

# The London Skills for Life Strategy

JHCONSULTING

LONDON  
DEVELOPMENT  
AGENCY

>lsc  
Leading learning and skills

jobcentreplus

LONDON  
COUNCILS

## Introduction

The Learning and Skills Council, London Development Agency, Jobcentre Plus and other regional partners recognise that the delivery of high quality, appropriate Skills for Life provision is pivotal to the success of London's economy and communities. The Three Year Skills for Life Strategy for London has been developed under the auspices of the London Skills Commission to provide the framework for multi agency collaboration that will bring about the fundamental change required to underpin a coherent approach to planning and funding all Skills for Life provision in London.

The Strategy comprises two Strategic Action Plans, one for literacy, numeracy and key skills and another for English for Speakers of Other Languages (ESOL). This document sets out the:

- Overview and context for the Strategy (pages 1-3);
- Strategic Action Plan for literacy, numeracy and key skills (pages 4-11), and
- Strategic Action Plan for ESOL (pages 12-18)

Each Strategic Action Plan includes an overview of key issues and a description of the major milestones that will chart regional partners' progress in achieving the goals of the Strategy.

## Overview and context

The London Skills for Life Strategy will guide and support the development of all Skills for Life provision to ensure that those living and working in the capital have the skills that they need to access jobs and learning opportunities, and to take full part London's community. Our work began as a response to a key recommendation of the London Project Report to "*develop a coherent strategy amongst all relevant Government departments and London bodies which will seek to increase availability of high quality ESOL training and remove barriers to uptake amongst those groups it identifies as having priority need*". The Strategy has not only embraced this recommendation, but also broadened its scope to include all Skills for Life. We have set ourselves six goals which we have identified as critical to our success:

- To reflect the differing needs and characteristics of both 14-19 year olds and adults requiring ESOL, literacy, numeracy and key skills through tailored templates for provision;
- To improve job-focused ESOL, literacy, numeracy and key skills so that people have the skills that they need for work;
- To target public investment on priority groups for ESOL, literacy, numeracy and key skills through a financing model that makes the best use of public resources, and that stimulates private sector investment;
- To ensure that the promotion of ESOL, literacy, numeracy and key skills learning is targeted on identified priority groups;
- To ensure consistently high quality ESOL, literacy, numeracy and key skills across all types of provision, and
- To coordinate London's ESOL, literacy, numeracy and key skills provision through a Regional Skills Partnership body, led by the LSC, and responsible for developing and delivering a coherent regional purchasing strategy.

Improving the range and 'fit' of Skills for Life provision in London is central to the Strategic Action Plan. But to bring about lasting change, it will be underpinned by joining up the work of key partners across Government departments and agencies through a regional body responsible for the planning and co-ordination of all Skills for Life provision that can respond to London's dynamic and complex needs.

## A wide reaching strategy

The Strategy encompasses all forms of ESOL, literacy, numeracy and key skills learning – not just that which leads to qualifications or falls within the DfES portfolio. We recognise that if we are to plan and coordinate the SfL provision required to address the needs of individuals and employers, and support the implementation of London's Regional Skills Plan, we must include the whole range of skills development from first steps learning to numeracy for people with higher level skills and professional level English language skills. Although the current DfES Skills for Life portfolio is expected to be kept in use until 2010, our planning and development will also be informed by the work that is taking place to develop Functional Skills.

The London Project Report highlighted that *"ESOL is a concern which spans departments and London bodies"*. We strongly endorse this and acknowledge that it applies equally to literacy, numeracy and key skills. To promote Skills for Life as integral to all skills development, we must embed our Strategy for London within a range of other key policy developments. This will include ensuring that the needs of learners are responded to in the developments for support and learning related activities such as childcare and information, advice and guidance. It also means keeping a sharp focus on the Skills for Life needs of those most excluded or at risk of exclusion – in our communities and in offender learning environments.

The transfer of responsibility and funding for Jobcentre Plus Skills for Life provision and all offender provision to the LSC forms an important part of the spearhead for a joint regional procurement strategy. We are using this timely opportunity to learn how best to approach joint planning and purchasing and apply these principles to a joint purchasing strategy for all Skills for Life in the Capital.

Our regional body, the Multi Agency Skills for Life Team (MAST) will work with those implementing strategies for tackling worklessness, for childcare, social inclusion and others to make sure that our Strategy provides the coherence necessary to tackle London's needs. This includes dovetailing activity with the planning and implementation of key developments including Local Area Agreements and City Strategy Pathfinders. It will also ensure that we find ways of engaging effectively with new bodies as they emerge, for example, the Mayor's Board for Refugee Integration in London, so that we make the most of opportunities to inform our planning.

In developing and implementing the Strategy, we are committed to applying the principles already agreed nationally in the LSC's Agenda for Change, to transform the delivery of learning and skills. In doing so, we will also take heed of the importance of streamlining structures and processes to minimise bureaucracy wherever possible. We recognise that this is particularly important in taking forward arrangements for MAST, through bringing together existing personnel in a multi agency team so that current work can be better coordinated and new developments planned in the light of comprehensive shared intelligence.

## Delivering the Strategy with our key partners

The success of the Strategy is not only dependent on the commitment of the key regional partners, but also upon those organisations and individuals responsible for delivering provision. The involvement from provider sectors including Further Education, Adult and Community Learning, Voluntary and Community organisations, Work-based Learning providers and the private sector will be invaluable in developing and delivering Skills for Life templates that more closely meet the needs of individuals and employers.

We recognise that for Skills for Life provision to be responsive to individuals and employers, our work must support the implementation of London's Regional Skills Plan, working with the London Skills and Employment Board. Similarly, we will continue our dialogue with the Sector Skills Councils, Business Link for London, the National Employment Panel and others to ensure that the needs of employers, employees and those moving from welfare to work are met. We must also ensure that Skills for Life is a cross cutting theme in London's skills development planning for the Olympic Games.

Our goals for ESOL, literacy, numeracy and key skills in London are ambitious. We know that to bring about sufficient and lasting change to provision and the way in which it is delivered will not only require the commitment of all London's strategic partners, but will also impact on national policies and arrangements. As the region that delivers a very significant amount of Skills for Life provision, London is in a unique position to pilot new models for the strategic management and development of provision. To do this, we will need the support of national officers and Ministers on key issues including finance, targets and data capture to give us the flexibility required to achieve the goals that will make a real difference to the people and employers that need ESOL, literacy, numeracy and key skills. The absolute importance of common data capture as a prerequisite for effective coordinated planning has been strongly underlined in the work to produce the Evidence Bases that underpin the Strategy.

## Implementing our Strategy and monitoring our progress

The Strategic Action Plans that follow are intended as working documents that provide brief descriptions of the starting points and rationale for each of our six goals, along with the strategic milestones that will chart our progress. They have been developed in response to comprehensive evidence bases that presents the headline issues for ESOL, literacy, numeracy and key skills in London.

At the strategic level, there are a number of common issues for Skills for Life, however, there will be different actions required to achieve the milestones, and different outcomes arising from these. Differences in the **strategic approach** are made explicit in the Plans. The milestones shown in the Plans are deliberately 'front loaded'. We know that we need to cover a lot of ground quickly if we are to build up the momentum to achieve lasting impact from the Strategy.

Regional partners are using these Strategic Action Plans as frameworks for drawing up their own implementation plans which detail their role and actions to in ensure that the London Skills for Life Strategy is delivered across the Capital.

# The Three Year Strategic Action Plan for literacy, numeracy and key skills in London

## Background

The Department for Education and Skills (DfES) estimates that in London there are 900,000 people of working age (19%) who have literacy skills below Level 1, and a staggering 2.3m (48%) with numeracy skills below Level 1. Added to this, in 2004/05, over 10,000 young people did not gain GCSE passes for English and Maths, and there is an estimated 6,000 people serving custodial sentences with literacy, and numeracy needs. Gauging the number of people with key skills needs is a particular challenge because these skills areas are not assessed in the same way. Key skills (which recognise the ability to apply maths and English skills, as well as teamwork and other skills), are underpinned by literacy, numeracy and language. It is therefore very likely that many of these cohorts will also have key skills needs.

In 2004/05, there were 162,531 Learning and Skills Council (LSC) enrolments on literacy, numeracy and key skills provision (FE funding stream). About 50% of enrolments were for literacy, 23% for numeracy and 27% for key skills. The majority of key skills enrolments are through Apprenticeship frameworks. In addition, there were over 65,000 learndirect enrolments and Jobcentre Plus showed about 7,000 starts on SfL activity. A significant part of the offender learning budget is also likely to have been spent on SfL activity. The recent London Development Agency SfL survey indicates that a range of literacy, numeracy and key skills provision is being supported.

The balance of people with poor literacy, numeracy and key skills against the take up of provision indicate that there is considerable unmet **need**. The demand for provision, particularly numeracy, is not high, underlining the key finding that some people do not perceive that they have needs, and that stigma and ineffective promotion still prevent many from seeking out learning. Public investment in literacy, numeracy and key skills in London is over £90m annually. The LSC accounts for at least 85% of this investment. The demands on public investment are increasing and resources cannot stretch to accommodate the current volume of take up of literacy, numeracy and key skills learning, as well as ensuring that those with critical needs are attracted into learning. Prioritization of public investment is essential for finite resources to be focused on marginalized groups that are not accessing provision.

The educational and learning related requirements of people with literacy, numeracy and key skills needs vary greatly. Similarly, people's aspirations are different, demonstrating the vital role that literacy, numeracy and key skills play in helping people into work, as well as in providing the skills to tackle poverty, social exclusion and disempowerment. The mix of current provision is broad, but not sufficiently responsive to, or focused on the variations of need and aspiration. There is good quality job-focused provision, but it is not coordinated regionally. Engaging employees and employers in small and medium sized businesses remains challenge and selling the business benefits of literacy, numeracy and key skills learning is crucial to engagement.

JHCONSULTING



Key skills are particularly complex, challenging and sometimes confusing. DfES approved key skills currently encompass six skill areas. Two of these, Application of Number and Communication contribute to the Government's PSA target for SfL and are included in LSC Apprenticeship Frameworks. The other three areas – Working With Others, Problem Solving and Improving Own Learning and Performance are commonly known as wider key skills. Key skills not only represent the logical extension and application of literacy, numeracy and language skills, but are also integral to sustainable employment.

In addition, 'non-DfES' key skills activity frequently forms part of employability provision. To ensure that young people and adults are able to develop key skills effectively, our planning needs to take into account provision leading to DfES key skills qualifications, as well as provision that fall outside this portfolio. Currently, young people taking up DfES key skills as part of Apprenticeship and vocational training are too often subjected to a 'one size fits all approach' which does not tailor programmes to their needs.

The London region continues to make the greatest progress towards achieving the Government's Skills for Life targets, but still only around one third of learners gain qualifications. Completion and achievement rates in literacy, numeracy and key skills are frequently poorer for 16-19 year olds than those of adult learners. The achievement rate for key skills provision is much lower than for literacy or numeracy. The overall quality of literacy, numeracy and key skills provision is improving, but there remain some pockets of poor provision. Whilst there are indications that this rate has improved in 2004/05, the quality of key skills provision is still significantly lower than that of literacy, numeracy and ESOL.

Despite significant investment from the LSC and LDA, skills shortages in the SfL workforce persist. Traditional 'volunteer' routes into teaching and the fact that nearly half of the workforce is employed on part-time and/or temporary contracts has limited the impact of staff development opportunities and created an urgent need to professionalise the workforce. Even amongst qualified teachers, significant numbers do not have the skills sets for flexible delivery, particularly in the community and workplace or to young people. Whilst there is progress in making literacy, numeracy and key skills more relevant by embedding it in vocational and other provision, much more professional development will be required to enable non-specialist staff to take part in this type of delivery.

Key skills teachers tend to be amongst the least qualified and skilled in the workforce, and a significant proportion do not have the necessary underpinning literacy, language and numeracy skills. The need for key skills teachers to be qualified does not appear to be as important for employers as it is for literacy and numeracy teachers. Many key skills teachers do not work in FE settings, but in sectors where traditionally there has been less access to teacher training and professional development opportunities.

Goal 1	Starting Point and Rationale	Strategic Milestones
<p><b>Reflect the differing needs, characteristics and goals of 14-19 year olds and adults requiring literacy, numeracy and key skills through tailored templates for provision.</b></p> <p>The literacy, numeracy and key skills markets will be 'segmented' and templates developed for provision that support the achievement of economic, social and personal aspirations.</p> <p>Templates for critical literacy, numeracy and key skills market segments, particularly those focused on employment and social inclusion (including helping to prevent re-offending) will be prioritised for public investment. Improved screening and assessment processes will be incorporated into templates to enable priority learners to be identified and to be placed on provision that most closely meets their needs.</p> <p>Templates will describe all the key elements to be addressed in addition to learning eg: childcare, information and advice, progression etc. Costs and financing arrangements will be identified for each template, including where there should be a cost to the learner or employer (public and private sector). Qualifications must have the capacity to accredit a wide range of skills delivered in different settings and for different purposes.</p>	<p>The DfES estimates that over 900,000 of working age people (19%) in London have literacy skills below Level 1, and 2.3m (48%) have numeracy skills below level 1. Many will also have key skills needs.</p> <p>In 2004/05, over 2,000 young people had no GCSE passes, and a further 8,000 did not gain English and Maths, indicating the need to address SfL in schools.</p> <p>Literacy represents around one fifth of <b>all</b> LSC SfL enrolments, and take up is double that for numeracy. Around two thirds of LSC funded literacy and numeracy provision is delivered at Entry and Level 1.</p> <p>In 2004/05, over 75% of LSC key skills enrolments were from those under 19 undertaking Apprenticeships and other vocational learning. Early findings indicate that key skills form 29% of LDA SfL provision. 10% leads to DfES qualifications and 24% to 'sector qualifications'.</p> <p>Literacy and numeracy are delivered in a variety of different ways including traditional discrete courses, learning embedded with vocational training or leisure activities, family learning and through e-learning.</p> <p>A significant amount of provision is not sufficiently responsive to the differing requirements of those with literacy, numeracy and key skills needs</p> <p>The work led by the Qualifications and Curriculum Authority (QCA) to develop Functional Skills is continuing. Regional strategy and planning should be informed by this work, including a more integrated approach to delivering key skills.</p>	<p><b>By end 2006:</b></p> <ul style="list-style-type: none"> <li>→ Clarification is reached between partners on the detail of what is to be included in the scope of regional key skills planning eg: DfES Key Skills, employability skills etc.</li> <li>→ Segments for the literacy, numeracy and key skills markets are profiled, along with the goals to which literacy, numeracy and key skills learning leads. Examples of successful provision are drawn on.</li> <li>→ Learner-centred template matrices for literacy, numeracy and key skills are drawn up, identifying the minimum requirements to meet the different <b>needs and goals</b> of individuals. <b>Priority</b> templates developed to first draft stage, including relevant qualifications where appropriate.</li> <li>→ Matrices inform the development of a regional purchasing strategy. This will include identifying how templates align with each regional partners' priorities.</li> <li>→ A close relationship is established between the SfL Regional Body and QCA to review the current structure and implementation of the DfES approved qualifications so that they can be further developed to meet more effectively the needs of London's learners and employers. This includes taking advantage of the opportunities created through pilots and trials.</li> <li>→ For templates where qualifications are not appropriate, DfES Measures of Success implemented.</li> <li>→ IAG, screening and assessment methods are reviewed and developed, including key skills assessment processes. Increased integration of job-focused and learning-focused IAG.</li> <li>→ Review of all templates and progress to inform detailed planning for 2007.</li> </ul> <p><b>By end 2007:</b></p> <ul style="list-style-type: none"> <li>→ All literacy, numeracy and key skills components and templates within competitive tendering rounds (ESF etc.) launched by partners are planned with the SfL Regional Body to ensure consistency.</li> <li>→ In early 2007, Agenda for Change is used as a key vehicle to move providers towards delivering literacy, numeracy and key skills according to templates.</li> <li>→ 60% of literacy, numeracy and key skills provision meets priority templates.</li> <li>→ Review of template delivery and achievement. This will include monitoring qualifications for flexibility and effectiveness, feeding back to the QCA and other partners.</li> <li>→ Common success measures for non-accredited provision within templates are finalised and introduced.</li> </ul> <p><b>By end 2008:</b></p> <ul style="list-style-type: none"> <li>→ Further refinement of templates where required and additional templates drawn up.</li> <li>→ 80% of provision meets templates with the objective of full alignment in 2009.</li> </ul>

Goal 2	Starting Point and Rationale	Strategic Milestones
<p><b>Ensure that people have the literacy, numeracy and key skills that they need for work through job-focused templates and establishing regional coordination for employment-focused provision.</b></p> <p>The literacy, numeracy and key skills templates will respond to the needs of those entering work, as well as employees and employers.</p> <p>London's key sectors will be prioritised, especially those where literacy, numeracy and key skills needs are particularly crucial.</p> <p>All relevant bodies, including employers, the Sector Skills Councils, the National Employment Panel, the QCA and others will be involved in achieving this goal.</p> <p>A regional fast response mechanism will be an integral part of the regional body for SfL and will co-ordinate the work that partners are already engaged in. It will work with Business Link for London (BL4L), Business in the Community and other employer-facing organisations to ensure that employers wishing to access literacy, numeracy and key skills provision are able to do so, acting as a regional focus for the employer brokerage services and business support being developed by the LSC and other partners.</p>	<p>Low level literacy and numeracy skills are strongly associated with being unemployed or employed in lower level occupations. The NRDC indicates a correlation between low <b>numeracy</b> skills (rather than literacy) and being in low skilled manual work.</p> <p>Those employed in the construction and hospitality sectors are amongst those with the highest incidences of no qualifications, followed by the wholesale/retail and repairs, and transport/communication sectors.</p> <p>It remains a challenge to sell the business case for SfL to employers, but there are some good examples of successful job-focused provision. A key success factor lacking in much provision is development customised training with early employer involvement. Trade unions are effective partners in delivering SfL in the workplace. However, not all companies are unionized, especially smaller employers.</p> <p>Some of the activities delivered through Jobcentre Plus and LDA provision have elements of key skills described as employability skills. In the recent DfES paper on employability key skills are identified as part of employability skills by SSCs.</p> <p>Employers want Apprentices to have adequate numeracy, literacy and key skills from the outset. These skills needs should be addressed in schools and through Entry to Employment.</p> <p>The current Apprenticeship framework can result in young people either being required to study skills in which they may be proficient, or having their literacy, language and numeracy needs overlooked. Key skills are often taught as a 'stand-alone' subject, making it hard for young people and employers to see their relevance. A more flexible and embedded approach is needed, starting with effective initial assessment.</p>	<p><b>By end 2006:</b></p> <ul style="list-style-type: none"> <li>→ Underpinning principles and protocols for regional co-ordination of partners' current employment-focused literacy, numeracy and key skills activity drafted, including brokerage and business support activities. Operational details for the fast response mechanism identified as part of the SfL Regional Body.</li> <li>→ The planning and delivery of literacy, numeracy and key skills is 'mainstreamed' into major new employer-focused initiatives such as Train to Gain and LDA programmes, through the work of the SfL Regional Body.</li> <li>→ Further work takes place to identify the employability skills needs for different occupations/sectors (building on the work presented in the DfES Employability report) and how key skills fit within these.</li> <li>→ In line with Goal 1, <b>priority</b> job-focused literacy, numeracy and key skills templates drafted. This will include working with successful employer/provider partnerships to identify essential programme design principles, liaison with SSCs and identification of any accreditation/qualification issues.</li> <li>→ The 'compact model' of bringing together small firms to use the learning facilities of larger companies might be used is explored as an option to stimulate employer engagement.</li> <li>→ Pilots of job-focused templates commence using selected employer test beds, including Royal Mail and Initial Health Services.</li> <li>→ Literacy, numeracy and key skills included in the piloting of City Strategy provision to support continuity of learning for job entrants and to resolve tracking, financing and outcome issues.</li> <li>→ Details of successful job-focused/employer tailored literacy, numeracy and key skills provision are widely publicised and promoted to employers, using existing routes eg: the LSC's Employer Guide to Training website, BL4L and other established and developing training brokerage mechanisms.</li> </ul> <p><b>By end 2007:</b></p> <ul style="list-style-type: none"> <li>→ Evaluate pilots begun in 2006, where possible comparing similar cohorts that have had support and that have not.</li> <li>→ In early 2007, agenda for change is used as a key vehicle to move providers towards delivering job-focused literacy, numeracy and key skills according to templates.</li> </ul> <p><b>By end 2008:</b></p> <ul style="list-style-type: none"> <li>→ In response to review, further refinement of job-focused literacy, numeracy and key skills templates and continued development of accreditation and qualifications (with employers, the QCA and partners).</li> <li>→ Responses to employers' requests for literacy, numeracy and key skills provision are timely, well co-ordinated, appropriate, focused and delivered in the workplace, with the objective of a comprehensive regional service in place.</li> </ul>

Goal 3	Starting Point and Rationale	Strategic Milestones
<p><b>Target public investment on priority literacy, numeracy and key skills groups through a financing model that makes the best use of public resources, and that stimulates private sector investment.</b></p> <p>This will include reviewing the overall balance of public investment on literacy, numeracy, ESOL and key skills against the priorities for public investment, as well as aligning resources from the most appropriate Government departmental and non-departmental sources with priority templates and groups.</p> <p>Key factors will include consideration of those that will ensure that Government priorities to tackle worklessness, workforce development and social cohesion can be addressed.</p> <p>Enhanced screening and assessment methods will enable priority learners to be identified. Employer and/or learner contributions will be sought to finance learning where appropriate, in line with the type of provision being purchased.</p>	<p>The vast majority of literacy, numeracy and key skills provision is funded by the LSC. In 2004/05, £67m (FE stream) supported 162,531 enrolments in literacy, numeracy and key skills. Learndirect expenditure in 2004/05 was £7m supporting nearly 35,000 learners. Jobcentre Plus invested around £5.3m. A significant part of the £12m offender learning budget is likely to have been spent on SfL activity. The LDA also invests in literacy, numeracy and key skills delivered through a range of skills and regeneration programmes.</p> <p>Although literacy, numeracy and key skills do not have the same scale of waiting lists as ESOL, there are reports of a lack of provision to meet the <b>demand</b> for literacy as well as the <b>need</b> for literacy, numeracy and key skills to support existing learners in vocational learning. Evidence of unmet demand is further reinforced by Ufl London region figures showing that learndirect centres attract around three times their profiled number of learners.</p> <p>If demand for literacy, numeracy and key skills were stimulated further, it would outstrip supply at current investment levels, and it is unlikely that there are enough sufficiently skilled teachers to meet any increased demand, particularly for numeracy. There is also a lack of consistent investment for initial teacher education and professional development.</p> <p>Restrictions on LSC funded guidance services limits the support that Next Steps providers can give to people with SfL needs, often those more likely to require this help. More effective 'front end' services could bring costs savings through more appropriate referrals and would enable people from agreed priority groups to be accurately identified.</p>	<p><b>By end 2006:</b></p> <ul style="list-style-type: none"> <li>→ Linked to Goal 1, and in with agreed criteria, literacy, numeracy and key skills segments that target individuals who are priorities for public investment are identified. Provision that should be supported by employer and/or individual contributions are also identified.</li> <li>→ In developing templates, screening and assessment of potential learners incorporates the assessment of 'priority factors' to ensure that preference is given to agreed priority groups.</li> <li>→ Linked to Goals 1 and 2, as templates are developed, partners identify which templates and/or elements of templates they will prioritise for funding.</li> <li>→ Partners begin the process of identifying which target groups, sectors, geographical areas align with their funding priorities.</li> <li>→ The costs of better 'front end' services and potential savings arising from this investments are estimated.</li> <li>→ Partner investment priorities inform the development of the purchasing strategy. A protocol is agreed between partners that identifies the mechanisms and processes for joint purchasing.</li> <li>→ The financial impact of prioritising public investment and of templates is monitored and fed into the development of the purchasing strategy. <b>Critical</b> gaps in public investment that cannot be offset against fee income are identified.</li> <li>→ A brief compendium of examples is compiled demonstrating the benefits businesses have realised through their employees' acquisition of and improvement in literacy, numeracy and key skills. Examples are used in publicity to stimulate employer involvement and investment.</li> </ul> <p><b>By end 2007:</b></p> <ul style="list-style-type: none"> <li>→ The financial impact of prioritising public investment and of templates is monitored and fed into the development of the purchasing strategy.</li> <li>→ Employment focused provision is further developed using income from employer and employee fees.</li> <li>→ <b>Critical</b> gaps in public investment that cannot be offset against fee income are identified.</li> <li>→ The impact of the financing model is reviewed to inform the further development of the purchasing strategy, along with any critical changes in the literacy, numeracy and key skills markets.</li> </ul> <p><b>By end 2008:</b></p> <ul style="list-style-type: none"> <li>→ The financing aspects of the regional purchasing strategy are fully operational with the objective of appropriate and flexible public and private financing for all literacy, numeracy and key skills templates in 2008-09.</li> </ul>

Goal 4	Starting Point and Rationale	Strategic Milestones
<p><b>Ensure that promotion of literacy, numeracy and key skills learning is targeted on identified priority groups.</b></p> <p>To ensure that the priority groups identified through the work carried out under Goal 3 are able to benefit from literacy, numeracy and key skills support, it will be necessary to promote provision and find new ways of attracting those who have until now not been able or motivated to take up learning.</p> <p>It will be important to use promotional techniques that engage the different segments of the literacy, numeracy and key skills markets.</p> <p>Achieving this goal against a backdrop of limited resources is likely to result in the need for 'non-public' investment for some 'non-priority' groups and types of provision.</p>	<p>Demand for literacy, and in particular numeracy, does not reflect the level of need. This is consistent with the evidence that those with poor SfL tend not to perceive themselves as such. There is still stigma attached to having poor SfL skills, for young people as well as adults. These factors strongly indicate a need for a range of effective 'marketing' techniques, including moving away from the 'deficit model' and starting from the more positive stance of what skills a person possesses rather than lacks.</p> <p>There are indications that some groups are particularly reluctant or unable to access provision, including the 'workless' group, 'white males' not in employment, people with moderate learning difficulties, offenders, young people (particularly in the NEET group), lone parents and low skilled employees.</p> <p>Restrictions on LSC funded guidance services limits the support that Next Steps providers can give to people with SfL needs, often those more likely to require this help. High quality engagement work, for example, the activity of the SfL Compact for Libraries and other outreach using 'trusted intermediaries' (non-teachers working in libraries, health care services, citizens advice bureaux etc.), Family Learning workers, IAG staff, Union Learning Representatives and Skills and Jobs Brokers contributes much needed additional support. To ensure high quality front-end services, these intermediaries need to have access to professional development opportunities.</p> <p>If demand for SfL were stimulated further, it would outstrip supply at current investment levels, and it is unlikely that there are enough sufficiently skilled teachers to meet any increased demand, particularly for numeracy. There is also a lack of consistent investment for initial teacher education and professional development.</p>	<p><b>By end 2006:</b></p> <ul style="list-style-type: none"> <li>→ Agreement is reached on which of the groups currently not accessing literacy, numeracy and key skills provision are to be prioritised for promotional activities (linked to Goals 1, 2 and 3). These should include people within the 'workless' group with the poorest literacy and numeracy skills and those whose literacy, numeracy and key skills prevents them from doing their jobs satisfactorily (especially female employees).</li> <li>→ A timeline is set in place (from Sept 2006-08) to identify the order in which these priority groups' needs will be met, acknowledging that there are particularly big issues to address in ensuring that there is the capacity to meet numeracy/application of number needs, and that key skills teaching is embedded and of a good standard.</li> <li>→ The impact on current literacy, numeracy and key skills provision of stimulating demand amongst agreed <b>priority</b> groups is assessed. This will involve assessing the impact of shifting resources from 'non-priority' provision into provision that meets the templates drawn up under Goals 1&amp; 2.</li> <li>→ Partners' priorities and funding streams are aligned with proposed new provision (linked to Goal 3).</li> <li>→ The effectiveness of current numeracy provision is evaluated in more detail to see if it is attracting and meeting the needs of the agreed priority groups for numeracy. Results fed into the development of numeracy templates.</li> <li>→ Marketing and promotion that will attract agreed priority groups is developed for implementation from 2007. Numeracy is prioritised. Marketing and engagement methods and materials will focus on 'positive promotion' eg: Move On, Get On etc. and complement national campaigns where appropriate.</li> <li>→ DWP funded Skills Coaching pilots are used to enhance 'outreach' and initial IAG for JCP customers with SfL needs.</li> </ul> <p><b>By end 2007:</b></p> <ul style="list-style-type: none"> <li>→ Capacity is grown in anticipation of new demand from priority groups identified for early intervention on the timeline. This will link with priority actions under Goal 5 (workforce development), as well as under Goals 1 and 2 (clear and fit for purpose templates for Literacy, numeracy and key skills).</li> <li>→ Capacity and skills within frontline services (IAG and initial assessment) are developed in order to identify the agreed priority learners, assess their literacy, numeracy and key skills effectively and make referrals to appropriate provision.</li> <li>→ Monitor and evaluate the take up from <b>priority</b> groups and the impact of promotion. Further develop provision and promotion in line with the results of evaluation.</li> </ul> <p><b>By end 2008:</b></p> <ul style="list-style-type: none"> <li>→ Frontline and learning delivery capacity is fully developed to meet the needs of <b>priority</b> groups. All priority groups identified across the timeline are able to access appropriate provision and are being attracted into it.</li> </ul>

Goal 5	Starting Point and Rationale	Strategic Milestones
<p><b>Ensure consistently high quality across all literacy, numeracy and key skills provision, recognising their essential roles in underpinning all curriculum provision.</b></p> <p>This will include continuing to embed the SfL Quality Improvement Programme. In line with Agenda for Change, poor quality provision that does not respond to support will be replaced.</p> <p>A key factor in achieving the goal is to establish and maintain a professional workforce of literacy, numeracy and key skills teachers and managers with the capacity and skills sets to deliver accredited provision for a range of purposes and levels, and in different settings.</p> <p>The London Strategic Unit for the Learning and Skills Workforce (LSU) will form the workforce development arm of the regional body for SfL. The new Quality Improvement Agency for Lifelong Learning (QIA) heralds coherent quality improvement activities across the post-16 sector.</p>	<p>A significant number of LSC providers are judged through inspection as satisfactory or above, but some still fall below this standard. OfSTED's 2005 report indicates a slight quality improvement in literacy and numeracy, better for adults than for young people. Ensuring that quality standards and processes are appropriate for all providers is essential.</p> <p>Although London leads the way in achievement of the SfL PSA target, some provider achievement rates remain low. In 2003/04, just under one third of all LSC SfL <b>learners</b> achieved a qualification, although 70% of literacy and numeracy <b>learning aims</b> result in a qualification. Key skills learning aim achievements are much lower at 22%. Evidence suggests that this is due to poor delivery, rather than the curriculum or qualification.</p> <p>Teaching culture is a factor in the achievement of qualifications. Anecdotal evidence suggests that some teachers, although dedicated to delivering quality learning, are reluctant to help learners prepare for tests.</p> <p>There is an urgent need to continue the professionalisation of the teaching workforce. 46% of literacy, numeracy and key skills teachers do not have qualified teacher status and 47% are not employed on permanent full-time contracts. There are more unqualified teachers in the Adult and Community Learning, work-based learning and voluntary sectors. Key skills teachers are more likely to be working in work-based learning, a sector that, along with Adult and Community Learning, has traditionally had less access than the FE sector to teacher training and professional development. Some key skills teachers lack underpinning literacy, language and numeracy skills.</p> <p>Teachers with older qualifications or on low-hour contracts may not see themselves in careers, or feel the need for training or qualifications.</p> <p>The whole organisation approach advocates embedded SfL activities. Whilst there are merits to this, many vocational staff have SfL needs, and some may not want to teach SfL. A range of options for embedding SfL should continue to be pursued, including SfL teachers and learning/learner support staff working alongside vocational staff. Regional planning should take into account the continuing development of routes for teacher qualification.</p>	<p><b>By end 2006:</b></p> <ul style="list-style-type: none"> <li>→ LSU identifies the priorities for literacy, numeracy and key skills teachers and teaching in the first workforce development (WfD) strategy. The plan should include prioritising: <ul style="list-style-type: none"> <li>▪ Increasing the number of qualified teachers in non-FE settings, especially for key skills;</li> <li>▪ developing the skills sets of FE teachers so that they are better able to teach in workplace, community and other 'non-classroom' settings;</li> <li>▪ training new, <b>additional</b> numeracy teachers and ensure that they are equipped with qualifications, and with skills sets for delivery in 'non-classroom' settings, and</li> <li>▪ providing professional development for 'trusted intermediaries' (see Goal 4).</li> </ul> </li> <li>→ The largest providers work with the LSU to audit staffing needs in line with template requirements, ensuring that the most crucial needs are prioritised. An analysis of <b>priority</b> staff training needs produced by <b>Spring 2006</b> and fed into workforce development strategy.</li> <li>→ Providers with significant numbers of teachers on low volume contracts are worked with to establish a more stable workforce, including through partnership arrangements.</li> <li>→ Support providers to adopt to common quality standards through the implementation of the DfES 'New Measures of Success', in line with any QIA developments.</li> <li>→ Continue the work to support LSC providers to implement the whole organisation approach and to convert provision so that 80% of it leads to approved DfES qualifications by 2007.</li> <li>→ Persistent poor quality provision is identified for replacement in 2007.</li> </ul> <p><b>By end 2007:</b></p> <ul style="list-style-type: none"> <li>→ A sustainable financing strategy for teacher training and workforce development is in place.</li> <li>→ Plans are implemented to establish a network of Centres of Excellence for literacy, numeracy and key skills, based on those providers able to deliver in line with templates.</li> <li>→ All providers delivering to JCP clients, offenders and those on LDA programmes are being supported to achieve appropriate quality standards. Poor quality provision is replaced.</li> <li>→ Reduction in the proportion of teachers on low volume contracts.</li> <li>→ ESF financed CPD delivery completed and impact on workforce reviewed.</li> </ul> <p><b>By end 2008:</b></p> <ul style="list-style-type: none"> <li>→ Providers funded through all funding streams are aligned to common quality standards and are delivering significant amounts of provision leading to approved SfL qualifications.</li> </ul>

Goal 6	Starting Point and Rationale	Strategic Milestones
<p><b>Coordinate London's literacy, numeracy and key skills provision through a regional body that develops and delivers a coherent regional purchasing strategy. The body to be led by the LSC, under the auspices of the Regional Skills Partnership, with the integral involvement of the LDA, JCP and other key agencies.</b></p> <p>The regional body will coordinate regional responses to critical gaps in provision and changes in demand for different types of provision through a regional purchasing strategy. This will include overseeing the development and implementation of templates for literacy, numeracy and key skills, maintaining strategic links with other key regional and national work.</p> <p>The regional purchasing strategy will ensure that provision fits with templates that address the range of needs identified across the literacy, numeracy and key skills markets. It will also enable each of the key regional partners to align their priorities against the regional strategy.</p> <p>A joint data capture system will be created and implemented by the regional body to provide <b>essential</b> information for improved review and planning, drawing on the work of the national Managing Information Across Partners (MIAP) and regional data groups. Data capture will include learner tracking and progression, the type and distribution of provision, qualification and job outcomes, financing sources. The objective will be to establish simple, yet effective data co-ordination.</p>	<p>There is a need to continue the work that has been started to improve regional coordination and joint working between partners so that there is a coherent approach to planning literacy, numeracy and key skills provision. The strategic development being spearheaded through the emergent regional body for SfL and template matrix is intended to take this forward.</p> <p>It is imperative that literacy, numeracy and key skills are incorporated into the ongoing development, planning and implementation of all learning, skills, regeneration and renewal initiatives and programmes, including Train to Gain, City Strategies, Local Area Agreements, the Olympics and others. If this is not achieved from the highest level down, it is unlikely that the full potential impact of SfL provision and public investment will be realised.</p> <p>Agencies other than the LSC have difficulty in disaggregating data for their literacy, numeracy and key skills provision from other activities. The LDA is currently involved in developing data capture that will enable this to happen, but significant gaps will remain from other funders and funding streams.</p> <p>Planning the right mix of provision to meet priority learner needs is dependent on having common data for <b>all</b> provision. This is especially important to preserve provision that is vital in helping people to learn and work, but that does not contribute to the SfL PSA target.</p>	<p><b>By end 2006:</b></p> <ul style="list-style-type: none"> <li>→ Mechanisms are in place to ensure that priorities for provision can be met by the regional body including agreement on the remit, management and monitoring for the body, key functions, staffing and resourcing.</li> <li>→ A checklist is drawn up and applied to all policy initiatives, including City Strategies, Local Area Agreements, Train to Gain, JCP, job brokerage, regeneration and renewal to make sure that literacy, numeracy and key skills are integral to each of them.</li> <li>→ Partner investment information collated to inform the purchasing strategy. Protocols and mechanisms for the joint regional procurement of literacy, numeracy and key skills are agreed.</li> <li>→ A regional purchasing strategy for literacy, numeracy and key skills is agreed, shaped by the segments and templates for these skills (see Goals 1&amp;2) and identifying the purchasing priorities of the main funders. The strategy will support the Agenda for Change, the transfer of JCP Skills for Life provision to the LSC and developments in offender learning (OLASS).</li> <li>→ All partners commit to capturing and sharing an agreed set of data (finance, enrolments, learners, qualifications, types of provision etc.). This is expressed in a protocol for common data capture, shaped by the review and planning requirements of the purchasing strategy.</li> <li>→ Underpinning mechanisms for joint regional purchase of literacy, numeracy and key skills agreed, drawing on the principles and process outlined in the learner-centred template matrices.</li> <li>→ A communication and marketing strategy developed and agreed between partners, and able to communicate the regional strategy for SfL to all key audiences.</li> <li>→ Detailed quarterly review and planning mechanism in place, including a robust risk/benefit analysis process. Review of progress and detailed planning for 2007-08.</li> </ul> <p><b>By end 2007:</b></p> <ul style="list-style-type: none"> <li>→ From January, the regional purchasing strategy is incrementally introduced, prioritising the reshaping of provision delivered by the largest providers.</li> <li>→ In line with the agreed protocol, regular joint data capture implemented by the SfL Regional Body and involving all partners. Monitoring to inform further development.</li> <li>→ Partners review organisational priorities against the purchasing strategy. Further detailed planning for 2008.</li> </ul> <p><b>By end 2008:</b></p> <ul style="list-style-type: none"> <li>→ The review and planning cycle for the regional purchasing strategy is fully operational.</li> <li>→ Common data capture systems are in place with the objective of a fully operational system capable of unique learner tracking (subject to national developments) established by 2009.</li> </ul>

# The Three Year Strategic Action Plan for ESOL in London

## Background

In London, there are an estimated 600,000 people of working age who have varying levels of ESOL needs, balanced against around 125,000 people currently accessing ESOL learning. Although both figures can only be estimates, the important issue is that of scale. It is clear that there is considerable unmet need. The educational and learning related requirements of people with ESOL needs vary greatly, from those who are not literate in their mother tongue to people who have professional qualifications. Similarly, people's aspirations are different, demonstrating the vital role that ESOL plays in helping people into work, as well as providing the language skills to tackle social exclusion and isolation.

London is in a unique position. It delivers half of England's ESOL, representing nearly two thirds of all Skills for Life provision in the Capital. Public investment in ESOL in London is approximately £180m annually. The Learning and Skills Council (LSC) accounts for at least 80% of this investment, followed by Jobcentre Plus at around 8%. Despite LSC ESOL supply rising by 40% between 2001 and 2004, and expenditure by over 50% in the same period, there remain some people who are not accessing the ESOL provision that they need. The demands on public investment are increasing and resources cannot stretch to accommodate all those that wish to take up ESOL, and without prioritization of public investment, some of the most marginalized groups are at an increasing risk of not being able to access provision.

The mix of current provision is broad, but not sufficiently responsive to the variations of need. The London Project Report highlights that *'the provision of job-focused English language teaching in London is insufficient, given the city's large foreign-born community'*. There is good quality job-focused provision, but it is relatively small scale and not coordinated regionally.

The London region continues to make the greatest progress towards achieving the Government's Skills for Life ESOL targets, but still only around one third of learners gain qualifications. The overall quality of ESOL provision is improving, but there remain some pockets of poor provision.

Despite significant investment in teacher training and professional development from the LSC and London Development Agency (LDA) skills shortages persist. The large demand for ESOL, the transition to new teaching qualifications and the lack of teachers with the skills sets for flexible delivery, particularly in the community and workplace, all contribute to the under capacity within the ESOL workforce.



Goal 1	Starting Point and Rationale	Strategic Milestones
<p><b>Reflect the differing needs and characteristics of 14-19 year olds and adults requiring ESOL through tailored templates for provision.</b></p> <p>The ESOL market will be 'segmented' and templates developed for provision that support the achievement of people's economic, social and personal aspirations.</p> <p>Templates for critical ESOL market segments, particularly those focused on employment and social inclusion (including helping to prevent re-offending) will be prioritised for public investment.</p> <p>Improved screening and assessment processes will be incorporated into templates to enable priority learners to be identified and to be placed on provision that most closely meets their needs.</p> <p>Templates will describe all the key elements to be addressed in addition to learning eg: childcare, information and advice, progression etc.</p> <p>Costs and financing arrangements will be identified for each template, including where there should be a cost to the learner or employer (public and private sector).</p> <p>Qualifications will need to have the capacity to accredit a wide range of language skills delivered in different settings and for different purposes in order to meet the template requirements for ESOL.</p>	<p>The total body of people with ESOL needs is very large and varied. Conservative estimates indicate 600,000 people of working age with a <b>range</b> of ESOL needs, probably around two-thirds of these people are economically inactive or unemployed. In addition, there are 35,000 EU economic migrants, many from the Accession States. LEAs also estimate that 300,000 school age pupils have ESOL needs. Research indicates the very positive impact of the early intervention of ESOL support for school pupils.</p> <p>The characteristics of people with ESOL needs are diverse. Age, level of education, cultural diversity, economic status and other factors influence the type of provision that will be most effective. There is a range of key drivers for ESOL learning, including improving economic independence and access to education, as well as for citizenship. Supporting social cohesion and inclusion is a particularly critical priority for London and is closely linked to economic independence.</p> <p>This range of starting points, needs and aspirations indicates the wide range of 'segments' of the ESOL market. Existing ESOL provision is not sufficiently tailored to these different segments.</p> <p>A key factor in enabling learner progression is ensuring that the curriculum and qualifications structures facilitate easy movement from one level to the next. Not all provision should be accredited, for example, 'first steps' ESOL, but other measures of success are needed to ensure high quality and progression.</p> <p>ESOL 'delivery hubs' may help in ensuring that smaller providers (voluntary sector, schools, WBL providers) can deliver templates effectively and to the required quality standards, at the same time as minimizing contract management costs.</p>	<p><b>August-December 2005:</b></p> <ul style="list-style-type: none"> <li>→ Market segments for ESOL are profiled and templates for <b>priority</b> segments drafted (those requiring public investment and those vital for London's key employment sectors).</li> <li>→ Where appropriate, levels of qualifications are identified for each template. For accredited provision outside of the SfL portfolio, partners continue to liaise with the QCA and DfES to agree a framework and standards for recognising this work.</li> <li>→ For templates where qualifications are not appropriate, agreed alternatives are used, for example, the DfES Measures of Success.</li> <li>→ Partners consult to ensure that ESF tendering is carried out in line with agreed priorities and to support early piloting of ESOL templates.</li> </ul> <p><b>By end 2006:</b></p> <ul style="list-style-type: none"> <li>→ Segmentation and templates inform the development of a regional purchasing strategy.</li> <li>→ Screening and assessment methods are reviewed and necessary developments identified to be taken forward as part of templates.</li> <li>→ Review of all templates and progress to inform detailed planning for 2007-08.</li> </ul> <p><b>By end 2007:</b></p> <ul style="list-style-type: none"> <li>→ Delivery and contract templates for collaborative delivery 'hubs' drafted and models tested.</li> <li>→ Additional tender exercises commence for templates not being met (financed through a variety of partner streams and, in early 2007, through implementing agenda for change).</li> <li>→ 60% of ESOL provision meets the requirements of priority templates.</li> <li>→ Review of template delivery and achievement. This will include monitoring qualifications for flexibility and effectiveness, feeding back to the QCA and other partners.</li> <li>→ Further refinement of priority segment templates where required and additional templates for other critical ESOL markets drawn up where required.</li> <li>→ Significant movement towards 80% of ESOL provision meeting template requirements, with the objective of full alignment in 2009.</li> </ul>

Goal 2	Starting Point and Rationale	Strategic Milestones
<p><b>Ensure that people have the English language skills that they need for work by delivering job-focused ESOL templates and establishing regional coordination for employment-focused ESOL.</b></p> <p>The ESOL templates will respond to the needs of those entering work, as well as employees and employers.</p> <p>London's key sectors will be prioritised, especially those with significant numbers of second language speakers such as hospitality and tourism, construction and health/social care.</p> <p>All relevant bodies, including employers, the Sector Skills Councils, the National Employment Panel, the QCA and others will be involved in achieving this goal.</p> <p>The regional fast response mechanism will be an integral part of the regional body for ESOL and will co-ordinate the work that partners are already engaged in. It will work with Business Link for London (BL4L) and other employer-facing organisations to ensure that employers wishing to access ESOL are able to do so, acting as a regional focus for the employer brokerage services and business support being developed by the LSC and other partners.</p>	<p>The London Project Report highlights that <i>'the provision of job-focused English language teaching in London is insufficient, given the city's large foreign-born community'</i>. There is good quality job-focused provision, but it is relatively small scale and not coordinated regionally. Providers have begun to embed ESOL into vocational training, and this needs to continue.</p> <p>Improving the continuum of ESOL support from welfare to work is a priority, to enable people to continue their learning and gain qualifications once they have got a job. It will require better 'joining up' between the LSC and JCP, as well as more flexible public investment.</p> <p>In addition, IAG and learning provision must take into account the wide variation of skills levels and needs amongst those people who want to get jobs. Effective skills assessment is vital.</p> <p>The DfES and DWP are currently involved in national work on Welfare to Workforce Development. It is vital that London regional actions are linked to this work to maximize impact and enable successful approaches to be shared.</p> <p>Employer interest in ESOL is often prompted by health and safety legislation requirements, but more could be made of this 'foot in the door'. There is no single point of contact for employers that want to access ESOL provision.</p> <p>Where employers are asked to contribute to training and/or qualification costs, they should also be able to choose how and when training is delivered and whether or not it is accredited. Where accreditation is required, employers, the QCA and other key partners should work together to further develop ESOL qualifications to meet changing industry needs.</p> <p>The LSC currently funds Centres of Vocational Excellence and business support, JCP supports job entry and the LDA delivers sectorally-focused support. In addition, BL4L and other agencies offer a range of brokerage services. These existing activities and resources should be further developed and joined up to produce effective job-focused ESOL provision delivered through a coordinated fast response mechanism.</p>	<p><b>August-December 2005:</b></p> <ul style="list-style-type: none"> <li>→ In line with Goal 1, <b>work-focused</b> ESOL template drafted, as a framework to guide the design of more detailed programme outlines for sectors, workless people etc. Effective initial skills assessment processes are incorporated across all templates. Draft template is used as the basis for early consultation to aid development.</li> </ul> <p><b>By end 2006:</b></p> <ul style="list-style-type: none"> <li>→ Underpinning principles and protocols for regional co-ordination of partners' current employment-focused ESOL activity agreed. This will include brokerage and business support activities. Operational details for the fast response mechanism identified as part of the development of the regional ESOL body.</li> <li>→ Templates for workless people and low skilled employees are fully developed, in line with requirements arising from the transfer of SfL provision for JCP clients to the LSC, launch of City Strategy pilots and Train to Gain. Templates draw on existing good practice and will identify how learning will be provided after job entry.</li> <li>→ Details of successful job-focused/employer tailored ESOL provision are widely publicised and promoted to employers, using existing routes eg: the LSC's Employer Guide to Training website, BL4L and other established and developing training brokerage mechanisms.</li> <li>→ Provision and employer satisfaction monitored and reviewed to inform detailed planning for 2007-08.</li> </ul> <p><b>By end 2007:</b></p> <ul style="list-style-type: none"> <li>→ Pilots of provision developed using templates for workless people and low skilled employees are delivered and monitored, and used to inform programme development, including prioritising speaking and listening skills development where appropriate.</li> <li>→ In response to review, continued development of accreditation and qualifications (with employers, the QCA and partners), in line with the Framework for Achievement.</li> <li>→ Responses to employers' requests for ESOL provision are timely, well co-ordinated, appropriate, focused and delivered in the workplace, with the objective of a comprehensive regional service in place in 2008.</li> </ul>

Goal 3	Starting Point and Rationale	Strategic Milestones
<p><b>Target public investment on priority ESOL groups through a financing model that makes the best use of public resources, and that stimulates private sector investment.</b></p> <p>This will include identifying the priorities for public investment, as well as aligning resources from the most appropriate Government departmental and non-departmental sources with priority templates and groups.</p> <p>Priority factors will include consideration of those that will ensure that Government priorities to tackle worklessness and social cohesion can be addressed.</p> <p>Enhanced screening and assessment methods will enable priority learners to be identified.</p> <p>Employer and/or learner contributions will be sought to support provision in line with the type of provision being purchased.</p>	<p>Of the <b>estimated total</b> £180m annual public investment in ESOL, the LSC accounts for at least 80%, followed by JCP at approximately 8%. LSC ESOL supply has risen by 40% between 2001 and 2004, and expenditure by over 50% in the same period. Responsibility for JCP Skills for Life provision will transfer to the LSC in 2006-07. There are concerns that the budgets allocated may not reflect the scale and nature of JCP customers' needs.</p> <p>First steps, non-accredited ESOL and Entry Levels 1 and 2 appear to be particularly vulnerable in terms of budget 'squeeze'. However, for many people they are vital steps towards target bearing qualifications, and are particularly crucial elements in enabling social inclusion and cohesion.</p> <p>Given the scale of unmet demand and pressure on resources, public investment must be prioritised on provision for those most in need.</p> <p>ESOL provision is free (through fee remission) to all who have been resident in the EU for at least three years, as well as to all refugees and asylum seekers. Following EU enlargement, 35,000 people joined the Worker Registration Scheme, resulting in a reported sharp increase in demand for ESOL from this group. There is a danger that those with more acute ESOL needs may be less able to access provision because of this new demand.</p> <p>There is a significant private EFL provider base that has suffered adverse business impact from EU enlargement. There may be potential for greater public-private partnership to solve London's 'ESOL equation'.</p> <p>Joint financing arrangements that include appropriate employer contributions are in need of further development. The National Employer Training Programme (NETP) is likely to feature greater employer contributions, but the current eligibility rules will need to be changed if this is to be achieved.</p>	<p><b>August-December 2005:</b></p> <ul style="list-style-type: none"> <li>→ Linked to Goal 1, and in line with agreed criteria, ESOL segments that target individuals who are priorities for public investment are identified. Provision that should be supported by employer and/or individual contributions is also identified.</li> <li>→ In developing templates, screening and assessment of potential learners incorporates the assessment of 'priority factors' to ensure that preference is given to agreed priority groups.</li> <li>→ Linked to Goals 1 and 2, as templates are developed, partners identify which templates and/or elements of templates they will prioritise for funding. Partners begin the process of identifying which target groups, sectors, geographical areas align with their funding priorities.</li> </ul> <p><b>By end 2006:</b></p> <ul style="list-style-type: none"> <li>→ Successful public sector pilots and other provision identified to demonstrate productivity gains to employers, thereby encouraging greater employer buy-in.</li> <li>→ Partner investment priorities inform the purchasing strategy. A protocol is agreed between partners that identifies the mechanisms and processes for joint purchasing.</li> <li>→ The financial impact of prioritising public investment and of templates is monitored and fed into the development of the purchasing strategy. <b>Critical</b> gaps in public investment that cannot be offset against fee income are identified.</li> <li>→ The impact of the financing model is reviewed to inform the further development of the purchasing strategy, along with any critical changes in the ESOL market.</li> </ul> <p><b>By end 2007:</b></p> <ul style="list-style-type: none"> <li>→ In line with developments for International English, the potential for greater public-private partnership with the private EFL sector is tested.</li> <li>→ Employment focused provision is further developed using income from employer and employee fees.</li> <li>→ The financing aspects of the purchasing strategy are fully operational with the objective of appropriate and flexible public and private financing for ESOL templates comprehensively introduced in 2008-09.</li> </ul>

Goal 4	Starting Point and Rationale	Strategic Milestones
<p><b>Ensure that the promotion of ESOL learning is targeted on identified priority groups.</b></p> <p>To ensure that the priority groups identified through the work carried out under Goal 3 are able to benefit from ESOL support, it will be necessary to promote provision and find new ways of attracting those who have until now not been able or motivated to take up learning.</p> <p>It will be important to use promotional techniques that engage the different segments of the ESOL market.</p> <p>Achieving this goal against a backdrop of limited resources is likely to result in the need for 'non-public' investment for some 'non-priority' groups and types of provision.</p>	<p>Although ESOL provision is over-subscribed in London, there remain some groups who have significant needs but where levels of take up do not reflect the level of need.</p> <p>For some groups, including people from some ethnic groups and those in prisons, the proportional take up of ESOL is lower than for others. This is a crucial social inclusion issue. Key barriers include cultural issues, lack of linked childcare, and the lack of ESOL delivered in accessible locations and modes. For women, this may include not only having a crèche available but also having classes in the evening or weekends, or during school hours and terms, and possibly in the school building itself.</p> <p>Some migrant groups have exceptionally poor employment outcomes, including those from Somalia, Congo, Eritrea and Afghanistan, and face a high degree of exclusion from the labour market. These groups will include a high proportion of refugees and asylum seekers. Other groups with low employment rates are those born in Turkey (36%) and Bangladesh (37%).</p> <p>These factors strongly indicate a need for a range of effective access and engagement techniques. Provision in the Community and Family Learning provide good models.</p> <p>Restrictions on LSC funded guidance services limits the support that Next Steps providers can give to people with SfL needs, often those more likely to require this help. High quality engagement work, for example, the activity of the SfL Compact for Libraries and other outreach using 'trusted intermediaries' (non-teachers working in libraries, health care services, citizens advice bureaux etc.), IAG staff, Union Learning Representatives and Skills and Jobs Brokers contributes much needed additional support. To ensure high quality front-end services, these intermediaries need to have access to professional development opportunities.</p>	<p><b>By end 2006:</b></p> <ul style="list-style-type: none"> <li>→ Agreement is reached on which of the groups currently under-accessing ESOL provision are to be prioritised for promotional activities (linked to Goals 1, 2 and 3).</li> <li>→ The impact on current ESOL provision of stimulating demand amongst agreed <b>priority</b> groups is assessed. This will involve assessing the impact of shifting resources from 'non-priority' provision into provision that meets the specifications drawn up under Goals 1&amp; 2.</li> <li>→ Partners' priorities and funding streams are aligned with proposed new provision (linked to Goal 3).</li> <li>→ The effectiveness of current ESOL provision is evaluated in more detail to see if it is attracting and meeting the needs of the agreed priority groups for ESOL and results fed into ESOL template development.</li> <li>→ Marketing and promotion that are culturally attractive and engaging for agreed priority groups is developed for implementation from 2007.</li> <li>→ DWP funded Skills Coaching pilots are used to enhance 'outreach' and initial IAG for JCP customers with ESOL needs.</li> </ul> <p><b>By end 2007:</b></p> <ul style="list-style-type: none"> <li>→ Capacity is grown in anticipation of new demand from agreed priority groups. This will link with priority actions under Goal 5 (workforce development), as well as under Goals 1 and 2 (clear and fit for purpose templates for ESOL).</li> <li>→ Capacity and skills within frontline services (IAG and initial assessment) are developed in order to identify the agreed priority learners, assess their ESOL and other skills effectively and make referrals to appropriate provision (linked to Skills Coaching in the case of JCP customers).</li> <li>→ Monitor and evaluate the take up from <b>priority</b> groups and the impact of promotion. Further develop provision and promotion in line with the results of evaluation.</li> </ul> <p><b>By end 2008:</b></p> <ul style="list-style-type: none"> <li>→ Frontline and learning delivery capacity is fully developed to meet the needs of <b>priority</b> groups.</li> <li>→ All priority groups identified are able to access appropriate provision and are being attracted into it.</li> </ul>

Goal 5	Starting Point and Rationale	Strategic Milestones
<p><b>Ensure consistently high quality across all ESOL provision, recognising that, as part of wider Skills for Life learning, ESOL underpins all curriculum provision.</b></p> <p>This will include continuing to embed the Skills for Life Quality Improvement Programme. In line with Agenda for Change, poor quality provision that does not respond to the support provided through the QIP will be replaced.</p> <p>A key factor in achieving the goal is to establish and maintain a professional workforce of ESOL teachers and managers with the capacity and skills sets to deliver accredited ESOL provision for a range of purposes and levels, and in different settings.</p> <p>The London Strategic Unit for the Learning and Skills Workforce (LSU) is the workforce development arm of the regional body for ESOL.</p> <p>The introduction of the new Quality Improvement Agency for Lifelong Learning (QIA) in April 2006 heralds coherent commissioning of quality improvement activities across the post-16 sector.</p>	<p>The overall quality of ESOL provision appears to be improving. The Skills for Life Quality Initiative (QI) has already made significant progress in helping providers to embed ESOL through the 'whole organisation' approach. That said, the QI needs to be continued and areas of provision that are still below acceptable quality standards improved. Areas of provision that are in the process of transferring to LSC control, notably offender learning, require particular support to address quality and capacity issues.</p> <p>Progress towards the target of 80% of LSC funded provision leading to the new qualifications should help to improve further quality, but will be challenging for many providers and there are indications that further support will be required. The transfer to the new qualifications may affect success rates during this transition year.</p> <p>There is an urgent need to professionalise the ESOL workforce as a key part of improving quality. Many teachers do not hold the required skills sets, particularly for flexible, community and employer-based provision. Some teachers have had less opportunity to access Continuing Professional Development (CPD). Evidence suggests that some applicants for teaching posts may also lack appropriate qualifications and skills.</p> <p>The LSC and LDA have made significant financial investments in CPD and teacher training, but pressures on funding have meant that these vital areas of quality development have traditionally suffered from a lack of long term financing strategy.</p> <p>The large demand for ESOL, the transition to new teaching qualifications and the lack of teachers with the skills sets for flexible delivery, particularly in the community and workplace, all contribute to the mismatch in supply and demand. The lack of suitably skilled and qualified teachers, many of whom are in part-time employment appears to be the major factor affecting capacity, rather than there not being enough teachers. Over two thirds of ESOL teachers are employed on sessional hour or part-time contracts, with little job security and limited access to professional development opportunities: both of which have a detrimental effect on quality.</p>	<p><b>August-December 2005:</b></p> <ul style="list-style-type: none"> <li>→ Joint regional ESF tendering round initiated to fund additional CPD geared to more effective delivery of ESOL templates, prioritising those who have had less access to CPD.</li> <li>→ The work to support providers in implementing the new suite of DfES qualifications is continued and progress monitored to inform planning for 2006.</li> </ul> <p><b>By end 2006:</b></p> <ul style="list-style-type: none"> <li>→ A longer term regional investment strategy for CPD and teacher training drawn up, recognising the impact on CPD of the transfer of JCP funded ESOL to the LSC.</li> <li>→ The largest providers work with the LSU to audit ESOL staffing needs in response to the skills requirements of the ESOL templates, ensuring that the most crucial needs are prioritised. An analysis of <b>priority</b> staff training needs produced by <b>Spring 2006</b>.</li> <li>→ A regional workforce development strategy for the SfL workforce is drawn up and implementation begins.</li> <li>→ All large <b>LSC</b> providers have a greater awareness of the 'whole organisation' approach to integrating ESOL support into mainstream provision with implementation plans in place.</li> <li>→ Plans are implemented to establish a network of Centres of Excellence for ESOL, based on those providers able to deliver in line with templates.</li> <li>→ The majority of <b>non-LSC providers</b> are being supported to achieve LSC quality standards.</li> <li>→ Persistent poor quality provision is identified for replacement in 2007.</li> <li>→ Providers with significant numbers of teachers on low volume contracts are worked with to establish a more stable workforce, including through partnership arrangements.</li> </ul> <p><b>By end 2007:</b></p> <ul style="list-style-type: none"> <li>→ A sustainable financing strategy for teacher training and workforce development is in place.</li> <li>→ ESF financed CPD delivery completed and impact on workforce reviewed.</li> <li>→ The whole organisation approach is extended with the objective of <b>all relevant</b> providers (funded through any partner) working towards embedding ESOL by 2008-09.</li> <li>→ 80% of <b>all LSC</b> provision leads to approved qualifications.</li> </ul>

Goal 6	Starting Point and Rationale	Strategic Milestones
<p><b>Coordinate London's ESOL provision through a regional body that develops and delivers a coherent regional purchasing strategy. The body will be led by the LSC, under the auspices of the regional partners, with the integral involvement of the LDA, JCP and other key agencies.</b></p> <p>The regional body will coordinate swift responses to critical gaps in provision and changes in demand for different types of provision by co-ordinating all ESOL provision through a regional purchasing strategy. This will include overseeing the development, implementation, and quality of templates for ESOL, and maintaining strategic links with other key regional and national work.</p> <p>The regional purchasing strategy will ensure that ESOL provision meets templates that address the range of needs identified across the ESOL market. It will also enable each of the key regional partners to align their priorities against the regional strategy.</p> <p>A joint data capture system will be created and implemented by the regional body to provide <b>essential</b> information for improved review and planning, drawing on the work of the national Managing Information Across Partners (MIAP) and regional data groups.</p> <p>Data capture will include learner tracking and progression, the type and distribution of provision, qualification and job outcomes, financing sources. The objective will be to establish simple, yet effective data co-ordination.</p>	<p>The London Project Report recommends “a coherent ESOL strategy amongst all Government departments and London bodies”. Regional joint work to address ESOL needs in London has and is being taken forward through a variety of agencies, but there is a need to step up the implementation of joint strategic planning through a sustainable regional body.</p> <p>LSC London region has a Skills for Life team, providing a starting point for the development of a joint regional body. The new body should not be a ‘new’ group, but should draw together <b>existing</b> key partner personnel, as an operational team to address ESOL issues.</p> <p>The LSC funds the vast majority of ESOL provision and has the largest procurement, contract management and quality infrastructure. The National Employment Panel recommendation that the LSC be given “<i>lead responsibility for purchasing and managing the provision of all (JCP) basic skills and ESOL</i>” is proposed for implementation in 2006-07.</p> <p>For all funders, current organisational drivers (funding and targets) influence the planning and funding of provision in ways that do not always serve the best interests of those with ESOL needs.</p> <p>The wide variance in data capture systems across funders is a significant hindrance to joint working and there is an urgent need for a unique learner number and harmonisation of MIS. The current regional work to review the data requirements, including a database capable of analysing funding streams, will be helpful in achieving the goal of common data capture systems.</p>	<p><b>By end 2005:</b></p> <ul style="list-style-type: none"> <li>→ Initial arrangements agreed for a regional body for ESOL. Remit, management and monitoring for the body, as well as key functions, staffing and resourcing agreed in principle.</li> <li>→ Partner investment information collated to inform the purchasing strategy. Protocols and mechanisms for joint regional procurement for ESOL agreed.</li> <li>→ A draft protocol for common data capture drawn up and agreed, identifying <b>essential</b> data to be captured, shaped by the review and planning requirements of the purchasing strategy.</li> <li>→ Review of progress and detailed planning for 2006-07.</li> </ul> <p><b>By end 2006:</b></p> <ul style="list-style-type: none"> <li>→ A checklist is drawn up and applied to all policy initiatives, including Train to Gain, JCP, job brokerage, Local Area Agreements, City Strategies, regeneration and renewal to make sure that ESOL is integral to each of them.</li> <li>→ A regional purchasing strategy for ESOL agreed, shaped by the segments and templates for ESOL (see Goals 1&amp;2) and identifying the purchasing priorities of the main funders. The strategy is introduced incrementally, supporting the Agenda for Change, the transfer of JCP Skills for Life provision to the LSC and developments for offender learning (OLASS).</li> <li>→ Detailed quarterly review and planning mechanism in place, including a robust risk/benefit analysis process.</li> <li>→ Common data capture protocol implemented by all partners and monitored to inform further development.</li> <li>→ LSC begins the process of taking over responsibility for all JCP ESOL provision. Partners review organisational priorities against the purchasing strategy and undertake further detailed planning for 2007-08.</li> </ul> <p><b>By end 2007:</b></p> <ul style="list-style-type: none"> <li>→ The review and planning cycle for the regional purchasing strategy is fully operational.</li> <li>→ Common data capture systems are in place with the objective of a fully operational system capable of learner tracking (subject to national developments) established by 2008-09.</li> </ul>