Pupil Support

Equal Opportunities

Aiming High:
Raising the Achievement of Minority Ethnic Pupils

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department for
education and skills
creating opportunity, releasing potential, achieving excellence

Foreword from Stephen Twigg

Enabling every child to fulfil his or her potential is at the heart of our drive to raise school standards. Over the last six years, we have matched challenging targets with extra resources. Our reforms are intended to benefit every child and every young person in every school.

There is encouraging evidence that many minority ethnic pupils have benefited significantly from our focus on standards. The first ever census data on minority ethnic achievement confirms that Chinese and Indian young people achieve better than average GCSE results. But it also shows a long tail of underachievement for many Black and Pakistani pupils in particular.

So there is no room for complacency. For these pupils, the achievement gaps remain unacceptably wide. They make it harder for them to go on to university or to access good jobs. And they increase the chances that those who miss out will disengage not only from education, but wider society.

The underlying causes may be complex, but we are determined to address them. For the best schools already show us the way to deliver high standards for their minority ethnic pupils. They employ several complementary strategies. High expectations are matched by strong parental and community support. Data is monitored and used to improve teaching and learning. There is a clear whole-school approach with a consistent approach to racism, bullying and bad behaviour.

I recognise that the Government does not have all the answers. We need to work together to tackle these issues. We will support headteachers, teachers and teaching assistants to deliver effective change. But they in turn must recognise the importance of meeting this challenge. This consultation document is an important first step in taking forward our shared agenda. Together, we can make a real difference to the education and life chances of young people from minority ethnic backgrounds.

Stephen Twigg MP
Parliamentary Under Secretary of State for Schools

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Executive Summary

All children and young people should be able to achieve their potential, whatever their ethnic or cultural background and whichever school they attend. However, such opportunities are unequal for many of the one in eight pupils who come from a minority ethnic background.

New data from the annual pupil census confirms the picture to be complex. While Chinese and Indian children achieve better exam results than average, children from Black Caribbean and Pakistani backgrounds do significantly worse. While over half of White, Indian and Chinese pupils now achieve at least five good GCSE passes, the same is true for just three in ten Black Caribbean children and four in ten of those of Pakistani or Black African origin.

We know from analyses of performance data that socio-economic disadvantage is closely associated with low educational attainment. But poverty is not the only factor which impacts on the achievement of minority ethnic pupils. We need to look seriously at the impact of policies, practice and procedures within schools and the wider education system.

These issues are not new. They were identified in both the Rampton and Swann reports. And continuing underachievement endangers social cohesion and leaves personal and economic potential unrealised. Further action is needed if the improvement for some is to be translated into improvement for all.

There are two further reasons why such action is timely. First, the annual school census now enables us to monitor the achievement of minority ethnic pupils locally and nationally on a consistent basis. It makes the nature of our challenge that much clearer. Second, the Race Relations (Amendment) Act 2000 places a new statutory duty on schools to assess the impact of their policies on minority ethnic pupils, staff and parents, and to monitor the attainment of minority ethnic pupils.

School level data also allow us to examine achievement at individual local authority level for the first time. It allows us to be honest about the extent of the problem and to target support where it is most needed. This means examining what works well – and spreading that good practice. From the evidence over the last twenty years we have identified the following characteristics of a successful school:

- **Strong leadership:** The headteacher and senior managers must lead an effective strategy that is applied across the whole school

- **High expectations:** Every pupil is expected and encouraged to achieve their potential by teachers and parents. These expectations are underpinned by the practical use of data to monitor the achievement of particular groups of pupils to pinpoint and tackle underperformance

- **Effective teaching and learning:** Lessons are planned and delivered as effectively as possible, with support provided for bilingual pupils, and teachers are able to reflect the cultures and identities of the communities represented in the school in their lessons

- **Ethos of respect, with a clear approach to racism and bad behaviour:** There is a strong ethos and culture of mutual respect where pupils are able to have their voices heard. There are clear and consistent approaches to bad behaviour, bullying and tackling racism across the whole school with a focus on prevention

- **Parental involvement:** Parents and the wider community are positively encouraged to play a full part in the life and development of the school.

There is no 'pick and mix' option. An effective school will seek to develop all these characteristics. Moreover they will link them to the wider agenda for school reform, so that the school workforce is supported, partnerships are developed beyond the classroom and schools specialise, innovate and work with other schools.

Many existing programmes already seek to address the issues. The National Curriculum offers teachers considerable scope for flexibility in meeting its requirements. The Primary, Key Stage 3 and 14–19 strategies offer opportunities to meet the needs of bilingual learners and those from minority ethnic communities. From April 2003, new general funding arrangements for schools and local education authorities will target resources more accurately on the basis of need, including the number of minority ethnic and bilingual pupils. To support this work we propose the following:

- We will continue to publish the results achieved by different minority ethnic groups each year and make full use of data in the annual pupil census

- Ofsted will report on how well schools and LEAs respond to the requirements of the Race Relations (Amendment) Act

- We shall improve the training of school leaders, teachers and other members of the workforce

- We will work to ensure that minority ethnic pupils are not disproportionately excluded from school.

We also believe that further specific measures are needed and this consultation document sets out specific proposals for:

- Putting in place a national framework **to support bilingual pupils**, including the roles of both mainstream and specialist staff

- Raising achievement and reducing exclusions of **African Caribbean pupils**

- **Meeting the needs of highly mobile pupils.**

To succeed, we will need to make sure that available resources are used effectively to deliver and support the kind of mainstream approach we are advocating. Against this background, this document seeks views on options for levering better value out of the resources currently provided through the £155 million Ethnic Minority Achievement Grant.

1. The Background

1.1 Ours is an increasingly diverse society. The 2001 Census has shown that nearly one in eight pupils comes from a minority ethnic background. By 2010, the proportion is expected to be around one in five. Their school achievement will determine their success in later life. It will affect whether or not they go to university, get a good job and the contribution they make to society.

1.2 This is why it is so worrying that many minority ethnic young people underachieve. The pupil level annual school census (PLASC) 2002 has given us the first accurate picture of the performance of young people from different backgrounds. In some ways, it confirms previous surveys. Students from Chinese and Indian backgrounds achieve significantly above average results. But the picture for other minority ethnic communities is very different. Black pupils and those from Pakistani and Bangladeshi backgrounds achieve poorer GCSE results than other groups.

Chart One: PLASC 2002 characteristics: Proportion achieving 5+ A*-C GCSEs for those entered for GCSEs in Maintained Schools in 2002

Average Achievement Across All Ethnic Groups = 51%
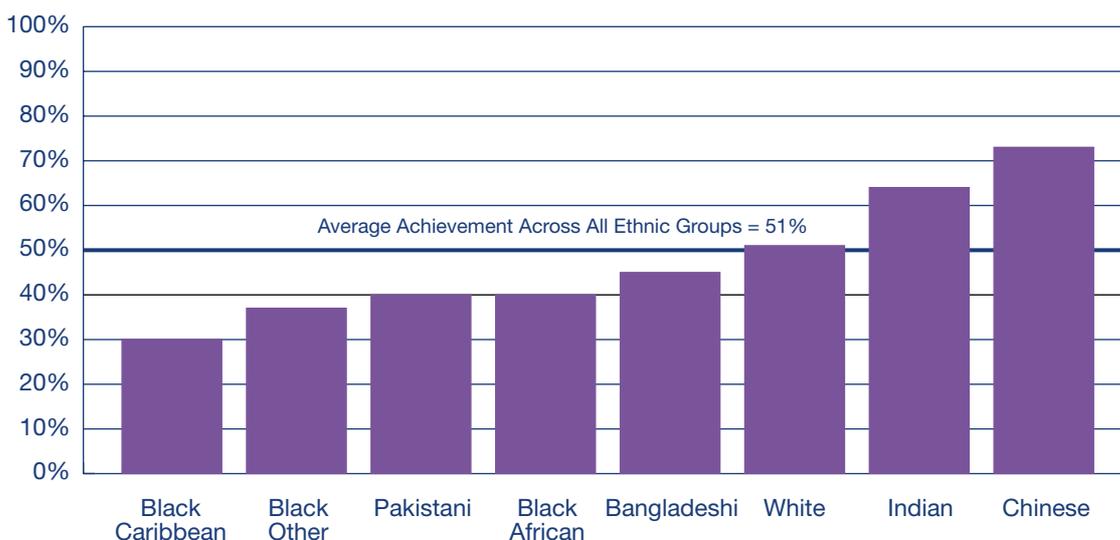
**Other, Unkown and New Code Pupils are included in the Average Achievement across All Ethnic Groups Figure but not represented in the chart
Source: NPD 2002

1.3 One explanation for the differences may be that minority ethnic pupils more often live in disadvantaged areas. Most pupils from minority ethnic backgrounds live in and around the big cities: three quarters attend schools in a third of local authorities. 40% attend schools in London, which has just 16% of the population of England. Research[1] suggests that social class strongly influences minority ethnic attainment. However, it also shows us that the impact differs for different ethnic groups: the correlation between class indicators and attainment is not as strong for Black Caribbean and Black African pupils as for white ethnic groups[2]. Chart two illustrates the impact of socio-economic disadvantage by comparing relative GCSE performance for pupils who are eligible for free

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1   Troyna, 1984; Swann Report, 1985; Drew and Gray, 1990

2   Gillborn and Mirza, 2000

school meals. This shows that pupils from lower socio-economic groups tend to achieve less good results than those from higher socio-economic groups and that this difference is particularly large for white pupils.

Chart Two: PLASC 2002 characteristics: Proportion achieving 5+ A*-C GCSEs for those entered for GCSEs in Maintained Schools in 2002

Average Achievement of Non-FSM Pupils across All Ethnic Groups 55%

Average Achievement of FSM Pupils across All Ethnic Groups 25%

**Other, Unkown and New Code Pupils are included in the Average Achievement across All Ethnic Groups Figure but not represented in the chart
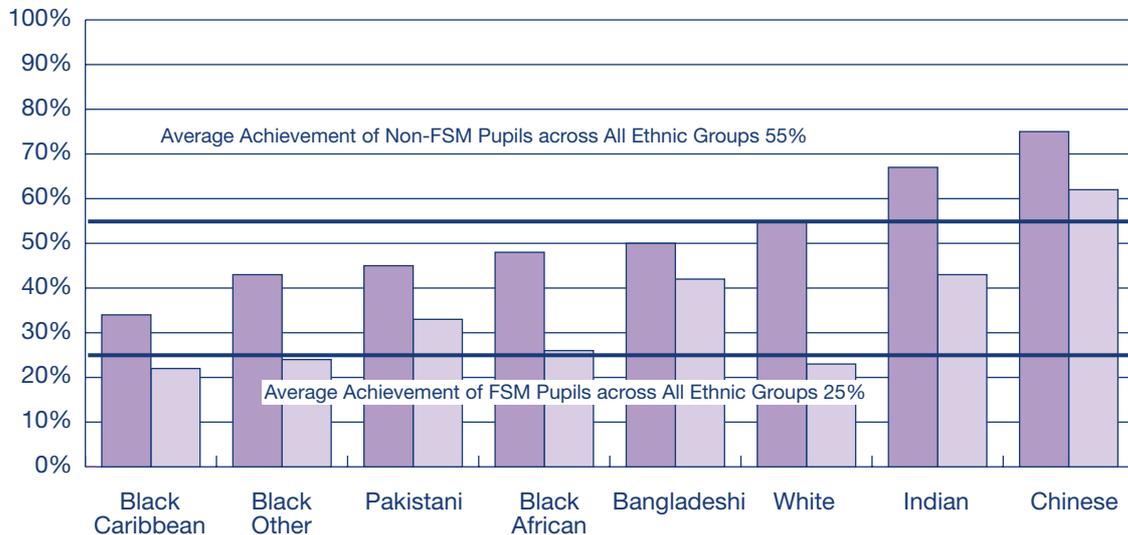Source: NPD 2002

Note: these charts are based on data collected as part of the 2002 Pupil Level Annual Schools Census. From 2003, data will be based on an updated set of categories including mixed heritage, Gypsy/Roma and Travellers of Irish heritage which are listed at annex A.

1.4   While most minority ethnic pupils live in ethnically diverse urban areas, many live in areas of the country where the population is predominantly white. We should not overlook the problems that such isolation can create. Recent research[3] showed that teachers in schools with few minority ethnic pupils tend to be less confident in preparing their pupils for life in Britain's diverse society. Furthermore, individual school and local authority data show a more complex picture: in some areas, bilingual groups are amongst the highest performing groups. Other smaller minority groups, such as Turkish and Portuguese pupils, tend to underachieve throughout school. Gender also has a significant impact: in most cases girls outperform boys of the same background at all key stages.

1.5   While chart two uses attainment at age 16 as a proxy for overall attainment, achievement gaps are visible in primary school. Chart three shows the relative achievement of different ethnic groups at the end of Key Stages 2, 3 and 4, based on the national tests taken at ages seven, eleven and fourteen. It demonstrates that gaps are apparent at the end of Key Stage 2 and, for many groups, widen further during secondary education.

1.6   Pupils from some minority ethnic backgrounds may find themselves facing other forms of disadvantage. 28% of Black Caribbean secondary school pupils were recorded as having special educational needs, 23% of Pakistani

3   Cline et al, 2002

pupils and 23% of Bangladeshi pupils compared with 18% of white pupils. Schools are also up to four times more likely permanently to exclude Black Caribbean pupils, increasing the chances that they will be disengaged from education in the longer term.

Chart Three: Relative Achievement of Minority Ethnic Pupils compared to White Pupils in Maintained Schools in 2002 at Key Stage English 2 Level 4+, Key Stage English Level 5+ and GCSE English A*-C (those entered for GCSEs)
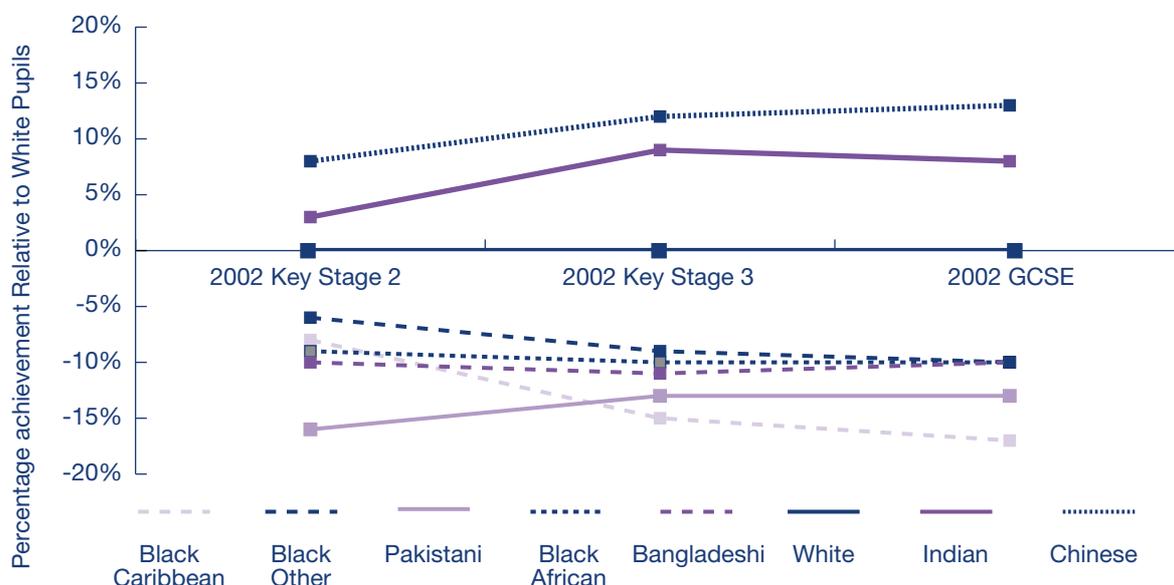
Source: NPD 2002

This chart compares achievement of minority ethnic groups to that of the white group as the largest ethnic group.

1.7 In addition, Ofsted has shown that Gypsy/Traveller children, mostly either Gypsy/Roma or Travellers of Irish Heritage, have the lowest results of any minority ethnic group and are the group most at risk in the education system[4]. They are also more likely to be excluded from school than most other pupils. Data on their achievement will be collected as part of the 2003 Pupil Level Annual Schools Census so that their needs can be considered alongside those of other minority ethnic pupils.

Other factors influencing underachievement

1.8 Poverty or relative disadvantage are not the only factors influencing achievement. Even allowing for such factors, some schools can achieve significantly better results than others because they have the right policies and procedures in place. We need to learn from them if we are to improve access and narrow the achievement gaps. Research suggests several inter-related factors impact on achievement and impact differently on different ethnic groups. Apart from social class these include:

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4   *Raising the Attainment of Minority Ethnic Pupils, Ofsted* (1999)

- **Teacher expectations:** studies[5] have shown that low teachers' expectations deter some minority ethnic pupils from doing well, particularly Black Caribbean boys

- **Length of settlement and period of schooling in the UK** can affect performance, though this is not universally the case. Many African-Asian and Chinese communities developed after the Pakistani community, yet their young people have significantly better results[6]

- **Parental education and aspirations:** Where parents have high levels of education and/or high aspirations for their children, this can be a strong factor in promoting high levels of achievement among pupils, both from minority ethnic backgrounds and across the wider population

- **Fluency in English** affects some minority ethnic pupils' attainment: studies have shown for example that Bangladeshi pupils who achieved poorer results were more likely to be relatively new to English compared with more fluent higher performing Indian or African-Asian students[7]. However, Ofsted[8] has upheld previous evidence that bilingual pupils continue to need support for academic writing even when orally fluent in English

- **Institutional racism:** The Stephen Lawrence Inquiry[9] identified institutional racism as a major factor disadvantaging some minority ethnic groups. The Commission for Racial Equality defines it as "organisational structures, policies and practices which result in ethnic minorities being treated unfairly and less equally, often without intent or knowledge".

1.9 Whatever the causes, the costs of failing to address such achievement gaps are unacceptable and cannot be allowed to continue. We can also learn a lot from what the best schools already do to tackle minority ethnic underachievement.

Laying the foundations

1.10 The gap between where we are and where we want to be is significant. But the best schools have shown that it can be closed. Government can and will give a clear lead by ensuring that all national policies and programmes address the needs of all pupils. We have already put in place two important levers which we believe will provide schools with a firm basis upon which to move forward.

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5   e.g. CRE, 1992; Sukhnandan and Lee, 1998

6   Home Affairs Committee Report, 1986

7   Camden, 1995

8   Ofsted, 2003

9   The Stephen Lawrence Inquiry: Macpherson Report, 1999

1.11 The new pupil level annual schools' census means that it will be possible for the first time ever to monitor the achievement of minority ethnic pupils locally and nationally in a consistent way. It will also provide a straightforward means of identifying schools with high levels of pupil mobility.

1.12 This represents a huge step forward. The Government is committed to publishing this data and this will give schools and local and central government a much clearer picture of the relative performance of particular groups of pupils. This enables school leadership teams and policy makers to ask questions about which groups are doing well and which are doing less well. It will also indicate which schools experience the highest levels of pupil mobility at any one time. As a result we can focus energy and resources where they are needed most. Above all, it will improve accountability; success or failure will be clear for all to see.

Race Relations (Amendment) Act 2000

1.13 The Stephen Lawrence Inquiry Report identified 'institutional racism' in our public institutions. Institutional racism, because it is unintended, is often difficult to detect. But, using the new data collection methods, we can now identify patterns in minority ethnic underachievement and look for the possible causes in the way the education system operates.

1.14 The Race Relations (Amendment) Act which was introduced in response to the Stephen Lawrence Inquiry gives public authorities a statutory duty to promote race equality. The aim of the duty is to make promoting race equality central to the way public authorities work. This has important implications for the work of central government, local government, schools and other educational institutions. The general duty says that the body must have "due regard" to the need to:

- eliminate unlawful racial discrimination

- promote equality of opportunity and good relations between people of different racial groups.

1.15 In addition, there are specific duties on schools to help them meet the general duty. They are a means to an end which should result in an improved educational experience for all children and not become a bureaucratic exercise. These specific duties are to:

- prepare a written statement of the school's policy for promoting race equality, and to act upon it

- assess the impact of school policies on pupils, staff and parents of different racial groups, including, in particular, the impact on attainment levels of these pupils

- monitor the operation of all the school's policies, including, in particular, their impact on the attainment levels of pupils from different racial groups

- take reasonable steps to make available the results of its monitoring.

1.16 This is a powerful tool that can be used to raise minority ethnic achievement. By monitoring the outcomes of their policies on minority ethnic pupils, schools are better able to identify and remove any unintended barriers to achievement of minority ethnic pupils.

1.17 To support schools, the Department has worked with the Commission for Racial Equality (CRE) to produce:

- a *Statutory Code of Practice* which gives practical advice on how to meet the duties

- a *Guide for Schools* to help governing bodies, parents, pupils, and others with an interest, to understand what they can expect from schools and what schools might expect from them.

We are also working with the CRE to produce a database of good practice which will be available on the Department's website.

1.18 The Act has teeth. The CRE can enforce the specific duties by issuing a compliance notice. Failure to comply could result in legal action. Ofsted will inspect schools' compliance with the Act as part of their regular inspections. The new inspection framework places a strong emphasis on race equality and the need for schools to plan action to narrow achievement gaps, whatever the composition of the community they serve. Ofsted's guidance on Evaluating Educational Inclusion sets out for schools what it means to be an inclusive school and gives schools a valuable tool for monitoring and evaluating their practice. In addition, Ofsted will undertake a thematic review to assess schools' progress towards meeting the requirements of the Act and to identify good practice.

How schools can tackle underachievement

1.19 Schools and teachers want to see all their pupils succeed. This can be particularly challenging in schools with a diverse intake, particularly where high pupil mobility is a fact of life. However, underachievement is not inevitable. Many schools are raising the achievement of their minority ethnic pupils.

Research by the Department[10], Ofsted[11] and the Runneymede Trust[12] has shown that schools which achieve successful outcomes for their minority ethnic pupils are characterised by certain principles.

- **Strong leadership:** The headteacher and senior teachers lead an effective strategy that is applied across the whole school

- **Effective teaching and learning:** Lessons are planned and delivered as effectively as possible, with support provided for bilingual pupils. And teachers are able to reflect the cultures and identities of the communities represented in the school in their lessons

- **High expectations:** Every pupil is expected and encouraged to achieve their potential by teachers and parents. These expectations are underpinned by the practical use of data and monitoring. Policies and exam results are monitored for their effect on particular groups of pupils to pinpoint and tackle underperformance

- **Ethos of respect with a clear approach to racism and bad behaviour:** There is a strong ethos and culture of mutual respect where pupils are able to have their voices heard. There are clear and consistent approaches to bad behaviour, bullying and tackling racism across the whole school with a focus on prevention

- **Parental involvement:** Parents and the wider community are positively encouraged to play a full part in the life and development of the school.

1.20 Details of strategies used in successful schools were highlighted in the Department's guidance *Removing the Barriers*[13]. Section two sets out how we propose to build on these principles to develop a whole school approach.

1.21 We also recognise that some minority ethnic pupils have particular needs which schools have a responsibility to meet. Section three sets out specific proposals for:

- meeting the needs of bilingual learners

- raising the achievement of African Caribbean pupils

- supporting schools to support mobile pupils more effectively.

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10 Making the Difference: Teaching and Learning in Effective Multi-ethnic Schools, DfEE, 1998

11 Raising the attainment of minority ethnic pupils: schools and LEA responses, Ofsted, 1999;

   Achievement of Black Caribbean Pupils: Three Successful Primary Schools Ofsted, June, 2002; Achievement of Black Caribbean Pupils: Good Practice in Secondary Schools, Ofsted, 2002

12 Improving Practice – A whole school approach to raising achievement of African Caribbean Youth, The Runnymede Trust, 1998

13 DfEE, 2000

2. A Whole School Approach to Achievement

Strong leadership

The headteacher and senior managers must lead an effective strategy that is applied across the whole school.

2.1   Leadership and vision are crucial to raising standards and aspirations. Well-led schools provide the best educational experience and the highest standards for their pupils. Headteachers, governors and school management teams (as well as middle managers) must therefore understand the issues around minority ethnic achievement. Through this strategy, we will support them to acquire the skills and confidence they need to lead a concerted drive to narrow achievement gaps.

2.2   These skills are embedded in the National Standards for Headteachers which set out the knowledge, understanding, skills and attributes that good headteachers must develop. The National College for School Leadership has developed its programmes around these standards and will ensure that the programmes for existing and prospective heads[14] encourage a whole-school approach to raising minority ethnic achievement. The pilot 'Leading from the Middle' programme, aimed at middle managers and subject leaders, also identifies inclusion as one of five key themes of effective leadership. Additionally, the college offers a special 'Leading an Inclusive School' programme, which addresses achievement and inclusion issues.

2.3   From 2004, all first-time headteachers will be required to work towards the National Professional Qualification for Headship, if they have not already achieved it. The qualification's course modules include one with a specific focus on equal opportunities and meeting the needs of all pupils. Headteachers will learn the importance of monitoring performance of minority ethnic pupils; of promoting good race relations and dealing with racist incidents; of developing strategies to teach pupils about ethnic and cultural diversity; and fostering understanding of social and religious issues. Because of London's large minority ethnic population, the work of the College's London Leadership Centre offers particular potential to make a difference. London school leaders will receive extra help through strategies developed as part of the London Challenge.

2.4   The National College's general leadership programmes will be complemented by SHINE, a pilot targeted at aspiring minority ethnic headteachers, and the Equal Access to Promotion programme, a joint initiative with the National Union of Teachers, which is specifically aimed at ensuring minority ethnic teachers achieve their potential by taking up key leadership roles within the profession.

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14   These are the National Professional Qualification for Headship (NPQH) for aspiring headteachers; the Headship Induction Programme (formerly HEADLAMP) for new headteachers; and the Leadership Programme for Serving Headteachers (LPSH).

2.5   From April 2003, the Leadership Incentive Grant will be made available
to secondary schools in some of the most challenging areas and
circumstances across the country. The grant has three main aims. First, it
should accelerate improvement in standards by strengthening teaching and
learning throughout the school so that every pupil can excel. Second, it should
build capacity for sustained improvement particularly through effective
teamwork. Third, it should stimulate collaboration within and between schools.
The new grant will enable headteachers and governors to support their staff in
developing strategies that will raise the achievement of all pupils, but
particularly those from lower achieving groups.

The role of governors

2.6   School governors have a key part to play in leading a whole-school approach
to raising the achievement of minority ethnic pupils. The National Training
Programme for New Governors aims to ensure they receive consistent
information about their role and responsibilities. The programme will also
encourage governing bodies to support and lead action to narrow
achievement gaps.

2.7   It is particularly important that parents and business people from minority
ethnic communities are well represented on governing bodies. A new good
practice guide on recruitment and retention in May 2003 will advise local
education authorities on how they can help governing bodies to become more
representative of their communities. One project which is already helping meet
this goal is the School Governors' One Stop Shop, which aims to recruit
governors with transferable skills from the business world. To date, it has
recruited over 600 potential governors from minority ethnic backgrounds.

Effective teaching and learning

*Lessons are planned and delivered as effectively as possible and
teachers are equipped to reflect the diverse cultures and identities of
the communities represented in their school through their lessons.*

2.8   Every pupil's ability to succeed depends to a large extent on the quality of
teaching they receive. In good schools, not only are lessons well planned,
but there is individualised support available for students, including those
from minority ethnic backgrounds.

2.9   The best schools have certain characteristics in their approach to teaching
and learning which if applied more generally would improve the school system
as a whole. They expect *every* pupil to achieve high standards, and use the
best teaching strategies to enable such high expectations to be met. Every
pupil is expected to work towards clear targets in each subject. Every pupil
gets the personal support they need to overcome barriers to learning.

2.10 Their teachers use assessment, diagnosis and data to maximise progress. They understand how to set appropriate benchmarks, identify underperformance and set priorities for improvement. Effective teachers also understand how their teaching impacts on pupil performance and constantly seek to improve lessons. There are regular reviews of curriculum, timetable and other resources to achieve high standards. These characteristics are underpinned by good leadership, an appropriate curriculum and effective teaching strategies in each school.

2.11 The government recognises the importance of addressing the needs of minority ethnic pupils and bilingual learners in its three main strategies to improve school standards at each stage of a pupil's education.

Primary Schools

2.12 The Foundation curriculum for 3–6 year olds stresses the need to "provide opportunities for children to develop and use both their home language and English in their play and learning". The Primary Strategy – which now includes the National Literacy and Numeracy Strategies – is raising standards for 5–11 year olds generally. Ofsted has reported[15] that the Literacy Strategy had been particularly helpful for bilingual learners. Pupils from Indian, Pakistani and Bangladeshi backgrounds were more likely to have higher scores in writing and spelling than pupils from other ethnic groups. More recently, teachers have had specific training materials and guidance on how the literacy hour and mathematics lesson can address the needs of bilingual pupils. Case studies of effective practice have been provided on the Department's standards website at http://www.standards.dfes.gov.uk/literacy. As the Primary Strategy develops, it will both broaden its remit and focus increasingly on ensuring pupils at all levels maximise their progress. This will include a clear focus on enabling teachers to meet the needs of pupils from all ethnic groups.

11–14 year olds

2.13 The Key Stage 3 National Strategy has high expectations for all 11–14 year olds. It recognises that additional support may be required for bilingual and minority ethnic pupils. Appropriate training and materials have been provided to assist teachers in improving the achievement of bilingual learners across all subject areas. There is a training module on effective methods of teaching grammar to bilingual learners. The strategy targets additional funding and support through special intervention programmes which are increasingly focused on underperforming pupils in deprived areas and from minority ethnic backgrounds.

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15 The National Literacy Strategy: the first four years 1998–2002 (Ofsted, 2002)

2.14 The proposed changes to the curriculum for 14–19 year olds aim through greater flexibility to respond to the individual needs of young people, offering them more choice and encouraging them to stay on in education and training after the age of 16. Many minority ethnic pupils disengage from education after the age of 14 and achieve poor GCSE results as a consequence. The changes should help address those problems. Schools will be expected to monitor the take-up of courses so that they can discuss any imbalances in take-up between different ethnic groups.

The Curriculum

2.15 Both the content of the curriculum and the skill with which it is delivered are key to engaging children and young people in learning. This can be particularly important for children and young people from minority ethnic groups who may not see their culture, history and values reflected in their school experience. Teachers need the confidence, competence and materials to use the existing flexibility within the curriculum to make subjects more relevant to pupils' own experience and to reflect their cultural heritage. The Qualification and Curriculum Authority's *Respect for All* website, which was launched at the end of February, is designed to give teachers the tools to do this.

2.16 While issues of equality and diversity need to permeate pupils' experience in school and beyond, citizenship provides a valuable focus for these important issues. Citizenship became part of the non-statutory framework for Personal, Social and Health Education and Citizenship in primary schools from September 2000, and a statutory subject in secondary schools from September 2002. This ensures that for the first time, all pupils will be taught about the diversity of national, regional, religious and ethnic identities in the UK and the need for mutual respect and understanding. It provides distinct opportunities for pupils to develop an understanding of fairness and social justice; the nature of prejudice; anti-social and aggressive behaviours like racism and bullying; and develop skills to challenge them assertively.

School Workforce

2.17 Few would dispute that the workforce is the single most important resource in any school. Good teaching and good teachers are fundamental to unlocking the potential of their pupils and to the delivery of high standards. Understanding of diversity and equality is now an important part of teacher training and the induction of other members of the school workforce. Teachers learn such skills through the new standards for Qualified Teacher Status. Teaching assistants learn through their induction to work with bilingual learners, while non-teaching staff should also receive appropriate induction training. All should also benefit from the updating of skills that comes with continuous professional development.

Initial Teacher Training

2.18 Teachers must achieve Qualified Teacher Status (QTS) to qualify after their initial training. New QTS standards since September 2002 explicitly require newly qualified teachers to demonstrate that they have high expectations of all pupils. They must be able to plan and manage lessons which take account of the varied interests and experiences of pupils with differing backgrounds. They must also be able, with the help of experienced teachers, to provide cognitive challenge and effective language support for bilingual pupils. The Teacher Training Agency's latest annual survey of newly qualified teachers shows that many newly qualified teachers felt that their initial teacher training had not properly prepared them for teaching in a diverse classroom. In response, the Agency is developing an Initial Teacher Training Professional Resource Network to identify and spread good practice. The Network will also develop exemplification materials on diversity for teacher trainers.

Induction for teachers

2.19 Schools and LEAs have a responsibility to ensure that the induction of newly qualified teachers enables them to meet the needs of all their pupils, including those from minority ethnic backgrounds. New induction standards from September 2003 will require new teachers to continue to meet all the standards for the award of QTS consistently and with increasing professional competence. The statutory induction arrangements expect all newly qualified teachers to have a tailored programme of monitoring, support and assessment. This programme will be a useful opportunity for schools to make sure that the particular needs of minority ethnic pupils are addressed. The Teacher Training Agency will support these developments through the Professional Resource Network.

Continuing Professional Development

2.20 Our strategy assumes that raising the achievement of minority ethnic pupils is the responsibility of every teacher. As schools and LEAs consider their duties under the Race Relations (Amendment) Act, they will need to consider how mainstream teachers can be supported through continuing professional development to update and enhance their knowledge, skills and confidence in meeting the needs of minority ethnic pupils.

2.21 We must use the knowledge, skills and expertise of specialist teachers more effectively. Many are currently funded through the Ethnic Minority Achievement Grant, and the Traveller Achievement Grant[16]. Many provide excellent additional support for individual pupils. However, specialist teachers are too often marginalised and have little influence on the practice of their mainstream colleagues. Moreover, a recent Ofsted report found that many teachers working as English as an Additional Language specialists do not hold qualifications relevant to their specialism. We want to enhance the role of the specialist so that they can use their expertise to develop more effective

16 This grant will be subsumed within the new Vulnerable Children's Grant from April 2003.

partnerships with classroom teachers, to provide expert advice and lead whole school training.

Towards a more diverse workforce

2.22 The school workforce should reflect the diversity of the school population. Around 7% of those recruited into initial teacher training in 2001/02 were from a minority ethnic background. Whilst figures are rising it still fails to reflect the 12% of pupils who come from such a background. So the Teacher Training Agency has set a target to increase the proportion to 9% by 2005/06. Specific funding has been allocated to initial teacher training providers to support this work. Many highly skilled and motivated minority ethnic adults already work in schools supporting pupils and teachers. They make a valuable contribution to removing the barriers to learning and raising achievement. We must create opportunities for those with the necessary attributes and attitudes to train as teachers and, where necessary, develop alternative routes into the profession. To achieve this, schools must have accurate data that identify the range of minority ethnic staff, their professional needs and their career paths.

High expectations and use of data

Every pupil is expected and encouraged to achieve their full potential by teachers and parents. These high expectations are underpinned by the effective use of data to pinpoint underachievement and target additional support.

2.23 Sometimes teachers or parents expect too little from young people. They think that they won't be able to get good exam results or aspire to go into further education or to college. Sometimes those low expectations relate to racist stereotypes. Such stereotyping then tends to reinforce a cycle of underachievement. This is not just a problem for those perceived as low achievers either. Many students get average results, when they could do much better. Unless we expect more from young people, whatever their ethnic background, they will expect too little of themselves.

2.24 The new data collected through the pupil census give schools the tools to analyse the impact of school policies and procedures on different ethnic groups as well as on achievement. The case studies show how schools can use these data to target their resources and make a difference.

Case Study – Monitoring Performance

A school analysed its GCSE results by ethnic background, sex and subject area. For a more detailed analysis, the school asked its department heads to compare the results with previous terms (in terms of overall performance, national averages and estimated grades), to see if there were significant differences in performance relating to ability, sex, teaching groups, and racial groups. The school also asked the heads to explain any inequalities they found, and to suggest what individual departments, and the school as a whole, should do to raise attainment levels.

Case Study – Monitoring Fixed-Term Exclusions

As part of a strategy to reduce permanent exclusions, a secondary school monitored and analysed fixed-term exclusions over each school term. The school kept records by racial group, sex, year group, subject, and reasons for exclusions, and discussed the results with staff. This data allowed the school to identify:

- individual pupils who needed support

- year groups that needed support

- individual staff and departments that needed support

- areas in which both individuals and the school as a whole needed training.

The school was able to direct resources where they were most needed. It introduced plans to support individual pupils, with strategies for 'anger management and behaviour modification' in some cases. The school worked not only with pupils, but also with teaching and other staff, who all received training in managing behaviour. A part-time counsellor worked with some of the pupils and ran early morning clinics once a fortnight for teachers. These sessions gave teachers the chance to think about how to deal with certain types of behaviour and to understand where their pupils were coming from. Form tutors also met parents and guardians regularly to discuss their children's progress.

2.25 The Government is working in a number of ways to combat low expectations and low aspirations. One of the most effective in raising expectations in some of our poorer communities is Excellence in Cities.

Excellence in Cities

2.26 Translating high expectations into practical action to boost achievement is at the heart of the Excellence in Cities programme, which targets additional support at schools in the most deprived areas. The programme covers schools attended by over 70% of all minority ethnic pupils in England. Excellence in Cities works in several ways. Learning mentors support pupils in challenging circumstances. Learning support units enable schools to improve behaviour. Extended opportunities are provided to stretch gifted and talented pupils. Standards are rising faster in schools in the programme than in other schools. Many minority ethnic pupils have shared in this success. Pupil census data will allow us to assess in greater depth the real impact that these initiatives are having on minority ethnic pupils.

EiC/EMAG pilot projects

In 2002, the Government launched two pilots across 15 LEAs to promote a joined-up approach to narrowing the achievement gap for minority ethnic pupils. The pilots encourage innovative plans to raise minority ethnic pupils' achievement in Excellence in Cities areas. The emerging models of good practice have focused on:

- use of data to analyse and improve performance

- mentoring

- parental involvement

- transition at KS2, KS3 and KS4

- curriculum development

- EAL training and support

- evaluating school policies and practices.

All projects recognise the importance of:

- high expectations

- parental involvement

- monitoring and evaluating school data

- creating a school culture of 'Respect'

- the need to balance pastoral and academic support.

Case Study – EiC/EMA Project at Allerton Grange School, Leeds

Staff at Allerton Grange School in Leeds noted from an analysis of school level performance data that African Caribbean and Pakistani heritage pupils were not achieving their potential. Their response was to set up a whole school project targeting those pupils in Years 7, 9 and 10 who had the potential to go on to Further or Higher Education but on the basis of test scores were in danger of underachieving.

The project manager recruited two new learning mentors, one to work with African Caribbean pupils and the other to support pupils of Bangladeshi and Pakistani heritage. The school worked closely with the LEA to develop a comprehensive programme involving training for learning mentors, work shadowing, and attendance at conferences to raise awareness of national issues. With the support of the LEA all team members are undertaking Investors in Excellence training to enable them to become facilitators.

Having identified which pupils would benefit from extra support, the school wrote to parents to arrange initial home visits by the learning mentors. Parents welcomed the individual attention and felt that their children's education was important to the school.

Targeted pupils had an initial, individual mentoring session to introduce them to the project. These sessions also served as a fact-finding exercise to establish and record information such as academic strengths, weaknesses and support required as well as personal likes, dislikes, interests and activities. Subsequent mentoring sessions included a series of pupil workshops focusing on areas such as team building, self-esteem and anger management.

Learning mentors also observe lessons and work with teachers to identify areas where particular support is needed. This has helped raise awareness of the project and ensure effective communication about the progress of targeted pupils.

The students are now actively involved in planning their own learning. Many have asked for additional literacy and numeracy support. The school is planning to meet these needs in a variety of ways, including use of the City Learning Centre and ICT revision packages. It has also provided pupils with a series of enrichment activities designed to motivate pupils to aim higher academically, including, University Activity Days, College taster courses, attending the national Aim Higher Roadshow and a visit to the National Space Centre.

Parents receive regular feedback via letters and phone calls and the students themselves have produced a newsletter. The school also plans to run a series of school-based activities to encourage parents and pupils to work together.

Although it is too soon to measure the impact on achievement, early indications are that the integrated approach to tackling barriers to achievement is making a real difference to students' attitude to learning and behaviour. The school has identified the following key ingredients in programmes of this kind:

- use of data to identify and target pupils

- effective partnerships with learning mentors, teachers and senior managers

- parental involvement

- pupil involvement and participation

- a focus on both pastoral and academic support

- use of specialist expertise

- enrichment and extension activities

- high quality training and support.

2.27 High expectations in London schools will also be an important feature of our forthcoming strategy to improve the achievement of all pupils in the capital. The new London strategy will include proposals to strengthen school leadership in London, build a culture of professional development amongst teachers, raise pupil aspirations and strengthen teaching and learning. In each of these strands, we will particularly seek to raise achievement of pupils from minority ethnic groups.

Ethos of respect with a clear approach to racism and bad behaviour

There is a strong ethos and culture of mutual respect where pupils are able to have their voices heard. There are clear and consistent approaches to bad behaviour, bullying and tackling racism across the whole school with a focus on prevention.

2.28 Mutual respect should work together with a clear approach to racism and bad behaviour to create schools where pupils can achieve their potential. Good behaviour and regular attendance are essential to enabling pupils to learn and teachers to teach effectively. All schools are expected to have effective, well-led and consistently-applied behaviour and attendance policies. Implementing them requires the support of parents and pupils. The Department's advice to schools stresses the importance of measuring the effectiveness of such policies in supporting good teaching and learning, as well as their impact on minority ethnic pupils.

2.29 Effective behaviour policies should be developed with parents, carers and pupils. They should be linked with a school's equal opportunities and anti-bullying policies, with a clear statement of the consequences of 'zero tolerance' behaviours such as racial bullying. The governing body, headteachers and staff should monitor the policies to ensure that any rewards and sanctions don't discriminate against any pupil. The policies should emphasise the importance of conflict resolution and of listening to learners and parents.

2.30 Effective attendance policies will identify absences early, enabling the underlying causes to be addressed. They will make clear the links between attendance and attainment. Requests to take children on holiday during term time will be dealt with individually and considered carefully, taking account of the likely impact on the child's education, particularly where the absence may be an extended one.

Case Study – Chalvedon School, Essex

In this school of 1800 pupils in Basildon there are between 10 and 15 Travellers on roll. Some are housed; others live on a Council site or on private plots; and a few are roadside Travellers or children of showmen. Chalvedon is a school in which Travellers can confidently express their identity.

The school has worked hard to counter racism, prejudice and hostility. As part of their induction, all new teachers at Chalvedon are given a booklet which highlights the importance placed on the school's commitment to Travellers and provides basic information on Traveller culture. Without compromising their policies the school adopts a flexible approach to school rules and procedures; for example, creating a temporary individual timetable to meet a new Traveller pupil's specific needs. Siblings of different ages may be taught together in the same class, and the Headteacher makes sure that the Traveller children have a school uniform.

Gaining the trust of Traveller families requires flexibility over things like punctuality, jewellery and written absence notes. But by taking this approach Chalvedon has become a school Traveller families actively seek out, even when other schools are closer. Travellers have been integrated into the school without compromise to their identity and the school has gained as a result. The Traveller pupils create cultural diversity in an otherwise homogeneous community and challenge negative stereotypes.

In a Year 8 English class, each pupil was required to give a speech. Danielle decided to talk about Travellers. When her turn came the class listened attentively and asked questions which Danielle answered confidently. Afterwards she said, "I want people to know what we're like and that we're not all wild and that all people are different. I've been called a gyppo a lot by children, but I've never been called names here. The teachers all help me and don't make a thing about the fact I can't read much."

Involving young people in decisions

2.31 The Children and Young People's Unit will soon be publishing a strategy for involving children from minority ethnic communities in decision-making processes, including school councils, having consulted widely with children.

Case Study on student involvement

A Catholic Secondary School organised staff in-service days to look at the nature of the problems which arose in the school, and in particular, the types of confrontations that could arise and how they could be satisfactorily resolved. To help this process, 'Retreat' days were organised for form tutors with their Year groups at which hierarchical structures were broken down and students and teachers were equally involved in learning the skills of discussion, participation, negotiation, and other skills of team and group work. The focus was always to maintain the school's Mission Statement which was built on, and took its strength from, the Catholic ethos of the school. Not all the students and teachers in the school were Catholics. One Muslim teacher described the 'Retreat' day as 'Fantastic, a really good way to bond with the students'.

Parental and Community Involvement

Parents and the wider community are positively encouraged to play a full part in the life and development of the school.

2.32   The involvement of parents[17] and the wider community is vital to establishing firm foundations in the early years and to raising aspirations and expectations through the child's education. Fully including them in the development and implementation of the curriculum and other school policies is a vital part of respecting diversity.

The early years

2.33   What is learnt in the first five years of a child's life can have a profound effect on later achievement and childhood development generally but particularly for children from African Caribbean, Pakistani and Bangladeshi communities. So, we are concentrating resources in the most disadvantaged areas through Sure Start, neighbourhood nurseries and children's centres. We are also engaging parents in their children's learning and development through four 'inclusion pilots' to identify the barriers they face in accessing childcare, encouraging innovative solutions.

2.34   Over the coming months we will make childcare information more accessible to minority ethnic communities. We will assess how well the main occupational training programmes cover equality and diversity. We will also develop a comprehensive strategy to support parental engagement at this vital stage. The strategy will aim to improve the competence and confidence of nursery education teachers, teaching assistants and childcare workers. It will identify and disseminate good practice, fund the voluntary sector to work with parents and produce guidance materials.

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17   All references to parents in this section also equally apply to other carers and guardians.

Working with parents at school

2.35 The best schools engage constructively with parents, treating them as equal partners in their children's education. They look imaginatively at ways to encourage dialogue and listen to parents. Above all, they make parents welcome and respond respectfully to their needs and concerns. The Department already provides information for parents through its website[18] and through Parents + Schools magazine. Further campaigns will be organised with parents' organisations. We are seeking to involve parents more in initial teacher training. We will also ensure that materials for parents, including guides to the school curriculum, are available in the most widely read minority ethnic languages.

The wider community and supplementary schools

2.36 Successful schools reach out to their communities. They often make premises available for community use, which can build bridges and develop dialogue. Many pupils have also benefited greatly from out-of-school-hours learning in community-run initiatives such as supplementary schools. Some supplementary schools focus on the curriculum, others on cultural, mother tongue or religious faith instruction. Attendance can enhance pupils' self-respect, promote self-discipline and inspire pupils to have high aspirations to succeed. The Department is funding a pilot Supplementary Schools Support Service (S4). Launched in January 2001, S4 currently operates in Birmingham, Bristol, London and Manchester and is managed by CfBT and the African Schools Association. The pilot has helped to build mutually-beneficial supportive partnerships between mainstream and supplementary school providers.[19]

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18 www.parents.dfes.gov.uk

19 Further information is available from the African Schools Association on 020 7820 7688 (London area) or CfBT on 0118 7820 7688 (areas other than London). Alternatively visit the S4 Website at http://www.supplementaryschools.org.uk/

Case Study – How mainstream schools can benefit from partnership working with community initiatives

St George Community College

St George Community College in Bristol organises a range of programmes to engage pupils, their parents and the community in education and learning, by working with five different supplementary schools.

Working with the Amana Foundation, which provides support for Somali children, the school applied for funding to base a Somali supplementary school in the school premises, designed to help children recently arrived in the country and at risk from underachievement and social exclusion.

In addition to a £10,000 grant from the Supplementary Schools Support Service, the partnership received £8,000 from the Bristol EAZ, and £4,050 from Community at Heart. The Amana Foundation used the grant to pay for additional staffing, utilities and materials at St George.

The project runs at the school for four sessions a week during term time and provides cultural, language and National Curriculum teaching to boys and girls between the ages of 5 and 16. Parents are encouraged to come along on a Saturday to socialise, get involved in their children's education, and to take part in additional activities, such as English language classes for Somali women.

The school supports the project by providing tutors, educational materials and a suitable environment for the sessions as well as carrying out pupil assessments at the beginning and end of the project. The Supplementary Schools Support Service also offered tutors additional training in behaviour management and curriculum development.

Sessions are well attended. 120 pupils are involved in the project, a third of them boys. The projects have helped to engage families and strengthen ties between the school and Somali community as well as building on the value attached to education among the Somali community.

Consultation Questions

1.   What more should Government do to support headteachers and school management teams in delivering a whole-school approach to raising the achievement of minority ethnic pupils?

2.   What more should be done to ensure that the school workforce as a whole is equipped with the support, knowledge and skills to close achievement gaps?

3.   How can we enhance the role and improve the qualifications of specialist staff?

4.   What more can be done to recruit, retain, support and promote more minority ethnic teachers and other skilled adults in schools?

3. Meeting Specific Needs

3.1 In the previous sections, we have set out why we believe a whole-school approach is essential to narrow achievement gaps and stressed the crucial role of teachers and managers in raising the achievement of minority ethnic pupils. However, it is important not to lose sight of the fact that some minority ethnic pupils have particular needs which schools have a responsibility to meet. Some minority ethnic pupils will also have special educational needs. It is therefore important that the reasons for a pupil's underachievement are investigated carefully, any special educational needs identified and the appropriate support provided. In this section we consider specifically:

- support for pupils learning English as an additional language

- raising achievement of African Caribbean pupils

- supporting schools to support mobile pupils more effectively.

Supporting Bilingual Learners

3.2 'Bilingual' here is taken to mean all pupils who use or have access to more than one language at home or at school – pupils who are living in and learning in English and one or more other languages. It does not necessarily imply full fluency in both languages.

3.3 Approximately 9.3% (over 632,000) of all pupils in schools in England are recorded as having English as an additional language (EAL) according to Statistics of Education 2002. This is an increase on previous years and reflects a growing bilingual population. Throughout England, over 200 languages are used by pupils with varying degrees of fluency.

3.4 Whilst a proportion of these pupils are fully fluent in English and another language, many more will require support to develop their skills as confident speakers and writers of English. Early assessment profiles of emerging bilingual learners will be quite different from those pupils whose first language is English, especially in terms of what they can say or write and what they know or can understand.

3.5 Not only are there likely to be differences between pupils' levels of achievement in their use of English, but they are also likely to progress at different rates through the early levels of achievement. There is every reason to expect that literate older pupils, even those starting school completely new to English, may make rapid progress through the national curriculum levels.

3.6 There is some evidence that bilingual pupils, having achieved fluency in English can achieve the highest levels and outperform monolingual English speakers. Even before full fluency in English is achieved, bilingual pupils may

demonstrate high standards of achievement, particularly in subjects which are less dependent on language, such as mathematics and practical subjects.

3.7 Bilingual pupils may also be helped to access those parts of the curriculum which are more dependent on language by the use of strategies such as use of key visuals, templates for writing and classroom organisation which allows for collaborative group work. Learning English as an additional language is not a barrier to achievement.

3.8 Ofsted has reported that EAL teaching, especially in the primary sector, is generally of sound quality with some excellent practice. *Managing Support for the Attainment of Pupils from Ethnic Minority Groups*[20] found that: "In 9 out of the 12 LEAs in which the use of EMAG was inspected in detail, the overall quality of EAL teaching seen was good: in others it was satisfactory... the amount of good quality support work with older pupils has increased." However, there remain some instances where EAL teaching and EAL specialist staff are marginalised from the work of the school as a whole.

3.9 There is general agreement amongst EAL specialists that pupils learn English most effectively in a mainstream situation where bilingual pupils are supported in acquiring English across the whole curriculum alongside English-speaking pupils. This allows for English to be acquired in a subject-specific context and speeds up access to the curriculum.

3.10 We believe that the particular needs of bilingual pupils are best met through a coordinated whole-school approach led by headteachers and senior managers. This allows for detailed planning for the needs of individual pupils across all curriculum areas and takes into account the most effective deployment of EAL specialist staff in supporting colleagues and pupils.

3.11 We propose to develop a comprehensive EAL strand as part of the strategy which will include:

● **Training and support for mainstream staff** to improve their competence and confidence in meeting the needs of bilingual learners.

● **Training and support for EAL specialist staff.** There is no nationally-recognised qualification in the teaching of EAL in England. The Ofsted report *Support for minority ethnic achievement: continuing professional development*[21] found that in some LEAs, fewer than 30% of EAL teachers actually had a qualification in their specialist area.

● **Assessment.** The approaches to assessment of the progress of bilingual pupils vary enormously. The Qualifications and Curriculum Authority has produced a model based on extended steps leading up to the national

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20 Ofsted, 2001
21 Ofsted, 2002

curriculum levels in English published in *A Language in Common: Assessing English as an additional language.* We want to work with practitioners to agree a nationally consistent approach using these extended national curriculum levels. Such an approach could be enhanced by a nationally developed system of EAL pupil profiling as part of teachers' ongoing assessment for learning within the national curriculum.

● **Meeting the needs of more advanced learners of English** Ofsted research[22] found that bilingual pupils still needed support for written academic English even when orally fluent in English. It was as also found that where long-term partnership teaching at Key Stage 4 between subject and specialist EAL teachers had been developed and monitored, the attainment of bilingual pupils improved significantly.

3.12 Proficiency in the English language is the most effective guarantee that pupils will achieve well in school and succeed in later life. It is important that we also recognise and value the skills which many minority ethnic pupils have in speaking a range of community languages and understand how continuing development in one's first language can support the learning of English and wider cognitive development.

3.13 Many bilingual pupils continue to develop oral and written skills in their mother tongue by attendance at supplementary or complementary schools and we will continue to encourage mainstream schools to make meaningful links with supplementary schools which recognise the value of the educational contribution made by these organisations.

3.14 The importance of continuing to develop oral and written skills in pupils' mother tongue is underpinned by the proposals outlined in the *National Languages Strategy*. This strategy provides accreditation for newly acquired language skills but also recognises proficiency in mother tongue and other community languages. Further details about the National Languages Strategy can be found at http://www.dfes.gov.uk/languagesstrategy.

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22 More advanced learners of English as an additional language in secondary schools and colleges, Ofsted, 2003

Case study: Regents Park Community Primary school

Regents Park Community Primary is a multi-ethnic, multi-lingual school in an inner city area of Birmingham. 92% of its pupils have English as an additional language. It was invited to apply for Beacon status in 2001.

The school has developed a programme of support for promoting the use of pupils' first language with the aim of raising achievement. Strategies include:

- a recruitment policy of seeking to recruit appropriately qualified staff with relevant bilingual skills

- regular whole staff discussion of the importance of celebrating the range of languages in the school and training for all staff on meeting the needs of bilingual pupils

- whole-school guidelines for the use of displays which include first languages

- provision of appropriate resources which celebrate linguistic and cultural diversity

- lunchtime language clubs where older pupils support younger pupils

- parents working in the classroom and developing tapes and story sacks in first languages.

The school builds on these strategies by introducing focused and targeted teaching which draws on pupils' bilingual skills. Pupils are encouraged to use their first language skills by 'partner talk' during whole class teaching, paired or small group independent work and effective use of adults who share first languages with the pupils.

Teachers ensure that classroom displays reflect linguistic diversity and identify specific tasks or aspects of a lesson where pupils are explicitly invited to use first language. Pupils who share a language are grouped together for specific tasks.

The school recognises that while the contribution of staff who share first languages with the pupils is valuable, the promotion of first language does not rely exclusively on them. This approach is built on a whole school vision which values the linguistic skills of children and recognises the importance of building on these skills to further their learning in and learning of English.

Consultation questions

5.   **What specific action should the Department take to:**

   a) promote a whole school approach to EAL teaching?

   b) develop and implement a national approach to formative assessment for bilingual learners?

African Caribbean Achievement

Terminology

3.15 The category 'African Caribbean' encompasses for the purpose of the strategy, all black pupils of African, Caribbean, mixed heritage and those categorised as 'Black Other'. While this label is inadequate for describing the heterogeneity of the different groups, both in ethnic background and educational experience, it does help to focus attention on systemic inequalities experienced on the basis of shared African and Caribbean heritage within education.

3.16 Pupils of Caribbean heritage, particularly boys, are amongst the most vulnerable to low academic attainment and any strategy will need to address issues facing this particular group of pupils. However, there is insufficient information on the academic achievement of current generations of African pupils and also on the achievement of pupils of dual or multiple heritages, to allow a narrow focus on pupils of Caribbean heritage alone. Emerging data suggest that dual/mixed heritage pupils are equally vulnerable. Research on pupils who were permanently excluded from school shows this group of pupils to be over-represented in permanent exclusions[23].

The case for a focus on African Caribbean pupils

3.17 The lower achievement rates of African Caribbean pupils and particularly those of Caribbean heritage have been well documented over the years. The evidence from LEAs and from the Ofsted review of research[24] shows that the academic achievement of African Caribbean pupils is often higher at Key Stage 1 than other groups and then attainment gradually declines relative to other groups and is amongst the lowest at Key Stage 4. Other minority ethnic groups, such as Bangladeshi and Pakistani heritage pupils, show improvements, albeit slow, and Pakistani pupils are still below the national average by the time they reach Key Stage 4. Although there is a gender difference in the statistics for African Caribbean pupils, evidence suggests that African Caribbean girls are also subject to a range of stereotypes by their teachers[25] and are more likely to be excluded from school than their white counterparts[26]. African Caribbean pupils in general are four times more likely to be excluded from school, usually for what is defined by schools as 'challenging behaviour'. Black Caribbean pupils also tend to be over-represented in some types of special schools. It is clear then that inequalities are differentially experienced by groups and that, if left to chance, African Caribbean pupils will continue to be failed by the system and to be vulnerable to involvement in the youth and criminal justice system.

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23 Daniels et al, 2002

24 Gillborn and Gipps, 1996; Gillborn and Mirza, 2000

25 Mirza, 1996

26 Osler, 2002

3.18 This is not to suggest that other minority ethnic background pupils are not affected in schools. For example, data show that pupils of Pakistani heritage and White boys from lower socio-economic groups are vulnerable to low attainment and exclusion from school[27]. In developing guidance, we will use examples from the experience of African Caribbean pupils to highlight ways in which schools can focus on and cater for any groups about whom they have a concern.

The Hope

3.19 We do, however, have some room for optimism. Several studies carried out by the Department, Ofsted and the Runnymede Trust, among others, show that underachievement need not be a feature of the education of African Caribbean pupils. They show that there are individual schools that have managed to buck the trend. Details of the range of strategies used in successful schools were included in the Department's guidance document *Removing the Barriers* published in autumn 2000. This document places great emphasis not only on monitoring achievement by ethnicity, but also on looking at the way schools operate and in evaluating the structures that exist within them.

3.20 The National Numeracy and Literacy Strategies and Key Stage 3 have led to welcome improvements in the quality of teaching and learning for all pupils, and established a consistent framework for what is taught and when. However, we know from research carried out in schools that have been successful in raising the achievement of African Caribbean pupils that *how* pupils are taught can be every bit as important. Such schools complement their teaching and learning strategies with an equal emphasis on how their pupils are treated, the quality of the learning environment and the quality of the relationships within it. They work hard at creating a culture of respect with an emphasis on real partnership between parents, teachers and pupils.

The Challenge

3.21 We propose to develop guidelines for schools on effective ways of raising the achievement of African Caribbean pupils. These guidelines would address both the success as well as the institutional factors that disadvantage pupils and outline ways of addressing them. We need to develop in all teachers the confidence and skills to manage diverse classrooms and respond positively and effectively to different groups within the classroom. A key area in relation to African Caribbean pupils is the need to reduce exclusions. The Department's guidance on managing behaviour in schools helps teachers to understand the issues faced by African Caribbean pupils, and discuss ways to avoid or at least manage conflict in a positive way and to model this behaviour for all pupils. We need to ensure that the school workforce in general is aware of the external pressures as well as the internal school dynamics which affect, in particular, male African Caribbean pupils.

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27 Warren and Gillborn, forthcoming

3.22 Once again, we believe that a whole-school approach is the key to progress. We propose to develop and disseminate comprehensive guidance to help schools develop such an approach. Among other things, it will cover:

- the importance of leadership and school management

- school systems and structures

- values and beliefs which underpin the school ethos

- the curriculum

- pupil support and participation

- relationships with pupils

- relationships with parents

- teacher training and support.

Consultation questions

6.   What more could the Department do to:

a) raise achievement of African Caribbean pupils?

b) reduce exclusions of African Caribbean pupils?

Supporting schools with high levels of pupil mobility

3.23 A large number of pupils arriving mid-term can be disruptive. So can the gradual flow of pupils throughout the year. Evidence suggests that a high level of pupil mobility within schools can be a major factor in the underachievement of pupils at that school[28]. Performance evidence shows the mobile population performing less well at all key stages and Ofsted has shown that their movement also affects their settled peers in two ways. First, teachers are drawn from the classroom to induct new arrivals. Second, the dynamic of the classroom and the stability of the learning group as a whole is reduced.

3.24 This is an important issue in the context of minority ethnic achievement because:

- minority ethnic children are over-represented amongst the mobile populations, not only a significant number of Gypsy/Travellers and asylum seekers, but also within groups such as looked after children, who are also highly mobile

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28 Dobson 2000, Ofsted 2002, Mott 2002

- the schools which experience the highest levels of mobility are often those with large numbers of minority ethnic children in their settled population. These are typically inner city schools in disadvantaged areas which have spare places to accommodate new arrivals because they are not popular with parents.

There are two basic approaches: to minimise mobility; and to manage it.

Minimising mobility

3.25 Whilst high pupil mobility is a reflection of wider population movements, there are some things that agencies do which exacerbate it. To reduce the impact on schools and families we propose to:

- **Improve co-operation between schools over admissions.** This would lessen the issue of one school in a locality – typically one that is struggling and unpopular with parents, and which has spare places as a result – getting the majority of new arrivals during the school year. This also applies to excluded children. The new Schools Admissions Code of Practice which came into force in January 2003 requires Admissions Forums to "[consider] ... the allocation of places to other children who arrive outside the normal admission round, when popular schools are full ... so that all schools play their part in accommodating these children".

- **Work with government departments and agencies to produce guidance for local authorities and others on a holistic approach to reducing levels of pupil mobility.** Decisions taken by housing and social services departments often fail to take account of the impact on a child's continuity of education. Similarly the National Asylum Seeker Support Service may move asylum seeker families with little consideration for where children will attend school. We propose to develop guidance which encourages local authorities and other agencies to work together with the pupils' welfare in mind to help reduce unnecessary disruption for pupils and schools.

Managing mobility

3.26 Mobility is not a new problem. It was mentioned in the Plowden Report, but modern technology and new data collection methods have made it easier to measure. This presents us with some opportunities to address it.

- **We propose to work towards targeting resources on schools and LEAs with high levels of pupil mobility.** The Pupil Level Annual School Census (PLASC) data will enable us to identify which schools have the highest mobility rates. This will enable us to target resources with better accuracy than is possible at present to where the problem is greatest. The Department will take forward work on mobility so that the introduction of a

factor in local authority funding can be decided for the end of the current formula freeze in 2006–07. By this time there will be sufficient reliable PLASC data to show mobility patterns over a period of two or more years.

- **We propose to develop and disseminate good practice, extend the use of pupil induction mentors and improve exit procedures.** The 'On the Move' project on mobility began in March 2002. It is working with 50 secondary schools to develop innovative ways of managing mobility more effectively. These include introducing induction mentors to the school workforce and developing effective practice to enable pupils to access the curriculum more quickly. Data have been collected which identify patterns of weakness and strength in current practice and the project is being monitored by Ofsted. This work could be extended to include all schools, both primary and secondary, identified as having high levels of mobility.

3.27 The 'On the Move' project has shown that having a dedicated member of the school workforce who specialises not only in the administration of new arrivals but forges links with the family and helps the child settle in can be important. There is also an important role for induction mentors to play at transfer from Key Stage 2 to 3, where a child not coming from a feeder school may have missed out on the gradual introduction to secondary school throughout the previous year.

3.28 More could be done by schools and LEAs to ensure that the receiving schools get as much information as possible. For example, more schools could be encouraged to use the electronic Common Transfer Document within the recommended 15-day period. An alternative is the Red Book scheme used by Traveller Education Services, in which a child's work is recorded and passed to the parent to give to the teacher at the next school.

Consultation Questions

7.   What specific action should the Department take to:

- **minimise high levels of mobility?**

- **manage high levels of mobility?**

4. Funding Issues

4.1   Schools receive funding to address equality and diversity from two main sources, general school funding and the Ethnic Minority Achievement Grant (EMAG), which is currently worth £155 million a year and is distributed through the Standards Fund. Schools will, of course, wish to be mindful of the needs of all their pupils in the use of other funding sources. The new arrangements for school and local education authority funding enable resources to be targeted better at the needs of minority ethnic pupils. We propose also to change the allocation of EMAG so that it is targeted where it can be most effective. Both measures will be helped by the new data available from the pupil census.

New Arrangements for School and LEA funding

4.2   The Government is introducing new arrangements for funding schools and local education authorities from April 2003, following an extensive consultation. The new Education Formula Spending Share (EFSS) arrangements will separately assess school provision and local education authority central functions. It will provide a basic per-pupil funding allowance with top-ups for additional educational needs and for additional costs of recruiting and retaining staff. For the first time, the assessment includes specific measures for minority ethnic pupils, allowing resources to be targeted towards pupils with a mother tongue other than English in the primary sector and lower-achieving ethnic groups in the secondary sector.

4.3   These arrangements will better match resources and need. They will be based on up-to-date information from the latest available pupil census. Moreover, the changes will come at a time of increased government funding for education. Recurrent funding for schools will increase in real terms by over £200 a pupil on average between 2003–04 and 2005–06. Indeed, between 1997–98 to 2005–06 the average increase in spending per pupil will exceed £1000 in real terms.

Ethnic Minority Achievement Grant

4.4   With core school budgets increasing – and subject to consultation – we propose to change the focus of EMAG to support this new national strategy.

4.5   EMAG replaced the education element of the Home Office Section 11 grant in 1999. Section 11 funding had helped schools meet the particular needs of children arriving from the new Commonwealth since 1966. Local education authorities bid competitively for support for individual Section 11 projects, typically to employ specialist EAL teachers and bilingual assistants. EMAG represented a conscious shift in policy focus. It was intended to widen the scope of the programme from one aimed mainly at addressing EAL needs to one aimed at raising standards for all minority ethnic groups at risk of under-achieving.

4.6 But while progress has been made in moving towards a needs-based funding formula, distribution is still largely influenced by the historic bidding arrangements operated by Home Office. EMAG still does not necessarily reflect differential need. Moreover, in its current form it is not doing enough to raise the achievement of minority ethnic pupils and to narrow achievement gaps. Black Caribbean, Pakistani and Bangladeshi pupils still underachieve.

4.7 Furthermore, Ofsted found that EMAG was increasingly being used to meet the initial needs of newly-arrived asylum seekers, giving less flexibility to focus on raising achievement of British-born minority ethnic pupils. While the Department has provided some additional support for asylum seeker pupils, this has hitherto been targeted exclusively at designated dispersal areas. We plan to address the latter problem from April 2003 with the Vulnerable Children's Grant, a new Standards Fund grant which gives local authorities and schools greater flexibility to respond to the immediate educational needs of children of asylum seekers, Gypsy/Travellers and other vulnerable groups. This should ease the pressure on the existing EMAG programme.

4.8 The Department will continue to set aside additional funding specifically to support schools in raising the achievement of minority ethnic pupils. In 2003–04 this money will continue to be routed through EMAG. However, there is considerable concern that the money is not sufficiently well targeted. In future years, we need to make sure that it reaches those pupils who need it most. We are therefore seeking views on how this could best be distributed. We believe there are four main options, though we would welcome other ideas.

Option one   The **additional funding could be added to the main schools budget.** The funding currently allocated through EMAG could be used to supplement main education spending. This would give schools and local authorities complete freedom to decide how to spend these resources. It could be backed by comprehensive national guidance on supporting bilingual pupils and raising African Caribbean achievement.

Option two   **Additional funding could to be allocated through a ring-fenced Standards Fund grant.** From 2004–05, funding currently allocated through EMAG could be allocated on a needs-based formula allowing local authorities and schools to decide how best to provide additional support to raise minority ethnic pupils' achievement. Again, this could be backed by comprehensive national guidance on supporting bilingual pupils and raising African Caribbean achievement.

Option three   **A proportion of the additional funding could be used to support LEAs and schools in delivering a nationally-developed programme of training and support based on good practice.** Such a programme could be delivered through existing delivery routes, such as the national primary and Key Stage 3 strategies so that meeting the needs of all pupils, whatever their background and fluency in English, is core to the teaching and learning agenda. The remaining additional funding could then be routed through a needs-based, ring-fenced Standards Fund grant leaving schools and local authorities to decide how best to provide additional support to raise achievement.

Option four   The funding could be used as in option three for 2004–05 moving in 2005–06 to using **all of the additional funding to support LEAs and schools in delivering a nationally-developed programme of training and support based on good practice.** The programme could again be delivered through existing routes such as the national primary and Key Stage 3 strategies to ensure that meeting the needs of all pupils is core to the teaching and learning agenda. This approach would combine a national lead with local flexibility for schools and local authorities to meet differing local needs.

4.10 Some of these options involve the additional funding being routed through local authorities to schools by a formula which reflects their specific needs. All would result in significant changes in the distribution of funding between LEAs. In some instances, schools and local authorities would control a smaller share of the dedicated additional resources than now. This makes it even more important to ensure that those additional resources are allocated fairly and transparently on the basis of need. There are several possible options for such a formula, including:

a) a needs-based formula driven by numbers of minority ethnic pupils and bilingual learners in each LEA weighted by a factor based on free school meals

b) a formula driven by the numbers of pupils in each LEA from those groups who underachieve at national level

c) a formula based on a combination of the numbers of bilingual pupils at primary level and numbers of pupils from lower-achieving minority ethnic groups at secondary level.

4.11 The Government is keen to ensure that both general funding and money allocated through the Standards Fund are used to best effect, and is keen to hear your views on the best way forward.

Consultation Questions

8.   What should central Government's role be in facilitating a national programme of change?

9.   What should local authorities' roles be in supporting schools to narrow the achievement gaps?

10. How might the resource currently allocated through EMAG be used more effectively to underpin a national strategy to raise the achievement of minority ethnic pupils?

11. How should the resource be allocated?

     a) by means of a formula based on one of the 3 options outlined in paragraph 4.10? (Please state preference); or

     b) on a different basis? (Please specify)

12. Do you have any other comments on the proposed strategy?

5. Conclusions: The Way Forward

5.1 Our vision is simple: real equality of opportunity and the highest possible standards for all pupils in all schools. We have argued the case here for seeing the needs of minority ethnic pupils as an integral part of all mainstream policies and programmes, rather than simply an add-on.

5.2 We believe that the requirements of the Race Relations (Amendment) Act and improved national data collection provide both an opportunity and a challenge. Together they will reinforce accountability making success or failure clear for all to see. Many schools are already ahead of the game and many local authorities already have strong expertise in this area.

5.3 We aim to create a framework for change that will enable the rest to catch up with the best by:

- maximising delivery through existing policies and programmes at national level

- building on the work local authorities are already developing to meet their obligations under the Race Relations (Amendment) Act

- equipping school management teams and the school workforce with the skills needed to deliver the kind of whole school approach we are advocating

- developing specific new support for African Caribbean pupils and bilingual learners

- encouraging schools to do more to address mobility issues

- levering better value out of the resources currently provided through EMAG and general school funding.

5.4 Like all public bodies, the Department for Education and Skills has a clear responsibility under the Race Relations (Amendment) Act to ensure that all existing and future national policies and programmes take full account of the duty to promote equality. We are working with the CRE to develop a comprehensive race equality action plan. Local authorities face the same responsibility locally. An important start has been made through Education Development Plans, which set out LEAs' plans for narrowing achievement gaps between different ethnic groups. But it is important that this work is firmly rooted within the wider school improvement agenda if it is to achieve the scale of change necessary to narrow the gaps.

5.5 The challenge facing the education service is daunting. Change is never easy. But we owe it to future generations to make sure that ethnicity is no longer seen as a barrier to achievement or an excuse for underachievement.

Annex A

Department for Education and Skills Ethnic Background Categories as reported via the Pupil Level Annual School Census from January 2003

White

- British
- Irish
- Traveller of Irish Heritage
- Gypsy/Roma
- Any other White background

Mixed

- White and Black Caribbean
- White and Black African
- White and Asian
- Any other mixed background

Asian or Asian British

- Indian
- Pakistani
- Bangladeshi
- Any other Asian background

Black or Black British

- Caribbean
- African
- Any other Black background

Chinese

Any other ethnic background

These categories are based on the 2001 national population Census (England) categories with the exception of the "Gypsy/Roma" and "Traveller of Irish Heritage" categories which have been introduced to improve available data on Gypsy/Traveller children, most of whom are likely to fall into these two recognised ethnic groups.

Many LEAs collect data on more detailed or extended groups of ethnic background categories for local planning and delivery. For national reporting, these extended categories 'map back' on to the categories above. The full extended 'key list' of categories can be viewed on the Collecting and Using Data pages of the Department's Ethnic Minority Achievement Website on:

http://www.standards.dfes.gov.uk/ethnicminorities