

NALDIC Briefing - August 2011
Additional spending estimates in relation to EAL learners

The following briefing introduces a NALDIC estimate of the additional costs of supporting the language education of EAL and bilingual learners. It also summarises estimates which have previously been made concerning the costs of supporting the education of EAL and bilingual learners.

EAL and bilingual learners are not a homogenous group and their language needs vary considerably. We have therefore provided a range of illustrative annual costs which are based on research and evidence-based language learning programmes which enable EAL learners to achieve academically at the level of their peers.

Our analyses are informed by programmes which have been successfully running in other English speaking countries. These are based on research and evidence-based practice in relation to the effectiveness of language learning programmes which enable EAL learners to achieve academically at the level of their peers. These recommended time allocations can be used for bilingual education programmes (the most successful), dual language programmes, transitional programmes and EAL programmes. Such programmes rely on the development of content and curriculum schemes relating to EAL and regular informed assessment related to pupils' stage of English language learning.

EAL programme				
	Year groups and proficiency level	New or Beginner	Exploring or Intermediate	Consolidating or Advanced
EAL teaching weekly	R-Y2	2.5 hours	2.5 hours	2.5 hours
	Y3-6	5 hours	5 hours	2.5 hours
	Y7-11	9 hours	6 hours	3 hours
	EAL language teaching should be provided as daily sessions of equal teaching time, ideally in groups or sets but could include 1-1 sessions if suitable groupings were not available			
Content area instruction	Mainstream teachers should use EAL informed practices to provide a classroom learning environment in which EAL learners can effectively acquire academic content knowledge.			

It is not intended that these time allocations are used for 1-1 support but rather for teaching and learning programmes which support the language learning of bilingual

children and young people. The continuum of action on the following page illustrates what this provision might look like in practice. Elements of such programmes are in place in some schools in England, particularly for beginners. Some examples are provided in the NAEP case studies for example. Activities which are currently included in some specialist programmes for EAL learners in mainstream English schools include:

- Profiling the pupil's level of proficiency in English and previous educational background
- First language assessments to profile pupil's use of first language in social and academic settings
- Pupil assessments and progress reports which also give an indication of language targets and strategies
- A six week rolling programme that has the aim of gaining school places/FE courses for the pupils by the end of the course (secondary)
- Small group tuition in basic English through curriculum subjects
- Small group pre-teaching sessions to prepare primary EAL learners for subject lessons
- 20 hours' of bilingual support for school induction in order to help pupils settle into school routines
- Time-limited in-class support from specialist teachers to support pupils' access and achievement in mainstream curriculum subjects
- A one or two-year EAL GCSE option course EAL learners in Years 10-12 aiming to support the progression of newly arrived EAL learners into academic and vocational courses.
- Integrated teaching of academic language and literacy and curriculum content appropriate to the needs of students new to English and the UK school system

Costings are difficult to attribute but for illustration we have used PriceWaterhouse Coopers (PWC) hourly teaching rate calculations and used a 1-10 teacher/pupil ratio for schools which have high percentage of EAL learners, 1-3 for schools with an average percentage of EAL learners and also 1-1 for isolated learners. We have not included external resources in the calculations, nor made an adjustment for the economies relating to non EAL pupil teaching ratios.

Illustrative costings p.a.

Isolated EAL Secondary Beginner learner – Y10 =£8640

Isolated EAL Primary Beginner learner – Y6 =£4,800

Average EAL Secondary Beginner learner Y9 =£2880

Average EAL Primary Intermediate learner Y3= £1600

High % EAL Secondary Intermediate Learner – Y10 = £288

High% EAL Primary Advanced Learner – Y2 = £240

Continuum of action to meet the needs of EAL learners*

	Assessment and planning	Additional support (EAL and bilingual)	Grouping for teaching purposes	Curriculum and teaching methods
Focused provision involving the use of specialist teaching supported by appropriate materials and curriculum	Continuous assessment and curriculum assessments undertaken by specialist teacher. Parents involved in both long and short-term planning and in supporting targets in the home.	Individual or small group tuition is provided by specialist teacher or programme.	Pupil works predominantly in small groups or in some situations on an individual basis. Access to out of hours learning opportunities (homework clubs, lunchtime clubs etc)	Individualised programme. Specialist curriculum and teaching. Access to ICT and specialist materials.
Pupil support used routinely in the classroom and sustained targeted support provided	Continuous assessment and curriculum assessments by specialist teacher or EALCO. Parents informed and may be involved in supporting targets in the home.	Pupil support used routinely in the classroom and sustained targeted support provided.	Access to individual or small group support within the classroom, or through limited periods of withdrawal and/or out of hours learning opportunities (homework clubs, lunchtime clubs etc.).	Some individual or small group work to support specific targets. Access to ICT and specialist materials.
Specific EAL skill-development activities in support of targets	Assessment by class or subject teacher and EALCO. Parents informed and may be involved in supporting targets in the home.	Main provision is by class or subject teacher with specialist involved in assessment and planning.	Access to some individual or small group support usually within the classroom, or through out of hours learning opportunities (homework clubs, lunchtime clubs etc.).	Specific EAL skill development activities provided. Access to ICT and to specialist materials as necessary.
Emphasis on differentiation with specific EAL skill development where appropriate to meet curriculum targets	Assessment by class or subject teacher and EALCO.	All provision is by class or subject teacher. Specialist involved in assessment, planning and teacher development.	Grouping strategies used flexibly within the classroom. Access to out of hours learning opportunities (homework clubs, lunchtime clubs etc)	Emphasis on differentiation for curriculum access. Access to ICT and to specialist materials as necessary.

*Pupils may be at different points at different times, in different contexts and during different lessons

Scotland

The cost of providing EAL support to 50 pupils has been estimated by Edinburgh City Council at roughly £33,000 a year, based on the cost of employing an EAL teacher (Edinburgh City Council, 2008).

<http://www.scotland.gov.uk/Publications/2009/02/23154109/6>

Ireland

Under Circular M53/07 the following ratios were provided for pupil support

14 to 27 pupils - 1 post

28 to 41 2 posts

42 to 64 3 posts

65 to 90 4 posts

91 to 120 5 posts

121 or more 6 posts

The Irish government commissioned a report Language Support for Migrants: A Value for Money Review of Expenditure on the Education of Migrant Students at Primary and Post-primary Level who do not use English (or Irish) as a first language 2001/2 – 2008/9 http://ec.europa.eu/ewsi/UDRW/images/items/doc1_19904_503445062.pdf (March 2011)

The 225 page report concludes that '*The deficiencies in the data are such that trying to arrive at a reliable unit cost is not possible. There are too many variables and the data on student numbers are too uncertain to allow for this.*'

However figures were also provided using the M53/07 ratio to give a rough approximation of the range of the unit cost for 2007/08 and 2008/09. Note that, by definition, these figures would normally exclude EAL students who have had two years support. The unit cost for these students is zero. In calculating the unit cost, teacher salaries are used for convenience, rather than total costs. As teacher salaries account for approximately 99% of EAL expenditure, excluding other costs should not significantly affect the result.

Table 6.16 - Primary Level – Average Unit Cost Range for EAL compared to Standard Primary Student Cost

School Year	Average Standard cost of primary teacher (EAL)	EAL Unit cost range where there is one teacher in the school (14-27 students)	Unit cost of primary school education
2007/08	€60,000	€4,286 – €2,222	€6,546*
2008/09	€62,000	€4,429 – €2,296	No figures available

*Figure for calendar year 2008

Table 6.17 - Post-Primary Level - Average Unit Cost Range for EAL Compared to Standard Post-Primary Student Cost

School Year	Average Standard cost of post primary WTE (EAL)	EAL Unit cost range where there is one teacher in the school (14-27 students)	Unit cost of post primary school education
2007/08	€62,000	€4,429 - €2,296	€9,447*
2008/09	€64,000	€4,571 - €2,370	No figures available

*Figure for calendar year 2008

September 2009 Strand 1: Additional Educational Needs (AEN) Final report PWC

This report was commissioned by the government as part of its review of school funding. A previous PWC analysis of costs was undertaken in 2002. Part of the work was to analyse the spend on providing additional support to pupils with additional educational needs. The report noted findings from a literature, stakeholder and national stakeholder review including:

- EAL did not solely represent language needs: social and transitional needs could also affect these pupils.
- EAL, used as a proxy, did not reflect levels of language need.
- Neither belonging to an ethnic group or number of years residency properly reflects the degree of support required by these pupils
- Pupils with EAL could require short term additional support rather than having AEN per se.
- Headteachers favoured local solutions to meeting the short term needs of EAL pupils, such as a pool of locally available resource or a locally held budget that schools could tap into if the number of these pupils increased in their school.

The analysis of additional costs was based on: internal staff costs for additional support including LSAs etc; External staff costs that are usually the responsibility of the Local Authority to provide, such as Educational Psychologists or Behaviour Support Specialists; Non-staff costs such as language related resource; and opportunity costs that would not represent an additional pull on the school budget, but rather a diversion of resources such as a teacher providing a pupil with two hours of 1:1 support meaning their attention is diverted away from other tasks. All these costs were adjusted eg in relation to staff pupil ratio etc.

This report found the mean additional cost relating to pupils EAL pupils with a single need (eg their EALness) was £,1001 and the median £631. This figure was based on only 48 pupils. The figure also reflects spend and availability rather than need. The report noted that the relatively low cost of this (compared to other needs) may well reflect the temporary nature of language support provided so the cost decreases as pupils become more fluent.

A footnote to the report indicates that 'it is the intention of the DCSF to split the EAL count of pupils by year of incidence in an attempt to establish costs related to their number of years in the school system'.

Full report

<http://webarchive.nationalarchives.gov.uk/20100318102730/http://www.teachernet.gov.uk/doc/14194/Strand%201%20-%20AEN%20-%20Final%20Report.pdf>