

Ethnic Minority Achievement

INTRODUCTION

The development of effective provision to support the progress and achievement of black and minority ethnic pupils and those with English as an Additional Language is a hallmark of a genuinely inclusive education system in which all children and young people are given the fullest possible opportunity to make the most of their potential as learners.

Since May 2010, the Coalition Government has pursued a policy of economic austerity in which cuts to public spending have been a key feature.

During that time, there has been a significant increase in feedback from teachers about reductions in the extent of provision of services to support ethnic minority achievement and pupils with English as an Additional Language.

Reports from school leaders, specialist staff working in schools and local authorities, and from classroom teachers of the scaling-back of services have become more frequent and have highlighted a growing range of concerns.

The NASUWT has investigated changes at school and local authority level and has assessed the impact of these on the work of teachers, school leaders and ethnic minority achievement and English as an Additional Language specialist staff, as well as on the educational opportunities made available to the pupils they teach.

This investigation involved:

- desk research;
- a quantitative survey of the experiences and perspectives of school leaders on the impact of changes to ethnic minority achievement and English as an Additional Language policy and practice; and
- qualitative feedback from school leaders and ethnic minority achievement and English as an Additional Language specialist staff on recent trends in provision.

EXECUTIVE SUMMARY

- The evidence emphasises the importance of ensuring that the education system is able to benefit from specialist ethnic minority achievement and English as an Additional Language staff, including qualified teachers, who have access to high-quality and well-resourced professional, career and pay development opportunities, supported by effective processes for the management of their performance.
- Teachers with responsibility for ethnic minority achievement and English as an Additional Language should be deployed in contexts within which they have the time, space and capacity to focus on activities that make the best possible use of their distinctive professional skills and expertise.
- Securing good-quality provision depends on the establishment of mechanisms that seek to ensure that resources made available to support each services are used for the purposes for which they are intended and are not diverted to support other areas of activity.
- Local authorities have a significant role to play in providing strategic oversight of provision and supporting school-level practice.
- Local authorities have taken a leading role in the provision of these services and developed specialised ethnic minority achievement and English as an Additional Language services located within local authorities, as well as the development of specialised pedagogies.
- ‘Ring-fencing’ of the Ethnic Minority Achievement Grant provided an important incentive for schools to buy-back resource-intensive ethnic minority achievement and English as an Additional Language services from local authorities.
- Ring-fencing combined with significant increases in per-pupil funding levels of over £1000 per relevant pupil in real terms between 1997 and 2006 resulted in the retention by many local authorities of comprehensive, high-quality ethnic minority achievement and English as an Additional Language services.
- Key aspects of the Coalition Government’s policy agenda have begun to affect significantly these longstanding features of ethnic minority achievement and English as an Additional Language provision.
- The decision of the Department for Education (DfE) to end the ring-fencing of Ethnic Minority Achievement Grant funding, from 2011/12, and incorporate it into the Dedicated Schools Grant has given schools complete decision-making power over the uses to which the proportion of the Dedicated Schools Grant, comprised of the former Ethnic Minority Achievement Grant funding allocated

to them, can be put. This has ended the requirement on schools to ensure that the finding is allocated to supporting the needs of black and minority ethnic or English as an Additional Language learners.

- Pressure on local authorities has intensified as a result of the diversion of the proportion of Dedicated Schools Grant funding to academies and free schools that would otherwise have been available to fund central local authority ethnic minority achievement and English as an Additional Language services.
- In schools where devolved Ethnic Minority Achievement Grant funding was available, the discontinuation of ring-fencing may result in a deterioration in the scope and scale of ethnic minority achievement and English as an Additional Language provision.
- Where core local authority funding has been used to support ethnic minority achievement and English as an Additional Language services, this funding will also come under significant pressure given that it is likely to be regarded as a discretionary rather than a statutory area of activity, notwithstanding the ongoing legal duty on local authorities to promote equality and community cohesion.
- Incorporation of the Ethnic Minority Achievement Grant into the Dedicated Schools Grant places at risk the ability of the education system to continue to close achievement gaps and to build on the progress secured under previous arrangements.
- Evidence from school leaders and teachers suggests that the impact of changes to funding arrangements for ethnic minority achievement and English as an Additional Language services has been to put the future of these services at risk.
- Interviews and scrutiny of local decisions on the devolution of former Ethnic Minority Achievement Grant funding suggests that the concerns set out elsewhere in this Report about the pressures on local authorities to retain less funding are becoming evident in practice.
- Even where former Ethnic Minority Achievement Grant funding has been retained, pressures on local authority budgets are leading in some instances to a reduction in the contribution to ethnic minority achievement and English as an Additional Language services secured from core local authority budgets.
- Over a third of school leaders confirm that resources for ethnic minority achievement and English as an Additional Language provision across their local authority are decreasing, with resources being diverted towards other activities.

- A third of school leaders confirm that local authority support for black and minority ethnic and English as an Additional Language pupils has become more difficult to access over the past year.
- Evidence indicates that it is unlikely that schools will be in a position to address shortcomings in provision from their own budgets.
- When asked to predict future changes to the proportion of their schools' budgets allocated to securing ethnic minority achievement and English as an Additional Language services, almost half of school leaders expressed the view that allocations of funding for these services would be likely to decline.
- Evidence confirms that cost pressures have led to redundancies among ethnic minority achievement and English as an Additional Language teachers in their schools; 19% of school leaders reported that they were aware of redundancies of such staff in their local authority or in other schools in their local authority area.
- Half of school leaders stated that pressures on schools to meet the needs of English as an Additional Language pupils had increased over the past year, with a further 65% stating that current resources were insufficient to meet these demands.
- Reductions in the extent of ethnic minority achievement and English as an Additional Language provision are occurring at a period when demand for such services is increasing.

THE FEATURES OF EFFECTIVE PROVISION

Ethnic minority achievement and English as an Additional Language provision is that its form, scope and areas of focus can vary between and within education systems according to the particularity of the nature and extent of the educational needs of the pupils such provision aims to meet.

Within individual education systems, the priorities and demands made of ethnic minority achievement and English as an Additional Language services can also be subject to considerable change over time.

In the UK, for example, the significant degree of inward migration that resulted from the granting of rights of residence to citizens of eight additional European Union member states in 2004 required a substantial reshaping of ethnic minority achievement and English as an Additional Language services at local and school level, given the recognition within all the jurisdictions of the UK that previous approaches to provision, if left unchanged, would not be able to meet the needs of all ethnic minority achievement and English as an Additional Language learners effectively.¹

However, while amendments to approaches to service provision are an inevitable and necessary aspect of work to maintain high-quality ethnic minority achievement and English as an Additional Language services in changing circumstances, the experience of teachers and school leaders over time and across the different education systems in the UK serves to confirm that in all instances where services are secured on a sustainable and effective basis, three distinct but interrelated features of provision remain evident.

These features relate to:

- the development and deployment of a skilled and specialist ethnic minority achievement and English as an Additional Language-focused workforce, including qualified teachers;
- the maintenance of levels of dedicated ethnic minority achievement and English as an Additional Language funding sufficient to ensure that the needs of learners can be met effectively; and
- the need for the devolution of resources and planning authority to individual schools to be balanced against the importance of retaining effective local-level oversight and strategic management of provision.

The importance of these aspects of provision in supporting the achievement of black and minority ethnic pupils or that of emerging speakers of dominant languages has been well established. Comparative international studies undertaken by the Organisation for Economic Co-operation and Development (OECD) emphasise the fact that in circumstances where these features of provision are absent or

¹ Department for Communities and Local Government (DCLG) (2008) *Managing the Impacts of Migration: A Cross-Government Approach*. DCLG; London.

underdeveloped, the educational outcomes of pupils are often compromised to a significant extent.²

Specialist staff

With regard to the education system in England, it is possible to identify the critical role that has been played by the three features of provision outlined above in securing the best possible outcomes for black and minority ethnic and English as an Additional Language learners.

In respect of the ethnic minority achievement and English as an Additional Language workforce, research undertaken by the former Training and Development Agency for Schools (TDA), in collaboration with the National Association for Language Development in the Curriculum (NALDIC), has emphasised the importance of ensuring that the education system is able to benefit from specialist ethnic minority achievement and English as an Additional Language staff, including qualified teachers, who have access to high-quality and well-resourced professional, career and pay development opportunities, supported by effective processes for the management of their performance.³

Effective deployment

It has also been recognised as critical that teachers with responsibility for ethnic minority achievement and English as an Additional Language should be deployed in contexts within which they have the time, space and capacity to focus on activities that make the best possible use of their distinctive professional skills and expertise. This necessitates the development of effective ‘teams around the child’, through which the learning of pupils is enhanced through collaborative working between teachers and appropriately trained and supported members of the wider school workforce.⁴

Dedicated funding

The resource dimensions of effective approaches to the development and deployment of the workforce emphasise the importance of appropriate arrangements in relation to the funding of provision for ethnic minority achievement and English as an Additional Language pupils. Experience of resource-related issues in the education system in England highlights the negative impact of inadequate levels of funding on the quality of ethnic minority achievement and English as an Additional Language services. For example, the reductions in expenditure on such services implemented during the early 1990s

² Organisation for Economic Co-operation and Development (OECD) (2010) *Closing the Gap for Immigrant Students: Policy, Practice and Performance*. OECD; Paris.

³ Training and Development Agency for Schools (TDA)/National Association for the Development of Language in the Curriculum (NALDIC) (2009) *The National Audit of English as an Additional Language Training and Development Provision*; www.naldic.org.uk/Resources/NALDIC/Home/Documents/audit_englishasanatlanguage.pdf, retrieved on 21/03/12.

⁴ White, K.; Lewis, K. and Fletcher-Campbell, F. (2006) *Raising the Achievement of Bilingual Learners in Primary Schools: Evaluation of the Pilot/Programme*. Research Report No. 758. Department for Education and Skills; Nottingham.

led to a sharp deterioration in the quality and extent of ethnic minority achievement and English as an Additional Language provision, resulting in profoundly adverse consequences for staff and learners.⁵

While levels of funding made available to support ethnic minority achievement and English as an Additional Language services are an essential aspect of an effective policy programme in this area, evidence also makes clear that securing good-quality provision in practice depends on the establishment of mechanisms that seek to ensure that resources made available to support such services are used for the purposes for which they are intended and are not diverted to support other areas of activity. For example, the removal of dedicated funding for English as an Additional Language services in Northern Ireland following funding reforms introduced in 2005 led to a significant deterioration in the extent and quality of provision across the greater part of the education system.⁶

Particular stress has also been placed on the importance of securing dedicated resources for the support for minority ethnic pupils in international comparative studies. However, ensuring that there is effective regional and local oversight and management of the use of these resources, while ensuring adequate degrees of flexibility at school level, has also been emphasised in research as a critical feature of policy.⁷

Strategic management

In the education system in England, strategic management and oversight of ethnic minority achievement and English as an Additional Language provision is most appropriately located with local authorities.

Given their scale of operation, local authorities are able to ensure efficient use of scarce resources through their ability to establish key ethnic minority achievement and English as an Additional Language services on a collective basis that would otherwise be beyond the manageable financial capacity of individual schools.

It is therefore clear that patterns of effective ethnic minority achievement and English as an Additional Language provision involve the development of arrangements within which local authorities are given meaningful control over a proportion of available funding sufficient to ensure the effective delivery of these services, including the employment of specialised ethnic minority achievement and English as an Additional Language teaching staff.

Local authorities are also most effectively placed to monitor the use of dedicated ethnic minority achievement and English as an Additional Language resources allocated to schools and to take steps to redress any inappropriate use of these resources.

⁵ Gillborn, D. (1995) *Racism and Antiracism in Real Schools*. Open University Press; Milton Keynes.

⁶ NALDIC (2006) *NALDIC Briefing Paper on Funding for the Support of Pupils Learning English as an Additional Language*, www.naldic.org.uk/Resources/NALDIC/Home/Documents/BriefingonFunding06.pdf, retrieved on 22/03/12.

⁷ OECD (2010) *op. cit.*

In England, extensive evidence exists of the importance of these aspects of local authority activity to securing high-quality ethnic minority achievement and English as an Additional Language provision.

For example, evidence generated by the former Department for Children, Schools and Families' (DCSF) *Raising the Achievement of Bilingual Learners* project highlighted the significant role to be played by local authorities in providing strategic oversight of provision and supporting school-level practice through: the deployment of centrally-employed ethnic minority achievement and English as an Additional Language teachers; enabling school-based non-specialist staff to access effective professional development opportunities; and guiding approaches to the management of ethnic minority achievement and English as an Additional Language issues at school level.⁸

RECENT POLICY DEVELOPMENTS IN PROVISION

It is apparent to a significant extent that the principles of effective provision set out above were reflected in the architecture of ethnic minority achievement and English as an Additional Language services inherited by the Coalition Government.

From the inception of arrangements for the resourcing of dedicated ethnic minority achievement and English as an Additional Language provision through Section 11 of the 1966 Local Government Act, local authorities had taken a leading role in the provision of services. This approach to provision saw the development of specialised ethnic minority achievement and English as an Additional Language services located within local authorities, as well as the development of specialised pedagogies.⁹

Section 11

It is important to recognise that significant shifts in practice were implemented during the period in which funding for provision was provided through Section 11 grants. Most notably, following an investigation in 1986 by the then Commission for Racial Equality into the use of separate language centres as the principal means by which English as an Additional Language support services were made available to learners, the focus of provision shifted to mainstream schools to which specialist staff were deployed to support learners.¹⁰

It also became evident that the emphasis of Section 11 support shifted, without official sanction, from its original limited purpose of providing support for pupils of 'Commonwealth origin' to meeting the needs of a broader range of black and

⁸ White, K. et.al. (2006) *op. cit.*

⁹ Parker Jenkins, M.; Hewit D; Brownhill, S. and Sanders, S. (2004) 'What strategies can be used by initial teacher training providers, trainees and newly qualified teachers to raise the attainment of pupils from culturally diverse backgrounds?' in *Research Evidence in Education Library*. EPPI-Centre, Social Science Research Unit, Institute of Education; London.

¹⁰ Gravelle, M. (1996) *Supporting Bilingual Learners in Schools*. Trentham Books; Stoke-on-Trent.

minority ethnic, refugee and Traveller pupils and pupils with backgrounds as speakers of first languages other than English.¹¹

In respect of arrangements for funding, the replacement of Section 11 arrangements by the Ethnic Minority Achievement Grant in 1999, which was also associated with a reallocation of national-level policy responsibility in this area from the Home Office to the then Department for Education and Employment (DfEE), was particularly significant.

Ethnic Minority Achievement Grant

The Ethnic Minority Achievement Grant formalised the broader scope of services for black and minority ethnic and English as an Additional Language pupils that had begun to emerge under Section 11 and sharpened the focus of policy and practice on sustaining and enhancing levels of educational progress and achievement.¹²

The introduction of the Ethnic Minority Achievement Grant was also accompanied by the implementation of arrangements in which local authorities were required to devolve a significant proportion of funding to schools. While this led in some circumstances to schools taking greater direct responsibility for resourcing ethnic minority achievement and English as an Additional Language provision for their own pupils, it is also important to note that the Government in office during this period attached strict conditions for 'ring-fencing' that sought to prevent its deployment in supporting activities that were not aimed specifically at supporting the progress and achievement of pupils.¹³ The 'ring-fencing' of the Ethnic Minority Achievement Grant provided an important incentive for schools to buy-back resource-intensive ethnic minority achievement and English as an Additional Language services from local authorities as there were no other purposes to which the money might otherwise have been put.

This feature of the Ethnic Minority Achievement Grant, combined with significant increases in per-pupil funding levels of over £1000 per relevant pupil in real terms between 1997 and 2006, resulted in the retention by many local authorities of comprehensive, high-quality ethnic minority achievement and English as an Additional Language services.¹⁴

Although the impact of these changes on local authority-led provision was variable, it is important to acknowledge that the strategy developed by the then Government that underpinned these reforms, 'Aiming High', continued to set out clear expectations that local authorities should continue to take a leading role in the oversight of ethnic minority achievement and English as an Additional Language

¹¹ Watters, C. (2008) *Refugee Children: Towards the Next Horizon*. Routledge; Oxford.

¹² *ibid*.

¹³ Department for Education and Skills (DfES) (2004) *Aiming High: Supporting Effective use of EMAG*. DfES; London.

¹⁴ DfES (2003) *Aiming High: Raising the Achievement of Minority Ethnic Pupils*. DfES; London.

provision, whether through direct provision or monitoring and guiding the use of resources devolved to schools.¹⁵ In addition to funding sourced directly from the Ethnic Minority Achievement Grant, a significant proportion of local authorities were also able to augment the resourcing of ethnic minority achievement and English as an Additional Language services from their own core funding.¹⁶

IMPACT OF THE COALITION GOVERNMENT'S POLICY

However, key aspects of the Coalition Government's policy agenda have begun to affect significantly these longstanding features of ethnic minority achievement and English as an Additional Language provision, including key features of the Aiming High strategy it inherited from its predecessor.

Ending of ring-fencing

Of particular significance in this regard has been the decision of the Department for Education (DfE) to end the ring-fencing of Ethnic Minority Achievement Grant funding. From 2011/12, Ethnic Minority Achievement Grant funding has been incorporated into the Dedicated Schools Grant, the effect of which has been to give to schools complete decision-making power over the uses to which the proportion of the Dedicated Schools Grant, comprised of the former Ethnic Minority Achievement Grant funding allocated to them, can be put.

While local authorities can continue, with the permission of those schools represented on Schools Forums, to retain a proportion of this element of former Ethnic Minority Achievement Grant funding for supporting ethnic minority achievement and English as an Additional Language services, they can have no assurances that schools will continue to buy-back additional services, given that the ending of ring-fencing of this funding also ends the requirement on them to ensure that it is allocated to supporting black and minority ethnic or English as an Additional Language learners.

Academies and free schools

The dangers to the maintenance of effective ethnic minority achievement and English as an Additional Language services provided by schools and local authorities that this change in policy creates are made clear through consideration of the potential impact of wider changes to school and local authority funding and of the growth of the academies and free schools programmes.

Academisation and the creation of free schools has the potential to intensify pressures on local authorities in this regard as a result of the diversion of the proportion of Dedicated Schools Grant funding to academies and free schools that would otherwise have been available to fund central local authority ethnic minority achievement and English as an Additional Language services.

¹⁵ *ibid.*

¹⁶ Tikly, L.; Osler, A.; Hill, J. and Vincent, K. with Andrews, P; Jeffreys, J.; Ibrahim, T. Panel, C. and Smith, M. (2002) *Ethnic Minority Achievement Grant: Analysis of LEA Action Plans*. Research Report 371. HMSO; London.

Budget cuts

In relation to funding, in its 2010 Comprehensive Spending Review (CSR) the Coalition Government confirmed that core funding for local authorities would fall in real terms by 28% by 2014/15.¹⁷

Independent analysis also confirms that the terms of the CSR will result in a real-terms decline in the overall school budget over the same period.¹⁸

In such circumstances, the ability of schools and local authorities to sustain current ethnic minority achievement and English as an Additional Language provision at its current level and quality is exposed to multiple and substantial risks.

In relation to services provided centrally by local authorities, there is a danger that schools may be incentivised to compensate for the pressures created by real-terms declines in their budgets by seeking to claw back funds retained previously by local authorities under the Ethnic Minority Achievement Grant regime.

In schools where devolved Ethnic Minority Achievement Grant funding has been available, the discontinuation of ring-fencing may result in a deterioration in the scope and scale of ethnic minority achievement and English as an Additional Language provision, including that bought back from local authorities, as a result of the reallocation of resources to alternative areas of activity placed at risk as a result of stagnant or declining school budgets.

The scope for local authorities to sustain current levels of ethnic minority achievement and English as an Additional Language provision in such circumstances by increasing their expenditure from core funding is likely to be severely constrained by the reductions in the levels of financial support they can expect from central Government during the remainder of the CSR period and beyond.

Where core local authority funding has been used to support ethnic minority achievement and English as an Additional Language services, it is reasonable to assume that this funding will also come under significant pressure, given that it is likely to be regarded as a discretionary rather than a statutory area of activity, notwithstanding the ongoing legal duty on local authorities to promote equality and community cohesion.

In light of the principles of effective provision described above, it is clear that these developments in policy give rise to legitimate and serious grounds for concern.

Impact on staff

In relation to the workforce, there are clear risks that declines in the proportion of

¹⁷ HM Treasury (2010) *Spending Review 2010*. TSO; London.

¹⁸ Chowdry, H. and Sibieta, L. (2011) *Trends in Education and Schools Spending*. Institute for Fiscal Studies Briefing Note BN121. www.ifs.org.uk/bns/bn121.pdf, retrieved on 21/03/12.

the overall school budget allocated to ethnic minority achievement and English as an Additional Language provision could lead to significant cuts in the number of specialist teachers and other staff, undermining the capacity of the system to secure the best possible learning opportunities for pupils.

Where teachers continue to be deployed in ethnic minority achievement and English as an Additional Language-focused roles, reductions in available funding could deny to them the opportunity to benefit from effective professional and development opportunities, as well as access to career and pay advancement. The ending of effective ring-fencing of funding, combined with declines in the availability of support staff due to declining resources, also has the potential to undermine the ability of specialist teachers to focus on their core responsibilities for supporting the progress and achievement of black and minority ethnic and English as an Additional Language pupils. These trends could also lead to significant increases in their workload and a deterioration in other key terms and conditions of employment.

Impact on pupils

Setting aside the specific impact on the specialist workforce of changes to funding arrangements and available resource levels, it is also apparent that the incorporation of the Ethnic Minority Achievement Grant into the Dedicated Schools Grant could result in circumstances within which black and minority ethnic and English as an Additional Language pupils benefit from a declining proportion of the overall school budget, placing at risk the ability of the education system to continue to close achievement gaps and to build on the progress secured for black and minority ethnic and English as an Additional Language pupils under previous arrangements.

For example, between 2003 and 2008 the proportion of black pupils leaving secondary education with 5 GCSEs at Grades A*-C increased by 14.8% compared with an average for the cohort of 6.7%. The gaps in performance between other minority ethnic groups and other groups also narrowed considerably during the same period.¹⁹

The critical strategic role and capacity of local authorities could also be placed at significant risk by these reforms. In particular, shifts in the distribution of funding away from local authorities towards schools could undermine effective local-level oversight of ethnic minority achievement and English as an Additional Language provision and the ability of local authorities to provide critical services beyond the means of individual schools. Given that the ring-fencing of Ethnic Minority Achievement Grant funding provided a means by which local authorities could influence spending decisions taken at school level, the incorporation of this

¹⁹ Department for Children Schools and Families (DCSF) (2009) *Breaking the Link Between Disadvantage and Low Achievement: Everyone's Business*. DCSF; London.

funding into the Dedicated Schools Grant could further undermine the ability of local authorities to ensure that the educational needs of black and minority ethnic and English as an Additional Language pupils are being met effectively through the use of devolved funding.

EVIDENCE OF CHANGES TO TRENDS IN PROVISION

In order to assess the emerging impact of the reforms to systems of ethnic minority achievement and English as an Additional Language provision described above, the NASUWT undertook an initial investigation designed to establish evidence of the extent of changes in funding patterns at local level as a result of these reforms and to seek practitioner perspectives on the implications of trends in patterns of provision.

Methodology

The investigation comprised three distinct strands.

Desk research

The first of these involved desk research designed to examine decisions taken at local level about the use of the element of Dedicated Schools Grant funding that had previously been designated as Ethnic Minority Achievement Grant prior to 2011/12.

To facilitate this investigation, a sample of 20 local authorities was identified in which established practice had involved central retention of an element of Ethnic Minority Achievement Grant to fund the provision of ethnic minority achievement and English as an Additional Language services by these authorities. In light of the concerns set out above in relation to the impact of incorporation of the Ethnic Minority Achievement Grant into the Dedicated Schools Grant, the purpose of this aspect of the investigation was to assess the extent to which this reform is translating into pressures from schools, through schools forums, to transfer former Ethnic Minority Achievement Grant funding to schools. This element of the investigation took place during February and March 2012.

To ensure the representativeness of the sample of local authorities selected for investigation, four local authorities from each of the five established categories of local authority type were selected. The categories used to determine the sample were:

- inner London borough;
- outer London borough;
- metropolitan authority;
- shire county; and
- unitary authority.

For each selected authority, publicly available documents about the funding of provision were scrutinised, including the minutes of schools forum meetings convened during the period, in order to confirm the nature of policy decisions taken following the incorporation of the Ethnic Minority Achievement Grant into the Dedicated Schools Grant.

Survey

This desk research was followed up by a focused survey of school leader members during March 2012 that sought to explore changes in their experience of ethnic minority achievement and English as an Additional Language provision over the preceding 12 months. In total, 147 school leaders participated in the survey, forming a broadly representative sample of school leaders by school and local authority type.

Interviews

To augment the information gained from the survey and desk research with more qualitative information, the third strand of the investigation involved interviews with school leaders, ethnic minority achievement and English as an Additional Language teachers in schools and NASUWT representatives who had been involved in representing members' interests with regard to ethnic minority achievement and English as an Additional Language provision at school and local authority level over the past 12 months.

KEY FINDINGS

The evidence gathered from scrutiny of decisions taken at local authority level indicates that the potential of the incorporation of the Ethnic Minority Achievement Grant into the Dedicated Schools Grant, in a context of real-terms decline in the overall school budget, is translating into pressures on local authorities to devolve an increasing proportion of previously retained funding to schools.

In a third of the local authorities surveyed, it was determined that previously retained funding for the direct provision of ethnic minority achievement and English as an Additional Language services by local authorities would be devolved in whole or substantial part to schools.

In a further five local authorities surveyed, decisions were taken to retain previous levels of funding in the short term, with an undertaking to review the situation within the next year.

In only three of the local authorities examined in the investigation was it possible to identify a clear commitment to sustain central funding in the longer term.

Where relevant information could be obtained, it was clear that pressure to devolve former Ethnic Minority Achievement Grant funding tended to originate from school representatives on schools forums. This trend was reflected in the comments made by teachers and school leaders.

'There has definitely been a growing movement within our schools for a 'land grab' on the local authority's Ethnic Minority Achievement Grant money'

Ethnic Minority Achievement/ English as an Additional Language specialist teacher (shire county)

Another specialist English as an Additional Language teacher in an authority in which retention of central funding is to be discontinued, claimed:

'The authority definitely wanted to keep some funds to provide some core English as an Additional Language services but the schools weren't having any of it. We don't know if they'll (now) buy-back our services or not.'

Local authority-based English as an Additional Language teacher (outer London)

A headteacher who opposed further devolution of former Ethnic Minority Achievement Grant funds in the same authority reflected on the possible reasons for the determination on the part of some schools to obtain greater devolution of Ethnic Minority Achievement Grant funding:

'I think it is because many are worried about their budgets and see this as an additional source of money. In this authority, for a large secondary school, the amounts involved can be quite substantial. I am worried about the services that the local authority will be able to provide from now on.'

Headteacher (outer London)

Evidence from interviews and scrutiny of local decisions on the devolution of former Ethnic Minority Achievement Grant funding suggests that the concerns set out elsewhere in this report about the pressures on local authorities to retain less funding are becoming evident in practice.

However, evidence from scrutiny of local-level decisions about the future of school funding indicates that even where former Ethnic Minority Achievement Grant funding has been retained, pressures on local authority budgets are leading in some instances to a reduction in the contribution to ethnic minority achievement and English as an Additional Language services secured from core local authority budgets. A specialist ethnic minority achievement teacher recounted the impact of these cuts in funding in her authority:

'(The authority) has closed down supplementary language classes and has got rid of African-Caribbean ethnic minority achievement posts so we only have one African-Caribbean-focused worker covering the borough. We are also moving to ethnic minority achievement support becoming a traded service.'

Local authority-based ethnic minority achievement teacher (metropolitan authority)

The survey evidence obtained from school leaders also supports this view of trends in the delivery of ethnic minority achievement and English as an Additional Language services. Over a third of respondents confirmed that resources for ethnic minority achievement and English as an Additional Language provision

across their local authority were decreasing, with resources being diverted towards other activities.

'In our school, we are seeing English as an Additional Language resources increasingly diverted to other uses, especially supporting pupils with special educational needs.'

School-based English as an Additional Language specialist teacher (metropolitan authority)

A significant proportion of school leaders (32%) confirmed that local authority support for black and minority ethnic and English as an Additional Language pupils had become more difficult to access over the past year.

'The number of centrally employed ethnic minority achievement and English as an Additional Language specialist staff posts in our authority has been halved this year...'

School leader (inner London)

However, the evidence from the NASUWT's survey indicates that it is unlikely that schools will be in a position to address shortcomings in provision from their own budgets. When asked to predict future changes to the proportion of their schools' budgets allocated to securing ethnic minority achievement and English as an Additional Language services, almost half of respondents expressed the view that allocations of funding for these services would be likely to decline.

'Our school has a 0.6 ethnic minority achievement teaching post but it now has to be kept under review every term.'

School leader (unitary authority)

Almost one in ten respondents confirmed that cost pressures had led to redundancies among ethnic minority achievement and English as an Additional Language teachers in their schools, while 19% of school leaders reported that they were aware of redundancies of ethnic minority achievement and English as an Additional Language staff in their local authority or in other schools in their local authority area.

It is also important to note that reductions in the extent of ethnic minority achievement and English as an Additional Language provision are occurring at a period when demand for such services is increasing.

Half of all school leader respondents to the NASUWT's survey stated that pressures on schools to meet the needs of pupils with English as an Additional

Language had increased over the past year, with a further 65% stating that current resources were insufficient to meet these demands.

'We have 19 languages spoken here, a vast increase over 12 months. We are finding it increasingly difficult to manage...thank heavens for Google translate!'

School leader (unitary authority)

CONCLUSIONS

The findings of the NASUWT's investigation into the impact of Coalition Government policy on the quality and scope of ethnic minority achievement and English as an Additional Language services suggest strongly that the negative consequences for learners and staff anticipated by the Union are becoming an increasingly prominent feature of the education system in England.

The evidence gathered by the NASUWT indicates that levels of identifiable funding for ethnic minority achievement and English as an Additional Language provision are declining and that the ending of dedicated resourcing of this provision through the abolition of Ethnic Minority Achievement Grant is leading to resources being diverted away from ethnic minority achievement and English as an Additional Language services to other areas of activity due, at least in part, to increasing financial pressure on school and local authority budgets and to a decline in the strategic influence of local authorities in this area.

As a result, specialist ethnic minority achievement and English as an Additional Language teachers and other specialist staff are being made redundant or seeing their job security eroded. Those remaining in post are confronted by increasing demands for their services in a climate where the resources available to them to meet these demands are coming under increasing pressure.

More detailed investigative work is planned to consider more fully the extent of the impact of the changes in policy and practice set out in this report and the impact over time of the Coalition Government's policy on the educational progress and achievement in our schools of black and minority ethnic pupils and pupils for whom English is an Additional Language.

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