



# National Ethnic Minority Achievement Grant Survey

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*February 2011*

*A Summary of Findings*

## **I. Summary of Main Findings**

In December 2010 the NUT, in partnership with the National Association for Language Development in the Curriculum (NALDIC) carried out a survey on the impact of Ethnic Minority Achievement (EMA) Grant and local authority (LA) funding changes on provision for the education of bilingual and minority ethnic pupils. This was done through Survey Monkey, the online survey software.

110 responses were received but the numbers responding to each question vary.

## **II. Service Details**

This section provides information on the LA and the name of the person completing the survey. Responses were submitted from 87 local authorities both urban and rural and across all regions – East Midlands 6, East of England 10, London 18, North East 5, North West 15, South East 13, South West 8, West Midlands 6, and Yorkshire and Humber 6.

## **III. Centrally Managed Service**

When asked if there was currently a centrally managed EMA team in the local authority 95.5% of respondents said yes, 4.5% of respondents said no.

## **IV. Centrally Employed Staffing Levels**

Respondents were asked to state the number of people currently centrally employed in their EAL/EMA service and the full time equivalent (FTE). Responses concerned 1315 individuals in 914 FTE posts. The largest service employed 71 people (56 FTE). The average service size was 10 FTE and employed 14 people.

## **V. Changes in the forthcoming period**

Respondents were asked what changes have been made recently or are being considered in the near future. In summary, 69% have experienced or are experiencing the deletion of posts and forced or voluntary redundancies; 61% have experienced or are experiencing restructuring; 59% are now offering or planning to offer traded services. Other changes included:

- Reduction in hours
- Increase in hours to cover unfilled vacant posts
- Early retirement options

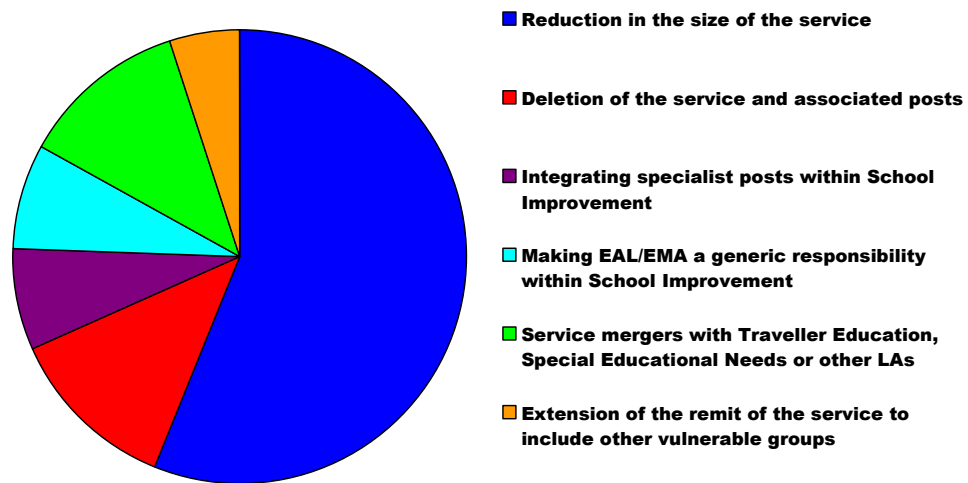
1000 staff (695 FTE) were employed in services where the deletion of posts and forced or voluntary redundancy were being actioned or considered. Only 20% of respondents had not experienced or were not expecting to experience restructuring and/or the reduction of posts through forced or voluntary redundancies in the near future.

The majority of services (58%) were at the time of the survey still waiting for final clarification on budgets. In particular, services were awaiting the decisions of Schools' Forums concerning the retention of the £150,000 or 15% hold back of the EMA grant and the decisions of individual schools in relation to traded or 'buy back' services. Of these respondents, 21% were expecting final clarification in January 2011, 32% in February, 38% in March and 7% in April.

Where plans had been finalised, there were a variety of changes being actioned. These included:

- Reduction in the size of the service (23 services)
- Deletion of the service and associated posts (5 services)
- Integrating specialist posts within School Improvement (3 services)
- Restructuring so that EAL/EMA issues become a generic non-specialist responsibility within school improvement (3 services)
- Merging of EAL/EMA services with Traveller Education, Special Educational Needs or other LA EAL/EMA services (5 services)
- Extension of the remit of the service to include other vulnerable groups (2 services)

**Where plans have been finalised  
what changes are being made**



## VI. Detailed Responses

Survey participants were given the opportunity to give further details of the changes which were being actioned or proposed. These give an insight into the varying positions adopted by LAs in the face of mainstreaming of the EMA grant and current financial challenges. Extracts from the responses are outlined below grouped under five headings.

### **LA responses to mainstreaming of EMAG**

69% of respondents indicated that reduction or deletion in services had taken place or was being considered. Whilst some local authorities appear to have supported services to secure the retention of the £150,000 or 15% hold back of the EMA grant along with other central LA funding, in many more cases, the mainstreaming of EMAG has signalled the end of funded EAL/EMA services. This has been justified on the grounds that the Standards Fund grant funding has come to an end and that support for EAL/EMA is not viewed as a core function.

- *Proposed that all EMA-funded posts cease from April 1st 2011 because of the end of the Standards Fund grant.*
- *The Service will cease to exist as of 30th April 2011.*
- *All posts in the central EMA team have been deleted, with the exception of one Refugee Home-School Support Worker post, on the grounds that the funding is coming to an end and that EMA is unlikely to be one of the core functions in the new structure.*
- *No EMAG is being top sliced and county council efficiencies mean that there will probably be very little money or grants to support this work. Will move to providing a service that is full cost recovery.*
- *Council removing entire subsidy of £165,000 because of non statutory nature of EMA.*
- *Deletion of EMA service which includes the Traveller Education Service. Redundancy of all post holders. If schools commit to a service level agreement with all schools then two posts will be retained in the form of one primary and one secondary EAL adviser in each of the two teams of advisers.*
- *We know that the restructuring will be drastic and swingeing, and are fearful that the EMA team will be decimated or worse but don't yet know for sure. What we do know is, just as the White Paper, despite its rhetoric about 'fairness,' failed to make mention of EAL and BME parameters, so, likewise, our LA's draft policy on Inclusion totally excluded any reference to EAL and minority ethnic pupils.*
- *We are not expecting any job losses for 2011-12 as our funding comes through schools forum/ DSG and as the amount of funding will be the same in total, our Head of Finance expects no changes.*
- *One earlier proposal was to completely delete all EMA posts and posts relating to support for GRT pupils. More recent proposal is a drastic reduction in posts (18 posts to 2).*

- *Senior management team have been very supportive and will present a paper recommending Schools Forum to top slice 150k of DSG in order for EMA provision to continue as before. If this is not successful, then the EMA team may have to become a traded service. A service level agreement has already been drawn up for inclusion in the traded services booklet for schools, but if the request to Schools Forum is successful, then it will be pulled.*
- *Schools' Forum will come to a decision when schools have received their individual budgets. The potential for this to fund more posts will be affected as schools become academies.*

### **Structures**

61% of respondents indicated that restructuring was taking place or being considered. A wide variety of organisational structures have been proposed including: integrating specialist posts within School Improvement; mainstreaming EAL/EMA issues as a generic non-specialist responsibility within School Improvement services; merging of services and/or the extension of the remit of the service to include other vulnerable groups. Where services which have previously delivered front line teaching, a number are being reduced and restructured as cross phase advisory or consultancy services.

- *On the new structure for Children's Services there is no team and no consultant for this area of work. It is intended to make it a generic responsibility for all remaining consultants. There will be no specialist knowledge in the authority.*
- *EAL/EMA merged into the wider context of generalist 'Closing the Gap' consultants with subsequent loss of 4 specialist posts.*
- *EMAS has been placed with SEN within the new structure, rather than School Improvement. EMAS will be part of a team consisting of EMAS, Traveller Education Service, Hearing Impairment and Visual Impairment, led by a manager with SEN expertise.*
- *There are plans to develop a small core team of advisers to deliver the LA's statutory work. The size of the team is not yet clear. There will also be a trading arm.*
- *The Manager of the EAL Service has taken the responsibility of the Tuition Service and will take responsibility for the Traveller Service with staff expected to be flexible across all three areas.*
- *New team will have a Head of Service and four FTE Learning and Improvement Advisers. The Learning and Improvement Advisers will work cross phase and will advise on Traveller, Black and EAL Achievement. They will work in targeted schools with gaps in attainment as part of the Learning and Improvement Team.*
- *The team for supporting schools without EMAG funding were all disbanded which involved some voluntary and enforced redundancy. 5 people (out of 13) were retained and restructured into a Vulnerable Groups Team embracing EAL, Black Achievement, GRT, Asylum Seekers and Refugees, Looked After Children and Gifted and Talented. This team includes 8 consultants, three of*

*whom are largely involved with Looked After Children and Gifted and Talented. Currently none of the 8 consultants is 'at risk'.*

- Reduction of existing discrete teams into a single generic one which will have some specialisms within, becoming a 100% traded service. This will mean some redundancies.*
- The GRT team leader post has been deleted although a part-time GRT officer's post is due to be maintained (for the outreach duties currently carried out by the GRT assistant). GRT will be incorporated into the remit of the EMA Advisors' posts and will be line-managed by the Inclusions Inspector (also a new post to which the current Senior Inspector for SEN will be assimilated). It is anticipated that 6 people will be applying for the 1.4 EMA Advisors' posts.*
- The Minority Ethnic Achievement Team was disbanded when the restructuring took place and everyone became Teaching and Learning Consultants and allocated to subject teams.*
- Posts in the new structure are for Literacy, Maths, Science and ICT. There is reference to vulnerable groups in each. However, the job descriptions give a definite advantage to those who were National Strategy Literacy or Numeracy Consultants.*

### **Processes**

All of the respondents had experienced or were anticipating some change but the processes were at different stages. Some staff had already been issued with redundancy notices; others notices of vulnerability and others were involved in competitive applications and interviews for remaining or alternative posts. Many service staff had been invited to consider voluntary redundancy or early retirement options. However many respondents noted a lack of clarity around the process, in part due to the unknown nature of potential levels of traded or buy back income. This uncertainty was seen by a number of respondents as particularly stressful.

- Risk of redundancy notices issued before Christmas to all the EMA team amongst others. Actual redundancy notices to be issued before the end of this month (January) to those who are going to be made redundant at the end of March.*
- Interviews for posts in the trading arm will be held in the spring term. There is no guarantee of a job in the trading arm.*
- Staff in all the deleted posts will be made redundant or redeployed by the end of April 2011.*
- The whole of the Inspection and Advisory Service, of which we are part, is undergoing restructuring with competitive applications for advisory posts. The proposed structure will take place if there is significant buy-back from schools.*
- Restructuring has deleted school improvement teams as a result of budget cuts, loss of grants and poor response from schools to offer of traded services. Consultation started on the new structure, which includes one EMA manager and one EMA consultant post using 15% of EMAG 2011 that the LA is entitled to hold back. This means posts are likely to last one year as 2012 school funding arrangements likely to change.*

- *Some EMA colleagues are excluded from the ring fence for new consultant posts as it is considered there is no match with their current posts and skills.*
- *Voluntary redundancy and voluntary early retirement offered as part of a restructuring process. Deadlines for applications and now processing are constantly being deferred.*
- *Voluntary redundancy applications have been approved and some posts already deleted following a service review and reduction by £234,000. Income targets will be set for 2013/14 and 2014/15 increasing to £30,000 as a minimum. Due to reduced capacity, the service will be reconfigured. There is a draft structure but this is subject to funding which is still currently being debated. The remit of the service is expected to change but details are sketchy at present.*
- *We have offered voluntary redundancy to centrally employed staff for April 2011. This option has been taken up by 4.8 FTE, leaving 6 FTE in place for April 2011. However the future for these staff, which we see as the minimum to secure the achievement and well being of our Black and bilingual young people, is not yet secure.*
- *Timescales for LA and leadership meetings with schools do not coincide. Position of EMA very uncertain.*
- *The LA is currently on its third voluntary redundancy trawl, so it is highly likely that the remaining specialist EAL colleagues will leave the advisory service in the near future. Morale is very low.*

### **Traded Services**

Whilst many respondents were willing to move to new structures and new ways of working they were concerned about the timescales involved and what they considered the lack of forward planning.

- *We are struggling to establish a traded service when it is unclear who will remain in post to offer the services. Very poor lines of communication and morale at all time low.*
- *The EMA Team is expecting to develop into a traded service, but no agreement has been reached yet about interim funding through a transition period, or about a platform of funding to sustain a traded service which is unlikely to be able to recoup full costs from schools.*
- *We will be moving to traded services but have no clear picture of what is happening for example will we still be able to visit pupils and offer advisory guidance, deliver in house training free of charge to schools with new arrivals etc so a worrying time.*
- *In the context of low rates of buy-back, an outsourced team like ourselves will cease to exist, which in effect means that EMA services will cease to function.*
- *There is a strong move into partially trading the Service. Unfortunately, despite recognising the excellent service given to EAL pupils/parents and schools, schools have indicated that they do not know whether or not they can afford to buy the Service back in. This makes it difficult for the service to*

*predict its future funding and staffing. This leads to a 'chicken and egg' situation. Until the schools commit to buying back, the Service will have to lose specialist staff and then if the schools decide to buy back the Service will not have the staff to support the schools. Despite strenuous efforts to maintain staff morale, most staff are pessimistic and confused as to their future. The most frustrating aspect is a lack of information.*

- *The most upsetting things are the independent providers of services who have started flooding the schools with adverts and special offers, jostling for custom while we are not allowed by our line managers to take any independent action.*

### **Impacts on Learners, Teachers and Schools**

A number of common negative impacts were identified by respondents. These included: a reduction in pupil level support; a reduction in availability and rise in costs to schools of valued additional work such as interpretation or home school liaison; a shortage of knowledgeable specialists when demand is rising; the derailing of capacity building projects in schools and reduction in training opportunities; and the disproportionate impact on less well funded schools.

- *The remaining staff will work to a consultancy model with schools this will mean little direct support to pupils.*
- *There is a very real danger that there will be no specialists left in the future.*
- *Interpretation and translation work currently available to schools at little/no additional cost and managed by the Service will also cease to exist unless a school can be found to take on the administrative duties of running this support.*
- *The work force will definitely be reduced over the year although the demand for support is greater than we can meet at present.*
- *The majority of our work in the last three years has been about capacity building in schools, which has been very successful. Having said that very, very few schools in the LA have the capacity to support others in the LA and schools will need ongoing support to embed their learning so far and extend that learning to a wider group of pupils as their populations grow.*
- *The lack of ring fencing of money for EMA work at LA level is very unhelpful in our context. Neither schools nor pupils will be able to access the quality and range of services that they need from the LA nor will they be able to get much support from neighbouring schools.*
- *EMAS/EAL teachers in schools in my authority have no central, consistent source of guidance and are at the mercy of SLT in schools. Many of us now teach full classes of pupils (not all EAL). Any training for younger teachers new to EAL/EMA will have to ask their schools to pay for it.*
- *The whole team has been re-structured because of budget cuts; schools are expected to "foot the bill" for support (interpreters, bilingual Teaching Assistants, Home Liaison Officers etc.), but quite a few of the schools that have higher number of EMA learners, are schools that operate with a deficit budget, hence they can't afford to pay for the staff we have had to make*



*redundant. This means, potentially, schools will not have the capacity to support the induction of New Arrivals, let alone Advanced Learners.*

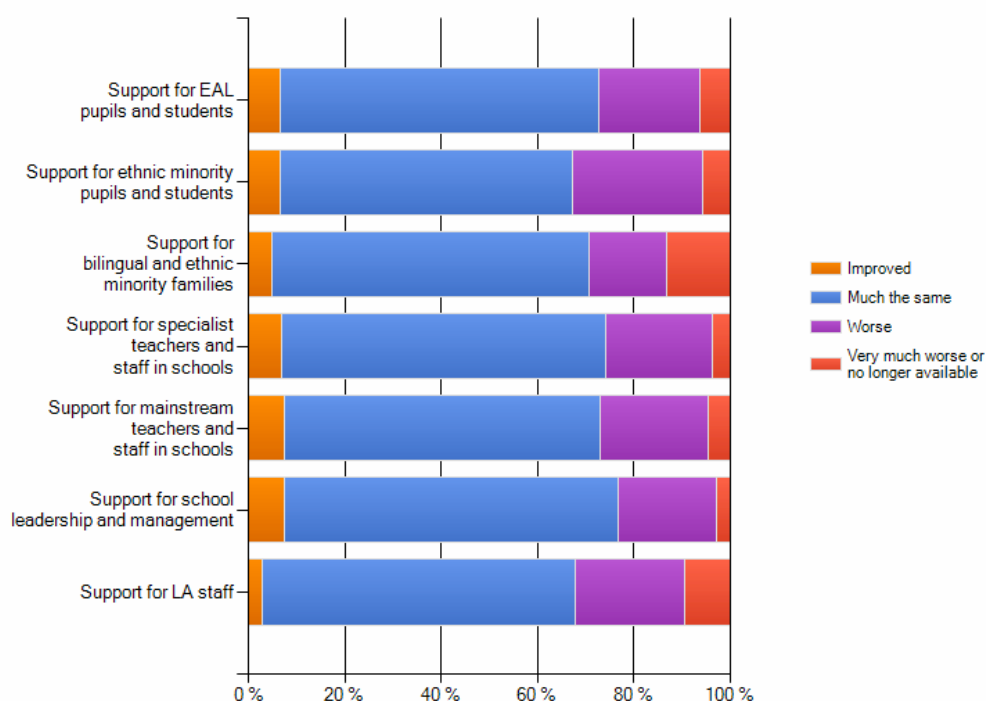
- With the current financial pressures on schools, there is a high risk of very low rates of the buy-back as the funds may be used by schools to purchase services from cheaper providers, or may not be used for EMA work at all, possibly even to the extent of losing the EMA teachers/ assistants they currently employ.*
- We are concerned about loss of provision for minority ethnic pupils generally and loss of centralised specialist provision and dedicated overall responsibility and overview for BME pupils. Over the years we have experienced BME population growth and yet suffered under-funding and deletion of specialist EAL and minority ethnic achievement posts. We are concerned that the pupil premium will fail to support many minority ethnic pupils who are not eligible for FSM or who choose not to take FSM up, yet who suffer English language deprivation and educational disadvantage.*
- The LA has started to charge for services to those schools which are not targeted for support by the LA. Attendance at central training events has dropped off now that the LA has started charging.*
- Most of the EMA team has disappeared except for data collection. No support is available to schools anymore. Regarding translation and interpreting, schools are now directed to a private provider, which also is the government's main provider for these services, but at a much higher price than previously offered.*
- Other advisory teachers are going into EAL situations without training apart from 'on the job' bits from senior EMAS staff on an occasional basis.*

## VII. Quality and Extent of Provision

Respondents were given a list of areas of work and asked to judge how the quality of provision has changed over the past six months, whether they judged it to be improved, much the same, worse, or very much worse/no longer available. All respondents responded to this question.

43% of respondents identified a deterioration in some aspects of support services to learners, families, teachers and schools compared to July 2010.

**Please rate the quality of support your service is currently able to provide to learners, families, teachers and schools compared to 6 months ago**



27% considered support for EAL pupils and students had worsened

33% considered support for ethnic minority pupils and students had worsened

19% considered support for bilingual and ethnic minority families had worsened

26% considered support for specialist staff in schools had worsened

27% considered support for mainstream staff in schools had worsened

23% considered support for school leadership and management had worsened

32% considered support for LA staff had worsened

## VIII. Summary of Findings

- Respondents from more than half of all local authorities in England completed the survey of the current position of Ethnic Minority Achievement Grant Services.
- 96% of the authorities surveyed currently host a centrally managed service.
- Staffing levels in these services varied but the survey responses concerned 1315 individuals in 914 FTE posts. The average service size was 10 FTE and employed 14 people.
- 80% of respondents had experienced or were expecting to experience restructuring and/or the reduction of posts through forced or voluntary redundancies in the near future.
- 1000 staff are employed in services where the deletion of posts and forced or voluntary redundancy are being actioned or considered.
- Nearly a third of authorities had already completed or finalised plans to delete or reduce their Ethnic Minority Achievement Services.
- 69% of respondents indicated that reduction or deletion in services had taken place or was being considered.
- Whilst some local authorities appeared to have supported services to secure the retention of the £150,000 or 15% hold back of the EMA grant along with other central LA funding, in many more cases, the mainstreaming of EMAG had signalled the end of centrally funded EAL/EMA services.
- 61% of respondents indicated that restructuring had taken place or was being considered.
- Reorganisation proposals included: integrating specialist posts within School Improvement; mainstreaming EAL/EMA issues as generic non-specialist responsibilities; merging of services and/or the extension of the remit of services to include other vulnerable or disadvantaged groups.
- The number of services delivering front line specialist teaching has been reduced.
- All of the respondents had experienced or were anticipating some changes to employment within their services. These included: redundancy, voluntary redundancy or early retirement offers; notices of vulnerability; and competitive interviews for remaining or alternative posts.
- Many respondents noted a lack of clarity around the timing and processes of restructuring. This uncertainty was seen by a number of respondents as particularly stressful.
- Whilst many respondents were willing to move to new structures and new ways of working they were concerned about the timescales involved and what they considered the lack of central government forethought.

- Common negative impacts identified by respondents included: a reduction in pupil support; a reduction in availability and a rise in costs of valued additional school based work such as interpretation or home school liaison; a shortage of knowledgeable specialists when demand is rising; reduction in training opportunities and capacity building projects in schools; and a disproportionate impact on less well funded schools.
- 43% of respondents identified a deterioration in some aspects of support they were able to provide to learners, families, teachers and schools compared to July 2010.
- The biggest deterioration was in the quality or availability of support for ethnic minority pupils and students.