

**A Consultation on
*an Adult ESOL Strategy for Scotland***

Analysis of Responses

Enterprise, Transport and Lifelong Learning Department

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CONTENTS

	Page No.
ACKNOWLEDGEMENTS	2
GLOSSARY OF TERMS	3
1. EXECUTIVE SUMMARY	4
2. INTRODUCTION	6
<u>3. VISION AND PRINCIPLES</u>	8
Summarising the views of stakeholders	8
Issues regarding the definitions used in the consultation paper	10
Access to, and funding of, ESOL provision	11
Joining up existing strategies	12
<u>4. COLLABORATION AND CO-ORDINATION</u>	13
Summarising the views of stakeholders	13
The usefulness of a National Panel and Regional Fora	14
Misgivings about the suggestion to create Panel and Fora	17
National Panel and Regional Fora helping to match supply and demand	18
Thoughts on publicising provision – including thoughts on a website	20
<u>5. RAISING QUALITY THROUGH LEARNING AND TEACHING</u>	22
Summarising the views of stakeholders	22
The need for a clear professional development pathway	22
Setting up an expert group to consider professional development	24
A Scottish ESOL curriculum framework	25
<u>6. SUPPORTING LEARNING AND PROGRESSION</u>	28
Summarising the views of stakeholders	28
Closer links with employers	29
Recommendations to improve referral, guidance and support	31
The CPD needs of guidance and support staff	32
<u>ANNEX A</u>	35
List of Those Invited to Respond to the Consultation...	
<u>ANNEX B</u>	37
List of Those who Responded to the Consultation...	
<u>ANNEX C</u>	39
ESOL Consultation Events, August 2005 - Summary of Workshop Discussions	

ACKNOWLEDGEMENTS

We are grateful to the ESOL National Strategy Group and our colleagues in Analytical Services Division for their help in the preparation of this document.

GLOSSARY OF TERMS

For the reader's convenience, here are some brief explanations of key terms:

Adult Literacy and Numeracy (ALN)

The ability to read, write and use numeracy, to handle information, to express ideas and opinions, to make decisions and solve problems, as family members, workers, citizens and lifelong learners. (*Adult Literacy and Numeracy in Scotland, Report 2001, Page 7*).

Certificate in English Language Teaching to Adults (CELTA)

CELTA is an initial qualification for people with little or no previous teaching experience. It is accredited through University of Cambridge ESOL exams.

Community Learning and Development (CLD)

CLD's aim is to strengthen communities by improving people's knowledge, skills and confidence, organizational ability and resources. Key areas are youth work, adult learning and community "capacity building".

Diploma in English Language Teaching to Adults (DELTA)

DELTA is an in-service qualification for those with at least two years full-time experience of teaching English as a foreign language.

English as an Additional Language (EAL)

EAL is generally used to describe the teaching of English to bilingual pupils in schools.

English as a Foreign Language (EFL)

EFL is used to describe English for those coming to the UK, usually on a short term basis, for the specific purpose of improving their English. Often taught in non-English speaking countries.

English for Speakers of Other Languages (ESOL)

The term most frequently used to describe English language learning for those whose first language is not English. ESOL encompasses the knowledge and skills needed by adult learners to communicate effectively and confidently in English in order to participate fully in education, work and Scottish/UK society. Synonymous with English as a Second Language (ESL).

Teaching English to Speakers of Other Languages (TESOL)

A range of national and international bodies offer TESOL qualifications at various levels, from beginner to advanced.

EXECUTIVE SUMMARY

Responses and Other Feedback

- 1.1 The consultation was held between 25 July and 31 October 2005 and received a total of 55 responses. A list of those who were invited to respond to the consultation is provided at **Annex A**. A list of those that actually responded is provided at **Annex B**.
- 1.2 In addition to inviting written responses, a series of consultation events was held in Dundee, Inverness, Glasgow and Edinburgh. A summary of the workshop discussions at these events is provided at **Annex C**.

Vision and Principles

- 1.3 The vast majority of respondents agree with the vision and principles of the Strategy. This part of the document is especially complimented for its holistic, inclusive, flexible and learner-centred approach.
- 1.4 On the debit side, the definition of an Adult ESOL Literacy Learner used for ALN funding and included in the consultation paper is seen as unclear by most respondents as well as potentially excluding many people from ALN funded ESOL provision. As most ESOL students can read and write in their own language, the current definition of non-literacies learners is thought to be unhelpful. It is acknowledged that changing the definition is likely to have funding implications.
- 1.5 Linked to the definition question, there is also a strong underlying concern about the need for clear and adequate funding streams, both to support the Strategy and to meet current demand. This concern is raised by respondents in relation to most – if not all – aspects of the Strategy.

Collaboration and Co-ordination

- 1.6 Over half of respondents think that the National Panel and Regional Fora are good ideas in terms of encouraging closer collaboration. However, there is also some scepticism as to whether these creations will enable the better matching of supply and demand.
- 1.7 Those who are negative about the creation of Panel and Fora cite reasons such as increased bureaucracy and the duplication of existing work. Attention is drawn to existing CLD Partnerships as a simpler and cheaper means by which collaboration and co-ordination issues could be addressed.
- 1.8 While a number of respondents believe that extra funding will be required in order to support Panel and Fora, others claim that such money might be better spent on expanding and improving existing provision.
- 1.9 The idea of a website is broadly welcomed, particularly where the advertisement of staff development opportunities is concerned. However, in terms of conveying information to learners, this could only ever be one of a variety of methods used.

Raising Quality through Learning and Teaching

- 1.10 Well over half of respondents feel that there is a need to establish a clear professional development pathway. Other respondents argue that such a pathway already exists.
- 1.11 Those in favour of a pathway consider that it should be clearly linked to existing qualification structures such as the SCQF. They also think that delivery should be sufficiently flexible to ensure that all kinds of practitioners can benefit and that central (financial) support should be considered to encourage the take-up of opportunities.
- 1.12 About a third of respondents (mostly from community providers) mention and support the idea of setting up an expert group to look into CPD for ESOL staff. (Some suggest a mapping exercise should precede this). Amongst other things, it is felt that such a group could consider entry and progression routes for staff.
- 1.13 The idea of a curriculum framework is supported more by community providers than by colleges. However, all agree it should be based on practice and designed to complement, rather than supplant, existing frameworks. Suggestions are made for what such a framework could include.

Supporting Learning and Progression

- 1.14 There is general support to establish closer links with employers and providers, especially the former. Many propose that existing links and partnerships should be built on in this regard.
- 1.15 Suggestions for strengthening links include: working more closely with Careers Scotland and Jobcentre Plus; making more funding available; and providing support to employers.
- 1.16 Various recommendations are made for improving referral, guidance and support. These include: strengthening links to relevant agencies and providers; creating clear and comprehensive guidelines for staff; and providing better information centrally regarding practical/financial support for learners.
- 1.17 A range of CPD needs are identified for guidance and support staff. These include: language and cultural awareness, knowledge of funding streams, and familiarity with Home Office policies.

Next Steps

- 1.18 The information contained in this analysis will form the basis of a revised Adult ESOL Strategy for Scotland, to be published later this year. In revising the Strategy, the Enterprise, Transport and Lifelong Learning Department will be guided by the advice of the ESOL National Strategy Group, who oversaw the drafting of the original document. (See consultation paper for members of this group).

- 2 -
INTRODUCTION

The Background to the Analysis

- 2.1 The consultation on the draft ‘Adult ESOL Strategy for Scotland’ was held between 25 July and 31 October 2005. The consultation paper consisted of the draft Strategy combined with a Ministerial foreword, Stakeholder Platforms and a set of eleven consultation questions. It was published both in hard copy and on the Scottish Executive web-site¹.
- 2.2 A wide range of organisations and people from across the relevant sectors were invited to reply to the consultation. A list of those invited to respond is provided at **Annex A**.
- 2.3 In addition to inviting written responses, a series of consultation events was held in Dundee, Inverness, Glasgow and Edinburgh. A summary of the workshop discussions at these events is provided at **Annex C**.

The Sample of Responses

- 2.4 A total of 55 responses were received to the consultation. The respondents included colleges, Community Learning and Development Partnerships, Community Planning Partnerships, Adult Literacy and Numeracy Partnerships, local authorities, universities, local organisations and individuals. There were also collective responses from bodies such as the Association of Scottish Colleges (ASC), Learning Link Scotland, and the STUC. A list of those that responded to the consultation is provided at **Annex B**.

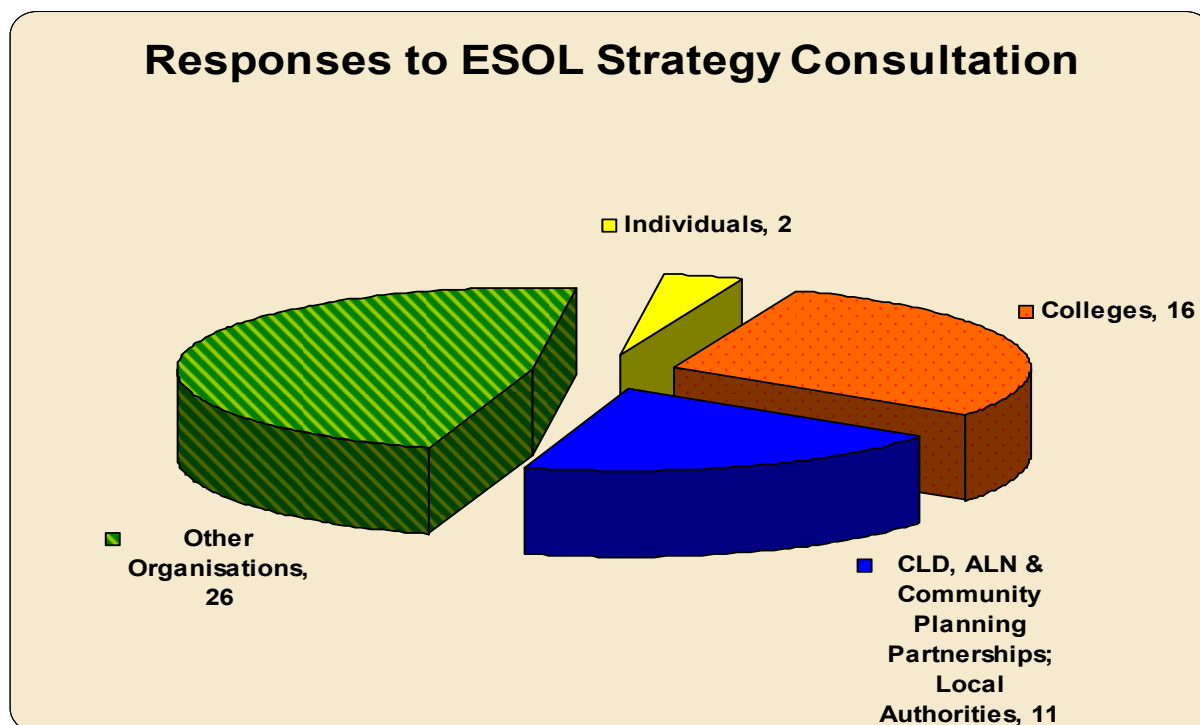


Chart 1

¹ Go to: <http://www.scotland.gov.uk/esolconsultation>

- 2.5 The responses from individuals were from practitioners rather than students. However, some students did attend the workshops. (See Annex C).
- 2.6 All of the non-confidential responses are available to the public from the Scottish Executive Library². (Note: There was only one confidential response).

Next Steps

- 2.7 The information contained in this analysis will form the basis of a revised Adult ESOL Strategy for Scotland, to be published later this year. In revising the Strategy, the Enterprise, Transport and Lifelong Learning Department will be guided by the advice of the ESOL National Strategy Group, who oversaw the drafting of the original document. (See consultation paper for members of this group).

² You can either phone the library on 0131 244 4552 or send an e-mail to SElibrary@scotland.gsi.gov.uk.

- 3 -
VISION AND PRINCIPLES

Q1 Do you agree with this vision?

Q2 Do you agree with these guiding principles and how we have defined them?

Summarising the views of stakeholders

- 3.1 Overall, the respondents agree with the vision and guiding principles of the Strategy. The opportunity to acquire adequate English skills is seen as crucial in terms of people's ability to participate fully in their local and national communities. At the same time, there is a broad recognition that ESOL learners come from a range of backgrounds and have a variety of needs. Nearly all of the respondents ask for clearer definitions and descriptions of ESOL learners as the present ones are considered to be highly problematic, particularly in relation to eligibility for ALN funding.
- 3.2 The following are viewed as particularly positive:
- holistic approach and view
 - inclusive approach – includes both refugees/asylum seekers and migrants
 - flexibility allowed (and necessary)
 - learner-centred approach
- 3.3 By far the greatest concerns of respondents relate to funding: whether in terms of the funding implications of current learner definitions, the funding mechanism for colleges or simply the need for more funding to support the delivery of ESOL. The following issues are also considered important:
- rural/urban dimensions (i.e. the different challenges faced by rural providers)
 - variations in access to training and provision – long waiting lists
 - links between strategies/building on or using existing partnerships
 - the need to identify and share best practice
 - the apparent omission of settled communities
 - equality between men and women
 - reciprocity (students having a responsibility to take advantage of the opportunities provided)
 - the apparent exclusion of the private sector
 - the apparent exclusion of the HE sector
 - the need to learn English for other than merely labour market reasons
 - promoting access to work (student organisation)
- 3.4 For colleges, the main issues would appear to be (besides definitions of the ESOL learner): better co-ordination and use of existing links/partnerships, funding and resources and, mentioned by a few, the issue of settled communities and new arrivals. For the one student organisation that responded, access to work and greater flexibility of courses are the most important issues.

- 3.5 While respondents from the Highlands and Islands and the north (CLD/ALN Partnerships and councils) tend to highlight the distinctive challenges of provision in a rural setting, the more ‘central’ and ‘southern’ councils, CLD Partnerships and voluntary sector organisations tend to stress the need for co-operation and linking up existing work and partnerships.
- 3.6 The voluntary sector also stresses the need for co-ordination and brings up issues of rights/entitlements for migrants. They mention the more social aspects of learning English (i.e. not just for access to the labour market) and highlight issues regarding settled communities and newly arrived migrants.
- 3.7 Only one ESOL provider (The Glasgow School of English) is directly negative about the Strategy, claiming that the contribution the private sector could make to its successful delivery is ignored. This point of view is supported forcefully, however, by enclosed letters from both the Scottish Chambers of Commerce and the Scottish Council for Development and Industry (SCDI), both of whom express their strong disappointment that the benefits of partnership with the private sector do not seem to have been acknowledged. Partly, they claim, this is symptomatic of a wider failing in the Scottish style of government. However, they also regard it as a perilous approach given current issues of capacity and the desire to retain skilled workers from abroad.

Welcoming the Strategy

- 3.8 Most respondents welcome the Strategy, support and recognise it and are pleased to have been invited to take part in the stakeholder consultation exercise. They are pleased that the Strategy takes an holistic approach and shows a clear awareness of the importance of English language skills. The emphasis on inclusion and active participation is also seen as very positive. Most respondents agree with the guiding principles, which are said to complement existing policies and the aim of developing a lifelong learning society in Scotland.
- 3.9 There is an awareness that local needs vary, especially from respondents from the Highlands & Islands. In certain places, ESOL learners are predominantly migrant workers from Eastern Europe and in other places they are made up mainly of asylum seekers and refugees. That ESOL learners have varying needs is also coming out strongly.

Welcoming – but expressing some concerns

- 3.10 There is a prime concern relating to funds and resources. One respondent claims that in Glasgow demand is outstripping supply and that extra funds will be needed to provide quality learning opportunities. A few respondents express the wish that ESOL should be free to all those who cannot take part in society until they improve their English.
- 3.11 There is a concern that some of the Strategy has too much emphasis on economic dimensions, i.e. knowing English to enter the labour market. It is claimed that social aspects, such as being able to talk to your neighbours and access medical provision, are equally important.

- 3.12 The fact that young people may continue to require English language support after they have left school seems to have been neglected. While this may be provided for through the various structures proposed in the Strategy, the issue should be mentioned explicitly nonetheless.
- 3.13 It is important to analyse how men and women's needs differ and how the Strategy can take account of this. Sometimes policies which appear gender neutral are not.
- 3.14 It is claimed that the Strategy does not address needs in rural communities, where most provision is currently via CLD rather than FE (H&I respondent).
- 3.15 There is a conflicting situation where 'settled' refugees are seen as contributing to Scottish society while failed asylum seekers are being forcibly deported [respondent's wording].
- 3.16 The Strategy should support settled communities as well as those newly arrived.
- 3.17 No link is made between the proposed Strategy and community planning structures. This risks further marginalising those who do not have functional communication skills in English.
- 3.18 The Strategy is viewed as a top down exercise

The future

- 3.19 Respondents express a wish that future delivery be well co-ordinated, properly resourced and flexible. A greater emphasis on vocational and work-based ESOL is also seen as necessary by many respondents. One respondent hopes for the introduction of an ESOL charter for learners, guaranteeing a minimum set of rights and entitlements. Another states that the situation should be reciprocal, so that ESOL learners have a responsibility to take advantage of the opportunities available. There is also a view that the dispersal of provision is positive in that it will underpin the dispersal of migrants and refugees and the encouragement of social inclusion rather than the creation of closed communities. The recruitment of refugees/asylum seekers with appropriate teaching qualifications is suggested to help address the shortage of teachers in Scotland as well as facilitate their integration.

Issues regarding the definitions used in the stakeholder consultation paper

- 3.20 The definition of an Adult ESOL Literacy Learner used for ALN funding and included in the paper is seen as unclear by most respondents as well as potentially excluding many people from ALN funded ESOL provision. A couple of respondents claim that over 90% of ESOL students can read and write in their own language, so that by using the current definition of non-literacies learners, under the ALN funding stream, many will be excluded. Respondents claim that if the definition is changed to include everyone needing ESOL, further funding would need to be considered.

- 3.21 Respondents stress that it is the literacy level in *English* that is most important. A new suggested definition of an Adult ESOL Literacy Learner is therefore (summarised):

*A person who has little or no literacy in English **and** who may or may not have literacy in another language **and** whose spoken English may range from basic to fluent.*

- 3.22 According to most respondents, there is a lack of consistency in the use of the term ESOL in the paper. According to one respondent, ESL/EFL is the old definition of learners but ESOL is now used as an alternative to EFL. The paper refers mainly to ESL students, which is counter to the general trend.
- 3.23 Several respondents (from all categories and across Scotland) state that it is very difficult to assess literacy levels in the learners' own language and that there are no reliable tools available at present for that kind of assessment.
- 3.24 It is observed that new migrant workers fall into a different category to asylum seekers and refugees, who may or may not have a high level of literacy in their own language. Some respondents are pleased that the Strategy includes migrant workers. Others consider that priority should be given to refugees, asylum seekers and minority communities as it can be difficult for providers to determine whether those defined as migrant workers have any real intention of working in Scotland.

Access to, and funding of, ESOL provision

- 3.25 Respondents claim that there is variation in access to training and resources and express a hope that the Strategy will reflect and address this. One respondent asserts that *current FE funding mechanisms do not support accessible ESOL. Most learners want part-time provision and are therefore not eligible for funded full-time FE. Part-time provision is expensive, but many of the target group are unable or unwilling, sometimes for cultural reasons, to claim fee-waiver.*
- 3.26 Generally, there is a view that the current resources are inadequate and that funding is needed to take the Strategy forward. ESOL provision should also not have to compete with adult literacy funding. An important dimension regarding funding is the rural element. While there may be small numbers of ESOL students in certain areas, barriers to integration and learning may be greater in those places (H&I respondent).
- 3.27 According to one college, colleges having no WSUMs growth available and the low weighting for ESOL provision means that it is often not cost effective for colleges to deliver ESOL programmes. This in turn leads to long waiting lists.

Joining up existing strategies

- 3.28 Several respondents recommend that strategies are joined up. For example, the visions developed for CLD and Lifelong Learning could be joined up with the ESOL vision. That CLD Partnerships are cross-sectoral also needs to be recognised.
- 3.29 While the attention given in the Strategy to different groups of learners is welcomed, some respondents would like to see clear links between the EAL approach for school-aged learners and the strategy for adults. One respondent claims that the way the delivery of ESOL is supported should be the same as for any other vocational area which links with the development of a Smart Successful Scotland.
- 3.30 There is also a desire to see increased links to private providers. One private provider noted that they believe that the private sector could make a contribution to the successful delivery of a strategy, and furthermore that they would be prepared to accept the same funding regime as applied to the public and voluntary sectors.

COLLABORATION AND CO-ORDINATION

- Q3** Are the National ESOL Panel and Regional Fora the right means to encourage closer collaboration between providers, learners, ESOL practitioners and end users of ESOL, and for planning and meeting ESOL demand?
- Q4** Can you suggest other means of aiding closer local and national collaboration over ESOL provision?
- Q5** Do you think these measures will help to enable the better matching of supply with demand? If not, how could it be better managed?
- Q6** Do you agree with the recommended methods of publicising provision and staff development opportunities? How could a website for ESOL best be used?

Summarising the views of stakeholders

- 4.1 Most respondents (well over half of them) think that the National ESOL Panel and Regional ESOL Fora are good suggestions. Three of the northern/H&I CLD Partnerships and councils are slightly negative towards the ideas and think existing links and partnerships already work well. Five colleges are also negative towards the ideas.
- 4.2 Those who are negative claim that the National Panel and Regional Fora only risk duplicating work and creating further and unnecessary bureaucracy.
- 4.3 About half of the CLD Partnerships, and some of the colleges, are sceptical towards how the Panel and Fora would help to better match supply with demand, especially without further funding. Others are quite convinced that issues of supply and demand can be handled this way. Suggestions for how to improve the matching of supply and demand include:
- further funding and resources
 - better targeting of resources
 - better collaboration and co-operation
 - the identification of demographic change
- 4.4 About half of respondents claim that further allocation of resources is necessary.
- 4.5 Publicising provision and staff development opportunities is viewed by half of respondents as a good idea. However, a website would have to hold information in different languages if it were to be useful to students. There is also a concern that the information would not be accessible to all learners due to a lack of access to the internet and/or sufficient ICT skills.

- 4.6 A few respondents from the voluntary sector and national organisations make suggestions as to who should be represented on the Panel and Fora. (See paragraph 4.27, below). The size or constitution of the Panel/Fora is also discussed by some respondents, and again suggestions are made.

The usefulness of a National Panel and Regional Fora

- 4.7 Panel and Fora are welcomed ideas for ensuring that there are meaningful and co-ordinated links to other partnerships and employers. It is also hoped that they might act as a conduit of funding/resources to help meet increases in demand.
- 4.8 It is suggested that the Panel/Fora will have a significant role in planning for, and meeting the needs of, ESOL learners by drawing together people and organisations who might previously have worked in isolation. It could be an effective way to collect and disseminate ESOL related information and could help to match supply and demand. Providing the National Panel is permitted to set the agenda, it could help to ensure a consistency of approach across Scotland, taking into account local as well as national needs. Panel and Fora are also seen as a democratic approach that could encourage closer collaboration between providers, learners, and ESOL practitioners generally.
- 4.9 In terms of supply and demand, clear sourcing of comprehensive intelligence is needed to ensure that resources are targeted appropriately. While this could build on existing surveys and statistics, more qualitative information could be gathered by agencies with the relevant expertise.
- 4.10 There is clearly a need for a robust monitoring process but this could become a required element of the current arrangements. Development of the Strategy into effective action will be a key role building on current partnerships and collaborations. One respondent suggests signposting to the Scottish Executive who will be leading and championing this activity.
- 4.11 It is hoped that the Panel will enable a closer link between local and national activity. The biggest gap seems to be between decision-making and effective, practical guidance on how decisions can be implemented. Also required is a means of providing feedback that decisions are working or else at odds with the reality on the ground.
- 4.12 There is merit in tying Fora directly to CLD Partnerships rather than creating a new tier. ESOL could be on Partnerships' agendas and a requirement made for incorporation of ESOL (and EAL) into CLD strategies and local plans as appropriate. This activity would then be monitored and supported at a national level.
- 4.13 Clear decisions and guidelines are needed from existing policy-making departments, and a National Panel could assist with this. At the same time, the existence of Fora would ensure that local issues were considered in relation to the broader national picture.
- 4.14 One respondent refers to research that has identified that many residents who could benefit from training come across significant barriers in accessing courses, both practically (e.g. childcare or transport) and cultural (e.g. only

male teachers available). The Panel/Fora would need to take this into account if they were seeking to increase the numbers of economically active people.

- 4.15 Effective partnership working between Panel and Fora would be necessary for them to work in practice. A clear, consistent national approach to diagnostic assessment of initial skills and abilities is also fundamental to ensure that activities are targeted to meet the needs of individuals.
- 4.16 The role envisaged for the Fora is more concerned with operational issues, networking, and sharing best practice. This could assist in planning provision and developing progression routes for ESOL learners.

Links to already existing networks and partnerships are necessary

- 4.17 About three quarters of the Highland/northern, and almost half of the more central, CLD/ALN Partnerships and councils think that existing links are very important. About one sixth of the colleges agree with this.
- 4.18 Developing local solutions to local demand while building on best practice and quality standards agreed nationally is a model some respondents support. Some believe that Panel and Fora could help to include rural areas in key developments. Some think it is essential for planning purposes that there are clear links established back to the Scottish Executive.
- 4.19 The new Fora will need members who can pick up on new trends and react quickly to the needs of new student groups. It might be most cost-effective if they fitted with the existing Community Learning and Development Partnerships. Respondents also suggest that the Regional Fora might support local networks of practitioners to meet and share good practice where new work (e.g. with workplace learners) is being developed.
- 4.20 It is noted that structures such as the Panel and Fora will make demands on the time of practitioners in all of the relevant sectors. The voluntary sector in particular could find itself stretched, but it is essential that this sector is involved.
- 4.21 Appointing a local co-ordinator could also improve links between voluntary organisations and FE.

Funding being considered essential

- 4.22 While Panel and Fora are generally seen as good suggestions, about half of respondents see funding as the critical issue. It is claimed that more funding is needed to support the Strategy as existing levels are not sufficient to meet the demand.
- 4.23 Funding would, for example, allow ESOL practitioners to meet on a regular basis, and would maximise collaboration between providers. The National Panel could operate a centralised system to match the home area of students with local provision. This, in turn, would minimise travel and expense.
- 4.24 It is suggested that the National Panel could recommend extra funding and that it could centrally fund and initiate courses and publicity. There is also a

view that the Fora will need to provide clear information to colleges regarding access to funding.

The size and arrangement of the suggested Regional Fora

- 4.25 A couple of national organisations, some colleges and a couple of northern/island councils believe that some of the geographic areas may have to be reconsidered. There is also concern that the areas proposed for the Fora are unrelated to existing planning or delivery structures.
- 4.26 Some respondents make alternative suggestions for how the Fora should be composed. These are summarised as follows:
- Whilst one island respondent sees it as sensible to include Shetland with Orkney and Aberdeen, they would prefer to see a wider ‘North ESOL Forum’ including the Highlands, Orkney, Shetland, Moray, Aberdeenshire, Aberdeen and the Western Isles. It is felt that these areas have much in common and that such an arrangement would give them a stronger collective voice.
 - Another respondent suggests combining the Highlands and Western Isles with the North East and Northern Isles.
 - Some respondents consider the Central West Forum too large and diverse (containing both inner city and rural areas) and think it would be too complex to administer. They suggest that Glasgow should be an area in its own right given the demand for provision in that area.
 - Another respondent would like to see North and South Lanarkshire in the same Forum.

Suggested representatives on Panel and Fora

- 4.27 A couple of colleges and CLD Partnerships in the ‘central’ areas make suggestions for who could be represented on the National Panel and Regional Fora. These are listed below:
- ESOL practitioners
 - FE sector
 - HE sector
 - CLD sector
 - Voluntary sector
 - Scottish Enterprise
 - Highlands and Islands Enterprise (HIE)
 - Local Enterprise Companies (LECs)
 - Local Authorities
 - Local businesses
 - Commercial EFL sector
 - University EFL units
 - COSLA
 - STUC
 - SQA
 - Jobcentre Plus
 - Scottish Refugee Council
 - Scottish Widening Access Forum

- Student bodies, such as NUS
 - New Roots Scotland
- 4.28 In terms of developing the Fora, about half of the respondents (mostly CLD/ALN Partnerships and councils) think that existing partnerships and networks should be used and built upon as they offer boundaries that reflect local needs and differences and already involve communities and providers. This should be considered rather than creating additional, and possibly parallel, partnerships. Quite a few also think that the Panel would be strengthened by practitioner representation.
- 4.29 One of the more critical respondents claims that the surplus capacity in the commercial EFL sector and university EFL units could be used to shorten waiting lists and hence deal with some of the demand.

Rural/urban issues

- 4.30 With the right representatives, Panel and Fora have the potential to give voice to rural community providers. At the same time, they must consider urban complexities and volume.
- 4.31 Supply in rural areas can be difficult on account of small class sizes. One way to quickly identify (new) demand could be through local contacts (e.g. housing, health services). Sharing of good practice between local and national provision is also anticipated.

Misgivings about the suggestion to create a National Panel and Regional Fora

- 4.32 Those more negative towards the creation of Panel and Fora claim that existing structures work well and should be considered. It is noted that Community Learning and Development Partnerships are an integral part of both the community planning process and the Lifelong Learning Strategy.
- 4.33 Although the Fora could help improve the quality and co-ordination of provision, there is a desire for greater clarity on how these would be established, who would be involved in them and what roles and powers they would have. Practitioners from a range of sectors and backgrounds could be involved in the Fora. However, secure funding would be essential to their success.
- 4.34 According to some respondents, creation of Panel and Fora could lead to additional bureaucracy and unnecessary duplication of work (e.g. of SQA and community learning partnerships). There are also fears that the Fora could become top-heavy, thus discouraging the full collaboration of providers, learners, employers, and practitioners.
- 4.35 Some respondents consider that the funding needed for Panel and Fora could be more appropriately used in increasing provision, particularly in areas which have high numbers of learners. A few can, however, see a limited case for a National Panel to inform local developments.

- 4.36 A few colleges claim that colleges already provide support for ESOL and that this should be recognised by the Strategy. Many colleges have been providing successful ESOL provision for a long time and are very experienced in recognising and responding to the learning needs of their local communities. In this context, it needs to be carefully considered if Regional Fora will contribute towards the achievement of the Strategy's vision.

National Panel and Regional Fora helping to match supply and demand

- 4.37 As one of the respondents put it in relation to Panel and Fora being the right means to match supply and demand...*in theory it should. Whether the partners have the capacity & flexibility to respond to demand remains to be seen.*
- 4.38 The main problem with regard to supply and demand appears to be the perceived lack of funding. Attention is drawn to recent demographic changes resulting from factors such as the placement of asylum seekers and refugees in Glasgow (since 2000), enlargement of the EU and the Fresh Talent Initiative. Although sharing of information within local Fora would aid referral between areas and spread good practice, this would not in itself provide the resources needed to respond to increases in demand.
- 4.39 As demand is constantly changing, it will be difficult to predict. One respondent suggests that to better match supply and demand, consideration should be given to the following:
- improving data and intelligence about demand for provision;
 - encouraging colleges to respond more effectively to changes in demand; and
 - providing better information to potential learners about learning opportunities.
- 4.40 Other respondents claim that to be able to reach latent demand there needs to be a consistent national approach to diagnostic assessment. In the past, concerns have been voiced that some students may be getting double-counted as a result of accessing ESOL at different FE colleges. It is suggested that this is an area the National Panel should address as a priority.
- 4.41 A facility for rapid communication between Fora and Panel is important to allow for the identification of new priorities. It is also essential, according to one respondent, that anyone providing ESOL courses is given as much notice as possible that migrant workers etc. will be moving into the area, although the respondent does not suggest how this might be achieved. Increased engagement with employers and the voluntary sector is also suggested as a way of measuring demand more effectively.
- 4.42 While coordination and collaboration may, as one respondent puts it, *squeeze a few more places out of existing resources*, many see finance as the key factor in the supply and demand of provision. It is expected that the National ESOL Panel can make recommendations on funding, which is not overtly the case in the consultation paper.

- 4.43 A more effective suggested solution might be a centrally controlled 'fund' that could be bid into if a geographical area finds itself experiencing an unexpected increase in demand, although existing funding streams for both Colleges and CLD do not generally operate on this basis. There also needs to be a funding stream which allows for a swift response but does not jeopardise the existing workplace literacies budgets.
- 4.44 Another suggestion of how to match supply and demand is to target resources where the need for ESOL provision is highest. Resources should be allocated to the Scottish Funding Council to disburse, and go to front-line providers in the first case. Funding is available for EU residents but there are also a significant number of workers from outwith the EU who would like to attend ESOL classes. From a college point of view, the SUM weighting given to ESOL courses is too low. This means that classes have to be larger than in many other subjects to ensure viability.
- 4.45 The issue of greatest concern to one national organisation is the lack of highly trained teachers. They refer to research which shows that 15% of the workforce has no teaching qualification and a further 14% has no relevant specialist qualification. A well trained workforce is one that can quickly respond to changing needs. The CPD framework proposed needs to link closely to those measures seeking to better match supply and demand. In addition, this offers teachers progression routes as they broaden the learner groups they can support.
- 4.46 Given the problems in accessing childcare, the same organisation feels that there is a need for Glasgow City Council to extend childcare support to asylum seekers with pre-school aged dependents. There is also a need for closer collaboration between the voluntary sector and employers on work-based ESOL and for the Scottish Executive to work closely with the Home Office to ensure that refugees are fully integrated into the Gateway programme.
- 4.47 A voluntary sector organisation considers that there is an urgent need to establish English for Vocational Purposes (EVP) models similar to the OTAR (Overseas Tradesperson Assessment and Reskilling) project in Glasgow, which enables refugees to learn English in the workplace while linking employers with local providers. There is a case to be made for greater collaboration between the Scottish Executive and Jobcentre Plus in terms of funding streams. Currently, refugee jobseekers registered with Jobcentre Plus who have ESOL needs can be referred immediately to Jobcentre Plus language programmes.
- 4.48 One respondent thinks that LAs and FE colleges should carry on providing ESOL programmes as they do at present. Extra funding from the Executive could be allocated if any upsurge in demand was identified.
- 4.49 There are also calls to make use of the surplus capacity of private providers and university EFL units. It is noted that the student mix at these providers is often particularly beneficial to learner progress.

Thoughts on publicising provision – including thoughts on a website

Positive towards ESOL website

- 4.50 About a quarter of respondents (mostly CLD/ALN Partnerships and councils) broadly welcome the idea of an ESOL website. Some envisage that the site could provide information in different languages and that individuals could perhaps even access it before they came to Scotland. The website could also be used to raise the general profile of ESOL learning, provide information for ESOL providers and guidance staff and give access to translations of key material. It would be particularly helpful if the website was linked to a wide range of other relevant websites. These might include local facilities such as libraries, health centres, social work departments and local training agencies.
- 4.51 A website should be easily accessible by all interested parties and hold information in a variety of languages. Traditional ways of promotion should be used to advertise the website as well as give contact details for local co-ordinators. One respondent claims that most learners/students find out about courses by word of mouth, which is partly because there is a lack of information available in their first language. A website could help to plug this gap, although existing local methods of publicising provision would still need to continue.
- 4.52 A website could usefully:
- promote, communicate and disseminate good/best practice between providers of ESOL in the various sectors
 - publicise staff development and training opportunities
 - disseminate student and teacher resources, including curriculum materials and online teaching and learning materials
 - highlight funding sources
 - act as an online forum for practitioners and managers.
- 4.53 It would be useful to enable the teaching professionals isolated geographically, or by specialist subjects, to communicate with each other, and to link with resources available in other English speaking nations. An outcome for a CPD strategy might be ensuring that all teaching professionals have adequate access to the Internet, and the training to take advantage of it.
- 4.54 While respondents think that publicity for ESOL could be improved, and that a website might help with this, some of them also claim that this has to happen alongside better funding mechanisms so that waiting lists don't grow even further.

Not as positive towards ESOL website

- 4.55 Those more critical towards the idea of a website (a couple of colleges, about one fourth of CLD/ALN Partnerships and councils) consider that it is not clear who the facility would be for: providers, learners, practitioners, or all? It is observed that while a website may be useful for ESOL staff, it may not necessarily be as useful to learners, who may have more limited access to the internet, and ability to use it. Therefore, although a website could be valuable to some learners, it should not be the only means of publicising provision.

- 4.56 Another issue with a website is that the publicity could lead to an increase in the current unmet demand. A couple of respondents would therefore prefer to see waiting lists across Scotland reduced by increased and more flexible funding. This could be followed up by targeted publicity, in much the same way as literacies learners have been targeted following the ALN funding.
- 4.57 As an alternative to a website, a couple of respondents suggest the use of community radio and/or the establishment of one-stop advice shops in the community.

Other thoughts on publicising provision

- 4.58 There is a need for publicity to be directed towards the settled minority ethnic communities in particular. It is noted that much of the funding, and therefore the publicity, over recent years has been aimed at asylum seekers and refugees. The need to meet this demand, it is claimed, has been to the detriment of other groups.

RAISING QUALITY THROUGH TEACHING AND LEARNING

Q7 Do you feel that there is a need to establish a clear professional development pathway for ESOL staff? Do you agree with the proposals for an expert group to be set up to consider professional development for ESOL staff?

Q8 What should be the function and principles of a Scottish ESOL curriculum framework?

Summarising the views of stakeholders

5.1 In general, most (well over half of) respondents feel that there is a need to establish a clear professional development pathway for ESOL staff. Others claim that this already exists. Most respondents who are positive towards the idea think that a professional pathway should be set up in relation to existing structures, such as SCQF. There are also a few suggestions that the Scottish Executive should look at similar developments in Wales and England.

5.2 About a third of respondents (mostly CLD/ALN Partnerships and councils) agree with setting up an expert group to look into CPD; some suggest that the process should begin with a mapping exercise. The mapping exercise or expert group would amongst other things need to consider:

- existing qualifications and gaps
- the sharing of best practice
- the situation of volunteers.

5.3 Nearly all of the respondents have views on the content of a Scottish ESOL curriculum framework. Besides focussing on acquiring a fluency in English, the Framework is suggested to include:

- flexible, learner centred approaches
- links to organisations/initiatives such as CeVe, SQA and SCQF
- vocational training/workplace experiences
- clear links to progression routes
- a focus on cultural diversity, citizenship and integration

The need for a clear professional development pathway

5.4 It is thought that ESOL staff should have clear progression routes into qualifications and promotion, and that a pathway would help ensure the quality of provision generally. A structured approach, including the development of occupational standards and accreditation of professional learning, is suggested in this regard.

5.5 Respondents consider that there is a need for flexible delivery to ensure that all practitioners can benefit, including those involved in the voluntary sector. One (H&I) respondent stresses that consideration should also be given to how staff in remote areas of Scotland can access opportunities for professional

development at all levels. Another claims that once a pathway has been established, support in terms of time and funding to train up existing staff who have few or no qualifications will be necessary.

- 5.6 A couple of respondents claim that a specific training programme for ESOL literacies would be a very useful addition to any CPD staff development programme. The different sectors providing ESOL should also be taken into account when structuring a professional development pathway.
- 5.7 A couple of respondents suggest that it may be worth looking at similar developments in England and Wales.

A Pathway is considered important but already exists

- 5.8 Nearly all respondents who are positive about a clear professional development pathway consider that it should be set up in relation to existing routes. Recognition could be given to current development work being carried out in relation to the literacies action plan as part of a continuum of training. There is strong support to level the pathway with SCQF.
- 5.9 A new pathway should be consistent with other coherent and recognised accredited professional development, and there should be examination links from e.g. Trinity/RS CELTA & DELTA, TESOL, and TQ(FE) (training for FE staff). Some respondents therefore don't consider it necessary to develop *new* teacher development awards. The creation of a quality assurance framework is generally welcomed, but some respondents claim that a robust quality assurance framework for ESOL provision already exists with the British Council's English in Britain Accreditation Scheme (EiBAS). One respondent (a college) claims that it's not necessary to create a separate and discrete range of qualifications for ESOL teachers at all, but it is important to recognise the need to control quality in terms of professional baselines. Inclusion of the diploma in TESOL is very important. ESOL staff qualifications could also be part of the remit of Lifelong Learning UK (LLUK).
- 5.10 There is considered to be scope within the college sector to develop appropriate qualifications and developmental pathways within the existing TQ(FE) framework and/or the SQA professional development framework. Other respondents suggest that the SQA could devise programmes in conjunction with key stakeholders. The needs of ESOL volunteers and staff on short-term contracts should also be considered. One respondent stresses the need for training for teachers working with individuals who may be experiencing difficult and stressful periods in their lives. Another agrees with developing a pathway, but notes that in some areas the demand for specialist staff might be minimal or sporadic.

Setting up an expert group to consider professional development

- 5.11 About a third of respondents (nearly all CLD/ALN Partnerships and councils) mention and support the suggestion of setting up an expert group. There is support for Ministerial recommendations to improve the professionalism and development of college lecturers and learning support staff, which should include ESOL practitioners. Clear entry and progression routes are seen as necessary to ensure that the provision of ESOL continues to meet rising demand. It is also deemed important to have qualifications and improved CPD for teachers in a wider educational context.
- 5.12 Some respondents consider that the expert group should take into account existing related professional qualifications in teaching and community education and literacies. These are considered to be well established and to have international validity (e.g. CELTA, Trinity certificate).
- 5.13 It is suggested that the group include representation from those involved at grass roots level with learners, e.g. in FE, CBAL, workplace settings, CLD, ALN and enterprise.
- 5.14 Some respondents claim that it would be important for an expert group to recognise and support the valuable role of volunteers as well as consider the CPD needs of staff on supply contracts. One respondent considers that a 'best practice in ESOL support document' should be developed by the expert group and that this could contain progressive, flexible guidelines.
- 5.15 A couple of organisations (Lifelong Learning UK & New Roots Scotland) claim they would be happy to co-ordinate or assist the group on behalf of the Scottish Executive. One of these respondents claims that work is underway - regarding the accreditation of prior learning, giving equivalence to qualifications obtained overseas and looking into routes for upgrading and retraining - which it would be useful to take into account. There are also a couple of suggestions that the Scottish Executive and a possible expert group could liaise with colleagues in England and Wales, where a new suite of ESOL qualifications has been developed.
- 5.16 A few respondents claim that there is already a robust recognised CPD structure. Since this has gaps, however, a mapping exercise would still be desired. Some of the respondents suggest a short life working group and an initial mapping exercise rather than an expert group. A couple of respondents would like to see acceptance by the GTC and quality monitoring bodies of non-PGCE qualifications as evidence of professional competence. One of them claims that the development of a pre-CELTA qualification would fill a vital gap in the current structure of qualifications.
- 5.17 Only one respondent (a college) gives a slightly negative response towards the idea, claiming that there is already some scope within the existing TQ(FE) framework and that the PDA structure provided by SQA could be used. The respondent argues that there is no need for a separate expert group as the Professional Development Forum is currently undertaking a review.

A Scottish ESOL curriculum framework

What the Curriculum Framework could entail

- 5.18 About two thirds of the CLD/ALN Partnerships and councils, and about one fifth of the colleges (not all respondents address all questions), support the development of a curriculum framework. This, they say, should be built squarely on practice. Most respondents stress that a curriculum framework must be varied, flexible and multi-levelled. Integrating ESOL provision with mainstream Scottish education is thought to promote clear routes to other core and vocational skills qualifications while also assuring the quality of courses. A curriculum framework should emphasise inclusion for all types of learners and promote appropriate accreditation for those who would like to gain qualifications. According to one respondent, 'The English for work and study units relate well to HN employability'. Another claims it is important that the Curriculum Framework is related to access to FE/HE as well as to employment.
- 5.19 It is seen as important to maintain a choice of qualification for the many ESOL learners who study English on a temporary basis and who would like a more internationally recognised qualification. There is also a view that the Curriculum Framework needs to provide opportunities for both accredited and non-accredited tuition and be capable of addressing the needs of the broad range of ESOL learners.
- 5.20 Respondents suggest that it will be important to identify the overall needs of the client group and to match the Curriculum Framework to those needs. It will be important to structure courses to articulate well from one level to another and with other ESOL courses, and to ensure that Scotland is well served in terms of times and locations of provision.
- 5.21 A few respondents regard the Curriculum Framework as being central to the success of the Strategy since it could help modify existing provision to meet demand (number and content); be a vehicle for the assessment and accreditation of all new modules; and encourage the progression of learners. Embedding the Framework in the SCQF would be important as would briefing employers on related new qualifications and developments. In general, there is a need to strengthen the links between employers and providers. This might include, for example, the extension of work shadowing and work placement schemes.
- 5.22 A curriculum framework could be used to monitor and review ESOL provision and to co-ordinate and produce material specific to Scotland and to the cultural needs of the student body. Parity with other language qualifications to enable comparisons and measurements of attainment is also desired. Specialist courses could be developed to meet the needs of qualified staff who need to attain a specific level in order to join the Scottish workforce.
- 5.23 It is proposed that a curriculum framework be learner-centred and promote dialogue with learners through an approach based on listening, observing and responding. It should also have a strong literacy element and a respect for cultural diversity. One respondent considers that there should be a commitment to using good practice developments in related fields.

- 5.24 A curriculum framework could be closely aligned to the Scottish Executive's long-term strategy on immigration, asylum seekers and refugees. It could have a clear Scottish context and include vocational related content. This is considered vital in terms of employability and the Fresh Talent initiative.
- 5.25 Most respondents agree with a curriculum framework being based on principles which standardise the assessment of learners so that provision matches their needs and ensures progression and mobility. A curriculum framework should also recognise what the learner brings in terms of cultural diversity and their potential contribution to the Scottish economy.
- 5.26 Although acquiring fluency in English is considered essential, the Framework should be flexible enough to inform a variety of educational approaches and contexts and should not just focus on language.
- 5.27 A curriculum framework could have clear routes of progression for those with either professional or vocational backgrounds. The provision should be appropriate to the learners' community, family and citizenship needs and may include community-based opportunities to develop conversational skills.
- 5.28 Some respondents support the emphasis on vocational training and skills for work in the Strategy, while others recognise that many ESOL students just want to improve their English for everyday life.
- 5.29 There are also a few suggestions that while developing the Curriculum Framework the Scottish Executive should take account of developments in England.

Relating the Curriculum Framework to existing qualifications frameworks

- 5.30 Issues of assessment and attainment need to be considered as well as links to the SCQF. It is suggested that examinations be based on existing SQA units and core skills and that final exams are needed to create recognised courses. The Curriculum Framework could take into account different types of learning and different modes of delivery. Where SQA units are not deemed suitable, recognition could be given to other qualifications such as those administered by Cambridge ESOL. One respondent expresses a hope for wider recognition across the UK of qualifications taken in Scotland. It is also seen as essential by some respondents that further learning and teaching materials for ESOL are developed.
- 5.31 A formalised certificate from SQA is welcome, as is the possibility to measure "distance travelled". Individual Learning Plans and evidence of achievement may also be important for future progression. 'English for Work and Study' is seen as relating well to HN. It is also suggested that the Curriculum Framework be included in the framework provided by the SQA and within the broader adult literacies strategy. An ESOL curriculum framework could therefore be part of existing qualifications structures, and linked to e.g. UCLES and CeVe. It may be useful to take into account relevant work on European Language Portfolio and National Language Standards when drawing up the Curriculum Framework. A couple of respondents agree with the proposal to

offer HN ESOL units as part of HN programmes as an alternative to standard units. The Curriculum Framework may also result in qualifications achieved by learners being standardised and more easily recognised by employers.

- 5.32 It is suggested that the ESOL learner should be able to move in and out of the Curriculum Framework by augmenting ESOL learning with vocational learning or by focussing on other core skills. One respondent suggests that the Curriculum Framework could provide a hierarchy of qualifications with appropriate entry and exit points to meet the different and shifting aspirations of learners. The Curriculum Framework also needs to describe transition points from ESOL into other kinds of awards.
- 5.33 One respondent proposes that an already developed English curriculum framework ('Skills for Life') could be adapted to meet the specifications required to achieve the SQA national ESOL unit. Another suggests that teaching and learning material with Scottish accents would be helpful.

Other thoughts on a curriculum framework

- 5.34 One respondent wants the Curriculum Framework to be based more on learning outcomes and criteria for assessing progress from level to level than is the case with the current adult literacies framework. Another respondent is critical that there is no indication within the Strategy of a need for anti-racist training. The respondent considers this to be an essential element that needs to be explicitly acknowledged.
- 5.35 Respondents in general consider assessment tools to be important but there are also respondents who think that recognition needs to be given to the fact that not all learners want formal accreditation.
- 5.36 Only a few respondents directly address the issue of a curriculum group. They welcome the suggestion but consider that this could be a short-life working group. They also note that it is important that HE, employers and other agencies are on board with these developments.

SUPPORTING LEARNING AND PROGRESSION

- Q9 Do you feel that closer links with employers and providers of other courses (whether in your institution or locally) need to be strengthened? How do you think this could best be achieved?**
- Q10 What recommendations could you make to improve referral, guidance and support?**
- Q11 What do you think are the CPD needs of guidance and support staff?**

Summarising the views of stakeholders

- 6.1 Well over half of the respondents who address this issue agree that there is a need to establish closer links, especially with employers. Many of these respondents stress the importance of building on existing links and partnerships.
- 6.2 Various suggestions are made for how links could be strengthened. These include:
- working closely, and integrating with, Careers Scotland, Jobcentre Plus and other organisations with an interest in ESOL learners;
 - providing further funding; and
 - supporting employers.
- 6.3 Some respondents suggest that existing pilots (Scottish and UK wide) should be looked at more closely in relation to this issue.
- 6.4 Referral, guidance and support could be improved by:
- building on and strengthening existing links, e.g. to The Home Office and other partnerships
 - developing recognised qualifications
 - working more closely with other agencies such as Careers Scotland and Jobcentre Plus
 - providing information and support in relation to childcare and travel for learners (e.g. available funding)
 - regional fora and web-site
 - extra funding.
- 6.5 Some respondents highlight the differences between city-based and rural-based provision in terms of access to resources.
- 6.6 Various CPD needs of guidance and support staff are identified by respondents. These needs include:
- a knowledge of languages and cultural issues (cultural awareness)
 - the ability to measure and quantify attainment and achievement

- a knowledge of progression routes
- a knowledge of legal issues and Home Office policies
- a knowledge of funding and eligibility
- a knowledge of childcare and travel information.

6.7 A few respondents also suggest that there is a CPD need in respect of working with vulnerable people.

Closer links with employers

Establishing closer links is generally considered important

- 6.8 Closer links with employers would bring a variety of benefits according to most respondents. In particular, they are considered vital in terms of helping learners make the transition into the labour market.
- 6.9 Working in partnership with the private sector is recommended for both public and voluntary sector provision. It is desired that this provision be linked to employment opportunities and demonstrate a greater understanding of the labour market in Scotland.
- 6.10 A few respondents desire that work placement opportunities should be increased. However, the information about such opportunities is considered patchy. There is also a need for clear sources of funding to encourage employer engagement.
- 6.11 Several respondents think it is important to equip students with the language and other skills that are particularly sought by local employers. A couple of other respondents agree with this need, but think that students have a duty to take advantage of any opportunities provided.
- 6.12 A couple of respondents suggest that it would be useful to engage employers who already have established links. They say it is essential that the provision is designed and adapted to meet the employers' needs as well as allowing individuals to integrate with society.
- 6.13 One respondent gives an example of how the large number of economic migrants from eastern Europe has stretched the service *...beyond capacity. Employers are unwilling to see the provision of ESOL tuition for employees as their social responsibility. Some students are willing to pay for themselves but many cannot afford it.* The respondent claims this is a time-table and resource issue. *...the lack of support often leads to ESOL students failing to gain full qualifications.* They would welcome having the HN ESOL unit accepted as an alternative to Communications for ESOL students.
- 6.14 One respondent claims that closer links are already achieved on a strategic level through ESOL input into existing business and education partnerships. Another respondent claims that while local issues are already discussed at CLD and ALN strategic partnership meetings, more engagement with local employers would be welcomed.
- 6.15 One of the colleges which has tried to strengthen its links to employers is slightly more negative, observing it is not an easy task. The respondent claims

that ... *businesses' commercial focus and the Strategy's focus on inclusion would appear to be at odds.*

How to achieve closer links

- 6.16 Respondents consider that closer links with employers and providers of courses could be strengthened by various means. These include: Ministerial lead, liaison with Scottish Enterprise, awareness training, funding being made available, legislation, work placements, enhanced partnership working, special media campaigns and identification of lead organisations.
- 6.17 The community planning process could facilitate closer links through joint sessions with ESOL practitioners and subject specialists. The Scottish Executive and Scottish Enterprise could consider ways of supporting employers who wish to give employers release time to attend ESOL classes, especially where skills shortages are high, e.g. the New Glaswegians project.
- 6.18 Careers services, Jobcentre Plus, Sector Skills Council employer groups, and Chambers of Commerce are also potential routes to involving employers more in the delivery of ESOL. Respondents claim that links to employers, Careers Scotland, Jobcentre Plus, course providers, trade unions, Chambers of Commerce and Scottish Enterprise need to be formalised and made more robust. Funding is, however, needed to make these links effective.
- 6.19 Closer links could be achieved on a strategic level through ESOL input into existing business and education partnerships. Regular meetings and contact between employers and ESOL co-ordinators to monitor student progress and course design is also suggested, along with the establishment of local support groups for employers and trainers.
- 6.20 Closer links would help to ensure that employers properly interpreted a new curriculum framework. They would also ensure that employers, unions and professional and trade bodies had an input when looking at vocational ESOL. Utilising real work-based situations is suggested by some respondents, as is involving employers (e.g. NHS) with an already large number of migrants in their workforce. Moving vocational training to the workplace would also make an important contribution to ESOL for integration purposes.
- 6.21 Respondents support the idea of developing English for vocational purposes, but say that methods of funding this need to be considered. The development of courses targeted at specific areas of employment where there are skills shortages/employment opportunities is recommended. Looking into pilots that already exist (e.g. OTAR – accrediting to SVQ level 3 existing work experiences and qualifications of skilled trades people) is also considered vital.
- 6.22 One respondent suggests that a pool of funding should be made available for employers to access part-funded work-based or other ESOL provision. It may also be worthwhile promoting work-shadowing schemes for ESOL students with incentives for participating employers. Employers of migrants could ensure that they are made aware of ESOL provision and given encouragement to enrol. This might include funding and/or paid leave from work.

- 6.23 One respondent claims that there is no need to establish separate Fora to promote these links. Instead, existing structures could be used to support inclusion and ensure that ESOL provision links directly with both vocational education and job opportunities. Another respondent considers it best left to colleges and other providers to establish suitable links.
- 6.24 A couple of respondents stress that while ESOL for employment is important, so is the development of English skills for home and community use. Some learners may just want to improve their English skills for everyday life.

Recommendations to improve referral, guidance and support

- 6.25 Respondents suggest using proactive strategies to engage with potential learners and organisations, e.g. ESF Engage project on workplace skills. Several of them also press for stronger ties between the Home Office, the Scottish Executive and the ESOL field, the availability of funding and the clear identification of lead organisations. The key partners in improving referral, guidance and support include Jobcentre Plus, refugee support agencies, schools, social services, religious institutions, local authorities and employers. Clear systems and support are needed to help these organisations to work together effectively.
- 6.26 Some respondents think it essential that ESOL provision maintains a high profile with the key sign-posting agencies, e.g. Careers Scotland, the Citizens Advice Bureau, the Scottish Refugee Council and the Immigration Advisory Council. Improved communications channels would enable these bodies to provide accurate and current information.
- 6.27 Partnership working with Careers Scotland and adult guidance teams could help provide a more individual service to learners. It is also hoped that partnerships could work together to determine a consistent mechanism for inter-agency referral based on generic areas and common language.
- 6.28 Other respondents consider that existing arrangements between colleges, Careers Scotland, referral agencies and local/community organisations already work very well (although additional funding might be needed). One respondent claims that Learndirect Scotland is already funded for purposes of referral but that this is not mentioned in the consultation paper.
- 6.29 Building clear and comprehensive guidelines for providers on matters of referral, guidance and support, supplemented with case studies to exemplify good practice, is considered important. To that end, full use could be made of community guidance action plans currently being developed. Literacies action plans may also have a role to play.
- 6.30 Guidelines, funding and time limitations of the New Deal should be examined with a view to providing better support. It is noted that ESOL students won't automatically be ready for work within a six-month study period.
- 6.31 Being able to provide bilingual classes could be an important motivator for learners. So could: providing information in languages spoken by migrants, ensuring information is displayed at places migrants frequent, and making contact with key informants/leaders where these exist.

- 6.32 Some respondents explicitly state that the National Panel, Regional Fora and website could improve the referral and guidance process. They say that the Fora could have a major role to play in: developing clear and accessible routes to accurate information and guidance; raising awareness of needs and courses through bringing employers and providers together; and, aiding the dissemination of good practice. However, funding would be essential to enable staff from all types of organisations to attend meetings.
- 6.33 An ESOL website could be useful if displayed in other languages.
- 6.34 Other recommendations to improve referral, support and guidance include:
- improved information and knowledge about childcare and travel costs as well as on how to access childcare (several respondents stress this)
 - improved information about sources and availability of funding
 - an holistic approach as well as recognition of particular barriers faced by different groups
 - the availability of recognised qualifications
 - more information available in first language of learners/potential learners
 - more funding
 - women-only classes where appropriate
 - further detailed consultation with users on what they want and would find most useful
 - a recommended minimum percentage of class time for guidance purposes.
- 6.35 Finally, a few respondents highlight the differences between city-based and rural-based provision in terms of access to resources.

The CPD needs of guidance and support staff

- 6.36 Almost all respondents are in favour of guidance and support staff having CPD opportunities. The development of a qualification structure aimed at building the confidence and professionalism of these staff is also widely supported.
- 6.37 CPD for guidance and support staff might include:
- awareness raising on language and cultural issues
 - knowledge and understanding of ESOL learners' varied needs
 - familiarity with ESOL qualifications and progression routes
 - further training and development opportunities
 - links with local groups.
- 6.38 Generic guidance skills should be included in all teaching qualifications, not just for ESOL. In particular, there is a need for front-line staff to be able to identify ESOL needs in students and refer those students appropriately.
- 6.39 Having front-line staff in place that can identify ESOL learning needs (similar to the ALN system) is a suggestion put forward by one respondent. A close examination of existing pilot projects may also be of value.

- 6.40 While a good understanding of the local range of provision is deemed vital, respondents also express a desire for: clarification of the responsibilities of recruitment agencies, employers and enterprise companies; a knowledge of those organisations, e.g. racial equality groups and local agencies, which provide support to learners; and, closer links with the various agencies that provide information on vocational education and ESOL provision.
- 6.41 One respondent does not support promoting specific CPD for guidance and support staff at a level other than the provider. This respondent would prefer to see a generic development programme aimed at ESOL, ALN and community-based guidance and support staff.
- 6.42 Some respondents claim that the community guidance plans developed through community planning processes are already addressing CPD needs.

Cultural awareness and knowledge

- 6.43 By far, the most frequently mentioned CPD need of guidance and support staff is the need for awareness raising on language and cultural issues. It is claimed that the CPD should take into account issues of diversity, race equality and cultural sensitivity; also that it should include counselling approaches to respond to the particular needs of students, e.g. asylum seekers and refugees (who have often had traumatic experiences) and those who are vulnerable.
- 6.44 Targeted language development, as well as language awareness training and communication skills, is considered important for working with ESOL learners at all levels. One respondent suggests that all teachers/tutors and guidance staff should have language and culture briefings on, for example, Chinese students and English pronunciation.

Qualifications and progression routes

- 6.45 The CPD should include knowledge of, and guidance on, qualifications, levels and progression paths. Familiarisation training on the opportunities available is considered necessary as well as guidance on how to measure and quantify informal attainment and achievement.
- 6.46 There should be good quality information relating to accreditation of prior learning, and training on how to evaluate, and give equivalence to, qualifications from other countries. CPD should also include the matching of overseas educational attainment with work experience and the identification of routes for upgrading/retraining.

Knowledge of other organisations and legal issues

- 6.47 The CPD should involve learning about government schemes, e.g. the Fresh Talent Initiative, as well as Home Office policies and procedures. Specific training on the asylum process and other legal issues is also thought to be important.
- 6.48 Respondents consider that staff should also be aware of the roles and work of organisations such as the Police and racial equality groups.

Funding

- 6.49 ESOL providers should be fully informed of the funding criteria for further learning and training opportunities. The CPD should cover:
- funding eligibility
 - access to benefits
 - the various agencies (local and national) offering assistance to different constituencies of learners.

Childcare and transport

- 6.50 Some respondents suggest that ESOL teachers and providers should be aware of available childcare provision and have a knowledge of available transport and funding assistance.

Other issues

- 6.51 Staff should be able to provide differentiated support to learners based on an understanding of their individual needs and circumstances. To this end, they should be trained in areas such as literacy, education levels, housing, employment and articulation.
- 6.52 Interpreting services or the use of bilingual teachers may be necessary and the sharing of best practice is desired in this regard. A national website could help disseminate relevant information.
- 6.53 Some stress the value of individual learner plans and the need for other types of achievement, e.g. citizenship skills, to be recorded. Class timing to suit learner needs is highlighted and a couple of respondents would like to see women-only classes. Good practice in the production of CVs and the finding of job opportunities is also desired.
- 6.54 There seems to be a stronger emphasis from the voluntary sector on issues such as access to child care, travel time and costs and the need for women-only classes.
- 6.55 Some FE colleges claim that they have already appointed refugee support staff. They propose this as a model of good practice.

**LIST OF THOSE INVITED TO RESPOND TO THE CONSULTATION ON
'AN ADULT ESOL STRATEGY FOR SCOTLAND'**

Letters enclosing a copy or copies of the Strategy were sent to the following:

- Members of the ESOL Strategy Group (see Annex B of consultation paper for details).
- Members of the former ESOL Steering and Working Groups (operative in 2004; see Annex B of consultation paper for details).
- All Principals of Scotland's – at that time – 45 Colleges
- Named ESOL contacts at the colleges most heavily engaged in provision
- Community Learning and Development (CLD) Lead Officers at all of Scotland's 32 local authorities
- Adult Literacy and Numeracy Managers at all of Scotland's 32 local authorities (where those named differed from the CLD Lead Officers for those authorities)
- The organisations who provided, or collaborated on, a 'Stakeholder Platform' for the consultation paper (see Annex B of consultation paper for details)
- All of the mandatory consultation bodies/groups (viz. the Commission for Racial Equality, the Disability Rights Commission, the Equal Opportunities Commission and all Scottish MEPs).
- The Scottish Further Education Unit
- The University of the Highland and Islands Millennium Institute
- The Scottish Executive's Equality Unit
- The Analytical Services Division of ETLLD – for info.
- The Head of ETLLD – for info.
- Other selected members of ETLLD – for info.
- The Deputy First Minister – for info.
- The Minister for Communities – for info.

An e-mail message containing a link to the electronic version of the consultation paper on the Scottish Executive website was sent to the following:

- The Confederation of British Industry (CBI)
- The Glasgow School of English
- The Refugee Council
- Black and Ethnic Minority Infrastructure in Scotland (BEMIS)
- The Black Community Development Project
- The Council of Ethnic Minority Voluntary Organisations (CEMVO) Scotland
- The Central Scotland Racial Equality Council
- The Centre for Education for Racial Equality in Scotland (CERES)
- The Scottish Chambers of Commerce
- Children in Scotland
- The Clerk of the Education Committee, Scottish Parliament
- The Clerk of the Enterprise Committee, Scottish Parliament
- Universities Scotland
- Lifelong Learning UK
- Reed recruitment
- Edinburgh Racial Equality Council
- Ethnic Minority Enterprise Centre (EMEC) Glasgow
- English UK
- The Ethnic Minorities Law Centre

- The Glasgow ESOL Forum
- The British Council
- Fairness, Race Awareness and Equality (FRAE) Fife
- Federation of Small Businesses (FSB) Scottish Office
- The Glasgow Anti-Racist Alliance
- Glasgow Overseas Professionals Into Practice (GOPiP)
- Grampian Racial Equality Council
- Hemat Gryffe Women's Aid
- National Association for Teaching English and other Community Languages to Adults (NATECLA) Scotland
- KA Javid & Co Accountants
- Learndirect Scotland
- Jobcentre Plus
- The Open University
- Scottish Enterprise
- The Bridges Programme
- National Co-ordinator for Widening Participation (c/o Napier University)
- The Scottish Trades Union Congress (STUC)
- UNISON Scotland
- National Union of Students (NUS) Scotland
- MERIDIAN (Black and Ethnic Minority Women's Information and Resource Centre)
- The Muslim Women's Resource Centre
- National Association for Teaching English and other Community Languages to Adults (NATECLA)
- The Initiative
- Positive Action in Housing
- The REACH Community Health Project
- Glasgow Council for the Voluntary Sector (GCVS)
- Highlands and Islands Enterprise
- Saheliya (Black and Minority Ethnic Women's Mental Health organisation)
- The Scottish Association of Teaching English as an Additional Language (SATEAL)
- The Scottish Association for the Teaching of English as a Foreign Language (SATEFL)
- Shakti Women's Aid
- The Educational Institute of Scotland (EIS)
- Careers Scotland
- The West of Scotland Racial Equality Council
- Young Scot
- Glasgow Chamber of Commerce
- Selected colleagues from the wider Enterprise, Transport and Lifelong Department (Transitions to Work, Skills for Life and Work, Funding for Learners, Higher Education and Science, Enterprise Networks)
- Selected colleagues from other Scottish Executive departments (Fresh Talent Team, Equality Unit, International Projects Division, Cultural Policy Division, Schools Group)

LIST OF THOSE WHO RESPONDED TO THE CONSULTATION ON ‘AN ADULT ESOL STRATEGY FOR SCOTLAND’

1. Colleges

- Aberdeen College
- Adam Smith College
- Anniesland College
- Ayr College
- Borders College and CLD Services (also listed under 2)
- Cardonald College
- Cumbernauld College
- Edinburgh’s Telford College
- Forth Valley College
- Glasgow College of Nautical Studies
- James Watt College
- John Wheatley College
- Kilmarnock College
- Langside College
- Stevenson College Edinburgh
- Stow College

2. CLD/ALN and Community Planning Partnerships; Local Authorities

- Aberdeen Community Planning Partnership
- Aberdeenshire CLD Partnership
- Borders College and CLD Services (also listed under 1)
- Edinburgh CLD Partnership
- Fife Council ESOL Service
- Highland Adult Literacies Partnership
- The Highland Council
- Moray Adult Literacies Partnership
- North Lanarkshire ALN Partnership
- Orkney CLD Partnership
- Shetland Adult Literacy Partnership
- West Lothian Literacies Partnership

3. Other Stakeholder Groups/Organisations

- The Association of Scottish Colleges (ASC)
- The Bridges Programme
- Community Learning and Development Managers (CLDMs) Literacies Sub-group
- The Edinburgh ESOL Co-ordinators Group
- The Educational Institute of Scotland (EIS)
- The ESOL Network
- The Equal Opportunities Commission Scotland
- The Glasgow Anti-Racist Alliance
- The Glasgow Council for the Voluntary Sector
- The Glasgow ESOL Forum

- The Glasgow School of English
- Highlands and Islands Enterprise (HIE)
- Learning Link Scotland
- Lifelong Learning UK (LLUK)
- National Association for Teaching English and Community Languages to Adults (NATECLA) Scotland
- New Roots Scotland
- Refugees into Teaching in Scotland (RITeS)
- Scottish English Language Teaching in Consortium (SELTIC)
- The Scottish Further Education Unit (SFEU)
- The Scottish Funding Council (SFC)
- The Scottish Refugee Council
- The Scottish Trades Union Congress (STUC)
- The University of Edinburgh Institute of Applied Language Studies
- The University of the Highlands and Islands (UHI) PolicyWeb
- The Welcoming Project
- The Workers' Educational Association (WEA) Scotland

4. Individuals

- Pat Innes
- One other – confidentiality requested

ESOL CONSULTATION EVENTS , AUGUST 2005 – SUMMARY OF WORKSHOP DISCUSSIONS

a. Introduction

1. Four consultation events were held during the month of August 2005. They were held in Dundee (22nd August), Inverness (23rd), Glasgow (30th), and Edinburgh (31st). Attendance at the events totalled 92 people, which breaks down as 12 at Dundee, 9 at Inverness, 39 at Glasgow and 32 at Edinburgh.
2. About 28% of delegates were from local authorities while just over a quarter were from the college sector. Six learners in total attended the events (3 at Glasgow and 3 at Edinburgh), while the remainder of the delegates (about 39%) were from a broad range of interested organisations. These bodies included: Learning Connections, Jobcentre Plus, WEA Scotland, The Scottish Refugee Council, and the Open University.
3. The workshop discussions lasted approximately one hour and were based on the three key themes from the consultation paper: namely, ‘Collaboration and Co-ordination’ (this workshop also covered the Vision and Principles of the Strategy), ‘Raising Quality through Learning and Teaching’, and ‘Supporting Learning and Progression’.
4. Delegates had been invited to state their first and second choice of workshops prior to the event of their choice. In most if not all cases, those delegates who responded to this invitation were allocated to their first choice of workshop.
5. Volunteers took notes of the discussions within each workshop, which were then orally summarised during the ensuing Plenary Session. This summary is based principally, though not exclusively, on the notes taken by these volunteers.

b. Collaboration and Co-ordination (including Vision and Principles)

Vision and Principles

6. The actual vision and principles were considered by everyone to be fine in themselves. One group (at Dundee) thought that the Vision statement would benefit from clarification as to who it did and did not cover, i.e. the fact that fee-paying students were not within the ambit of the Strategy. The same group thought that the Achievement principle should make clear that it was not just talking about ESOL literacies learners.
7. More contentious was the definition of an ‘Adult ESOL Literacies Learner’ within the footnote to the Vision statement. Not just in the workshops, but also in the Plenary discussions (at Edinburgh in particular), this definition was frequently said to be problematic for providers in terms of the allocation of funding at a local level. One issue was how one actually assessed someone’s level of literacy in their mother tongue to begin with. Another was that it strained the conscience of providers to deny funding to those individuals (perhaps the majority of applicants) who had real English language needs but

whose mother tongue literacy was (probably) of a good standard. In short, there was considerable pressure on the Department to revisit the definition of an 'Adult ESOL Literacies Learner' from the point of view of the provider.

The National Panel and the Regional Fora

8. On the whole, delegates seemed to be of the view that the National Panel and Regional Fora were appropriate and welcome means of increasing collaboration and coordination amongst agencies and providers. Both college and CLD representatives expressed this view, although some of the latter group did express concern about existing CLD Partnerships being bypassed. It was noted by such individuals that colleges were already represented in the Partnerships. Moreover, while the local effectiveness of Partnerships might vary considerably across the country, this was not a sufficient reason in itself to reject their use.
9. On a similar theme, it was thought by some delegates that the creation of the fora might actually serve to reinforce the relative isolation of ESOL within the learning and teaching community. To this, however, a counter-argument was raised that the Panel and Fora were exactly what was needed to raise the profile of ESOL in the short-term and that integration with existing partnerships could occur later on once this goal had been achieved. It was also noted that the fora would be expected to consult and liaise with CLD Partnerships as a matter of course.
10. There was some concern about the proposed makeup up of the regional fora. For some, this was to do with certain local authorities not having enough in common with each other. However, other delegates perceived that such diversity could actually be an advantage in terms of different perspectives being brought to the table. For others, the concern related to certain fora (e.g. West) being too big or to smaller local authorities being sidelined by their larger neighbours. It was also noted that there was existing collaboration across local authority areas that was not reflected in the proposed scheme.
11. In Inverness, issues were raised as to the difficulty of arranging meetings in such a big and diverse rural setting as the Highlands. In addition, the group wondered who would be responsible for administering the fora and thought that there needed to be some degree of central direction/guidance as to how they should operate. It was further suggested that without dedicated resources there could be difficulties in establishing and maintaining the fora.
12. Regarding membership of the fora, one group thought that continuity would be an important factor, while another argued for flexibility to reflect the particular agenda topics under discussion. More specifically, it was suggested that there should be individuals with a knowledge of what was happening on the immigration front, and that the Scottish Adult Learning Partnership (SALP) should be represented, due to their expertise in the dissemination of good practice.
13. In addition to the regional fora, there were suggestions to create learner fora and practitioner networks and to create links with relevant organisations/fora/networks in England and Wales.

14. Finally, it was thought that some consideration would need to be given as to how existing fora – e.g. the Glasgow ESOL Forum – could best be integrated with the proposed new structures.

Publicising Provision etc.

15. The proposed ESOL website was believed to be an excellent idea provided it was properly set up and maintained. It was thought that it could certainly be valuable to staff in terms of sharing good practice and keeping up-to-date with national developments, e.g. in terms of immigration policy. However, to be of any real use to learners, it would obviously require some element of translation.
16. As not all learners would have ready access to the web, other methods of publicising provision would need to be employed. It was suggested that a range of methods would always be needed to attract learners, and that ultimately word of mouth (concerning the quality and accessibility of provision) was often the critical factor. The Inverness Group thought that the People's Network, accessed through local libraries, might be one area worth exploring.

c. Raising Quality through Learning and Teaching

Continuing Professional Development (CPD)

17. The Glasgow group in particular thought the creation of an SQA qualification for volunteers might be worth considering. The group discussed that while volunteer tutors fulfilled an important role in the system, they also required extra support in the form of resource centres and advice from more experienced tutors/advisers. Practitioners at the Dundee event expressed similar disquiet regarding the extent of reliance on volunteers.
18. The identification of barriers to the uptake of CPD was considered important. For example, it was noted that many ESOL staff were part-time or temporary and that this sometimes limited access to CPD opportunities.
19. Guidance staff needed to be aware of the barriers and difficulties faced by potential ESOL learners.
20. Tutors needed to have the skills to undertake not only the structuring and facilitating of learning but also to fulfil a guidance role for their students, i.e. a 'super-tutor' or key worker role.
21. ESOL tutors needed a wider perspective than just their own specialism so that they could aid learners in achieving meaningful progression.
22. 'Front of house' staff in a range of organisations needed to be equipped to deal with enquiries from people from a range of different cultures.
23. Integration of ESOL into TQ(FE) and/or the CLD equivalent was mentioned as a desirable. Also, CELTA and DELTA needed to be recognised more widely as respected teaching qualifications in their own right.

An ESOL curriculum framework

24. It was clarified that the proposed curriculum framework for ESOL was intended to complement existing HMI frameworks by providing more detailed guidance to practitioners. The recently launched Adult Literacy and Numeracy Curriculum Framework provided a potential model in this regard.
25. There was general support at the events for a curriculum framework that:
 - was flexible/not prescriptive
 - was linked to the SCQF and identified different types of accreditation
 - focussed more on learning and teaching/course content than on entry pathways, guidance etc.
 - took account of developments elsewhere, e.g. England, Europe, Australasia
 - recommended realistic timeframes, both for the completion of units and for spending on learning plans (this point was considered to be very important)
 - was kept rigorously up-to-date
 - considered the question of citizenship, both in terms of what should be taught and how
 - built in the recognition of achievement as well as attainment
 - acknowledged the different needs of learners

Related Issues

26. On a more general level, it was thought by at least one group (at Inverness) that vocational aspects of language skills were vital for integration and might therefore be tailored to local employment prospects. Unions and employers, the group suggested, should be engaged with this process as much as possible. In addition, it would be helpful for someone to undertake a skills audit of migrant workers.
27. The same group thought that micro-businesses might benefit from online provision and that all ESOL learners should be equipped as soon as possible with the language skills that would enable them to access essential services.
28. Quality assurance was specifically discussed by one of the groups at the Glasgow event. This group asked how the quality of teaching could be maintained and enhanced when observation was not permitted by the unions. [NB: As a point of clarity, observations happen currently as part of HMIE inspections. Moreover, many colleges operate a system of peer review]. It noted that reflective practice was advocated as well as peer observation, but thought that the question of payment for the latter needed to be addressed. There was general agreement within the group that it would be beneficial for line managers to observe the tutors on their staff. HMI inspections were discussed in this regard.
29. There was a fair amount of discussion (esp. at the Plenary in Glasgow) as to how language skills could be taken out of the classroom. This was thought to be a very desirable outcome, although delegates acknowledged that it could be very difficult to achieve.

d. Supporting Learning and Progression

30. Regarding employer links, it was noted that while there were some pockets of good practice, many (especially smaller) companies were still reluctant to get involved in ESOL provision. This could be partially due to the fear of losing staff once their English had attained a decent standard. Another factor was undoubtedly expense (although it was noted at the Edinburgh event that the WEA's 'workplace literacies funding' had been used to very good effect in some areas). Union learning representatives were thought to be very important in making effective links with employers.
31. Regarding college provision, the bar on funding for asylum seekers was mentioned as a barrier, as were childcare costs (and availability), a lack of bilingual teachers and the fact that ESOL was frequently not integrated enough with the rest of college provision. In addition, learners at the Edinburgh event reported that there were still some instances of discrimination by staff against asylum seekers and refugees.
32. A general point was made that while the Strategy seemed to focus on language learning as an end in itself, it should really be placed in the wider context of the need for integration. It was not sufficient to say that individuals or communities had a right to exist separately from mainstream national life. Integration was essential for both wellbeing and progression and ESOL was one important means of achieving that. Another was the education of native Scots.
33. On a similar theme, it was suggested that the Strategy should place greater emphasis on mentoring as a means of providing ongoing one-to-one support to learners as well as useful contacts in the community. There was, in addition, a call for posts to be created that would provide a link between sectors and services for learners and thus take some of the pressure off of ESOL tutors. Ideally, these people would be guidance specialists who also had a background in ESOL provision.
34. It was felt that there was a need for training for staff in, for example, the currency of foreign qualifications and pathways to appropriate language and vocational/academic training in Scotland. Also, as the ESOL tutor was often the "first port of call" for learners, he/she would probably benefit from training in guidance counselling. (Indeed, there was reference at Dundee to a scheme at Cardonald College whereby the ESOL teacher was actually the key guidance worker for each class and could refer learners on to specialists where appropriate).
35. Delegates at Inverness thought that in general there needed to be more dialogue between CLD, colleges and private providers.
36. Finally, while there was considerable demand for bilingual teachers and support staff, there was little evidence of supply. Though institutions often used crèche workers and foreign students, for example, it was thought that learners might actually be a good alternative source. Aberdeen Jobcentre Plus kept a database of bilingual staff and this was applauded as a model for other organisations.

e. Funding the Strategy

37. At all of the events, and particularly in the Plenary Sessions, delegates raised the question of how the Strategy was to be funded. There was a feeling that if the Strategy was to be effective and worthwhile, it would need to be supported by new money. It was also argued that extra funding was needed anyway in the light of EU enlargement and the continuing influx of asylum seekers and refugees. Attention was drawn in this respect to the long waiting lists for ESOL that existed at certain colleges.

38. The Department replied that at this stage new money could neither be ruled in nor ruled out. Work was ongoing to ascertain the true costs of ESOL in the college and CLD sectors. It was also hoped that the new structures proposed in the Strategy might lead to improved matching of supply with demand.

