

**Economic development, Culture and Tourism**  
**Scrutiny Commission**

**Review of English for speakers of other languages (ESOL) provision in  
Leicester and the impact upon adult learning opportunities in the city  
as a result of Government and other funding changes.**

**“A crisis deferred....”**

**Report by Cllr Sue Waddington**

**1 INTRODUCTION**

- 1.1 ESOL (English for speakers of other languages) classes provide a vital link between incoming communities and the wider economic and social community within Leicester. ESOL classes provide a direct link into employment for new and incoming communities. Around 3,000 students a year attend such classes in Leicester.
- 1.2 Proposed Government changes to funding for ESOL students threatened to cut off many students from such courses. Following a rethink earlier this summer many of the proposed cuts were reversed for this academic year. Many witnesses warned that they could be introduced next year.
- 1.3 This Review considered the possible impact of the proposed cuts on ESOL in Leicester and its communities. It looked at the possible impact of future funding cuts. It also looked at how ESOL was delivered in the city, and considered ways in which other Cities and Regions – including international examples – managed the key task of delivering language classes to incoming communities.

**2. CONCLUSIONS**

- 2.1 ESOL classes provide a valuable way of improving integration and community and family cohesion and confidence as well as a tool to improve access to employment, training and education. Funding cuts in Leicester would have a particularly harsh impact since they would have penalised low-wage workers, women with children and new arrivals into the community.
- 2.2 In Leicester the community cohesion aspect is particularly important and should be given greater weighting in any economic analysis of the value of ESOL grants Leicester City Council and other agencies make to mitigate the potential effects of funding cuts. They should be congratulated for the actions which were in a very compressed timescale. (LCC Action plan is in Appendix 1).

- 2.3 The proposed reductions to funding would have impacted on wider adult education classes; resources for these were top-sliced to create a fund which would part-pay for students for whom Government funding had been withdrawn.
- 2.4 The Scrutiny Commission welcomed the changes made by the Government to mitigate the impact on a wide range of students who would otherwise have been affected. It is concerned that the original proposed cuts will be implemented in the 2012-2013 financial year and that the current position is that of a crisis deferred rather than a crisis avoided.
- 2.5 Some evidence suggests that students' demand for ESOL course is being brought forward in the face of possible charges for classes next year. This has largely but not completely, maintained class levels this year but is likely to impact on demand for next year's ESOL courses.
- 2.6 Evidence to the Commission suggested that students' concerns about having to pay for ESOL lessons had a serious impact on the level of initial registrations, and had an impact on the profile of students on current ESOL course. This disproportionately affects access by women to ESOL.
- 2.7 Local agencies' efforts to bridge the grants gap before the Government's change of stance in August 2011 would have had a wider impact on adult education within the city because funding for these courses would have been top-sliced to provide support for ESOL students. That position is likely to be repeated in the 2012-2013.
- 2.8 As a direct result of the announcement that funding would be cut (even though the cut was reinstated) that there had been an impact on the numbers of ESOL registrations.

### **3 RECOMMENDATIONS**

- 3.1 Leicester City Council and its partners in ESOL delivery should campaign for retention of the current interim support for ESOL students, including co-operating with key national players in this field such as Leicester College as members of the Association of Colleges
- 3.2 It should provide evidence to the NIACE review, being conducted on behalf of the Skills Funding Agency, on the impact of funding cuts on access to ESOL in 2012-2013. This evidence should stress the issues highlighted by an Equality Impact Assessment of the proposed changes

- 3.3 An improved system of capturing information about those looking for ESOL and who would benefit from improving their English, would help in the management of resources across the city and provide key data which would inform management of demand for places, and inform any evidence relating to the Equality Impact Assessment
- 3.4 The principle of professional tutors providing high level education through the ESOL system is endorsed. However, there may be a value in having an associated scheme which is less formal and using trained community volunteers and non-classroom environments. Leicester College, with the support of the City Council, LeicesterShire Learning Networks and the Voluntary Sector, may be able to develop a pilot scheme and this should be encouraged (as referenced by Appendix 1 par 3).
- 3.5 LCC and other providers within the city have a strong case for extra DCLG funding for community-based ESOL provision and should make a robust bid into this fund. (Pars 4.53 and 4.54 refer)
- 3.5 The priority of ESOL as a key driver in improving community cohesion and equalities (Priority One of the City Council's Adult Skills and Learning Service 2009-2012 Strategic Plan) should be given a higher profile.

## **4 REPORT**

### **The national picture**

- 4.1 This Scrutiny Review started following concerns about the impact of Government funding changes for students wishing to learn or improve their English. The changes meant that only those on so-called active benefits and were looking for work could qualify for ESOL course funding.
- 4.2 Full funding would be only be available for learners from 'settled' communities and unemployed learners on Job Seeker's Allowance (JSA) or on employment support allowance (ESA), described as 'active benefits' (See Appendix 3 for a fuller explanation of what is meant by active and inactive benefits.).
- 4.3 Learners on other benefits, described as 'non-active benefits', such as income support or on a low income, or spouses of people on low incomes, would not qualify for fee remission. They faced having to pay the co-funded rate of 50% of the full cost of the course.

- 4.4 During the course of the Review the Government moderated the effects of these changes for more students to qualify for fee remission. The scope was widened to include people on the so-called passive benefits, which include housing benefit.
- 4.5 These changes were only the latest of a number of changes in ESOL funding arrangements since 2007 when automatic fee remission for students was removed.
- 4.6 ESOL as part of the Skills for Life strategy, had since 2001 seen a three-fold increase in funding at a national level to £300m; more than 2m people had gone through ESOL courses.
- 4.7 Quality of teaching had also improved and qualification success rate at 64% was judged “satisfactory” by OFSTED.
- 4.8 There was a continued commitment to fully-qualified teaching workforce, according to a report, [A New approach to English for Speakers of Other Languages \(ESOL\)](#) published in 2009 by the Labour Government’s Department of Innovation, Universities and Skills (DIUS).
- 4.9 From 2007 Ministers concentrated ESOL resources on what were described as priority learners. New rules meant only certain categories of students qualified for free ESOL classes.
- 4.10 In November 2010 further changes to the funding regime were announced by the Department of Business, Innovation and Skills (BIS). The proposals for cuts in September 2011 were published in the paper: [Further Education New Horizons – Investing in Skills for Sustainable Growth](#).
- 4.11 This paper was followed by an [Equality Impact Assessment](#) (November 2010) which concluded that “whilst we expect a reduction in the numbers eligible for fully funded ESOL, continued co-funding for other categories and freedom for providers to fully remit fees for vulnerable learners should result in a very small impact on protected groups.
- 4.12 “For each of learners with learning difficulties or disabilities – LLLD (and those without these); ethnicity (White/Black and Minority Ethnicity); and gender (Female/Male) the Spending Review cuts to the aggregate Further Education budget are not forecast to have any significant effect in terms of the percentage of learners before or after the cuts.
- 4.13 As such it can be considered that there are no disproportionate impacts on these three sets of protected groups within the Further Education Spending Review Cuts.” (P32 of the report).

4.14 Among responses to this assessment Niace, which is based in Leicester, said in the [Times Educational Supplement \(18<sup>th</sup> February 2011\)](#) that “the cuts could have a devastating impact on students, including refugees and women who are trying to integrate into British society by improving their language skills.”

### The City context

4.15 Evidence was provided to this Scrutiny Commission (hearing 12<sup>th</sup> October 2011) that within Leicester the initial proposals had a significant impact on both the numbers and profile of those enrolling. Enrolments for ESOL at Leicester College were reported as follows, comparing figures for 2011 against 2010: -

	<u>2010</u>	<u>2011</u>
<b>August</b>	724	276
<b>September</b>	1398	1486
<b>October</b>	555	265

4.16 Overall enrolments were down by 650; that equated to some 150 learners, as many learners undertook several courses.

4.17 There were three clear cohorts in the 2011 intake:

- students on active benefit programmes, and therefore qualifying for course fee payments before the Government had made further alterations to the funding rules in August 2011
- students on other programmes, who came into the scope of support for their fees following the August 2011 changes
- students who are not on any qualifying programmes who are seeking ESOL courses for cultural reasons - to improve their communications to allow them to integrate better and to participate more actively and widely in their (new?) community.

4.18 There were around 100 in the last category (early October 2011) according to Leicester College. It is possible to speculate that a significant element of the shortfall in expected numbers falls within this category, though it is not possible to be certain; some of those who come within the other categories may have been put off by earlier warnings that they would have to pay for their courses.

4.19 In discussions between **Leicester College** and the Skills Funding Agency, SFA officials have stressed that the new financial support which was made available in August 2011 was a one-off initiative.

4.20 Future planning for provision of ESOL and other adult education courses could not be made on the basis that such extra funding would continue. Leicester College was taking a view that it would have to set aside funds for ESOL courses out of the wider adult education funding arrangements.

4.21 This would mirror contingency arrangements put in place for 2011 when a range of adult education course funding was effectively top-sliced to create a £120k reserve to support the wider ESOL programme. The College would have used the money to fully support the first half of a student's course fees, with the student then deciding whether to pay for the rest of the course at that point.

4.22 The college is not assuming that future SFA funds will support ESOL classes, and that similar arrangements might have to be put in place in the next financial year. Other course providers might have to make similar arrangements.

4.23 At the same hearing figures were reported for enrolments at **Leicester City Council** ESOL classes. These were as follows:

	2010		2011	
	(%age target)		(%age target)	
<b>To October</b>	697	77	636	80

4.24 (While the %age of target was higher than at the same time the previous year, the total places available had fallen from around 905 in 2010-11 to 795, a reduction of around 12% compared with last year.)

4.25 It was stated that the situation overall had not been as bad as predicted earlier in the year, although it was understood that the Government funding made available this year was for one year only.

4.26 Against this context, rather like the demand for university places ahead of the NIACE had also been asked to assess the impact, and the likely impact, when the cut in funding was again made in 2012 and report back to the Government.

4.27 It was also stated that there was a need to concentrate on the economic value of ESOL learning, such as getting people back into the labour market, and also of the effects on social and community cohesion within the complexities of a multi-cultural city such as Leicester.

- 4.28 At **Regent College**, the impact of the potential cuts was also being felt on student numbers. "Regent College decided to continue with providing ESOL classes after consideration of the possible impact of course funding cuts for students" said Nick Mackey, head of skills and ESOL at the College.
- 4.29 "The College was keen to continue to maintain a base within the communities in which it provided the service - mainly the Melton Road outreach centre, the Sikh centre in East Parks Road and its partnership with Job Centre Plus.
- 4.30 "There are 180 students on ESOL courses this year, compared with 225 last year. Demand for evening classes has fallen by around 50%, indicating that the funding cuts had a significant impact on those in work and who would not therefore qualify for support.
- 4.31 "There was also a fall in daytime class demand from women, and this indicated that the lack of support for creche facilities had had an impact."
- 4.32 A wider picture of course availability and demand could be considered to be gained by the LeicesterShire Learning Networks (LSLN). Within the LSLN is an ESOL group and LSLN maintains a database of ESOL providers by postal code across the city. This can be accessed through the link [www.skills4lifeleics.org.uk](http://www.skills4lifeleics.org.uk)
- 4.33 The Network was set up this year as a successor to the Leicestershire and Leicester City Learning Partnership, which operated within the city between 1999 and 2011.
- 4.34 LSLN signposts applicants to ESOL centres which are local to them. (Some issues arise when particular community groups do not wish to attend classes at a particular centre and this issue is managed by the class providers).
- 4.35 More detailed assessments (language requirements, eligibility for grant aid, and other access issues of potential students are made by the provider rather than LSLN.
- 4.36 By contrast, in Nottingham, a third-party organisation, funded by the City Council and by local colleges, acts as a clearing house and screening agencies on behalf of the providers.

- 4.37 This organisation is **begin** and it uses a wide range of analytical tools to assess and signpost potential students. The information is reported on a geographic and a more qualitative basis and sets out which communities have greatest demand for ESOL classes, information on when the classes should be run and where there are waiting lists for access.
- 4.38 Appendix 8 sets out a typical monitoring report and the data gathering allowed **begin** to make a swift and comprehensive response to the Skills Funding Agency's equality impact assessment for the proposals that only those on active benefits could have ESOL course fees remitted.

### **OSEL – the wider picture**

- 4.38 There's already been reference to Nottingham and the way in which it assesses and signposts potential ESOL students. Evidence was also taken about the way in which ESOL delivery is structured in other contexts.
- 4.39 The Scrutiny Commission hearing of 12<sup>th</sup> October 2011 considered the model used in British Columbia. This was an international award-winning project and relied heavily on the use of volunteers to deliver one-on-one programmes to incoming residents.
- 4.40 The geographic difference between Leicester and British Columbia is obvious. One is a tightly-knit set of communities within a very small area; the other is made up largely of small communities scattered across vast distances.
- 4.41 In British Columbia ESOL is delivered in a highly flexible format, with learning in such informal environments as coffee bars, libraries and other public/private locations.
- 4.42 The UK delivery of ESOL has concentrated heavily on improving the training and professional qualifications of teachers – a national trend strongly supported at local level.
- 4.43 However, [a scrutiny review of ESOL in Bristol](#) looks at the issue of continuing to deliver the service in the face of tighter local authority budgets. One way of resolving this conflict, according to a report published in October 2011, is to increase the use of volunteer tutors.

- 4.44 The report looked at the current ESOL funding environment and aimed at suggesting “creative approaches to providing free ESOL services to those who are no longer eligible for funding.”
- 4.45 A series of workshops during a day of evidence-gathering provided information on a range of approaches to providing ESOL, including:
- Volunteering
  - Self-help/self-access
  - Active citizenship
  - Language skills – needs identification and signposting.
- 4.46 In its role as a pathfinder authority Bristol City Council was tasked by the Learning and Skills Council with producing a collaborative ESOL Local Area Plan. This was produced by December 2009.
- 4.47 The plan was used to direct £516k of Migrant Impact Fund (MIF) resources to deliver a range of initiatives, including informal ESOL and information, advice and guidance services.
- 4.48 The actions made up part of the City Council’s Community Cohesion Strategy and Action Plan. The Review in Bristol was undertaken by the authority’s Community Cohesion and Safety Scrutiny Commission.
- 4.49 Among the projects undertaken by the Local Area Plan was a scheme which provided “intense support and one-to-one training through the recruitment of Community Champions and mentoring (through the agency Refugee Action).”
- 4.50 This had been “one of the impressive achievements of this project. A total of 44 individuals were recruited and trained up during 2010” according to an internal assessment of the project.
- 4.51 The assessment also referenced “innovative approaches to passing on information. It is well known that for most communities information is best passed on by word of mouth. For migrant communities this is even more important.”
- 4.52 A brief summary of approaches by other pathfinder authorities is contained in Appendix 5 of this report, as well as a link to the then Government’s approach to ESOL, with particular reference to ESOL’s contribution to community cohesion.

4.53 Meanwhile, the Association of Colleges is involved in talks with the Department of Communities and Local Government (DCLG) on targeting, distribution of funds and monitoring of the outcomes for short-term funding being made available for the provision of ESOL in community settings.

4.54 A snap survey of Colleges suggests funds should be targeted on geographic areas of need and on recent arrivals, women, volunteers and those accessing health services.

## 5 Acknowledgements

A wide range of contributors helped in the preparation of this report.

The Chair would like to thank, among others,

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Keith Whittaker: Leicester College

Chris Taylor: Niace

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Sue Grogan: leicesterShire Learning Networks

Fiona Vale: Basic Educational Guidance in Nottinghamshire (begin)

And all the other officers and contacts who helped put together this report.

## 6 Legal Implications

To come

## 7 Financial Implications

To come

## 8 Equal Opportunities Implications

To come

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# APPENDICES

## APPENDIX 1

### Leicester City Council ESOL action plan (updated)

#### Update on progress with ESOL Action Plan for 12<sup>th</sup> October 2011

1. The City Council has agreed to fund an individual support fund for ESOL learners who would struggle with the fee remission changes. The criteria for the fund have been agreed with Leicester College, who have instituted a similar fund in place of the national support that has been withdrawn.
2. The fund has been capped to £25,000 which has been built into our budget over this academic year. This will enable us to support approximately 75 learners who will not qualify for fee remission but who are on benefits and need this support.
3. Given the changes introduced in August we have not gone ahead with a public campaign however we will continue to plan a campaign to raise the profile of the importance of ESOL provision and link with any national campaign to do likewise.
4. We have agreement with Leicester College to pursue funding from DCLG for informal community-based learning of English linked to the wider benefits of learning English. We are still awaiting further details on this funding but we believe that the city of Leicester has a strong case to receive this support.
5. The City Council has continued with a full programme of ESOL and has monitored the effects of the fee remission changes. Early Term Monitoring in September has shown a far better position than expected primarily we expect due to the changes announced in August.
6. For 2011/12 we have achieved 636 enrolments which is 80% of the target for autumn enrolments compared to 2010/11 when we had 697 enrolments which was 77% of the target. Detailed analysis by ESOL staff shows that enrolment numbers are higher than anticipated on Entry Level 2. It is suggested this may be because of concerns over fees in future years and the requirement to achieve an ESOL qualification for applications for citizenship.

7. We have also analysed potential effects of the fee remission changes across other subject areas with the following results:

**Learning for Life (Literacy and Numeracy): 2011/12**

581 enrolments: 65% of the target for autumn enrolments

**Comparative Position 2010/11**

462 enrolments :74% of the target for autumn enrolments

**Learning for Work:**

**ICT, Business Admin, Customer Service, Team Leading & Management, Childcare, Supporting Teaching & Learning, Sport.**

**2011/12** 658 enrolments: 48% of the target for autumn enrolments

**Comparative Position 2010/11**

1040 enrolments : 56% of the target for autumn enrolments

- 8 Childcare enrolments are started early (June) and therefore some potential learners may have been put off by the information available about fee remission at that time indicating they would have to pay full fees.
- 9 Where possible, learners have been followed up to advise them of the changes. However demand for Childcare Level 3 (which is the license to practice) is very high. Enrolments of Entry Level Childcare and Health & Social Care Level 1 very low
- 10 Demand for Business Admin Level 3 (Work related courses, former Train to Gain) is high while demand for Management Level 3 is not.
- 11 From this analysis of enrolments the overall conclusion is that at this early stage of the autumn term there has been no substantial impact on enrolments as a result of the changes in fee remission.
- 12 Due to the changes introduced by central government we have not taken forward the idea of an innovative approach to a student loan/ credit system at this time.
- 13 There has been some confusion over 'partnerships' and as a result we are considering the introduction of a new Leicester Learning City Initiative to take forward adult learning across the whole city and demonstrate where it contributes to wider agendas.

## **APPENDIX 2**

### **Briefing from the National Institute of Adult Continuing Education (Niace)**

#### **1 Background: the current position**

- 1.1 In the last academic year, some 187,000 adult learners in England attended ESOL courses funded through the Skills Funding Agency in Further Education colleges, local authority provision and the voluntary sector.
- 1.2 The fee contributions charged for courses were set by individual providers. There were, however, national regulations granting full fee remission for learners on low incomes, which meant that many providers chose not to charge.

#### **2. Changes**

The government introduced the following changes in August 2011

- 1 A reduction in the national Funding Rate of 4.3% (in common with all FE provision) which means the national base rate of funding per Standard Learner Number (SLN) for post-19 provision outside apprenticeships is now **£2,615** ;
- 2 the reduction of 'Programme Weighting' for ESOL from 1.2 to 1 (this effectively ends the 'premium' paid to providers for running ESOL - until last year this uplift was 1.4);
- 3 an end to funding for ESOL in the workplace; withdrawal of the discretionary Learner Support Fund of £4.6 m;
- 4 full fee remission (free tuition) for learners in receipt of Job Seekers' Allowance or Employment and Support Allowance.

#### **3 Skills Funding Agency announcement on “flexibility”**

- 3.1 The Government originally announced the withdrawal of automatic fee remission for learners on 'inactive benefits' including income support, working tax credit, pension credit, housing benefit and council tax benefit.

But in August, following representations, the Skills Funding Agency announced some flexibility in this arrangement:

*"The Agency has received a number of requests for clarification following the announcement of increased flexibility for state benefit claimants, who are unemployed and need skills training to help them enter work. The Agency confirms that ALL learners in this group will be eligible for full funding, at the discretion of the provider. This provides the flexibility for the same range of/earning aims available to those in receipt of Job Seeker's Allowance and Employment and Support Allowance (Work Related Activity Group), including ESOL".*

('2011/12 Learner eligibility and contribution rules' version 2.1, paragraphs 102,103 and 106) August 2011

3.2 Individual learners now need to confirm that they are in receipt of a state benefit and they want to enter employment. This can be done using a self-declaration form. However, there are no additional funds to support this flexibility so ESOL providers will have to find the money.

#### **4 The issues**

4.1 The changes in ESOL funding, even with the flexibility at provider level, are likely to have a serious impact on two groups: women and low paid workers. The Government conducted an ESOL Equality Impact Assessment, released in June, which reflected this.

4.2 The difficulties arise for a number of reasons:

- the change in the programme weighting from 1.2 to 1.0 and cut in the overall unit of resource means providers will no longer have any additional financial incentive to ensure that ESOL courses run;
- providers have a more certain and stable revenue stream through offering courses to 16 -19 year-olds rather than dealing with the higher-risk elasticity of demand associated with fee -paying adult learners;
- while present demand for ESOL outs trips supply in parts of the country, there is little evidence that many learners can afford fee rises;
- if higher fees result in a drop in demand, it is likely that many colleges will not be able to draw down the funds allocated by the Skills Funding Agency although the Agency has announced a temporary (one year)

transitional arrangement allowing providers to keep up to half their funding for courses which under-recruit;

- there is a risk that reduced demand will impact on the viability of class size even if some learners are able and willing to pay;
  - the restriction of concessionary fees to those on Jobseekers Allowance, Employment and Support Allowance and those who can declare they are looking for work hits the working poor. ESOL learners in receipt of working tax credit will not be eligible for concessionary fees, trapping them in low skilled, low paid employment and impeding social mobility.
- 4.3 Such significant cuts to ESOL provision will mean many adults remain dependent on others to interpret for them in order to access public services. Leaving aside the costs of ensuring translation and interpretation in the health and criminal justice services, women in particular may rely more on their own community, who speak their own language, and be unable to form wider friendships and networks. Children too may be withdrawn from school to act as interpreter for their parents.

## **5 ESOL Learners**

**Niace believes ESOL learners:**

- increase the UK's skilled workforce. Almost all ESOL courses include Employability skills. The Association of Colleges' survey showed 21 % of learners access employment as a direct result of ESOL classes;
- become more active citizens thus benefitting the local community ;
- can better support their families, especially children in school; and
- can apply for UK citizenship through the accredited ESOL with Citizenship route.

## **6 What should the government do?**

6.1 NIACE urges the Government to:

- ensure that fees do not make ESOL unaffordable for students in minimum wage employment;
- support women with children under 7 years of age, who cannot claim they are seeking work;
- measure the impact of these changes and make a commitment to review this policy for the next academic year.

6.2 NIACE is ready to assist the Government in developing or implementing any of the proposals in this note.

Please contact: [chris.taylor@niace.org.uk](mailto:chris.taylor@niace.org.uk) or [alastair.thomson@niace.org.uk](mailto:alastair.thomson@niace.org.uk) in the first instance.

### **APPENDIX 3**

#### **Briefing from the National Association for Teaching English and other community languages to adults on ESOL funding changes**

1 The Government published its strategy 'Skills for Sustainable Growth' and 'Investing in Skills for Sustainable Growth' in November 2010. The strategy proposes changes to funding for ESOL to start in September 2011.

2 The Government's proposals are:

Full funding will be only be available for learners from 'settled' communities and unemployed learners on Job Seeker's Allowance (JSA) or on employment support allowance (ESA), described as 'active benefits'

Learners on other benefits, described as 'non-active benefits', such as income support or on a low income, or spouses of people on low incomes will not be eligible for fee remission. They will have to pay the co-funded rate of 50% of the full cost of the course.

There will be no public funding for ESOL in the workplace. Learners or employers will be expected to pay full cost.

2 Since 2007, ESOL learners on benefits or low incomes have been able to get help towards fees from the discretionary Learner Support Fund for ESOL. This will be unavailable from September 2011.

3 Providers will receive less income from the Skills Funding Agency for offering ESOL courses. The funding weighting for ESOL, which was reduced from 1.4 to 1.2 in 2009, is to be further reduced to 1.0.

4 Many ESOL providers have already conducted a survey of ESOL learners on their courses. They have found that, on average, only 30% ESOL students are on one of the 'active benefits' JSA or ESA. 70% are on 'non-active benefits'. JSA and ESA benefits are paid to one member in a family.

Dependents, usually women, who are not in receipt of these benefits, would therefore not be eligible for free ESOL tuition.

- 5 It is understood that the Department for Business, Innovation and Skills (BIS) will be announcing an ESOL Equality Impact Assessment. It is really important that as many learners, practitioners and providers as possible respond!

Further information, including a link to the Defend ESOL petition, can be found on the [NATECLA website](#).

## **APPENDIX 4**

### **Comparative studies: an international comparison**

#### **Vancouver English as a second language Settlement Assistance Programme (ESLSAP)**

##### **1 Summary**

- 1.1 A range of models exists on an international basis for the delivery of English as a second language. [The above project](#) ...was given international recognition for its work by winning the European Association for the Education of Adults' 2011 Out of Europe category for its work with incoming groups.
- 1.2 A key aspect of the project, which in many ways differs from the way in which ESOL courses are delivered in the UK, is the extensive use of volunteers to provide one-on-one training and education for people learning English. The tutors also provide immigration settlement support.
- 1.3 The courses are provided free and are delivered to adult immigrant and refugee communities across British Columbia. Courses can be delivered in remote and isolated communities because the barrier of comparatively high numbers required for formal classroom-based learning does not exist.
- 1.4 The programme is being delivered by more than 700 volunteers, all of whom are trained to particular standards developed to meet the needs of learners as well as tutors.

- 1.5 The non-class-based structure means that tutors can meet students in a range of informal environments... (“coffee shops, libraries, and sometimes even at places of business. Some learners meet their tutors before or after work, others even meet via Skype when weather and remoteness make it difficult to meet in person.”)
- 1.6 The project is funded by the Canadian federal government, Citizenship and Immigration Canada through WelcomeBC of the Ministry of Jobs, Tourism, and Innovation.
- 1.7 Its objectives are:
- To assist eligible newcomers in improving their English language skills
  - To assist eligible newcomers in acquiring increased knowledge of life in Canada and Canadian civil society
- 1.8 As a result this unites two key threads for incoming communities – language and citizenship.
- 1.9 The economic benefits of the scheme – improved access to work, for example - are not emphasised in detail. The social and community cohesion benefits appear to be more significant objectives.

## APPENDIX 5

- 1 A summary of approaches by pathfinder ESOL authorities to the creation of Local Area Plans is contained within the BIS report: Implementing the New Approach to ESOL <http://www.bis.gov.uk/assets/biscore/corporate/migratedD/publications//implementing-the-new-approach-to-ESOL> (pars 2.2 and 2.3, pages 10 and 11). This was published by the last Labour government.
- 2 **Bradford and Leeds** councils “placed importance on getting the strategic leadership within the departments responsible for community cohesion and economic development involved and contributing to this work.”
- 3 **Camden LB** reported high interest from the regeneration team and welcomed the (then) government prioritisation of community cohesion as a corollary to improving skills and employment.
- 4 **Slough Council** found “English language issues cut across all its services.” In **Peterborough** extra police drafted in to support a violent extremism initiative were “surprised at the scale of ESOL needed.” Cross-

departmental working “could allow the release of additional funds to support more ESOL provision.”

- 5 Manchester** city council’s housing department “identified areas where community integration, manifested through isolation and hate crime, is an issue.” The council used a tutor and volunteers mentors to create semi-autonomous learning groups to provide “informal language learning opportunities.”

DRAFT

## APPENDIX 6

### ESOL providers within the city of Leicester with venues and postcode information

PROVIDER	VENUE	ADDRESS	PCODE	CONTACT
<b>Apex</b>	Apex House	74-76 Charles Street	LE1 1FB	Customer Services
<b>BYCS</b>		30-32 Biddulph Street	LE2 1BE	Ebrahim Ali
<b>Cooke e-learning</b>	Barleycroft Healthy Living Centre	Malham Close	LE4 0UT	Baz Kanabar
<b>Cooke elearning</b>	Shree Sanatan Mandir	84 Weymouth Street	LE4 6FQ	Baz Kanabar
<b>Cooke e learning</b>	Taylor Road Primary School	Taylor Road	LE1 2JP	Baz Kanabar
<b>Gateway College</b>		17 Colin Grundy Drive	LE5 1GA	
<b>LALS</b>	St Crispin's Church Hall	Turnbull Drive	LE3 2JW	Central Enrolment Team
<b>LASALS</b>	Judgemeadow Community College	Marydene Drive	LE5 6HP	Angie Whitham
<b>LASALS</b>	New Parks Community Centre	St Oswalds Road	LE3 6RJ	Kathryn Birks
<b>LASALS</b>	Soar Valley Community College	Gleneagles Street	LE4 7GY	Angie Whitham
<b>LASALS</b>	Spinney Hill Community Centre	Ventnor Street	LE5 5EZ	Bally Kaur
<b>LASALS</b>	Tudor Centre	Bewcastle Grove	LE4 2JU	Janet Goadby
<b>LASALS</b>	Babington Community Technology College	150 Strasbourg Drive	LE4 0SZ	Claire Liggins
<b>LASALS</b>	Leicester Adult Education College	Wellington Street	LE1 6HL	Sarjinder Riyait

<b>PROVIDER</b>	<b>VENUE</b>	<b>ADDRESS</b>	<b>PCODE</b>	<b>CONTACT</b>
<b>Leicester College</b>	Alpha Tutorials	308 Melton Road	LE4 7SL	Rominder Sandhu
<b>Leicester College</b>	APEX	74-76 Charles Street	LE1 1FB	Rominder Sandhu
<b>Leicester College</b>	ASRA	1 Portsmouth Road	LE1 3BD	Rominder Sandhu
<b>Leicester College</b>	Bede Island Centre	22 Upperton Road	LE3 0BT	Sandra Adegun
<b>Leicester College</b>	Bede Island Centre	22 Upperton Road	LE3 0BG	Niru Patel
<b>Leicester College</b>	Braunstone Open Learning Centre	7 Cantrell Road	LE3 1SD	Sharon Starkey
<b>Leicester College</b>	Braunstone Open Learning Centre	7 Cantrell Road	LE3 1SD	Niru Patel
<b>Leicester College</b>	Carey Hall Baptist Church	159 Harrison Road	LE4 6NP	Rominder Sandhu
<b>Leicester College</b>	East West Project	10 Wilberforce Road	LE3 0GT	Niru Patel
<b>Leicester College</b>	Evington Valley School	Evington Valley Road	LE5 5LL	Kenneth Bailey
<b>Leicester College</b>	Fosse Neighbourhood Centre	Mantle Road	LE3 5HG	Niru Patel
<b>Leicester College</b>	Freemen's Park Campus	Aylestone Road	LE2 7LW	Niru Patel
<b>Leicester College</b>	Highfields Area	37 and 39 St Stephens Road	LE2 1GH	Kenneth Bailey
<b>Leicester College</b>	Layton Training Centre	Layton Road	LE5 0PU	Ken Bailey/ Samantha Marston
<b>Leicester College</b>	Leicester Chinese Community Centre	170a Belgrave Gate	LE1 3XL	Rominder Sandhu
<b>Leicester College</b>	Mayflower Methodist Church	Ethel Road	LE5 5ND	Kenneth Bailey
<b>Leicester College</b>	Medway Community Primary School	St Stephens Road	LE2 1GH	Kenneth Bailey
<b>Leicester College</b>	Muslim Khatri Association	1 Connaught Street	LE2 1FJ	Kenneth Bailey
<b>Leicester College</b>	Peepul Centre	Orchardson Avenue	LE4 6DP	Rominder Sandhu
<b>Leicester College</b>	Robert Hall Memorial Baptist Church	147 Narborough Road	LE3 0PD	Niru Patel

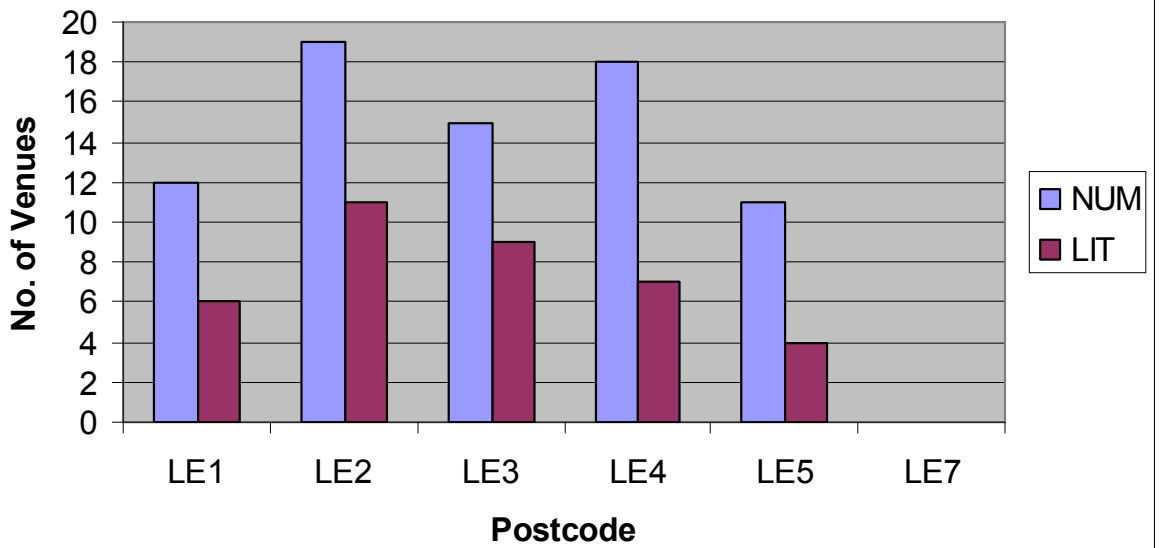
<b>PROVIDER</b>	<b>VENUE</b>	<b>ADDRESS</b>	<b>PCODE</b>	<b>CONTACT</b>
<b>Leicester College</b>	Ross Walk	Unit 1 111 Ross Walk	LE4 5HH	Rominder Sandhu
<b>Leicester College</b>	Rushey Mead Centre	159 Harrison Road	LE4 6NP	Rominder Sandhu
<b>Leicester College</b>	Sabarmati House	205 Kashmir Road	LE1 2NF	Rominder Sandhu
<b>Leicester College</b>	Savera Project	125 Loughborough Road	LE4 5LQ	Rominder Sandhu
<b>Leicester College</b>	Shama Women's Centre	39-45 Sparkenhoe Street	LE2 0TD	Kenneth Bailey
<b>Leicester College</b>	Shenton Primary School	Dunlin Road	LE5 3FP	Kenneth Bailey
<b>Leicester College</b>	St Albans Community Centre	Weymouth Street	LE4 6FN	Rominder Sandhu
<b>Leicester College</b>	St Margaret's Campus	St John Street	LE1 3WL	Nick Devonport
<b>Leicester College</b>	Wesley Hall	Hartington Road	LE2 0GN	Kenneth Bailey
<b>Leicester College</b>	West End Neighbourhood Centre	Andrewes Street	LE3 5PA	Niru Patel
<b>PYCA</b>	Pakistan Centre	58 Earl Howe Street	LE2 0DF	Misbah Batool
<b>Regent College</b>	Regent College	Regent Road	LE1 7EW	Nick Mackey
<b>Regent College</b>	Taylor Road Primary School	Taylor Road	LE1 2JP	Nick Mackey
<b>Regent College</b>	Regent Outreach Centre	176 Melton Road	LE4 5EE	Nick Mackey
<b>Regent College</b>	Sikh Community Centre	106 East Park Road	LE5 4QB	Nick Mackey
<b>Remit</b>	Leicester Adult Education College	Wellington Street	LE1 6HL	
<b>The Centre Project</b>		1 Alfred Place	LE1 1EB	
<b>WEA</b>	Belgrave Library	Cossington Street	LE4 6JD	Vicky Jones
<b>WEA</b>	101 Hinckley Road	101 Hinckley Road	LE3 0TD	Dorcas Robertson
<b>WEA</b>	Belgrave & Rushey Mead SureStart	Cossington Street	LE4 6JD	Vicky Jones

PROVIDER	VENUE	ADDRESS	PCODE	CONTACT
WEA	Newfoundpool Neighbourhood Centre	Pool Road	LE3 9GH	Vicky Jones

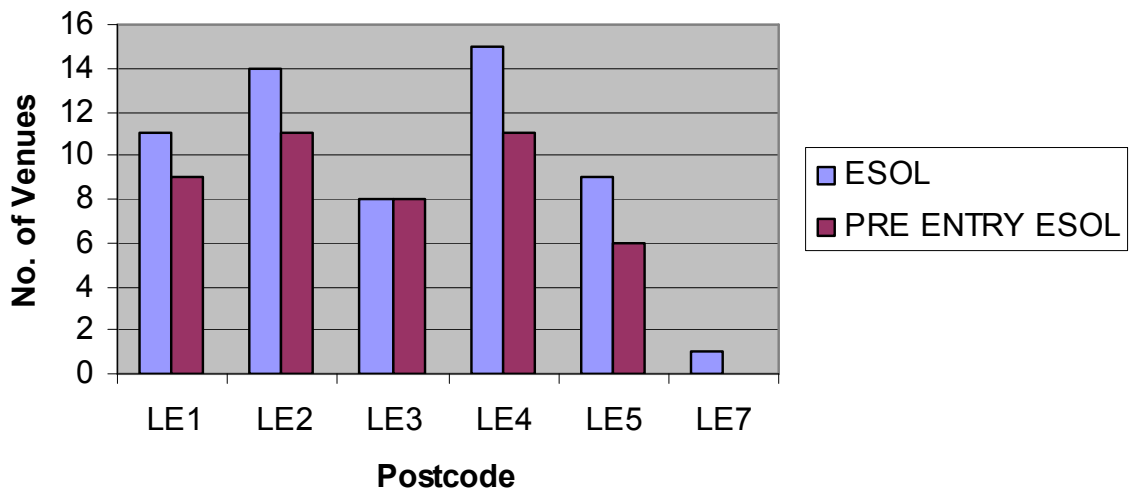
## Appendix 8

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### City Numeracy & Literacy Provision by Postcode



### City ESOL Provision by Postcode



## APPENDIX

### Leicestershire Learning Networks (LSLN)

Briefing note by manager Sue Grogan

1. Leicestershire Learning Networks (LSLN) is the legacy organisation of the Leicestershire & Leicester City Learning Partnership (LLCLP), which closed at the end of April 2011. LSLN started working on June 1st 2011 with a smaller team and is funded till April 2013 from residual LLCLP funds.
2. LLCLP was set up in 1999 as a national initiative and with the then Learning & Skills Council (LSC) funding to help improve co-ordination of adult learning provision across the city and county.
3. The focus then as now was on Skills for Life (Literacy & Numeracy), ESOL (English for Speakers of Other Languages) and Widening Participation in Adult Learning. LSC funding ceased a number of years ago and LLCLP continued to function using other funding streams.
4. Between 1999 and 2011 LLCLP had access to a number of funds, including: Working Neighbourhoods Funds (WNF) - this provided the management and secretariat for the City Skills for Life Consortium. The consortium focussed on developing and operating a protocol and process for the delivery of Skills for Life and ESOL requests for new provision across the city.
5. This ensured duplication of provision was reduced, areas with high levels of need had appropriate provision and groups requesting provision had access to current provision.
6. If no suitable provision was available locally a protocol and process was developed to ensure providers were all given the same opportunity to provide new ESOL services.
7. A database was developed - [www.skills4lifeleics.org.uk](http://www.skills4lifeleics.org.uk) - which provides current information on provision from Local Authorities, Further Education providers and a number of Voluntary groups. It is used extensively by partners such as Jobcentreplus (JCP), nextstep and those seeking provision. This database is now maintained by LSLN.
8. WNF also contracted with LLCLP via One Skilled Workforce to manage and provide the secretariat for the Employment & Skills Board Operational groups as part of the Multi Area Agreement (MAA)(which has now become the Leicestershire Local Enterprise Partnership (LEEP). WNF funding ceased in March 2011 as a result of the coalition spending review.

9. East Midlands Development Agency (EMDA) - the Leicestershire Economic Partnership (LSEP) contracted with LLCLP to develop and submit the capital funding proposal for the Multi Access Centres (MAC's) programme across the city and county.
10. LLCLP was also contracted to support the strategic and operational development of the MAC programme in collaboration with the Leicester City Adult Learning Service and the County Adult Learning Service.
11. European Social Fund (ESF) - LLCLP managed a number of collaborative projects between providers including Skills for Life, Interpretation and Translation, Widening Participation and Stepping Stones to Learning projects.
12. Neighbourhood Learning for Deprived Communities (NLDC) - provided funds to develop community projects. LLCLP provided the overall management.
13. As a result of the end of WNF contracts the LLCLP Board decided to close LLCLP and re-open as LSLN, a smaller organisation but with the same collaborative aims in Skills for Life, ESOL and Widening Participation. Further funding will be sought to continue this work past 2013.
14. Residual funds are also used to develop and provide free training for Skills for Life and ESOL tutors across city and county in topics that are identified as being needed but not covered by their mainstream Continuing Professional Development (CPD). Other appropriate requests for training development can also be considered.
15. LSLN has developed, facilitates and provides the secretariat for a number of multi- agency city/county working groups including:
  - Skills for Life Stakeholders (a group of senior strategic managers from providers and key stakeholders such as JCP, Libraries and Probation)
  - Skills for Life (Literacy, Numeracy & Functional Skills (English and Maths) - operational and curriculum managers
  - ESOL - Strategic and operational, looking at provision, ESOL issues national and local -, funding and training needs
  - Widening Participation - Strategic and operational looking at accessing adult learning from pre entry to Higher Education
  - Training of Tutors - developing and delivering training based on the needs identified by the other groups.
16. The most recent request for training is to develop and deliver a training course for volunteers wanting to teach Skills for Life or ESOL but who lack the appropriate qualifications.
17. This is under discussion / development with Voluntary Action Leicestershire and the LSLN Skills for Life, ESOL and Widening Participation working groups.

18. The coalition proposed early in 2011 to only fund ESOL for learners on Job Seekers Allowance. Issues were identified locally and nationally about the impact on those on low incomes, women in particular and new arrivals through not having access to ESOL as a result of the proposed changes. Community Cohesion was also identified as a related issue.
19. The ruling was changed in August 2011 as the result of Equality Impact Assessment to now allow those who state they are seeking work and claiming other benefits to gain funding.
20. However, this change is only in place until July 2012. There is a degree of urgency to highlight that next year the proposed ruling will have a particular impact on Leicester, with a high proportion of ESOL students being in the groups at risk of no funding available. This in turn will affect the providers' learner numbers and funding.
21. For further information about the LSLN please contact Sue Grogan - LSLN Manager. email: [sgrogan@lsln.org.uk](mailto:sgrogan@lsln.org.uk) Tel 0116 279 5036 or visit [www.lsln.org.uk](http://www.lsln.org.uk)

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**Appendix 8**

**ESOL monitoring (Nottingham):**

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