence funding is likely to have an effect on ESOL provision. While the effects cannot be accurately predicted, it is anticipated that Convergence funding will focus more on employment and skills than on social inclusion. As a result, some providers, the WEA in particular, expressed concern that childcare facilities would not be provided under the convergence funding.

If this proves to be the case, there will be a significant adverse impact on ESOL learners with young children which is likely to disproportionately affect female learners. Additional funding for childcare to accompany ESOL may be necessary if current levels of provision are to be maintained.

3.6.5 Employer Contributions

Employer contributions currently account for about 4 per cent of the ESOL funding reported by providers in the survey.

Employers are able to draw funding from the Employers Pledge to boost their employees' basic skills. This can be spent on ESOL, and our interviews with employers indicated that a number were funding ESOL for their workers in this way.

Only employers who were currently delivering ESOL were interviewed, so the sample is not representative of all employers. All the employers we spoke to recognised the benefits of ESOL for:

- Health and safety.
- Communication.
- Performance of individuals and teams.
- Improving employees' skill levels in other areas, e.g. administration.

One employer currently funding ESOL was a large engineering firm delivering high level bespoke ESOL to engineers. Currently they feel they are receiving excellent value for money, and may be willing to pay more for this bespoke training.

Other employers were either using the Employers Pledge, DCELLS or Local Authority funding through colleges, and one employer charged the learners directly. Interviews indicate that even those employers who recognise the benefits would be unwilling to directly fund ESOL for their staff unless it is high level ESOL, delivered in a bespoke fashion to an already highly skilled workforce.

Discussions with these employers indicated that it will be a considerable challenge to persuade employers to contribute towards ESOL. One danger of increasing employers' responsibilities is that they may be less inclined to support ESOL provision or offer in-kind support to their employees with ESOL needs.

4.   ESOL CUSTOMERS – LEARNERS AND EMPLOYERS

This chapter describes the characteristics and experiences of ESOL learners and explored the barriers to their participation in ESOL provision in Wales. It also explores employers' experiences of ESOL provision for their staff, the benefits resulting from it and challenges they face in securing provision.

4.1   The Number of ESOL Learners in Wales

The number of ESOL learners in Wales is hard to estimate because, as described previously, only learners receiving DCELLS funded provision are certain to appear on the LLWR. Consequently learners may not appear on the LLWR if they:

- Do not fulfil the National Planning and Funding System (NPFS) eligibility requirements, and so either fund themselves or their costs are borne by the provider.
- Are funded through ESF or Local Authority grants.
- Attend Voluntary and Community Sector (VCS) organisations which are not funded through DCELLS.

The total number of ESOL learners in Wales has been estimated on the basis of the most current LLWR data at the time of writing, that is for 2005/6, and returns from the provider survey where provision did not feature on the LLWR. As Table 4.1 shows, we estimate the number of ESOL learners to be in the region of 11,400. Notably learners not appearing on the LLWR appear to account for just over 40 per cent of all learners identified in this study.

Table 4.1 Total Number of ESOL Learners in Wales

	Number of learners
2005/6 Learner numbers form LLWR	6,597
Number of ESOL learners not recorded on the LLWR	4,769
Total	**11,366**

Source: LLWR 2005/6, GHK survey of ESOL providers in Wales, 2008

4.2   Learner Characteristics

The LLWR provides some information on the characteristics of ESOL learners in Wales, with the provider survey collecting similar data for learners not receiving DCELLS funded provision. Using data from both sources, this section provides a profile of ESOL learners by:

- Gender.
- Age.
- Status (migrant workers, refugees, asylum seekers and others).
- Ethnicity.

4.2.1 Learner Distribution by Gender

Data from the LLWR for the years 2004/5 and 2005/6 suggests that ESOL learners are broadly evenly distributed by gender, with an average across both years of 55 per cent being female and 45 per cent male. Learner distribution by gender is shown as Figure 4.1 below.

Figure 4.1: Number of Learners by Gender
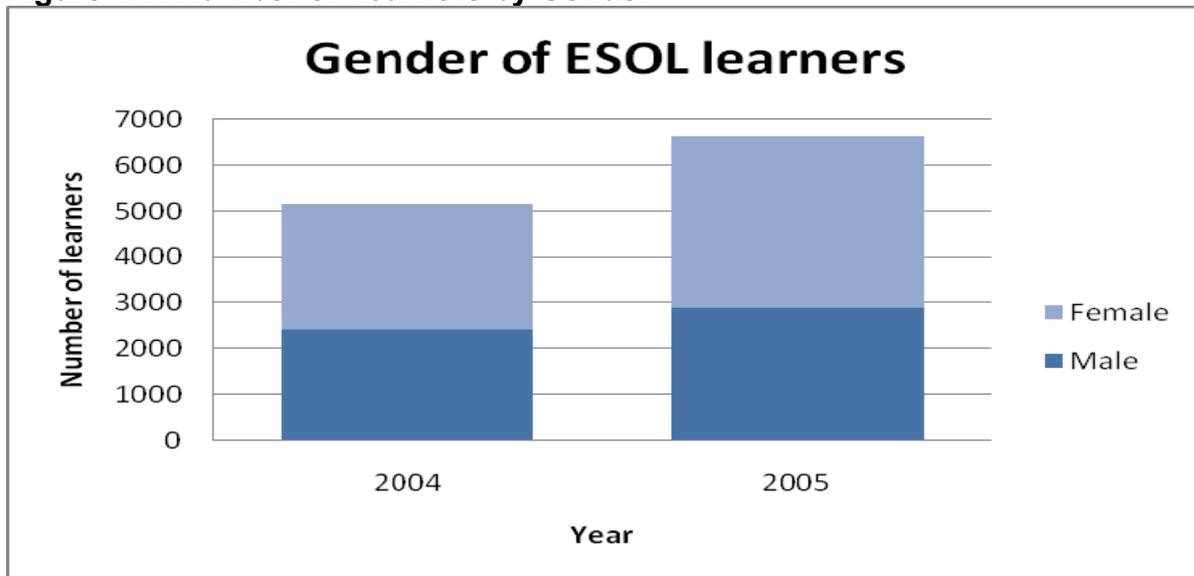
Source: LLWR 2004/5 and 2005/6

Responses to the provider survey confirmed this broad distribution, with the majority of learners being female, although the difference between gender groups was more pronounced at 69 per cent female and 31 per cent male. This degree of variation between the two data sets is unexpected, although further analysis shows that three voluntary organisations reported providing ESOL to exclusively female groups, which may account for the inflated share of female learners.

4.2.2 Age Profile

The LLWR data on ESOL learners by age, as illustrated in Figure 4.2 below, shows a broadly consistent distribution of learners across age bands between the 2004/5 and 2005/6.

The figure shows that the majority of ESOL learners are aged between 19 and 39, a distribution that was reflected in the provider survey and showed a concentration in individuals of working age.

Figure 4.2: Number of ESOL Learners by Age Group
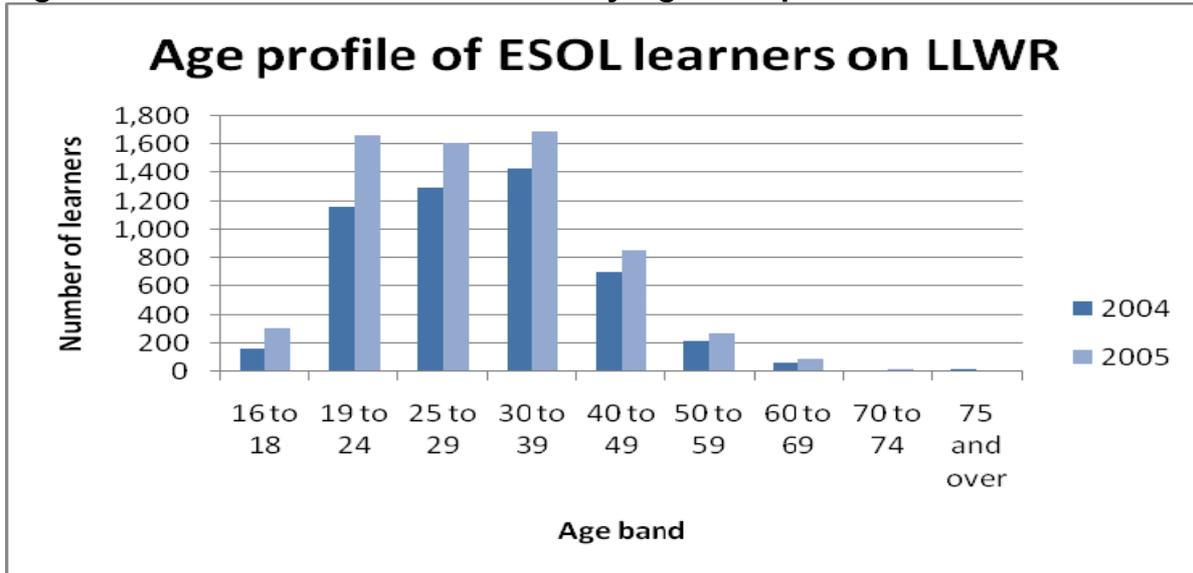
Source: LLWR 2004/5 and 2005/6

4.2.3 Learner Status

The provider survey explored the status of current ESOL learners, in terms of migrant workers, refugees, asylum seekers and 'other' groups. Figure 4.3 shows the distribution of learners by status amongst the providers responding to the survey. The status of learners is not reported in the LLWR.

As the figure shows, almost half of the learners reported by providers were migrant workers, with asylum seekers accounting for 14 per cent and refugees for only five per cent of the total.

Figure 4.3: Learner Status
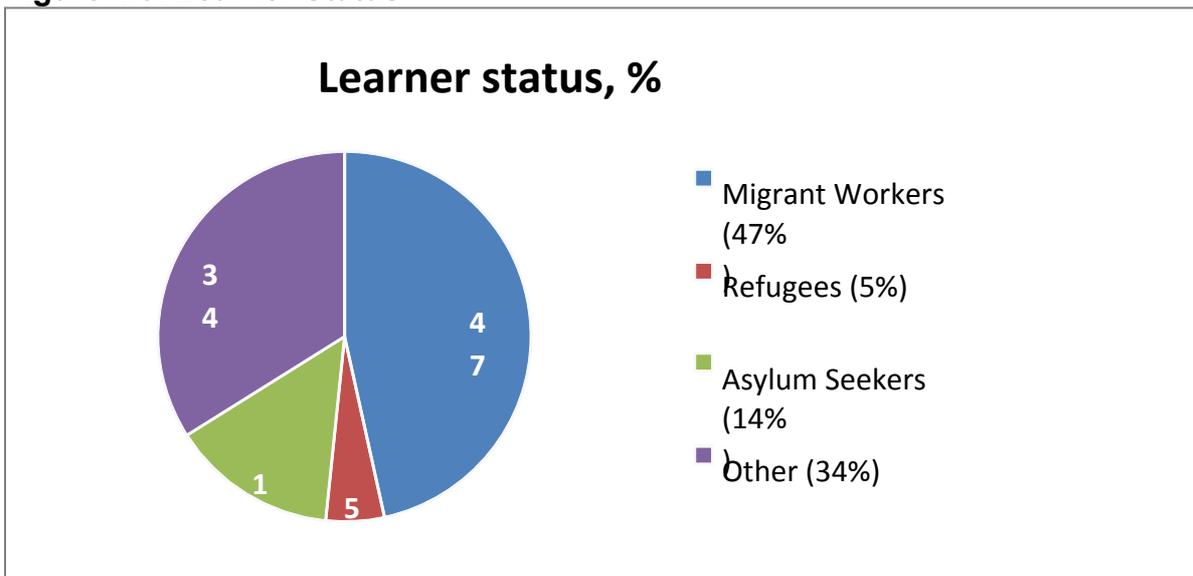
Source: GHK survey of ESOL providers in Wales, 2008

The 'other' group accounts for over one third (34 per cent) of the learners reported in the survey, with further exploration of this group identifying that it included individuals

from a range of backgrounds. These included the spouses of British and EU citizens, long-term ex-Commonwealth residents (most living in settled communities), individuals and their families studying in Wales, and au pairs. It was also apparent from discussions with providers that they were not always clear on the status of their learners.

Although exact classifications are difficult, the broad classifications used in the remainder of this report are as follows:

- Migrant workers include EU and non-EU citizens who have come to the UK primarily to work.

- Refugees are people with refugee status.

The refugee category is relatively small in comparison to its size in the population. This is likely to be because colleges are not aware of the refugee status of individuals (as it brings with it rights to work and access training).

4.2.4 Region/Country of Origin

The country of origin of current ESOL learners was also explored through the provider survey, again as the LLWR does not collect this information, and illustrated the wide-ranging national backgrounds of learners.

Figure 4.4 reports the regions and countries represented, on the basis of providers being asked to identify the ten most frequent countries of origin of their learners.

Figure 4.4: Region/Country of Origin of Learners
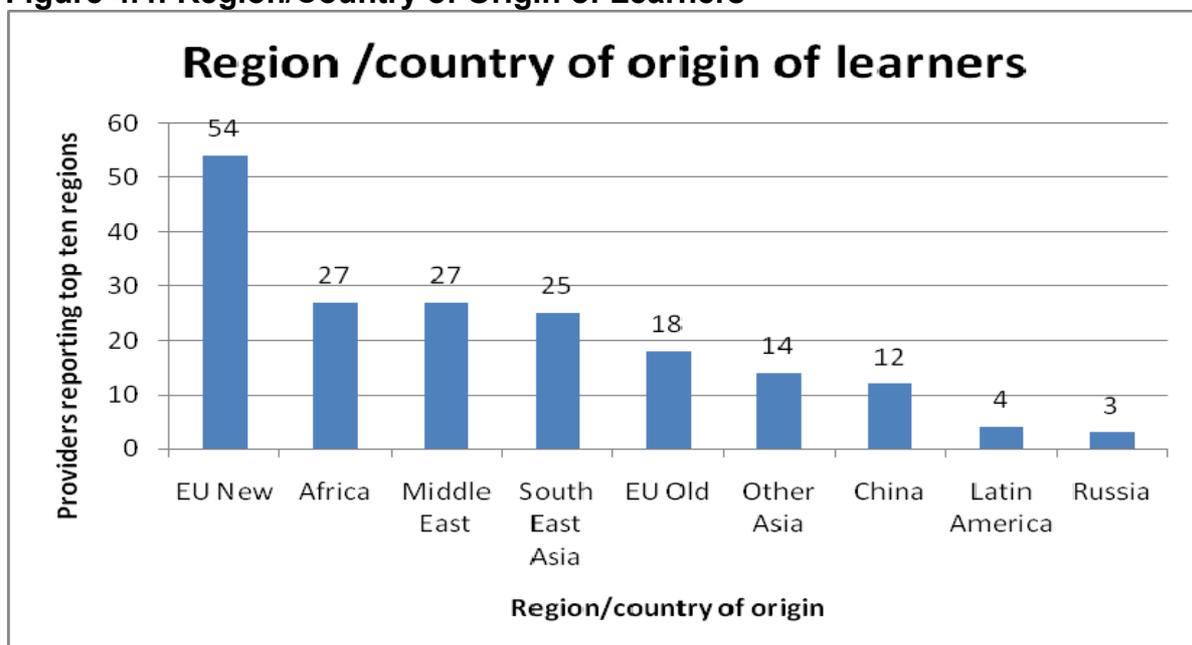
Source: GHK survey of ESOL providers in Wales, 2008

As the figure shows, responses to the provider survey indicated that ESOL learners were most likely to come from the new EU Accession States of Eastern Europe, Bulgaria and Romania. Within this group 17 providers described Poland as one of

the most frequent country of origin for their learners, with 13 placing Poland at the top of their lists.

Specific countries referred to in the African region include Congo, Sudan and Somalia. A significant number of learners also originate from the 15 member states of the 'old' EU, most frequently Spain and Portugal.

4.2.5 Ethnicity

Whilst country of origin data is not collected by the LLWR, it is possible to derive the ethnicity of all learners recorded on it. Table 4.2 presents this data for the 2004/5 and 2005/6 years, and notably shows that the proportion of learners classified as 'White' increased by seven percentage points. This is most likely due to the increased number of European migrants entering the UK since accession in 2004.

Table 4.2 Ethnicity of ESOL learners

	2004/05		2005/06	
Any Other	573	11%	571	9%
Asian or Asian British - Any Other	688	13%	658	10%
Asian or Asian British – Bangladeshi	207	4%	273	4%
Asian or Asian British – Indian	59	1%	88	1%
Asian or Asian British – Pakistani	221	4%	244	4%
Black or Black British – African	721	14%	735	11%
Black or Black British - Any Other	34	1%	53	1%
Black or Black British – Caribbean	8	0%	17	0%
Chinese	245	5%	284	4%
Information Refused	33	1%	33	0%
Mixed - Any Other	44	1%	37	1%
Mixed - White and Asian	18	0%	16	0%
Mixed - White and Black African	14	0%	22	0%
Mixed - White and Black Caribbean	6	0%	7	0%
Not Known	268	5%	544	8%
White	2,016	39%	3,058	46%
Total	**5,155**	**100%**	**6,640**	**100%**

Source: LLWR 2004/05 and 2005/06

It has also been possible to map the ethnicities of learners by Local Authority, as shown as Figure 4.5 below.

Figure 4.5: Ethnicity of ESOL Wales by Local Authority

Ethnicity of ESOL Learners (LLWR 2005/06)

Ethnicity
- Asian
- Chinese
- Mixed
- Other
- White
- Black
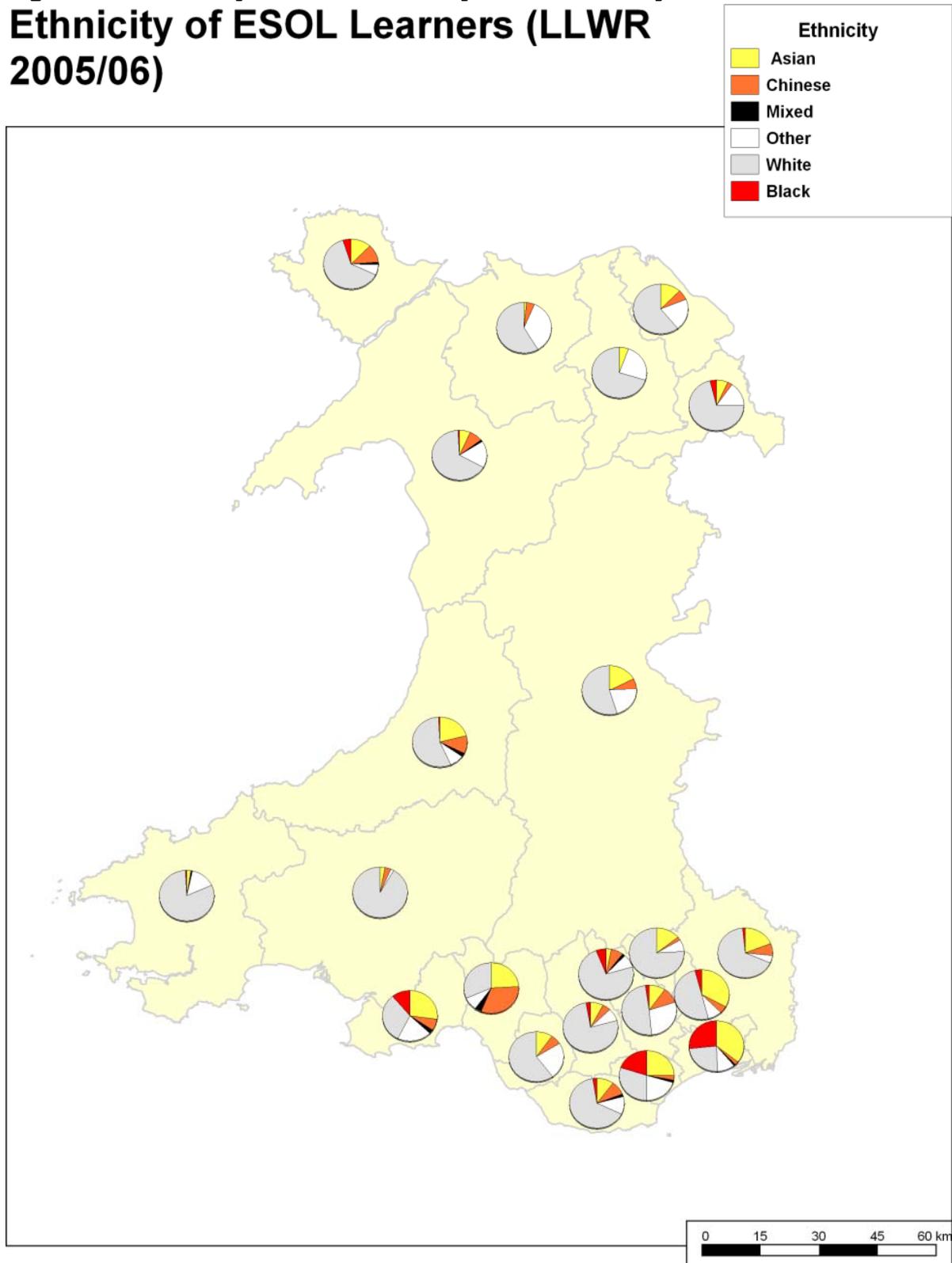
4.3   Learner Experiences

Approximately 50 learners were interviewed, mainly in small groups, as part of the provider visits undertaken during the study. It was not possible to construct a representative sample of learners due to the opportunistic nature of the interviews, which were held with classes that were available at the time of the visit. This also meant that learners attending evening classes were not included.

Learners from between entry level and Level 1 were interviewed. All the interviews were conducted in English, in accordance with the wishes of staff, and so interviews with some entry level learners were only able to cover the most basic information. The distribution of learners interviewed by gender broadly represented that found in the LLWR, with slightly more women being interviewed than men.

A considerable number of learners interviewed were employed in shift work, with occupations including bus driver, catering assistant, chef, cleaner, taxi driver, housewife, care assistant and factory worker. None of the learners interviewed were having ESOL classes funded or part-funded by their employers.

4.3.1   Experience of Provision

Gaining an understanding of learners' experience of provision proved to be challenging, as most offered glowing and uncritical appraisals of the ESOL they had received although not all were able to describe their experiences in depth. While the positive views reported by the learners should not be taken as a guaranteed proxy for the quality of provision, it was clear that the vast majority of learners were happy with the provision received and that impacts had either resulted or were expected to result from it.

The examples below provide individual examples of learner experiences identified during the study.

ESOL Learner Experiences

Learner 1

In North Wales, one learner interviewed had been resident in the UK for 25 years, having come from Hong Kong as a young woman to work in a family restaurant. She had never accessed ESOL, and working in a kitchen in a family business meant that she had little or no contact with native English speakers. For this reason, she had learnt almost no English despite being fully employed for the duration of her time in Wales. She was now attending ESOL classes with her cousin, who had come from Hong Kong fifteen year ago, and had herself learned no English.

Having attended their ESOL courses nearly 9 months, both women were experiencing a new-found confidence in communication. They were keen to express themselves, and between them were able to communicate their gratitude to the tutor for the opportunity they had to learn English. They were interacting with a much wider circle of people and were able to participate in college life, including cooking food for a recent cultural event at the college.

Learner 2

In South Wales, a Polish man in his early fifties was attending ESOL classes for 2 hours every week to try and improve his English. He had come to Wales from Poland looking for work, and, having previously been a bus driver, had managed to find work as a bus driver. While he knew that some bus companies were recruiting form Poland and would provide training and ESOL classes, the company he was working with did not offer this. Instead he had to arrange his shifts around his ESOL class, which was delivered by a Local Authority adult education centre.

Learner 3

A Somali man in his forties was on a full-time ESOL course in South Wales. He had arrived in Cardiff three years ago and had been granted refugee status. He had felt alone in the UK, having left his family behind him and not knowing what had happened to them. Having previously worked as a taxi driver and a shopkeeper, he had not been able to find work in the UK. However, having successfully applied for his full-time ESOL course, he was determined to improve his English quickly in order to get a job. While he thought he might be able to be a taxi driver or shopkeeper again, being in a college environment was encouraging him to consider re-training as an electrician.

Learner 4

Another learner on a full-time course in South Wales was a 17 year old man from Afghanistan. He had arrived in Wales before his 15th birthday and enrolled in a secondary school. When he arrived he spoke almost no English, and was given supporting English as an Additional Language lessons in school. Now, having left secondary school and having been granted refugee status, he was studying ESOL full-time to allow him to enrol in sixth form studies with the aim of going to university to study engineering. He had high hopes that this intensive ESOL course would allow him to perform much more successfully in his AS levels, and so secure a place at a good university.

4.4   Barriers to ESOL Provision

While subsequent sections will describe the balance between the current supply of ESOL provision and demand, previous research[28,29] and practitioner experience have identified a series of additional barriers to participation in ESOL above and beyond issues of availability. These commonly include:

- Problems identifying and engaging with ESOL opportunities – in part due to limiting language and literacy skills, and subsequent limited confidence.

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[28] Beadle, S. and Silverman, N. (2007) Examining the Impact of EU Enlargement and the Introduction of the UK Citizenship Test on Provision of English for Speakers of Other Languages (ESOL) in Scotland. http://www.scotland.gov.uk/Publications/2007/11/09142837/0
[29] Bernard-Carter, P and Hosain, M. (2006) Language as a barrier to employment. http://www.southwark.gov.uk/uploads/file_20034.pdf

- Financial barriers – including the inability to pay for provision, and the influence of funding eligibility criteria.

- Factors which hinder engagement – such as the cost and availability of childcare and transportation, etc.

- Insufficient time to study (especially amongst potential learners in employment or study), combined with provision delivered only during 'traditional' hours.

- Low confidence leading to a reluctance to explore and engage.

- Cultural barriers – which may also influence engagement by gender.

- Limited awareness of potential ESOL opportunities.

Accessing individuals with ESOL needs who have not yet engaged with ESOL training represents a significant challenge. Therefore, much of the evidence on barriers is drawn from interviews with current learners (who have overcome barriers) and tutors' experience reported through the ESOL survey and interviews. On this basis, five factors emerged as barriers to learners' abilities to access ESOL provision, each of which are explored in more detail below:

- Funding eligibility.

- Childcare or other carer costs.

- Transport costs.

- The lack of available time and/or limited flexibility of provision.

- Cultural or social barriers.

4.4.1 Funding Eligibility Criteria

Thirty five per cent of providers considered that the NPFS eligibility criteria were acting as a significant or highly significant barrier to learner participation, while others saw it as a slight barrier or no barrier at all. Interestingly this question attracted the highest number of non-responses.

Figure 4.6: Eligibility Criteria as a Barrier to ESOL
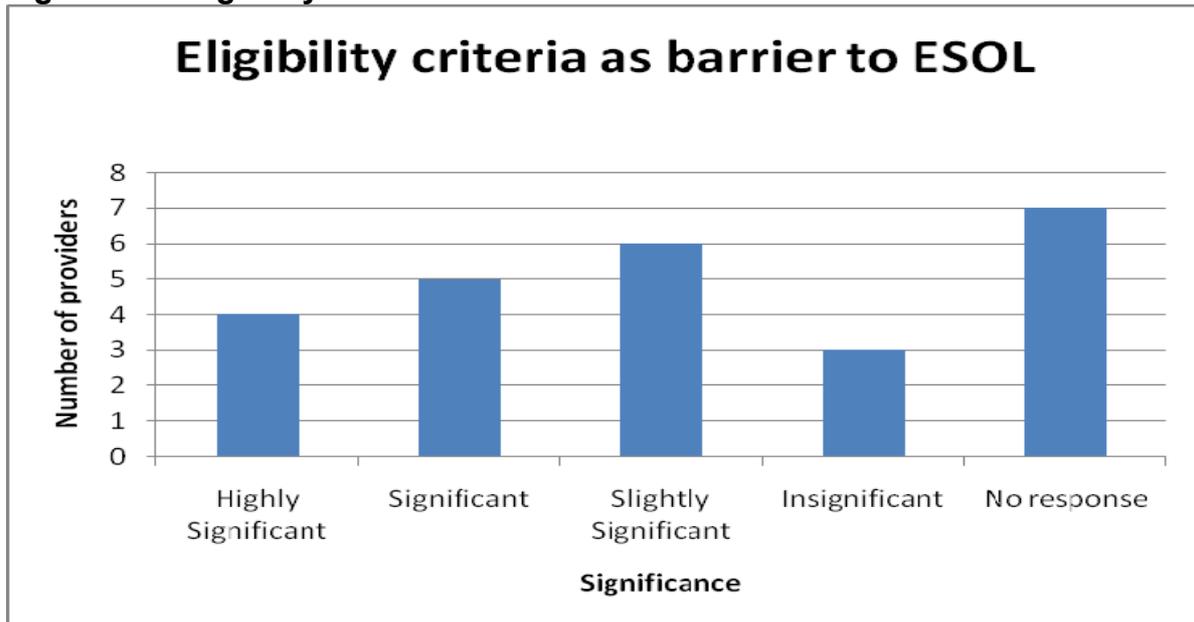
Source: GHK survey of ESOL providers in Wales, 2008

Learners interviewed did not report the eligibility criteria as a barrier. Few had a full understanding of the criteria, which given its complexity is perhaps unsurprising. Few, if any, learners interviewed were ineligible for funded provision.

4.4.2 Childcare Provision

The availability of childcare is another commonly reported and recognised barrier to learner participation, particularly amongst potential female learners. Seventy per cent of the providers rated childcare as either a significant or highly significant barrier to participation, as Figure 4.7 below shows.

Figure 4.7: Childcare as a Barrier to Participation

Source: GHK survey of ESOL providers in Wales, 2008

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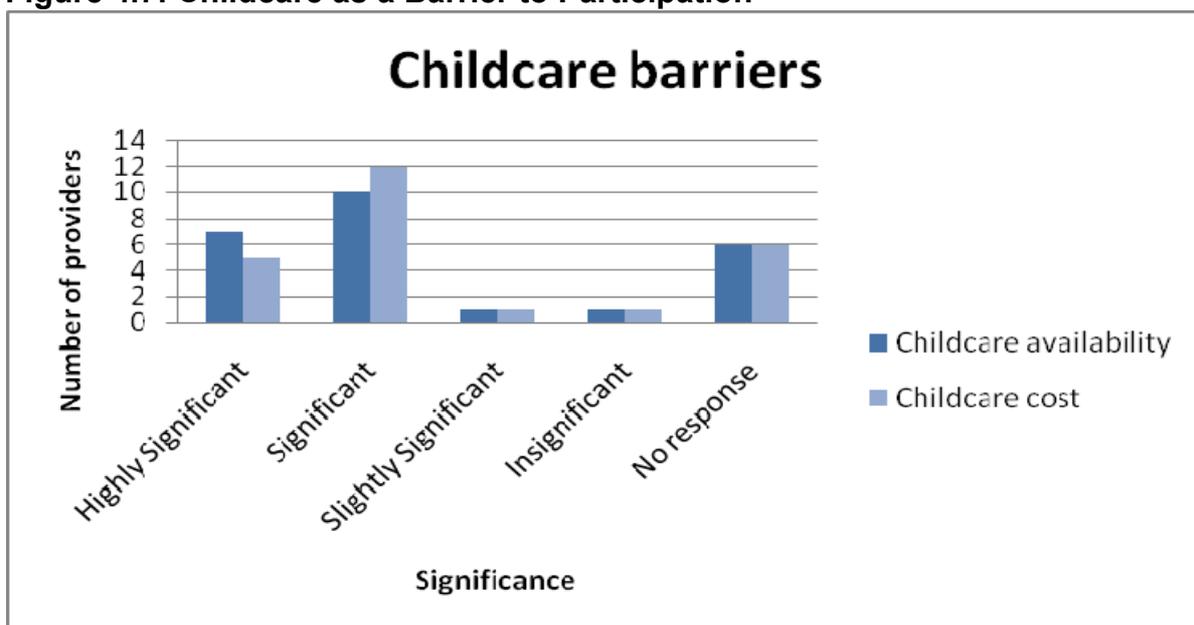
Evidence from the qualitative interviews with stakeholders and providers suggested that the provision of funding for childcare alongside ESOL was diminishing. It is likely that this will have a significant effect on the number of mothers with young children who will be able to attend ESOL classes.

Women who look after their families' full-time may have limited opportunities to develop their English language skills. Extended periods at home looking after children can lead to isolation, and may limit the opportunities that women have to engage with English speaking people. The interviews with providers and stakeholders suggested that finding a convenient time to access ESOL can be particularly hard for women who spend many hours looking after their families.

In particular, women with pre-school aged children will need some form of childcare while they are attending ESOL classes. Interviews with providers and female learners indicated a strong preference for on-site childcare.

One provider in South Wales commented that their crèche facilities were "*one of our biggest assets*". Being able to offer these facilities meant the provider was able to engage with learners who would otherwise not be able to attend ESOL classes. Many women have been attending classes which have been funded by ESF, as this funding stream allows for travel expenses and crèche facilities to be provided. ESF funded provision has now ended, and there will be a substantial loss of childcare places as a result. This is likely to mean that fewer women with young children will be able to access ESOL.

The provision of quality crèche facilities, with qualified children's workers, will aid both the mother who is attending ESOL and also likely to be of benefit to the child, who will be actively engaged in learning through play[30]. The provider interviews undertaken for the study identified that the childcare funded through ESF and Big Lottery funding in Wales was delivered by qualified play workers, with lesson plans and sessions being designed to ensure that children learn through play, are encouraged to integrate with children from other cultures, and are helped prepare for school.

4.4.3 Transport

The cost and availability of transport was also investigated as a potential barrier to accessing ESOL as part of the provider survey. As Figure 4.8 shows, over half of the providers responding reported that in their experience the cost or availability of transport was a barrier to potential learners accessing ESOL.

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[30] See for example, The Quality of Early Learning, Play and Childcare in Sure Start Local Programmes/National Evaluation of Sure Start, Birkbeck University of London et al, 2005

Figure 4.8: Transport as a Barrier to Accessing ESOL
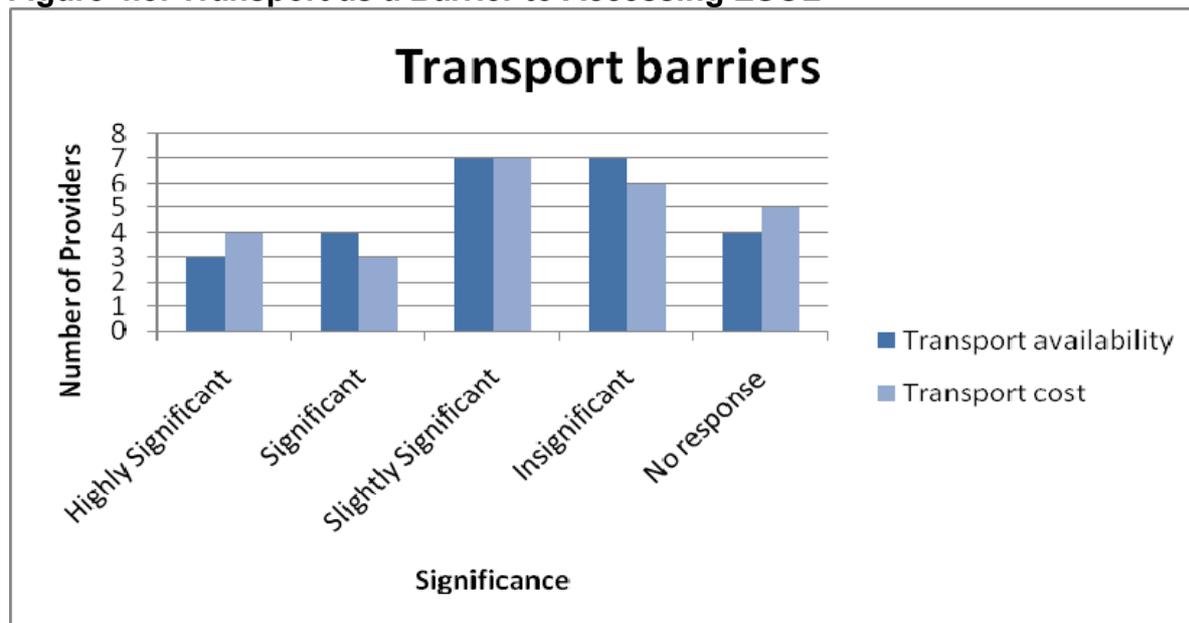
Source: GHK survey of ESOL providers in Wales, 2008

In South Wales, where the ESOL demand is outstripping supply (see Section 5.2.4), a number of learners were interviewed at providers in Barry who travelled from Cardiff for ESOL courses on a daily basis. They were, however, clear that many of their friends could not afford to do this, and if unable to secure a place in Cardiff would not participate in ESOL.

Discussions with providers indicated that transport was more of an issue in rural rather than urban areas. Others reported how some ESF funded provision allowed learners to be reimbursed for their travel costs, which was helpful in reducing cost barriers imposed by transport.

4.4.4 Lack of Time to Attend Class

Some providers reported that some of their learners struggled to find time to attend classes, as shown in Figure 4.9 below. This was reflected in the experiences of the learners interviewed, with several in employment (and particular shift workers) describing struggling with the timing of classes. As one learner commented, *"I have two jobs, it is very difficult to come to class at the same time each week"*.

Some larger providers were able to offer a degree of flexibility in their provision, allowing learners to attend classes at different times each week. However, while this approach is beneficial for those who have irregular commitments, it does not allow the class to develop as whole, may restrict the degree to which supportive relationships between learners develop, and can make teaching a challenge as students will progress at different rates.

Figure 4.9: Lack of Time to Attend Classes as a Barrier to ESOL
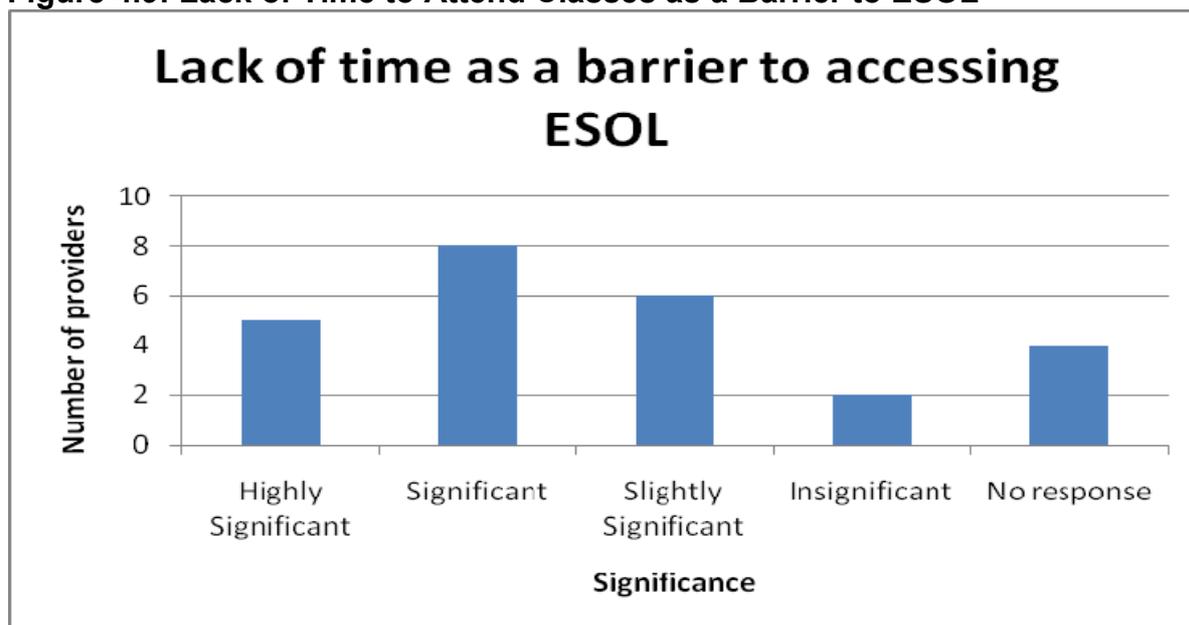
Source: GHK survey of ESOL providers in Wales, 2008

In rural areas, or in areas of limited demand, flexibility in the timing of delivery is more challenging. However, one provider in a rural area was able to time the classes to match the three shifts of a local food processing factory to allow workers to attend to classes.

While beneficial, flexible provision is only part of the answer to time pressures for learners. Those who are working particularly long hours may still not be able to access even flexible provision, and in these cases ESOL provided in the workplace may be the solution.

4.4.5 Cultural and Social Barriers

Cultural and social issues were not considered to be significant barriers to participation in ESOL by providers participating in the qualitative consultations. However, where comment was made it tended to focus on tensions between learners from different ethnic groups, as identified directly by two providers and hinted at by several others. One provider described how:

> *"Asian student numbers have dropped since large numbers of Eastern Europeans joined our classes. We think this may be due to some racial tension."*

The majority of ESOL classes serve learners from a variety of backgrounds – a feature valued by a number of the learners interviewed, and as one Asian woman commented "*It is good to meet people from other countries*". It appeared that ESOL classes provided many learners with an opportunity to experience the cultural diversity of Wales, which in itself may have the effect of promoting integration between different groups.

4.4.6 *The Stakeholder Perspective*

A series of stakeholders were consulted on the barriers to ESOL, including discussions as part of a focus group held with Refugee and Community Organisations (RCOs) in Wales. While the focus group explored ESOL issues more broadly, with the key points emerging including:

- The lack of childcare was echoed as a significant barrier.

- The importance of using local community facilities was underlined. Many people from refugee communities are unwilling to travel far to access learning.

- The need to work is often greater than the need to access ESOL and so flexibility of provision and recognition by employers of the value of ESOL is required so that people who are employed can also access classes.

- The role of Jobcentre Plus was discussed, and RCOs felt that while they had been taking positive steps to deliver services, namely the use of telephone translation services and closer working with the Welsh Refugee Council, there were still improvements to be made including allowing more time to interview people with ESOL needs, and greater knowledge of ESOL courses to refer potential learners to.

4.5 The Employer Perspective

The experiences of employers currently or previously using ESOL services in Wales was explored in interviews with 10 employers. The interviews explored the employers' experiences of ESOL provision for their staff, the quality of the services provided and the benefits resulting. Finally, the employers were questioned on their willingness to pay for ESOL provision, and what factors might influence their judgement in this regard.

The employers were identified through contacts with providers, and represented a range of industrial sectors, including:

- Manufacturers – including employers producing foodstuffs, dairy products, office equipment and furniture.

- An engineering consultancy.

- A care home.

- A trade union and a local enterprise centre.

The employers interviewed also included a recruitment agency and a volunteer placement brokerage, who were able to describe the benefits of ESOL for both themselves and their clients.

The employers were located across Wales, and based in a mix of urban and more rural settings. Each reported positive experiences of the provision received, and the benefits resulting from it, and as such potentially held more positive views than other employers yet to engage with ESOL. The relatively small number of interviews

means that the results discussed below should be considered as indicative, rather than representative of the wider employer population.

4.5.1 Experience of ESOL Provision

Each of the 10 employers had previously arranged, or were currently receiving, ESOL provision for their staff. The majority described several experiences of ESOL provision, some through on-going links with local providers and others on a 'one-off' basis when a sufficient number of individuals with ESOL needs had been recruited to make a viable group size. Their reasons for engaging with ESOL varied, and while all sought to improve the communications abilities of their staff more specific reasons included:

- Filling a skills gap amongst otherwise highly skilled engineers from overseas, and to improve their communication and report writing skills.

- Addressing health and safety issues in a large manufacturing company, to ensure all staff could read warning signs and understand and follow safety procedures.

- Creating cohesion amongst work teams of mixed origins, to improve their effectiveness and reduce tensions caused by workers communicating in their home languages.

In the case of the recruitment agency, IT-based ESOL provision was made available to groups of learners prior to their placement with employers, which could continue to be used once individuals were placed. The provision was delivered at the company's learning centre, with a local college providing a tutor to groups of three learners at a time and scheduled across the week to offer maximum flexibility. The volunteer placement agency described an arrangement where volunteers placed in a Cardiff hospital received four hours of ESOL provision in the workplace each week, arranged through the City Council and the Parade Centre.

The delivery models reported varied between the employers, with group sizes ranging from three to 20. The duration of provision ranged between one and four hours a week for eight to 10 weeks, with the majority of learners receiving one to two hours each week.

In all but two cases, provision was offered on the employers' premises – a feature considered key by those interviewed in terms of employer and employee engagement, but also to allow delivery to be set firmly in the context of the workplace.

4.5.2 Quality and Appropriateness of Provision

Overall the employers were extremely satisfied with the ESOL provided, and in all cases considered it to be of a high quality and wholly appropriate to the needs of their staff. Although no negative views were reported, it should be noted that a thorough assessment of quality would require more objective evidence. The comments reported below indicate positive employer experiences:

"*The learners comment very highly about the programme – the tutor is excellent. They appreciate that it is provided on site, and that they don't need to travel to their classes*".

"*Very satisfied with the quality of ESOL course from [the provider], we receive very high levels of support ... our partnership with the ESOL tutor is very strong*".

"*... staff attending the course had great improvement in their communication skills*".

It was also clear that the employers appreciated the flexibility offered by many of the providers, particularly in terms of on-site delivery and provision at times that were convenient for the company and the staff involved.

None of the employers interviewed referred to the new ESOL for Work qualifications, suggesting that awareness amongst the employer population was limited. Employers did however comment that they preferred provision which was tailored to their specific needs and set in the context of their specific workplaces.

4.5.3 Benefits for Employees and Employers

Each of the employers described positive benefits resulting from their ESOL provision. While these were rarely expressed in terms of financial benefits such as improvements in profitability, the majority considered that the overall effectiveness of their workers had improved. In two cases reference was also made to the effects of ESOL provision on workplace cohesion.

The most common area of benefit cited by employers was in improving the effectiveness of communications and individual productivity, with improved confidence also being commonly reported. In some cases, individuals' job roles had been extended to include tasks for which they would not otherwise have been considered, and in two cases examples of staff promotions were also described. Specific examples cited by employers included:

- One employer where the supervisor of a team of workers receiving ESOL provision reported a noticeable improvement in their English comprehension levels just two to three weeks after starting the provision. Later the employer described having "... *seen great improvements in individual performance, and an increase in morale and commitment. Some of these workers have other skills, they might have been teachers or engineers in other countries, but cannot utilise them because of their poor English*".

- Another reported how "... *we have seen workers who have completed the ESOL who are now more confident in their jobs, communicate more effectively and have gone on to undertake paperwork and other tasks*". Subsequently some of their staff had been promoted to line leaders, which would have been highly unlikely without the ESOL.

- A third employer reported improved performance amongst their staff following their ESOL training through improved communications, with some receiving promotions which would not have been possible without the provision received. This was also due at least in part to "*staff being more confident in speaking with other people*".

In one case the employer was keen to address health and safety issues amongst their staff working in a manufacturing environment. Provision was received from the local college on the employer premises, and so allowed health and safety issues and procedures to be set in the context of individuals' working environments. As well as improving understanding of health and safety, the employer also reported how team performance had improved, and how they had ".... *seen workers take on more skilled work once they have gained knowledge of basic English*".

4.5.4 Barriers to ESOL Participation

For the most part, the employers reported few specific barriers to their or their employees' participation in ESOL provision. When barriers were described, they related to more generic issues, including:

- Rurality – one organisation operating across Wales described how accessing ESOL services in rural areas could be problematic, in terms of the availability of provision, time needed to reach it, and the limited public transport infrastructure.

- Provider flexibility – although the majority of the interviewees praised their providers in this regard, some described previous experiences when they had found it difficult to find tutors to meet shift patterns.

- Employee willingness to participate – two employers reported that members of their staff had refused to participate in the ESOL provision they had organised, considering that their English was already adequate.

- Employer awareness – despite their own enthusiasm, the interviewees considered that there was a lack of awareness amongst other employers of the need for, and benefits of, ESOL training. As one employer described: "*communicating in English at an interview does not mean that the worker can read instructions and labels*".

A final potential barrier reported by several of the employers, but which is likely to apply more widely, was the risk of any reductions in funding for ESOL to current levels of employer engagement. Combined with the potential downturn in the economy, any reduction in funding was considered by the employers to be a potential barrier to widening engagement in the future.

4.5.5 ESOL Costs and Employer Willingness to Pay

As described previously, the survey of providers identified that employer contributions accounted for approximately 4% of the funding for ESOL they were delivering. Each of the employers interviewed had made a contribution of some form to their staff's ESOL training, either by payment for all or part of the provision received or by allowing staff time off during the working day to attend. However, for

many employers the highly subsidised nature of the provision received by their staff was appreciated, and a contributor to their willingness to engage at the outset at least.

Most commonly employers made some form of charge to their learners for ESOL provision received, ranging between £5 and £10 per learner per session, and allowed them time to attend workbased provision during the working day. In other cases, provision was made available at no cost to the learner if they studied on their own time, although in a couple of cases learners paid half the cost if they attended during shift times. Two employers referred to funding their provision under the Employer's Pledge, and through arrangements with their Union Learning representative. In one case the Union, employer and employees all made a contribution to the provision received.

The employers all considered that the ESOL provision received offered good value for money in terms of direct costs or the cost of staff downtime. However, when asked if they would be prepared to pay more for the provision, and, if so, what that amount might be, responses were more guarded. Just one employer described being prepared to pay more for their provision, based on the current low costs of provision and the resultant benefits for the business. While only one employer stated that they would definitely not participate if the costs of provision were to rise (or in their case be introduced), others stated that any reduction in the availability of funding for provision would influence their decision to offer ESOL in the future.

This view was shared by the employment agency interviewed, who felt they would be unable to continue to offer ESOL to potential recruits should state funding end. Their experience also suggested that other employers would be unlikely to pay, or pay more, for ESOL provision, and suggested that they were more likely to direct staff towards free out of hours provision than establish on-site opportunities.

In conclusion, it would appear that despite the positive benefits experienced by the employers interviewed, the majority would be reluctant to pay, or to pay more, for ESOL provision. Amongst those with no experience of ESOL the challenge of extending participation would appear to be considerable, given their lack of awareness of the potential benefits. This has implications for the promotion of ESOL services to employers, which appear in our recommendations in Chapter 6.

5. SUPPLY AND DEMAND ESTIMATES

This chapter provides estimates of the demand for and supply of ESOL provision across Wales, and explores the potential scale of future demand based on data available at the time of study. As will be described, producing estimates of this nature presents a series of issues, not least in capturing the dynamic nature of the in-moving population and accounting for unmet needs/latent demand amongst settled residents.

5.1 ESOL Supply

The estimates of the current ESOL supply are based on learner data from the LLWR, supplemented by additional data collected from providers whose learners do not appear on the LLWR for the reasons described in Section 4.2. Table 5.1 shows the number of learners by Local Authority area for the 2005/6 year.

Table 5.1: Number of Learners Identified in each Local Authority, 2005/6

Local Authority Area	2005/6 Learner Numbers from LLWR	Learners Not Recorded on LLWR	Total
Blaenau Gwent	91	0	91
Bridgend	212	15	227
Caerphilly	91	0	91
Cardiff	2,561	3,061	5,622
Carmarthenshire	164	131	295
Ceredigion	125	0	125
Conwy	109	0	109
Denbighshire	53	0	53
Flintshire	64	0	64
Gwynedd	248	0	248
Isle of Anglesey	105	0	105
Merthyr Tydfil	152	0	152
Monmouthshire	63	33	96
Neath Port Talbot	25	0	25
Newport	540	752	1,292
Pembrokeshire	224	0	224
Powys	115	0	115
Rhondda Cynon Taf	39	0	39
Swansea	445	160	605
Torfaen	48	0	48
Unknown	451	0	451
Vale of Glamorgan	164	151	315
Wrexham	508	24	532
North Wales WEA		92	92
South Wales WEA		350	350
Total	6,597	4,769	**11,366**

Source: LLWR 2005/6; GHK survey of ESOL providers in Wales, 2008

As the table shows, the combined LLWR and additional provider data shows that approximately **11,400** learners received ESOL provision in 2005/06.

As would be expected, the pattern of learner distribution by authority area showed a concentration of learners around the main city/urban areas of Cardiff, Newport and Swansea, with almost half of all learners identified (49%) being in Cardiff. The second highest concentration of learners was in Newport (with 11% of all learners identified), followed by Swansea (with just over 5% of all learners) and Wrexham (just under 5% of learners).

5.2   ESOL Demand

There are a series of inherent challenges to developing estimates of the potential demand for ESOL, many of which are common across migration and educational research more widely.

One fundamental challenge is establishing the number of non-native English speakers moving into Wales. Existing data sources may provide an incomplete picture due to:

- The propensity for migrant workers, be they European and non-European, to move around within Wales and the UK in search of work.

- Inconsistencies in reporting timetables for, and the temporal coverage of, potential data sources.

- Data on European migrant workers only recording where individuals first register, and not where they currently reside or even if they still reside within the UK.

- Data on non-European workers recorded on the Work Permit Scheme (WPS) again only recording where individuals first register, and difficulties in determining if they have subsequently moved away from Wales.

- Similar difficulties establishing the numbers and characteristics of individuals moving into Wales, having registered (where appropriate) elsewhere in the UK.

At the same time, the ESOL needs of the existing resident population must also be considered, where individuals have been living in Wales for some time but have English language needs which are yet to be addressed. We have found from our interviews with providers and learners that there are, for example, individuals of Chinese and Turkish descent who have worked in businesses within their own communities, or have been raising families, and have never learned English.

A third consideration is the difference between articulated demand (i.e. where an individual learner has accessed, or attempted to access, ESOL) and ESOL need (including 'latent' demand, where individuals with ESOL needs have never attempted to participate in ESOL provision). While information on waiting lists for ESOL services may indicate the scale of articulated demand, differences in data collection and reporting processes makes this data useful as an indicative measure only.

5.2.1 Developing Estimates of Need and Demand

A series of data sources were used to estimate demand for ESOL provision across the main groups with potential ESOL needs. The sources, and the groups covered by each, are set out below:

- Workers Registration Scheme (2004-2007) – providing data on EU migrant workers.
- Work Permit Scheme (2004-2007) – providing data on non-EU migrant workers.
- Asylum Seekers (Dec 2006) – providing data on asylum seekers.
- Welsh Refugee Council estimates (2005)[31] – providing data on settled refugees resident in Wales.
- Cardiff City Council Estimates (2004)[32] – providing data on settled refugees in the Cardiff area.
- Labour Force Survey (2005-2006) – providing data on EU and non-EU migrants, e.g. spouses.

A two-step process was followed in estimating the demand for ESOL – first the number of non-native English speakers in Wales was estimated, followed by the share of this group who could be expected to have an existing ESOL need.

5.2.2 The Number of Non-Native English Speakers in Wales

The first stage in estimating demand for ESOL was to estimate the number of non-native English speakers residing in Wales. Combining the above data sources suggested that **39,776** registered migrant workers and asylum seekers where resident in Wales. The composition of this total is shown in Table 5.2 below, with the time periods for each of the data variables included.

Table 5.2: Migrant Workers Registered and Asylum Seekers Living in Wales

European migrants (WRS May 2004 – June 2007)	Non-European migrants (WPS 2004 – March 2007)[33]	Asylum Seekers (as of Dec 06)	Estimates of Settled Refugees (WRC estimates)	Total
17,570	9,681	2,525	10,000	**39,776**

Source: WRS 04-07, WPS 04-07, Home Office

However, the analysis of data from the Labour Force Survey (LFS) suggests that the number of individuals in Wales of nationalities which do not speak English as a first language is some way in excess of 40,000. As Table 5.3 illustrates, the number of

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[31] Refugee employment in Wales. Welsh Refugee Council (2005)
[32] Accommodating diversity throughout Cardiff. Cardiff City Council (2004)
[33] Australian, New Zealand, USA, Canadian, South African and Irish nationals were excluded.

non-native English speakers has grown since 2004, and reached just over **51,000** individuals in 2006.

Table 5.3: Number of Non-Native English Speakers in Wales

Year	Non UK Nationals Living in Wales[34]
2004	39,210
2005	45,836
2006	51,205

Source: Labour Force Survey

There may be a number of reasons for the apparent discrepancy in the estimates produced from the different data sources. These include: the small sample size from which the LFS data is drawn; the fact that the WPS and WRS data does not include individuals gaining the right to work prior to 2004; and the inevitable implications of combining datasets relating to different time periods. In this context a discrepancy in the order of 20% is considered acceptable when working with partial datasets.

Consequently, we estimate that **between 40,000 and 50,000 non-native English speakers were living in Wales in 2006**.

5.2.3 Estimating ESOL Need

The fact that individuals are not native English speakers does not necessarily mean they will have ESOL needs. Consequently the share of non-native English speakers having ESOL needs must be estimated. While recent non-native English speakers may be more likely to have ESOL needs than people from settled communities, there are also small communities where individuals have been resident for many years without learning English. As reported in Chapter 4, the study identified several examples of ESOL learners who had been resident in the UK for some time but were only able to speak English at entry Level 1.

As there is no reliable data as to the proportion of non-native English speakers who would benefit from ESOL provision[35], the following assumptions were made:

- We have assumed that approximately **two thirds of recent migrants** (30,000 people who have entered between 2004 and 2007) have ESOL needs at Level 1 or below – giving an estimated 20,000 individuals with ESOL needs.

- We have assumed that approximately **one third of settled refugees** (10,000 individuals) will have ESOL needs at Level 1 or below – giving an estimated 3,300 individuals with ESOL needs.

These assumptions are based on consultations with stakeholders, particularly the Welsh Refugee Council (WRC), and work undertaken by the WRC and Cardiff City Council to assess the share of recent migrants and settled refugees with ESOL needs.

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[34] Australian, New Zealand, USA, Canadian, South African and Irish nationals were excluded.
[35] We define this as speaking English at below Level 2

On this basis **we estimate that up to 26,000 people in Wales have ESOL needs at Level 1 or below.**

5.2.4 ESOL Need by Local Authority Area

The distribution of individuals with ESOL needs by Local Authority is provided in Table 5.4 and illustrated as Figure 5.1 below. Overall the greatest level of need for ESOL is found in the urban centres in South Wales, notably around the cities of Cardiff, Newport and Swansea. Interestingly the level of need in Wrexham is lower than would perhaps have been expected, given reports collected during the study of particularly large numbers of in-coming European migrants. This disparity is likely to be due to the tendency for migrant workers to register where they first live on entering a country, and not being required to re-register when they move.

Rural areas have also experienced growth in demand for ESOL provision, resulting from recent European incomers as migrant workers find work in the agriculture and food processing industries which have large presences in the Welsh rural economy. This increase in areas without a tradition of in-migration is particularly apparent in Carmarthenshire and Flintshire, both of which showed high levels of ESOL need, with Carmarthenshire being estimated as having a greater number of individuals with ESOL needs than in Newport, Swansea or Wrexham.

Table 5.4: ESOL Need by Local Authority Area

Local Authority Area	Non-native English speakers (WRS + WPS + Asylum seekers + Refugees)	Estimated ESOL Need (Learner Numbers)
Blaenau Gwent	655	439
Bridgend	940	630
Caerphilly	275	184
Cardiff	11,190	8,151
Carmarthenshire	3,375	2,261
Ceredigion	540	362
Conwy	830	556
Denbighshire	900	603
Flintshire	2,152	1,442
Gwynedd	855	573
Isle of Anglesey	320	214
Merthyr Tydfil	585	392
Monmouthshire	529	354
Neath Port Talbot	285	191
Newport	3,230	2,164
Pembrokeshire	1,125	754
Powys	800	536
Rhondda Cynon Taf	725	486
Swansea	2,395	1,605
Torfaen	520	348
Vale of Glamorgan	385	258

Wrexham	3,165	2,121
Unknown	4,000	1,320
Total	**39,776**	**25,943**

Figure 5.1: Estimated Demand for ESOL

Number of people with ESOL
needs at Level 1 or below

Estimated ESOL Need

Estimated number of potential learners

- 184 - 299
- 300 - 499
- 500 - 999
- 1000 - 1999
- 2000 - 9150

Isle of Anglessey

Conwy

Flintshire

Denbighshire

Wrexham

Gwynedd

Powys

Ceredigion

Carmarthenshire

Pembrokeshire

Monmouthshire

Merthyr Tydfil
Blaenau Gwent

Neath Port Talbot

Torfaen

Caerphilly

Swansea

Rhondda Cynon Taf

Newport

Bridgend

Cardiff

Vale of Glamorgan

0   15   30   45   60 km

map analysis

Source: Lifelong Learning Wales Record 2005/06
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5.3 The Balance between Supply and Need

As previous sections have described, and based on the assumptions provided, we estimate that there were approximately 11,400 ESOL learners in Wales, with approximately 26,000 individuals with an ESOL need. This suggests that **approximately 44% of ESOL needs are currently being met**, with Table 5.5 below showing the supply of learner places, estimated need and the percentage of needs being met for each Local Authority in Wales.

Table 5.5: ESOL Supply and Need by Local Authority

Local Authority	ESOL Learners (LLWR and Survey)	Estimated ESOL Need	ESOL Needs Being Met (%)
Blaenau Gwent	91	439	21%
Bridgend	227	630	36%
Caerphilly	91	184	49%
Cardiff	5,622	8,151	61%
Carmarthenshire	295	2,261	13%
Ceredigion	125	362	35%
Conwy	109	556	20%
Denbighshire	53	603	9%
Flintshire	64	1,442	4%
Gwynedd	248	573	43%
Isle of Anglesey	105	214	49%
Merthyr Tydfil	152	392	39%
Monmouthshire	96	354	27%
Neath Port Talbot	25	191	13%
Newport	1,292	2,164	60%
Pembrokeshire	224	754	30%
Powys	115	536	21%
Rhondda Cynon Taf	39	486	8%
Swansea	605	1,605	38%
Torfaen	48	348	14%
Vale of Glamorgan	315	258	122%
Wrexham	532	2,121	25%
North Wales (WEA)	92	-	-
South Wales (WEA)	350	-	-
Unknown	451	1,320	34%
Total	**11,366**	**25,943**	**44%**

The table shows a considerable variation in the percentage of ESOL needs being met in each Local Authority, ranging from just 4% in Flintshire to 122% in the Vale of Glamorgan. While the data on the percentage of ESOL needs being met must be interpreted with care, the table illustrates the variation in coverage and the fact that, in all but one case, the largest share of ESOL needs being met was 61% for Cardiff.

In the other case, the Vale of Glamorgan where 122% of ESOL needs appeared to be being addressed, further investigation uncovered that learners are travelling from

Cardiff to Barry College and the Vale Open Learning Centre to access provision. In interpreting apparent undersupply in detail at the Local Authority level will require a similar level of intelligence to inform local planning decisions. This distribution is shown in Figure 5.2, which illustrates the differences between authorities more clearly.

Figure 5.2: ESOL Learners as a Proportion of Estimated Demand

ESOL Learners 2005/06 as a proportion of Estimated Demand

Met Demand (%)
- 4 - 10 %
- 10 - 25 %
- 25 - 50 %
- 50 - 100 %
- 100 - 122 %
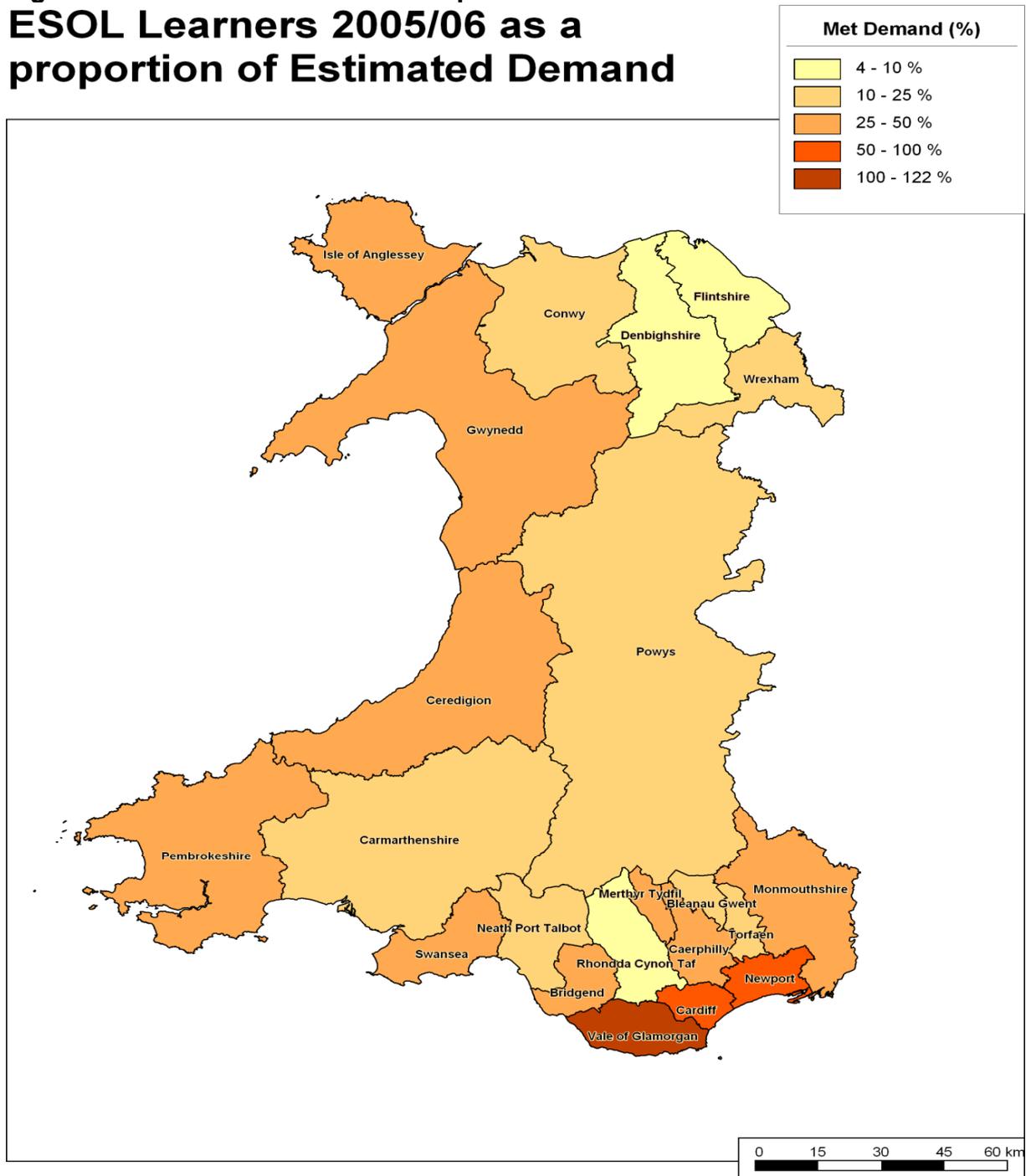
5.3.1 Supply and Need – Provider Perspectives

The survey of ESOL providers in Wales indicated that they perceive a significant shortage of ESOL in relation to the demand, as Figure 5.3 shows.

Figure 5.3: Number of Potential Learners in Relation to ESOL Places
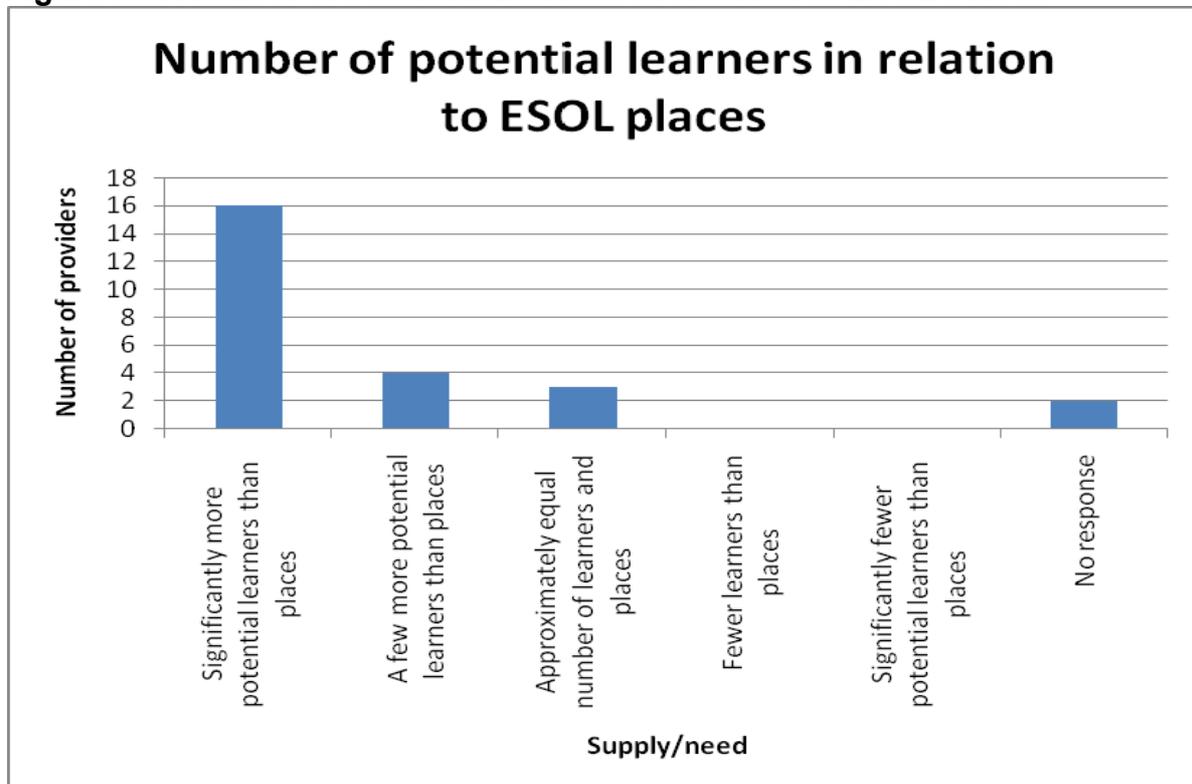
Source: GHK survey of ESOL providers in Wales, 2008

The interviews with providers allowed their experiences and perceptions of the adequacy of current ESOL supply to be explored further. The context for these discussions was set by the findings from the provider survey, where 65% of respondents reported that articulated demand significantly outstripped available places.

The increased flow of migrant workers has been felt across all of the providers interviewed across Wales, although as the data suggests this was felt particularly strongly in urban areas in **South Wales**. Providers in Cardiff and Newport reported chronic shortages of ESOL, each reporting lengthy waiting lists and with reports of demand increasing three-fold since 2004 being not uncommon.

In response to this one provider, the Parade Centre, has imposed an upper limit of ten hours per week of ESOL tuition for all learners in order to allow the greatest number of people to benefit. The Parade report having waiting lists of up to 500 individuals at any one time. A group of learners interviewed in the Vale of Glamorgan reported travelling from Cardiff due to the shortage of provision, and staff at the provider reported that, for the first time ever, they too would need to introduce waiting lists. Most telling was that the learners interviewed in Cardiff and Newport all reported knowing people with ESOL needs who were unable to get places on courses.

In **North Wales** the deficiencies in provision compared to need did not appear to be as chronic as those reported in the South. Providers were experiencing high levels of demand and reported dramatic increases since 2004, but the level of waiting lists was lower and few learners reported that people they knew were unable to access ESOL if they wished.

The increased numbers of individuals with ESOL needs living in **rural areas** has posed problems, not least in providing services over a more distributed learner population than in urban areas. Provider experience suggests that learners are unwilling to travel too far to attend ESOL classes, for reasons including limited transport availability or restrictive costs, a lack of confidence in negotiating public transport or family responsibilities which mean they are unable to travel far from home. When individuals are working, a rural location and the need to travel further to attend ESOL provision can also intensify the pressures on their already limited time.

In the case of Powys, for example, ESOL tutors described having to travel large distances for often short sessions, and potentially small class sizes. Consequently it is often necessary to teach classes of learners at mixed ability levels, as there are insufficient learners to split the classes. The challenges of rurality are not confined to the provision of ESOL and affect learning provision more broadly, although there may be the potential for group learning opportunities where learners are employed at the same locations. The study identified examples of on-site ESOL provision in several food processing factories in Cardiff and Wrexham (by The Parade Centre and Yale College respectively), and the clustering of ESOL provision around centres of agriculture and food processing in Wales may provide a model which could be followed more widely.

Other responses by providers to the high demand for ESOL include:

- Limitation of all learning to a maximum of 10 hours per week of ESOL.
- Initiation of waiting lists.
- Holding monthly assessment days for new learners.

5.4 Future Demand and Implications for Planning

Recent years have seen significant change in the composition of the migrant population entering Wales – in terms of their origins, distribution across Wales and their ESOL needs. The most significant aspect of this change has been the number of individuals entering Wales from EU member states following accession in 2004, as discussed in Chapter 2, and Sections 5.1 and 5.2. While not all of these individuals will necessarily have ESOL needs, the fact that employment is a frequent driver for their arrival emphasises the importance of appropriate English language skills to allow them to find work and contribute effectively to the Welsh economy.

At the same time, any future planning for ESOL provision must also consider the needs of the resident population, where significant numbers of individuals exist with limiting English language skills, and where ESOL provision can contribute to the wider inclusion and community cohesion agendas.

5.4.1 Future Demand

The key issue in terms of the potential future demand for ESOL provision is whether the inflows of EU and non-EU migrant workers continue at the pace experienced since 2004. Recent evidence suggests that this might not be the case, based on Workers Registration Scheme (WRS) and Work Permit Scheme (WPS) data.

WRS data, as shown in Figure 5.4 below, shows that following a peak in the third quarter of 2006 the number of new registrations has declined. While this still shows just over 1,500 registrations in the second quarter of 2007, this is a drop from the peak of over 2,000 and indicates a potential reduction in the rate of growth of individuals with potential ESOL needs.

Figure 5.4: Worker Registration Scheme Registrations from European Migrant Workers
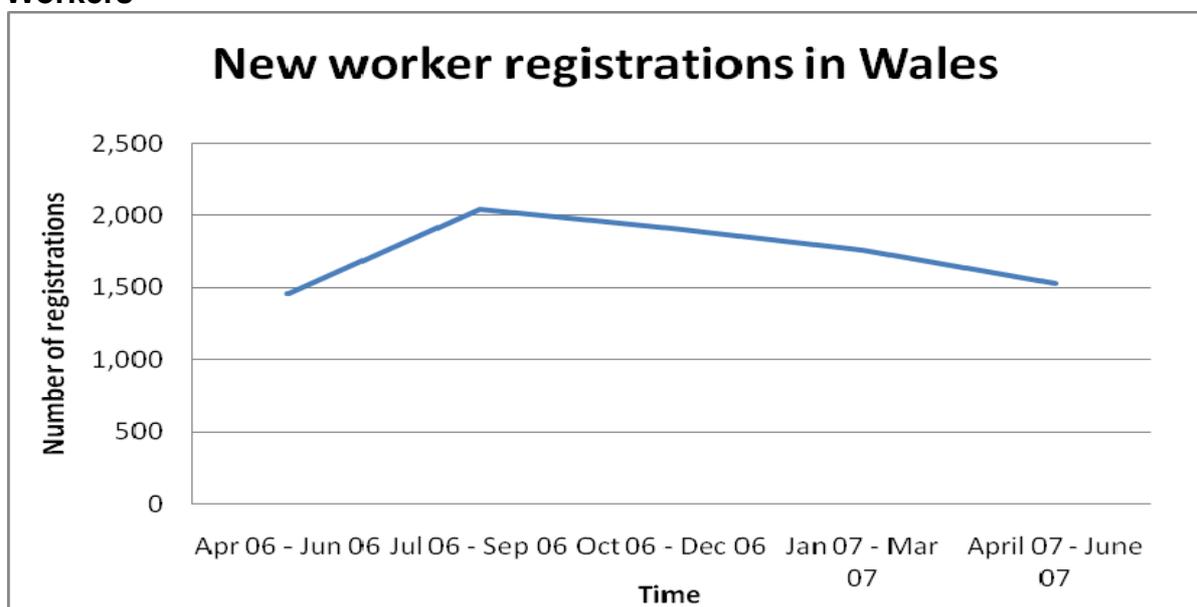
Source: Worker Registration Scheme, April 2006 – June 2007

Similarly the number of new work permits issued to individuals from countries where English is not the first language has also reduced. Work permits are issued to people who come from countries outside of the EU, and Figure 5.5 below shows the numbers who have moved to Wales and have the right to work (either by virtue of residence, marriage, application for a work permit through a company, or the granting of refugee status). The figure only includes those people who are from countries in which English is not the primary language, a proportion of which will therefore have English language needs.

Figure 5.5: Work Permits Issued to Individuals from Countries where English is Not the First Language

Source: Work Permit Scheme, 2000 -2006

Overall, the rate of increase in the number of new migrant workers registering in Wales, both from within and outside the EU, appears to be decreasing. While there is little data on outflows of migrants from Wales, the balance between new entrants leaving and those remaining in Wales on a more permanent basis is unclear. Here a range of factors will come into play, particularly for migrant workers, including:

- The effect of (actual and perceived) economic slowdown in the UK – meaning that fewer migrant workers will be attracted to the country.

- Rising wages in Eastern Europe and other home countries – which make remaining in their countries of origin a more attractive option.

The future level of entry of refugees is governed by a wider range of factors, and so is particularly difficult to predict and potentially less likely to decrease in proportionate terms.

Finally, changes in government policy will also influence the 'attractiveness' of the UK to potential in-movers. The demand for ESOL would be influenced, for example, by Home Office proposals suggesting there may be an English language requirement before work permits can be given to non-EU migrants.

5.4.2 Citizenship and Immigration Policy – Potential Impacts on Demand for ESOL

Citizenship tests

The introduction of citizenship tests, and the requirement to speak English to at least entry Level 3, has increased the demand for ESOL. Many learners, particularly from the settled communities, wish to gain citizenship, and cited this as a reason for attending ESOL classes.

Proposed reforms of the immigration system

Proposed changes to the immigration system could see this English language requirement applied to:

- The vast majority of workers applying for work permits through the points based system.
- Those seeking a marriage visa.
- Those seeking to progress from temporary residence to probationary citizenship[36].

The implications of these changes would be to further increase the demand for ESOL from the settled communities, many of whom would need to complete an entry Level 3 course in order to renew their work permits.

It is possible that this would be balanced by a corresponding decrease in the number of migrants entering the country with ESOL needs, but the most immediate consequence is likely to be a rapid increase in demand.

New Asylum Model

This rapid increase in demand has been observed with the piloting of the New Asylum Model (NAM) in Cardiff. This is in effect a way of fast tracking Asylum applications so that they are dealt with in less than 3 months. The result has been an increase in the number of applications that are dealt with, and so an increase in the number of people with refugee status. With their right to work, individuals attending Jobcentre Plus in order to secure a job may find that an assessment of their language skills may lead to a referral to ESOL provision.

As a model this sounds effective, in practice the NAM has further increased demand for ESOL in the context of chronic shortages of ESOL places in South Wales.

Implications

All of the proposed changes to the immigration system will have an impact on the supply and demand for ESOL. It is not possible in this report to identify exactly what the impacts will be, but it will be crucial in the planning of ESOL provision to consult closely with providers and groups representing refugees and migrant workers to ascertain the possible impacts of any proposed changes.

5.4.3 Monitoring Migration Flows

While the future demand for ESOL is unclear, the main influencing variables are apparent and so allow the situation to be monitored on an active basis. Such a monitoring process would allow any changes in migration patterns to be identified, potential responses formulated, and changes in specific ESOL needs considered.

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[36] The Path to Citizenship: Next steps in reforming the immigration system. (2008) Home Office and Borders Immigration Authority

The planning of ESOL provision needs to take into account the dynamic nature of migration flows. In practice this means that the ESOL needs should be monitored annually to inform ESOL planning. The potential demand for ESOL can be monitored relatively easily, using the following datasets:

- Worker Registration Scheme - EU migrant workers.
- Work Permit Scheme – for non EU migrant workers.
- Asylum Seekers data – for asylum seekers.
- Settled communities can be monitored through the Labour Force Survey.

5.5   Local Planning for ESOL

Planning for ESOL delivery at a national level is limited to the development of a framework within which local authorities and colleges can respond to local needs. DCELLS do not plan ESOL delivery in detail, leaving this to local decision making.

In the light of difficulties in collecting data, particularly on migrant workers but also those in settled communities, local agencies may be best placed to validate estimates of supply and demand in their local areas. Not only do local agencies have a clearer picture of demand as expressed by learners, they may also be able to identify those with ESOL needs who have not previously accessed ESOL.

Local Service Boards (LSB) and Community Planning Partnerships will have an important role in determining the priorities for local areas, and influencing delivery though local authorities, FE colleges and voluntary and community sector providers. They have responsibility for community strategies, which are not only a means for implementing national policy, but a way of developing local policy and feeding back up into national priorities[37]. The planning of ESOL fits well within this remit, as there is a need to engage a variety of local stakeholders including:

- Local RCOs.
- Migrant Workers groups.
- Employers.
- ESOL providers.

Bringing these groups together will enable LSBs or Community Planning Partnerships to plan and deliver ESOL which best meets local need. Particular consideration can be given through these groups to engaging:

- Learners from groups who may not have accessed before.
- Women with young children.
- Employers.

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[37] WLGA Coordinating Committee Feb 2007 http://www.wlga.gov.uk/uploads/publications/3832.pdf

Local planning should also give consideration to the appropriateness of curricular and delivery settings for ESOL, dependent on the following factors:

- Learner status (employed/unemployed).
- Prior learning experiences of potential ESOL learners.
- Local transport infrastructure.
- The availability of childcare facilities.

6. CONCLUSIONS AND RECOMMENDATIONS

This chapter presents the conclusions of the study and a series of recommendations for consideration. They are structured to reflect the key areas for investigation for the study, namely:

- The current patterns of ESOL provision, identifying any unmet demand and considering ways in which provision could be increased.
- The quality and appropriateness of the ESOL curriculum framework and the suitability of learning materials, and ways in which quality could be improved.
- The impact of the National Planning and Funding System funding eligibility criteria for access to ESOL provision in Wales.
- Funding for ESOL provision, and how the increased demand could be funded including through employer contributions.
- Barriers preventing potential ESOL learners from accessing provision.

6.1 Current Patterns of ESOL

6.1.1 ESOL Supply and Demand

Conclusions

The estimates of ESOL supply and demand suggest that in Wales there are:

- 40,000 people who do not have English or Welsh as a first language.
- 26,000 of these are estimated to have ESOL needs at Level 1 and below.
- 11,400 learners participated in ESOL provision.

This suggests that across Wales 44% of ESOL needs are being met, with disparities emerging between individual authorities and between North and South Wales:

- Shortages of ESOL are most severe in South Wales. This is exacerbated by the large number of people with ESOL needs.
- In North Wales, and in rural areas of mid Wales, there are still shortages, but as the number of people with ESOL needs is smaller these shortages do not appear as chronic.

Immigration data, and provider and stakeholder experience, indicates a significant increase in the inflow of non-native English speakers since 2004, many from the new EU Accession States. It is unclear that this rate of increase will continue in future, as EU and non-EU migrant workers will be affected by proposed changes in immigration policy and changing economic conditions.

Recommendations

1.   To meet the ESOL needs of a larger share of the population, the level of resource for ESOL must be increased - particularly in South Wales.

2.   The dynamic nature of recent in-migration illustrates the importance of continuing to monitor the changes in supply and demand for ESOL on an annual basis, using the methodology followed in this study.

6.1.2 ESOL Provision – Learners and Employers

Conclusion

- There is a continued need for ESOL, particularly at pre-entry and entry levels to meet the demand from changing immigration policies.

- There is considerable diversity amongst learners. Groups include European and non-European migrant workers, settled communities who may have lived in the Wales for a long period, recent refugees, and families. ESOL learners are of all ages, although the majority are aged between 19 and 40.

- Awareness of the new ESOL for Work qualifications amongst the employers interviewed was low. Employers were not aware of the introduction the new qualifications, and commonly stated the preference for courses that were tailored to their specific needs.

Recommendations

3.   Any expansion of ESOL provision must ensure that sufficient places are provided at pre-entry levels and entry levels.

4.   Innovative ESOL teaching methods should be encouraged; in particular there are possibilities for incorporating ESOL into Family Learning.

5.   The planning of provision should take into account the diversity of potential learners. Where there are local indications that certain groups with ESOL needs are being excluded, providers should engage in active outreach to ensure equal opportunities for all learners.

6.   Providers should continue to engage with employers, promoting ESOL for Work qualifications alongside the added value they offer through flexible and onsite delivery; where possible courses should be customised to suit employer needs.

7.   Providers should extend their efforts to market and promote the provision of ESOL services for employers, emphasising the need for such provision and the benefits that can result from it through the use of employer case studies.

6.1.3 Staffing

Conclusions

- The lack of suitably qualified and experienced staff was cited as a significant barrier to the delivery of ESOL.
- The employment conditions of ESOL tutors (part-time, sessional) mean that the occupation is not attractive to new entrants.
- There is little investment available for professional development, despite the introduction of new qualifications.

Recommendations

8.   The development of a workforce strategy specifically to address the recruitment, retention and training of suitable experienced staff should be a priority. This may be delivered in conjunction with LLUK Wales.

9.   Providers should be encouraged to invest in staff development, in particular to increase the take up of the Level 4 subject specialism in ESOL.

10.   Consideration should be given to the use of full-time peripatetic ESOL tutors to cover a variety of sites or ESOL projects. This may support an increase in outreach provision with settled communities, as well as the flexible delivery of ESOL in the workplace.

6.1.4 Planning and Sharing of Best Practice

Conclusions

- Providers in Wales have benefitted from the National Support Project. Sharing good practice, and providing clarification on issues around eligibility and funding, has helped providers delivering ESOL.
- Planning for ESOL must respond to local needs and work closely with the variety of local providers. There is a clear role for Local Service Boards and Community Planning Partnerships to bring together all the interested parties in order to consider need and plan ESOL delivery.

Recommendations

11.   Continued opportunities for the sharing of good practice should be explored for providers in Wales. This may take the form of local ESOL networks or a single network across Wales.

12.   The implementation of a mechanism for communicating changes in national policy with regard to ESOL, eligibility and immigration policy will be needed if providers are to respond quickly and efficiently.

13.   Local Service Boards and/or Community Planning Partnerships should engage with local providers, voluntary and community groups and employers to

determine the ESOL needs of learners in more detail, and to match them with the employer demands and the provision offered.

14.   Local providers may wish to consult with the following groups in order develop their own outreach and better serve their communities :

- The Welsh Refugee Council – for a list of local refugee community groups.
- All local refugee community groups.
- Local business associations developed within particular communities (e.g. Chinese, Turkish, Somali).
- Local community groups - including women's groups.
- Religious and community centres.
- Local solicitors specialising in immigration law who may be able to refer their clients onto ESOL courses.

6.2   Quality and Appropriateness

Conclusions

- Where reports are available, Estyn area inspections show that over half of ESOL provision is graded 1 or 2 out of four (i.e. good with outstanding features, or good features with no important shortcomings).
- Not all ESOL learners receive initial assessments before they are assigned to a class.
- Individual Learning Plans (ILPS) are not used consistently, along with the lack of initial assessment, this will limit the degree to which individual ESOL needs can be met by tutors.
- At present only a few colleges are making use of IT as a supporting tool for the teaching of ESOL.
- The majority of ESOL is delivered on a part-time basis. Whilst this is a good way of accessing the greatest number of people, full-time intensive courses are the most effective way of preparing people for employment.

Recommendations

15.   Introduce additional e-learning as appropriate to support more traditional ESOL teaching.

16.   Initial assessments should be carried out formally for all learners enrolling on an all funded ESOL courses. Estyn should continue to check for these in inspections.

17.   Individual Learning Plans should be used for all learners in order to track their progress and tailor any training provided to meet their needs.

18.   DCELLS should emphasise the importance of undertaking initial assessments and using ILPs for all learners.

19.   DCELLS should give consideration to funding more intensive full-time courses in order to achieve job outcomes for learners.

6.3   Impact of the National Planning and Funding System Eligibility Criteria

Conclusions

- There is some confusion over the NPFS eligibility criteria amongst providers. This has been partly dispelled by the work of the National Support Project.

- The eligibility criteria were cited as a barrier to ESOL provision by 36 per cent of providers, although it was far from the most commonly cited barrier and was not mentioned by any of the learners interviewed.

- The eligibility criteria have an adverse impact on spouses of people who have leave to remain, as they must be in the country for three years before they can access funded ESOL.

Recommendations

20.   ESOL should attract public funding for all learners who are on the route to citizenship. This should include spouses and others from the settled communities who have been in the country for less than three years.

21.   The existing eligibility criteria and future changes must be clearly communicated to all providers.

6.4   Funding Mechanisms for Future Demand

Conclusions

- An estimated £8m was spent on ESOL in 2006/07 of which DCELLS directly contributed approximately £5m.

- The Welsh Assembly Government, through DCELLS, is the largest contributor to the funding of ESOL in Wales – providing over 60 per cent of the funding identified in the study. Other contributors include local authorities, the European Social Fund (ESF) and the Big Lottery Fund.

- Student fees account for 11 per cent of the funding identified, with employer contributions accounting for just 4 per cent.

- ESOL and basic skills literacy and numeracy provision attract a different funding uplift, 90 per cent for literacy and numeracy and 50 per cent for ESOL. This does not reflect the level of additional support required by ESOL learners and the resources required.

- Post 16 education budgets have been reduced in real terms, and the indications are that this trend will continue. Both FE and ACL providers are

under pressure to maintain a balance of provision, and so are unwilling to increase ESOL at the expense of other areas of learning.

- Employers represent a potential marketing opportunity for ESOL, and an area where costs could be levied to reflect the benefits of ESOL provision resulting for them. However the limited evidence collected in this study suggests that employers will be reluctant to pay for services which many now receive at no charge.

Recommendations

22.   To address issues of parity with basic skills provision, the ESOL uplift should be increased from 50 per cent to 90 per cent for all courses funded by DCELLS at Level 1 or below.

23.   Local planning partnerships should consider the supply and demand for ESOL in detail, ensuring that communities which are hard to reach are targeted in plans for outreach activities.

24.   Convergence funds should be monitored to ensure that childcare places are still funded for ESOL learners. If childcare places are no longer funded, other sources of funding may need to be identified to prevent significant adverse impact on female ESOL learners with young children.

25.   In view of the benefits received, employers should contribute to the cost of all ESOL provision for their workers at Level 2 and above.

26.   Employers should also be encouraged to contribute towards all ESOL provision from which they derive benefit, particularly if the course has been customised for their needs and value is added through flexibly scheduled delivery on the employer's premises.

6.5   Barriers to Participation

Conclusions

- The lack of appropriate childcare associated with ESOL classes is a significant barrier to access for women with young children. Women with young children and limited English language are a particularly vulnerable group, and their children also benefit from the high quality childcare offered alongside some ESOL classes.

- The end of ESF funds means that there will be a substantial reduction in the number of childcare places offered through providers such as the WEA.

- The location of provision can be a barrier, particularly in rural areas where travel to learn distances may be large.

- Large colleges may be intimidating for learners who have limited experience in education. Often community buildings such as schools or

community centres provide a more comfortable location for learners accessing ESOL for the first time.

Recommendations

27.   Increase the number of onsite childcare facilities available to enable the mothers of young children to attend ESOL classes.

28.   Align ESOL provision targeted at mothers of young children with quality on-site childcare provision – the use of community buildings such as schools may mean the facilities for childcare will already be available and only sessional staff need be hired.

29.   Encourage providers serving in rural areas to explore delivery models that facilitate the engagement of employers in rural areas to engage with ESOL.

ANNEX 1 - LIST OF PROVIDERS

Barry College of Further Education

Basic Skills Unit (Risca)

BAWSO Women's Aid

Blaenau Gwent Community Education Service

Bridgend College

BTCV Cymru

Caer Las Cumry

Carmarthenshire Basic Skills Service

Coleg Ceredigion

Coleg Glan Hafren

Coleg Gwent

Coleg Llysfasi

Coleg Meirion Dwyfor

Coleg Menai

Coleg Morgannwg

Coleg Powys

Coleg Ystrad Mynach

CSV Training Wales

Cyrenians Cymru (Dragon Arts and Learning Centre)

Deeside College

HMP Cardiff

HMP Parc

HMP Swansea

HMP Usk and Prescoed

Hyfforddiant Môn Training

Learning Pembrokeshire

Life Long Learning Centre (Gorseinon College)

Llanelli Rural Council Basic Skills

MENFA (Mentoring for All)

Merthryr Tydfil College

Minority Ethnic Women's Network

Monmouthshire Council Adult and Community Learning

Neath Port Talbot College

Newport City Council (Lifelong Learning & Leisure)

The Parade Centre

Pembrokeshire College

Second Chance, Colege Llandrillo Cymru

South Riverside Community Centre

SOVA (Supporting Others through Voluntary Action)

Swansea Bay Asylum Seekers Support Group

Swansea College

TABS (Torfaen Adult Basic Skills)

Vale of Glamorgan ESOL Service

WEA North (Coleg Harlech)

WEA South

Women's Workshop (Cardiff)

Yale College

ANNEX 2 - PROVIDER SEARCH METHODOLOGY

To form a full view of the supply and demand of ESOL in Wales it was necessary to search for and map all providers of ESOL. The National Support Project's Directory of ESOL provided an initial list of providers, split by Local Authority (LA). Our search concentrated on uncovering providers from the Community and Voluntary Sector (CVS) which often tend elude formal directories; sometimes because of the informal settings and volunteering force staff. These providers, though small, tend to reach difficult client groups, often those most in need of ESOL but who face barriers to accessing learning in conventional/formal settings. The search concentrated further on local authorities for which there was no provider identified in the NSP directory.

We first made contact with the officers at all 20 Local Authorities in Wales responsible for Adult Education and Lifelong Learning from a list of contacts provided by DCELLS. These officers received an email introducing the research project and asking them to identify for us any ESOL providers they were aware of operating in their Local Authority. The email was followed up by one or more phone call to the relevant officer, aimed to verify the NSP list of providers and to add to this list. This stage allowed us to gain an initial picture of ESOL in each Local Authority in Wales and to amend the registry of providers with the most up-to-date information. Many officers contacted at this stage were also providers of ESOL through their council's Adult and Community Learning (ACL) services. Thus this initial contact was a further contact, and advance notice, to several providers of ESOL of the survey that followed.

A second strand of the search was the search through CVOs and their umbrella organisations, also split by Local Authority. This was conducted simultaneously as the search through Local Authority officers and allowed us to cross-check and verify potential providers. Through an internet search we identified the association of voluntary sector organisations in all 20 local authorities. Some associations provided lists of all voluntary sector organisations in their area through their websites. Where this was the case, we screened these lists for organisations which provide adult education or work with migrant workers and refugees. We then called each potential organisation to ask whether they provide ESOL. Were there was no list available online, we contacted the association directly to enquire as to whether any of their members provides ESOL, is involved in adult education and/or works with migrants and refugees. As before, we then called any organisations identified as potentially providing ESOL. A problem encountered at this stage was some associations did not have good knowledge of the activities of their members. Some refused to share their directories and/or contact details of their members with us for fear of data protection breaches.

During subsequent stages of the research we asked providers, employers and refugee organisations whether they were aware of any other providers in the area and continuously updated our registry. Our search aimed to uncover all providers of ESOL in Wales. The search method was thorough and persistent and we are confident that we have identified the vast majority of providers. However, the nature of ESOL and the voluntary sector does allow for the possibility of additional ESOL providers which we were not able to locate. We are confident that this possibility is low.

ANNEX 3 - PROVIDER SURVEY

The survey below was sent to all providers.

G | H | K

Llywodraeth Cynulliad Cymru
Welsh Assembly Government
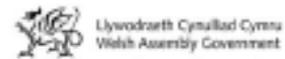
Survey on the provision of English for Speakers of Other Languages (ESOL)

Please complete the following

Q1 Name of organisation

Q2 Name of contact person

Q3 Job title

Q4 Email address

Q5 Telephone number

Q6 Type of organisation
- FE College ☐
- Adult Education College ☐
- Local Authority Education Dept. ☐
- Voluntary / Community group ☐
- Charitable training provider ☐
- Private (non-charitable) training provider ☐

Q7 Do you offer any of the following?
- English for Speakers of Other Languages (ESOL) ☐
- English as a Foriegn Language (EFL) ☐
- English as an Additional Language (EAL) ☐
- Welsh language to non-UK adults ☐

Please answer the following questions about your ESOL courses only

Q8 Where do you offer ESOL courses (please tick all that apply)
- At a college ☐
- In a community centre ☐
- In workplaces ☐
- In a school ☐
- Other please specify

Q9 Please estimate the proportion of funding that you receive for ESOL from the following sources:
- Welsh Assembly
- Council
- Employer
- Individual Learner Accounts
- Student fees
- Other (please specify)

Q10 What was your overall funding for ESOL (please estimate if necessary):
- 2006/07
- 2005/06

Q11 How many ESOL teaching staff do you have?
- Full time
- Part time

Q12 How many of your staff hold ESOL qualifications?
- Fully qualified
- Part qualified
- Not qualified

Q13 What are the ten most common countries of origin of your ESOL learners?

Q14 What are the numbers of learners from each of the following groups on your ESOL courses? (please estimate if necessary)

Migrant Workers	
Refugees	
Asylum Seekers	
Other (please specify)	

Q15 What are the main referral routes to ESOL courses for learners? Please estimate the percentage of total applicants through each route:

Jobcentre Plus	
Local Council	
Employers	
Employment Agencies	
Community and Voluntary Organisations	
Other providers	
Partner organisations	
Other (please provide details)	

Q16 Do you think your learners face the following barriers to accessing ESOL courses? How significant do you think each barrier is?

	Highly Significant	Significant	Slightly Significant	Insignificant
Funding Eligibility	○	○	○	○
Childcare / other carer costs	○	○	○	○
Transport cost	○	○	○	○
Lack of time / inflexible provision	○	○	○	○
Psycho-social barriers	○	○	○	○
Other (please list and explain)				

Q17 How would you describe demand for ESOL courses relative to supply?

Demand much lower than Supply	Demand lower than Supply	Demand and Supply are equal	Demand higher than Supply	Demand is much higher than Supply
○	○	○	○	○

Q18 What, if anything, is preventing you from delivering sufficient ESOL to match demand? Please assess how significant each factor is to you.

	Highly Significant	Significant	Slightly Significant	Insignificant
Lack of qualified teachers	○	○	○	○
Lack of funding	○	○	○	○
Eligibility criteria for funding	○	○	○	○
Available teaching space	○	○	○	○
Other (please list and explain)	○	○	○	○

Thank you for completing this questionnaire

3.1 Excel Data Questionnaire

The following questionnaire was sent in addition to the previous questionnaire to providers which did not report learners via the LLWR.

Please complete the spaces below with information about your ESOL learners and ESOL courses.

Name of Organisation:	

What is the gender of your ESOL learners?

Male	Female
%	%

What is the age profile of your ESOL Learners?

16 - 19	20 - 29	30 - 39	40 -49	50 - 59	60+
%	%	%	%	%	%

	2006 - 07 Course Title	Number of Students	Level	Type of course	Hours per week	Accrediting body
Guidance			Please select from the drop - down list	Please select from the drop down list	Please select from the drop-down list	Please select from the drop-down list
Example	*ESOL with Computers*	*12*	*Level 2*	*Vocational*	*3 - 4 hours*	*City an Guilds*
Course 1						
Course 2						
Course 3						
Course 4						
Course 5						

ANNEX 4 – PROVIDER TOPIC GUIDE

Name of institution/organisation	
Type of institution/organisation	
Name of interviewee	
Contact info	

ESOL courses

Where are the courses delivered?

Are learners grouped or put into particular classes based on:

Have you had to change the courses offered, or the structure of courses in response to market demand?

Funding

How much is the overall budget for this year?

> *Compared to last year?*

What is the unit budget per learner?

What are your sources of funding for ESOL?

> *DCELLS, Local Authority, ESF, other?*

What are the key issues surrounding funding? (Prompt for)

> *High set up costs of provision.*
> *Investment in staff.*
> *Sustainability of funding streams.*
> *Consistency of funding streams.*
> *Lack of knowledge of funding streams.*

What is your experience of the administration surrounding funding (planning, applications, monitoring by funding body etc)?

What does your funding cover (space, staff, equipment, childcare, material, marketing)?

What are the eligibility criteria attached to each source of funding?

How do these eligibility requirements affect delivery? Are any groups significantly disadvantaged?

Learners

What are the levels of achievement; does your organisation monitor the levels of completers on your ESOL courses? *If so, prompt for figures or estimates on:*

> *Number of completers.*
>
> *Levels of achievement.*

Are there any groups who are more likely to achieve lower retention rates than others? Why?

> *Retention levels if available.*

Are there any learners which are harder to engage with/who face serious barriers to completing of ESOL course? Explore why.

Do you offer any additional support for ESOL learners? If not, why?

> *Counselling.*
>
> *Advice and guidance.*
>
> *Post course support.*

How do you encourage students to progress to different levels? Do you monitor their progress?

How far do your learners travel to ESOL classes? If they are travelling far, do you know why?

Is childcare an issue for any learners?

> *Does the organisation offer crèche or childcare facilities?*
>
> *What are the funding sources for childcare? Do learners pay for childcare?*

What is the ethnic mix of the learners on your ESOL courses?

Do you feel that there is a gap in provision for some groups? *Prompt for age, ethnicity, gender, academic/professional qualifications, legal status, employment status.*

Impact of citizenship test

Do you offer citizenship courses with ESOL? If so, is it a separate course or embedded into ESOL courses? How many are taking it?

> If it is embedded, in which courses/levels is it?
>
> If not, do you make referrals for students who want to study this subject?

Do learners who want to take the citizenship exam have specific needs?

Impact of Accession

How much has demand for ESOL changed as a result of accession?

What changes have you made to respond to this change in demand?

Do these learners have specific needs or different reasons from other students for learning ESOL?

Are there specific barriers for them? (for certain groups?)

Are employers involved in delivering any courses for this group of students?

Do these learners work in certain industries?

Volume of provision

How many places have been made available annually for the past two years for ESOL?

> *Who set the level in terms of places made available?*

> *Is the decision made in conjunction or partnership with other organisations, like Jobcentre Plus, DCELLS or any regional groups for example?*

How many applications do you receive?

> *Are the courses oversubscribed/undersubscribed?*

Do you ever struggle to fill your classes? *Is it a competitive market?*

Who are the main agencies which your organisation works with on ESOL provision? In terms of:

> *Employment agencies.*
> *Funding Agencies.*
> *Partner organisations.*

Do you engage with employers? In terms of:

> *Gathering information on skills gaps.*
> *Training needs.*

If not, why not?

How do you engage with employers (e.g. local forums)?

So you engage with community groups? And how? Give examples of engagement with community groups.

Waiting Lists

Do your ESOL courses currently have waiting lists? If so which ones have waiting lists now? How long are they?

Have your ESOL courses had waiting lists in the past? How long have they been?

How do your waiting lists work? *(prompt: do you discourage people to join a waiting list and refer them elsewhere? Do you maintain waiting lists and call people in order of joining?)*

How long are your waiting lists? Do you ever run extra courses to accommodate waiting lists?

Are learners often on more than one waiting list in the area?

Do you have any hard data on waiting lists you could share with us?

Marketing

Do you market your ESOL courses? If so, how?

Have you changed your marketing strategy recently? If so, how and why?

Which groups do you target with your marketing? (*Prompt for outreach into hard to reach groups.*)

Referrals

How are learners enrolled/referred?

> *From which organisations/agencies?*
>
> *Self-referrals?*

Have you developed any partnerships or links with organisations to recruit learners? If not, why not?

Are there any issues with co-ordination with other agencies who make referral to your ESOL courses?

Are there any mechanisms to coordinate ESOL provision with other providers?

> *Sharing information.*
>
> *Needs assessment.*
>
> *Sharing good practice?*

If not, do you feel such coordination would be useful?

Do you do outreach work to market your courses? Please explain.

Staff

How many paid ESOL teaching staff do you have at present?

How many volunteers do you have? *Explore the role of volunteers in ESOL)*

Do you have any difficulties in recruiting suitably qualified staff to teach ESOL? Why?

> *What proportion of your teaching staff hold recognised ESOL qualifications?*

Do you train any of your ESOL staff?

Do you have any difficulties in retaining suitably qualified staff to teach ESOL? If so, what factors contribute to this?

Planning and monitoring

How do you plan ESOL provision?

Who is involved in the planning process *(Prompt for Local Authority, vol/com sector, National Assembly, colleges or other providers, employers.)*

What monitoring arrangements do you have in place with your funding body?

> *How do you align your internal monitoring statistics and methods with external requirements?*

What do you monitor? *(Prompt for: Ethnicity, retention rates, completion rates, other.)*

Is the collection and management of data for monitoring an issue?

Is there any data which would be useful for you to access for planning and quality improvements?

Recommendations

Are there any language needs which you feel are not being addressed by ESOL provision in Wales?

Do you have any recommendations which you feel would improve the following:

> Coordination of Funding.
>
> Volume of Provision of specific types.
>
> Quality of Provision.

Where does your organisation fit with other ESOL providers in your area? Do you find that you are suited different roles? *(Prompt for outreach, higher level formal qualifications.)*

What do you feel your role is in representing your communities and developing basic skills? Are you able to fulfil this role, or are there any constraints you face?

Do you have any further thoughts or comments on improving ESOL in Wales?

ANNEX 5 - VOLUNTARY AND COMMUNITY ORGANISATIONS TOPIC GUIDE

Name of organisation	
Name/title of person interviewed	
Year established	
Core objectives/activities	

What services do you provide? What is your main role in the community?

Who are the main community groups you serve? (Probe status-refugee, asylum seekers, new immigrants, age, ethnicity, gender, any other characteristics.)

Where in Wales do the main community groups you serve live?

What are the typical ESOL needs that you encounter? What is the range of needs encountered?

Why are your learner learning English? *(Prompt for work, social, family, accessing services, etc.)*

What levels generally do your members need ESOL for?

How frequently is language identified as a barrier to employment amongst your community and others?

What are the other agencies or organisations you refer them to and work with in meeting their English language/adult literacy needs?

Accessing ESOL

How easily can your community access appropriate courses to help them address their ESOL needs?

What are the main barriers your community faces in accessing ESOL provision?

Do any groups find it relatively easy to access ESOL and some groups find it more difficult? Which, how?

Explore skilled/professional and traditionally unskilled and gender/age/ethnic sub-group differences.

Do you have many learners who are not literate in their own languages? If so, are there particular groups which are more likely to be illiterate? What do you do to accommodate these people?

Are disability issues encountered? Is this an issue that ESOL learners face? If so how is this barrier to their ESOL learning?

Do the learners in your community usually pay for ESOL classes? If not, how are the courses funded? Would any group pay?

Are their sufficient ESOL courses available in your local area/Wales? What are the specific gaps in provision? Probe… age, gender, where from … etc.

Do you feel there are issues related to the quality of provision? Is it tailored to the needs of different groups? Has quality changed over the last few years?

Supply and demand for ESOL

Have you seen a change in the need for ESOL over the past few years? Has there been an increase or decrease in demand?

If there has been a change, why do you think that is?

Do members of your community want to take the UK Citizenship Test?

Recommendations

Are there any language needs which you feel are not being addressed by ESOL provision in Wales?

Do you have any recommendations which you feel would improve the following:

> Coordination of Funding.
>
> Volume of Provision of specific types.
>
> Quality of Provision.

What do you feel your role is in representing your communities and in particular with regard to ESOL? Are you able to fulfil this role, or are there any constraints you face?

Do you have any further thoughts or comments on improving ESOL in Wales?

ANNEX 6 - LEARNER TOPIC GUIDE

Background

Name (if willing).

Gender.

Age (if willing).

Disabilities (if willing/appropriate).

Academic Qualifications.

Were you born in the UK?

If not when did you come to the UK?

What is your mother tongue? Do you speak any other languages?

Can you read and write in your own language?

Have you always been in Wales? How do you find it?

Are you currently employed? What type of employment? (Sector, part-time etc.)

If employed, is your employer supporting you through or providing time for you to take this course?

Do you have children? If yes, is the organisation providing childcare? If not, what arrangements do you have? Who pays for it? *Probe for whether this is perceived as an issue.*

Are you currently doing any other training or academic courses?

ESOL course and Funding

Why are you taking this course? *Probe for key motivational factors - employment, social integration, practical life skills, to communicate with children etc.*

Is this the first ESOL course you have taken? If not, what happened with the other courses?

Are you confident that this course will help you meet your goals?

How did you find out about this ESOL course? How easy was it to find out about ESOL courses?

Who referred you to this college/organisation? Did you apply to any others?

How did you find the registration/interview process? Were there any difficulties?

What is the duration and type of course you are doing?
(Full-time/part-time/day/evening.)

Who is funding your course?

Is there anything that you have to pay for yourself? (Travel, books, childcare.)

The learner experience

How hard do you find the classes? *Easy, difficult, OK.*

Have you had the same teacher through your course? If not, is this an issue?

Does your teacher speak your mother tongue? If not, is this an issue?

How do you feel about the teaching methods? *Too fast, too slow, too much to learn, not enough personal attention.*

Do you feel you have sufficient support to help you with the course?

Is the classroom space adequate? *Cramped, open, stuffy, light, dark.*

Do they use any teaching aids/equipment in your classes? *Such as videos, tapes, white boards, computers, books?* If so, are they helpful? If not, do you feel it would help?

Have you had any tests? How did you do? What influenced your performance? *Probe for reasons for poor performance (poor teaching, not enough time, can't keep up, pressure at home, other pressures/problems).*

Are you able to study at home? If not, why not? *Space, time, children, other issues.*

Are there any other problems you have currently which you feel may be affecting how you do on this course? *Housing, debts, employment, personal/psychological issues, legal issues.*

Have you asked the teacher or college for help in any other areas? What happened?

Are there any other areas where you feel the organisation could offer support?

Do you think there is any way in which the current course could be improved? *Timing, teaching, space/equipment, modes of testing, support.*

Do you have any other thoughts or comments?

ANNEX 7 - EMPLOYER TOPIC GUIDE

Name of organisation	
Name/title of person interviewed	

For employers with innovative ESOL schemes, focus on the scheme itself. For other employers, discuss broadly around the areas below.

Background *(Confirm basic information which will have been gathered beforehand as far as possible.)*

> What are your organisation's main activities?
>
> How many staff do you employ?
>
> What is your staff turn-over?
>
> What is the occupational make up of your organisation?
>
> Do you have any recruitment issues? Please explain?
>
> Do you actively recruit from overseas?

What are your recruitment policies in terms of proficiency in written, spoken English?

Do you assess English during recruitment? What techniques do you use?

Are there skills gaps within your organisation which you feel could be filled but potential candidates are not proficient enough in English?

As background on how advanced their HR structures are enquire gently on: Do you have a human resources office that deals with diversity issues or a specific diversity policy? Whether data is collected on employee ethnicity, gender disability.

How do you view your role and position in the local area? Are there any strategic imperatives which are helping you to develop this role?

Basic skills

Do you have any employees who do not speak fluent English?

What level of competence in English is required for different types of occupations?

Is language an issue in terms of:

> *Spoken English; Reading; Written English; Listening/understanding.*

Is it confined to certain occupations within your organisation? Which ones?

Do issues of competency in English create difficulties for your organisation? Why?
Probe about type of difficulties:

> *Health and Safety; Communication difficulties within teams;
> Understanding/receiving instruction; Technical knowledge/terminology; other.*

More generally, to what extent are basic skills such as literacy, numeracy, spoken English and ICT an issue for some of your staff? Why?

In which areas do basic skills pose a problem?

> *Strategic Business Planning: performance, productivity, expansion,
> investment; Staff development.*
>
> *Operational Issues: health and safety, communications, technical knowledge;
> Team working.*

Generally as an employer, how do you respond to staff facing basic skills issues?

ESOL training

Are you aware of the different types and levels of ESOL training?

Are any of your employees undergoing ESOL training?

> *Did the company arrange the ESOL training?*
>
> *Is it delivered in house? Specifically for your organisation?*
>
> *Are groups of employees attending the courses or just individuals?*

What was the outcome of the ESOL training for those employees?

> *Has it improved their position within the organisation?*
>
> *Have they taken on new tasks as a result?*
>
> *Have you felt was a useful course for your employees?*
>
> *Have you benefited from the training?*

If you send employees on ESOL training, do you receive any grants or funding assistance?

Would you or have you contributed to the cost of ESOL training that was specifically tailored to your industry? What would influence your decision?

Are your employees given time off to undertake the ESOL training?

> *Time off or do they need to use holiday.*
>
> *Unpaid leave.*
>
> *At the end of shifts.*

Training providers *(for those employers which have had ESOL training)*

Which ESOL training providers (if any) do you use? How did you find out about them?

If not using ESOL training providers, where would you go to access advice on ESOL provision? Have you ever sought advice on ESOL training or any basic skills for your employees?

What are you thoughts on the quality of provision?

Are there any issues concerning ESOL provision in your area/Wales?

> *Gaps in provision; Location of provision; Timing of courses; Lack of relevant vocational ESOL courses; Cost; Lack of information on courses; Quality.*

General

What role do you feel employers should play in the delivery of ESOL within your area/Wales?

Do you have any further thoughts or comments on improving basic skills and employability (and ESOL specifically)?

ANNEX 8 - EXPERT PANEL MEMBERS

Alison Rees - DCELLS

Linda Davis - DCELLS

Helen Jones DCELLS

Darren O'Connor - DCELLS

Bob Waller - DCELLS

Annette Farr - DCELLS

Sameena Khan - Cardiff City Council

Lynn Lording-Jones – Coleg Menai

Maria Allen - Welsh Local Government Association

Farukh Khan - Estyn

Gavin Thomas - Fforum

Eid Ali Ahmed - Welsh Refugee Council

Selina Mayo - Welsh Consortium for Refugees and Asylum Seekers

Phil Bernard-Carter – GHK

Richard Lloyd - GHK

ANNEX 9 - REFUGEE ORGANISATIONS FOCUS GROUP PARTICIPANTS

Mr Kachi Okezie - Community Training Partnership

Mr Mohammaden Baqal- Darfur Community in Wales

Ms Ruta Brhame - Eritrean Community

Ms Dalia Siry - ESOL learner in Cardiff

Mr Saikou Diallo - Guinean Community

Mr Semere Gebrehiwof - Maesglas Family Learning Association

Ms Salwa Dafalla - Refugee Voice Wales

Mr Mamoun Bashir - Refugee Voice Wales

Mr Moutas - Sudanese ESOL learner

Mr Thadde Isay - Union of Congolese Association

Mr Samy Ludisha - Union of Congolese Association

Mr Tarek Samad - United Arab Association of Wales

Dr Henry M. Lassie - Welsh Refugee Council (WRC)

Mr Aram Osman – Kurdish Community and WRC

Mr Banire Sy Savare - West Africa Community Association and WRC

Ms Sikhanyiso Ndlovu - Zimbabwe Community (ZDSA)

ANNEX 10 - OTHER CONTRIBUTORS TO THIS RESEARCH

Mick Firby - Jobcentre Plus

Christine Davies – Jobcentre Plus

Bethan Webb - DCELLS

Ann Jenkins – DCELLS

Don Flynn – Migrant Rights Network

ANNEX 11 - ESOL LEVELS

Level 3

- Can understand with ease virtually everything heard or read.
- Can summarise information from different spoken and written sources, reconstructing arguments and accounts in a coherent presentation.
- Can express him/herself spontaneously, very fluently and precisely, differentiating finer shades of meaning even in more complex situations.

Level 2

- Can understand a wide range of demanding, longer texts, and recognise implicit meaning.
- Can express himself/herself fluently and spontaneously without much obvious searching for expressions.
- Can use language flexibly and effectively for social, academic and professional purposes.
- Can produce clear, well-structured, detailed text on complex subjects, showing controlled use of organisational patterns, connectors and cohesive devices.

Level 1

- Can understand the main ideas of complex text on both concrete and abstract topics, including technical discussions in his/her field of specialisation.
- Can interact with a degree of fluency and spontaneity that makes regular interaction with native speakers quite possible without strain for either party.
- Can produce clear, detailed text on a wide range of subjects and explain a viewpoint on a topical issue giving the advantages and disadvantages of various options.

Entry Level 3

- Can understand the main points of clear standard input on familiar matters regularly encountered in work, school, leisure, etc.
- Can deal with most situations likely to arise whilst travelling in an area where the language is spoken.
- Can produce simple connected text on topics which are familiar or of personal interest.
- Can describe experiences and events, dreams, hopes & ambitions and briefly give reasons and explanations for opinions and plans.

Entry Level 2

- Can understand sentences and frequently used expressions related to areas of most immediate relevance (e.g. very basic personal and family information, shopping, local geography, employment).

- Can communicate in simple and routine tasks requiring a simple and direct exchange of information on familiar and routine matters.

- Can describe in simple terms aspects of his/her background, immediate environment and matters in areas of immediate need.

Entry Level 1

- Can understand and use familiar everyday expressions and very basic phrases aimed at the satisfaction of needs of a concrete type.

- Can introduce him/herself and others and can ask and answer questions about personal details such as where he/she lives, people he/she knows and things he/she has.

- Can interact in a simple way provided the other person talks slowly and clearly and is prepared to help.

ANNEX 12 - GLOSSARY OF TERMS

A8 countries: Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia, Slovenia**.**

EAL (English as an Additional Language): English language tuition for children and young people living in the UK, usually within the primary and secondary school systems. Typically learners are the dependents of migrant workers, refugees and asylum seekers.

EFL (English as a Foreign Language): English language tuition for adults or young people who are not long-term residents in the country. This typically includes teaching for students from abroad or language tourists to Wales who wish to take short courses to improve their English.

ESOL (English for Speakers of Other Languages): English language tuition for adults living in the UK. Typically learners include migrant workers, refugees and asylum seekers and non-English speaking spouses. The tuition usually focuses on functional English for use daily life and work, may include basic skills and does not presuppose literacy in the learners' mother tongue.

ESOL Supply: provision of ESOL tuition (formal courses/classes, work-based learning, ESOL embedded in other learning, informal or ad-hoc language teaching).

Latent Demand: concealed or inactive requirement for ESOL learning.

LLWR (Lifelong Learning Wales Record): electronic database of learners in Wales administered by DCELLS. Provides submit data electronically in a unified form so that information can be used for funding, monitoring and analysis.

TEFL (Teaching English as a Foreign Language): mainly used in the context of qualifications for teachers of EFL.

TESOL (Teaching English for Speakers of Other Languages): mainly used in the context of qualifications for teachers of ESOL.

WPS (Work Permit Scheme): a scheme administered by the UK Border Agency to help employers who need to recruit personnel from outside the European Economic Area (EEA) where no suitable resident worker is available. EEA Nationals are allowed to move and work freely within the EEA, and do not require permits.

WRS (Worker Registration Scheme): Nationals of the A8 countries who wish to take up employment in the UK are generally required to register with this scheme. It is administered by the UK Border Agency and was introduced in 2004. Workers who are self-employed do not need to register nor do workers who have been employed in the UK for a continuous period of 12 months.

ANNEX 13 – METHODOLOGICAL NOTE – LLWR

Methodological Note: LLWR

There is more than one classification system for learning aims used in the LLWR.

We have used the **Sector Skill Area (SSA)** - Preparation for Life and Work. Within this we have selected all learning aims with course titles which include the words "ESOL" or "English for speakers of".

The published figures are based on **Learn Direct Codes**, these include EfL and ESL. EfL is excluded purposely and accounts for about 1,300 learning aims, ESL is an old term, these courses have been excluded as well, but they only accounted for 2 learning aims in 2005/06.

I have attached a spreadsheet based on the 2005/06 data from DCELLS Stats Division that shows which learning aims classified under the Learn Direct Codes would have also been included in the GHK method. You will see from this that there are two ELLIS courses which do not contain the GHK search terms and so will not have been included in the GHK data, this accounts for 302 learning aims.

In total:

Learn Direct Codes identify 16,130 Aims, of which at least 1,286 can be identified from their course title as EfL.

The GHK method identifies 11,374 Aims.

Discounting the EfL aims which were not part of the study, Learn Direct Codes identify 3,470 Aims which are not identified by the GHK selection method.

Inspection of the Course titles indicates that some of these would probably be considered ESOL under the terms of the study, others are unclear. Examples are given below:

Course title	Number of Aims	Delivery
EFL SUMMER SCHOOL 0506	287	EfL
Engage in Discussion	247	Unclear
OCNXLISTENINGXE1	160	Probably ESOL

Summary

The GHK method is conservative, only counting ESOL aims which are clearly identified as such by the course title.

The DCELLS Stats method uses Learn Direct Codes, it includes EfL and other courses which may not qualify as ESOL under the terms of this research, as well as some which may.

As a result the LLWR data used in the GHK research includes fewer learning aims than the published data.

However, the GHK research backed up the LLWR analysis with a survey of all providers, asking providers who did not appear in the GHK LLWR data to report their learner numbers. This resulted in a further 4,769 **learners** being identified. Some of these learners would have been included on the LLWR under the Learn Direct Codes, others were not included on the LLWR at all, because they were not funded by DCELLS.

Using this two stage method, I am confident that we have robust estimates of learner numbers, generated from the LLWR and the provider survey notwithstanding the limitations outlined above.

ANNEX 14 – SUMMARY LLWR DATA

The following data represents a summary of the LLWR data used.

Count of ID	Learners	
Row Labels	2004/5	2005/6
ACL		228
FE	5,133	6,412
WBL	22	
Grand Total	**5,155**	**6,640**

Count of ID	Learners	
Row Labels	2004/5	2005/6
Female	2,721	3,741
Male	2,434	2,899
Grand Total	**5,155**	**6,640**

Count of ID	Learners	
Row Labels	2004/5	2005/6
14 to 15	2	21
16 to 17	69	184
18 to 19	210	286
20 to 29	2,340	3,114
30 to 39	1,434	1,690
40 to 49	699	851
50 to 59	215	270
60 to 64	41	56
65 to 74	37	50
75 and over	20	7
Missing age	88	111
Grand Total	**5,155**	**6,640**

Count of ID	Learners	
Row Labels	2004/5	2005/6
British	338	386
English	12	22
Irish	1	2
No Response	55	52
Not Known/Not Required	170	342
Other	4,264	5,422
Scottish		1
Welsh	315	413
Grand Total	**5,155**	**6,640**

Count of ID Row Labels	Learners 2004/5	2005/6
Any Other	573	571
Asian or Asian British - Any Other	688	658
Asian or Asian British - Bangladeshi	207	273
Asian or Asian British - Indian	59	88
Asian or Asian British - Pakistani	221	244
Black or Black British - African	721	735
Black or Black British - Any Other	34	53
Black or Black British - Caribbean	8	17
Chinese	245	284
Information Refused	33	33
Mixed - Any Other	44	37
Mixed - White and Asian	18	16
Mixed - White and Black African	14	22
Mixed - White and Black Caribbean	6	7
Not Known	268	544
White	2,016	3,058
Grand Total	**5,155**	**6,640**

Count of ID Row Labels	Learners 2004/5	2005/6
Blaenau Gwent	29	91
Bridgend	223	212
Caerphilly	83	91
Cardiff	2,361	2,561
Carmarthenshire	118	164
Ceredigion	49	125
Chester District	14	18
City of Stoke-on-Trent		2
Conwy	47	109
County of Herefordshire		1
Crewe and Nantwich District		1
Denbighshire	46	53
Ellesmere Port and Neston District	2	
Flintshire	127	64
Forest of Dean District	6	9

Gwynedd	191	248
Isle of Anglesey	68	105
Liverpool District	9	6
Merthyr Tydfil	152	152
Monmouthshire	58	63
Neath Port Talbot	16	25
Newham London Boro	1	
Newport	485	540
North Shropshire District	4	2
Oswestry District	2	2
Pembrokeshire	22	224
Powys	93	115
Rhondda	35	39
Sheffield District		1
Swansea	227	445
The Vale of Glamorgan	110	164
Torfaen	37	48
Unknown	241	451
Wirral District	1	1
Wrexham	298	508
Grand Total	**5,155**	**6,640**

ANNEX 15

	Bridgend	Caerphilly
Year	2007	2004
Providers	Bridgend College	Caerphilly County Borough Council Coleg Gwent
ESOL inspection grade	2: Good features and no important shortcomings	2: Good features and no shortcomings
Initial Assessment	None noted.	Not noted
Attendance	74%	Good
Completion	89% of learners on the ELLIS computer assisted learning programme completed the course and gained a certificate against a target of 60% completion. There has also been 100% achievement on OCN citizenship courses and 95% achievement on OCN courses overall.	At the national average. A good number of learners progress to further learning and employment.
Attainment	Good 2004-2006 demonstrates an increase from 66%-69%. Above the national comparator of 60%.	High. Above national comparators.
Curricula offered	ELLIS Computer assisted learning. OCN Citizenship.	Not noted.
Individualised Learning Plans	Not used.	Yes
Staff shortages	Not noted.	Not noted.
Increases in ESOL enrolments	Not noted.	Not noted

Effectiveness of Teaching	Tutors skilfully challenge learners to try new things or, if learners are more experienced, to extend their skills. For example in ESOL, entry level learners are encouraged to learn new vocabulary and move beyond the use of familiar words. In ESOL, tutors link their session plans well to the core curriculum. A few classes are too tutor led.	Not noted.
Recommendations	Increase learning opportunities for ESOL learners. Ensure that all language learners improve the use of their oral skills and have opportunities to practise the use of their chosen language throughout the year.	None relating to ESOL.
Tutor Qualifications	Most tutors (across ACL) are well qualified and have relevant experience in the subject area. All full-time staff and ninety per cent of part-time staff observed were qualified to occupational standards. Survey response: 2 full-time and 4 part-time paid staff and 2 part-time volunteers at Bridgend College. Of these, 5 hold a recognize ESOL qualification.	70% tutors visited have a recognised teaching qualification (across all ACL learning areas). Survey: 60% have recognized ESOL qualifications, 40% other recognized.

Progression	Most ESOL learners make good progress against their learning targets. Most learners are very clear about their learning targets. A few learners make slow progress between Entry 1 and Entry 2 levels, particularly learners who can only attend for two hours a week.	Most progress well to further learning or employment. Progression difficult to monitor for some learners (eg Polish migrant workers might only stay in Caerphilly for a very short time and Thai workers return to Thailand for Thai New Year for an extended period).
Embedded Delivery	None reported.	None reported.

	Carmarthenshire ACL	Ceredigion ACL
Year	2008	2006
Providers	Coleg Sir Gar Carmarthenshire City Council	Coleg Ceredigion Ceredigion County Council WEA (S. Wales)
ESOL inspection grade	4 Some good features, but shortcomings in important areas.	3: Good features outweigh shortcomings.
Initial Assessment	None	None for majority of learners.
Attendance	74% (above national comparator).	
Completion	58% (National comparator = 77%). Short attendance leads to no accreditation.	Below national comparator.
Attainment	27% (national comparator=40%).	Vary, but generally above national comparator.
Curricula offered	Skills for life Some OCN credits	Skills for life Some OCN credits
Individualised Learning Plans	No	No
Staff shortages	Yes	Not specifically commented on.

Increases in ESOL enrolments	66% since 2004.	
Effectiveness of Teaching	Criticised Slight over reliance on worksheets.	
Recommendations	Improve initial assessments and materials. Ensure learners have sufficient opportunities to practice English. Meet needs of individual learners in mixed ability classes.	Improve the range of accreditation opportunities. Avoid duplication of provision. Increase the number of classes. Share staffing, resources and good practice
Tutor Qualifications	Not enough ESOL staff with a specialist qualification above Level 2. However, providers are aware of this and 50% of staff with training needs are on an online course.	Survey results: 1 full-time, 1 part-time paid staff and 3 volunteers. Only 1 staff member had a recognized ESOL qualification.
Progression	No information relating to ESOL.	Many ESOL learners make rapid progress to help them in their work. A very few learners across the provision progress to college-based Access courses. A few learners use their improved skills to successfully gain vocational qualifications for their work. The very few learners on Family Learning courses make good progress in developing their own literacy and numeracy skills as well as successfully developing skills to help their children.
Embedded Delivery	Not noted.	Not noted.

	Conwy ACL	**Denbighshire**	**Pembrokeshire**
Year	2005	2002	2006
Providers	Coleg Llandrillo	Coleg Llandrillo	Pembrokeshire College Pembrokeshire County Council

ESOL inspection grade	2: Good features with no important shortcomings.	2: good features and no important shortcomings.	Shortcomings in important areas.
Initial Assessment	Inconsistent	Not noted.	Shortcomings in important areas.
Attendance	Good	Mostly good.	Shortcomings in important areas.
Completion	Above national comparator.	Significantly above national comparators.	Shortcomings in important areas.
Attainment	Above national comparator.	The majority achieve at entry level or Level 1.	Attainment rates are well below the national comparators. They vary between 1 and 17 percentage points below the national comparator. There has been an increase, over the last two years, in the attainment rate of the First Certificate English qualification but it is still 31% below the national comparator.
Curricula offered	Variety of accreditation routes..	Not noted.	Not noted.
Individualised Learning Plans	Most have.	Some do, some don't.	Targets in individual learning plans are too general for learners to use effectively to measure and track their progress.
Staff shortages	Not noted in Estyn.	Not noted.	Not noted.
Increases in ESOL enrolments	Not noted in Estyn.	Not noted.	101 in 03-04 330 in 05-06.

Effectiveness of Teaching	More staff development and training for ESOL staff. Make better use of learning resources for ESOL. Asses attendance rates.	None relating to ESOL.	
Recommendations	ESOL assessed with Family learning singled out for praise. Mixed classes. Learners benefit from group work.		Improve the level of attainment achieved by ESOL learners by: • increasing the range of opportunities for accreditation; • ensuring that learners have sufficient opportunities to practice their English at appropriate levels; • making sure that the needs of individual learners are met, especially in mixed ability classes; and • improving quality assurance methods to identify strengths and weaknesses and plan for improvement.

Tutor Qualifications	There is not enough staff development or training opportunities for tutors. Staff who originally taught English as a foreign language have not received enough training and support to help them adapt to their new role of teaching ESOL.	Good practise among providers in sharing staff development opportunities. Coleg Llandrillo, Coleg Llysfasi and Yale College work together to offer good training opportunities in Basic Skills and ESOL.	All staff hold a recognized ESOL or Basic Skills qualification. Adequate training is available on the Pembrokeshire Learning Network to qualify up to Level 2. However, there has been possible to train staff to Level 3 in spite of demand.
Progression	ESOL learners on the main Coleg Llandrillo site do not have individual learning plans so are unable to track their learning progress clearly. They represent a small number of the total ESOL learners.	ESOL learners apply their grasp of English well in work situations and many improve their IT skills.	Targets in individual learning plans are too general for learners to use effectively to measure and track their progress.
Embedded Delivery	Not noted.	None noted.	Literacy through ESOL course will be introduced September 2008. Literacy in another language will be a prerequisite.

	Powys	Rhondda Cynon Taff	Vale of Glamorgan
Year	2008	2005	2007
Providers	Coleg Harlech WEA Coleg Powys	Coleg Morgannwg Rhondda Cynon Taff County Borough Council	Barry College
ESOL inspection grade	3: good features outweigh shortcomings.	1: Good with outstanding features.	3: good features outweigh shortcomings.
Initial Assessment	Not noted.	Not noted.	Not noted.

Attendance	In a minority of cases, attendance is poor.	Generally good.	Poor
Completion	Poor	Upward trend.	Poor
Attainment	Satisfactory, showing improvement since 2005. Attainment for speaking and listening is good.	Good	Satisfactory
Curricula offered	Not noted.	Not noted.	Not noted.
Individualised Learning Plans	Yes	Yes	Not noted.
Staff shortages	Not noted.	Not noted.	Not noted.
Increases in ESOL enrolments		Not noted.	Steadily rising. The number of enrolments on ESOL courses in 2003-2004 was 76, growing to 148 in 2005-2006.
Effectiveness of Teaching	Increased in the three year period to 2006-2007.	None relating to ESOL.	
Recommendations	Increase the number of learning opportunities in ABE and ESOL. Ensure that all ESOL learners gain appropriate outcomes and make progress.	Retention rate in ESOL classes is poor.	Carry out through the VLN a detailed review of Welsh for Adults and ESOL courses to ensure the delivery of an appropriate balance and spread of courses. Ensure tutors use a wide range of teaching methods, particularly in ABE and ESOL, to help learners develop a full range of skills.
Tutor Qualifications	Not noted for ESOL.	Not noted for ESOL.	Most staff are well qualified.

| Progression | Not noted for ESOL. | Not noted. | Not enough learners progress onto other courses. One learner started entry level, now working at Level 2 and intends to apply to university. Another learner, who started the course at entry level, has increased her language skills and confidence enough to enrol on a college NVQ course.

Progression of migrant worker learners hard to monitor because they tend to relocate if a new economic opportunity arises. |
| Embedded Delivery | None noted. | Not noted. | None noted. |