



ESOL Neighbourhood Audit Pilot (Harehills, Leeds)

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Chapter 1: Introduction and summary of conclusions

People who move to the UK need English language skills to access training, gain employment and participate in society. Enabling new arrivals and longer-term residents to fulfil their potential is fundamental: migrants bring with them valuable abilities, qualifications and experience which can lie untapped unless they have the chance to learn English to an appropriate level. The way that this is achieved is through English language provision known as ESOL (English for Speakers of Other Languages). This report of the Harehills ESOL Needs Neighbourhood Audit (HENNA) project is concerned with improving the understanding of the English language skills needs of Leeds' new and more settled migrant communities in the specific neighbourhood of Harehills. The findings are intended to inform and improve the planning and delivery of ESOL provision across the city. The findings will also be relatable to other similar contexts across Britain's urban centres.

Background to the project

The HENNA study was instigated in March 2010, when the Leeds City Council-facilitated ESOL Working Group identified a need for empirical research which would investigate the match, or mismatch, between ESOL need and ESOL provision in Leeds. Funding for the research was secured by the Regeneration Service of Leeds City Council from YorSpace, the Regional Improvement and Efficiency Partnership (RIEP) for Yorkshire and Humber which is hosted by Local Government Yorkshire and Humber. The RIEP aims to support local authorities and partners to deliver effective services and tackle demands such as meeting higher efficiency targets and ambitious national priorities. The RIEP Worklessness Project aims to reduce the impact of worklessness in the 15 top tier authorities in the region and seeks to innovate by developing targeted interventions to tackle worklessness in ways that have not been tried before. Learning from this activity is shared via the Worklessness Action Learning Network. This project was also supported by the Worklessness Strategic Outcomes Group, a partnership group which had a remit for tackling worklessness in Leeds. These stakeholders recognised the importance of ESOL for improving the employability prospects and progression of migrants to the city through effective and appropriate provision.

Commensurate with the aims of Leeds City Council and the other stakeholders, the twin requirements of the project were for:

- a study carried out at a *local* level of both ESOL need and of the meeting of that need through ESOL provision;
- the development of a replicable methodology through which parallel work might be carried out in other neighbourhoods across the city and beyond.

The Leeds neighbourhood chosen as the focus of the research is Harehills, a highly diverse area of inner-city Leeds, to the east of the city centre. Harehills is an area with high levels of unemployment and of households on benefits, and has significant new and more well-established migrant and Black and Minority Ethnic communities.

The project offers the following outcomes:

- A detailed understanding of the scale and extent of English language skills needs of new and more settled migrant communities in the specific neighbourhood of

Harehills in Leeds, and of any differences amongst the different communities that make up the neighbourhood.

- A detailed understanding of the scale and extent of English language needs of young people from new and more settled migrant communities in the neighbourhood.
- A detailed understanding of ESOL provision, delivery models, engagement routes and take-up rates of provision in the neighbourhood.
- A detailed understanding of the barriers to accessing ESOL provision in the neighbourhood.
- A detailed understanding of the views of key ESOL stakeholders in terms of both current and future provision to better support the needs of adult migrant English language learners.

The findings of the study will be useful for a range of partners working in this field. In addition to Leeds City Council, partners are Jobcentre Plus, FE and adult education providers, the voluntary sector, the Skills Funding Agency, and employers, among others. The outcomes will also contribute to the tackling of worklessness across the city, by providing a solid research base for Leeds and other local authorities, working within their partnerships, to aid their efforts to deliver a reduction in worklessness and promote economic inclusion. Partners will already share our assumption is that ESOL has a key role in tackling worklessness in contemporary Britain: a level of competence in English is central to applying for and getting most jobs, for furthering careers, and for gaining economic independence.

Outline

This report has the following structure.

The remainder of this **introduction** outlines the study's methodology, findings, conclusions and recommendations.

Chapter 2 sketches out the policy context of the study: here we discuss the trajectory of adult ESOL in England in recent years, and include discussion of a matter of key concern at the time of this study: the funding of ESOL and the implications of future funding arrangements.

Chapter 3 provides more detail on the Harehills neighbourhood at the heart of the study: its demographic make-up and a description of patterns of ESOL provision in the neighbourhood.

Chapter 4 is devoted to a study of the views of a range of stakeholders concerning ESOL needs: these stakeholders include employers, local and national politicians, council officials, third sector workers, Jobcentre Plus and the Skills Funding Agency.

In **Chapters 5** and **6** we discuss, in turn, the language learning needs of ESOL students and barriers to ESOL provision. We draw on the perspectives of ESOL students themselves, their teachers, and more senior staff in the centres where they study.

In **Chapter 7** we offer our conclusions and recommendations.

Appendix 1 is a detailed annotated list of all the ESOL providers in Harehills which we identified on the project, arranged by centre. **Appendix 2** lists the data sets for the project.

Toolkit and annexes

This report is accompanied by a methodological toolkit. The process of planning and commissioning ESOL provision should be informed by a detailed study of the demographic make-up, ESOL need, take-up and routes to engagement at the relevant geographic level. The purpose of the toolkit is to support this process by providing others who are planning a study of ESOL provision at the neighbourhood level with a tried-and-tested set of techniques. In the toolkit readers will find copies of the research instruments developed for the project. We also append three annexes which contain the descriptive and correlational work on three key sets of data: the demographic study of Harehills; the results of a survey of ESOL students, and the results of a survey with ESOL teachers. These annexes are included to provide researchers with models for carrying out such analyses.

Data and methodology

The HENNA project was carried out by researchers working in the School of Education, University of Leeds, and at RETAS, The Refugee Education Training Advice Service, Roundhay Road, Leeds. Fieldwork took place between December 2010 and March 2011. We adopted a case study approach to the work, drawing on a range of quantitative and qualitative methods and research strategies. These include statistical analysis of survey data, content analysis of interview data, and qualitative analysis of field notes and other documentary data collected in the course of the project. See Appendix 2 for a list of data sources. Full details of the methodology and strategies for analysis can be found in the accompanying toolkit. The three annexes provide models for preliminary analysis of demographic and survey data.

Summary of conclusions and recommendations

This is a study of English language needs and barriers to provision for adult migrants in the Leeds neighbourhood of Harehills. It recognises that in order for migrants to integrate in a meaningful way in their communities, i.e. to gain employment, retrain, participate locally and access their full set of rights, they require a sufficient level of English language skills. Competence in English underpins employability, and provides people with the ability to support themselves and their families. A key outcome of this research is to begin to improve the employability prospects and progression of Leeds residents who have English language needs, through more appropriate and effectively targeted ESOL provision.

Employment and employability are socially and politically situated, however. ESOL provision will not be effective if it adopts a narrow view towards employability; it will only be effective if it is sustained and embedded in the whole of social life. A knowledge of English enables communication for work, at work and in society generally. Moreover, as a pre-requisite to learning English, students need to be able to participate in the social life of a community. Hence this report examines ESOL needs and barriers to provision broadly.

The report and its conclusions cut across all the outcomes articulated above. The conclusions and recommendations group into broad themes: **mainstream and peripheral ESOL provision; fragmentation and coordination of ESOL provision; the notion of the 'group'; appropriate provision and pedagogy; and funding issues.**

Mainstream and peripheral ESOL provision

1. Within ESOL provision, there is a sense of the 'mainstream' and the 'periphery'. The mainstream refers to Further Education college provision which takes place at large or main sites, which play a key role in neighbourhood ESOL provision, and where students are likely to have access to a range of levels and progression routes. Peripheral provision refers to voluntary or private-sector, small-scale and locally- or community-based ESOL provision.
2. The marginality of peripheral provision is reflected in the spaces which accommodate ESOL classes.
3. Many students cannot be accommodated in mainstream provision for a variety of reasons, including long waiting lists, childcare and crèche availability, immigration status and eligibility, and affective issues such as their own confidence.
4. Those most likely to suffer isolation and marginalisation even in their local communities – women with young children who do not speak English and who do not have the networks necessary to support them – will often be dependent on peripheral provision from voluntary organisations, for whom funding is often insecure.

Implications

- Students who cannot find a place in mainstream provision (due to their eligibility, status, ability to attend regularly, etc) might do so in more peripheral provision, including that from voluntary sector organisations, which often have the political commitment to cater for them.
- Funding for such organisations, when it is precarious, does not afford coherent, sustained provision.
- Locally-appropriate, and locally-provided, high-quality provision can be the stepping-stone to successful language learning for many students.

Recommendation

- ESOL needs to be provided both at the mainstream and the community level, and these dimensions of provision need to be closely coordinated.
- Local Authorities should take the lead in provision of ESOL and its coordination across a neighbourhood and district.

Fragmentation and coordination

5. Patterns of ESOL provision, funding and attendance are complex, and pertain beyond the neighbourhood boundaries to the city as a whole. The general picture is one of fragmented ESOL provision locally and city-wide which is in urgent need of coordination.
6. An overarching conclusion is that the erosion of the cohesive framework afforded by *Skills for Life* is likely to lead to a return to the fragmented picture of ESOL provision of previous times.
7. The pattern of multiple funders and combinations of providers and centres is likely to remain characteristic of ESOL under the proposed new funding regime.
8. The complexity of provision and funding raises questions of continuity, coherence and quality of tuition for the benefit of students. For successful sustained learning, progression and progression routes need to be meaningful, clear and coordinated. However, lack of continued and stable funding streams disrupts progression routes both between ESOL courses of different levels, and from ESOL into training and work.

Recommendations

- The diversity of provision and funding points to the desirability of a dynamic city-wide directory of ESOL provision.
- Coordinators of such a directory might recruit volunteers to assist in its compilation.
- Much locally-based provision is the responsibility of the voluntary sector. This responsibility could be shouldered by an institution such as an FE college in collaboration with voluntary and community groups, and coordinated by Local Authorities, thereby bringing together the two sectors and enabling clearer progression from one type of provision to another.
- Information regarding ESOL is scarce and often inaccurate. It is important that information about ESOL across the city needs to be connected.
- It is worth considering efforts made in other parts of the country to co-ordinate information on local ESOL provision.
- Coordinators and providers might explore the potential of electronic networks in enabling and enhancing access to learning opportunities and coordination at local level.

The notion of the 'group'

9. The idea of relating needs to specific ethnic and linguistic groups runs deep.

10. Group labels can obscure the causes of real, underlying needs by associating them with ethnicity or language. It is often more helpful to see 'needs' in terms of other factors such as length and conditions of residence, previous education, future intentions with regard to training and employment, gender and, in the case of younger learners, age.
11. The idea of the 'group' should not be dispensed with altogether: the notion does have short-term and strategic purchase. People who identify as members of specific ethnic and linguistic groups are often well-placed to inform about specific locally-felt needs.

Recommendation

- When trying to assess need, providers and higher authorities should gain advice from, and consult with, community organisations about appropriate provision. This is despite the difficulties of identifying appropriate and knowledgeable 'community leaders'.

Appropriate provision and pedagogy

12. Participants regard ESOL needs as lying in three spheres: a general or 'basic' knowledge of English; English that is needed in specific contexts; and a broader knowledge of systems, structures and local ways of doing things.
13. Where provision exists, it must address these needs in a way that is appropriate for particular students.
14. ESOL also has to cater for the needs of a mobile ESOL population, multiple levels of competence among students, and students with little or no literacy in English or any other language.
15. Younger ESOL students have particular needs that extend beyond the ESOL curriculum.
16. ESOL for citizenship is also a major motivation for seeking a class.
17. Concerns were raised by ESOL learners and practitioners regarding the quality and quality control of ESOL provision for active JSA/ESA claimants in the Harehills area, and over the way it links with and complements other provision. Concerns were also raised about the future provision and funding of ESOL at pre-entry and entry level.

Recommendations

- Some ESOL students have little or no literacy, either in their expert languages or in English, and this needs to be addressed in the spheres of employability and teacher training, and requires sustained resources.

- Provision and progression at higher levels, into work, re-training or tertiary-level study, needs to be considered alongside that of progression at lower levels.
- The extra-linguistic needs of younger ESOL students, i.e. their pastoral needs and the need to access the full curriculum, have to be addressed with specialised provision.
- ESOL provision for 16-19-year-olds could link more coherently to provision for older EAL students in the secondary school sector.
- ESOL provision that is employment- or employability-related (e.g. DWP-contracted Jobcentre Plus provision) needs to address broad, transferable language (and indeed social) concerns, alongside employability-focused ones.
- The notion of appropriate broad-based ESOL provision for jobseekers extends to all students: those whose language and literacy needs are more fundamental, or who are at a more preliminary level, still need to be catered for.

Funding issues

18. The potential consequences dominate discussions with the informants on this project, and are a source of anxiety for senior managers, teachers, and students alike. Without being able to describe the precise picture before it has fully emerged, it should not be assumed that any current funding sources are stable.

Implications of the current funding policy

- In Harehills up to 75% of students currently in a free ESOL class will have to pay fees when these are implemented. Many of these students, predominantly women and the low-paid, are unlikely to be able to afford these fees and will therefore be excluded from provision.
- The ESOL sector will suffer job losses as a consequences of the cuts.
- The responsibility for ESOL is likely to be shouldered more heavily by the private sector and the voluntary sector.

Conclusion

ESOL in Harehills and across the city needs to be better organised, publicized, coordinated and integrated with other local services; and – crucially – aligned with the linguistic, social and employment needs of students. While ‘something is better than nothing’, sustained, stable and appropriate ESOL provision, with clear progression routes, is the optimum.

Chapter 2: Policy context

Harehills, like similar areas across Britain, has a long history of inward migration, and a correspondingly long history of ESOL. The ESOL profession in the Harehills neighbourhood has responded to patterns of migration over the years: from the Indian sub-continent, and from places such as Ethiopia and Eritrea, Somalia, Congo, Iraq, and Afghanistan, where the political and economic situation has forced people to uproot and leave their homes. More recently tougher asylum laws and curbs on non-European immigration, along with the expansion of the European Union, have shifted the focus of attention to migrants from Eastern European countries such as the Czech Republic, Slovakia and Poland.

In earlier days English classes in Leeds were organised on a voluntary basis, often taking place in people's homes, and were usually targeted at women, as men were expected to acquire English at work. Later, as numbers grew, ESOL became more organised and better funded, and began to be taught in colleges and in workplaces. The full demand for ESOL in the city has never been entirely met, however. At least until the end of the 1990s adult ESOL provision in Leeds, and across the UK generally, was uneven and largely neglected in policy circles.

Skills for Life

Prior to the turn of the century, the field of ESOL was fragmented. In some of Britain's urban centres with large migrant populations the provision was well organised, but in many other areas the model persisted of *ad hoc* teaching and learning in community groups, homes and workplaces, with volunteer or part-time teachers who were often untrained. In 2001 ESOL was incorporated into the *Skills for Life* strategy, the literacy and numeracy policy for England and Wales. The assimilation of ESOL into *Skills for Life* brought with it the creation of a statutory national curriculum (DfES 2001) along with a new teacher training framework, incorporation into the Ofsted inspection regime, and the establishment of a research centre, created to provide a research base with which to inform the policy. Funding for most ESOL provision was funnelled via the Learning and Skills Council to Colleges of Further Education, where the greater part of ESOL provision happened. While some ESOL classes, e.g. those in the voluntary sector, remained outside *Skills for Life* in terms of inspection regimes and training standards, the increased professionalization of the workforce and the pervasive nature of the Adult ESOL Core Curriculum characterized the entire field over the decade from 2001. Employability was central to ESOL in *Skills for Life*: English language skills were seen as necessary for migrants to become employable and economically productive.

The 'New Approach to ESOL'

Under the *Skills for Life* policy, especially in its earlier years, many people achieved levels of English which enabled them to join the job market, access training and participate more fully in their local communities. However, in the last years of the Labour Government, a policy shift took place whereby ESOL provision was re-orientated towards the (then) dominant agenda of community cohesion, as well as to employability. The *New Approach to ESOL*, published in May 2009 (DIUS 2009), signalled the end of the position of ESOL within *Skills for Life*, and required ESOL to be coordinated locally, at the level of local authorities and councils. Sitting behind the *New Approach* was a desire to 'prioritise ESOL funding to those who form part of the many settled communities in England and migrants who are committed to staying in the UK. ... This should improve community cohesion and social integration alongside the economic vibrancy of a local area' (DBIS 2009: 6).

'Investing in Skills for Sustainable Growth'

Under the coalition government, since 2010 the orientation in policy has shifted from 'community cohesion' to 'austerity measures'. Spending cuts being made across the public sector include the funding of ESOL and adult education generally. Changes proposed by the Department for Business, Innovation and Skills in November 2010 (BIS 2010a and b) will:

- limit full fee remission to people in receipt of 'active benefits', i.e. Jobseekers Allowance (JSA) or Employment Support Allowance (ESA);
- remove full fee remission from people on other benefits, including Working Tax Credit, Housing Benefit, Income Support, Council Tax and Pension Credits;
- remove entitlement to public funding for people seeking asylum and those on Section 4 support (the support paid to asylum seekers whose claim has been refused but who are unable to return to their countries of origin);
- remove the 'programme weighting factor' (PWF) for ESOL. Programme weighting reflects the fact that some courses cost more than a standard 1.0 to run. In the academic year 2010/2011 ESOL was funded at PWF 1.2 (originally it had been 1.4), in recognition that recruitment, initial assessment and screening for ESOL are complex and time consuming, as well as allowing for smaller classes.
- end funding for ESOL in the workplace.

In addition, it is expected that the £4.5 million ESOL Learner Support Funding (LSF) which helped some students with fees will not be allocated from 2011.

The funding of ESOL

A focus on funding was not originally a requirement of this project: indeed, the cuts to ESOL funding had not been announced when the work was commissioned. However, this is without doubt the biggest challenge that contemporary ESOL has faced in over a decade. This final section of the chapter brings together the perspectives of our research participants on the policy concerning the funding of ESOL at a national level and the possible implications for Harehills.

The rationale provided by those who promote cuts to funding of ESOL is financial: the most recent cuts to ESOL funding are part of the broader Government policy on public spending. For this project we interviewed a number of stakeholders (see Chapter 4), one of whom spoke on behalf of the Skills Funding Agency (SFA), the body charged with channelling government funding for ESOL. He acknowledges that there is a definite need for ESOL provision but suggests that: '*who should be responsible for paying for it is another matter. Our funding policy is quite clearly moving away from paying for ESOL.*' Employers too will have to fund their own ESOL provision, if they want it, though the SFA spokesperson is '*not aware of any specific examples*' of this happening in the private sector. And for job-seekers not on active benefits:

The funding policy makes it quite clear that it's the individual's responsibility to address their English language needs. If that's a barrier to their employment then it's something they need to address on their own ... they would be expected to pay some if not all the cost of that.

Most participants in this research are anxious about the potential consequences of cuts on students, their communities, and teachers' jobs. The view of senior managers at Leeds City College (whose largest centre for ESOL provision lies within the Harehills neighbourhood) echoes that of many ESOL providers across the country. In its response to a January 2011 survey of colleges conducted by the Association of Colleges (AoC) to gauge the potential impact of the cuts, the college maintains that: *'because the majority of ESOL learners who will be affected by the funding cuts are on very low incomes, and claiming inactive benefits, they will not be able to pay and will therefore drop out of provision.'* This, believes the college, will have a *'consequential effect on their opportunities to progress out of poverty and into employment ... Many will have to access JC+ funding, and add to the unemployment figures.'*

Survey work carried out by providers and other organisations across the country since the announcement of the cuts to ESOL funding have estimated that in some areas, including Leeds, over 75% of students currently studying in a free class will have to pay fees when the changes are implemented (AoC 2011; NIACE 2011). It is predicted that women, asylum seekers and the low-paid will be disproportionately affected: in its survey the Association of Colleges found that 74% of ESOL students on inactive benefits were women (AoC 2011). The impact of other aspects of the cuts will also be profound. The removal of the Programme Weighting Factor (PWF), for example, means that colleges will have to recruit more students per class, with a knock-on effect on teaching and learning.

There are other complex issues surrounding equality between ESOL and other areas of adult basic education such as adult literacy: the latter currently remain unaffected by the funding issues facing ESOL. In the same response to the Association of Colleges survey quoted above, Leeds City College managers address the proposals for ESOL funding:

- *Learners defined as having Basic Skills needs: learners have basic skills needs if they have had a limited education and do not have qualifications at Level 2 (GCSE equivalent) at least.*
- *In Leeds the majority of ESOL learners fit into this category, few have had secondary and/or post 16 education.*
- *Under Equality legislation they should therefore be classified as 'learners with basic skills needs' in addition to having language needs.*
- *ESOL should be reclassified as a 'Skill for Life' for those learners who do not have a Level 2 equivalent qualification in their Country of Origin.*
- *If ESOL/Basic Skills cannot be considered then learners on any benefit should be able to access Hardship Funding.*
- *At present the Government guidelines are that there is not a Hardship fund for ESOL learners.*

The scale of the threat to ESOL is the source of anxiety for practitioners. Some teachers extend their concern about the effects of the cuts to those who support learning: the teachers themselves. Their livelihoods are at stake, and as one teacher in the voluntary sector notes, *'it's not looking good for ESOL at the moment.'*

The effects of these major changes to funding will without doubt be far-reaching, for ESOL in the voluntary sector, the private and training sector, and for ESOL currently provided by Further Education colleges. If, as is probable, funding via the SFA will be severely limited, then responsibility for ESOL provision will be left increasingly to the voluntary sector and charities. There is of course some exemplary provision here, especially when responding to local needs, as we note in Chapter 5. Yet by its nature, third sector provision can be patchy, fragmented and uncoordinated (see Chapter 6), and progression routes are sometimes unclear. Among other possible consequences is that employment-related Jobcentre Plus ESOL provision, which has hitherto operated in parallel to mainstream *Skills for Life* provision, will achieve prominence in the field. In the FE sector managers and teachers are currently considering a variety of ways of ensuring that adult migrants with an English language need are still able to access their entitlement to funded provision. For example, at Leeds City College this might mean enrolling them on literacy or numeracy programmes or on other courses which will continue to be funded and for which they are eligible, such as Functional Skills courses. The college will also consider bidding for work commissioned by the Department for Work and Pensions and contracted out by prime contractors under the DWP's Work Programme.

Whatever picture ultimately emerges, there is a dominant and pervasive sense amongst many of our informants that difficult times lie ahead for funded ESOL provision.

Summary

- Decisions about the funding of ESOL are driven by economic demands and tend to be vulnerable to changes in political direction.
- Funding is not and never has been sufficient to meet demand, even under the *Skills for Life* policy, although *Skills for Life* represented an attempt to address the issues of funding and coordination of ESOL.
- Current national policy, involving the erosion of the cohesive framework for ESOL afforded by *Skills for Life*, is likely to lead to a return to the fragmented picture of previous times, at both national and local level.
- Impending funding cuts and their potential consequences dominate discussions with this project's informants and are a source of anxiety for senior managers, teachers, and students alike.
- In Leeds up to 75% of students currently in a free ESOL class will have to pay fees when these are implemented. Many of these students, predominantly women, are unlikely to be able to afford these fees and will therefore be excluded from provision.
- The ESOL sector will suffer job losses as a consequences of the cuts.
- Higher responsibility for ESOL is likely to be shouldered by private training providers and the voluntary sector.

Chapter 3: Harehills: Demography and ESOL provision

In this chapter we discuss some demographic features of Harehills, and outline the range of ESOL provision in the neighbourhood.

Introducing Harehills

Harehills is an inner city suburb in the East of Leeds, originally one of a scattering of villages in the area, others being Burmantofts, Gipton and Chapeltown. By the late 19th century these villages had been incorporated into urban Leeds.

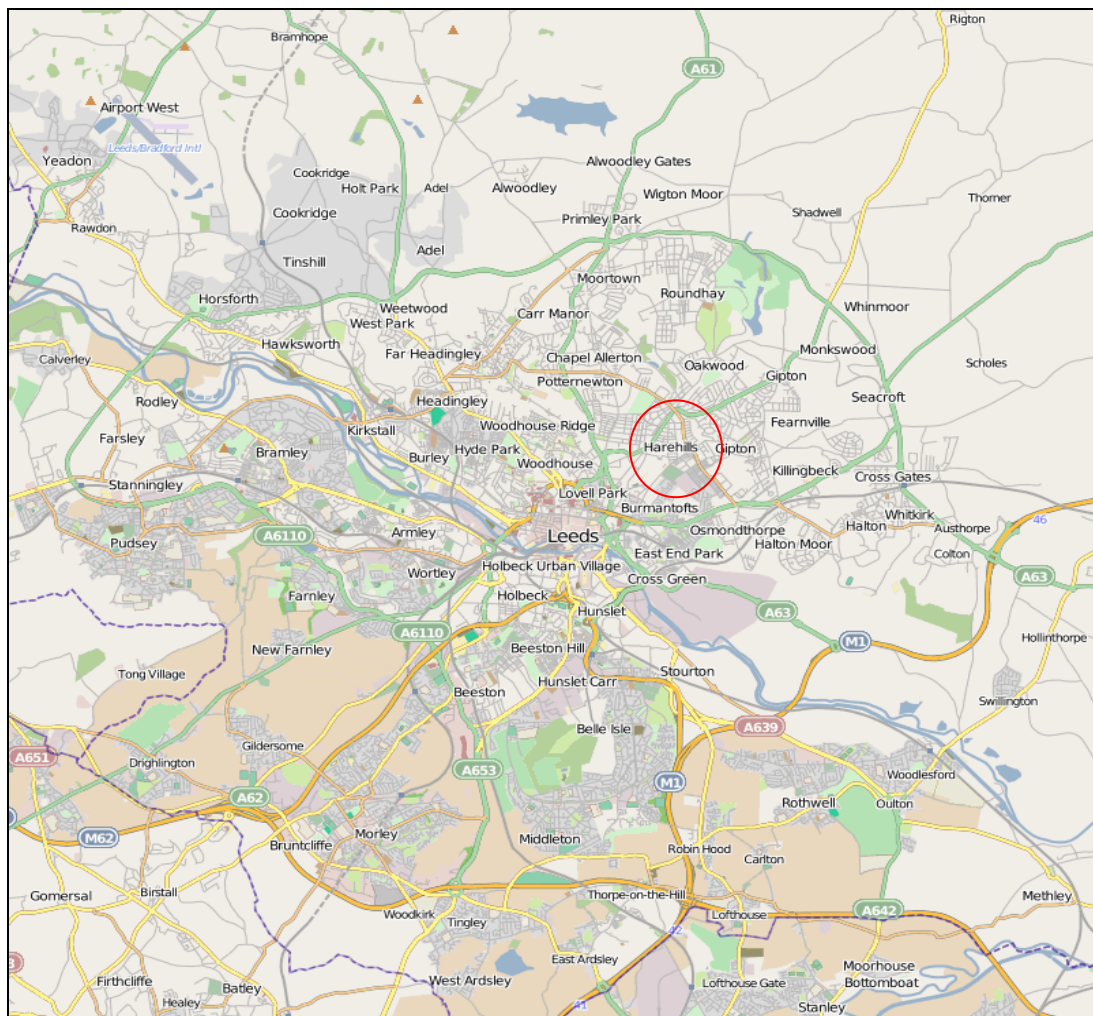


Figure 3.1 Leeds, with Harehills circled

In the 1950s and 1960s Harehills was an area of low-rent housing; this proved a magnet for successive waves of migration, originally from the Indian sub-continent and the Caribbean. The area retains its gravitational pull for new migrants. Many who do not live here come to buy food, eat out, socialise, send and receive money, make international phone calls, use internet cafes, take driving lessons, visit doctors, buy insurance or recorded music, make travel arrangements, attend religious, educational, and cultural centres, buy clothes and jewellery, have a shave or haircut, and so on. In many ways, Harehills is emblematic of the *superdiversity* (Vertovec 2006) typical of many of Britain's (and the world's) urban centres today.



Figure 3.2 Barber shop in Harehills (photo: John Callaghan)

The streetscapes, shop fronts and signages of Harehills also bear witness to the energetic cultural and linguistic hybridity which characterizes the area.



Figure 3.3 Signs and shops in Harehills (photos: John Callaghan)

Along with its cultural vibrancy and energy, Harehills is also criss-crossed with the fault lines of multiple social disadvantage, as this notice suggests:

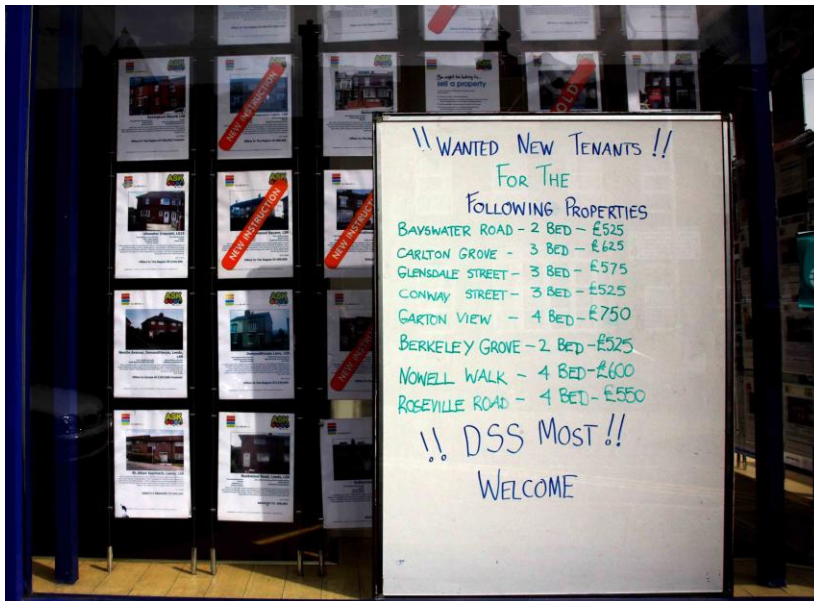


Figure 3.4 'DSS most welcome' (photo: John Callaghan)

Later in this chapter we use available statistical data to discuss some of the indicators of social and economic disadvantage in Harehills, before going on to consider some characteristics of the spread of ESOL provision in the area.

The map on the following page encompasses the boundaries of this project's demographic study and survey of Harehills' ESOL provision. These correspond with those of the former Harehills Neighbourhood Renewal Area (HNRA). This area is bordered by York Road to the south, Harehills Lane to the east, Harehills Avenue to the north, and Spencer Place, Roundhay Road, Chapeltown Road, Sheepscar Street and Regent Street to the west.

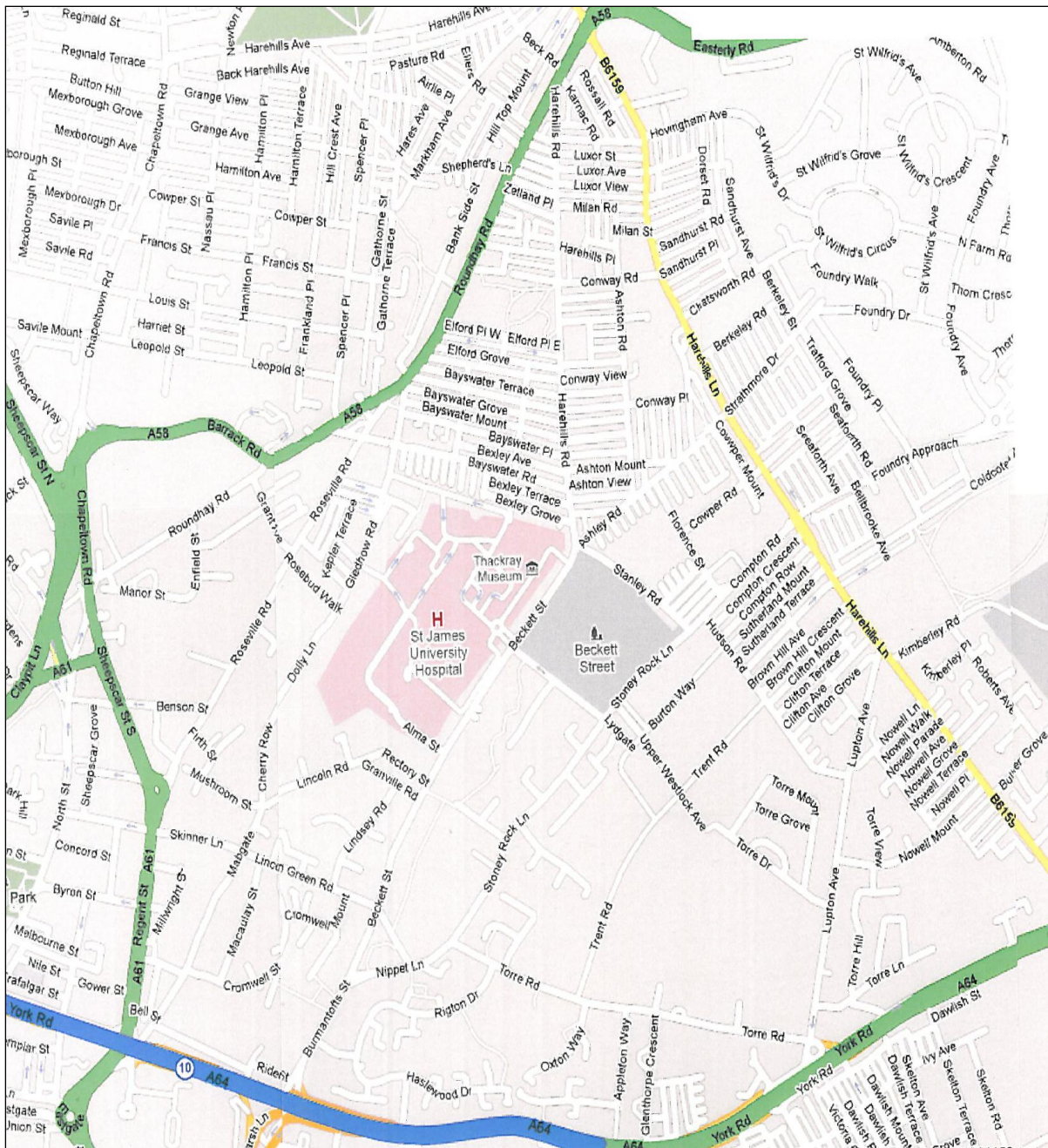


Figure 3.5 Map encompassing the former Harehills Neighbourhood Renewal Area (Tele Atlas)

Demography of Harehills

The former Harehills Neighbourhood Renewal Area (HNRA) straddles fourteen Lower Super Output Areas (LSOAs)¹, although parts of some of these LSOAs also cross over to other areas of Leeds. Therefore it must be noted that data collected at the LSOA level will not precisely map onto the HNRA. Similarly, sources of data not collected at the LSOA level will also not necessarily correspond exactly to this list of LSOAs. Hence, it is impossible to provide an entirely consistent demographic description of the HNRA. What follows is a 'best fit' description of the area compiled from a wide range of sources. See Annex 1 accompanying this report for the full initial demographic study, including sources.

Ethnicity and country of birth

At the time of the 2001 census, approximately six in ten of the population of the HNRA identified themselves as being White British². The graph below, excluding this majority group, shows that Harehills is more ethnically diverse compared to Leeds as a whole.

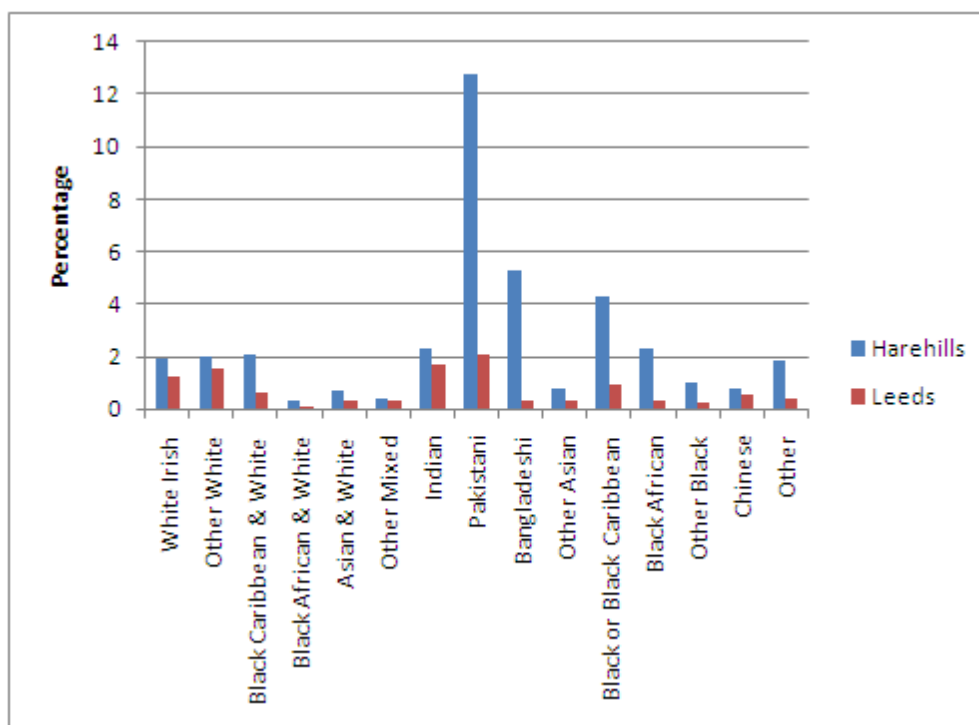


Figure 3.6 Ethnicity

We can gain a sense of the breadth of this diversity by examining recent demographic data on the countries of birth of Harehills residents. According to the results of a CACI survey carried out in 2007, and provided by Leeds City Council, 73% of Harehills residents were born in the UK. Figure 3.7 below shows where the remainder were born:

¹ Lower Super Output Area (LSOA) is a small geographical area with an average population of 1500 people. In most cases, these are smaller than wards, thus allowing the identification of small pockets of deprivation (www.communities.gov.uk/documents/communities/doc/615986.doc).

² Since the 2001 census demographics of the area have changed due to inward migration from EU and other countries. Data from the 2011 census will be available from 2012.

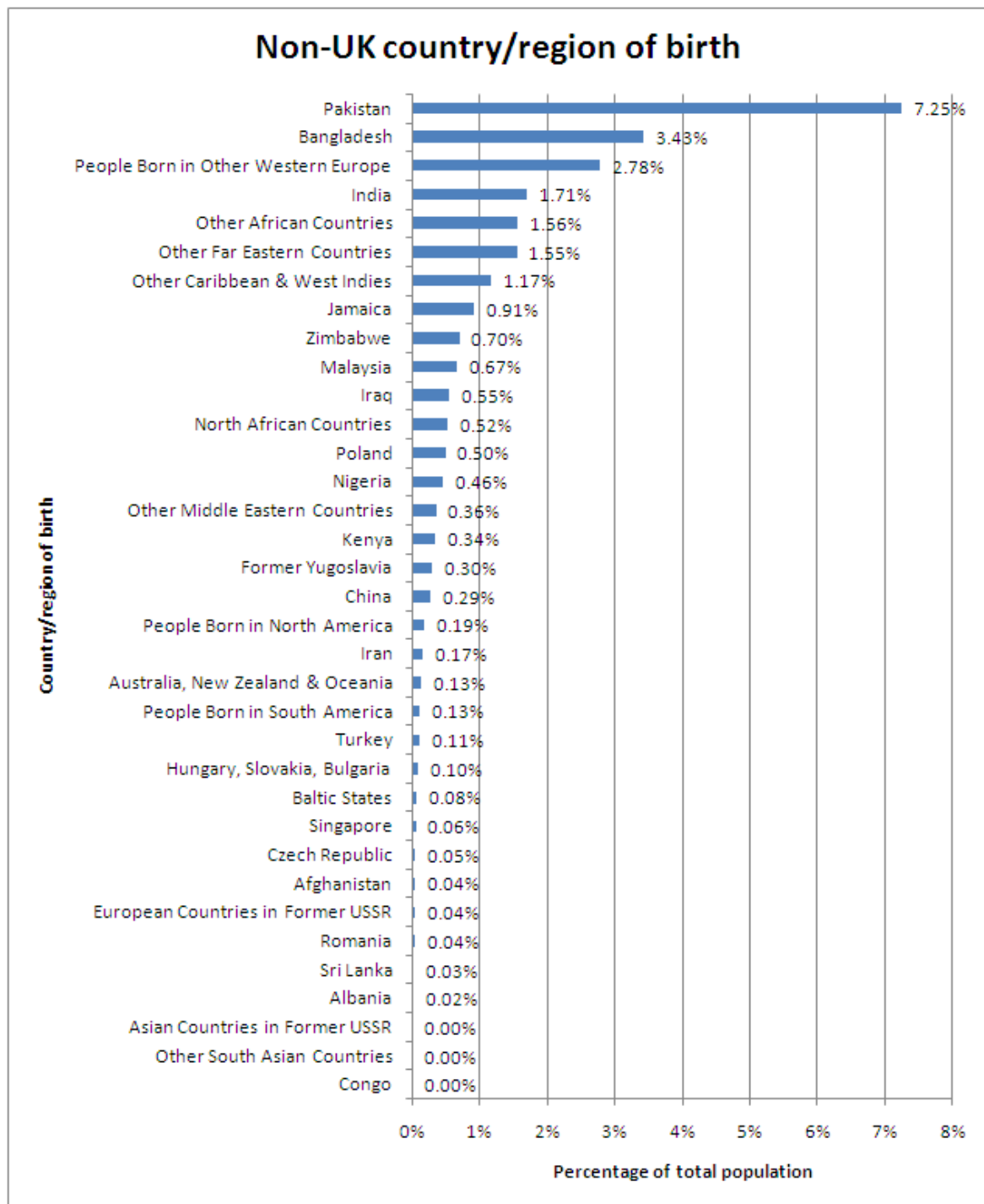


Figure 3.7 Non-UK countries of birth of Harehills residents (CACI 2007)

Data from the Pupil Level Annual School Census (PLASC) in 2010 (also provided by Leeds City Council) lists English as the most common 'first language' of children in Harehills' schools. English is claimed by 39% of children, with Bengali and Urdu listed at just over 11% and 10% respectively:

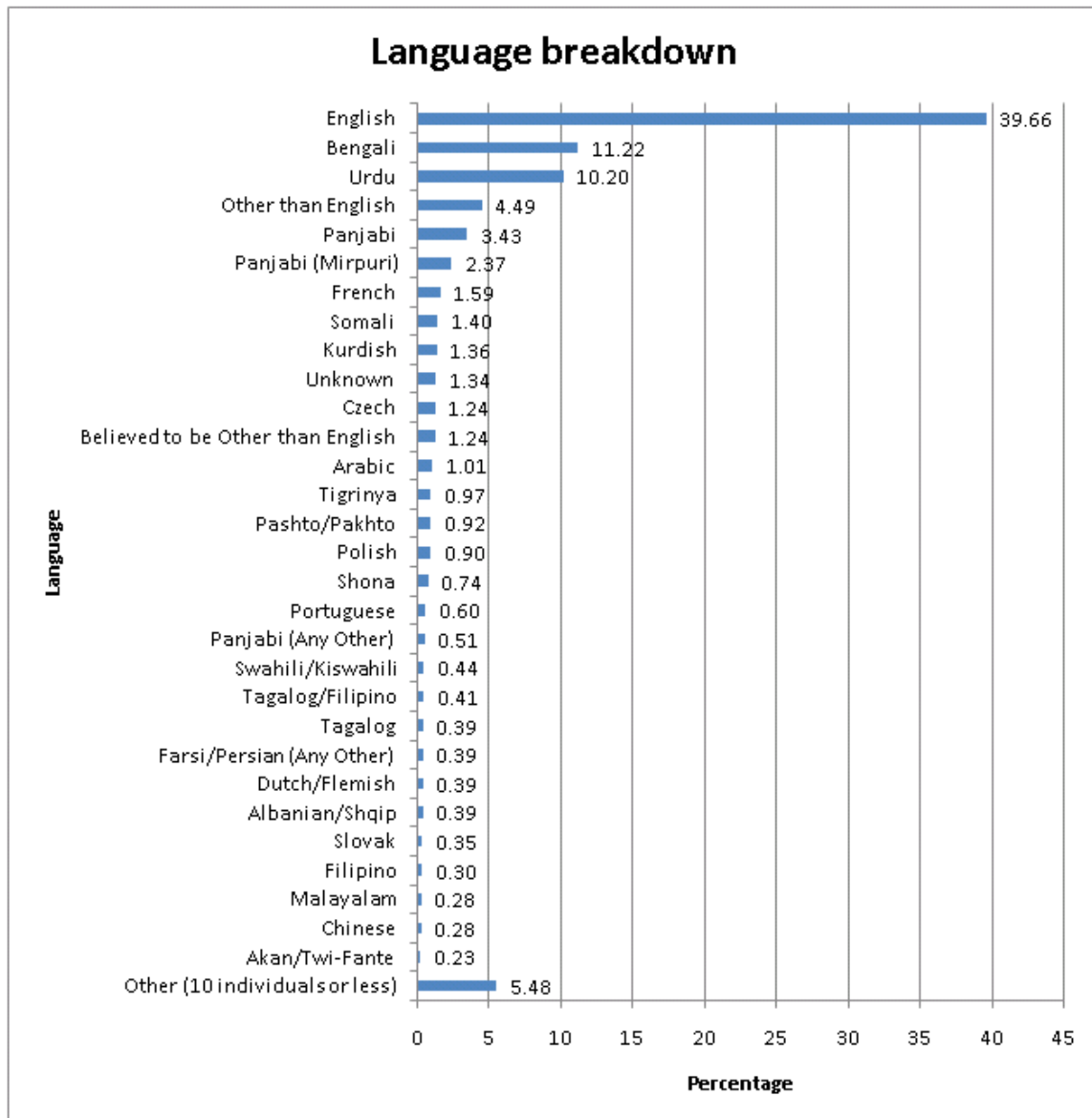


Figure 3.8 First languages claimed by children in Harehills schools (PLASC 2010)

This data provides an insight into the possible extent of English language needs in the neighbourhood: only 39% of children say that English is their first language. Such broad-brush survey data should be treated with some caution, not least because it does not account for patterns of multilingualism and linguistic repertoires that encompass many languages (see Blommaert and Backus 2011). However, the extensive English language need in Leeds as a whole is also indicated by requests to the Interpreting and Translation Service of Leeds City Council. In 2010 the service received over 9000 requests (internal to the council and external; face-to-face and on the telephone) for interpreting and translation between over 60 languages and English. The most requested languages were Czech (1100 requests in total), Tigrinya (921), Mandarin (893), Farsi (861), Polish (615), Urdu (488) and Punjabi (292).

Religion

The most current source for data on religious affiliation amongst the neighbourhood's residents is the 2001 census (via Harehills profile, Leeds City Council). Harehills has a lower proportion of Christians compared to Leeds as a whole, and a higher proportion of Muslims, as is clear from figure 3.9.

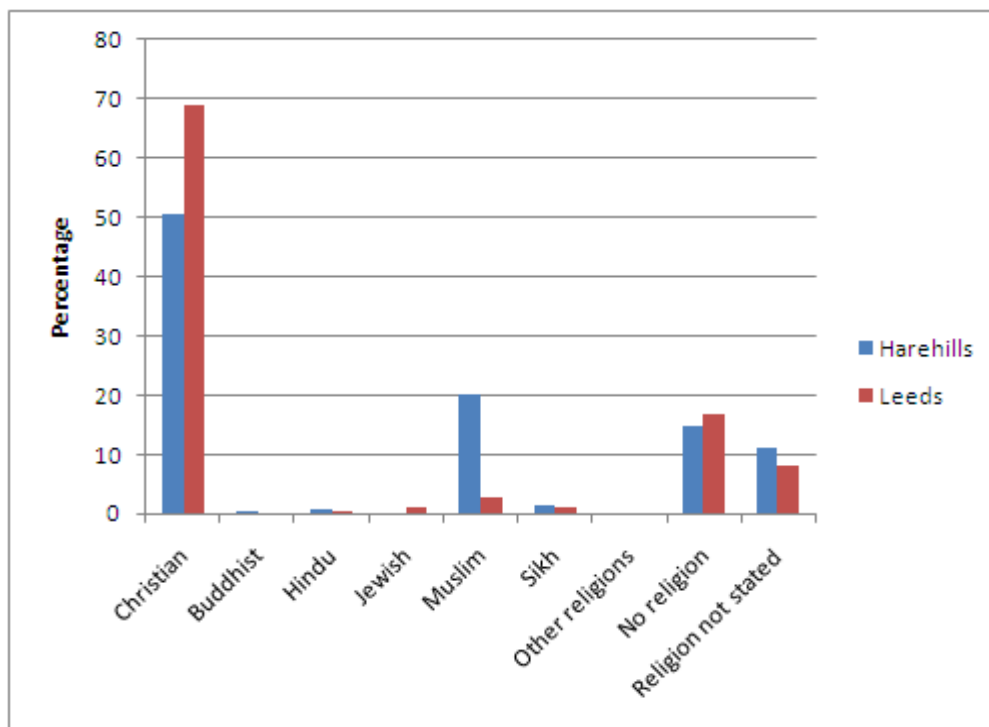


Figure 3.9 Religions in Harehills

Indicators of social deprivation

Harehills is an area of some considerable social deprivation. For example, all fourteen LSOAs that make up the former HNRA are in the most deprived 20% nationally. Four are in the most deprived 3% nationally. Likewise all 14 Harehills LSOAs have child poverty rates³ higher than those of Leeds in general. The individual rates for each LSOA in HNRA range from 40.1% to 57.2%, compared with 22.9% of children across Leeds. Educational attainment in Harehills is lower than in Leeds as a whole: 46.8% of children achieve five or more GCSEs at grade A* to C at Key Stage 4, compared with 66.3 in Leeds generally.

Compared to Leeds as a whole, Harehills has much higher levels of out-of-work claimants, as table 3.1 below shows. This data indicates that across Harehills the level of JSA claimants is consistently high (over 8%, twice the Leeds average, in all but one of the 14 LSOAs). We should bear in mind here the key role that English language skills play in addressing worklessness, from an initial job application, to a successful interview, to the furthering of a career.

³ Based on the number of children in families in receipt of Income Support or Income-based Jobseekers Allowance, and the number of children living in families in receipt of both Child Tax Credit and/or Working Tax Credit whose reported income is less than 60% of median income.

Benefit category	Harehills Area		Leeds
	Number	Rate	Rate ⁴
All Claimants	4,770	28.0%	14.2%
Jobseekers Allowance	1,735	10.2%	4.1%
Incapacity Benefit / ESA	1,730	10.1%	5.9%
Lone Parents (Income Support)	725	4.3%	1.7%
Other	190	1.1%	0.5%
Workless Households	4,380	25.7%	12.3%
Males			
	2,760	57.9%	53.5%
Females			
	2,010	42.1%	46.5%
Aged 16-24			
	880	18.4%	17.0%
Aged 25-54			
	2,855	59.9%	53.6%
Aged 55+			
	1,030	21.6%	29.4%

Table 3.1 All people in Harehills claiming out-of-work benefits (Department for Work and Pensions 2010, via Harehills profile, Leeds City Council).

On most indicators, Harehills has greater health problems compared to the Leeds average. Health data is available at the Medium-layer Super Output Area (MSOA) level⁵. It reflects familiar combinations of poor health in poor neighbourhoods (table 3.2).

⁴ Rate of working age population, apart from gender/age breakdowns which are rates for all claimants.

⁵ The former HNRA is covered in whole or in part by four MSOAs: E02002377 (whole) – Harehills Triangle; E02002382 (part) – Harehills; E02002393 (whole) – Lincoln Green / Ebor Gardens; E02002394 (whole) – Harehills: Comptons / Sutherlands / Nowells

MSOA		E02002377	E02002382	E02002393	E020023894	Leeds
Hospital Admission Rates (2005-2007 standardised per 100,000 population)	Alcohol related	1207.7	1316.3	2210.5	1918.7	1026.5
	Myocardial Infarction	176.3	119.8	135.5	121.6	117.0
	Smoking related	1411.9	1538.2	1914.2	2171.5	1483.8
Mortality (2005-2007 standardised per 100,000 population)	All causes	681.3	586.5	925.0	694.2	577.1
	Smoking related	273.0	209.3	415.8	332.7	219.3
	Chronic Obstructive Pulmonary Disease (COPD)	31.7	26.2	66.1	64.1	31.6
	Coronary Heart Disease (CHD)	137.6	54.9	163.7	109.4	98.3
	Cancer	184.7	215.7	215.6	178.1	178.8
Child Health (2003-2007)	Infant mortality	6.7	2.4	7.0	9.8	5.6
	Low birthweight	12.1	10.6	10.0	8.4	8.1

Table 3.2 Health indicators, Harehills and Leeds (Source NHS Leeds (undated) via Harehills profile, Leeds City Council)

Harehills, then, like similar areas in other cities, is a superdiverse, multicultural neighbourhood which also scores highly on common indices of social deprivation. And as the country of birth, children's languages and interpreting and translation service data suggests, there are substantial ESOL needs. However, readers should not infer direct relationships between deprivation and multilingualism: poverty and marginalisation may well be exacerbated by low competence in English, but are not caused by it.

ESOL providers and centres in Harehills

We turn now to ESOL provision in Harehills. We begin this section by examining patterns of ESOL attendance at Leeds City College, by far the biggest single ESOL provider in Harehills and across Leeds. Then we outline and discuss patterns of other provision in the neighbourhood.

Leeds City College in Harehills

The graphs below indicate, by centre, where students enrolled on ESOL classes at Leeds City College live. A fifth (20.3%) of the ESOL students at the college live in the former HNRA, which forms the boundaries of the project, with the remaining students mostly from elsewhere in Leeds (71.0%). For each centre, figure 3.10 shows the proportion of students who live in each of four areas: Bradford (including Keighley), Leeds HNRA, Leeds elsewhere, and Wakefield.

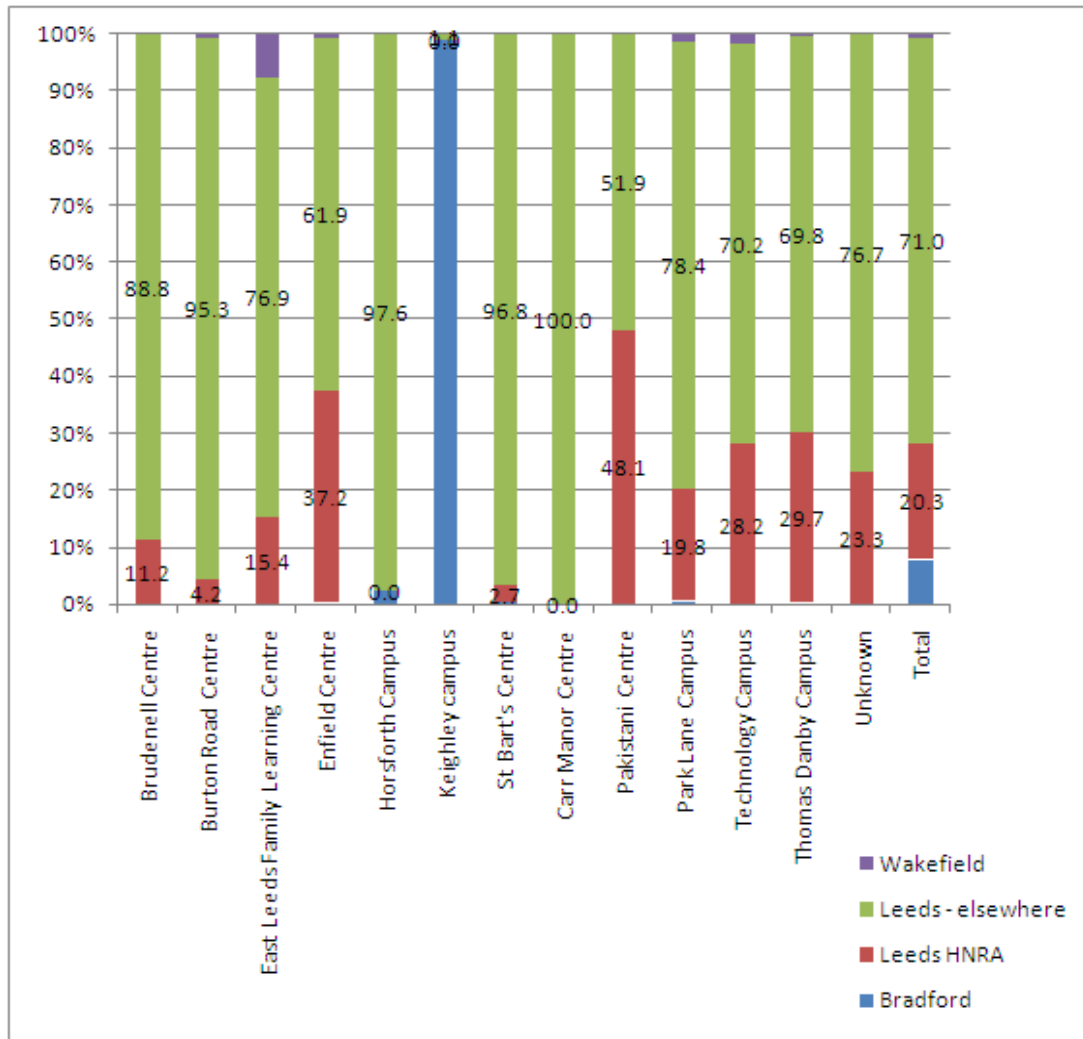


Figure 3.10 ESOL enrolments at Leeds City College centres, arranged by centre (2010 enrolments, Leeds City College)

Note that the Enfield centre and the Pakistani Centre are located within Harehills. Students from the area of Harehills encompassed by the demographic study make up 48.1% of students in the Pakistani Centre, with all the rest of the students at this centre (51.9%) coming from elsewhere in Leeds. The corresponding figures for the Enfield centre are 37.2% and 61.9% respectively, with a further three students at this centre from Wakefield.

A different way of looking at this data is to consider that students live in particular areas. Figure 3.11 indicates, for each area that they live, where they study:

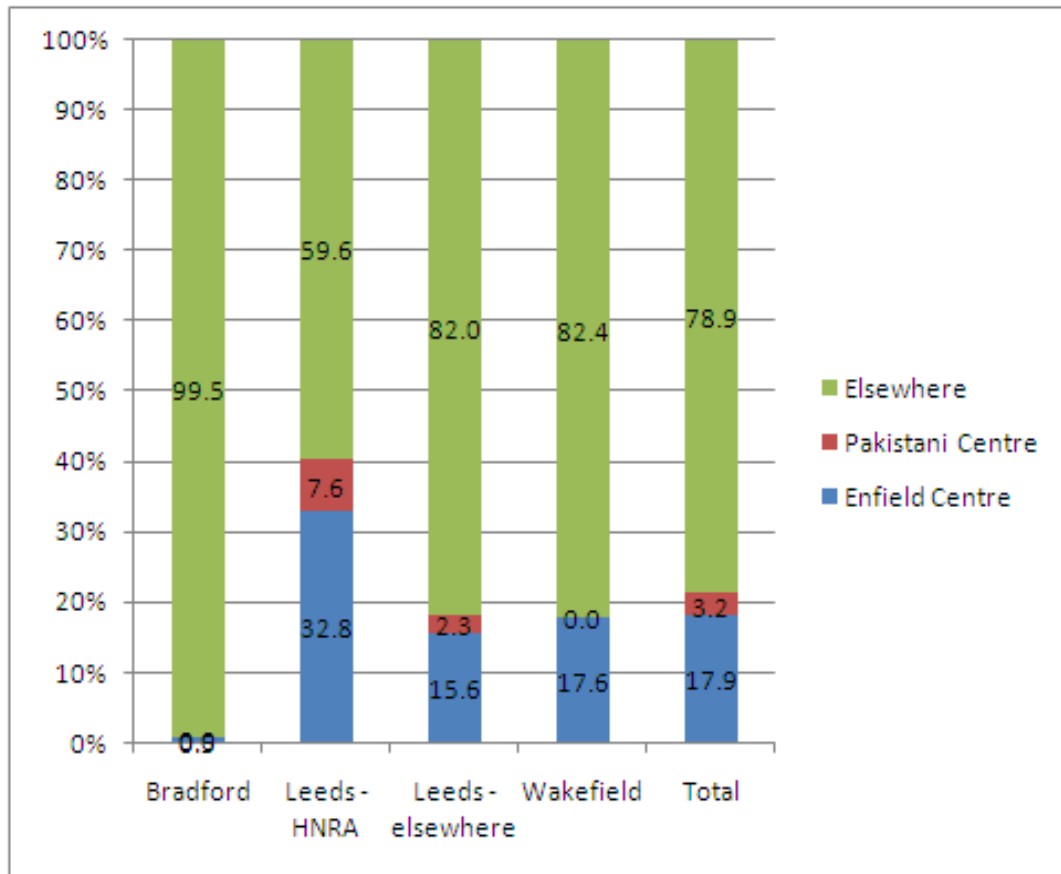


Figure 3.11 ESOL enrolments at Leeds City College centres, arranged by area (2010 enrolments, Leeds City College)

The graph shows that well over half of Leeds City College’s ESOL students from Harehills (59.6%) study ESOL courses in centres outside Harehills, approximately a third (32.8%) study at the Enfield Centre, with the remainder (7.6%) studying at the Pakistani Centre. We can speculate why nearly 60% of Harehills-resident ESOL students at the college study at centres outside the neighbourhood: long waiting lists at the centres within Harehills; people seeking specific provision, e.g. vocation-related courses; availability of a crèche at another centre. Word of mouth can also prompt people to travel both to and from Harehills to study. With the 2009 merger of local colleges to create Leeds City College, students from outside the area might now make long journeys to come to the Enfield Centre. This suggests that the *neighbourhood* might not be the best unit with which to consider the range of ESOL provision: it might be best to think of this city-wide.

The comments of one tutor at the Enfield Centre describe this pattern:

Now that we’ve become centralised and we’re one big college we’ll be able to say to them “well you live in Beeston you’ll be better off going to Park Lane.” Now a lot of people are very habitually coming to Enfield ... and word of mouth goes round and people know that this is a place that’s good or acceptable, approved by their peers, so people do travel across the city past Park Lane to come to here. I don’t believe you can really change that by saying, “you live here, you’ve got to go to this college.” I don’t know if people will accept that. They might say, “all my friends go here, I want to go here.”

Patterns of provision

Leeds City College centres are far from being the only places in Harehills where ESOL is studied. The area is characterized by a wide variety of ESOL provision, encompassing everything from Leeds City College, a large mainstream provider, to small-scale volunteer-run centres. Appendix 1 of this report lists the names, addresses and other details of the ESOL providers within the geographical boundaries of the project. Here we give an overview of this provision, along with snapshot descriptions of five very different providers in the neighbourhood.

A central issue concerning provision is funding. The large centres of Leeds City College discussed above and mentioned in Chapter 2 are recipients of Skills Funding Agency (SFA)⁶ funding, as are other providers such as the Worker's Educational Association (WEA). At the other end of the spectrum is a range of different kinds of voluntary provision. Some is purely volunteer-run, through, for example, a church. Other provision is organized by charities which draw on a wide range of funding sources such as the National Lottery Fund in an almost continuous cycle of fund-raising. Another prominent agency is Jobcentre Plus: the provision at BEST Training, for example, is commissioned by Jobcentre Plus with funding channelled from the Department for Work and Pensions (see below and Chapter 6). Notable also are a number of private providers such as EMD and Educate First. In future the role of such private 'user-pays' provision is likely to increase in significance, particularly if providers are expected to bid for funding sources. Moreover, at many centres there are combinations of organizations working together in different ways. One centre might host classes provided by different organisations. These in turn might receive their funding from a range of sources, creating complexity which will raise questions of continuity, coherence and quality assurance.

Furthermore funding relates to lesson content and curricula, sometimes in complex ways. For example, some funders might insist on certain content (e.g. employment-related) or make-up of student cohort (e.g. women-only). The centres in the neighbourhood that run Jobcentre Plus-commissioned courses are expected to have an explicit orientation towards 'preparation for work'. There is also evidence of both voluntary and private providers picking up on the demand for citizenship-related courses. Finally, a refugee organisation offers courses in Academic English (IELTS) as a preparation for going on to further study.

The question of how students choose courses is also highly complex. They might not be entitled to enrol in a certain class: they might not be mobile and able to travel to a centre; they might not be at the right level; their immigration status might bar them from particular courses. We expand on such issues in Chapters 5 and 6. Something of a polarization of uptake on classes is evident, with the most vulnerable people (in terms of the measures of deprivation discussed above) being accommodated in voluntary provision, mainly due to factors of access, while the more mobile will be drawn into mainstream courses with clearer progression routes into work or further study. The voluntary provision can be regarded as peripheral in terms of stability and continuity of funding streams, employment status of workforce, appropriateness of accommodation as a site for learning, and so on.

⁶ Previously, *Skills for Life* funding was channelled through the now defunct Learning and Skills Council (LSC).

Snapshots of ESOL provision in Harehills⁷

The Enfield Centre

The Enfield Centre is part of Leeds City College and is the largest ESOL provider in Harehills. A great proportion of funding for ESOL at the centre derives from the Skills Funding Agency. There are some 30 ESOL classes in total, including specialised 16-19 ESOL provision. Students come from around the world and represent every level, every stage of learning and every point in the migration process, from new arrivals to long-term residents. The centre has a reputation across the city as a good place to study ESOL and a waiting list to match; students travel to the centre from all over Leeds and further afield. The college is well-resourced and the teachers are generally well-trained and experienced, as is essential in a college in which the students have highly diverse levels and complex needs. There are also good opportunities for progression from ESOL into vocational training, and onto GCSE courses.

However, there are certain institutional barriers to effective ESOL provision at the centre, the most commonly-felt being a lack of adequate crèche places. The tight connection between SFA funding and student outcomes in examinations is also a major barrier and can have a negative effect on pedagogy: staff are under pressure to get students through exams, which can lead to the feeling amongst teachers that they are 'teaching to the exam'. That is to say, students' own needs and aspirations are not necessarily the primary concern. Although students at the centre tend to be quite exam-focused and like to pass tests, ESOL exams do not have much currency beyond the institution, and higher level students and teachers are aware of this. Finally, teachers at the Enfield centre are currently concerned with two major challenges: the effects of a re-structuring at college level and of the cuts to ESOL funding.

BEST

Business Employment Services Training (BEST) Ltd is a nationwide private-sector training provider targeting the unemployed. ESOL students are referred to the BEST centre in Harehills by the Jobcentre, which channels the funding for the classes. Attendance is mandatory and linked in to the benefits that students receive. The emphasis in terms of lesson content at BEST is on ESOL for employability, i.e. on the learning of English alongside the skills necessary to access employment. The provision is mixed level and students vary from those with basic literacy needs to those working at Entry level 3. Classes run for 13 weeks and students attend from 9.00 – 4.30 every day, for a total of 30 hours every week. Students are recruited on a roll-on roll-off basis, every Monday.

BEST has a mixed reputation; former employees and students of the centre have not always spoken well of provision there. Students, for example, have been taken out of college provision, against their wishes and those of their tutors, and placed with BEST. Teachers at other institutions have expressed reservations about its 'one size fits all' classes and the narrowness of the job-skills focus⁸.

Compton Road Library ESOL class

Compton Road library provides ESOL classes as part of its role as a community resource. One of these is a free-of-charge ESOL class which is managed by a member of staff and taught by volunteers. The majority of the students are women; although there is no crèche, the classes are held during school hours, meaning that most of the women who attend have school-age children or do not have a need for childcare. Some of the students have low levels of literacy and have not benefitted from much formal education in the past. One of the key advantages of the library classes is that they are informal and very flexible; students are never turned away and are accepted at every level, and there are no requirements in terms of attendance or end-of-course exams.

The IELTS class at RETAS

⁷ These vignettes draw on teacher interviews, interviews with ESOL managers, student questionnaires, field notes from repeat visits and email communication. Names of centres have been anonymised.

⁸ It should be emphasised that this evidence is, as yet, anecdotal in nature but it is clear that ESOL provision at BEST is the subject of debate in the area. See also Chapter 6.

This class takes place at a centre specialising in refugee employment, training and re-qualification. It is specifically aimed at people wishing to gain a score on an IELTS (International English Language Testing System) test which will enable them to enter Higher Education – although not all students take the exam or reach the level required to get onto a university course. There are four classes per year which have been partially funded by the European Refugee Fund until summer 2012; in order to qualify for funding, a percentage of the students needs to be refugees. The course is supported by advisors who help with advice on university entrance as well as professional re-qualification.

St Aiden's Church

St Aiden's hosts ESOL classes alongside a drop-in service where refugees and asylum seekers come for advice and hot meals. The ESOL classes are funded by grants from various sources including Leeds City Council and the Leeds Community Foundation. The church has a crèche run by volunteers. St Aiden's has approximately 25 to 30 ESOL students, all of whom live within walking distance of the church. This population is very fluid, however, and students tend to dip in and out of provision. Many of the students are not currently in employment and are asylum seekers or refugees, the majority being women from countries in Africa.

The centre is well known among the refugee and asylum seeker community in Harehills and beyond because the church is accessible to people who are either waiting for a decision on their asylum claim or whose claim has been rejected. The fact that the classes are free and childcare is provided is also a pulling factor for refugees and asylum seekers, although class attendance is not restricted to this group of people.

Summary

- Harehills is a superdiverse neighbourhood with a large multilingual population, many of whom have English language needs. In many ways the neighbourhood is emblematic of the bigger picture of superdiversity in Britain's cities.
- Given the range and extent of ESOL provision in the neighbourhood, Harehills can be seen as a microcosm of ESOL provision nationwide.
- Many students cannot be accommodated in mainstream provision for a variety of reasons, including long waiting lists, childcare and crèche availability, immigration status and eligibility, and affective issues such as their own confidence. Such students might find a place in community or voluntary sector provision which may be regarded as more peripheral.
- Patterns of ESOL provision, funding and attendance are complex, and pertain beyond the neighbourhood boundaries to the city as a whole.
- The pattern of multiple funders and combinations of providers and centres, as well as growing reliance on volunteers, is likely to become more typical under the proposed funding regime.
- The complexity of provision and funding raises questions of continuity, coherence and quality of tuition for the benefit of students. Impending changes to ESOL funding means that it cannot be assumed that current funding streams are stable.
- The diversity of provision and funding points to the need for a dynamic city-wide directory of ESOL provision.

Chapter 4: Stakeholders' perspectives on ESOL needs

This chapter presents the views of key ESOL stakeholders on current ESOL needs, both met and unmet, and on how identified priority groups may be better supported in the future. Findings are drawn from semi-structured interviews focusing on the question: 'What are the issues around knowledge of and ability to use English with the people that you and your organisation deal with?' Eleven interviews were planned. Two did not take place: the HR manager at the College of Further Education was unavailable for interview; and Jobcentre Plus preferred to provide written answers to questions. Table 4.1 lists the stakeholder informants (using pseudonyms), their organisations and the domain of activity within which their work takes place.

Interviewee	Role	Organisation	Domain
1. 'Robert'	Experienced ESOL learner	Third sector education and training advice provider	English language learning
2. 'James'	Group Business Manager	DWP/Jobcentre Plus	Employment (policy) (written response)
3. 'Janet'	Team Coordinator	Leeds City Council Interpreting and Translation Team	Interpreting and translation
4. 'Kevin'	Employer Services Manager	The Skills Funding Agency (SFA)	Education and training funding
5. Unavailable	Human Resources Manager	Local college of further education	Further Education/Adult Education provision
6. 'Sharon'	Office Manager	East North East Homes (Leeds)	Council housing
7. 'Dennis'	Manager	'Bilingual Advocates'	Third (voluntary) sector
8. 'Keir'	Local Member of Parliament	Parliament	Political representation (national)
9. 'Callum'	Human Resources Manager	Local processed food factory	Employment
10. 'Pakeeza'	Centre Manager	Local health centre	Health
11. 'Kareema'	Local Councillor	Leeds City Council	Local Government

Table 4.1 Stakeholders

Emerging issues

The evidence of stakeholders is particularly valuable because it provides a glimpse of the business end of English language learning: how English language is used in communication in real-world contexts and with what degree of success and cost to those involved. Four broad themes have emerged from our discussions with stakeholders:

- the range and nature of English language needs seen in terms of their impact on the interviewees in their professional capacities;
- the costs of this impact to both interviewees, priority group members, and others;
- how best to address needs;
- where responsibility for addressing needs should lie.

Stakeholders perceived English language needs at a number of connected levels. Firstly, the 'basic English' needed to carry out everyday tasks. Secondly, English for specific activities, e.g. health professional/patient encounters, bidding for and taking up residence in council

properties, going for job interviews, working in a particular factory and so on. And finally, on a more abstract level, socio-cultural knowledge, e.g. of how local systems and procedures work.

Linguistic and communicative needs

Levels and types of need

In the stakeholder interviews English language needs are often associated with specific ethnic groups. Many informants, for example, identify older 'Asians' (i.e. people of Pakistani descent) as having the greatest communicative needs. Kareema, a local councillor whose parents came from Pakistan in the 1960s, agrees that within this group needs were directly related to age.

If they're a lot older there's not even basic language there with them.

Janet, the Co-ordinator of the Interpreting and Translation Team, likewise sees a correlation between age and need in this group.

The older generation [of Pakistanis] cannot speak English, where the younger generation, the children, are accessing education. So they're going to school, learning English in school.

The same informant also notes gender differences within the group.

I think that because Asian women tend to stay at home look after the family while the husband goes out and works so they're not going out integrating in the community and learning more English. If something happened to the husband they're obviously then having to fend for themselves and that's when they're needing to access the services ... they've not had to ... go deal with finances or housing issues ... because their husband or partner's gone out and done that in the past ... They've never really learnt English.

Likewise, Dennis, the manager of an organisation which provides bilingual advocates to clients, frequently sees individuals of Pakistani descent who have 'been here for a while' but due to changes in life circumstances have to 'fend for themselves'.

In the past these people have relied on someone else for help with language problems but no longer have that support.

Whilst gender differences clearly do exist – and 'the Asian woman' is referred to stereotypically more than once as an example of someone disconnected from mainstream society ('possibly a female from an Asian family or whatever where they never leave the family home [and] there's no intention of them ever working' – Kevin, Skills Funding Agency) – such differences do not appear to translate into differences in rates of referral to the Interpreting and Translation Team, according to its coordinator, Janet.

I think we have a mixture of both male and female ... from what I can think from seeing the requests.

Indeed, Kareema (councillor) cites her own parents as evidence of the dangers of gender stereotyping in this context. Her father came to the UK in the 1960s and worked in the textile industry until he was made redundant in 1980.

Even to this day my brothers and sisters and myself we still have to take him to the doctors because he can understand but he's never communicated.

Her mother, in contrast, 'goes off to her own appointments' and accompanies Kareema's father 'wherever':

which is fantastic because she wanted to learn ... and she didn't have any education background whatsoever. Never even went to school in Mirpur ... I think she just was interested in and wanted to learn the language.

Along with her enthusiasm, Kareema attributes her mother's successful language learning to her home tutor. Later, Kareema's mother passed on her enthusiasm for learning to her children, encouraging them to study hard and to sit their school exams.

The tendency to talk about 'groups' as having homogeneous needs runs through the interviews. Other groups identified by stakeholders as having significant need (people who 'struggle') include speakers of Tigrayan, Pushtu and Dari. Czech (i.e. for Roma migrants) is the 'highest demand language' for the Interpreting and Translation Team 'at the moment'. And the Chinese community, within which 'there has been a 'massive change ... in the last five years' re-emerges as a priority group. As Dennis (Bilingual Advocates) says,

Five years ago it was predominantly Cantonese speakers, a well-established community with lots of links into other services and so on, extended families. And now Mandarin speakers are the majority of the Chinese community that we see. So these are people relatively new to the UK ... often they are quite youngish in their twenties and so coming in and trying to make a home here, [which] means for ESOL there's probably an area where there's a lot of demand because of the place where they're at in their lives. It's about trying to get employment and jobs and establish [themselves].

This points to the need for ESOL to cater for rapidly shifting populations. Being able to understand the needs of people from particular groups can be a strength and one which can often best be met locally. However, categorising people in terms of their ethnic and cultural inheritance and affiliation is partial. Groups appear on the radar because they are already accessing services, some of which are designed specifically for them. Therefore the needs of some people will remain unidentified. Such people will almost certainly include destitute asylum seekers who are reluctant to apply for government support because they fear it will result in deportation, remain largely unaware of their entitlement to free primary health care, or are anxious about contact with the authorities and therefore do not access health services. They are also often deterred from accessing support from large voluntary organisations because of a perceived lack of independence of these organisations from the Home Office (Crawley *et al.*, 2011).

Stakeholders' perceptions of competence and challenges

Leaving aside older individuals of Pakistani descent, stakeholders were in general agreement with the observation of Callum, the HR manager at a food processing factory:

There's nobody that cannot speak English. What we have is varying levels of English.

Janet (Interpreting and Translation) explains that:

Sometimes a conversation will start off where the customer can speak English or broken English and they can understand what the member of staff is saying. But then it gets to a certain point and then they'll say, "I don't understand."

Often, however, establishing what is and what is not understood is more problematic. As Sharon (Housing) says:

A lot of them do have some language, and the problem is when you've got an issue to deal with you've really got to make a decision about how much this person is understanding before you get some sort of interpretation, and I don't know whether that's something that comes with experience.

Dennis (Bilingual Advocates) thinks in cases where *'people have a basic understanding of English, they give the impression they understand what's going on. So interpreters are not used.'* But, due to the *'intricacies of the conversations ... clients don't actually understand and aren't understood.'* Dennis attributes client's failure to admit incomprehension to *'not wishing to be seen as not understanding, not wanting to be constantly asking for explanations ... part of a coping mechanism.'* This observation has clear implications for ESOL teaching: the content of ESOL lessons needs to engage with interactional complexity within specific domains of activity.

A particular area of *'complexity'*, according to Dennis, is literacy.

It starts off with basic reading issues. People arrive with a bag full of letters, none of which they can understand. It's come to a crunch point where someone is trying to collect a debt. It's gone to extremes. It could be a bailiff. They recognise that there's something urgent, but because they haven't been able to read the letters they haven't been able to sort the issue out.

Callum (food processing factory) points out that people with the most limited communicative resources often have *'numeracy and literacy issues in their own language.'* Again, this has implications for teaching and learning and for addressing the links between low levels of English literacy and unemployment.

Of further importance, quite obviously, is the need to understand local systems. In his interview, Robert, an experienced ESOL learner, identifies an inability to understand the UK *'system'* as one of the most consequential effects of limited English.

It was challenging because we knew nothing about the UK system. We didn't know where to go even for the transport. We couldn't manage with the transport. Because of our lack of English at the time.

One thing that greatly concerned Robert was his initial inability to help his children in their schooling:

Our children when they started school, coming back home, we couldn't support them because we had to support them in the UK the English curriculum, the UK system. It was very challenging. If I don't speak any English and my son comes back with homework, with reading, how can I support him? ... It's very clear that for integration, for supporting kids with homework, and for just getting by English is essential.

Almost all stakeholders raise the issue of target group members' lack of understanding of local ways of doing things and how this is linked to language use. Kareema, for example, who is both a local councillor and a housing officer, notes the frequency with which, in both jobs, she is called upon to explain – and finds difficulty in doing so – the meaning of 'priority' in connection with council housing applications.

Stakeholders' perceptions of the costs of language needs

Another issue clearly highlighted by the stakeholders is their perceptions of the financial cost of unaddressed linguistic and communicative need. In a diverse society the costs of interpreting services are often regarded as excessive. While they can indeed seem high, and can be offset to some extent by the formal learning of English, some people in some contexts – both ESOL learners and everyone else – will always need to be helped through complex bureaucratic systems. This help is often provided informally (e.g. by family members). However, the cost incurred by some services in providing interpreting services is the cause of some anxiety, as these examples show.

The Health Centre

Patients with partial or minimal communicative competence can consume more human and financial resources than others. Issues at reception include patients appearing in person rather than telephoning, asking for interpreters (which involves members of staff being called away from their work to act as informal interpreters), and being unable to give accurate descriptions of their medical needs (resulting in GP appointments being wasted when patients could have had a nurse consultation, repeat prescription, or over-the-counter medication). Issues in consultation include difficulty in achieving understanding with doctors and taking staff away from their work to act as informal interpreters. When interpreters cannot be found in-house, Language Line interpreters are used. This involves longer appointment times, delays in accessing interpreters, and additional financial cost.

The Housing Office

Even people who 'have some English' require the services of an interpreter 'to make sure they understand', because misunderstandings and non-understandings create frustration and sometimes confrontation. Interpreters are drawn from the organisation's Communications Team, many of whose members are bilingual. This inevitably diverts them from their official or other work. When translators cannot be found within the team Language Line is used, incurring further cost and inconvenience. Inevitably, service interactions with partially and minimally competent communicators 'take longer to do than normal [and] the customers behind who are waiting get frustrated. So ... confrontation can build up', which affects the whole office.

Finally, there is the political cost of partial and minimal communicative competence and the social fallout of negative public perceptions of non-expert speakers of English. As Janet of the Interpreting and Translation Team observes:

Interpreting services across the whole of England do tend to be challenged and queried as in how much it's costing councils and the taxpayer. And I think we will always be a target.

This is one of the reasons Janet is looking to promote ESOL classes. People who become competent in English depend far less on the services of interpreters. Moreover, promoting ESOL is:

Encouraging the customer, to assist them integrate into the community better, to learn English. ... Even if it's very basic English, it may help them get a better life. They can do more things.

Addressing needs: Stakeholders' suggestions

We have presented accounts of stakeholder's views on the different levels and types of language need. These include linguistic, social, cultural, as well as other kinds of needs. Finally we present their comments on locating and accessing provision (publicity and outreach), matching provision to need, and the built environment.

A major point made is about lack of information and coordination about classes of ESOL. For example, when Kareema, councillor for Harehills, was told that there were twenty-five ESOL providers in her constituency she said, 'Wow! Where are they?' Janet of the Interpreting and Translation Team contacted the equality team in an unsuccessful attempt to find an up-to-date list of ESOL classes for a client. Later she 'overheard' that there was a class downstairs in her own office. Robert, the experienced ESOL learner, couldn't find a class when he first arrived in the country until a parish priest introduced him to a French-speaking family who were attending a class 'just next to our house. And we even didn't know.'

The demand for ESOL outstripping supply is a concern for the stakeholders. One reported:

feedback from customers who were saying, "You're referring us to these contacts for ESOL classes but they're always completely full. And the waiting list is many many months, if not years. And they haven't got funding for them any more so that's not going to go ahead."

On the other hand, stakeholders also express concern about those groups who, for whatever reason, are not accessing ESOL classes. Here the suggestion is that ESOL providers should work with other agencies and community organisations to access hard-to-reach groups and individuals, taking advice on course content and indicating content in publicity material.

Stakeholders also make the broader point that provision needs to cater for students' lives. Many priority group members, for example, are single mothers or have partners who are away from home or unable to undertake childminding duties due to work, educational, or

other commitments; hence a crèche becomes crucial. The need to consider providing single-sex classes, where necessary, is also an issue. Regarding course content, stakeholders suggest that this should be aligned to learners needs rather than more narrowly to their linguistic ability, so that in beginner- as well as at more advanced-level classes learners are provided with the resources to deal with the 'real life' eventualities they are already encountering, or to access appropriate help. Associated with this point, in designing and delivering work-based ESOL courses planners should consult the learners:

The main thing I would suggest is listening to the workforce. Listen to their needs. Don't just take it from a management perspective. This obviously translates to forums such as work councils and consultative committees. All those triggers and systems feed back to management – and not just managers feeding back to managers.

Stakeholders point out various ways in which providers need to be sensitive to the needs of their students. To begin with, the benefits of bilingualism and multilingualism in ESOL teaching should be recognised and reflected in provision.

Many of our clients have said that they are put off by the fact that ESOL classes are in English [only], they would rather have someone who speaks their first language so that they can ask questions and fully understand.

Stakeholders also note the need for English language teaching/learning opportunities for those with no or minimal literacy resources in English and possibly in their first language.

Many people are not particularly literate in their first language. And that's maybe one reason why they're worried about going to an ESOL class, because of their assumptions about the demands which will be made on them there.

Summary

- Stakeholders recognise three levels of ESOL need: basic English; English as used in specific contexts; and a broader knowledge of systems, structures and local ways of doing things.
- Stakeholders recognise that migrants will have more or less competence in English in certain domains rather than 'some' or 'none' across the board.
- The idea of relating needs to specific ethnic and linguistic groups runs deep. Some stakeholders recognise that some people's needs will remain unaddressed if needs are only conceptualised in terms of ethnic and linguistic groups.
- Stakeholders recognise both the necessity and the expense of translation services. ESOL provision is seen as a way of avoiding recourse to translation services.
- When it comes to addressing ESOL needs, stakeholders have an awareness that demand outstrips supply; they feel that ESOL needs to be better organised,

coordinated and integrated with other local services; and – crucially – aligned with the complex linguistic and broader social needs of students.

Chapter 5: ESOL teachers' perspectives on their students' language and learning needs

This chapter describes the language and learning needs of ESOL students from the point of view of their teachers. This chapter should be read in conjunction with the next, on 'Barriers to Provision'. This is not least because in many cases a need which is unmet (for a crèche, for instance) becomes a barrier.

The chapter begins with an outline of relevant findings from a survey of ESOL teachers in Harehills. There follows a discussion of ESOL students' language needs in terms of key themes:

- getting by in daily life
- language and community
- local provision and progression
- ESOL and beginner literacy
- higher level classes
- particular issues for younger ESOL students
- language and citizenship

Findings from the teacher survey

As part of this research, an online survey was administered to ESOL teachers in the Harehills neighbourhood. The process of design and administration of this survey can be found in the methodological toolkit that accompanies this report, and the full set of results appears in Annex 3. Here we summarise the findings, according to responses to questions about what students actually use English *for*, in their lives outside class. Questions were grouped around the skill areas of speaking, listening, reading and writing, and the functions for which students draw upon these skills. The survey is of teachers, so the findings are based on the teachers' perceptions, although it is probably fair to say that most teachers have an idea of their students' day-to-day language needs.

When asked about their students' oral communication needs, the highest number of responses are around speaking in everyday contexts, particularly in shops, and in interactions involving locally-based officials, in, for instance, the Jobcentre, the housing office, the children's schools, the GP's surgery. Communication on the telephone is identified as the greatest listening need, followed by listening to interaction between local-born speakers, and listening to instructions, for instance at work. As for the writing that ESOL students need to do, the most important is regarded as writing to fill in forms, followed by writing to apply for a job (CVs etc) and writing for communication with children's schools. Topping students' reading needs in English are letters from officials and bills, home/school communication, and local texts, for example adverts in shops, signs, communications from community groups. Daily life, rather than communication at (or for) work, emerges as a key, even overarching, theme. Daily life encompasses work, of course,

but from a teacher's perspective communication in the workplace is not a primary concern. We should note, however, that teachers are basing their comments on observations of learners who, in the majority of cases, are not working. Many of these students are still quite far away from the job market, even though at some point they would like to move into it: they are currently at an early stage in their language learning, or their immigration status prevents them from job-hunting, or they might have family or personal issues that stand in the way of employment. Given that much workplace communication is social in nature, to separate it out from interaction in other spheres is in some ways to posit an artificial divide.

The perception of teachers about their students' language needs largely mirrors that of the stakeholders, as discussed in the previous chapter. Whether or not it matches the reality of students' communicative needs in English, this list corresponds well to a typical functional syllabus for migrants to English-dominant countries such as that found in the Adult ESOL Core Curriculum (DfES 2001).

Getting by in daily life

We turn now to a content analysis of in-depth interviews with ESOL teachers (whose names and those of the centres in which they work have been anonymised). Sixteen individual interviews and a focus group took place, with teachers working in centres across the neighbourhood that reflected the range of ESOL provision in the area. When discussing students' daily life needs, teachers inevitably also talk about how their classes help to address those needs. As with the survey, mentions of the same types of needs recur through the interviews: dealing with letters, with bureaucracy such as appointments, housing, going to the doctor, speaking on the telephone, talking to children's teachers.

A persistent theme amongst teachers is the issue of *confidence* and of the teacher's role in helping students. One teacher describes how she helped a woman make a phone call to her GP, something that once she might simply have done on her behalf. Enabling the woman to make the call is presented as '*building up her confidence that she feels comfortable using her English to call the GP.*' Her role is to provide a '*stepping stone*':

Possibly other people that are native English speakers wouldn't even think about that, just picking up a phone and having to make a doctor's appointment is actually quite frightening if you're not quite sure, or if somebody's speaking really fast at the other end, and you can't see them as well, so you don't know you know what their facial expressions are like.

Language and community

ESOL is not just about meeting basic functional needs nor for immediate preparation for the workplace. Even as a prerequisite for learning English, ESOL students need to be able to meet others, avoid isolation, create networks and develop friendships. Yet such contacts are not always strong and for many ESOL students, their opportunities to learn and practise English outside class are limited. Teachers portray ESOL classes not simply as places where language is learnt, but also as important social spaces in lives that are often isolated and lonely. The personal histories of many students, and the trauma they have suffered, mean that they might arrive in the UK and in Leeds unaccompanied by family members or friends.

Some ESOL provision in the neighbourhood is closely oriented to enabling vital community ties that connect language learning to social life.

Language learning and social life

The theme of *community* emerges prominently in the interview with Elena, who works with parents at Treetops Primary School. Elena's work is based on a participatory model from Germany which builds up social networks and friendships between women as a necessary pre-requisite to formal, classroom-based language learning. Elena's approach to language teaching and learning is to encourage the students to engage in creative activities, using English but avoiding, at first, a formal focus on language study. Elena sums up what she considers to be the benefits and purpose of this way of working. She begins by describing how the Berlin project might work in Leeds:

It [the Berlin mother's concept] looked at working with them in a non-formal way and in a creative way ... to engage with them and to help raise their aspirations, build their confidence, increase their networks and enable them to get a better sense of what was in the city around them. And that's a sort of model that we've looked at and found worked really well. And the idea is creating also a sort of a sense of friendship but within a group support. So that for example some of the original women now continue to meet, and the idea is that we build up a group of women that still are able to engage and support each other and help look out for other ways that they can engage with different things that are going on in Leeds.

Elena illustrates the role of the ESOL class in providing a starting point for people to engage with others from their immediate neighbourhood, thereby breaking their isolation and creating the possibility for mutual support and language learning in a safe environment. These groups then become more permanent, and, importantly, self sustaining:

Some of the women that are still continuing to meet and bond, then it becomes self sufficient and we work with the school about enabling a sort of space in the school, finding time and a room that the group could continue to meet in, so on a Tuesday morning in the school there's a coffee morning, and we're going to just try and keep that going really and enable them to keep meeting.

Elena's comments on the function of the ESOL friendship groups resonate with theoretical work which emphasises the importance of 'contact spaces' in which people from different backgrounds can interact and build networks based on mutual understanding and trust. Elena also points to the importance of community resources, in this case a space provided by the local primary school, where meaningful interaction can occur.

Local provision

For various reasons many students are excluded from mainstream ESOL provision. This might be due to any of the reasons outlined in Chapter 6: because of childcare commitments, or irregular shift patterns, because they cannot afford to travel across the city, or in some cases because their immigration status renders them ineligible – including those who have had their claims for asylum rejected. Another reason why people might not access mainstream classes is because they are not ready for a formal learning environment. A central theme in many interviews with teachers is the need for students to be able to begin learning in a non-threatening environment before they can access mainstream college provision which may be intimidating.

Building confidence is very much linked to the notion of '*safety*', hence the frequent occurrence in the interviews of the term '*non-threatening*' when describing provision. This is often linked to the question of women-only space, which is a priority for Elena's organisation:

I think people want the opportunity to come and meet other people and practise their English ... but I think it's knowing as well that it's a women-only group I think is quite

important, as obviously we're working with women from different backgrounds and cultures and being really respectful of that, I think, and knowing that the women feel it's a safe place.

The question of women-only space is obviously linked to the question of childcare and crèche facilities, a persistent issue in the provision of ESOL which is accessible to people raising young children. Access to safe spaces and the building of confidence are not only issues for women, however. Carol (at the Way In centre) mentions a male student who is 'very very shy' who comes to the class for 'confidence to develop'. Carol makes the link between safe spaces and the sometimes traumatic experiences suffered by ESOL students which have impacted detrimentally on several aspects of their lives, including the ability to concentrate and learn:

[Being from] war torn countries has meant [that] members of their family were killed in a bombing raid so some of them have gone through a lot of trauma, and some of them are bringing that with them and dealing with that while they're learning, and sometimes they're on their own here and not with their family, so then they can be very isolated.

Community and mainstream provision

Small charities or faith-based organisations often seem to be the only organisations which are able to meet the needs of those who cannot access more mainstream provision. Informality and flexibility have traditionally been features of community-based ESOL. Local classes provided in the voluntary or charity sectors, including faith-based provision, are often the first point of contact migrants have with the experience of English language learning. Lucy, a teacher at a church in Harehills, teaches groups of women who, due to family commitments, struggle with mainstream provision. At the church the students do not have to attend every class, and the informal nature of the classes suit the patterns of their lives. The students can bring their children who are looked after by volunteers in the corner of the classroom. Such flexibility of provision is generally not found in college-based ESOL, as Lucy points out:

Obviously in going to college classes you have to commit yourself to being very regular or your name is taken off the list, but you know we have a policy basically turn up when you can, and that seems to fit well with people's life circumstances.

Society has always relied upon the voluntary and charity sectors to provide for the most needy, and some such providers manage to do so without drawing upon public funds – usually by relying on the goodwill of volunteers and perhaps donations. However, the needs of the people who are left out of mainstream provision are not unknown to the large colleges, and there are many examples of superb college-run community provision across the country which have unfortunately been cut in recent years. Likewise in Harehills: in former times Leeds City College ran a number of community classes in the neighbourhood which have now dwindled to two. This leaves most community-based provision to the voluntary and charity sectors.

College-provided outreach provision is increasingly difficult to fund, according to the ESOL manager at the Enfield Centre. She describes the Catch-22 situation that arises for students who do not fit neatly into institutional and funding systems, where funding is driven by levels of success in examinations:

We used to have a class that ran in the Chinese Women's Centre in the middle of Leeds. But the number of students that we can have on non-accredited programmes has been reduced massively by the college, so whereas before you could put all of those learners on non-accredited programmes, now it's much harder to do that so they have to take exams, but they can't take exams at the Chinese Women's Centre, so they have to come into college, but they won't come into college so they don't take exams, they fail, and if they fail they bring our results down. It's so exams-driven, it's so success-driven that – that is a barrier.'

Progression

Most teachers and students like to have some sense of a learning trajectory, i.e. where current learning might lead to next. In mainstream college provision, progression through levels is linked to funding and is therefore crucial to both teacher and student. In large colleges such as Leeds City College there is the opportunity to progress through the full range of levels of the Adult ESOL Core Curriculum, and students often move into vocational training. However, progression does not necessarily need to be seen as vertical movement through metaphorical space, that is, 'moving up a level' at college, or 'moving on' into employment or training. In some cases, progression is viewed as a broadening of horizons in, at least at first, smaller informal ways.

Community ESOL classes are viewed by many practitioners as 'stepping stones' or 'staging posts'. Maureen describes provision at the educational charity she works for, Helping Hand, thus:

We see it mainly as a sort of stepping stone because we try and inform people of provision that exists outside of us and get them onto it as far as possible. We do our very best to try and get people enrolled on other things.

Progression from such classes might be to other similar informal provision, to an ESOL class in a Further Education college, to other training, or to voluntary or paid employment. It is sometimes unclear, though, what students might be progressing to, pointing to a lack of coordination and information, even at neighbourhood level. As Maureen comments, this can be 'difficult to follow through really because people tend to get lost out of the system.' Suzanne at St Andrew's likewise explains:

Often we're a sort of staging post for people. We don't always know where people go to when they stop coming to us, sometimes it's because they have got a college class and sometimes it's because they've moved or sometimes it might be because they've found some work, it's for all sorts of different reasons.

Progress in language learning, of course, depends on a solid starting point which, for various reasons, many students miss out on when they first arrive in the UK. Previous ESOL research (e.g. Baynham et al 2007) has established that the length of time ESOL students had already spent in the UK by the start of their ESOL studies has a significant negative correlation with progress, all other factors taken into account. In short, more recent arrivals make faster and greater progress than longer-term residents.

Some teachers are aware of this, and support the idea of a free ESOL class at the point of arrival. One teacher mentions both pedagogic concerns (people learn more quickly when they first arrive) and social (ESOL classes help combat isolation):

I would like us to be able to offer more English classes for people when they arrive in the UK. Because it is so much easier for them to learn when they first come and they are so much more motivated and so much less embarrassed by their lack of English. You know when you meet people who've been in the country twenty years and they haven't learnt then it's very hard for them to overcome their embarrassment at not having learned. And of course they're older which makes it harder for them to

remember things. So I would want to provide English for people as soon as they arrive and to give them an idea of English culture and so they can just get to grips with what's going on here and not be isolated. So I think that would be my priority.

Progression to employment

A most pressing need for some ESOL students is to progress to employment. This is certainly recognised by ESOL providers: the Further Education colleges have been striving hard in recent years to embed ESOL more tightly within vocationally-oriented courses (*ESOL and Childcare; ESOL and ICT*), which tend to be very popular with students, and heavily subscribed.

As well as being vital for such students, this is high on the agenda of both local and national government. Here there is an overlap with Jobcentre Plus provision. One teacher, who teaches Job-Skills English with a local private training provider, works to develop the language and employment skills necessary to help the students access the employment market. Here, funding is tied to progression: funding depends on a student finding work after, or sometimes during, their English language course. Some students return for another round of provision and some simply return to the Jobcentre to continue to search for employment.

Whether progression is from the community to mainstream, vertically through college levels, into vocational training or into employment, the key to its success lies with four essential elements: appropriate high-quality provision no matter where it is accessed (whether community, mainstream or Jobcentre Plus); information about available routes; co-ordination between providers of different kinds in different sectors; and, most fundamentally, sustained funding to support a student's progression for the length of time necessary. These elements are discussed further in the next chapter and elsewhere in this report.

ESOL and basic literacy: a major need

Many of the teachers we have interviewed express concern that students who are not literate in their own expert languages face great difficulty in learning literacy in their new language, English. This is in contrast to those who have been to school as children and who are literate in their expert tongue. A lack of literacy skills has clear consequences for progression within formal instruction and particularly into employment. Some students have not had access to education in their countries of origin or have had an interrupted education. Teachers report that the number of students faced with the particular literacy issues that this raises seems to be growing. Of a female student from Afghanistan, one teacher says:

She wasn't allowed to go to school at all so she's got no education whatsoever, so she's got no context of learning and whereas her brother who's used facilities at Way In, he's almost university standard and they're similar ages, she is really struggling to learn and it will take a long time for her to get the basics really.

Another notes the cognitive difficulties people face when presented with learning literacy for the first time, as an adult, and in a new language:

Some of them are not literate in their own language which obviously makes it slower learning to read and write in English because for some students the whole concept of literacy is a new one.

The challenges facing a person with no foundational literacy skills in an expert language are immense: teachers note issues such as the lack of motor skills needed to hold a pen correctly; the inability to fill in even simple forms; beginner ESOL literacy students' dependency on others; and the psychological impact of this. Lucy stresses the fact that it is the students' literacy needs that are often particularly acute:

We've got quite a few people who are on the edges of maybe being frozen learners as well who maybe have been trying for a very long time and are still really trying and maybe have done quite well with their speaking, but reading and writing is still a really big problem, and spelling.

The reference to 'frozen' (sometimes known as 'fossilized') learners points to a need for basic literacy tuition; the speaking need is often less urgent as they will often have had continual exposure to the basic spoken language in their everyday lives and get by. Many of the students who have these profound literacy needs are members of well-established communities and have been in the UK for many years.

The effects of not having a schooled background can be seen not only in the rate of cognitive development (for example, how quickly if at all a student will acquire literacy in English) but also in classroom behaviour. Debbie describes how one student without a background of education – and in particular with no prior experience of the communicative methodology favoured by many ESOL teachers – has trouble focusing on study:

We got a very interesting student in this class, Mohammed, he is very keen, he has been coming for over a year now ... but his whole way he doesn't concentrate he's lovely he's absolutely wonderful he's the star of the class but he can't concentrate ... if I want them to work in pairs and I am trying to explain that I want him to work with another student he doesn't have any of that social sort of background of education that we take for granted, you know so many things that we take for granted, like working with the person sitting next to you.

This echoes findings from recent second language literacy research (e.g. Tarone et al 2009). ESOL teachers working with such students are aware that they will find learning literacy in English challenging.

Teaching beginner ESOL literacy

Students with low level literacy present many challenges to ESOL teachers.

Students with uneven levels of skills

You end up with a learner who's an entry three speaker but still has major issues with spelling, with handwriting, with letter formation.

Mixed ability classes

We don't have the time to sit down with learners one to one or in small groups and coach them on how to write effectively.

Appropriate materials for adult second language literacy learners

I'm always conscious of the fact I'm not dealing with children, I'm dealing with adults and sometimes the materials that you have are may not be appropriate.

Paucity of materials

At the end of the day people need to learn how to read and write at a very basic level, and there's a lot for kids but there's not a lot for adults and I think that's a massive gap in materials market that needs to be addressed really if those adult literacy issues can be tackled.

Specialised provision, training and appropriate materials, then, emerge as the key issues for teachers. They find that even the revised Adult ESOL Core Curriculum (DfES 2001/2009) and its associated sets of materials are short of relevant content and advice for those charged with teaching beginner literacy. Some pioneering adult ESOL teaching materials and training programmes exist (e.g. Spiegel and Sunderland 2006), but the fact remains that teachers continue to feel under-prepared and under-resourced in this particular aspect of their practice.

Mixed level classes and an apparent rise in the numbers of people coming into ESOL classes with very low levels of literacy point to the lack of provision that is appropriate for such students, the ability and capacity of teachers and organisations to cater for these particular learning needs, and adequate teacher training and materials development (see Chapter 6). The support needed might not be found even at a well-equipped college. It is also the case that the very students whose ESOL and literacy needs are greatest are those who present a problem for institutional hierarchies: they find it difficult to make the progress to pass exams at the speed required for the colleges to draw down funding.

Higher level classes

Some higher level ESOL students wish to capitalise on their existing professional qualifications gained overseas, to retrain or to progress to university. For the latter they are required to reach a certain level in the IELTS exam. This level of progression is generally difficult and expensive and there are few places in Leeds where students can follow a preparatory course. One site where poorer students can study for IELTS is a refugee training project. The teacher, Jim, describes IELTS as follows:

It's really for professional white collar people who need training and courses at university, and if you can produce an IELTS certificate at university then they will welcome you with open arms at a certain level. So it's a vital link for people who are required to show that their English is good enough so that they can cope with English-heavy university courses.

The course Jim teaches has an entry requirement set so that the applicants are more likely to reach the required level over the period of the course. The course requires that students have a high level of accuracy in writing and speaking and are competent readers and listeners: they aspire to be expert users of academic English. The exam is regarded as demanding because of the particular nature of the tasks it involves, and there is a sense that the IELTS exam works as a gatekeeping device:

It kind of really only tests specific aspects of English language appropriate to the actual IELTS exam, which is a peculiar beast anyway, it's not a normal exam. An English GCSE student would struggle with an IELTS exam. I struggled with it when I

first started looking at it, it's like if you've never done a driving test before and you're suddenly given this exam to do. What do I do? What's the technique? It's about technique more than anything else. A lot of the people that I work with have got pretty good English and can manage pretty well in university courses and business and so on but it's not acceptable for them just to turn up with what they've already got, they have to have an IELTS certificate. It's bad news.

Younger ESOL students

In recent years there has been a rise in the number of unaccompanied younger ESOL students – 16 to 19-year-olds – in ESOL classes across the country. This rise can be attributed to the effects and emblems of globalisation such as mass movement of people in the wake of war or famine, and has increased since the instigation of the Government's policy of dispersal, whereby asylum seekers are removed from the South-East of England to cities like Leeds. 16 to 19-year-old ESOL students are, of course, a very varied group. Teachers of younger ESOL students observe that children or young adults from European backgrounds are often less disadvantaged in class than those from non-European ones. European students who have been through a formal education system have already acquired certain socio-cultural knowledge which can partially offset the language problems that they face.

Younger ESOL students have particular needs that extend beyond the linguistic. In some centres there is not the experience necessary to make proper provision for this age group, in the way of support that goes beyond what the ESOL curriculum can offer. In contrast some (but not all) schools in diverse urban areas have long experience of providing support for their 'English as an Additional Language' (EAL) and 'New to English' students.

The ESOL tutors at Leeds City College recognise the importance of ESOL for the progression routes of these young people, and negotiate college and funding policies to ensure they find a place in a class. At the Enfield Centre there are over 100 younger ESOL students who follow ESOL courses as part of a broader, often vocationally-oriented curriculum, with an eye to progression to the workplace. The college also offers 16-19-year-old ESOL students tutorial support which provides an opportunity to address topics of particular relevance to this age group. Jack, a teacher of younger ESOL students, describes some of the topics covered:

We do things about sexual health and responsibility and that type of thing, we do that type of thing which I think they need a bit more guidance on.

Thus, in addition to the learning of English, provision addresses topics which are appropriate to the pastoral needs of younger students. This important work is analogous to Personal, Social and Health Education (PSHE) work in schools.

Language and requirements for citizenship

The requirement to produce evidence of progress in ESOL as an alternative to taking the *Life in the UK* citizenship test is a major motivation for lower level students seeking a class. Students (and providers) need evidence of 'one-level-up' progress and examination certification from ESOL and Citizenship courses to meet citizenship requirements, in lieu of a

successful citizenship test pass. One teacher, Nasim, is well-placed to comment upon such needs, and captures student motivation as follows:

Primarily they're interested in fulfilling the requirements of the Home Office so they want two documents from us, the letter attesting that they have attended an 'ESOL with Citizenship' class and proof that they have progressed one level up in speaking and listening. If they didn't do that, if they fail they wouldn't be able to apply for citizenship to begin with, they wouldn't be able to have a British passport to travel, and if they applied without any of those documents they'd lose all their money.

Teachers are indignant that applicants for citizenship or Indefinite Leave to remain (ILR), often already very poor in most cases, are charged high fees to get through the application process. Nasim again describes how private ESOL providers exploit the demand for ESOL and Citizenship classes:

It's incredible how much they'll pay for ESOL and citizenship. There's one here, I heard about it, there's one here on Roundhay Road, they're charging £600 for one session per week for 20 weeks ... I feel very uncomfortable about it but they will pay. Unfortunately that's the way it is.

The quality of the learning experiences on offer from Private training providers of citizenship classes is also an issue. Moreover, even the *bona fide* providers carry out practices such as pre-selecting applicants according to whether they are likely to pass the exam at the end of a short course or not, rather than according to their learning need. The implications for the future are potentially profound, as private training providers are likely to form an increasingly important part of ESOL (including ESOL and Citizenship) provision.

Summary

- Teachers see needs in terms of getting by in daily life. This is addressed in ESOL pedagogy.
- Even as a pre-requisite to learning English, students need to be able to participate in the social life of a community.
- Locally-appropriate provision can be the stepping-stone to successful language learning and further progression into work for many students.
- Local provision tends to be the responsibility of the voluntary sector. However, this responsibility can equally be shouldered by an institution such as a Further Education college in collaboration with local community groups (cf. the 'New Approach to ESOL', DIUS 2009).
- Progression routes need to be clear and coordinated. Lack of funding and co-ordination is disrupting progression routes both between ESOL courses of different levels, and from ESOL into training and work.

- Basic literacy for some ESOL students emerges as a major need. This impacts particularly on employability and points to a need in teacher training.
- Progression at higher levels, i.e. for people wishing to practise their existing professions, those wishing to retrain, and those wishing to move onto further study, needs to be considered alongside that of progression at lower levels.
- Younger ESOL students have particular needs that extend beyond the ESOL curriculum.
- ESOL for citizenship is a major motivation for seeking a class. Private providers recognise this, and are moving into the field accordingly.

Chapter 6: Barriers to ESOL provision

Certain ‘macro’, or structural, barriers to accessing appropriate ESOL provision underpin other categories and implicitly run through our analysis: insufficient funding, unmet need, a ‘one-size-fits-all’ adult education policy, immigration status and eligibility, and the marginal nature of much ESOL provision. These matters are discussed in the conclusion of this report. This chapter moves outwards from an opening discussion of barriers to ESOL provision experienced by students and potential students on a personal and individual scale, towards those that are more systemic. Hence we begin by attending to matters of childcare, health, travel and associated costs and the times of classes. We then turn to problems with finding information about classes, which we relate to coordination of ESOL provision, locally and city-wide. We end with a major theme of the chapter, appropriate provision, and the related issue of work-related/Jobcentre Plus provision. To set the scene, we present a short illustration of how ESOL is positioned as marginal, even in physical space.

Liminal spaces of ESOL

It is not unusual for ESOL classes to take place in seemingly *ad hoc* conditions, in ill-equipped premises, and frequently in rooms that were not designed as classrooms. Baynham and Simpson (2010) describe such sites as ‘liminal spaces’: ‘liminality’ being a state of in-between-ness or ‘neither one thing nor the other.’ They describe one such class as taking place in ‘an in-between space, in a kind of anteroom which everyone in the building, adults and children, must be able to pass through freely’:

Debbie, who teaches in a church in Harehills, similarly gives voice both to the marginal nature of the sites of ESOL, but also to the sense that a teacher will ‘make do’: the notion that ‘anything is better than nothing’, and that what is important is not simply the facilities, comes through clearly:

I would say I am quite happy with what we have. I mean it would be good to teach in a better situation. As you can see I am teaching here in the sacristy, I mean personally I like this room but its very cold and it's not exactly the best surroundings, but again I think that when they come here, they are met with warmth and welcoming.

Such liminality is not only evident at the level of the ‘classroom’. The Enfield Centre of Leeds City College is itself a former warehouse: windowless and stuffy, and according to the manager, a condemned building.

ESOL student survey

Broad findings in this chapter are drawn from a survey of 179 ESOL students currently studying ESOL in Harehills⁹. Two thirds of these students are women. The average age of the students is 32, and the average time they have spent in the UK is a little over 6 years. The students come from 38 countries. The top 15 of these are

1. Pakistan	6. Somalia	11. Angola
2. Eritrea	7. Sudan	12. Bangladesh
3. Afghanistan	8. Congo	13. Cameroon
4. Iraq	9. Ethiopia	14. Lithuania
5. Iran	10. Poland	15. Uganda

28 of the 171 students who answered a question about schooling have not been to school at all, and a further 57 have only some primary education. Conversely, 52 claim some tertiary education. 76% of the students in our survey say that they are able to write their expert language and 72% that they are able to read it. The vast majority (83%) do not currently

⁹ We surveyed all the students in 10% of ESOL classes, and at least one class, in 16 centres on the project.

work. These general characteristics reflect patterns encountered in larger recent surveys of ESOL students (e.g. Baynham et al 2007): in this sense the students are typical.

Around half of the students surveyed reported that they had encountered no problem when trying to find an ESOL class. (Women are less likely to report finding no barriers to finding a class – 43.2% of women state this compared to 58.2% of men.) This perhaps points to the issue of asking current ESOL students about barriers to access: they are presently in a class and have managed to find provision. The difficulty of identifying, finding, or gaining a sense of unmet need is a methodological issue that is taken up in section 11 of the toolkit that accompanies this report. Those students who did report problems in finding a class noted matters such as cost, childcare, travel and information. A number commented on the fact that classes were full, or that there were long waiting lists. Likewise, over half the students surveyed reported that they had no problems when it came to attending class: a high proportion that can be explained at least in part by the fact that the survey took place in class time, and was administered with the aid of the class teacher. The problems coming to class that students reported were, in order, travel, cost, childcare and work. Other problems include health issues, and Jobcentre and other appointments. These matters are discussed in detail in this chapter, where we draw further on the results of the student survey, the in-depth interviews and focus group with teachers, and work from case studies with individuals and institutions.

Basic concerns

Some issues present themselves as barriers to provision on an individual and day-to-day level, though they relate to the larger systemic matters alluded to above. These include childcare, health, travel, and the ability or not to attend a class at a particular time.

Childcare

'One problem is ... there's hardly any provision with childcare' (Maureen, Helping Hand).

Lack of adequate, accessible childcare at times and locations suitable for parents wishing to study ESOL is a persistent, seemingly intractable barrier. After cost, ESOL students report that issues with childcare present their main obstacle to finding a class. There is a significant difference between women and men when it comes to childcare: unsurprisingly perhaps, more women than men implicate this as an issue when trying to find a class. The fact that childcare is a barrier to access to ESOL is a 'commonsense' one, and is one which exists in both college provision and that which takes place in the voluntary sector. College-based provision frequently fails to provide sufficient childcare places or even to consider the needs of parents when timetabling classes, a point made by one college ESOL tutor, Mark:

Childcare is the other massive massive barrier, just availability of childcare and the timing of the childcare, as well the fact that students are often late for classes because they're dropping their kids off at childcare that doesn't open until nine o'clock.

Many organisations do not have a crèche, and the reason given is invariably financial. When centres cannot afford to provide a crèche, students have to make their own arrangements, thereby adding to the already considerable barriers facing people in their learning.

Some organisations prioritise provision of a crèche as part of their commitment to women who are not yet confident enough to access college provision. Ensuring childcare is available for their women students might require a feminist commitment, as Carol at the Way In centre explains:

We always have a crèche. My manager has got a very strong commitment to having a crèche and even if lots of other things have been put on hold in times of recession, she will always argue that there is crèche provision.

Even where there is childcare in the form of a crèche, however, competition for places can be intense, and does not favour those without strong support networks, as Andrea (Panjabi Centre) explains:

The people who suffer most are the most vulnerable. For example, people without supportive relatives. This is especially the case when it comes to childcare. It's survival of whoever has a husband who can shout the loudest, they get the childcare places. It is great to have classes here, near where most of them live, but the small number of crèche places is a big problem.

We should note that other types of care impinge upon ESOL students' ability to access and attend classes: students might find themselves caring for an elderly or disabled relative.

Lack of suitable childcare was a barrier to access for many people even when ESOL was relatively well-funded under *Skills for Life*. Under the funding cuts proposed by the current Government this problem is set to be exacerbated further, as women who are raising young children rarely claim the 'active' benefits which will be required for them to qualify for fee remission in publicly-funded provision. This will mean that the very people most likely to suffer isolation and marginalisation even in their local communities – women with young children who don't speak English and who don't have the networks necessary to support them – will depend on the precarious funding available to voluntary organisations that have the political commitment to provide what they need.

Health

As students themselves report, health issues will affect a student's ability to attend class. Recall too that Harehills is a neighbourhood with higher indices of serious illness, compared to the Leeds average. The poor health of some students also raises questions about the extent to which they are accessing appropriate health care: students might not visit a doctor when they probably should, because they are unaware that the Health Service is free and are worried that it will cost them financially.

Health problems relating to the migration process pose a barrier to regular attendance at classes. Many ESOL students live with the effects of trauma in their personal histories, which can have a direct impact on their learning experience, their attendance, and their behaviour when in a class. Debbie describes how '*some students when they arrive are sort of shell-shocked*'. So both past events in their lives, as well as the current situation they might be in, can impact on their health, and consequently their learning; the past events can have both physical and mental repercussions in the present. For students seeking refuge and political asylum, trauma suffered in experiences undergone or witnessed in their country of origin

can manifest itself as depression. Students' children's health also has implications for their accessing and attending classes. This impacts particularly strongly upon women, as they will most likely be the ones staying away from class in the event of their child being ill. Lucy, who works at a centre with a flexible attitude towards attendance, hints at this when she says *'they don't have to commit to coming every single week if the kids are poorly or whatever.'*

Travel and travel costs

Some students travel long distances to get to classes, particularly to those held at the Enfield Centre of Leeds City College, but also to smaller community-based centres. Students travel across the city and beyond to get to their class, particularly if they identify provision they perceive as suitable for them, such as a specialised academic English (IELTS) course, or to centres with a good reputation city-wide.

Travel does take time, of course, and can also be expensive. As a barrier to getting to a class, many teachers note that the costs to students of travel in and around Leeds can be high. Mark, talking in general about the financial barriers faced by students, comments:

Just for a day rider or I think green zone it's fourteen pounds a week, four weeks in a month, that's fifty sixty quid, and if you're on benefits it's thirty five pounds a week. You walk.

Some providers aim to help with students' transport costs: students at Leeds City College can apply for a bus pass from the Learner Support Fund if they live more than two miles away from the centre in which they are enrolled. This type of funding is more likely to be available in larger institutions like the college. Some smaller providers manage to help with travel costs while others are themselves very short of funding, and although aware of the problem are unable to offer financial help to students.

Class times

In Harehills, as with ESOL provision more generally, there are more daytime than evening ESOL classes, but students who work in the day cannot attend these. (Conversely parents with young children are less likely to be able to attend an evening class.) Teachers note that ESOL students in work are often working in shifts. Finding and accessing provision at a suitable time is especially difficult for them: they might be working an evening shift, which will rule them out of an evening class. They might have trouble getting in on time for a morning class, and will often arrive tired. Moreover, shift work tends to be erratic, in that shifts can change, and fall out of step with the class students are enrolled on. When there are no classes available at suitable times, students who work are forced to try to negotiate shifts to fit the provision which does exist. Finally, students who were previously not working might have to leave a class because they find a job. They then might struggle to find another one which fits their schedule. The benefits of integrated workplace-based ESOL become clear when these factors are considered.

Information about classes and coordination

Students often find the lack of information about available provision to be a barrier to accessing appropriate English language provision. This issue is a problem for ESOL students and those who would advise them, and relates to the larger organisational matter of coordination of ESOL provision at a local and city-wide level. Recall that ESOL students can

often be very isolated and unsure about the process of seeking out a local English language class. A key source of such support can come through well-established community group networks or through membership of community institutions such as churches. Sources of information for students might be found in somewhat formal community networks, especially those which have an established centre from which to organise (e.g. the Bangladeshi Centre and the Pakistani Centre in Harehills). Most commonly, though, students find out about centres and classes through word of mouth. Word of mouth has to be relied upon because ESOL-providing organisations do not necessarily publicise their classes very well. One reason for this is that they are over-subscribed, and do not need to publicise. But it might not actually be anyone's job to publicise classes. Suzanne at St Andrews Church invokes 'word of mouth', pointing also to the nationality- and ethnicity-based networks of people in the neighbourhood:

The majority of our students are asylum seekers and refugees and usually they find out about our class through word of mouth through other refugees and asylum seekers. A lot them are from Eritrea at the moment.

That is to say, a refugee from Ethiopia or Eritrea who is a new arrival in Leeds will find out about the class at St Andrews from another refugee from the same part of the world who is studying at the centre.

Another matter is the quality of information available to students: sometimes the information which does exist is incomplete, or even wrong. Moreover, even when organisations have information, this needs to be communicated to students in an accessible way. Training is needed for frontline staff in talking to low level potential English language students, as Carol and Simone discuss:

S: It's also down to helping the learners understand ... you can't just give them a piece of paper and say "here, go there" ... because they can't be bothered to sit down and explain.

C: That's a good point because in all these services ... you are very dependent on a worker whoever is at the front there ... to actually be skilled in actually talking with people who have little or no English ... I have witnessed it in a few places where people don't take the time to, or find ways to, communicate something to someone.

Finally, information cannot be given where it does not exist, which indicates the importance of coordination of ESOL provision.

Fragmentation and coordination

Information about suitable classes for ESOL students is difficult to come by for individual teachers and even for agencies such as Jobcentre Plus, which might be expected to have the wherewithal to gather the data required to inform their ESOL clients. The information is 'fragmented', a word used several times by various informants. This makes it hard for students to access and for teachers to advise them:

It's all so fragmented and it changes all the time. I don't even know where to send my students, and they're all young but some of them they find it hard because they don't speak hardly any English, and so it's difficult to find out, and it's difficult for me to explain and all the rest of it and I only have them once a week. It's frag- it's not co-ordinated at all is it?

Teachers express frustration at the lack of co-ordination of provision at a city-wide level. Information is again 'fragmented' with 'bits here and there':

N: So there's nowhere that they can go and then look at the options, you know, what's available, what provisions there are, so it seems to be random really

J: Yeah, we kind of have a check with leaflets that have been handed through the door to us from various groups, and that's OK, but it's not comprehensive

N: It needs to be known, it needs to be known that you are a source of information

J: But again that's just in our area it's not comprehensive through Leeds

C: Well there was one wasn't there, 2009, but that's out-of-date so a lot of information is not updated, and that's no-one's fault but it's just no-one's responsibility either

Reliable up-to-date information about ESOL at a local level is difficult to come by because provision itself – particularly more marginal small-scale provision – can be ephemeral: funding streams dry up; classes close; providers move out; volunteers move on. It would naturally be easier to coordinate provision that was sustained and stable, which it is not. Nonetheless, while recognising this, teachers voice the benefits of having a knowledge of other provision in the area, including that which takes place in schools. Not least, this will help with planning their own provision. Suzanne says:

I think also in Harehills there's a lot of different pieces of provision and we don't always know what's available elsewhere and nor do the students, so it seems to me there's a huge waste of resources there. If we could tell the students, well you can come to us on a Thursday but there's this on a Monday and that on a Wednesday, and you'll be eligible for this but you won't be ... that would help them and it would help us.

Some suggestions were made by teachers for improving coordination of ESOL in Leeds and Harehills:

- a website listing regular locations where we know that ESOL is always going on
- a monthly newsletter
- people getting together to share where we're all up to with classes
- people connecting with other people
- this isn't difficult if someone's planning it
- there are a lot of volunteers, people dying to do something for the community
- work with management to get a better relationship with fourteen to nineteen schools partnerships

Appropriate provision

This is a big theme with many facets. The ESOL student population – in Harehills as elsewhere – is highly diverse, not just ethnically and linguistically but in terms of gender, class, age, immigration status, access to resources and length of residence. It is also a population which changes frequently. These two factors of diversity and fluidity present considerable challenges to teachers (see Cooke and Simpson 2008, Chapter 3), especially those who lack experience. Teachers have to be able to deal with fast-changing student populations, mixed ability classes and the contingencies of ESOL generally. They are not always equipped for new populations described in the previous chapter, e.g. teenagers, people with very low literacy or, conversely, people who have received a high level of formal education, as was the case with some migrants from Eastern Europe after 2004.

ESOL students: a population in flux and sporadic attendance

Around three quarters of ESOL students in our survey state that they attend every class, and over half report that they have no problems in coming to classes. However ESOL attendance can be sporadic, for many reasons. The ESOL student population is in many cases in flux: the student body is 'mobile' and 'very fluid'. Such terms are used in particular when referring to students who are refugees. Teachers will often talk of a 'core group' of attendees, with others' participation being more peripheral, often as their circumstances change.

Why is attendance inconsistent? Problems with travel, childcare, health and work are mentioned by students themselves. Appointments and interviews of various kinds (with a doctor, solicitor, social worker, child's teacher, the Jobcentre) will often disrupt planned attendance. Some appointments relate to very fundamental matters in students' lives. For example, an appointment with a solicitor about an asylum or a citizenship application will not simply entail a student missing a class. The appointment may disrupt attendance, but the outcome might affect their ability to stay in the country.

Appointments with the Jobcentre very frequently get in the way of attending a class. ESOL students do not necessarily have the linguistic capital to explain to the Jobcentre that they have an English class and cannot come for their appointment. Also, in many cases, Jobcentre appointments are simply non-negotiable: users of the service have to attend or risk losing their benefits, whatever their language level. Hence it is the English class that suffers.

Longer-term patterns of non-attendance are characteristic of ESOL students: they study when they can, which is not all the time. In fact the very nature of the ESOL student population means that it resists overly-structured and unresponsive provision. This is suggested in the vignettes of provision presented in Chapter 3, where we note that some ESOL students in centres on the project, as with adult students in general, 'dip in and dip out' of provision (Reder 2005) as a matter of course. While large institutional structures are not always sympathetic, the 'open door', continuous enrolment policy of some community-based provision allows for such attendance patterns.

Multi-level classes

Although they may be categorised by providers in particular ways, all ESOL classes are mixed level. It is not unusual to find fluent speakers of English who have been placed in beginner ESOL classes, based on their literacy level. Such a situation is more likely to arise when the number of possible classes is limited. In most centres in Harehills, there are only one or two classes, with a concomitant effect on the range of levels in those classes. Even in a large centre, mixed level teaching can present a challenge to pedagogy.

Providing appropriate and effective learning experiences for those with beginner literacy needs is a central challenge to ESOL pedagogy, and is not made easier when these students are placed in inappropriate mixed ability classes, where their basic learning needs are unlikely to be met (see Chapter 5). This points to the difficulty of a one-size-fits-all approach for establishing a firm foundation for learning and progression. When faced with a multi-level class, teachers will differentiate: that is, they will provide materials and activities that suit students with different needs within the same class. When levels are very varied in a group, differentiation does not provide a solution however, not least because of the extra preparation time it takes, and the level of training needed to carry it out effectively. To design materials for low-level literacy students, and to teach them effectively, is a specialised and time-consuming business, and cannot be done at all efficiently by one teacher who is also trying to teach students at higher levels simultaneously.

The converse issue is the lack of appropriateness of some ESOL materials and content for students who have had prior formal language instruction or have been educated in a system similar to the UK. As Mark points out:

We get a lot of European students who are coming to us with a very high level of education. Their spoken language is rusty but their grammar's not bad, and what we do in an ESOL class doesn't challenge them, and we get a growing number of students like that who are coming to ESOL, and we're doing the kind of same old ... ESOL stuff, and it doesn't meet the needs of the new European learner. Generally speaking the profiles of learners are changing. Maybe the way that we deliver ESOL's going to have to change as well to match the learner.

Another approach to mixed level classes is the use of classroom or learning support assistants, who, unless they are volunteers, are not affordable for most organisations. Even with the support of classroom assistants it can be difficult to teach a mixed class, as such support can be inconsistent and is not embedded professionally within the sector.

ESOL provision and 'community'

As with stakeholders, some teachers we interviewed feel that provision should be targeted at particular 'communities', so as to meet their specific needs. From a teacher's perspective, there is an imperative to respond to the needs of particular communities, which – as Carol suggests – can be done by funding more classes in the communities where people actually live and carry out their day to day business:

I've learned over the years it has to be you have to accept people on their own terms, don't you, and then changes happen. For example if Leeds City Council supported more community classes in places where different peoples were, that's a start and a big start.

It is not clear if Carol is referring to particular ethnic communities. Here, however, Nasim describes the importance, in his eyes, of provision which is sensitive to a specific group, the Roma community and the failure of provision to meet the needs of prospective Roma students:

The East Europeans come and go, they don't stay, because they're misunderstood, they don't feel like we're addressing their needs, they're treated shabbily really. Some of them are travellers and so they feel alienated, they don't feel comfortable being there. When I used to work for [a private training provider] they were forced to attend classes and forced to take-up jobs which never last for long and they go back again and again and again ... I think perhaps because they've been so alienated they don't bother any more.

Nasim was taking part in a focus group, whose participants also commented on the needs of another community, the Bangladeshi community:

Usually their English is very very very poor and they live in a capsule. I've had some who've been in this country for 30-40 years and they can't communicate in English. How on earth has that happened?

I mean most a lot of Bangladeshis haven't been to school in their own country so that affects their confidence.

Defining the characteristics and needs of ethnic or linguistic 'communities' is notoriously fraught: most 'communities' are more diverse than their labels would allow and discussions of this kind inevitably lead to a certain essentialising of groups and the individuals within them (see Chapter 4, on stakeholders' perceptions of migrants' language needs). That said, this was the direction taken by the New Approach to ESOL (DIUS 2009), a strategy proposed by the last government to ensure that provision was targeted at those most in need (see Chapter 2). The strategy was based on the principle that some groups, such as women from certain communities, had more difficulty accessing ESOL provision than others and suffer just the kind of problems discussed by the focus group. The New Approach, despite its potential to essentialise groups, did recognise barriers to accessing provision and the importance of provision provided in local communities.

ESOL provision for Active Out-of-Work Benefits Claimants

A recurring issue in discussions with teachers and students in the study is the rationale, content and quality of ESOL provision available for those people claiming active out-of-work benefits – Jobseekers Allowance (JSA) and Employment Support Allowance (ESA) – on the New Deal programme, and the relationship between this and other areas of ESOL provision.

Respondents in the study identified what they saw as a longstanding disconnection between this provision (on the one hand) and the college/centre providers (on the other). Examples were cited of JSA/ESA claimants on New Deal having to leave taught ESOL provision at a local college in order to attend alternative ESOL classes with organisations providing employability support, as a condition of being on JSA/ESA. This was due to students being required to join the New Deal, a mandatory government programme that required participants to attend specific employability training, which included ESOL classes. In such circumstances, some learners who responded in the study expressed how this had disrupted the cohesion of their learning experience, while the responses of some ESOL teachers pointed towards the need for provision to be more joined up. New Deal is due to finish in May 2011 to be replaced by the new Work Programme from 27 June 2011.

It is important to note that those staff interviewed in the study who were actually providing ESOL classes for JSA/ESA claimants via New Deal reported that they had no first hand experience of such a situation occurring. This further reflects a tension, in need of resolving, between different providers, while also pointing towards the '*fractured*' nature of ESOL provision and the need for better coordination between those planning, commissioning and teaching ESOL.

A concern amongst ESOL practitioners involved in the study is that future ESOL provision will only be able to attract public funding if it is solely focussed on employability, and that this risks excluding other important elements related to citizenship, cohesion and integration within society. This concern is exacerbated by the recent announcement from the Government that only those people on active out-of-work benefits will be eligible for funded ESOL provision.

A further concern expressed by ESOL practitioners interviewed for the study is that future ESOL provision could be taken out of the hands of trained and experienced teachers and managers, and given to private sector employability providers with less ESOL expertise. At

the time of writing (April 2011), prime contractors to deliver the DWP's new Work Programme were about to be announced. They will be expected to help an out-of-work claimant overcome any issue that prevents them getting into employment, including an English language need. This again reinforces the importance of improved coordination and connectivity between different providers to ensure that the needs of learners are fully understood and met in the future.

A number of ESOL students and practitioners who responded to this study expressed a view that ESOL provision accessed via the New Deal programme in the Harehills area was not comparable to taught provision available from the FE and third sector in terms of quality or appropriateness. Some of the student respondents expressed a view that the former failed to stimulate or enthuse them enough, and that it focussed too much on entering the labour market at the expense of other important elements of ESOL, such as citizenship, accessing services and contributing to the local community (see Chapter 4; see also the Refugees Council's (2011) briefing on this issue).

Quality control of ESOL provision was an issue identified by many of the study's respondents. Until December 2010 classes on the New Deal were inspected by Ofsted, but following the Ofsted Chief Inspector's report of 2010 (see in particular paragraphs 262-268) the DWP, which ultimately oversees this provision, removed them from the Ofsted remit. Quality assurance for Work Programme classes will now be handled by the DWP itself.

In April 2011, Business Employment Services Training (BEST) Ltd and Ingeus Deloitte were announced as preferred bidders in West Yorkshire for the DWP's new Work Programme. It will be important that both develop strong working relationships with expert and experienced ESOL providers in Leeds to help ensure that any jobseekers in and around Harehills with English language needs get access to high quality, joined-up and appropriate ESOL provision. Both BEST and Ingeus Deloitte will be responsible for enabling students to gain access to high quality ESOL classes where English language competence is identified as a barrier to work.

Summary

- When discussing barriers to provision and regular attendance, both teachers and students highlight concerns such as childcare, health, travel costs and waiting lists.
- Those most likely to suffer isolation and marginalisation even in their local communities – women with young children who don't speak English and who don't have the networks necessary to support them – will depend on the precarious funding available to voluntary organisations that have the political commitment to provide such potential students with what they need. This is likely to exacerbate the sense which already exists within further education of *the mainstream* versus *the periphery*, which is reflected even in the nature of the spaces which accommodate ESOL classes.
- While 'something is better than nothing', sustained, stable and appropriate ESOL provision, with clear progression routes, is the optimum. ESOL must be provided both at the mainstream and the community level, and these dimensions of provision

need to be closely coordinated, if not provided by the same organisations (*viz* the New Approach to ESOL).

- Information regarding ESOL is scarce and can often be inaccurate. This is due in part to the ephemeral nature of much ESOL provision.
- The general picture emerging from this study is one of fragmentation both local and city-wide, and one in urgent need of coordination (including between Adult ESOL and the secondary school sector).
- Where provision does exist, it needs to be appropriate. This means it has to cater for the needs of a mobile ESOL population, multiple levels of competence among students, students with little or no literacy in English or any other language. This implies a training issue.
- Concerns were raised within the study by both ESOL learners and practitioners regarding the quality and quality control of ESOL provision for active JSA/ESA claimants on New Deal in the Harehills area, and over the way it links with and complements other provision.

Chapter 7: Conclusions, implications and recommendations

The origins of this report lie in the recognition that in order for migrants to integrate in a meaningful way in their communities, i.e. to gain employment, retrain, participate locally and access their full set of rights, they require a sufficient level of English language skills. Competence in English underpins employability, and provides people with the ability to support themselves and their families. A key outcome of this research is to begin to improve the employability prospects and progression of Leeds residents who have English language needs, through more appropriate and effectively targeted ESOL provision.

Employment and employability are socially and politically situated, however. It is crucial to bear in mind that ESOL provision will not be effective if it adopts a narrow, short-term view (in terms of content and focus) towards employability. ESOL provision will only be effective if it is sustained and embedded in the whole of social life. It is not only the case that a knowledge of English enables communication for work, at work and in society generally. More than this: as a pre-requisite to learning English, students need to be able to participate in the social life of a community.

We also recognise that macro-level issues such as immigration control, poverty, racism, gender inequality and the marginalisation of adult education in general form the backdrop for ESOL provision. Such matters instantiate themselves in the talk of teachers and students as basic concerns such as childcare, health, costs and waiting lists. With this in mind, this report has examined ESOL needs and barriers to provision broadly.

This work also has to be read in the light of current policy towards ESOL and its funding. Funding is not, and never has been, sufficient to meet demand: this is an issue that has persisted for decades and which requires political will and financial investment to fully address. At times, for example under the *Skills for Life* policy between 2001 and 2007, there has been a more robust attempt to address the issue of funding and coordination of ESOL than in the current period.

This report responds to the original proposed outcomes, as articulated in the introduction:

- The scale and extent of English language skills needs of migrant communities in the neighbourhood of Harehills in Leeds.
- The scale and extent of English language needs of young people in the neighbourhood.
- The provision of ESOL, its delivery models, engagement routes and take-up rates in the neighbourhood.
- The barriers to accessing ESOL provision in the neighbourhood.
- The views of key ESOL stakeholders in terms of both current and future provision.

The report and the conclusions that follow cut across all these outcomes. The conclusions, recommendations and implications group into broad themes:

- mainstream and peripheral ESOL provision;
- fragmentation and coordination of ESOL provision;
- the notion of the 'group';
- appropriate provision and pedagogy;
- funding issues.

Before we turn to these themes, a final word about the neighbourhood that is the focus of the study. Harehills in Leeds is a superdiverse area with a large multilingual population, many of whom have English language needs. Harehills is emblematic of the bigger picture of super-diversity in Britain's cities. The diversity of the neighbourhood is reflected in the range and extent of its ESOL provision, which again can be seen as a microcosm of ESOL provision nationwide. This suggests that readers will be able to relate the content and conclusions of this report to their own contexts, in other diverse neighbourhoods of the country's urban areas.

Mainstream and peripheral ESOL provision

1. Within further education in general, and certainly within ESOL provision, there is a pervading sense among practitioners of the 'mainstream' and the 'periphery'. The mainstream usually refers to Further Education college provision, in particular that which takes place at large or main sites, and where students are likely to have access to a range of levels and progression routes, including into vocational training. Peripheral provision refers to other ESOL provision, which might be voluntary or private-sector, is often small-scale, and locally- or community-based. Mainstream Further Education colleges play a key role in neighbourhood ESOL provision.
2. The marginality of peripheral provision is sometimes reflected in the spaces which accommodate ESOL classes: classes involved in this project took place in a school staff room, a church sacristy, and a library meeting room, for example.
3. Many students cannot be accommodated in mainstream provision for a variety of reasons, including long waiting lists, childcare and crèche availability, immigration status and eligibility, and affective issues such as their own confidence.
4. Those most likely to suffer isolation and marginalisation even in their local communities – women with young children who do not speak English and who do not have the networks necessary to support them – will often be dependent on peripheral provision from voluntary organisations, for whom funding is often insecure.

Implications

- Students who cannot find a place in mainstream provision (due to their eligibility, status, ability to attend regularly, etc) might do so in more peripheral provision, including that from voluntary sector organisations, which often have the political commitment to cater for them.
- Funding for such organisations, when it is precarious, does not afford coherent, sustained provision.
- Locally-appropriate, and locally-provided, high-quality provision can be the stepping-stone to successful language learning for many students.

Recommendation

- ESOL needs to be provided both at the mainstream and the community level, and these dimensions of provision need to be closely coordinated, if not provided by the same organisation (see 'fragmentation and coordination' below).
- Local Authorities should take the lead in provision of ESOL and its coordination across a neighbourhood and district.

Fragmentation and coordination

5. Patterns of ESOL provision, funding and attendance are complex, and pertain beyond the neighbourhood boundaries to the city as a whole. The general picture emerging from this study is one of fragmented ESOL provision locally and city-wide which is in urgent need of coordination.
6. An overarching conclusion of this study is that the erosion of the cohesive framework afforded by *Skills for Life* is likely to lead to a return to the fragmented picture of ESOL provision of previous times.
7. The pattern of multiple funders and combinations of providers and centres is likely to remain characteristic of ESOL under the proposed new funding regime (see below).
8. The complexity of provision and funding raises questions of continuity, coherence and quality of tuition for the benefit of students. For successful sustained learning, progression and progression routes need to be meaningful, clear and coordinated. However, lack of continued and stable funding streams disrupts progression routes both between ESOL courses of different levels, and from ESOL into training and work.

Recommendations

- The diversity of provision and funding points to the desirability of a dynamic city-wide directory of ESOL provision.

- Coordinators of such a directory might recruit volunteers to assist in its compilation.
- Much locally-based provision is the responsibility of the voluntary sector. However this responsibility could be shouldered by an institution such as a Further Education college in collaboration with voluntary and community groups, and coordinated by Local Authorities, thereby bringing together the two sectors and enabling clearer progression from one type of provision to another.
- Information regarding ESOL is scarce and often inaccurate. This is due in part to the ephemeral nature of much ESOL provision. However, it is important that information about ESOL across the city needs to be connected.
- It is worth considering here some efforts made in other parts of the country at co-ordinating information on local ESOL provision, e.g. the ESOL Exchange in the London borough of Newham: see <http://www.aston-mansfield.org.uk/esol.php>
- Coordinators and providers might explore the potential of electronic networks in enabling and enhancing access to learning opportunities and coordination at local level.

The notion of the 'group'

9. The idea of relating needs to specific ethnic and linguistic groups runs deep. Some stakeholders, for example, recognise that some people's needs will remain unaddressed if needs are only conceptualised in terms of ethnic and linguistic groups.
10. Group labels can obscure the causes of real, underlying needs by associating them with ethnicity or language. It is often more helpful to see 'needs' in terms of other factors such as length and conditions of residence, previous education, future intentions with regard to training and employment, gender and, in the case of younger learners, age. These underlying problems will remain the same, even when the ethnic and linguistic identities of particular 'groups' in the neighbourhood have changed.
11. The idea of the 'group' should not be dispensed with altogether: the notion does have some purchase, though this might be short-term and strategic. People who identify as members of specific ethnic and linguistic groups are often well-placed to inform about specific locally-felt needs.

Recommendation

- When trying to assess need, providers and higher authorities should gain advice from, and consult with, community organisations about appropriate provision. This is notwithstanding the difficulties of identifying appropriate and knowledgeable 'community leaders'.

Appropriate provision and pedagogy

12. Participants in this project regard ESOL needs as lying in three spheres: a general or 'basic' knowledge of English; English that is needed in specific contexts; and a broader knowledge of systems, structures and local ways of doing things.
13. Where provision exists, it must address these needs in a way that is appropriate for particular students.
14. ESOL also has to cater for the needs of a mobile ESOL population, multiple levels of competence among students, and students with little or no literacy in English or any other language.
15. Younger ESOL students have particular needs that extend beyond the ESOL curriculum.
16. ESOL for citizenship is also a major motivation for seeking a class.
17. Concerns were raised within the study by both ESOL learners and practitioners regarding the quality and quality control of ESOL provision for active JSA/ESA claimants in the Harehills area, and over the way it links with and complements other provision. Concerns were also raised about the future provision and funding of ESOL at pre-entry and entry level.

Recommendations

- Some ESOL students have little or no literacy, either in their expert languages or in English, and this major need should be addressed in the spheres of employability and teacher training, and requires sustained resources.
- Conversely, many ESOL students have a more advanced level of English language and literacy. Provision and progression at higher levels, into work, re-training or tertiary-level study, needs to be considered alongside that of progression at lower levels.
- The particular extra-linguistic needs of younger ESOL students, i.e. their pastoral needs and the need to access the full curriculum, have to be addressed with specialised provision. A recommendation might be to strengthen connections between ESOL provision for 16-19-year-olds (e.g. in FE colleges) and provision for older EAL students in the secondary school sector.
- ESOL provision that is employment- or employability-related (e.g. DWP-contracted Jobcentre Plus provision) needs to address broad, transferable language (and indeed social) concerns, alongside employability-focussed ones.
- The notion of appropriate broad-based ESOL provision for jobseekers extends to all students: those whose language and literacy needs are more fundamental, or who are at a more preliminary level, still need to be catered for.

Funding issues

18. Impending funding cuts and their potential consequences dominate discussions with our informants and are a source of anxiety for senior managers, teachers, and students alike. Without being able to describe the precise picture before it has fully emerged, we can say that it should not be assumed that any current funding sources are stable.

Implications of the current funding policy

- In Harehills up to 75% of students currently in a free ESOL class will have to pay fees when these are implemented. Many of these students, predominantly women and the low-paid, are unlikely to be able to afford these fees and will therefore be excluded from provision.
- The ESOL sector will suffer job losses as a consequences of the cuts.
- The responsibility for ESOL is likely to be shouldered more heavily by organisations which have been successful at winning tenders offered by prime contractors in receipt of DWP contracts to deliver ESOL as part of the Work programme. The voluntary sector is likely to have an increasingly significant role.

A final word

When it comes to addressing ESOL needs, we recognise that demand will always outstrip supply. However, the conclusion that emerges most strongly from this research is that ESOL in Harehills and across the city needs to be better organised, publicized, coordinated and integrated with other local services; and – crucially – aligned with the linguistic, social and employment needs of students. While ‘something is better than nothing’, sustained, stable and appropriate ESOL provision, with clear progression routes, is the optimum.

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Appendix 1: ESOL Centres in Harehills

Name of provider or centre	Address	Contact details	Level and type of ESOL classes	Cost for students	Eligibility and registration requirements	Notes
Archway	95 Roundhay Road, LS8 5AQ	Chris Hoy 0113 3833900 chris.hoy@renew-leeds.co.uk	Informal	Free	Under 25s only; can begin any week.	Crèche available
<p><i>This centre provides a weekly informal ESOL class to people aged between 16 and 25. It is free and they are able to provide a crèche as well. At March 2011, they were planning to begin working with St Aiden's Church.</i></p>						
Bangladeshi Community Centre	Roundhay Road, LS8 5AN	0113 2350948	ESOL and Citizenship classes for levels Entry 1 to Entry 3	£250 for a 10-week course	Registration open every 10 weeks.	These classes are run by EMD: Zoe Reed, 0845 5332786, zoereed@emduk.com.
			Other classes are run by QED on behalf of the women's community group Shantona (contact shafia@shantona.co.uk)			
<p><i>At least two providers run classes in this local community centre. English Management Direct (EMD) run ten week courses of ESOL and Citizenship classes. A provider organisation, QED, also run classes here on behalf of another community organisation, Shantona. The centre also hosts the organisation Educate First (info@educatefirst.co.uk). This company primarily provides private tuition (one-to-one and in small groups) for school age children, but they have recently branched out into providing one-to-one ESOL teaching for adults at home (£25 per session).</i></p>						
BEST Training	Unity Business Centre, 26 Roundhay Road, LS7 1AB	Hyacinth Malik 0113 2470734 hyacinthmalik@best-train.com	All levels, beginner upwards	Free	Referral from the Jobcentre. Courses are 13 weeks long.	
<p><i>This centre is funded via Jobcentre Plus and runs free courses for students for JSA claimants. Each course runs for 30 hours over 13 weeks and will typically have 30 students enrolled. Students are usually referred by the Jobcentre. No crèche is available on the site, although they may be able to assist with finding childcare elsewhere. The centre has strong links with the Jobcentre as well as with local businesses and companies.</i></p>						

C.A.R.E. (CfE) Centre for Advocacy and Research (Centre for Enterprise)	Unity Business Centre, 26 Roundhay Road, LS7 1AB	Dorine Nakuit 0113 2431122 info@care-cfe.org	ESOL and Citizenship	User pays		
<i>Organised by a BME women's business group, this centre runs ESOL and Citizenship classes leading to a certificate. The classes are focussed on conversational skills and interaction, with an emphasis on learning about life in the UK. C.A.R.E. are presently unable to provide childcare on the site although in the past they have applied for funding to do so.</i>						
Compton Road Library	Harehills Lane, LS9 7BG	Bernadette Azarib, 0113 3367790, azarib01@leedslearning.net	Informal conversation	Free	Everyone welcome; can begin any week.	These classes are supported by RIES.
<i>These free classes are staffed by volunteer teachers through the Refugee Integration and Employment Service (RIES), a UKBA project that is due to end soon. They are relatively informal and students are welcome to join or leave at any point. The library is also able to provide other services to students, and works in conjunction with other libraries and ESOL providers in Leeds.</i>						
Hamara		Habib Khan, 0113 2773330, habibk@hamara.co.uk				Hamara help to organise classes at other centres.
<i>Another community organisation which plays a role in organising classes, at the Milun Centre and perhaps other places. Their role has not become clear in the course of this research.</i>						
Harehills Children's Centre		Margaret Hughes, 0113 380662				Childcare provided by the Children's Centre. These classes are organised by Learning Partnerships.
<i>At the time of the research, no classes were happening here, but they have been held here in the past through Leeds City College, Thomas Danby Campus in partnership with Leeds City Council. It is possible these may run again. At present the provision is provided through Learning Partnerships, who also provide classes in other locations, and the children's centre can provide a crèche facility.</i>						

Harehills Lane Baptist Church	13 Harehills Lane, LS8 4HF	Liz New, 0113 2628080	Informal classes in small groups to accommodate different levels.	Free.	All welcome. Men and women study in separate rooms.	Children are welcome to accompany parents.
<i>These free volunteer-run classes - officially one class, but separate rooms are provided for women and men to study in small groups - attract a large number of students (considerably more women than men). Having a good number of volunteer teachers, they can provide one-to-one support or allow students to work in groups of two or three. Children are welcome to accompany their parents.</i>						
Harehills Primary School		0113 2350539	Entry level 3 to Level 1	Free.	Recruits termly.	Classes here are provided by WEA (Brian Chadwick, 0113 2453304, bchadwick@wea.org.uk)
<i>Classes held here have been provided by Leeds City College, Thomas Danby Campus in partnership with Leeds City Council. It is possible these may run again. Currently the WEA uses funding from Skills for All/Skills for Life to run classes at this location.</i>						
Hovingham School	Hovingham Avenue, LS8 3QY	0113 2489537	Entry level.			
<i>Classes held here have been provided by Leeds City College, Thomas Danby Campus in partnership with Leeds City Council. It is possible these may run again. Only a minimum amount of information has been obtained about the Entry level classes currently running at this centre.</i>						
LASSN English at Home		Gerard, 0113 3805690	One-to-one home tuition for all levels.	Free.	Focussed on asylum seekers.	
<i>LASSN (Leeds Asylum Seeker Support Network) are presently providing one-to-one ESOL tuition to two students in the Harehills area. Focussed on meeting the needs of asylum seekers, they are able to send volunteer teachers to a range of locations across the city.</i>						
Learning Partnerships	Hudson Road, LS9 7ND	Carl Banks, 0113 3806662, carl@learningpartnerships.org.uk	Mostly beginner ESOL literacy.	Free	For those on JSA.	They also provide classes at Harehills Children's Centre, Shakespeare Children's Centre, and Shine.
<i>A provider as well as a centre, Learning Partnerships run classes at their own location for students who are currently on Jobseeker's Allowance, but also provide teachers for classes at Harehills Children's Centre and Shine.</i>						

Leeds City College, Thomas Danby Campus, Enfield Centre	Roundhay Road, LS7 3BG	Mary Clayton, 0113 2846400, mary.clayton@leedscitycollege.ac.uk	Entry 1 to Level 2. ESOL, CLaIT, and specific 16-19 provision.	Free if eligible for fee remission.		Crèche available.
<i>This is the largest centre in the Harehills neighbourhood, with 30 classes covering ESOL at Entry 1 to Level 2, CLaIT, and specific 16-19 provision. A total of 433 ESOL students are currently enrolled. It is chiefly funded by LSC and is free to students who qualify for fee remission. There is a crèche but it is heavily over-subscribed. Some teachers from the Enfield Centre also teach at other Leeds City College locations, such as the Pakistani Centre.</i>						
Leeds Refugee Forum	1 Cromwell Street, LS9 7SG	Ali, 0113 2449600	All welcome, a conversation class.	Free		Children welcome.
<i>The volunteers here run a lively class at which children are welcome. It is free, open to all levels of learner, and focussed on conversation and helping with daily life.</i>						
Milun Centre	31 Hilton Road, LS8 4HB	Jagmohan Manku (Mohani) and Avril, 0113 2290700, mohani.milun@hotmail.co.uk, avril.milun@hotmail.co.uk	Entry 1 and 2.	£1 per session.	Women only. Recruitment is every 10 weeks.	A crèche is provided for a small fee. The classes are run by QED and Hooper Kelah.
<i>This women's community centre hosts three ESOL classes for which teachers are provided by QED and Hooper Kelah. There is a nominal charge of £1 for each class, and the courses are ten weeks long. The classes are mixed level with Entry 1 and Entry 2 students learning together. Childcare is provided for which the students must pay. The organisation Hamara is also involved with running classes at the Milun Centre: Habib Khan, 0113 2773330, habibk@hamara.co.uk</i>						
Pakistani Centre	Conway Road, LS8 5JH	Pauline Leonard, 0113 2350948, pauline.leonard@leedscitycollege.ac.uk	Entry 1 to 3.	Under negotiation.	Recruits termly.	Limited childcare is available.
<i>A satellite location of Thomas Danby Campus, Leeds City College. There are presently ten classes being held here, with a total of 77 students. The costs of these classes are under negotiation. It is government funded and able to provide limited childcare.</i>						
RETAS	233-237 Roundhay Road, LS8 4HS	Jon, 0113 3805630	IELTS (levels 6 to 9)	Paid.	Refugee focussed. Level of English is tested prior to entry.	
<i>This charity provides IELTS (academic English) classes leading to qualifications in a weekly class.</i>						

Shakespeare Children's Centre	Roundhay Road, LS9 7HP	Pauline Webster, 0113 3668344				Childcare provided.
<i>We were unable to ascertain much about provision at this centre, except that childcare is provided.</i>						
Shepherds Lane Children's Centre	Roundhay Road, LS8 5AN	Tracey Brownbridge, 0113 2484603, tracey.brownbridge@leeds.gov.uk	Entry 1 to 2	Free	Women only. Over 19 only. Recruits termly.	Learning Partnerships provide the tuition.
<i>Classes here are funded (until May 2011) for students who meet their entry requirements: women over 19, unemployed or only in part-time work, not asylum seekers, without other government-funded provision or any qualifications over Entry 1, and living within the correct postcodes. For those who qualify, this centre can provide up to 30 hours of teaching within classes of maximum 12 students.</i>						
Shine	Harehills Road, LS8 5HS	Sarah, 0113 3880000, 0113 380662, sarah@learningpartnerships.org.uk	Beginner ESOL literacy to level 2.	Free	Eligible if on benefit, have the right to remain, and certain postcodes. Recruits monthly.	Learning Partnerships provide the tuition.
<i>This is another location at which Learning Partnerships provide classes. There are three classes here, which are free for those students who live in the eligible postcodes, have a right to remain, and are on benefit. The funding is provided by the Skill Funding Agency and Leeds City Council.</i>						
St Aiden's Church	Roundhay Road, LS8 5QD	Diana Zanker, 0113 2675893, revdiana@staiden-leeds.org.uk	Entry level 1 -3, Level 1	Free	All welcome.	Crèche available.
<i>Volunteer teachers run three weekly classes at this centre, supported by funding from the church. They are free and open to all, and a crèche is available.</i>						
St Patrick's Catholic Primary School	Torre Road, LS9 7QL	Denise Hudson, 0113 2480380, kneeshel01@leedslearning.net	Informal and for any level	Free	Family members of school pupils. Recruits termly.	Pre-school children welcome.
<i>These informal ESOL classes are free and open to all family members of children who attend the school. They are funded by the PPICL (Parent Partnership In Children's Learning) and welcome students at all levels. Younger children are welcome.</i>						

St Peter's Church of England Primary School	Cromwell Street, LS9 7SG	Christine Swaile, 0113 2934411, christine.swaile@leedslearnin g.net	Informal and for any level	Free	Family members of school pupils. Recruits weekly.	Pre-school children welcome.
<i>These informal ESOL classes are free and open to all family members of children who attend the school. The school provides the teacher for the class, which covers material about what children learn at school as well as ESOL directly. No crèche is provided but younger children are welcome.</i>						
Woodlands Primary School/Gipton Friendship Group	Foundry Place, LS9 6DA	Emma Goodway, 0113 3200159, emma3@space2.org.uk	Community and empowerment focussed group.	Free.	Women only. Family members of school pupils. Recruits for ten-week blocks.	Crèche has twelve places.
<i>This community- and empowerment-focussed group is for women who have English as a second language and whose children attend Woodlands Primary School. It is funded by the National Lottery (Big Lottery Fund) - this has been secured for 2011 and 2012. The crèche in the school has places for twelve children, and because of this the class is limited to twelve students. The organising group, Space2, also run sessions at other locations although with less of a focus on language development.</i>						

Appendix 2: Data sources

This appendix briefly lists the sources of data for the HENNA project. Further details of these data sets, associated instruments, guidelines for analysis, and how they can work together in a report such as this, can be found in the methodological toolkit.

Information for the **Demographic Study** included postcode data from Leeds City College, demographic data from Leeds City Council for the Harehills Neighbourhood Renewal Area, data from Jobcentre Plus, and information on referrals to the Interpreting and Translation Service of LCC.

We undertook a **Neighbourhood survey of ESOL provision** of around 30 centres within the geographic boundaries of the project (the Harehills Neighbourhood Renewal Area) where ESOL classes are provided (or in some cases were provided until recently). We collected a range of information for each centre, including contact details, fees payable, source of funding, availability of childcare, etc.

We carried out a **Questionnaire survey of 174 ESOL students**. These took place in 16 ESOL classes in the neighbourhood. They were administered as a whole-class activity, in most cases led by the teacher, with the researcher assisting students in completing the survey.

We carried out **16 interviews with ESOL teachers** working at different centres. The interviews were with the teachers of the classes whose students we surveyed.

A focus group with ESOL teachers was held: the discussion was recorded and transcribed.

We administered an **electronic questionnaire survey with ESOL teachers** in the Harehills neighbourhood, and received 17 responses.

We carried out **telephone interviews with managers** of five centres. These were recorded but not transcribed (though short extracts were transcribed and quoted from).

The student survey, teacher and manager interviews, along with other field notes, contributed to **five case studies of provision** in centres that reflect the range of ESOL provision in the area.

We did **in-depth ethnographic work** in two centres where ESOL is not taught. This data includes interviews with those aspiring to study but who are not studying.

We carried out specific **interviews with school EAL coordinators and coordinators of 16-19 ESOL provision**. These took place by telephone.

We carried out **ten stakeholder interviews** – mostly on the telephone – and wrote summary reports for each one prior to full analysis.