

**Manchester City Council
Report for Resolution**

Report to: Economy Scrutiny Committee – 4 January 2017
Subject: Manchester ESOL Strategy
Report of: Director of Education and Skills

Summary

Following the report to Communities Scrutiny Committee on 24th February 2016 setting out the proposed approach to developing an English for Speakers of Other Languages (ESOL) Strategy for the city, this is an update of the current position.

The Adult ESOL Strategy will support delivery of Our Manchester and the Manchester Work and Skills Strategy enabling residents to contribute to and benefit from sustained prosperity and a good quality of life and ensuring that Manchester's businesses have the skills and talents they need to prosper.

The Adult ESOL strategy for Manchester has been developed in consultation with stakeholders and the main providers of ESOL and builds on existing good practice such as Manchester Talk English.

It sets out some information about ESOL, why it is important to our city, what we know about the need for ESOL in Manchester and the different situations and motivations of the residents in Manchester who want to improve their English. It includes an overview of the current picture of provision of ESOL in Manchester for adults, actions and progress and impact to date.

Recommendations

Members are requested to consider and comment on the information in the report.

Wards Affected: All

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Background documents (available for public inspection):

None

Manchester Adult ESOL Strategy

Introduction

This report summarises the draft Adult ESOL strategy for Manchester which has been developed in consultation with stakeholders and the main providers of ESOL and builds on existing good practice such as Manchester Talk English. It gives an overview of the current and future need for ESOL in Manchester and includes the action plan and progress to date.

The Adult ESOL Strategy will also support delivery of Our Manchester and the Manchester Work and Skills Strategy enabling residents to contribute to and benefit from sustained prosperity and a good quality of life and ensuring that Manchester's businesses have the skills and talents they need to prosper.

The first Greater Manchester Devolution Agreement signed in November 2014 granted powers to the Greater Manchester Combined Authority across a number of key areas, critical to delivering the ambitions in the Greater Manchester Growth and Reform plan, including employment and skills.

The Devolution Agreement gave the power to the GMCA to commission the Adult Education Budget (post-19) from 2018. Devolution of the Adult Education Budget (which funds the majority of ESOL provision in Manchester) will provide an opportunity for Greater Manchester to deliver an integrated work and skills system. In particular it provides the chance to be more flexible with funding, to focus more on outcomes. Outcome frameworks are currently being developed, against which GM will commission the Adult Education Budget in future.

This will be the route for funding the majority of the ESOL provision in the future but the total money in the Adult Education Budget is not sufficient to meet the need/ gap, alongside addressing other priorities.

This strategy highlights the current position for Adult ESOL, the challenges, priorities and actions which are specific to the city. The main providers and key stakeholders have provided their input and an action plan has been developed.

It sets out some information about ESOL, why it is important to our city, what we know about the need for ESOL in Manchester and the different situations and motivations of the residents in Manchester who want to improve their English. It includes an overview of the current picture of provision of ESOL in Manchester for adults, actions and progress and impact to date.

Manchester Adult ESOL Strategy EXECUTIVE SUMMARY

Vision

Our vision is that by 2020, there will be sufficient, well coordinated ESOL learning provision so that Manchester residents with their vast array of first languages and cultures will be enabled to secure and progress in employment and feel fully integrated into life in Manchester and the UK, contributing to greater community cohesion in our city.

CURRENT POSITION

Manchester has a richly diverse population, with at least 153 different languages spoken in the city. Almost 15% of Manchester's population speak a language other than English as their main language. 3.4% of the population (around 17,000 residents) don't speak English well or at all. ESOL learners have a variety of backgrounds and motivations.

The majority of ESOL provision in Manchester is delivered by MAES and the Manchester College, via Skills Funding Agency funding, with a small amount delivered by the WEA and the Voluntary and Community Sector.

THE CHALLENGE

- There are approximately 4,000 adult ESOL places available, with over 1,000 people on waiting lists
- A clear challenge is to grow the provision by 25% to match supply and demand
- Signposting to different types of provision needs to be improved
- Progression pathways between providers and from ESOL onto vocational pathways are underdeveloped
- There is a lack of data collected on unmet demand in terms of specific gaps for different types of learner and in terms of overall demand
- Learners vary in the speed of

PRIORITIES:

- Increase the overall amount of ESOL provision in Manchester by working with a range of partners, including employers
- Develop clearer signposting to ESOL provision
- Improve progression pathways for ESOL learners into vocational areas
- Improve the data collected on ESOL demand
- Develop targeted provision for under represented groups

ACTION PLAN

We will do this by:

- Identifying additional funding to increase the volume of provision/influence GM investment
- Exploring more cost effective ways of meeting the level of demand
- Working more closely with employers to increase the amount of work based ESOL
- Developing a single 'ESOL Gateway' – clearer signposting and referral processes
- Improving progression pathways between providers
- Improve data collection & analysis on ESOL demand
- Identifying and responding to gaps in provision

English acquisition, depending on their level and educational backgrounds but research shows that for many learners it takes several years to become fully proficient

2. Current Position

ESOL and its contribution to key priorities for Manchester

2.1 The ability to speak English is one of the functional skills required to secure employment, but it is also a fundamental part of improving integration and developing greater community cohesion. The Manchester Strategy 2016-2025 recognises that the city's diverse population with its vast array of languages and cultures is increasingly attractive to global businesses, but that there is a challenge in continuing to encourage respect between faiths and cohesion between communities. The Manchester ESOL Strategy will support the delivery of the 'A progressive and equitable city' and the 'A highly skilled city' themes of the Manchester Strategy.

The Manchester Work and Skills Strategy 2016-2021 was approved by Executive in January 2016 and is structured into three main themes, one of which is 'Addressing Inequality'. The Manchester ESOL Strategy will help to ensure that residents who are outside the labour market because of language & skills barriers are supported into sustained and healthy work with opportunities for in work progression.

ESOL is commonly described in terms of the following levels.

| | Skill level | Equivalent to |
|-----------|--|---|
| Pre-Entry | Pre-entry learners <i>may</i> be able to some or none of the following: Answer questions about basic personal information Follow very basic instructions Recognise and/or write letters and/or numbers Recognise common signs and symbols Write their name, address and telephone number | |
| Entry 1 | Ask and answer questions about personal information Give and follow basic instructions and directions Read and understand short texts with repeated language patterns on familiar topics Read and obtain information from common signs and symbols Complete a form giving basic personal details Write a short note | Literacy skills expected of a native speaker at age 7 |

| | | |
|----------------|--|---|
| Entry 2 | <p>Ask and answer questions about daily routine, study and/or work</p> <p>Give a short account of something that happened in the past, spoken and in writing</p> <p>Ask for things in familiar situations (out shopping, at the train station, at the library)</p> <p>Talk about likes and dislikes in familiar contexts</p> <p>Read and understand short, straightforward texts on familiar topics</p> <p>Write an informal description of a person or place</p> <p>Spell common words and use capital letters and basic punctuation</p> | <p>Literacy skills expected of a native speaker at age 9</p> |
| Entry 3 | <p>Compare people and places</p> <p>Tell simple story using time markers and past tenses in speech and writing</p> <p>Give personal information in a formal context</p> <p>Read and understand short, straightforward texts on familiar topics and read and obtain information from everyday sources</p> <p>Write an informal letter about a planned future activity</p> <p>Separate writing into paragraphs</p> | <p>Literacy skills expected of a native speaker at age 11</p> |
| Level 1 | <p>Describe a process using time markers and the imperative (to give instructions)</p> <p>Make formal requests for factual information, descriptions and comparisons</p> <p>Give advice and suggest possible solutions for common everyday problems</p> <p>Read and understand straight forward texts of varying lengths on a variety of topics accurately and independently</p> <p>Write a record of extended personal data for official purposes (e.g. personal statement for a job)</p> <p>Write a formal report making comparisons between, e.g. countries, lifestyles, jobs</p> <p>Write an informal letter setting out a problem and asking for advice</p> | <p>Equivalent level to GCSE grades D-G</p> |
| Level 2 | <p>Give opinions clearly, adapting their speech to the listener, medium, purpose and context</p> <p>Engage in discussion in a variety of different situations</p> <p>Follow detailed explanations and complex step by step instructions</p> <p>Read and understand a wide range of texts of varying length and details</p> <p>Write information, ideas and opinions clearly and effectively, using appropriate register for the context</p> | <p>Equivalent level to GCSE grades A*-C</p> |

MAES recently took part in a Randomised Control Trial to measure the impact of community English language provision on both levels of English proficiency and measures of social integration, including social mixing, participation in activities outside of the home, confidence engaging with public services, trust in others, independence and empowerment and local and national belonging. This was funded

by the Department for Communities and Local Government and was a large scale study which has achieved significant results. The results will be made public very soon.

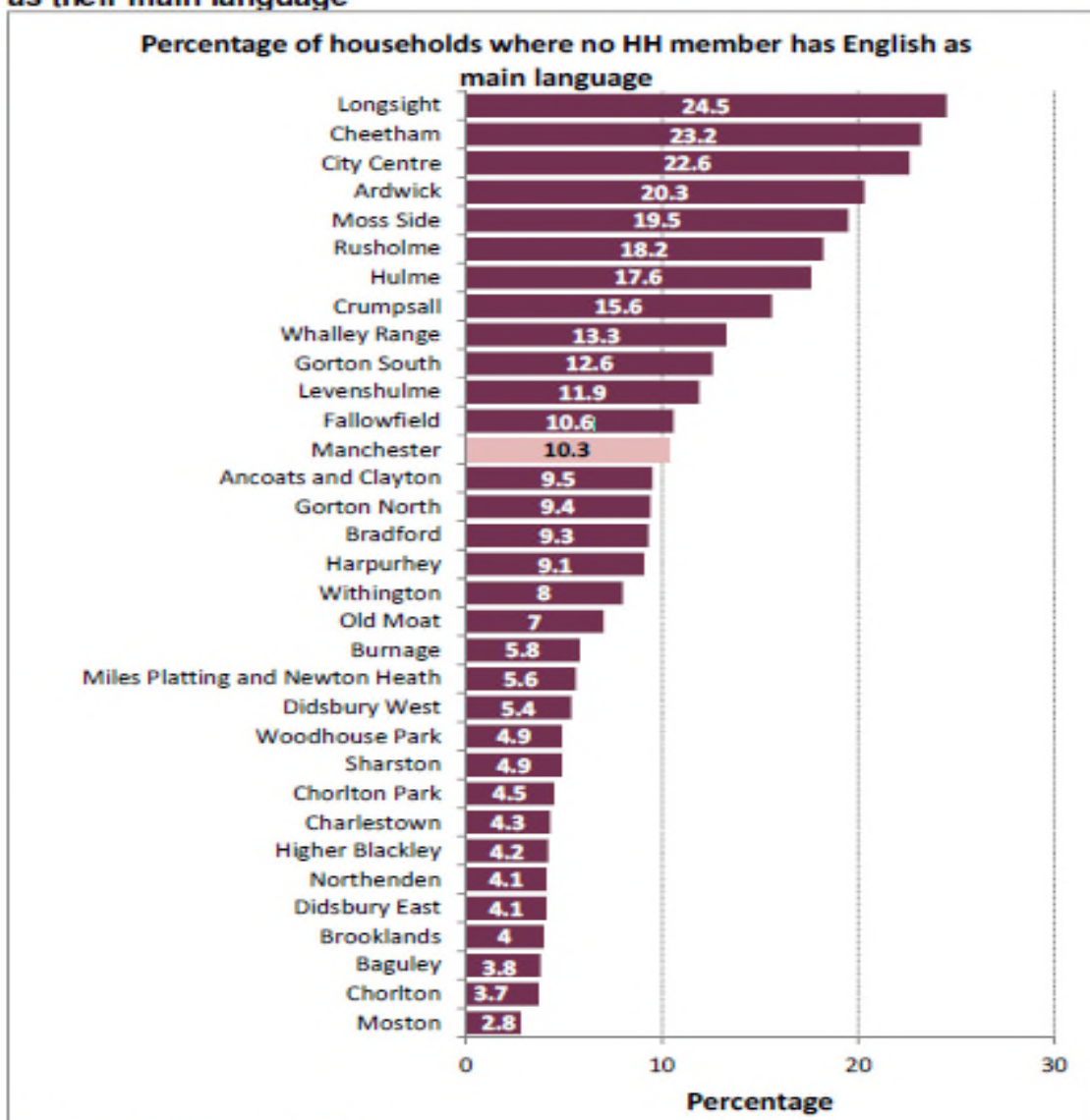
Current population and what we know about the need for ESOL in Manchester

2.2 The rich diversity of Manchester is reflected in the number and diversity of languages spoken in the city. Following the 2011 Census, the University of Manchester estimates that at least 153 languages are spoken in the city, making Manchester one of the world's most diverse places linguistically. Manchester Adult Education Service enrolled learners speaking at least 91 different languages in 2015/16.

The Census 2011 highlights that the city has a lower proportion of residents who speak English as their main language in the home than the average for England: 15% of Manchester's adult population, or nearly 70,000 people, declared a language other than English as their main language. Of this group, around 80% report that they speak English well or very well whilst 17% report that they cannot speak English well (circa 12,000 people), and 3% (circa 2,400 people) cannot speak English at all.

Figure 1 below shows the wards in the city which have the highest percentage of households where no household member has English as their main language. These figures are slightly skewed by international students living in the city centre and close to the universities, but Longsight, Cheetham, Moss Side and Rusholme stand out as the wards with the highest proportions. It should, however, be noted that, as the statistics in 2.2 above show, not having English as your main language does not necessarily mean that you cannot speak English well.

Figure 1: Percentage of households where no household member has English as their main language



Source: ONS Census 2011

Figures 2 and 3 below show the percentage and number of people in each Manchester ward who don't speak English at all or well, according to the 2011 census. A total of 16,579 people in Manchester don't speak English at all or don't speak English well, which is 3.4% of the total population.



Figure 2 – Source: ONS statistics from 2011 census

Comparison to other Greater Manchester authorities and Core Cities

2.3 Manchester has the largest percentage of residents whose main language is not English – at 15.7% against an average of 7.9% for Greater Manchester as a whole. It has the second largest percentage of population who cannot speak English well or at all, at 3.4%. Oldham is the only Greater Manchester area with a higher percentage, at 3.7% of its population who cannot speak English well or at all. Because of Manchester’s higher overall population, it has the highest number both of residents who cannot speak English at all (32.6% of people in Greater Manchester who cannot speak English at all live in Manchester) and residents who cannot speak English well (33.7% of people in Greater Manchester who cannot speak English well live in Manchester)

| Local Authority | Population | Main language is English | Main language is English % | Main language is not English: Can speak English very well | Main language is not English: Can speak English well | Main language is not English: Cannot speak English well | Main language is not English: Cannot speak English | % of population who cannot speak English well or at all |
|-----------------|------------|--------------------------|----------------------------|---|--|---|--|---|
| Bolton | 265,412 | 242,898 | 91.5% | 7,865 | 8,455 | 5,199 | 995 | 2.3% |
| Bury | 177,700 | 169,065 | 95.1% | 3,238 | 3,253 | 1,825 | 319 | 1.2% |
| Manchester | 480,738 | 400,886 | 83.4% | 31,159 | 32,114 | 13,898 | 2,681 | 3.4% |
| Oldham | 215,121 | 192,530 | 89.5% | 7,183 | 7,553 | 6,279 | 1,576 | 3.7% |
| Rochdale | 202,809 | 185,933 | 91.7% | 5,395 | 6,058 | 4,487 | 936 | 2.7% |
| Salford | 223,912 | 207,827 | 92.8% | 6,435 | 6,314 | 2,842 | 494 | 1.5% |
| Stockport | 272,921 | 264,449 | 96.9% | 3,950 | 2,967 | 1,310 | 245 | 0.6% |

| | | | | | | | | |
|--------------|-----------|-----------|-------|--------|--------|--------|-------|------|
| Tameside | 210,429 | 200,636 | 95.3% | 3,543 | 3,409 | 2,382 | 459 | 1.4% |
| Trafford | 217,713 | 205,649 | 94.5% | 5,498 | 4,347 | 1,892 | 327 | 1.0% |
| Wigan | 305,976 | 300,221 | 98.1% | 2,213 | 2,194 | 1,167 | 181 | 0.4% |
| Total for GM | 2,572,731 | 2,370,094 | 92.1% | 76,479 | 76,664 | 41,281 | 8,213 | 1.9% |

Figure 3 – Source: ONS statistics from 2011 census

Also, in comparison to the other English Core Cities, Manchester has a high proportion of residents who don't speak English well or at all, and a high percentage of residents who don't speak English as a main language.

The only Core City with a higher percentage is Birmingham.

| Local authority | Population | Main language is English | Main language is English % | Main language is not English: Can speak English very well | Main language is not English: Can speak English well | Main language is not English: Cannot speak English well | Main language is not English: Cannot speak English | % of population who cannot speak English well or at all |
|-------------------|------------|--------------------------|----------------------------|---|--|---|--|---|
| Nottingham | 293,385 | 256,411 | 87.4% | 13,336 | 15,518 | 6,913 | 1,207 | 2.8% |
| Newcastle | 269,980 | 244,445 | 90.5% | 10,223 | 10,557 | 4,037 | 718 | 1.8% |
| Birmingham | 1,023,386 | 866,833 | 84.7% | 53,715 | 55,833 | 37,518 | 9,487 | 4.6% |
| Liverpool | 450,439 | 422,074 | 93.7% | 10,977 | 11,494 | 4,892 | 1,002 | 1.3% |
| Manchester | 480,738 | 400,886 | 83.4% | 31,159 | 32,114 | 13,898 | 2,681 | 3.4% |
| Bristol | 409,698 | 374,709 | 91.5% | 15,013 | 13,887 | 5,283 | 806 | 1.5% |
| Leeds | 721,871 | 670,650 | 92.9% | 19,842 | 20,021 | 9,553 | 1,805 | 1.6% |
| Sheffield | 532,164 | 490,407 | 92.2% | 15,681 | 16,844 | 7,753 | 1,479 | 1.7% |
| Core Cities Total | 4,181,661 | 3,726,415 | 89.1% | 169,946 | 176,268 | 89,847 | 19,185 | 2.6% |

Figure 4 – Source: ONS statistics from 2011 census

The other Greater Manchester local authorities and Core Cities all have similar Skills Funding Agency funded ESOL provision delivered by colleges and adult education providers. Consistent data is not available on how well the level of demand is met. Two of the Core Cities - Nottingham and Leeds - have centralised referral systems for ESOL, allowing much greater data analysis on how demand is being met and making more efficient use of the resources. Birmingham has committed to make ESOL courses free for residents in its devolution arrangements in recognition of its importance to the city.

Motivation and reasons for learning English

2.4 Many people settling in the UK are highly motivated to learn English. Several studies (such as Schellekens 2001) have shown that the prime reason for migrants to learn English is to find employment. Another strong motivation is to be able to interact with other people and manage everyday interactions. New arrivals often have frequent contact with official bodies such as Department for Work and Pensions and housing providers. People with minimal English are often dependent on interpreters, friends or their own children, to discuss private matters and breaking this dependency is often stated as their primary motivation to learn English. (Baynham, Roberts et al 2007).

Most migrants have a mixture of reasons for wanting to learn English, including entering employment (either immediate employment or at some point in the future), progressing in work, citizenship, independence, helping their children and moving into further and higher education.

Some provision is specifically for people with specific primary motivations, for example ESOL for Jobseekers courses (to prepare learners to enter employment), Family Language courses (to support parents to help their children).

Length of time it takes to learn English

2.5 There is no typical ESOL learner so it is not possible to provide a definitive answer to the question of how long it takes to learn English for a newly arrived resident. However, research suggests some answers.

Firstly, research has found that those who have lived in the UK for five years or less make more rapid progress than those settled residents who have lived in the UK for some time without learning English. (Baynham, Roberts et al 2007)

Dr Philida Schellekens conducted a review of relevant research in 2011, which established that it would take an average of 1,765 guided learning hours for learners (including a proportion of learners with no literacy skills in the first language) to progress from pure beginner level to a point where they could undertake study of another subject or take on a job with routine communication requirements.' Therefore the following predictions could be made for the length of time it could take for a beginner to reach Level 1:

- Full time FE students (450 glh a year) – 4 years
- Adult learners who study ten hours per week over 30 weeks: five years and seven months
- Adult learners studying for four hours a week over 30 weeks: 14 and a half years

However, the end point of formal study for many adult learners of English as an additional language is often below Level 1, as it is possible to operate in everyday life in many contexts at Entry 2 or Entry 3 and also possible for residents to continue improving their speaking and listening skills informally, through real life practice, once they have reached Entry 2 or 3. Also, many learners already have some English language skills and don't have to start from the lowest level.

Profile of Manchester residents who want to improve their English

2.6 The language levels, work skills and previous education of adult migrants varies considerably, including those with no previous education right through to those who are highly educated and have a professional work background in their country of origin.

A significant proportion of adult migrants are illiterate in their first language so are learning to read and write for the first time as adults in a new language as well as speak the language. Others have a basic primary education in their country of origin but need to learn to read and write in a different script.

At the other end of the scale, there are skilled migrants who are often employed well below their professional level and find it hard to get higher level employment because of the language barrier as well as a lack of cultural knowledge and contacts to find and apply for suitable jobs.

People who need to improve their English in Manchester include asylum seekers, refugees, people from Commonwealth countries and EU citizens.

Some are newly arrived in Manchester and the UK; some have lived here many years. There is a large proportion who have arrived in the UK for family reunion.

There is a mixture of males and females but a higher proportion of females have lower proficiency in English, with 4.1% of females in Manchester saying they cannot speak English at all or cannot speak English well in the 2011 census, while only 2.8% of males report this. See figure 4.

| | Population in Manchester | No who cannot speak English at all or well | % who cannot speak English at all or well |
|---------|--------------------------|--|---|
| Males | 241,114 | 6,800 | 2.8% |
| Females | 239,624 | 9,779 | 4.1% |
| Total | 480,738 | 16,579 | 3.4% |

Figure 4 – Source: ONS statistics from 2011 census

There is also a mixture of age groups, but the majority (87.1%) are aged 20 and over – see figure 5 below.

| | Total population | No who cannot speak English at all or well | % who cannot speak English at all or well | % of the total who cannot speak English at all or well |
|--------------|------------------|--|---|--|
| Age up to 16 | 75,029 | 1,792 | 2.4% | 10.8% |
| Age 16-19 | 32,699 | 344 | 1.1% | 2.1% |
| Age 20-29 | 123,593 | 2,970 | 2.4% | 17.9% |
| Age 30-39 | 78,974 | 3,804 | 4.8% | 22.9% |
| Age 40-49 | 61,103 | 3,006 | 4.9% | 18.1% |
| Age 50-59 | 43,560 | 2,045 | 4.7% | 12.3% |
| Age 60-69 | 31,427 | 1,098 | 3.5% | 6.6% |
| Age 70-79 | 20,954 | 1,068 | 5.1% | 6.4% |
| Age 80+ | 13,399 | 452 | 3.4% | 2.7% |
| | 480,738 | 16,579 | 3.4% | 100% |

Figure 5 – Source: ONS statistics from 2011 census

There is a mixture of first languages in Manchester –after English the most commonly spoken first languages are Urdu, Chinese, Polish and African languages.

Existing provision

2.7 There are fewer than 4,000 places for adults to learn ESOL across all types of provision in Manchester. The majority of ESOL courses are delivered by The Manchester College and Manchester Adult Education Service (MAES). There is a small amount of provision from the WEA, also funded by the SFA. Wai Yin is the biggest voluntary and community provider of ESOL, offering a small programme funded from various sources. There is also a small amount of additional provision delivered by other voluntary and community sector organisations, which is funded from various sources, which are often short term – these are difficult to map across the city as there are frequent changes in the provision available.

A time limited Talk English project delivered by MAES is funded by the Department for Communities and Local Government.

Figure 7

| Provider | No of courses for adults | No of places for adults | No of venues |
|---------------------|--------------------------|-------------------------|---------------|
| MAES – ESOL | 72 | 1,440 | 10 |
| MAES – Talk English | 32 | 602 | 29 |
| MAES – Family Lang | 24 | 360 | 20 |
| TMC | 58 | 1,350 | 4 |
| WEA | 7 | 84 | 5 |
| Wai Yin | 10 | 150 | 3 |
| Rest of VCS* | Not available | Not available | Not available |
| TOTAL | 203 | 3,716 | 18 |

*It is very difficult to get a full picture of VCS provision as it is a constantly changing picture due to changing funding and different opportunities – courses tend to be shorter term and the amount of provision fluctuates often.

3. The Challenge

Funding challenges

3.1 Nationally the total SFA skills budget for ESOL has nearly halved from £203 million in 2009/10 to £104 million in 14/15. Demos' analysis of SFA data showed that reductions in the Adult Skills Budget have had a disproportionate impact on ESOL funding, whilst the number of migrants and refugees has doubled in the past ten years. The ESOL Mandation budget, worth £45 million nationally, was cut in 2015/16, six weeks before the start of the new academic year.

In 2011/12 the SFA changed the funding rules for ESOL, making ESOL 'co-funded' rather than 'fully funded' for all learners except those on active job seeking benefits, defined as Job Seeker's Allowance and Employment and Support Allowance (Work Related Activity Group). At a later point a self declaration was introduced, meaning that learners on other benefits who signed a statement saying that they were actively seeking work could qualify for full funding. This meant that providers had to either recruit only active job seekers to ESOL courses, get learners (often on low incomes and unable to afford it) to pay fees or take a substantial hit in funding for ESOL courses.

Both MAES and the Manchester College have moved away from offering ESOL qualifications. The Manchester College offer all learners on ESOL courses the opportunity to gain qualifications in Functional English and Maths – this has the benefit of making progression into other courses easier and also means that provision is fully funded, therefore free to learners. MAES continue to offer ESOL qualifications to job seekers on its ESOL for Job Seekers courses but offers a mixture of non accredited community learning and Functional skills qualifications to aid progression to its Everyday English learners.

In 2013, in response to the changes in SFA funding, following an Equality Impact Assessment, The Department for Communities and Local Government (DCLG) announced a £6 million 'English Language Competition' to fund 'innovative and financially sustainable' community based English language initiatives. The target group for this funding was women, particularly isolated women from settled

communities, particularly Somali, Pakistani and Bangladeshi women who had the lowest rates of English language proficiency.

MAES formed a consortium across Greater Manchester and West Yorkshire and were one of six projects nationally to win a share of this funding, to develop the Talk English project. The initial funding was for 18 months but has since been extended twice and the project is currently funded to run until March 2017.

There are increasing numbers of residents who have low levels of English who are in work, who are not a priority for public funding but have higher level skills to get better jobs if they improved their English. Work is needed with local employers to persuade them of the benefits to their organisations to pay for bespoke ESOL provision for their employees.

Demand and supply mismatch

3.2 At present providers tend to under advertise ESOL provision as demand exceeds supply. Partly as a result of this, there are multiple enquiries from residents and referring agencies to different providers, leading to increased costs and waste. The absence of a single gateway increases duplication in assessment and makes it difficult to identify gaps in provision for particular cohorts. If gaps in provision for specific groups of learners were identified targeted work alongside VCS organisations, who are able to attract specific hard to reach groups, to include these groups could be planned. It also makes it more difficult to maximise the use of existing provision and ensure progression to higher levels and/or vocational courses.

There is a mismatch between the need and the provision available. All main providers in Manchester have a focus on Entry level provision as that is where the need is greatest, but this means that there is a potential gap in provision for high level skills and qualifications and professional backgrounds for example refugee doctors or dentists, who need to gain a high level English language qualification such as IELTS to practise in the UK. Whilst we don't have reliable data available on the specific number of residents this might include, it an issue the providers are aware of anecdotally and one indicator of the scale could be that approximately 7% of MAES' ESOL learners have overseas qualifications of Level 4 or above.

Provision is available (if there are spaces) for settled, longer term residents and for refugees and asylum seekers (once they have been in the UK for a minimum of 6 months). There is provision for those who are unemployed, both those looking for work and those who are not looking at the moment and those in employment.

MAES delivers two distinct types of provision – ESOL for Job Seekers, which is a more intensive and tailored programme for those seeking work and Everyday English, which is for people already in work or not actively seeking work.

The Manchester College offers one programme which is open to both those actively seeking work and those who are already in work or not actively seeking and also offers some shorter more intensive courses exclusively for Job Centre Plus to refer clients to.

Both MAES and the Manchester College have good relationships with Job Centre Plus and get a large number of referrals to ESOL programmes under Skills Conditionality as well as self referrals.

Because the majority of the funding for ESOL comes from the Skills Funding Agency, learners who are not eligible for this funding tend to be the worst served. For example, spouses of overseas learners, who are in the UK on a temporary basis, often have children in the school system but do not qualify for SFA funded provision as it is expected that they can be self financing.

The table below (figure 8) shows five broad categories of learner and the provision they would be able to access, if there are spaces available.

Figure 8

| Type of learner | Current access to ESOL provision in Manchester | | | | | | |
|---|--|---------------------------|-------------------|----------------------|----------------|----------------|-----------------------|
| | MAES Everyday English | MAES ESOL for Job Seekers | MAES Talk English | MAES Family Language | TMC Adult ESOL | WEA Adult ESOL | VCS including Wai Yin |
| Learners eligible for SFA funding* who are actively seeking work | Yes | Yes | No | Yes | Yes | Yes | Yes |
| Eligible learners* who are not seeking work | Yes | No | Yes | Yes | Yes | Yes | Yes |
| Learners with high level qualifications and skills and professional background | No | No | No | No | No | No | No |
| Learners in low paid employment | Yes | No | No | Yes | Yes | Yes | Yes |
| Learners who are not eligible for SFA funding, e.g. spouse of an overseas student | No | No | No | No | No | No | Yes |

* To be eligible for SFA funding, a learner needs to be EITHER an asylum seeker who has lived in the UK for 6 months or more OR have a form of refugee status (Exceptional Leave to Enter, Exceptional Leave to Remain, Refugee Status, Indefinite Leave to Remain, Indefinite Leave to Enter, Humanitarian Protection, Discretionary Leave) or be a dependent family member of someone with one of these statuses OR have lived in the UK, EU or EEA for the past three years continuously, not any part of it on a student visa OR be a dependent of a British or EU Citizen who has lived in the EEA for the past three years

Despite the range of courses available, there are further gaps for Manchester residents who want to learn English because there is a very high level of demand for ESOL courses and courses are regularly oversubscribed, as the table below shows.

Figure 9

| Provider | | No of courses | Enrolment up to end of September | Average no per class | No put on waiting lists |
|----------|----------------------|---------------|----------------------------------|----------------------|-------------------------|
| MAES | Everyday English | 48 | 946 | 20 | 540* |
| MAES | ESOL for Job Seekers | 24 | 374 | 16 | 22 |
| MAES | Family Language | 24 | 299 | 12 | 0 |
| MAES | Talk English | 32 | 438 | 14 | 105 |
| TMC | Adult ESOL | 53 | 1350 | 25 | 550 |
| TMC | ESOL for JCP | 5 | 75 | 15 | 0 |
| Wai Yin | ESOL | 10 | 150 | 15 | 100 |

| | | | | | |
|-------|------------|-----|-------|----|-------|
| WEA | Adult ESOL | 7 | 84 | 12 | 0 |
| TOTAL | | 203 | 3,716 | 18 | 1,317 |

*MAES has closed waiting lists for Everyday English now but is still recording the number of enquiries. Demand tends to be higher at lower levels.

Trends in demand for ESOL

3.3 Anecdotally, there has been growing unmet demand for ESOL in recent years but it is not possible to substantiate this with hard data, since providers do not systematically collect data on demand. This is because providers choose to use their resources in increasing provision rather than assessing potential learners who they know they will be unable to place. Whilst this is a pragmatic course of action for individual providers, it means that there is not a strong evidence base detailing unmet demand and there is no possibility to further analyse to discover whether any specific groups have been disproportionately affected. There is a clear need to collect more data on unmet demand.

4. Challenges, priorities and action plan

| Challenge | Priority | Outcomes | Actions | Progress and impact so far |
|---|--|--|---|---|
| There are approximately 3,900 adult ESOL places available, therefore a significant gap between supply and demand, further confirmed by data from the main providers on waiting lists, currently at over 1,000 | Increase the overall amount of ESOL provision in Manchester by working with a range of partners, including employers | <p>More residents moving into and sustaining work (reduction in the number of out of work benefit claimants)</p> <p>More residents able to communicate in English, and integrate into Manchester, wider community and society</p> <p>More residents qualified to Level 2 and above</p> <p>Parents better able to support their children's learning and development</p> | <p><input type="checkbox"/> Identify additional funding streams for ESOL where possible and influence national and Greater Manchester policy</p> <p><input type="checkbox"/> Explore more cost effective ways of meeting the level of demand, including developing blended learning and increasing the involvement of volunteers</p> <p><input type="checkbox"/> Engage with schools and employers to increase provision where possible</p> | <p><input type="checkbox"/> Talk English was in consultation with the Louise Casey team to influence national ESOL policy and inform the Casey Review</p> <p><input type="checkbox"/> MAES leads a consortium of selected local authorities and colleges (including the Manchester College) across GM and West Yorkshire, which has been successful in attracting additional ongoing funding for the Talk English project, utilising volunteers to increase its reach and cost effectiveness – this has led to over 500 additional places in 16/17</p> <p><input type="checkbox"/> We are piloting the use of a blended learning programme for Level 1 learners</p> <p><input type="checkbox"/> A Manchester school pays for ESOL for parents via Pupil Premium funding, leading to 24 additional places</p> <p><input type="checkbox"/> Packages have been put</p> |

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| | | | | together for employers both at their request and proactively but none have committed funding yet |
| The patterns of ESOL provision, funding and attendance are complex and there is a lack of clear signposting to the different types of provision for residents who want to improve their English | Develop clearer signposting to ESOL provision | More residents able to access ESOL provision (because of more efficiency in use of available places) | <input type="checkbox"/> Develop a centralised referral system (a single 'ESOL gateway') such as the one found in Leeds ('Learning English in Leeds') and Nottinghamshire ('begin') to cut waste, be fairer and allow clear data to be collected on level of demand | <input type="checkbox"/> Discussions have taken place amongst the main providers <input type="checkbox"/> Research and discussion into pros and cons of the various possible options and related budget has commenced |
| There is a lack of data collected on unmet demand in terms of specific gaps for different types of learner and in terms of overall demand | <p>Improve the data collected on ESOL demand</p> <p>Identify and respond to gaps in provision for specific groups of residents</p> | Detailed data available on levels and patterns of supply and demand in the city | <input type="checkbox"/> Conduct further data analysis to identify if any specific groups are more excluded from current provision <input type="checkbox"/> Look at how we meet the needs of people who are in work but need to improve their English to progress in work <input type="checkbox"/> Work with employers to increase the amount of work based ESOL <input type="checkbox"/> Develop provision to meet | <input type="checkbox"/> Analysis has identified a gap in provision for recent arrivals with higher level professional qualifications and people already in work who want to progress <input type="checkbox"/> MAES, the Manchester College and VCS providers have developed programmes accessible and free of charge to those in low paid work who want to develop their skills to progress in |

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| | | | identified gaps | work <input type="checkbox"/> Packages have been put together for employers both at their request and proactively (supported by the MCC Work and Skills team) but none have committed funding yet |
| Progression pathways between providers and from ESOL onto vocational pathways are underdeveloped | Improve progression pathways for ESOL learners into vocational areas | Increase post education/training destinations to key growth sectors Decrease in the number of businesses citing skills as a barrier to growth or productivity | <input type="checkbox"/> Improve partnerships between providers, including VCS providers, focused on learner progression <input type="checkbox"/> Use standardised Initial Assessment and screening in order to collect the same data across providers <input type="checkbox"/> Coordinate programme planning | <input type="checkbox"/> Regular meeting cycle between MAES and the Manchester College ESOL managers in place |

References

ESOL Policy for Wales 2014

Welcoming our Learners: Scotland's ESOL Strategy 2015-2020

Demos (2014) On Speaking Terms

NATECLA ESOL Strategy for England

Phillida Schellenkens (2001) English as a Barrier to Employment, Education and Training

M Baynham, C Roberts et al (2007) ESOL: Effective Teaching and Learning

Learning English in Leeds website: www.lsl.help

Begin (Basic Educational Guidance in Nottinghamshire) website: www.begin.org.uk