

Race and Ethnicity in Further
Education: Making a Difference

Webcover

**NATIONAL REPORT FROM THE INSPECTORATE
2000-01**

**THE
FURTHER
EDUCATION
FUNDING
COUNCIL**

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FUNDING COUNCIL***

The Further Education Funding Council (FEFC) has a legal duty to make sure further education in England is properly assessed. The FEFC's inspectorate inspects and reports on each college of further education according to a four-year cycle. It also inspects other further education provision funded by the FEFC. In fulfilling its work programme, the inspectorate assesses and reports nationally on the curriculum, disseminates good practice and advises the FEFC's quality assessment committee.

College inspections are carried out in accordance with the framework and guidelines described in Council Circulars 97/12, 97/13 and 97/22. Inspections seek to validate the data and judgements provided by colleges in self-assessment reports. They involve full-time inspectors and registered part-time inspectors who have knowledge of, and experience in, the work they inspect. A member of the Council's audit service works with inspectors in assessing aspects of governance and management. All colleges are invited to nominate a senior member of their staff to participate in the inspection as a team member.

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Introduction

In 1995 the Further Education Funding Council (FEFC), in conjunction with the Commission for Racial Equality and the Equal Opportunities Commission, published *Further Education and Equality: A manager's manual*. This manual was updated by the Further Education Development Agency (FEDA), and endorsed by the FEFC in 1998. It gives detailed guidance to college managers on all aspects of self-assessment and equal opportunities. The FEFC has also published the reports of two external committees, chaired by John Tomlinson and Helena Kennedy, *Inclusive Learning: Report of the learning difficulties and disabilities committee* and *Learning Works: Widening participation in further education*. Both made recommendations that, if implemented, could increase participation by under-represented groups of students. The FEFC inclusive learning quality initiative, based on recommendations from the Tomlinson report, has provided resources to enable colleges to examine their practice in responding to the needs of individual students. Following the Kennedy report, a 'widening participation' uplift in the FEFC funding tariff has enabled colleges to meet the needs of under-represented groups more effectively. A recent FEFC report, *Widening Participation and Raising Standards*, provides colleges with examples and guidance on reaching these groups.

FEFC recruitment and achievement statistics show that in 1996-97 and 1997-98, 12% of students in colleges were from minority ethnic groups. This compares with 6% in the population as a whole. The achievement rate of students from minority ethnic groups increased more than the rate for white students between 1996-97 and 1997-98. In some cases, the increase is by as much as 8%, whereas the improvement for white students is 4%. Indian students had the highest percentage achievement rates of minority ethnic groups and the highest retention rates of all students in 1997-98. However, achievement rates for students from minority ethnic groups as a whole are still substantially lower than that of white students: 17% lower in 1996-97 and 15% lower in 1997-98. Of all students, 25% were eligible for widening participation units in 1996-97 and 1997-98. Of these, on average, 60% of students were from minority ethnic groups, though in some instances it was as high as 80%, compared with 22% of white students.

Few FEFC inspectors come from minority ethnic backgrounds. Findings from research carried out during the recruitment of inspectors suggest clear connections with the low proportion of staff from minority ethnic groups at senior levels in colleges. FEFC staffing statistics show that 3% of teaching staff and 5% of support staff are from minority ethnic groups. A new commission for black staff in further education has recently been established, specifically to make recommendations for improving the poor representation of black staff in senior posts. This commission will be presenting its report in 2001.

The Macpherson report of the *Stephen Lawrence Inquiry* made very specific recommendations for the implementation of strategies to address racism in education. Included in these is the need for governing bodies and funding bodies to receive more information about racist incidents. The recent human rights legislation, which came into force on 2 October 2000, will also have significance for education providers; in particular, the requirement to respect religious observances, the right to education, and the prohibition of discrimination. The report commissioned by the Runnymede Trust, on the *Future of Multi-ethnic Britain*, suggests that although we have made progress, racial discrimination still continues, minority groups do not enjoy full equality of opportunity and valuable talents are still being wasted.

It is within this context that this report from the inspectorate is being published. The report draws on 99 FEFC inspection reports published during the academic year 1999-2000. Equal opportunities is included in the quality statements described in the inspection framework Council Circular 97/12, *Validating Self-assessment*. It appears specifically in the teaching and learning and management sections of the framework. The quality statements are:

teachers give appropriate attention to equal opportunities and the exploration of cultural, moral and social issues

equality of opportunity is promoted and effectively managed

All sections of inspection reports were trawled for references to race, ethnicity and equal opportunities. The keywords used were: racial, race, black, ethnic, culture, equal, religion, minority, discrimination, Asian, asylum, and refugee. Issues raised in reports, have been summarised. There are extracts from reports describing aspects of college practice. There are also sets of key questions relating to the practical steps colleges can take to improve practice.



Jim Donaldson
Chief inspector, FEFC

Summary

The report identifies issues raised by inspectors in inspection reports. It provides examples of good practice and lists key questions that colleges might ask about their own practice.

Key issues mentioned in the reports

- the role of governors in ensuring they have sufficient information to enable them to analyse college data on race and ethnicity and to recommend improvements
- the role of managers in ensuring that the college's mission and strategic planning include targets related to race and ethnicity
- the importance in all colleges of recognising and valuing cultural diversity
- the robustness of quality assurance arrangements, including teaching observations, in monitoring the implementation of the equal opportunities policy throughout the college
- the central role of student support arrangements in ensuring that students' practical needs are met so that they can participate fully in college activities
- the importance of ensuring that students and staff understand and make use of equal opportunities and harassment policies
- the opportunities taken by some colleges to increase understanding by responding appropriately to current issues relating to race and ethnicity in society
- the contribution to greater understanding that can be made through the use of appropriate visual displays and culturally sensitive catering arrangements within the college
- the exciting and imaginative ways in which teachers can present issues of race and ethnicity, so that they are meaningful and memorable for students
- the steps being taken to increase the proportion of staff from minority ethnic backgrounds on the governing body and in senior posts in the college

Race and Ethnicity Issues in 1999-2000 Inspection Reports

Governance

Topics Raised in Governance

- governors' commitment to the mission of the college
- annual equal opportunities reports
- updating of equal opportunities policies
- membership of the governing body
- requirements of equal opportunities legislation in college policies and practices
- training of governors
- governors' involvement in relevant college committees or groups

Extracts from college inspection reports

Governors express a strong commitment to issues of equality and the college's vision of widening participation. They take an active role in the promotion of the college and provide leadership in the development of collaboration with local community organisations in the borough.

The college's analysis of ethnicity has been reported and members have requested further reports. A governor regularly attends the equality assurance group of the college.

The corporation has an appropriate proportion of male and female members and of members from minority ethnic backgrounds.

Advertisements for new governors explicitly invite applications from people from minority ethnic groups.

The personnel committee has been active in recommending a range of appropriate policies to the corporation for approval, for example on equal opportunities in employment.

Key questions for governors

- Does the membership of the governing body reflect the diversity of the local community and the student body?
- Does the search committee have strategies for attracting members from under-represented ethnic groups?
- Is the governing body, particularly the human resources/personnel committee, aware of its responsibilities in relation to anti-discriminatory legislation?
- Does the governing body have regular training in equal opportunities?
- Do governors receive annual reports on the monitoring of staff recruitment and selection procedures, which include ethnic categories?
- Do governors receive and respond to annual statistical reports on students' applications, recruitment, retention, progress and achievements, which include ethnic categories?
- Do governors receive and respond to reports on widening participation, including strategies to reach minority ethnic groups?
- Does the appraisal process for senior postholders include topics that relate to the college's practice in relation to widening participation and equal opportunities?
- Do governors attend college equal opportunities committees?

Management and Quality Assurance

Topics raised in reports

- a commitment to equal opportunities and widening participation in the college's mission and strategic planning
- the equal opportunities policy and practice
- marketing information
- consideration of the views of students
- college staffing
- analysis of complaints
- audits and target-setting at course and programme level
- outreach provision
- internal verification procedures
- teacher observation schemes
- the use of appropriate language
- staff development and appraisal

Extracts from college inspection reports

In order to raise awareness of the importance of good race relations, the college invited the father of Stephen Lawrence to talk to staff, students and members of the community. His talk provided the stimulus for a successful poetry competition in the college on the theme of racial harmony.

Equality of opportunity is well promoted and effectively managed in the college. A strategy group meets twice a term to monitor and review actions and policies and also to develop new areas of work. Progress towards achievement of the college's staff equality targets is monitored by the employment policy committee of the corporation. The corporation receives an annual report on student service issues which includes an analysis of complaints relating to equal opportunities issues. In addition, complaints are analysed by age, disability, gender and ethnicity. The

college has recently reviewed its vision and mission and re-established a number of core values which are reflected in its strategic plan. These highlight a clear commitment to equal opportunities, widening participation and to serving the needs of the local community. Managers and staff work enthusiastically together to ensure that the college's commitment to the multicultural community is maintained. There is some evidence that students' achievements have begun to improve. At the time of inspection the college was involved in a week-long event for the large, local refugee population. Staff from the college have worked with partners locally on widening participation projects and have produced a directory of progression opportunities from its non-accredited part-time courses to mainstream provision.

The college's strong commitment to equal opportunities permeates all aspects of college life. There is a comprehensive equal opportunities strategy which covers all aspects of anti-discriminatory practice and which is monitored regularly. Staff participate in the equal opportunities forum which identifies issues or potential issues and develops actions to address them. A wide variety of strategies has been adopted to help to widen participation for people who would not usually choose to attend a college. Careful thought has been given to the ways in which students can be supported to ensure that they are treated fairly. For example, student support workers speak community languages and are able to act as interpreters and advocates as the need arises. Staff development activities have focused on heightening staff awareness of anti-discriminatory practices. The college's stance on combating racism is clearly articulated to students by senior managers during their induction.

The equal opportunities policy was revised in March 1999. Staff training has raised awareness of equal opportunities issues. Internal verification includes a review of language used in assignments. Course teams monitor the ethnicity and gender balance of students and of those who leave courses early. Lesson observations include comments on equal opportunities issues. In response to an identified under-representation of male staff and of staff drawn from the black and Asian communities, the college has modified its recruitment policy.

Key questions for managers

- Do senior managers take responsibility for ensuring that issues relating to race and ethnicity are included in the college's mission, aims and strategic plans?
- Do senior managers ensure that all aspects of college policy and activity are sensitive to race and ethnicity issues?
- Does the equal opportunities policy and code of practice include a requirement to monitor issues related to race and ethnicity and to take appropriate action?
- Does marketing planning and information include data on race and ethnicity, that enables managers to implement policies to widen participation?
- Does the selection, recruitment and promotion of staff enshrine the best practice in equal opportunities?
- Are all staff involved in the recruitment process trained in issues relating to race and ethnicity?
- Are targets set to improve recruitment and progression of students from minority ethnic groups?
- Are programme areas required to carry out regular audits in relation to student recruitment, retention and achievement which include ethnic categories? If so, what happens as a result?
- Are complaints and exclusions analysed in relation to race and ethnicity, with regular reports to the corporation? Is action taken if necessary?
- Are students from minority ethnic backgrounds included on college committees?
- Are race and ethnicity issues included in the criteria on teaching observation schemes?
- Do internal verification procedures include scrutiny of race and ethnicity issues, such as the appropriate use of language in assignments?
- Are race and ethnicity issues included in induction and staff development programmes?
- Is there any analysis of data relating to the staffing profile that includes ethnicity?
- Are there staff from minority ethnic backgrounds at senior levels in the college? Are there any plans to increase the number?

Support for Students and Resources

Topics raised by inspectors

- publicity materials and information provided for students
- student induction programmes
- learning support
- translation and interpreting services
- sensitivity towards students from diverse faiths and cultures
- enrichment activities
- tutorials
- college catering services
- accommodation
- teaching resources
- visual displays and exhibitions

Extracts from college inspection reports

Relationships with the community as a whole are good. Specific support services are well used by students from minority ethnic groups where appropriate. The college provides bilingual translation and interpreting services. The prayer room is valued and well used. The college led the way nationally in employing an imam to complement its chaplaincy services. Recently, the college went to the considerable trouble of changing the dates for a GNVQ examination to avoid a clash with Eid week.

The schools liaison team works with 87 partner schools. ...The work is enhanced by the mentor team. This team was set up to work with Black and Asian heritage students. It is now working with schools and community groups to encourage recruitment as well as supporting current and past students. The team is currently working one-to-one with around 200 students and with 500 students through group work.

An attractive prospectus, aimed at school-leavers, contains a comprehensive course guide and summaries in different minority ethnic languages.

In the tutorials the inspectors attended, there were effective discussions about higher education applications and college policies on harassment and equal opportunities.


Tutors are supported by 12 youth and community workers who arrange a comprehensive enrichment programme which includes many multi-cultural events. The college has been successful in recruiting staff from members of minority ethnic origin. Some 22% of teachers, 25% of managers and 45% of support staff identify themselves as black.

Catering staff respond sensitively to the requirements of different social and cultural groups.

The atrium is enhanced by colourful wall hangings depicting the life stories of Asian women, which were sewn by students as a contribution to a show of ethnic needlework at the V&A museum.

Key questions for managers of support for students and general resources

- Do the college's publicity materials present appropriate and positive messages about minority ethnic groups?
- Do the student induction programme, the tutorial programme and general college information reflect the college's commitment to anti-discriminatory practice?
- Does the enrichment programme for students include opportunities to explore issues relating to race and ethnicity?
- Are there appropriate sources of practical support for learners, such as interpreters, prayer rooms, financial advice and cross-cultural counselling?

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- Does the college respond positively and sensitively to local changes in population, such as the arrival of refugees and asylum seekers?
 - Does the statistical information relating to learning support include an analysis of achievement and progress by ethnic categories?
 - Are there resources on race and ethnicity that can be used by staff across the college?
 - Do the catering outlets reflect the ethnic diversity of students and staff?
 - Do college displays and notices take account of minority ethnic interests?
 - Are examination dates checked for clashes with the key festival dates of minority ethnic communities?
 - Are links with parents/carers responsive to issues of ethnic diversity, such as the need for interpreters, or information provided in other languages?

Programme Areas

Topics raised in reports

- the ethnic composition of groups and programmes
- curriculum planning that takes account of cultural diversity
- target-setting at course level that includes widening participation
- teaching that shows sensitivity to the religious and cultural needs of students
- the coverage of anti-discrimination topics in schemes of work
- the active involvement of students in debate and discussion about race and ethnicity issues
- progression routes for students who are taught in community groups
- staff training
- curriculum change that meets the needs of new or transient groups of students

Extracts from college inspection reports

A particular strength is the inclusion of cultural, moral and environmental ideas in projects and discussion. In a lively and challenging lecture on stereotyping and its impact on the media, the teacher engaged the attention and participation of graphic design students with humour and the surprise juxtaposition of images from advertising over the last 100 years. These covered race, gender and ethical issues. The students were from a wide variety of cultural backgrounds, and the ideas provided an ideal stimulus for their written work. Teachers revise their teaching strategies to improve retention and raise awareness of inclusive learning and equal opportunities. (Art and design)

Care is taken to ensure that materials are culturally appropriate. A class of Somali and Arab women is developing new sewing skills through the medium of English with

bilingual support. (ESOL)

A Croatian student on the second year of a BTEC national diploma course in business and finance spoke warmly of the teaching he had received four years previously when he had arrived at the college aged 17 speaking little English. He is now fluent in English and applying to study management at university. (Business studies)

In humanities there is an emphasis on equal opportunities and cross-cultural perspectives are integrated within the curriculum. There are units on African and Caribbean history, literature and cultural studies, philosophy and utopias. In social studies, units are taught on community organisation, economics, politics, sociology, race and ethnicity and women's studies. (Humanities and social studies)

The short courses offered by the college acknowledge the multicultural community surrounding the college, and include Henna Mendhi skin decoration and Indian head massage. (Hair and beauty)

The Windrush Project, inspired by the arrival of Jamaican immigrants 50 years ago, celebrated cultural diversity over a period of several months, through a series of arts events and curriculum projects. (Performing arts)

Students are encouraged to examine particular issues from cross-cultural perspectives. For example, in a well-managed lesson on an advanced counselling course, students drew successfully on their own knowledge and experience of different cultures to increase their understanding of the role of the counsellor. They explored how their own individual identity had been conditioned by their cultural background and they discussed the need for counsellors to be sensitive to the cultural beliefs and values of their clients. (Counselling)

Menus contained a good mix of classical,

contemporary and ethnic dishes. The restaurants and food outlets enable students to experience different styles of operations from silver service to fast food. (Hospitality and catering)

In a GCE A level sociology lesson on race and the criminal justice system, students enthusiastically debated the issues in the media surrounding the visit of boxer Mike Tyson to England. Students showed that they had grasped the topic and had learnt a great deal. (Sociology)

In one outstanding lesson on discrimination, the teacher combined clear coverage of complex material with sensitive challenging of a student's stereotypical views. The teacher used appropriate language, straightforward categorisation and relevant examples. Debate was encouraged, but well-considered arguments put forward by the teacher reinforced messages on equal opportunities. This lesson was followed by an IT lesson where students used the Internet to research discrimination and later presented their findings in tabular form using their wordprocessing skills. This example of the integration of key skills characterises the approach in this curriculum area. (Health and community care)

- Are anti-discrimination issues included in the curriculum?
- Are staff regularly trained and updated on race and ethnicity issues?
- Is the consideration of issues of race and ethnicity a requirement in work placements?
- Are assessment and feedback processes sensitive to issues of race and ethnicity?
- Is there an awareness, or celebration of, key events within the college cultural calendar?
- Do programme area staff liaise with staff in the community to ensure that there are suitable progression routes and support for learners from minority ethnic groups, who have been taught in community venues?

Key questions to ask about teaching and learning

- Are programme areas required to consider race and ethnicity in their reviews and target-setting for each course?
- Do schemes of work, lesson content and teaching resources demonstrate sensitivity to issues of cultural diversity?
- Do teaching methods enable students from different backgrounds to exchange experiences and perspectives?
- Are outside speakers representative of the cultural diversity of the community?

Background Information

1 The following table provides statistical information about minority ethnic students in colleges. The most recent available data are for

1997-98. These have been compared with 1996-97.

<i>Topic</i>	<i>1996-97</i>	<i>1998-99</i>	<i>Commentary</i>
Percentages of enrolments on FEFC-funded provision by ethnicity.	Minority ethnic groups: 12.2 White: 87.8	Minority ethnic groups: 12.1 White: 87.9	This compares with national figures of 6% of the population from minority ethnic groups.
Three regions with the highest percentages of enrolments from minority ethnic groups.	GL: 40.1 EM: 8.6 WM: 14.3	GL: 43.2 EM: 11.1 WM: 15.5	Increased participation in all regions.
Percentages of students eligible for widening participation units.	Bangladeshi: 79.8 Black African: 76.2 Black Caribbean: 64.1 Black other: 69.9 Chinese: 43.2 Indian: 47.5 Pakistani: 69.9 White: 21.9 Asian other: 49.3	Bangladeshi: 78.2 Black African: 76.3 Black Caribbean: 68.2 Black other: 63.6 Chinese: 41.9 Indian: 46.9 Pakistani: 69.0 White: 22.3 Asian other: 48.1	Wide variation between minority ethnic groups and white students. Little variation between the two years.
Percentages of students eligible for widening participation units by level of qualification.	Level 1 and entry: 9.6 Level 2: 12.0 Level 3: 12.7 Level 4 and 5: 8.7	Level 1 and entry: 10.2 Level 2: 11.3 Level 3: 12.9 Level 4 and 5: 8.6	Higher percentage of students studying at level 3. Little variation between the two years.
Percentage retention rates.	Bangladeshi: 78.2 Black African: 76.6 Black Caribbean: 77.6 Black other: 77.6 Chinese: 81.9 Indian: 84.1 Pakistani: 80.7 White: 84.6 Other Asian: 79.6	Bangladeshi: 79.5 Black African: 79.9 Black Caribbean: 79.6 Black other: 79.2 Chinese: 84.4 Indian: 86.2 Pakistani: 80.6 White: 85.5 Other Asian: 79.9	All groups have improved their retention. Indian students have the highest retention rates in 1997-98.
Achievement rates of qualification aims by all groups.	Bangladeshi: 53.9 Black African: 45.2 Black Caribbean: 51.7 Black other: 53.5 Chinese: 57.8 Indian: 60.3 Pakistani: 52.1 White: 70.0 Other Asian: 50.6	Bangladeshi: 60.5 Black African: 51.9 Black Caribbean: 53.8 Black other: 58.6 Chinese: 63.6 Indian: 64.7 Pakistani: 58.2 White: 74.0 Other Asian: 60.9	Achievement rates improved for all groups. Greatest improvements were made by groups with the lowest rates in 1996-97. Rates for white students in 1997-98 are 11% higher on average than all other groups. This is 1% lower than in 1996-97.

Source: Widening Participation in Further Education Statistical Evidence 1996-97 and Widening Participation in Further Education Statistical Evidence 1997-98, FEFC

2 In May 2000, the chief inspector's and senior inspectors' committee received a report on the recruitment and use of inspectors from minority ethnic groups. It highlighted the following:

- only 26 of the 354 part-time inspectors are black
- the reason for low recruitment identified during recruitment campaigns is the under-representation of minority ethnic groups in middle and senior posts, and lack of experience in governance and management
- there is no fast-track training in management
- colleges are not required to record the seniority of staff from minority ethnic backgrounds
- there is a need for action to encourage more appropriate representation of minority ethnic staff at higher levels in colleges.

3 A new commission for black staff in further education was established early in 2000 to look at staffing in further education colleges. In particular it will address the issue of low representation of minority ethnic groups in senior positions and on governing bodies. The commission's final report should be available during 2001.

4 The Macpherson report of the *Stephen Lawrence Inquiry* places emphasis on the preventative role that education could play. Macpherson suggested that 'consideration be given to amendment of the National Curriculum aimed at valuing cultural diversity and preventing racism, in order better to reflect the needs of a diverse society.' He further recommended 'that LEAs and governors have the duty to create and implement strategies in their schools to prevent and address racism'. Such strategies to include:

- that schools report all racist incidents

- that all reported incidents are reported to the pupils' parents/guardians, school governors and LEAs
- that the numbers of racist incidents are published annually, on a school-by-school basis
- that the numbers and self-defined ethnic identity of 'excluded' pupils are published annually on a school-by-school basis.
- that Ofsted inspections include examination of the implementation of such strategies.

5 The *Human Rights Act, 1998* (the Act), came into force on 2 October 2000. The particular rights guaranteed by the Act which are of particular relevance in the field of education are:

- not to be subjected to degrading treatment or punishment
- to entitlement to a fair and public hearing, within reasonable time, by an independent and impartial tribunal
- to respect for private and family life
- for everyone to show their religion or belief in worship, teaching, practice and observance
- to freedom of expression
- to prohibition of discrimination
- to education.

Public authorities need to act in a way that positively reinforces the principles of the Act. This includes the drafting of rules and regulations, internal and personnel issues, administration, decision-making, policy implementation and interaction with the public.

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