

Consultation on the strategy for the development of the English as an additional language (EAL) workforce in schools

September 2009

The National Association for Language Development in the Curriculum (NALDIC) is the subject association for English as an additional language (EAL). It is dedicated to promoting the learning and achievement of bilingual pupils in schools and draws its membership from those who work in this field in schools, universities and other educational institutions.

NALDIC has been lobbying for many years for a more considered response to linguistic diversity in schools and wholeheartedly welcome the inclusion of this issue as a priority area for the Training and Development Agency (TDA). We are pleased to respond to this consultation on the TDA's 5 Year Strategy to promote the development of the EAL workforce in schools. We feel the strategy marks an important first step in recognising the importance of this work in ensuring the attainment, progress and well being of bilingual learners in our schools and will go some way to redress the neglect of EAL professional development in public policy discourse over the years.

Key Priority 1:

Equip the non-specialist workforce to help EAL learners achieve their full potential.

The aim of this priority is to ensure that every member of the teaching workforce is equipped with a basic understanding of how to help EAL learners to develop their additional language skills across the curriculum and to make academic progress. The teaching workforce needs to know how to work with EAL specialists in order to do this, and to be aware of the expectations and boundaries of their own role and responsibilities.

Q1 Using the scale provided, please indicate your overall level of support for this priority:

- I. Fully support 2. 3. 4. 5. Do not fully support**

Please give the rationale for your response:

Although hugely important, research both in England and internationally which has informed this consultation has demonstrated that upskilling the non-specialist workforce will not be sufficient without significant accompanying investment in specialist professional development and support. We fully endorse the view noted in the supporting evidence that both elements are 'inseparable for the success of this strategy'. We endorse the statement in Priority 3 that all pupils have an entitlement to EAL support alongside full access to the curriculum. Therefore professional development must encompass both the specialist and non-specialist workforce.

Q2 Where should EAL training be focussed during the early implementation of the strategy in order to achieve the greatest impact on outcomes for EAL learners?

Please rate the following from 1 to 3; where 1 represents the greatest importance and 3 represents the least importance.

- I. EAL Training for senior and middle leaders
I. EAL Training for mainstream teachers (including training as part of ITT programmes)
3. EAL Training for Support Staff**

Please give the rationale for your response:

We believe that training for senior and middle leaders and mainstream teachers is most important. Within a school context, it is important that senior and middle managers are aware of the role they need to play to support pupils' entitlement and teachers' entitlement to professional development. It is particularly important that senior and middle leaders with a specialist role, either in local authorities or within schools, are included in initiative. In recent years there has been some evidence of initiatives which, in aiming to include a wider range of LA and school-based senior and middle leaders have excluded the most important contributors. For example, the situation has arisen where LA strategy personnel have worked with school-based senior leaders and LA EAL specialists and school based specialist middle leaders have been excluded from the process. This is unhelpful. So, for example, if NCSL were to be identified as the most appropriate body for leading accredited EAL training for school leaders and managers, it would be essential that the content and delivery of such courses were supported by EAL professionals and professional organizations such as NALDIC. Similarly it is important that training for mainstream teachers at various points in their careers is informed by EAL specialist expertise, as by definition, this is where the specialist expertise resides to inform the content of such courses. In addition, under Priority 2 we argue that all staff with a management responsibility for EAL in schools whether specialist or not, should be required to undertake specialist training in addition to more general EAL training.

Training for support staff is identified as a third priority. Although we are aware of the increasing and valuable role of support staff in schools, it is still a requirement that the work of such staff is directed by appropriately qualified teaching staff. Therefore training for leaders, managers and teachers needs to be fully established so that the valuable work of support staff can be appropriately directed. The consultation indicates that training for support staff will be achieved through a greater emphasis on the existing Level 2 and Level 3 NOSTL qualifications. We would support this but one of the major difficulties we have identified is the accessibility of these qualifications and a shortage of local providers.

Q3 In order to achieve this priority, a number of training opportunities have been identified.

Please use the scale provided to indicate your overall level of support for these opportunities:

1. Fully support 2. 3. 4. 5. Do not fully support

a) EAL Training for all new school leaders and middle managers

b) Strengthen the EAL component of initial teacher training programmes

c) Early Professional Development and Continuing Professional Development for all teachers and support staff in teaching and supporting EAL learners

Please indicate whether you think the above training opportunities should be accredited?

Initial teacher training programmes are already accredited and new teachers must demonstrate an understanding of EAL in order to meet Q19. What is required is more robust measures for ensuring that this is given proper attention during ITE and also the provision of a specialist ITE qualification (see Priority 2).

EAL Training for all new school leaders and middle managers

Early Professional Development and Continuing Professional Development for all teachers and support staff in teaching and supporting EAL learners

We believe that EAL training for all new school leaders and middle managers should be accredited through NCSL and be a required element of such training. We also believe that a distinct accredited qualification should be required of all those with direct responsibility for managing or co-ordinating EAL (see Priority 2).

We believe that EPD and CPD for teachers and support staff should be accredited. For support staff, as noted above, we believe that the NOSTL offers the appropriate mechanism. For new teachers, we consider that EAL should be a mandatory module within the MTL and that a further specialist MTL module in EAL should be available. This specialist module should be a requirement for any teacher intending to pursue a specialist role. We also believe that experienced non-specialist teachers should have the option to upgrade their skills in this area, through both accredited and non-accredited training. Although some non-accredited training is of questionable value, we need to recognize that some

non-accredited training is valuable in certain situations. Should the License to Teach scheme become established, we believe that there should be a requirement for all teachers to show evidence of accredited or non-accredited EAL training in each five year period.

Key Priority 2:

Identify EAL specialist roles and equip EAL specialists to enable EAL learners to achieve their full potential.

The aim of this priority is to ensure that those identified as EAL specialists (currently and in the future) are appropriately trained and qualified to support the language and curriculum learning of EAL learners.

Q4 Using the scale provided, please indicate your level of support for this priority:

1. Fully support 2. 3. 4. 5. Do not fully support

Please give the rationale for your response:

This is key to any further development. Whilst we recognize that non-specialist training and development will affect a greater number of the school workforce we would strongly argue that the exclusive policy focus on 'mainstreaming' the issue which has been pursued over the past years has been misdirected and has had a clearly negative impact which your research bears out. Rather than achieving the laudable aim of extending expertise across a wider proportion of the school workforce, it has unacceptably diminished the knowledge and skills base available. EAL as a whole school and cross curricular concern as well as distinctive subject area needs to be led by specialist teachers and managers, and this is borne out by international research. Accredited specialist training which focuses on EAL pedagogical issues should be a mandatory requirement for all those working in the field, as is the situation in many of the most successful international approaches.

Q5 The following EAL specialist roles are proposed. Please use the scale provided to indicate your overall level of support for these roles:

1. Fully support 2. 3. 4. 5. Do not fully support

EAL Advanced Skills Teacher

This role would be identified for teachers who **currently fulfil the role of EAL advisor, organiser, coordinator** or trainer (or a combination of these roles), or may wish to progress to this role. Teachers will be expected to demonstrate that they have the ability to meet the Advanced Skills Teacher standards in an EAL context and that they have completed an appropriate EAL specialist qualification.

EAL Excellent Teacher

This role will be identified for new or existing specialist teachers (who have already achieved QTS with a subject specialism other than EAL). They will be expected to complete an accredited EAL specialist qualification (level and size to be decided), and will be recognised as EAL Excellent teacher, once they have also demonstrated that they can meet the Excellent Teacher Standards in the context of EAL.

EAL Higher Level Teaching Assistant

Building on the success of the recognition of specialist Higher Level Teaching Assistants in mathematics and science, a similar model will be followed to develop specialist EAL qualifications for TAs, coupled with opportunities to demonstrate the ability to meet the HLTA standards in the context of EAL.

Additional comments:

We fully support the view that existing specialist designations and their accompanying pay enhancements for teachers should be explicitly considered and referenced regarding EAL to provide an attractive career ladder for EAL specialists and potential specialists. Arbitrary designations such as 'leading teachers' which involve no minimum requirements and carry no financial incentives have not necessarily been helpful to the field. Although we are not aware of research to support this, our experience leads us to believe that very few specialists have attained these enhanced status designations and the accompanying pay enhancements. This, we believe, is symptomatic of issues of status and funding which beset this field, rather than any reflection on the quality of the specialist workforce.

However, we also believe that there are a number of particular issues which relate to the field which need to be carefully considered. We have therefore outlined a range of qualifications and designations below.

a) All teachers wishing to undertake specialist EAL teaching role would be required to:

1. take an EAL initial teaching qualification as per Question 6c,d, and e or
2. undertake a specialist unit in MTL (eg Phase 3 module, EAL content in Phase 2 would be compulsory for all) or
3. if not newer teachers, a pedagogy based 60 credit course at M level.

There should be a common core content whether via ITE, MTL or M level and an outline content is identified below. This requirement would be for new entrants to the field, however discussions should be held with providers to map the applicability of the existing qualification offerings. This would help overcome existing confusion and lack of clarity regarding credit levels and designations such as EAL/EMA diplomas and certificates. Some suggestions are made in the table below.

b) In order to secure entitlement for pupils, we believe that it is necessary for all schools, to designate an EALCO. Depending on situation, this could be a teaching co-ordinator or a senior or middle manager. In line with the September 2009 SEN requirement, we would argue that all EALCOs must be qualified teachers, although, as with SENCOs, they would be able to delegate aspects of their role to other staff. All new appointees to this role would be required to be a qualified teacher and to undertake a specific role-centred training worth 60 credits at M level. This requirement should also apply to senior leaders taking on the role. This role-centred training would be in addition to, and distinct from, EAL training undertaken, for example as part of an NCSL leadership course or in an MTL or the training outlined above. It would also be distinct from the more focussedly pedagogical CPD which would be required of those wishing to become Advanced Skills Teachers (ASTs). A teaching EALCO would be expected to have qualification a) above (new entrants to the profession) or an equivalent specialist qualification or a recognized level of expertise gained through experience. A combination of these qualification/experience and the new mandatory EALCO qualification would be considered evidence that a teacher had specialist skills required to meet the Excellent Teacher (ET) designation eg E5 'have an extensive and deep knowledge and understanding of their subject/curriculum areas and E1 'be willing to take a leading role in developing workplace policies and practice'. In line with the current recommendations, they would also be expected to have been on U3 for at least 2 years.

c) To progress to advanced skills teacher (AST) and to take on the expected strategic leadership role outside of their own school, the expectation would be that EAL specialists would complete a second pedagogy based course. The content of such a course would be developed to extend and build on the initial qualification outlined above.

A specialist qualificatory pathway is presented below

Qualification Band	Band A	Band B	Band C
Type	ITE EAL specialism MTL EAL specialism M Level EAL specialism	M level role-centred EALCO specialism	M level EAL further specialism
Typical Content	Perspectives on first and additional language acquisition Multilingualism in home and society Learning language through the curriculum in schools including working with others, syllabus and curriculum models of delivery Developing additional language knowledge and use - lexis, grammar, register, genre and	EAL and models of educational leadership and management Creating, developing and managing teams to develop EAL and bilingualism EAL assessment and information management EAL and Additional Educational Needs Implementing and evaluating EAL entitlements and curriculum	Extending additional language knowledge and use with a particular focus on academic language and literacy Developing EAL and bilingualism through curriculum and syllabus design Assessment – refining and extending models of assessment of language development Implementing and evaluating EAL

	multimodality Language systems and typology Assessment - models of assessment of language development Language, identity and citizenship Critical Analysis of language teaching, learning and assessment	initiatives Approaches to disseminating good practice within institutions Working in partnership with bilingual families, communities and complementary schooling Critical Analysis of language policy and practices	entitlements and curriculum initiatives beyond the school Research project Disseminating good practice within and beyond institutions Critical Analysis of EAL curriculum and syllabus development
Typical duration	1 year	1 year	1 year
Credit level	60 credits	60 credits	60 credits
Required for (post 2012)	New EAL specialist teachers EAL co-ordinators EAL Excellent teachers EAL Advanced Skills Teachers	New EAL co-ordinators EAL Excellent teachers (or Band C qualification)	EAL Excellent Teachers (without Band B qualification) EAL Advanced Skills Teachers
Equivalent qualifications or experience	Post Graduate Certificate or Diploma in Teaching English as an Additional Language RSA Teaching English as an Additional Language 5 years experience as specialist EAL teacher	Post Graduate Certificate or Diploma in Leadership and Management in English as an Additional Language 5 years experience as EALCO	MA in Education:Culture, Language & Identity MA Applied Linguistics MEd Bilingualism in Education MA Bilingual Learners in Urban Educational Settings 5 years experience as EAL consultant

Q6 The following accredited EAL specialist qualifications are proposed. Using the scale provided please indicate whether you would support the development of such qualifications.

1. Fully support 2. 3. 4. 5. Do not fully support

In-service EAL specialist qualifications

a) An optional module on the new Masters in Teaching and Learning

It is essential that the new MTL offers a pathway into EAL specialist teaching, as well as a minimum level of expertise for all teaching staff as part of their EPD. As noted above in Q3 and Q6, the MTL should include a compulsory Phase 2 EAL module to build on all teachers' skills acquired in meeting Q19. A Phase 3 specialist module should be available for teachers wishing to undertake a specialist EAL teaching role or to enhance their readiness for a linguistically diverse environment. It should be noted that this would be an entry qualification to specialist teaching roles and would not be sufficient by itself to support taking on an EALCO role, nor Excellent or Advanced Skills teaching

b) An EAL subject specialist qualification for teachers who already hold QTS, and who wish to add an EAL specialism

Teachers wishing to add an EAL specialism to their existing subject (or in addition to existing primary teaching qualification) would be expected to complete a Band A EAL specialist qualification. If they were not in the early years of their professional development, this would be a 60 credit M Level EAL specialism equivalent to a current Post-Graduate Certificate. This would need to cover a common content area as indicated above

Pre-service EAL specialist qualifications

- c) A primary PGCE with EAL specialism
- d) A secondary PGCE with EAL as the main specialism
- e) A dual subject specialism PGCE, with EAL as one of the specialisms

We would endorse c and d and e. Although we recognize that the PGCE is now the predominant route into teaching, we would argue that where 3 or 4 year courses exist, these should offer a similar EAL specialism. A 60 credit EAL specialism should be available in Year 3 or 4 of primary teacher training courses and in school based teacher training. The content should be in line with Band A above and would enable newly qualified teachers to take up posts as EAL specialists in primary schools.

In addition we would argue that 3-4 year ITT courses and school based training should feature a 30 credit level module in EAL. Successful examples of such modules should already be known to the TDA. These are particularly well supported in urban contexts and serve as a model of how all institutions can use robust criteria to ensure that all teacher trainees are equipped to meet linguistic diversity. .

EAL specialist qualifications for Teaching Assistants

f) A qualification for EAL specialist Teaching Assistants

We support the idea that there should be a specialist pathway for teaching assistants wishing to gain EAL Higher Level Teaching Assistant Status. They would need to complete an EAL specialist qualification in addition to demonstrating their ability to meet the HTLA standards in an EAL context. The EAL specialist qualification should build on the experiences of the NOSTL and should offer a monolingual and bilingual specialist pathway. We believe this is essential if we are to move to situation where linguistic diversity is effectively catered for within mainstream classrooms.

Such a specialist qualificatory requirement for EAL HLTAAs should come into force as soon as possible.

Designations such as Excellent, Advanced Skills and HLTA status need to be supported by local authorities and schools and have financial implications. We are keen to see these designations being opened up to EAL specialists but for this to be effective there will need to be strong support from headteachers, the TDA and financial support for these posts. In addition, it will be important that those responsible for assessing teachers against ET and AST standards have a high level of EAL expertise which is not universally the case at present.

Key Priority 3:

Enable the effective deployment of EAL specialists and embed collaborative working practices.

The aim of this priority is to secure an entitlement to EAL provision across schools, taking account of differing demand for EAL in rural and urban areas, and differences in communities of EAL learners across the UK.

Q7 Using the scale provided, please indicate your overall level of support for this priority:

- I. Fully support 2. 3. 4. 5. Do not fully support**

Please give the rationale for your response:

We wholeheartedly support the notion that EAL learners are entitled to EAL provision. In our view this is just as essential as, for example, assuring learners' entitlement to support with special educational needs which is enshrined in legislation. In our view this entitlement to support cannot be established by changes to working practices alone. We believe that such an entitlement can only be secured across different contexts by establishing a curriculum for EAL learners and by ensuring that all pupils, regardless of location or circumstance, have access to this curriculum where it is appropriate to their needs. Support for an entitlement to a national EAL curriculum/EAL support emerged strongly from the research phase of this project, and we are therefore disappointed that this has not been reflected in the consultation.

Q8 A number of initiatives to secure the changes in working practices necessary to support equal access to support for all EAL learners have been identified.

Using the scale provided, please indicate your overall level of support for these initiatives:

- I. Fully support 2. 3. 4. 5. Do not fully support**

a) The establishment of an EAL strand for federations or clusters of schools

b) Guidelines on collaborative working practices to support EAL learners, including transfer between key stages

c) Support from LA EAL specialists, who will facilitate training needs analysis and provide training opportunities for isolated schools

d) School improvement partners equipped to advise on school structures

Additional comments:

As noted above, we do not believe that the adoption of the above working practice, whilst possibly beneficial in themselves, will be sufficiently robust to secure EAL learners entitlement to an appropriate curriculum/support, regardless of location. The entitlement will need to be supported by longer term EAL curriculum development. This curriculum should be developed to meet the language learning needs of EAL learners at all stages. For the sake of clarity, we will refer to these stages here as new, exploring and consolidating. The range of practices put into place will be dependent on the age of the pupil, the stage of their EAL development as well as their context. So for example, if there were an EAL curriculum in place, an EAL learner new to English in EYFS or Key Stage 1 could well be fully supported by mainstream staff regardless of location and within current school practices. To achieve this, staff would however need to have access to appropriate curriculum materials and resources, as well as displaying a secure grasp of EAL issues. However catering for the new or consolidating EAL learner in Key Stage 4 is likely to require specialist staffing, timetabling and provision to ensure that such learners' needs are met.

In so far as we understand the proposed changes to working practices outlined above, we believe that they are measures broadly designed to share human resources and access to training. We would suggest that securing an entitlement for EAL learners to support/provision will drive effective deployment rather than deployment itself driving an improvement in provision.

We would suggest that in areas of low diversity, the delivery of an EAL curriculum may best be achieved through an LA level dedicated team of specialist teachers. These specialist teachers could provide local and virtual support to learners to promote their EAL skills. This could include, for example, EAL optional modules in secondary settings. These specialist teams would need to work alongside the designated EAL coordinator which we believe should be a requirement in all schools, although in areas of low diversity, this role is unlikely to include a specialist teaching commitment. In areas of higher diversity, we believe the delivery of an EAL curriculum should remain the responsibility of a school based EAL co-ordinator and specialist teachers and support staff. In areas of very high diversity, the staff will be based in one school. In schools where there are lower numbers, support may be organized through federations or clusters of schools.

Key Priority 4:

Ensure that EAL provision is monitored and evaluated effectively, and that it promotes improved outcomes for EAL learners.

The aim of this priority is to underpin the five year strategy for the development of EAL for the school workforce with effective quality assurance processes to ensure success. This will include appropriate ways to measure learners' progress in EAL.

Q9 Using the scale provided, please indicate your overall level of support for this priority:

- I. Fully support 2. 3. 4. 5. Do not fully support**

Please give the rationale for your response:

The real challenge is to develop an EAL specific assessment model alongside an EAL curriculum. Without this there will be no real progress, only window dressing. As the strong responses in the research phase on this issue made clear, effective monitoring and evaluation relies on appropriate EAL assessment which can measure learners' EAL progress and also 'make sense of' the rich subject assessment data which is available. This is the only way that EAL provision can be monitored and evaluated in line with all other learner outcomes, in terms of 'hard' data..

The criteria for 'soft' monitoring and evaluating needs to be sensitive to the specialist nature of EAL work. All those monitoring and evaluating need to receive training to do this.

Q10 The following mechanisms for ensuring the quality of EAL training and provision have been identified. Using the scale provided, please indicate your overall level of support for these initiatives:

1. Fully support 2. 3. 4. 5. Do not fully support

- a) Ofsted Inspection of EAL in initial teacher training**
- b) ITT providers' Self Evaluation Documentation accounts for coverage of EAL**
- c) Ofsted inspection of schools takes account of EAL**
- d) Schools' Self Evaluation Forms accounts for EAL provision within school**
- e) Schools Improvement Partner discussions include consideration of EAL**

Additional comments:

All the above measures are already in place but unfortunately are not fully effective levers. We agree that these measures should be in place. We do not however believe that the limited funding and resources available to the 5 year strategy should be directed toward these. It is the responsibility of the agencies involved to ensure they have adequate measures and training in place to ensure that their activities and monitoring support their duties under existing Equalities legislation. In addition, the duty to promote community cohesion has highlighted the important role that fluency in English has in creating cohesive communities. We would recommend that the relevant agencies draw on EAL specialist input, for example through development work with professional associations such as NALDIC, to ensure that these duties are met and appropriate mandatory training provided.

The strategy for the development of English as an additional language (EAL) for the school workforce as a whole

Q11 To what extent do you agree or disagree with the following statements?

Strongly agree Agree Neither agree nor disagree Disagree Strongly disagree

- a) The EAL strategy has identified the correct priorities**
- b) Having read the EAL strategy and the supporting evidence, I think that it has generally identified correctly the necessary outcomes/challenges and risks**

Overall the strategy has identified some necessary and important priorities. We are very encouraged by the direction that the EAL strategy is taking but as noted above, we do however believe that the full success of the strategy will require the development of an EAL curriculum and appropriate, language sensitive assessment. In order to make the changes that are really needed there needs to be a significant break with the past policy direction – so EAL to be identified as a distinctive subject specialist area and second/additional language development different to monolingual development. So there needs to be a move to language and content integration (as in Europe) and an EAL assessment that recognizes the progress that EAL learners make in their second/additional language development. We would therefore suggest that these two issues are identified as key priorities. Both these priorities would fully support and ensure the success of the existing priorities and have emerged strongly from the research stage, both the academic research, and the discussions with schools and staff

Q12 Please use the box below to offer any other feedback you have concerning the draft strategy:

NALDIC welcomes the consultation and looks forward to further closer involvement as it progresses.

NALDIC
Building L10
University of Reading
London Road
READING
RG1 5AQ
www.naldic.org.uk