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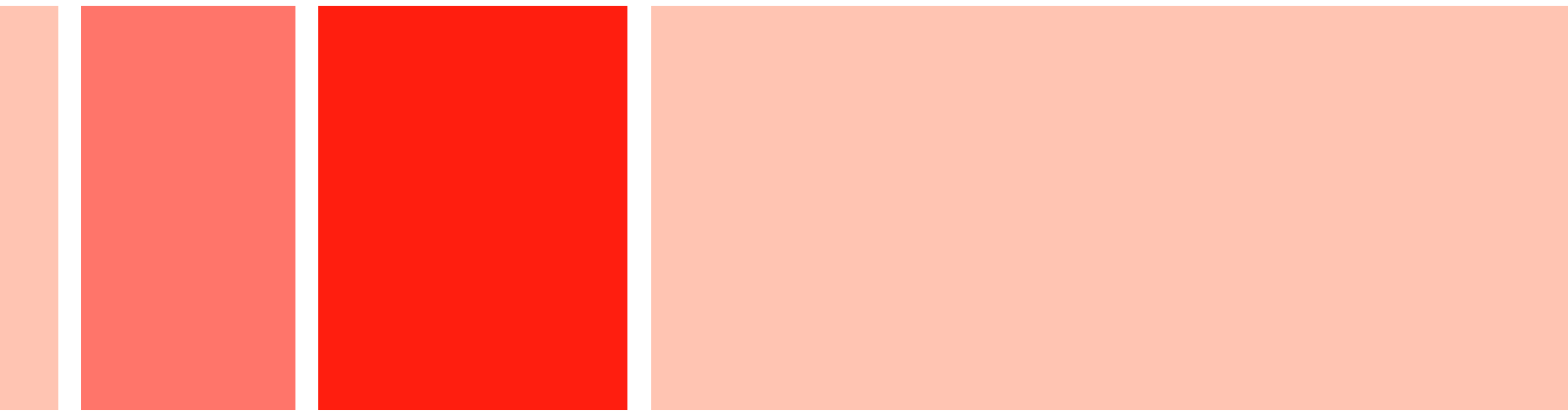
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# Review of the Minority Ethnic Achievement Grant





# **Review of the Minority Ethnic Achievement Grant**

## **CRG Research Ltd**

Views expressed in this report are those of the researcher and not necessarily those of the Welsh Assembly Government

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## Executive Summary

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- i. Building on earlier grant arrangements, the Minority Ethnic Achievement Grant (MEAG) has been available since 2007 to:
  - Support pupils from minority ethnic backgrounds who are learning English as an additional language and who may be underachieving; and
  - Improve standards of achievement for pupils from certain minority ethnic groups identified as being at risk of underachieving.
- ii. Previous research had shown that there are wide variations in attainment between minority ethnic (ME) groups; ME pupils in Wales have lower attainment at Key Stages 1-4 compared with national figures; and the most significant factor impacting on the achievement of minority ethnic pupils for whom English is an additional language is their level of proficiency in English.
- iii. The position is complex, however: *“Controlling for prior attainment and other variables, most ethnic groups make more progress than White British pupils with similar characteristics and levels of prior attainment. However, White & Black Caribbean, Black Caribbean, Black Other, Pakistani, Gypsy/Roma and Traveller of Irish Heritage pupils make less progress at primary school than similar White British pupils; and Traveller of Irish Heritage, Gypsy/Roma and White & Black Caribbean pupils continue to make less progress at secondary school than similar White British pupils.”*<sup>1</sup>
- iv. In August 2009, CRG Research Ltd. was commissioned by the Welsh Assembly Government ‘*To undertake a review of the effectiveness and impact of the to date, to review data and data collection methods and to make recommendations for the future allocation and distribution of the funding*’. The Review gathered data from:
  - Desk research to consider policy and practice in Wales and England.
  - A review of existing data on English as an Additional Language (EAL) e.g. Minority Ethnic Achievement Local Education Authority (MEALEA) End of Year Reports; MEALEA group minutes; cabinet statements.
  - Face-to-face interviews with professional bodies such as MEALEA; English as an Additional Language Association of Wales (EALAW); Association of Directors of Education in Wales (ADEW); and Children and Young People’s Partnerships (CYPPs).

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<sup>1</sup> Department for Education and Skills. (2006). *Ethnicity and Education: The Evidence on Minority Ethnic Pupils aged 5–16*. (London: Department for Education and Skills). This report relates to the position in England, Interview data suggests the position in Wells is very similar.

- Eight area case-studies (e.g. Wrexham; Gwynedd; Powys; Carmarthenshire; Ceredigion; Cardiff; Swansea and Newport), where face-to-face interviews were carried out with operational staff (e.g. Ethnic Minority Achievement Service (EMAS) management, head teachers; EAL teachers and bilingual teaching assistants; mainstream teaching staff) and MEAG beneficiaries (pupils and parents).
- In-depth telephone interviews with EMAS representatives from the remaining 14 LEAs.

v. Findings include:

- As with most grant programmes, there were strong requests for even more resources. But overall the review identified extensive support for most current aspects of MEAG:
  - Without MEAG, EMAS and schools would not be able to deliver support to ME pupils to the level that they currently can.
  - MEAG is increasing year-on-year; however EMA services are finding it progressively more difficult to meet the needs of a growing and increasingly diverse population of ME pupils.
  - Wales has *“a lot to be proud of”* with regard to its EMAS and EAL delivery.
  - The centralised funding model supports EAL expertise, flexibility of provision and economies of scale.
  - The flexibility to delegate MEAG to school level also benefits a minority of LEAs/schools.
- There are several approaches to distributing MEAG and models for delivering EAL (e.g. Delegation to schools; prioritising different ethnic groups, or levels of EAL competency). All have their advocates and potential strengths, based on factors such as the wish to move from a supported to a capacity-building model; differences in local geography; the size of grant allocation and the number and demographics of ME pupils being supported.
- The limited availability of robust, comparable data on ME pupils’ attainment constrains effective monitoring and management, and should be improved.
- Suggestions for changes would often bring potential benefits and disbenefits, but included:
  - A three-year funding model would enable EMA services to plan more effectively and improve issues around recruitment and retention.
  - EMAS/EAL staff would like moderation of language assessments (according to the Assembly’s ‘5-Stage Model of Language Acquisition’) across schools and LEAs.

- Stakeholders would like consistency in methods for collation, presentation and moderation of achievement data.
- The Assembly could request more achievement-related data - some EMAS have a considerable bank of ME pupil achievement data.
- Generally, EMAS and schools are unaware of exactly what the MEAG funding formula is and how allocations are calculated.
- There are mixed views about the efficacy of the annual data collection arrangements; for some EMAS they appear to work well while for other EMA services data collection poses significant problems, particularly with the use of PLASC.
- Whilst additional data collection points would facilitate more accurate pupil data, for most EMAS an annual count is believed to be the most realistic and effective option.
- It is difficult to identify how MEAG could be made more output-related due to the dynamic nature of the population it supports, but 'harder' assessments of English language capability should be collated, ideally with targets for general educational attainment and longer-term readiness for a job or continuing education.

vi. Conclusions, structured against the objectives set for the study include:

**a) *Reviewing the effectiveness and impact of the grant to date in order to validate its operation and size.***

- Without MEAG, EMAS and schools would not be able to deliver ME support to the level that they currently can.
- MEAG has increased year-on-year; however this has not always matched increased ME pupil numbers.
- The importance of maintaining MEAG's ring-fenced status is believed to be crucial by EMA specialists.
- A number of LEAs are implementing a capacity-building model of provision within their schools, seeing the direct support model as no longer viable due to high numbers of ME pupils.
- A much stronger shared partnership between mainstream and MEAG-funded staff has been identified as one of the key mechanisms to support an effective capacity-building model.

**b) *Assessing the extent to which the grant is impacting on schools and local authorities in terms of supporting needs and improving achievement of minority ethnic pupils.***

- Different models of EMA service provision operate across Wales tailored to local circumstances.

- There are concerns over annual EAL teacher contracts - a direct result of uncertainties around MEAG funding levels and the lateness of its allocation.
- Demand for EAL, based on current trends, is going to increase
- A three-year funding model to enable EMA services to plan and also improve issues around recruitment and retention would be welcomed by EMA/EAL specialists.
- The view at both policy and practitioner level is that MEAG-funded support should be accessible to ME pupils attending FE colleges and not limited to LEA-maintained schools.

**c) *Considering models of service delivery across the UK, including the grant regime in England, to establish if good practice exists that could be assimilated into the Welsh model.***

- Wales has “a lot to be proud of” and to offer others in terms of good practice exemplars
- However, that is not to suggest that MEAG and EMA services cannot be improved. Practitioners are interested in a number of issues, for example:
  - England chose to delegate funding directly to schools; how will they be approaching EMA once EMAG has ceased?
  - EMAG in England has been allocated on a three-year planning cycle with provision for sudden increases in pupil numbers mid-cycle. How will this work in practice?
  - How English and Welsh-medium educational settings vary in their approach to language acquisition (e.g. language units), focusing on how they can learn from each other and exchange good practice.

**d) *Reviewing the effectiveness of current data recording and collection arrangements in terms of how these are used as performance indicators for the grant.***

- Annual data collection arrangements work well for some EMAS; others described significant problems, particularly with the use of PLASC.
- Additional data collection points would facilitate more accurate pupil data (e.g. allowing for the recording of new arrivals, ‘churn’ factor) but to meet all requirements identified, many interviewees suggested an annual count is the only feasible option.
- Schools are trained by EAL Lead Professionals to assess language levels and in some authorities EMAS also moderate the decision. However, there are still concerns about consistency across schools within an LEA and across LEAs.



- Data currently requested by the Assembly is generally “soft”; other stakeholders consider the Assembly should request more achievement-related data. EMAS often have a considerable bank of ME pupil achievement data.
- e) *Assessing the current funding methodology and make suggestions for improvement including weighting and any other factors.***

Generally, EMAS and schools are unaware how the MEAG funding formula and allocations are calculated.

- Some school staff would like more guidance on how MEAG should be targeted in terms of Key Stages. However, at LEA level – certainly in the larger authorities - there appears to be broad satisfaction with the way MEAG is currently allocated
- A number of stakeholders feel that to ensure that the funding formula is equitable, the Assembly needs to take more factors into account e.g.:
  - Free school meal counts.
  - Local circumstances such as ME pupil numbers as a percentage of the school cohort as a whole.
  - Ethnic background, language spoken at home and EAL needs
- MEAG weightings to prioritise types of learners was recognised as a key strength (e.g. prioritising pupils with the lowest levels of language ability)
- However, EAL specialists also suggest prioritising older ME pupils able to achieve GCSEs; and to those entering school at a later period in life.

**f) *Proposing one or more model(s) which will enable the grant to become more output driven.***

- Outputs relate to better English or Welsh language skills as a result of MEAG-funded EAL tuition, outcomes arise as individuals access mainstream learning opportunities and take a full part in social and economic life in Wales.
- High mobility rates between schools can arise for many ME pupils, making it difficult to set realistic targets and indicators when schools are seeking to improve English language skills for changing groups of pupils drawn from this dynamic population.
- There is no clear ‘winner’ as a model, but overall it does seem that delegating decisions to LEAs, who distribute funds locally in partnership with the schools may well be the most appropriate for Wales. In all cases the rigour and consistency of monitoring information should be radically improved.

- vii. The recommendations from the review are presented in Table 1 below, focusing on a number of issues identified during the course of the Review, and potential responses are provided for the Welsh Assembly Government to consider:

**Table 1: Identified Issues and Possible Responses.**

<b>Issue 1: Difficulties maintaining current service levels in the face of growing demand for EAL.</b>
<ul style="list-style-type: none"> <li>• Consider increasing levels of MEAG funding.</li> <li>• Encourage LEAs to augment MEAG.</li> <li>• Encourage networking/sharing best practice events to maximise effective use of limited resources.</li> </ul>
<b>Issue 2: EMA issues are not always ‘owned’ across the wider school community.</b>
<ul style="list-style-type: none"> <li>• Clarify MEAG terms and conditions.</li> <li>• Initiate networking events and conferences for EAL professionals in order to raise the profile of EAL as a specialism; to facilitate networking opportunities and disseminate best practice.</li> <li>• Ensure EAL becomes part of Initial Teacher Training (ITT) courses commensurate with its importance in today’s classrooms.</li> <li>• Encourage take up of CPD in ME teaching strategies for mainstream staff.</li> </ul>
<b>Issue 3: ME pupils attending FE colleges cannot access MEAG-funded EAL support.</b>
<ul style="list-style-type: none"> <li>• Consider increasing levels of MEAG funding in order to support 16-19 year olds in FE and possibly work-based learning settings.</li> </ul>
<b>Issue 4: There is no consensus view about whether MEAG funding should be centralised or delegated to school level.</b>
<ul style="list-style-type: none"> <li>• Continue with centralised funding where this achieves capacity-building within schools, maintains expertise of staff and offers economies of scale etc.</li> <li>• Maintain a level of flexibility within the terms and conditions of MEAG to allow for delegation to school level in instances where this proves the most effective model.</li> </ul>
<b>Issue 5: Lack of transparency of the MEAG funding formula; inconsistent recording of ME pupil data – particularly attainment.</b>
<ul style="list-style-type: none"> <li>• Disseminate clear information about how allocations are calculated and distributed.</li> <li>• Where possible provide distribution figures broken down by Key Stage at individual school level to facilitate targeted support of ME pupils;</li> <li>• Further consultations on the feasibility of basing data collection on PLASC.</li> <li>• WAG monitor returns more actively; remind LEAs of their duties to provide appropriate information.</li> </ul>
<b>Issue 6: Differences of opinion around use of MEAG for Welsh-medium Education.</b>
<ul style="list-style-type: none"> <li>• Consult and provide plenty of opportunity for professionals from policy and the English and Welsh teaching professions to network; discuss and identify potential areas of good practice that could be shared and developed in partnership.</li> </ul>



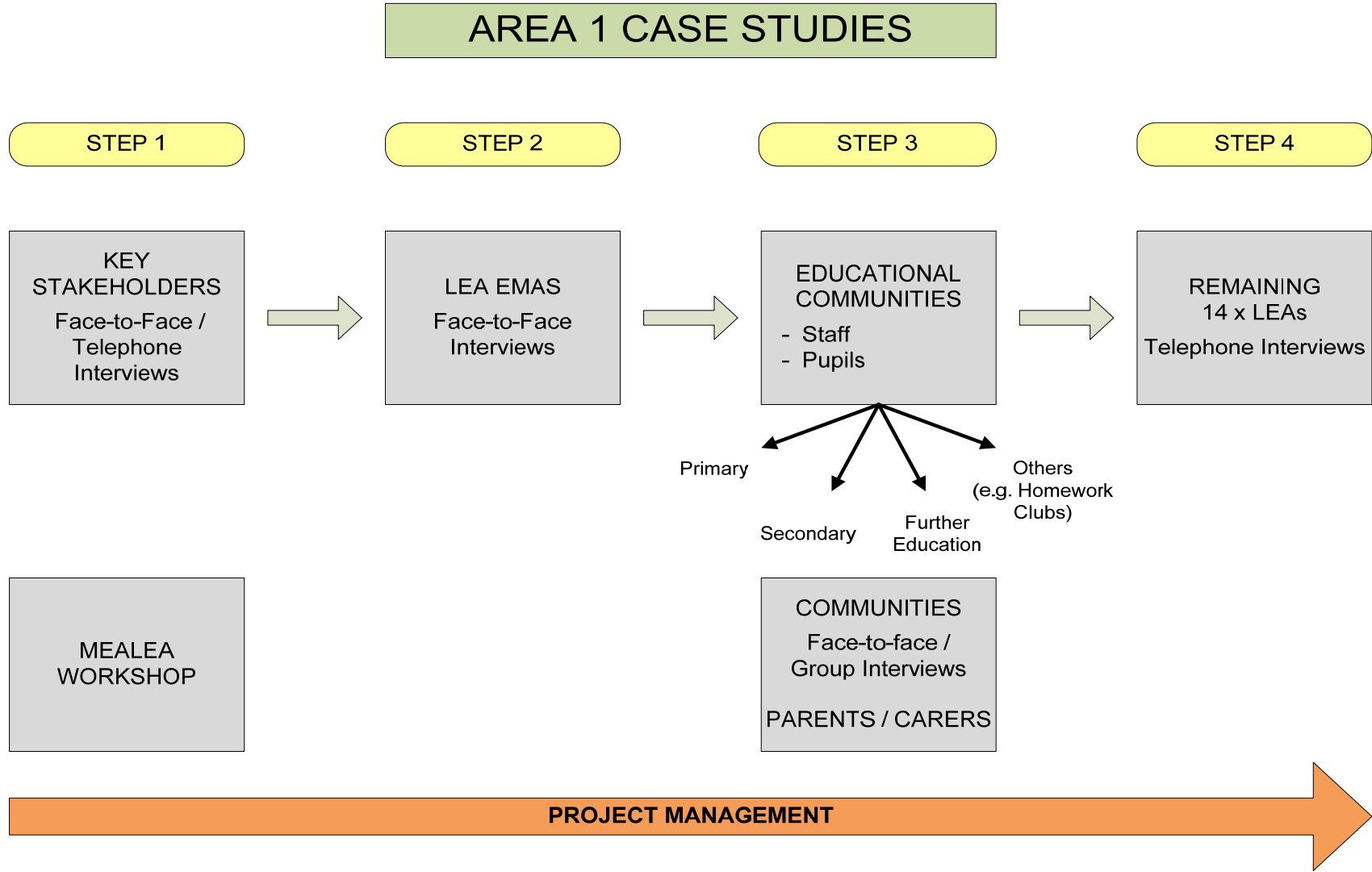
# 1. Introduction and Context

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## ***The Review***

- 1.1 In August 2009 CRG Research Ltd. was commissioned to undertake a *‘Review of the Minority Ethnic Achievement Grant’*. The aim was to: *‘undertake a review of the effectiveness and impact of the MEAG to date, to review data and data collection methods and to make recommendations for the future allocation and distribution of the funding’*
- 1.2 Specific objectives included:
- i. Reviewing the effectiveness and impact of the grant to date in order to validate its operation and size.*
  - ii. Assessing the extent to which the grant is impacting on schools and local authorities in terms of supporting needs and improving achievement of minority ethnic pupils.*
  - iii. Considering models of service delivery across the UK, including the grant regime in England, to establish if good practice exists that could be assimilated into the Welsh model.*
  - iv. Reviewing the effectiveness of current data and collection arrangements in terms of how these are used as performance indicators for the grant.*
  - v. Assessing the current funding methodology and make suggestions for improvement including weighting and any other factors.*
  - vi. Proposing one or more model(s) which will enable the grant to become more output driven.*
- 1.3 Figure 1 illustrates the project methodology. Overall, this provided rich and varied datasets, but some issues around data collection arose. There were delays gaining responses from some informants we wished to interview due to their time commitments, but eventually we held useful discussions with most informants (see Appendix E). More concerning was ‘hard’ data on pupil numbers and recorded attainment. Factors like high levels of mobility (pupils can easily be recorded at more than one location), missing records and varying definitions (particularly about perceived ethnicity) meant we could not get high-quality, consistent information for the whole of Wales and all MEAG’s target groups, and this does constrain some of our findings.

Figure 1: Research Methodology



## Steps 1 and 4: Key Stakeholder Interviews

- 1.4 A series of face-to-face interviews; workshops; focus groups and telephone interviews (see Appendix E) from policy and operational roles in bodies including the Welsh Assembly Government (WAG); Minority Ethnic Achievement Local Education Authorities (MEALEA); English as an Additional Language Association of Wales (EALAW); Association of Directors of Education in Wales (ADEW); and Children and Young People's Partnerships (CYPPs).
- 1.5 Telephone interviews were undertaken with the 14 Ethnic Minority Achievement Services (EMAS) that were not case-study areas<sup>2</sup>.

## Steps 2 and 3: Area Case-Studies

- 1.6 Case-studies allowed us to study detailed regional variations in the way the grant is distributed throughout Wales and included interviews with practitioners (Head teachers; EAL Lead Professionals and teachers; bilingual teaching assistants; Home School Liaison Officers and mainstream teaching staff); and grant beneficiaries (pupils and parents). The case studies are presented in Appendix A.
- 1.7 Face-to-face interviews were undertaken with pupils in some schools and observations of EAL classroom support in others<sup>3</sup>. The following LEAs were selected to give a representative sample across Wales:
- **North Wales:** Wrexham; Gwynedd.
  - **Mid Wales:** Powys.
  - **West Wales:** Carmarthenshire; Ceredigion.
  - **South and East Wales:** Cardiff; Swansea; Newport.

## The Context

- 1.8 *'The Learning Country: Vision into Action'*<sup>4</sup> summarised the Welsh Assembly Government's commitment to the promotion of equality of opportunity for all learners and to ensuring that, regardless of race, disability, social circumstances, ethnicity, age or gender, all learners have access to education and learning opportunities which address their individual needs. *'One Wales'*<sup>5</sup> reaffirmed the Welsh Assembly

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<sup>2</sup> In two of the cases, the local authority opted to be represented by the EMAS central service that provides all their EAL provision

<sup>3</sup> Whether EM pupils in receipt of EAL support are made aware of this or not varies according to school. Therefore we remained flexible with the methodology to allow for this.

<sup>4</sup> Welsh Assembly Government. (2006). *The Learning Country: Vision into Action*. (Cardiff: Welsh Assembly Government).

<sup>5</sup> Welsh Assembly Government. (2007). *One Wales: A progressive agenda for the government of Wales*. (Cardiff: Welsh Assembly Government).

Government's commitment to providing a first-class education for all children, whatever their social origins or wherever they live.

- 1.9 A least 100 languages are spoken in the homes of school children in Wales.<sup>6</sup> English as an additional language (EAL) summarises the framework used to support a child's acquisition of English language skills. A 5-stage model (see Appendix B) describes different levels of skills, against which progress can be measured and covers a broad spectrum from the child being entirely new to English through to full fluency in both social and academic language. Learning an additional language is not just a simple process of acquiring new linguistic knowledge and skills; it also has a cultural dimension.
- 1.10 A wide range of pupils in schools in Wales need support with their English language skills. Some will be new to English and even unfamiliar with the English alphabet; some may already speak, understand or be literate in more than one language. Others may have previously been taught English as a foreign language. Many languages may be spoken within one classroom, and for newly-arrived pupils from overseas, the standard of any previous learning - including language learning - may vary considerably, so EAL support must take into account key pupil variables such as:
- Age.
  - Previous experience of schooling and curriculum content.
  - Knowledge of other languages.
  - Levels of literacy in their first or other languages.
  - Parental attitudes towards, and experience of, education.
- 1.11 Current educational practice argues that EAL works best when pupils are not removed from the main curriculum, but when the EAL teaching complements their mainstream subjects and is made relevant to the curriculum<sup>7</sup> - requiring that all pupils are able to access the curriculum as soon and as effectively as possible, in parallel with gaining language skills. A key means of achieving this is through teaching assistants (TAs) fluent in the learners' home language who can translate, interpret and generally support pupils in their new school setting.
- 1.12 Previous studies have shown that, whilst schools report that many pupils from minority ethnic (ME) groups are well motivated and achieve well, not all schools systematically collect and analyse data on the performance of these pupils, despite it being a statutory duty<sup>8</sup>.

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<sup>6</sup> Based upon data supplied by schools interviewed during the course of the research.

<sup>7</sup> <http://wales.gov.uk/about/cabinet/cabinetstatements/2007/1358098/?lang=en>

<sup>8</sup> Estyn. (2009). *The Impact of Schools' Race Equality Policies*. (Cardiff: Estyn).

1.13 As a result, in the past data relating to the achievements of minority ethnic pupils in Wales has been scarce. For some time there was no national data available on the distribution and achievements of minority ethnic pupils across Wales. In 2002, the Welsh Assembly Government commissioned the English as an Additional Language Association of Wales (EALAW) to conduct a one-year study to identify what, if any achievement data was available.<sup>9</sup> Findings showed that:

- Minority ethnic pupils in Wales, taken together, had lower attainment at Key Stages 1-4 compared with national figures, by margins ranging from –6% to –21%
- The most significant factor impacting on the achievement of minority ethnic pupils for whom English is an additional language was their level of proficiency in English. As pupils' proficiency in English increases, pupils are expected to 'close the attainment gap'.
- Over time, the attainment gap is narrowed by girls but not boys
- There are wide variations in attainment between minority ethnic groups<sup>10</sup>.

1.14 The position is complex, however. A DfES research paper for England<sup>11</sup> made points which interviewees thought applied to Wales also: *“Controlling for prior attainment and other variables, most ethnic groups make more progress than White British pupils with similar characteristics and levels of prior attainment. However, White & Black Caribbean, Black Caribbean, Black Other, Pakistani, Gypsy/Roma and Traveller of Irish Heritage pupils make less progress at primary school than similar White British pupils; and Traveller of Irish Heritage, Gypsy/Roma and White & Black Caribbean pupils continue to make less progress at secondary school than similar White British pupils.”*

1.15 It should be noted that Welsh Assembly Government statistical bulletins on Academic Achievement by Pupil Characteristics now provide data relating to the relative performance of different ethnic groups. These show that for 2005-08, for example, 80.2% of pupils of Chinese heritage gained 5 or more GCSE passes at A\*-C compared with 56.2% of pupils of White British heritage and 40.8% of pupils of Black African heritage. What is not known, however, is the detail of these pupils' lives, including the point at which they entered the UK and their involvement (if any) with teaching supported by MEAG and its predecessors. Numbers of these pupils can be substantial: between 2006 and 2009, for example, the Numbers of Pupils from EU Accession States Newly Registering in Schools in Wales each September nearly doubled (from 1,471 to 2,679)<sup>12</sup>.

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<sup>9</sup> English as an Additional Language Association of Wales. (2003). *The Achievement of Ethnic Minority Pupils in Wales*. (Swansea: EALAW).

<sup>10</sup> *Ibid.*

<sup>11</sup> Department for Education and Skills. (2006). *Ethnicity and Education: The Evidence on Minority Ethnic Pupils aged 5–16*. (London: Department for Education and Skills).

<sup>12</sup> Source: Welsh Assembly Government.



### ***The Minority Ethnic Achievement Grant (MEAG)***

- 1.16 Grant programmes have supported minority ethnic achievement in education in Wales for some years. Until 2007 they comprised the Ethnic Minority Achievement Grant (EMAG) and the Asylum Seeker Grant (with a separate grant to support the education of Gypsy and Traveller children).
- 1.17 Over time, concerns mounted about the details of these arrangements and in 2007 the then Minister for Education, Lifelong Learning and Skills, approved a merger of the EMAG and Asylum Seeker Grant to create the new Minority Ethnic Achievement Grant (MEAG)<sup>13</sup> to:
- Support pupils from minority ethnic backgrounds who are learning English as an additional language and who may be underachieving; and
  - Improve standards of achievement for pupils from certain minority ethnic groups identified as being at risk of underachieving.
- 1.18 Under MEAG local authorities are able to apply for a grant for pupils up to the age of 19<sup>14</sup> - thus ending the disparity between EMAG, which was limited to children of compulsory school age, and the Asylum Seeker Grant, which included children aged 18. MEAG continues to recognise the needs of asylum seeker children for whom schools can provide transport, uniforms, school meals and other support, whilst also supporting their learning.
- 1.19 The decision to extend coverage via MEAG to eligible school pupils at Key Stage 5 meant that attention had to be given to supporting this older learner group. A particular consideration was how EAL support could be provided in a sixth form setting given the advanced level of study and the complexity of the academic language. The Ethnic Minority Language and Achievement Service (EMLAS) in Swansea conducted specific research into this which concluded that:
- More pupils from minority ethnic backgrounds (including EAL learners) go on to study post-16 at FE colleges rather than school sixth forms
  - Pupils assessed as 'advanced learners of EAL' at Key Stage 4 experienced difficulties with the increased linguistic and academic demands at post-16
  - Background pupil information on EAL acquisition and more widely (learning experiences; competencies; support received etc.) was not consistently passed on to post-16 learning settings
  - There was no access to interpreting or translating services for staff working in sixth form schools to develop effective home-school links

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<sup>13</sup> From 1<sup>st</sup> April 2007.

<sup>14</sup> Post-16, in local authority maintained schools with sixth forms.

- There was no specialist support – at least in Swansea – for ethnic minority pupils (including EAL) attending sixth form schools
- There was minimal knowledge and awareness of the issues surrounding assessment and achievement of pupils from minority ethnic backgrounds (including EAL) amongst sixth form staff in Swansea<sup>15</sup>.

### **MEAG: Funding Formula**

1.20 MEAG allocations are determined by the application of a funding formula which is weighted according to pupils' ages, and Key Stage and linguistic ability according to the '5-Stage Model of English as an Additional Language Acquisition' at Appendix B. The formula is designed to ensure that pupils in greatest need attract the most funding.

1.21 ...The detail of the funding formula is regularly reviewed. The current formula gives all local authorities 75% of the previous year's awards, with the remaining 25% allocated on the basis of the number of minority ethnic children in the local authority area, their Key Stages and levels of English language acquisition. It is the long-term intention that this data will be drawn by the Welsh Assembly Government directly from local authorities' Pupil Level Annual Schools' Census (PLASC) returns thus obviating the need for a separate application process.

1.22 MEAG has been approved at £9.6million for 2010-2011; match funding from local authorities and sometimes other sources, is available to varying levels (see case studies in Appendix A). Local authorities may use the funding for activities which support the purpose of the grant as set out at paragraph 1.10 of the Terms and Conditions. The vast majority of it is used to cover the cost of specialist EAL teachers and their support assistants as well as for providing teaching resources and training for mainstream teaching staff.

**Table 2: Minority Ethnic Achievement Funding 2006-2011**

<b>Year</b>	<b>Grant</b>	<b>Amount (£m)</b>
2006-2007	EMAG and Asylum Seeker Grant	5 and 2.4 respectively
2007-2008	MEAG and augmented by £500,000 for migrant workers	8.1
2008-2009	MEAG	9.1
2009-2010	MEAG	9.6
2010-2011	MEAG	9.6

<sup>15</sup> Martin, J.L. (April 2008) 'Providing For The Needs Of Pupils From Ethnic Minority Backgrounds Studying In Sixth Forms Within LEA Maintained Schools'. (Swansea: EMLAS).

- 1.23 Local authorities are also encouraged to consider using some of the grant for specific interventions which address the needs of minority ethnic pupils for whom English is not an additional language, e.g. learner groups who consistently underachieve.
- 1.24 The Grant is paid to the LEA in two instalments based on evidence of spend and progress for the periods: 1<sup>st</sup> April to 30<sup>th</sup> September, and 1<sup>st</sup> October to 31<sup>st</sup> March each year. The first claim must be accompanied by a brief report of progress during the period, demonstrating how far expenditure supported through the specific grant is effective in addressing need; a final end of year report is also required<sup>16</sup>.

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<sup>16</sup> Cited in example of letter from DCELLS to Directors of Education (2009)

## 2. Findings: Stakeholder Analysis

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2.1 We have summarised our findings in two ways. In this section we give the key points identified by the various groups of stakeholders from whom we gathered data - EMAS, Head teachers, teachers, pupils and parents. This is developed into a rather more detailed analysis in response to the individual objectives for the Review in Section 3. Both of these sections draw on the detailed case studies in Appendix A.

### 2.2 EMAS

- Believed the centralised funding model is the most effective and needs to be maintained while allowing for some flexibility for delegation of funding where appropriate
- Need greater levels of funding if they are to maintain current service levels and prevent erosion of EMA in the face of growing ME pupil numbers
- Would like to see:
  - The MEAG Terms and Conditions clarified and strengthened.
  - More consistency in terms of data collection and analysis and moderation at Assembly level.
  - Increased transparency of the funding formula, and criteria and weightings associated with this reviewed.
  - MEAG extended to include FE college provision and support for SEN pupils.
  - Three-yearly MEAG allocations to facilitate planning and resourcing EMAS, recruitment and retention.
  - An annual EAL conference to network and disseminate best practice.
  - A MEALEA expert seconded to Welsh Assembly on a rolling basis.

### 2.3 Head teachers

- Value the support that EMAS staff provide.
- Confirmed that the level of support given to ME pupils would not be possible without MEAG.
- Are divided between appreciating the benefits of a centralised service but also seeing how delegation to school level can be an effective model in certain circumstances, and in some cases wanting greater input into how funds are spent and EAL staff are managed.
- Highlighted how more funding is needed.

Would like to see funding:

- Brought into line with planning cycles such as the School Effectiveness Framework (SEF).
- Allocated on a three-yearly basis.

## 2.4 Teaching Staff<sup>17</sup>

Value:

- The fact that MEAG ensures support for EAL /ME pupils.
- The capacity-building model.
- The emphasis on in-class support – considered best practice.
- The well-trained, experienced team of teachers and bilingual teaching assistants.

Would like to see:

- Greater acknowledgment of their specialists skills.
- Compulsory EAL elements introduced into Initial Teacher Training (ITT) courses and Continual Professional Development (CPD) for mainstream teaching staff.
- Greater commitment to what happens on the ground.
- Longer-term funding to facilitate sustainable planning and reduce the uncertainties that EAL staff as a profession experience.
- Additional funding for large pupil increases mid-term.
- Development of a dedicated website to enable dissemination of good practice, promotion of their specialist skills across a larger audience and support for a 'materials/resource bank' for EAL teaching.
- An annual EAL conference to network and disseminate best practice.

## 2.5 Pupils

- Were very happy with the level of support they receive. Pupils reported having progressed in terms of language acquisition, achievement and integration into the school and wider community, and in terms of 'softer' skills such as increased self-confidence and levels of well-being.
- Whether or not pupils were aware of receiving EAL support appeared to depend to some extent on the model that the particular EMAS promoted and whether or not the pupils were 'isolated learners' or part of a large cohort of ME pupils within the school community. Where children had been aware of the service, they were very pleased with it; and felt very well supported and very fortunate.

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<sup>17</sup> Including EAL specialists, bilingual TAs and mainstream staff

## 2.6 **Parents**

- Parents were very satisfied with levels of EAL provision and grateful that such support exists. In many cases the parents themselves were gaining directly from the support that EAL specialists and bilingual TAs provided, with such staff representing a lifeline both in their dealing with the school/school activities (e.g. parent's evening etc.), and settling into the community / integrating into UK society.

2.7 Stakeholder views about MEAG are presented as a SWOT analysis summarised in Table below. For the most part, there was very little difference between views at policy and operational level.

**Table 3: MEAG SWOT Analysis**

Strengths of the Current Funding Model	Weaknesses of the Current Funding Model
<ul style="list-style-type: none"> <li>• It exists - ring-fenced and monitored.</li> <li>• Attempts to respond to needs.</li> <li>• In the main, not delegated to schools (but with some flexibility where appropriate).</li> <li>• Well trained, experienced team of Teachers and Bilingual Teaching Assistants.</li> <li>• Emphasis on in-class support – considered best practice.</li> <li>• Training of mainstream staff.</li> <li>• Positive feedback from parents / pupils.</li> <li>• Enables people in schools / LEA to make decisions specific to ME pupils with EAL.</li> <li>• Easy to see where money should go with current formula.</li> <li>• Employment of bilingual staff.</li> <li>• Opportunity for project(s)/special courses etc.</li> <li>• Advocacy for ME community.</li> <li>• Allows schools to buy resources specifically for ME pupils.</li> <li>• Monitoring of pupils' language skills.</li> </ul>	<ul style="list-style-type: none"> <li>• MEAG can be slow to react to increased need.</li> <li>• Sometimes seen by schools as non-inclusive - excluding non EAL pupils from support.</li> <li>• When additional funding has been given directly to schools it is not always spent correctly or audited.</li> <li>• Insufficient monitoring of how schools utilise Ethnic Minority Achievement Services (EMAS) staff.</li> <li>• Not linked to LEA strategies.</li> <li>• Temporary EAL teacher contracts due to annual funding.</li> <li>• Not able to retain / recruit experienced staff due to uncertainty of employment.</li> <li>• Unable to employ Monolingual Teaching Assistants rather than Bilingual Teaching Assistants.</li> <li>• Late announcement of grant – unable to plan.</li> <li>• No ITT provision.</li> <li>• Not enough acknowledgement of specialist staff.</li> <li>• Lack of commitment to what happens on ground and in classrooms because of uncertainty of grant.</li> <li>• Current language acquisition model not sufficiently moderated to ensure consistency of standards across schools or LEAs.</li> <li>• Lag between collection of data (i.e. financial year and academic).</li> </ul>

**Opportunities  
(How Can MEAG be Improved?)**

- Improve formula to target groups more accurately - all minority groups to be included.
- Strengthen the Terms and Conditions.
- Long-term funding to allow for sustainable planning.
- Commitment and endorsement to ITT programmes – compulsory EAL elements.
- Training for mainstream and specialist staff - compulsory element.
- Shorter time lag between submitting EM pupil numbers and allocation of funding so can respond more quickly.
- Better monitoring of how MEAG funding is used in schools.
- EMAS representation for future WAG Policies going to LEA's.
- 'Race Equality Amendment Act' to become central to all policies.
- MEAG to have a shared focus for all LEAs in Wales and greater work between LEAs.
- More control over LEA's use of the grant.
- Acknowledge the difference between EAL and achievement issues i.e. drivers and barriers to achievement are more complex than language acquisition alone.
- Extra funding available for large ME pupil increases mid-year.
- MEAG to be used to fund CRB checks for community volunteers to help in schools with storytelling / mentoring etc.
- Bring back LEA matched funding.
- Change formula – base funding on ME population figures or combination of that and language.
- Improve links between MEAG and strategic plans.
- Development of a dedicated website that could also act as a materials bank.

**Threats  
(What's on the Horizon that Could Impact on MEAG?)**

- Uncertainty of levels of funding e.g. 'public sector squeeze'.
- Possible change of Government.
- Long-term planning threatened.
- Sustainability of work in schools due to uncertainties.
- Delegation of money to schools threatens moderation, equality and provision for new arrivals - threat for teachers' expertise.
- Increased numbers of EU pupils.
- Changes in immigration legislation.
- Curriculum changes.
- Use of grant for Welsh 2nd language pupils joining Welsh-Medium schools.
- Funding for Special Schools / Units.
- Changes in assessment methods.





### 3. Findings: Research Questions

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#### Overview

- 3.1 In this Section we summarise our findings in relation to the questions posed for this review. We also give a number of more general points, identified during the review, which we think are worthy of note.
- 3.2 Overall, we gathered a rich and varied set of information about the effectiveness and impact of MEAG; the strengths and weaknesses of delivery models and the challenges that EMAS staff and schools are dealing with – for the most part very successfully – on a day-to-day basis.
- 3.3 The picture is often complex, however; many aspects of the position at a local level depend on local circumstances, needs and opportunities. For simplicity, EMAS is used as a generic term for Ethnic Minority Achievement Services throughout.

#### ***Objective (i): Reviewing the effectiveness and impact of the grant to date in order to validate its operation and size***

- 3.4 As already stated, MEAG seeks to:
- Support pupils from minority ethnic backgrounds who are learning English as an additional language and who may be underachieving; and
  - Improve standards of achievement from certain minority ethnic groups identified as being at risk of underachieving.
- 3.5 Levels of **support** have certainly increased. Without exception, EMAS and schools have confirmed that they would not be able to offer ME pupils the service that they currently do without MEAG.
- “Wales really did show the way to the rest of the UK...It was about £1,500 per head nearly three times what the English Government gave to authorities for the same purpose and it really paid dividends to finance a multi-agency approach to integration”.*
- 3.6 Other programmes (such as RAISE<sup>18</sup>) address the performance of ‘disadvantaged’ pupils generally, but our interviewees indicated that only MEAG *“acknowledges that*

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<sup>18</sup> RAISE (Raising Attainment and Individual Standards in Education) is a Welsh Assembly Government programme addressing the link between socio-economic disadvantage and pupils’ educational underachievement.

*minority ethnic achievement is something which needs addressing in Wales' schools...it's absolutely essential" and,*

*"It gives a core level of funding that the service knows it is getting and can actually plan for which will help them to assist not only supporting schools but continuous professional development of staff".*

- 3.7 Without MEAG, or if it were to be absorbed into the Single Revenue Support Grant (SMSG), there are fears that EAL expertise would be dissipated; and pupils would lose valuable contact with specialist EAL teachers and teaching assistants.

*"However, a careful balance needs to be found which maintains the specialist provision that Wales' ME pupils currently benefit from while spreading the message that ME pupil achievement is the responsibility of everyone."*

- 3.8 We consider the **impact** of MEAG in more detail in response to Objective 2, although – as we noted in Section 1 - there are a number of challenges due to data availability and quality.

- 3.9 Evidence about the appropriate size and scale of needs for MEAG varied across Wales. The case studies in Appendix A show how some areas have seen major influxes of migrant workers; while for others, changes have come because of refugees and asylum seekers, linked to central dispersal policies. For some authorities within Wales, e.g. Denbighshire and Conwy, EMAS report that ME pupil numbers have not risen significantly since the sudden influx experienced at the beginning of the 2007 academic year. However, for some of the larger EMAS e.g. Cardiff, Swansea, Newport, the number of ME pupils have, and are continuing to rise steadily,

*"EAL provision is a logistical nightmare – there are 1,112 EAL pupils in [school], with nine EAL teachers and eight Bilingual Teaching Assistants to meet the needs of our ME pupils - and not all of those staff work full-time".*

- 3.10 EMAS very much appreciate the fact that MEAG funding has, on the whole, increased year-on-year, *"The funding has increased whereas other funding streams aren't looking so healthy".* However, *"...even though it has increased it's not kept apace with inflation and pay rises for staff ... and pupil numbers have risen ... so in a sense you find yourself in a worse position than the previous year".*

- 3.11 Individual schools have faced resource problems: examples included a school having to supplement MEAG from other sources (e.g. SEN budgets) and in one school a mainstream teacher has been made redundant to release necessary funds to supply additional EAL staff.

- 3.12 Some differences between LEAs arise because of varied additional funding from local authorities over and above MEAG allocations. This may well be exacerbated by the recent bid for EU Convergence funding. The 15 eligible LEAs in Wales will benefit while the remaining seven LEAs will not, *“You’ll see the impact of that additional resource in the 15 LEAs, and the others will be the poor relations – and that includes areas with big needs like Cardiff, Newport and Wrexham”*.
- 3.13 At a more strategic level, several interviewees suggested that *“Although it’s supported many good results locally, MEAG hasn’t been integrated into WAG planning cycles, nor the SEF. Processes and delivery can be ‘bitty’. They should be more joined-up at DCELLS level”*.
- 3.14 These points readily linked to comments about the funding regime – although it does have to be said that there was little agreement on suitable alternatives. Funding is retrospective and therefore cannot allow for unforeseen circumstances such as sudden large increases in ME pupil numbers. Resources to meet immediate needs have to be redirected from other budgets. While arguably the funding would be reimbursed via the following year’s MEAG allocation this assumes that pupil numbers have remained the same. Mobility between schools can mean that schools have to fund pupils who will not be there to be included in pupil counts the following year.
- 3.15 Yet if funding were more flexible and responsive to changed ME pupil numbers, it would also fluctuate more and this would exacerbate challenges for planning and developing the service, investment, and retaining experienced staff – *“It’s difficult to maintain quality of service when an annual amount is not guaranteed”; “...It’s boom and bust... impossible to plan services on that kind of basis. Recruiting staff then ending contracts is no good – there needs to be some stability and security”*.
- “...You start creating community links, only to have to hold them back because it may not continue the following year – it’s letting down children, young people and families and creating insecurities”*.
- 3.16 EAL specialists expressed concerns about the distribution of MEAG amongst Learner Groups, particularly what was seen as *“a disproportionate focus on younger pupils with the lowest level of language acquisition, at the expense of older pupils. The older pupils may need more mentoring opportunities as opposed to language teaching but the need in terms of the differences between achieving or not is very real, Now the focus is far lower down the school on the younger pupils and there is not sufficient man-power to go out and mentor pupils”*, and *“The Grant needs to look at young people who have the potential to achieve but their language is holding them back”*.
- 3.17 For some, the issue of impact has a spatial aspect. *“Are we talking about school or local authority or wider areas? Which ever it is, it needs to be consistent.”* Impact at a

LEA or consortium level<sup>19</sup> may have a focus on community relations, engagement and inclusion. A focus on schools brings links to the wider school improvement agenda: not just the provision of specialist support for minority groups but part of differentiated education provision like providing class work that meets the needs of all pupils.

- 3.18 Overall, therefore, the main elements of MEAG's size and operations were generally validated: a case for even more resources can, of course, be made and there are a range of detailed changes to consider – but some challenges seem inherently difficult to resolve given, in particular, the problems in predicting ME pupils' distribution across Wales.

***Objective (ii): Assessing the extent to which the grant is impacting on schools and local authorities in terms of supporting needs and improving achievement of minority ethnic pupils***

- 3.19 Before considering impacts on schools and local authorities specifically it is important to recognised two sets of choices which have to be made about local MEAG delivery. The first is the extent to which decisions about the use of the grant will be retained at LEA level or delegated to schools. The second is the extent to which schools will seek to achieve 'all-school' or 'specialist' ways of meeting ME pupils' needs.
- 3.20 Currently, most LEAs use MEAG to support a central EMAS, and the majority of schools included in this Review confirmed that the service offered by EMAS is "invaluable" to them in and outside the classroom.
- 3.21 However, some LEAs delegate the funding, in whole or in part, to the level of individual schools. Local decision making can encourage better 'ownership' of actions and better targeting to particular needs, but may also raise issues around whether support can be provided effectively without a central core service; and schools' accountability for spend.
- 3.22 In a 2003<sup>20</sup> study, many head teachers were content with local authority based administration and management of EMAG services (i.e. pre-amalgamation with Asylum Seeker's Grant). It was felt that central management and allocation of resources worked well when there was close cooperation, frequent contact and effective partnership working with schools.
- 3.23 However, head teachers argued that they were not always able to influence the allocation of resources. Conversely, managers of central services felt that they were not always able to influence the teaching approaches adopted by schools and ensure

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<sup>19</sup> e.g. SE Wales Consortium; Central South; SWAMWAC and North Wales Authorities

<sup>20</sup> Estyn. (2003). *Survey Report: Ethnic Minority Achievement Grant (EMAG) Effective Use of Resources*. (Cardiff: Estyn)

funds were used for the purposes they were intended and EAL best practice was adhered to.

- 3.24 No decision to follow one model rather than another has been taken in Wales, although in 2003 England chose to follow the delegated model. No formal research has been undertaken into the impact of this decision on ME achievement levels, but a number of our interviewees suggested that this move may have had negative consequences for the EAL profession with loss of expertise; reduced flexibility of service; and erosion of economies of scale.
- 3.25 In terms of a ‘whole school’ approach, mainstream teachers are increasingly requiring a new skills-base to teach minority ethnic pupils. This can give an important role for EAL specialist staff to capacity-build within schools. EAL specialists interviewed for this Review believe this is an area with enormous potential for development.
- 3.26 However, a recent report highlighted how in many schools and local authorities, specialist support staff are viewed as external to the school and are only used to support EAL pupils and ‘...*not to train teachers in EAL methodology*’.<sup>21</sup>
- 3.27 Factors such as staff commitments and late placing of EAL staff within schools (due to the lateness of MEAG allocations) can hinder effective teaching practices. A Lead Practitioner based at a large city comprehensive highlighted how 30 hours a week were spent teaching ME pupils curriculum subjects, leaving no time for liaising with mainstream staff about individual pupil needs, let alone delivering training in EAL techniques.
- 3.28 One EMAS manager pointed out: *“In June when schools are timetabling we can’t fit staff in, so that prevents effective liaison with mainstream and EAL staff, leading to conflict and forced reactivity when the term starts in September”*.
- 3.29 At another school, we were told that ME teaching strategies are largely overlooked within the current (teacher training) curriculum.<sup>22</sup> *“We are having to put pupils into mainstream classes earlier due to lack of resources – teacher training is needed – specifically, how to manage with newcomers in the class”*.
- 3.30 Most interviewees gave an overall positive picture of the results being achieved by MEAG, but as a result of the kinds of issues described above, its impacts on school-level practice can be impaired.

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<sup>21</sup> Estyn. (2009). *Local authority support for the education of children of migrant workers*. (Cardiff: Estyn).

<sup>22</sup> e.g. during a typical 12-month duration PGCE, 2 hours of that course is devoted to the topic of teaching minority ethnic pupils.

## *Pupil Outcomes*

- 3.31 In terms of outcomes for the pupils that MEAG targets, several interviewees described the success of MEAG as “*variable.*” In cities like Cardiff, Swansea and Newport, for example, EMAS could point to data showing they were closing the attainment gap between EAL and mainstream pupils at an individual level. MEAG has reportedly had “*a big influence.*”
- 3.32 However, in local authorities with fewer ME pupils, and/or geographically more dispersed, this seems to be more difficult to demonstrate. Perhaps due to systems and procedures for assessment and monitoring of ME pupil attainment not being seen as quite as high a priority – although evidence of success was often available: “*From a primary with a smaller number of EAL children we’ve noticed that we’ve been able to target assistance for certain pupils where there has been a high level of need and that has been very successful.*”
- 3.33 Where pupil outcome measures are taken to be broader than language or achievement-related (e.g. wellbeing measures), positive pupil outcomes can be found. Pupils interviewed for the Review gave examples of how MEAG support has enabled them to feel more integrated into school life and participate fully; pupils reported feeling less isolated through the support they had been given – particularly in areas where ME pupil numbers were very small and widely dispersed. Examples ranged from being able to make friends more easily; feeling happier; looking forward to coming to school; to practical instances where pupils have been able to function in society e.g. asking for items in a shop “*and the shop man understands me*”, and giving directions to a passer-by.
- 3.34 Pupil wellbeing will be one of the Estyn outcome measures within their Common Inspection Framework (CIF) from September 2010 onwards. Outcome measures will include:
- Attitudes to keeping healthy and safe.
  - Participation and enjoyment in learning.
  - Community involvement and decision-making.
  - Social and life skills<sup>23</sup>.
- 3.35 Not all ME pupils are aware that they are receiving support above and beyond the norm. Some EMAS are concerned that pupils receiving additional support must not be ‘stigmatised.’ However, in some of the schools visited, ME pupils were fully aware that they received additional support and, in one school; were very grateful for “*The Polish community being made to feel very welcome and valued members of the school and wider community.*”

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<sup>23</sup> ‘Common Inspection Framework from September 2010’ (Estyn)

3.36 Many schools also have effective processes to support the parents of ME pupils, which they believe has a positive impact on pupils. Activities included:

- During functions such as parent's evenings offering bilingual teaching assistant support, ensuring parents can make their own comments and understand what their children are doing in schools and how they are progressing.
- Bi-lingual TAs making themselves available in the school playground on a daily basis to answer queries or deal with concerns.
- Help with practical issues such as completing forms.
- In some cases, providing outreach to parents in the community – quite literally, knocking on doors, to ensure that parents are aware of school events and trips etc.

3.37 However, it was pointed out that there are many additional factors outside of the influence of EMAS or schools that can either drive or restrict levels of achievement amongst minority ethnic pupils including:

- Levels of mobility (e.g. there were reportedly 3,000 movements in Cardiff between schools during the course of one academic year).
- Attendance levels.
- Culture (e.g. it is not unusual for 13 year old Roma girls to be expected to care for siblings or marry).
- Previous education – if any.
- Age the pupils enter the schools system.
- Parental background.
- Whether literate in their home language or not.
- Poverty/social deprivation.
- Expectations – of self and others (parents; teaching staff; peers).

#### *Shortage of EAL Staff*

3.38 Shortages of specialist staff lead to severe concerns within schools and the wider community. Examples were highlighted where EAL staff have been redeployed to alternative schools halfway through a school-term because a higher priority need was identified elsewhere; this was irrespective of the fact that the member of staff was still needed in the original school. While on one level, this may be the most effective use of limited resources, knock-on effects can include:

- Disruption and loss (e.g. of pupils, colleagues; time and effort invested in pupils/plans of work etc.) for the EAL staff.
- Disruption to the school through lack of consistency of staff.
- Pupils/parents lose a trusted/relied on contact/link with the school.
- Mainstream staff loses their classroom support.



- 3.39 Recruitment procedures in some areas can exacerbate staff shortages. For example, the requirement to advertise vacancies externally can mean a three-month delay between identifying a recruitment need and filling the post: *“We have just had 3 Somali TAs resign in the first three weeks of term – we have the ideal BTA for a school that needs one now, but we won’t be able to fill the post until early January”*.
- 3.40 In summary, therefore, although the data was not available for us to assess impacts on pupils’ English language proficiency rigorously, there were many indicators of positive impacts on pupils and schools. Schools are able to support ME pupils with targeted solutions and are increasingly building capacity amongst ‘mainstream’ teachers. Parents and pupils described many positive impacts in both educational and out-of-school terms. However, constraints such as late grant decisions and implications for, in particular, staff recruitment do need to be recognised.

***Objective (iii): Considering models of service delivery across the UK, including the grant regime in England, to establish if good practice exists that could be assimilated into the Welsh model***

#### *The Position in England*

- 3.41 The Ethnic Minority Achievement Grant (EMAG) began life in April 1999 as a Department for Education and Employment (DfEE) sponsored programme which replaced the former Home Office ‘Section 11’ scheme, dating from 1966 and the arrival of large numbers of immigrants from the new Commonwealth. The introduction of EMAG represented a conscious shift in policy focus from Section 11, which was primarily directed at language support, to the wider aim of raising standards of achievement for those minority ethnic groups who were particularly at risk of under-achieving.
- 3.42 Following the Aiming High consultation in 2003 Ministers agreed to reallocate EMAG according to a needs-based formula<sup>24</sup> which was felt to better reflect the relative proportion of pupil numbers and need between individual authorities, based on the

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<sup>24</sup> The formula:  $(no. of EAL pupils + no. of underachieving non-EAL pupils) \times (FSM \%)^{0.75}$ . The free school meal (FSM) % was given a weighting of 75% in the formula but instead of multiplying the FSM figure by 0.75 (which would have had no effect as it would have cancelled out over all LEAs) DfEE used the FSM % to the power of 0.75. This meant that if two LEAs had the same number of pupils but one had double the FSM % of the other, the one with double FSM % received more funding than the other, but less than twice as much.

numbers of minority ethnic pupils from underachieving national groups and numbers of pupils whose first language was other than English.<sup>25</sup>

- 3.43 It was decided to delegate the grant to schools, who were considered best placed to determine exactly what they needed to support their pupils (e.g. employment of bilingual training assistants (BTAs); whole-school training; buying materials or central support services).
- 3.44 Originally, EMAG allocations had assumed that LEAs would match the funding provided by the Department for Education and Skills (DfES)<sup>26</sup>, so the formula assumed that twice the DfES grant would be spent on EMAG, but in the event this assumption has not been valid.
- 3.45 EMAG funding allocations are arranged for three years<sup>27</sup> but the Exceptional Circumstances Grant<sup>28</sup> allows for extra resources to be made available in instances where there are sudden influxes of EAL pupils. This grant - paid in arrears - takes effect when there is a rise above a trigger point calculated from the net increase in ME pupil numbers between the January and the September School Census.
- 3.46 EMAG will cease in its present form at the end of March 2011. The Department for Education (DfE)<sup>29</sup> will be undertaking a funding review consultation as part of this process.

#### *Delegation to School Level*

- 3.47 No research has been undertaken to evaluate the impact of devolving funds to school level on ME achievement. The majority of EMA services have amalgamated with wider school improvement services, and while attainment gaps between ME and mainstream pupils have reportedly narrowed it is not possible to attribute this to EMAG alone.
- 3.48 LEAs can retain up to 15% of the EMA grant allocation to maintain/support a central service. But, in the opinion of many EAL professionals interviewed for this Review, delegation of funds has meant a loss of EAL expertise. *“England are now trying to recruit people back into teams and finding they won’t return because it is short-term employment ... a whole layer of expertise has all but disappeared.”*

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<sup>25</sup> Pupils who were both from an underachieving minority group and had a first language other than English, were only counted once. There was also a weighting for free school meals.

<sup>26</sup> Formerly the DfEE.

<sup>27</sup> Adjustments to the allocation are made if an academy opens in the interim. If so, the costs of funding this are deducted from the LEA’s budget.

<sup>28</sup> <http://www.teachernet.gov.uk/docbank/index.cfm?id=13741>

<sup>29</sup> Formerly the DfES.

3.49 However, some within England would argue that delegation to school level can be effective if “*distributed sensibly*” e.g. LEAs discuss with their schools forum how best to distribute EMAG by looking at school ME numbers and achievement data and distributing the grant on a needs-led/spatially-targeted basis. The less effective model is thought to be where LEAs simply distribute the grant equally between schools.

3.50 Other ways that the grant regime differs in England from that of Wales include:

- A twice-yearly school census of pupils takes place in England.<sup>30</sup> While this improves estimates of pupil numbers, there are issues of resourcing and this is not something which, on the whole, EMAS or schools in Wales feel would be feasible.
- The three-year funding arrangements (with adjustments for exceptional circumstances) would be attractive to most practitioners in Wales.
- In England, where there are certain sizes of pupil cohorts, LEAs set attainment targets for their schools for 18 months ahead based on a combination of past attainment and projections for ME pupils. This would be attractive to some EAL specialists in Wales to ensure that EAL and MEAG are utilised effectively, “*Other initiatives are focused, and have targets that have to be met. Where are the MEAG targets?*” and “*MEAG does need to be tied into what happens to change people’s lives. How do you then measure those outcomes?*”

***Objective (iv): Reviewing the effectiveness of current data collection arrangements in terms of how these are used as performance indicators for the grant***

3.51 Various methods used to collate and monitor ME pupil data were identified in the current Review including locally developed/devised data collection tools used in conjunction with Pupil Level Annual School Census (PLASC) - the statutory collection of school information and pupil details, characteristics and curriculum<sup>31</sup> and examples such as use of registers and pupil development plans (PDPs) to record ME progress and distance travelled.

3.52 There were however, mixed views about the efficacy of the annual data collection arrangements; for some EMAS they reportedly work well although schools need ‘gentle reminders’ to get their returns in on time, “*An annual count starts in October and we spend January and February chasing this up*”, and “*It’s very effective. We have to nag of course ... and it can be tricky – on one occasion we had 2,500 pupils with missing ethnic codes*”.

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<sup>30</sup> Attainment data is only collected once a year and published via the Department's Statistical First Release for Key Stages 2 and 4

<sup>31</sup> The main collection takes place in January, from nursery, primary, secondary and special schools

- 3.53 Research in England<sup>32</sup> identified that the highest performing primaries in terms of raising the attainment of ME pupils could easily demonstrate that the range of approaches they employed was effective. A major feature of these schools was the quality of their monitoring procedures. Not only were they careful to establish the progress of ME pupils at individual and group level, but also to monitor the impact of any initiatives they set-up. School self-evaluation procedures were also strong inviting feedback from staff, pupils and parents on their policies and practice.

#### **Case-study Example: Data Collection**

In one of the most populous areas, pupil language acquisition is tracked at school and individual level. Run during the second week of October, pupils have their Category of English assessed (using the WAG 5-Stage Model of Language Acquisition). Assessments are entered on each school's School Information Management System (SIMS).<sup>33</sup>

First language and ethnic origin are checked and corrected if necessary. The report is then run again at the end of November and emailed to EMAS for moderation which takes place between the end of November and the first week of January in preparation for PLASC returns in mid-January.<sup>34</sup>

EMAS send detailed guidance and instructions to the schools to facilitate accurate assessment and recording of pupil details. Guidance notes and diagrams are also provided for downloading, importing and running the Needs Assessment Survey.

- 3.54 Certainly, in some of the larger authorities included in the Review, local data collection tools used in conjunction with PLASC are reportedly "*data rich*". They have the systems and resources to collate and analyse data to produce achievement data and a range of informative reports according to need. In one case, the intranet is used by EMAS to put their own pupil data onto the system for schools to access and use/check the accuracy of their own returns. This reportedly leads to a constructive level of dialogue between EMAS and the schools aiding both school understanding and improving accuracy and consistency of data across the authority. For some EMAS however, data collection poses significant problems, particularly with regard to use of PLASC.

<sup>32</sup> 'Managing the EMAG: Good Practice in Primary Schools' (2004). HMI 2072

<sup>33</sup> Software that collates pupil level data <http://www.capita-co.uk/Services/Schools/Pages/default.aspx>

<sup>34</sup> Letter to Headteachers 'Needs Assessment Survey 2010' sent October '09

### *Pupil Level Annual School Census (PLASC)*

- 3.55 As previously highlighted, it is the long term intention that the data local authorities currently provide with their MEAG applications will be drawn by the Welsh Assembly Government directly from local authorities' PLASC returns, so avoiding the need for a separate application process.
- 3.56 At present, the MEAG application process requires local authorities to submit three data sets: numbers of asylum seeker pupils; numbers of minority ethnic pupils learning EAL and numbers of minority ethnic pupils who are not and never have been EAL learners. For each set the Assembly Government requires numbers of children and their Key Stages and, for the first two data sets, the pupils' levels of language acquisition.
- 3.57 When EAL was introduced into PLASC as an optional item in 2009, teething problems were reportedly experienced.<sup>35</sup> certain schools, for example, had completed the EAL field for all their minority ethnic pupils, including those pupils not in receipt of EMAS support due to fluency. Other schools had apparently completed the field for all pupils – including the white majority – entering fluent for all. It was assumed that the latter error was due to schools always having been discouraged from leaving blank fields.
- 3.58 For some EMA services, PLASC data is not believed to be a reliable way of identifying pupils in need of support and therefore should not be a method for determining MEAG funding levels in the future. They believe the only effective way to collect data is through an annual local survey involving language(s) spoken at home and stage of EAL. Reasons for concerns include:
- Parents and pupils often confuse nationality and national identity with ethnic background, meaning pupil data is not always accurate.
  - Cultural norms can also hinder processes e.g. reluctance in some cultures to provide data *per se* or stigma associated with, for example, SEN assessments, meaning some pupils may not receive the support they need and are entitled to.
  - Even if data on ethnicity is known to be inaccurate school staff are unable to alter the data, *“Once a parent has entered ethnicity even if you know it to be incorrect, you cannot challenge this”*.
  - Pupils age 12 and above are responsible for determining their own ethnic background which has lead to further inconsistencies in the ethnicity data collected via PLASC annually. For example, two children who were born to the same parents regarded themselves as having different ethnic backgrounds.
  - Due to errors, *“We [schools] also make mistakes - in the past, we were told not to leave blank fields – it’s a training/awareness issue”*.

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<sup>35</sup> MEALEA minutes (5<sup>th</sup> March, 2009)

- 3.59 Certainly schools have reported that they find that the task of completing the data returns onerous, in addition to core duties. Therefore, while additional data collection points would facilitate more accurate pupil data (e.g. new arrivals, 'churn' factor), and some head teachers think there should be "*at least termly returns*" which might also register factors such as behavioural and cultural issues, on the whole this is not believed feasible.
- 3.60 Differences between the software schools use can cause problems for EMAS e.g. one authority mentioned that they are unable to support schools using Serco software,<sup>36</sup> although they provide these schools with the layout for an Excel spreadsheet illustrating the format they need in order to submit their data.
- 3.61 There are also concerns that some of the data collection software is not as user-friendly as it could be e.g. at PLASC level, A-E language acquisition descriptors include, A = 'New to English'; B = 'Developing Competency' etc. However within the School Information Management System (SIMS)<sup>37</sup> there is a field for EAL stages but they are arranged in alphabetical order and therefore do not follow the Welsh Assembly language acquisition stages A - E making populating data fields potentially problematic. "*It is very confusing for school staff to enter correctly and leads to errors*". EAL specialists have stated that they would like to be consulted at an earlier stage – ideally during development – to ensure that issues like this can be ironed out prior to implementation.
- 3.62 Most schools utilise and regularly review some form of Pupil Development Plan (PDP) or individual action plan to record pupil development and distance travelled – not just in terms of language acquisition but wider progress in all curriculum subjects.

#### **Case-study Example: Use of Register**

One of the schools included in the Review used a register to record qualitative comments on progress or particular difficulties a pupil may be experiencing. This register was regularly completed by and passed between the EAL and mainstream teachers for comment. Regardless of whether staff had the time to liaise, the register provided a simple and effective way to ensure that all staff remained fully informed about their pupils' academic progress and wellbeing.

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<sup>36</sup> A range of software and services to the education sector <http://www.sercolearning.com/about-us>

<sup>37</sup> Software that collates pupil level data <http://www.capita-cs.co.uk/Services/Schools/Pages/default.aspx>

## Language Assessment and Moderation

3.63 EAL staff undertake pupil language assessments or staff within schools are trained by EAL Lead Professionals to assess levels - in many cases EMAS also moderate the assessment. However, there are still concerns about consistency across schools within an LEA and across LEAs, “*Judgements on the language acquisition levels are often left to individual decisions, even things like is this child ME or not are sometimes misjudged*”, and

*“...in many local authorities, the systems in place to moderate language acquisition levels are limited. This means that these local authorities are not certain of the accuracy of the language acquisition levels of all EAL learners”.*<sup>38</sup>

3.64 Some EAL specialists therefore believe there is a need to evaluate the efficacy of the 5-Stage Model as the main assessment tool for the acquisition of language:

*“We need to have a system in place that is much more robustly and rigorously monitored. Should we be looking at this EAL model at all? How should we assess pupil progress? Should we be considering a funding model that is based purely on ME numbers as a percentage of total school population?”*

3.65 Many EAL specialists would like to see a common initial assessment pack for all ME service across Wales. Currently, a range of assessments – not limited to language - are employed by schools, meaning that comparing data is nigh-on impossible. A sample of assessments used by schools identified for this Review included:

- CAT tests - numerical, non-verbal and verbal reasoning tests which provide indicators of future results in national tests for pupils aged 7– 17+. CAT is administered by teachers and Special Educational Needs Coordinators (SENCOs).<sup>39</sup>
- NFER maths programme.
- York Reading Stages.
- Young’s spelling test.
- Pupil Attitude to Self and School (PASS).
- Performance and Assessment Data Analysis (PANDA).

3.66 In research focusing on high performing primaries in England<sup>40</sup>, a strong feature of the assessment procedures for bilingual pupils was the integration of EMA and whole-school systems. The majority of schools were using the Qualifications and Curriculum Authority (QCA) Language in Common scales to map achievement onto

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<sup>38</sup> Op.cit. 19

<sup>39</sup> <http://www.gl-assessment.co.uk/education/resources/cat3/cat3.asp>

<sup>40</sup> ‘Managing the EMAG: Good Practice in Primary Schools’ (2004). HMI 2072

the National Curriculum. This ensured that the progress of all pupils was tracked on a common scale and facilitated joint-working between EMA and school assessment coordinators. It also facilitated the process of target-setting at whole school level and by ethnic group.

3.67 Arguably, this is supported in Wales by the Assembly Government's 5-Stage Model; however the additional battery of tests used by individual schools may well make the picture more complex – perhaps without much in the way of follow-up action: *“We monitor A-E acquisition levels each summer; we collect CAT test results; we use Young’s spelling tests; we look at WAG levels etc. but in all honesty, while we collect lots of data we just don’t have the capacity to analyse it all”.*

3.68 A range of stakeholders suggested actions for DCELLS:

- If the Assembly wants to look at increasing achievement in vulnerable groups they need to start collating data. Two of the largest authorities interviewed reported that their data is very outcomes/achievement-focused at an individual pupil level which they would gladly make available to the Assembly on request.
- There was general agreement that the data currently requested by the Assembly is very “soft” with comments suggesting that the Assembly is “kind” in terms of the data it asks for, *“We’ve got very weak data ourselves because we aren’t asked to collect better data. It’s as if WAG isn’t particularly concerned how it is working and whether the grant is being used effectively”.*
- Stakeholders would like more consistency across the way achievement data is collated, presented and moderated, *“Are other authorities collecting the same data as us? Who’s undertaking the overall moderation?”*
- EMAS and other stakeholders (EAL staff; wider LEA staff) would like auditing of MEAG spend *“tightened up considerably”.*

***Objective (v): Assessing the current funding methodology and make suggestions for improvement including weighting and any other factors***

3.69 As already highlighted there are two main models for distributing MEAG: centralised through the LEA, which the majority of local authorities operate; and delegated to the level of the school. Both models have their strengths and weaknesses, (summarised in Tables 3 and 4 below), some of which we expand on below.<sup>41</sup>

3.70 Generally, most key stakeholders believe that centralised funding is very much a strength, and should be how MEAG is distributed throughout Wales. Reasons for this include:

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<sup>41</sup> See Appendix D for full details



- **Ability to respond to changing circumstances:** Where there are sudden changes in EM pupil numbers, the authority can react appropriately, *“We can move staff around and respond to needs at short-notice”*.

Schools included in the current Review had experienced children of migrant workers arriving at the school without notice, (18 children in one case and 30 in another) all needing intensive EAL support. It is difficult to put in place effective, early support when schools receive very little - if any - personal information on the learners, previous attainment indications etc.

- **Development of expertise:** The potential for the concentration and build-up of expertise of EAL staff benefits the overall quality of the EAL service, e.g. teachers employed by a centralised service have contact with colleagues who are undertaking similar work; they have the opportunity for professional debate about the way they work and the assessments being used etc. It is argued that without this, *“What you would have is a number of disparate individuals working in schools that are never actually brought together and trained and developed”*.
- **Modelling, promoting and disseminating good practice:** It is argued that capacity-building with mainstream staff can most effectively be achieved through a centralised service. So, for example, overall school capabilities may be raised more effectively through the skilled support of an EAL teacher for half a day per week rather than a teacher employed directly by the school full-time, working in isolation. *“When delegated to schools ...what tends to happen is that staff are recruited to work very much alongside the children. The whole issue is often seen as a pupil deficit that has to be ‘fixed’... In those situations what is happening is a cultural dependency is being built up within a school”*.
- **Economies of scale:** If the money is held centrally there is a greater potential to employ a range of professionals and cover language specialisms that can be deployed as and when needed, *“...for small schools it [their MEAG allocation] might be such a small amount of money, what can they do with that compared with the bank of expertise offered by a centralised service?”*.

3.71 A small minority of LEAs and schools however, would like the Grant to be delegated. Reasons for this include:

- **Geographical considerations:** To have LEA staff regularly travelling 100 miles to meet an often minimal requirement is just not practical. Many isolated primary schools only have one or two EAL pupils – delegated funding allows these schools to plan the limited extra support required, *“In rural Wales we need to use MEAG in certain ways. It’s important to target, but MEAG has to be autonomous in some circumstances”*, and,

*“They had three ME pupils in 2006 and have now 60 – it was a rapid challenge for them. We decided to give them £20,000 per year. They actually employ a support teacher for their ME pupils who works in close relationship with our teachers”.*

- **Ability to provide a more efficient and effective EAL service:** By being directly responsible for recruiting and directing their own EAL staff and resources in line with financial management; and the principle that schools are best placed to identify and manage the best way of meeting those needs locally,

*“It is very difficult for people in LEAs to manage hundreds of staff on a day-to-day basis who are scattered around the city in different schools...it’s about a daily relationship, a weekly relationship between staff and you and is a major weakness of the current model”, and,*

*“In a large county, requirements can vary widely depending on location – what works with one community might not work with another 50 miles away and schools can get to know the local context better than the LEA.”*

- **Consistency for pupils and parents:** *“Because support teachers are based at schools, the children always know where to go, support teachers offer drop-in service so it is flexible and most comfortable for the pupils. Schools take ownership of the pupils’ attainment and build strong capacity. Support staff are also always available for families, so parents have the comfort of being able to talk to the people who really know their children”.*
- **Ownership:** Schools take full responsibility for the achievement of their pupils – it is not seen as ‘somebody else’s problem’.
- **Sharing of best practice:** An example given in this Review was the staging of forums run for school-based staff from throughout the county to allow the sharing of expertise.

3.72 It was recognised by most stakeholders that what may work in one location or educational setting may not in another. Similarly, others made the point that what really matters is the size of the grant: *“If there isn’t really enough to go round, it doesn’t matter who holds the chequebook.”*

3.73 Some interviewees suggested that rather than complete delegation of funds, a combination of core funding retained centrally could be feasible, with other sums of money delegated out to schools,

*“Schools know their needs best, so they should be given some money but there are many things that the LEA does best because of the wider picture it has got, because it can complement what schools do where some infrastructure is needed”.*

- 3.74 However, if this were to happen, EMAS would like to see systems implemented to monitor MEAG use - and a number of stakeholders would like to see the terms and conditions for the its use clarified and strengthened, with measures introduced to audit MEAG spend,

*“The terms and conditions around the use of the grant ...are weak and confusing – they really need beefing up ...it’s all a little bit vague.” “MEAG was never meant to go to schools; we need policy leads in WAG to challenge poor models” and “... if given the money, schools will not spend it on EAL pupils but use it to supplement their own budgets”.*

**Table 4: Strengths and Weaknesses of the Centralised Funding Model**

<b>Strengths:</b>	<b>Weaknesses:</b>
<ul style="list-style-type: none"> <li>• Expertise of EAL staff, continuity and staff training.</li> <li>• Raises standards.</li> <li>• Builds capacity within LEA and in schools.</li> <li>• Enables support of the wider school community.</li> <li>• More flexible and better able to meet the wide range of languages required.</li> <li>• LEA has greater capacity to drive change than schools; help change school ethos.</li> <li>• LEA in better position than schools to provide an overview and make the links e.g. networking events such as MEALEA/sharing ideas.</li> <li>• Able to tap effectively into other LA services i.e. offer better co-ordination.</li> <li>• Has a positive impact on achievement and well-being of pupils from minority ethnic groups.</li> <li>• Meeting needs of asylum seekers, e.g. free meals.</li> <li>• Gives teachers support when they would not have had it without MEAG.</li> <li>• Enables the start of capacity-building in schools.</li> <li>• Allows development of specialisms in local area.</li> <li>• Geographical flexibility e.g. able to provide help across large areas, accordingly to needs, both in terms of quantity and quality.</li> <li>• Staff's experience in dealing with issues of multiculturalism.</li> <li>• The money for raising achievement is ring-fenced.</li> <li>• Centralisation allows for better grasp of local data e.g. teachers go to schools and check the numbers on a regular (2 weekly – monthly) basis.</li> <li>• More efficient and effective use of available resources.</li> <li>• Opportunity for getting good and consistent data sets for monitoring purposes: there are tools to trace particular segments of service users and monitor their patterns of achievement.</li> <li>• Clear service achievement targets can be developed and monitored.</li> </ul>	<ul style="list-style-type: none"> <li>• It may not work everywhere (e.g. in places where the schools receiving support are geographically dispersed).</li> <li>• It would not work well in authorities with very small MEAG budgets.</li> </ul>

**Table 5: Strengths and Weaknesses of the Delegated Funding Model**

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• Appropriate for regions that receive limited MEAG funds due to dispersed and low BME population.</li> <li>• Use mentor schools to spread good practice.</li> <li>• Allows schools to build capacity.</li> <li>• Reactive to changes in the local population.</li> <li>• The model works very well as it is in the authorities where it is in operation.</li> <li>• Money can support wider community through empowering schools.</li> <li>• Schools take full responsibility for their EAL/ME pupils.</li> </ul>	<ul style="list-style-type: none"> <li>• It is reactive rather than proactive.</li> <li>• There is no room/no means for strategic overview over the policy/approach, it is more difficult to monitor and manage.</li> <li>• It is more difficult to spread good practice across an LEA.</li> <li>• It may be less effective: if the money is given straight to the school there may be less drive to raise standards.</li> <li>• The funding may be even less predictable than in the case of the centralised model: schools may not be getting the best people because they would prefer more stability in their employment arrangements.</li> <li>• It can produce weaker monitoring data and thus the LEAs would simply not know what is happening.</li> <li>• Schools may not always monitor effectively if they have low pupil numbers.</li> </ul>

### *Transparency of the Funding Formula*

- 3.75 Generally, LEAs/EMAS and schools are unaware of the MEAG funding formula and how allocations are calculated and distributed nationally, *“I have read the rules, but I’m not sure if I understand how it operates”, “I know what they take into consideration but I don’t know how much weighting these things have”, and*
- “I would like to know how the money had been allocated for my secondary school ... they give you the figures but they don’t give you a breakdown or explanation”.*
- 3.76 For some interviewees, ensuring the MEAG funding formula is transparent is the key to moving forward in terms of targeting specific ME pupils, *“Simplification is what’s needed, looking at the outcomes you want to achieve and identifying what is needed to secure them”.*
- 3.77 Head teachers highlighted how there is no indication of how the funding should be allocated once they are in receipt of the grant, *“They ask us to collect data based on Key Stages, however, they just give the grant in a lump sum, with no indication as to how we should spend it in relation to Key Stages across the schools”.* Information at this level was thought to be fundamental to informing appropriate internal allocation of resources.
- 3.78 However, two of the larger authorities believe that given their high ME pupil numbers it would be difficult for the Assembly to allocate funding more precisely, therefore they believe that the current system works well enough, i.e. *“broad-brush funding”* at Assembly level, followed by a funding formula – worked out in collaboration with their school Headteachers – applied at local authority level to ensure as accurate and appropriate distribution of funds as possible across the schools in their area.
- 3.79 Some feel that to ensure that the funding formula is equitable, the Assembly needs to take more factors into account than they currently do e.g.:
- Free school meal counts.
  - Local circumstances such as ME pupil numbers as a percentage of the school cohort as a whole.
  - Others believe the three ‘hooks’ of ethnic background, language spoken at home and EAL needs are the essential criteria.
- 3.80 While for many EAL specialists and school staff MEAG’s emphasis on language acquisition is appropriate to being able to fully participate in society, for some, MEAG should be broader than EAL i.e. offering a more holistic approach, geared towards pupil wellbeing. It was suggested that this would require a far more integrated approach to multi-agency working i.e. between health, social services and education, which would require significantly more funding and practical guidelines from WAG,

*“There are many ethnic minority children for whom English is not an additional language. Because of that they are rated as being fluent when we do the needs assessment surveys, but in fact they are underachieving for other reasons. This isn’t recognised in the way in which the grant is done”.*

### Weightings

- 3.81 Each combination of Key Stage and EAL stage is allocated a weight within the formula, (see Appendix B for full details). There are additional weightings specifically for asylum seeker pupils. The principle of prioritising particular learners is considered by EMAS and schools to be one of MEAG’s strengths. However, there is less agreement with regard to whether the weightings as they currently stand reflect pupil need appropriately, with general concerns that EAL support at school level is overly-concentrated on pupils at the lower end of the language acquisition scale. Schools are understandably keen that new arrivals are quickly able to access the curriculum, however to ignore pupils at the higher end of the language acquisition scale may lead to problems later *“... especially pupils who come late into the education system. If not provided for they fall through the net and become NEETs [Not in Employment, Education or Training]”*.
- 3.82 It was further argued that a primary-aged child *“soaks up”* language and has more time to ‘catch up’ with their peers, even if a complete beginner; whereas if a secondary student does not have support at this stage, their life chances through poor literacy levels etc. could be significantly impaired. It was therefore argued that the A-C categories at secondary level should have a greater weighting than those at primary.
- 3.83 EAL specialists highlighted that it takes learners between five and seven years to gain competency in English; they may appear conversationally fluent after approximately two years, but the reading and writing aspects of English *“still need a lot of extra input”*. It was suggested that the formula should reflect this. Weightings also fail to take account of issues like parental support and expectations which in practice will lead to wide variations in needs for EAL support, even though pupils are correctly assessed as starting with the same level of language skills.
- 3.84 Interviewees working with post-16 pupils strongly endorsed the importance of MEAG support at this level *“It has an absolute impact”* and argued that it should be extended beyond maintained school sixth forms, to support ME pupils attending FE colleges.
- 3.85 With one exception, stakeholders believe that an amount of MEAG should be allocated to facilitate achievement of ME pupils who do not have English or Welsh additional needs, but are amongst learner groups that consistently underachieve: *“...they may not have language acquisition issues but they do have issues around*

*cultural identity and are concentrated in certain areas of the city*". However several interviewees made the point that MEAG funds are already stretched and use of the grant for learners without language needs should not be to the detriment of those with EAL needs.

### *ME Pupils with Special Educational Needs (SEN)*

- 3.86 There are concerns about MEAG provision for SEN pupils. They represent some of the most vulnerable<sup>42</sup> pupils to underachievement and social exclusion. One of the challenges of ensuring ME pupils with SEN are able to access appropriate language support lies with the difficulty in assessing language levels. For example, educational psychologists have stated that they are unable to assess ME pupils for statementing unless they have developed a certain level of English through living in the UK for a number of years.

### ***Objective (vi): Proposing one or more model(s) which will enable the grant to become more output-driven***

- 3.87 There was no clear consensus about proposals for model(s) to enable MEAG to become more output-driven, *"We have to start off by demonstrating impact and finding ways of measuring this"*, i.e. as a first step there is a need to identify exactly what constitutes an output for MEAG. Is it ME pupil achievement levels? If so, using what baseline and follow-up assessments? Is it greater levels of engagement or lower NEET rates amongst post-16 ME pupils? Could it be greater numbers of ME pupils accessing higher education? Or a combination of any of the above.
- 3.88 Currently, the Welsh Assembly Government defines ME pupil outcomes in terms of both quantitative achievement gains that are specific and measurable and, arguably, just as important, in soft outcomes.
- 3.89 Following the baseline set when the pupil is first assessed, distance travelled is gauged on a combination of progression through the 5-Stage Model of Language Acquisition and qualifications achieved at Key Stages 3, 4 and 5. For older ME pupils there would also be an expected positive impact on numbers becoming NEET.
- 3.90 Soft outcomes include increases in factors such as levels of socialisation, integration, confidence, self-esteem, empowerment, aspirations and general wellbeing etc.
- 3.91 However, the key issue for output-related models is their normative assumption of a stable cohort of pupils following a predictable path of progression. The reality is that the ME cohort is not stable. There is variability in both numbers and levels of ability,

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<sup>42</sup> MEAG is available for ME pupils attending special schools, but the current review identified that this is not widely known by headteachers and other stakeholders



e.g. the impact that a sudden influx of migrants has on individual LEA or school standards is a factor head teachers are already very conscious of,

*“If a new cohort arrives this brings your figures down again and you have a moving population all the time - it’s such a dynamic situation.... you’re aggregating figures and you have a hundred new asylum seekers with no English whatsoever arrive and your targets just flip”.*

- 3.92 Similarly, several interviewees questioned whether it would be possible to attribute improvements in ME pupil achievement, for example, to EMAS given any number of other factors that could be contributing directly or indirectly was also highlighted as a challenge. As one EAL specialist pointed out, *“It’s difficult to think of something that would actually demonstrate that it’s us making the difference”.*
- 3.93 This means that it may not be possible to develop a suitable output model for all ME pupils – at least not one that does not inadvertently introduce perverse incentives such as encouraging the downplaying of initial pupil ability levels on school entry.
- 3.94 What did emerge from interviews with stakeholders, however, is the willingness to explore different models with the Assembly and the suggestion that the more open this process, the better, *“I think it’s about being clear what works here and that the funding is deployed in ways that actually work best”.*
- 3.95 Three models were suggested by stakeholders during the course of the Review.

**Model 1 - Partly Incentivised:** Setting targets for achievement and making MEAG partly incentivised by pupil progression by reserving, perhaps, 25% for moving upwards through the grades.

**Strengths:** It would focus LEAs and schools on ME pupil achievement at all levels and emphasise the need for effective pupil data-capturing and monitoring systems.

**Weaknesses:** As EMAS are not yet setting targets at a local level, this is something which for some stakeholders is premature, *“I think there is need for more discussion on it...I think we’re going that way but not yet”.*

Exactly what constitutes an output would also have to be agreed. There could be a perverse incentive to downplay the initial assessment of pupil ability to draw down higher levels of funding at a later stage.

**Model 2 - Three-year Funding Model:**

**Strengths:** This would enable EMAS and schools to:

- Plan and develop the service effectively
- Retain and invest in experienced staff
- Harness and capitalise on community enthusiasm, confident in the knowledge that initiatives started one year could be sustainable for at least another two years.

**Weaknesses:** Some form of provision to allow for sudden influxes of incoming ME pupils during the three-year period would need to be made available.

**Model 3 – Combination of Models 1 & 2**

3.96 However, there is evidence that addressing a range of factors underlying effective EAL support may prove more successful than targeting specific outputs model. Some of the highest achieving primaries in England where almost all the pupils were from minority ethnic groups, were asked to identify the initiatives and ways of working that, in their opinion, had proved most successful. These included:

- Strong data-capture and monitoring procedures and systems.
- Partnership teaching between EMA and mainstream staff. This includes contributing to planning, assessment and target-setting.
- A strong team spirit among all staff and clarity on raising standards as the top priority.
- Good teaching based on models of best practice for pupils learning EAL.
- High level of support in the early years to promote communication skills and learning in English.
- Employment of multilingual staff at all levels.
- Good relationships with parents and the community, including supplementary schools.
- Good induction system for newly arriving pupils.
- Additional teaching time given to pupils in need of support.
- Detailed analysis of data and good use made of these to plan.
- Intervention and support.<sup>43</sup>

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<sup>43</sup> Op.cit. 37

3.97 Monitoring of attendance by ethnic group was also in place in some schools. Followed-up regularly, this reportedly led to gains in attainment for individual pupils.<sup>44</sup> Increases in attendance levels of ME pupils, therefore, might be a factor that could be included in an output model.

3.98 Other successful strategies included:

- Whole-school activities that bring everyone together (e.g. Black History Month).
- Activities focused on specific ME pupil groups following an identified need.

**Case-study Example: The Benefits of Raising Literacy Levels in Home Languages**

In one city primary visited for this Review, classes to improve literacy in a pupil's first or home language are held during lunch times; EAL specialists have found that confidence in a pupil's home language aids their acquisition of English and has other benefits such as raising pupil self-esteem, feelings of belonging and levels of wellbeing.

3.99 A range of important additional comments and suggestions were raised by our interviewees including:

- The importance of better training: EAL teaching strategies as part of the initial teacher training curriculum (ITT);<sup>45</sup> all staff having the opportunity to undergo some EAL training as part of their CPD; training a minimum of one member of the mainstream teaching staff each year to promote capacity within the school and disseminate good practice.
- Having a practitioner seconded from MEALEA into the Assembly.
- A national conference – at the moment EMA/EAL specialists make links through school development and school welfare channels, *“Expertise needs to be shared on a national basis, in a more structured way, identifying and disseminating best practice”*.
- DCELLS being more ‘hands on’ in their management of MEAG, *“DCELLS should be out and about visiting schools...reaffirming the message”*.
- Community links supported by MEAG are *“absolutely crucial”* for improving achievement levels amongst ME learners and building cohesive communities, by engaging members of the community (e.g. parents, volunteers) and developing role models for youngsters from within their own communities.
- Most EAL specialists suggest that teaching assistants be bilingual. However, due to the constantly changing profile of languages and ethnic backgrounds it is

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<sup>44</sup> Ibid

<sup>45</sup> This currently constitutes approximately two hours of the ITT course.

becoming increasingly difficult to recruit for every language, therefore some EAL experts would prefer more flexibility around the employment of monolingual TAs, English and Welsh as an Additional Language (EWAL).

- Using MEAG within Welsh-medium educational settings was described by several interviewees as *“a thorny issue”* with suggestions that there is a need for greater clarity on issues like the use of immersion techniques.
- However, there is also enthusiasm to research issues around Welsh-medium provision and to draw out ways that EM pupils within Wales’ schools could benefit from a more cohesive, cross-medium strategy.
- *“The EMA service is not given the status it should as Ethnic Minority achievement is not seen as a vote winner. The management team does not have the power to see through changes. Heads have too much influence on how EMAS delivers ... regardless of expert advice on EAL achievement”*.



## 4. Conclusions and Recommendations

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### Overview

- 4.1 Returning to our terms of reference, meeting the objectives to *‘undertake a review of the effectiveness and impact of the MEAG to date, to review data and data collection methods and to make recommendations for the future allocation and distribution of the funding’* has to take account of the different approaches to distributing MEAG; different models for approaching EAL; geographical considerations; size of grant and the number and demographics of ME pupils.
- 4.2 However, there is in practice a great deal of consensus across stakeholder views in terms of the benefits of MEAG, its current limitations and suggested ways that it could be improved.
- 4.3 Our conclusions are structured in terms of the detailed objectives for the Review.

### Conclusions

#### ***Objective (i): Reviewing the effectiveness and impact of the grant to date in order to validate its operation and size.***

- 4.4 Without MEAG, EMAS and schools would not be able to deliver ME support to the level that they currently can. MEAG has increased year-on-year; however this has not always matched increased ME pupil numbers, and some EMA services are finding it difficult to meet the needs of a growing and increasingly diverse population of ME pupils.
- 4.5 The importance of maintaining MEAG’s ring-fenced status is believed to be crucial by EMA specialists to ensure that funds are not absorbed into mainstream grants thereby potentially diverting resources from ME pupils and eroding the specialist support they can currently access.
- 4.6 A number of LEAs are implementing a capacity-building model of provision within their schools, seeing the direct support model as no longer viable due to high numbers of ME pupils. However, this change in approach is unlikely to be sufficient in itself to prevent a drop in service levels for ME pupils in the medium to long-term if MEAG resources are reduced – or simply spread further to include pupils attending FE colleges, Welsh-medium settings and SEN.

- 4.7 A much stronger shared partnership between mainstream and MEAG-funded staff has been identified as one of the key mechanisms to support a capacity-building model. The need for all teaching staff to be skilled in EMA strategies is increasingly becoming a mainstream issue and therefore needs to be addressed as such.

***Objective (ii): Assessing the extent to which the grant is impacting on schools and local authorities in terms of supporting needs and improving achievement of minority ethnic pupils.***

- 4.8 Different models of EMA service provision operate across Wales tailored to local circumstances. This point was borne out by two case-study areas included in the Review which had very similar geography and ME pupil demographics; one of the authorities ran a centralised EMA service while the other delegated MEAG to schools. Both found their respective models to be effective.
- 4.9 All EMA services and the schools they support benefit greatly from the dedication of EAL staff – from their expertise and the genuine interest and aspirations they have for their pupils. However, there are concerns over annual EAL teacher contracts - a direct result of uncertainties around MEAG funding levels and the lateness of its allocation. Teaching staff can be left in a position of insecurity, unsure whether they are going to be employed the following year at all, or where.
- 4.10 Demand for EAL, based on current trends, is going to increase; as highlighted in one of the case-studies, where in September 2010, a primary school reception class will have no speakers of English or Welsh as a first language. EAL practitioners therefore need adequate resources (staff numbers; time to plan and liaise about individual pupil schemes of work; opportunities to capacity-build within the school) and the professional standing commensurate with their increasingly central role in diverse school populations.
- 4.11 A three-year funding model to enable EMA services to plan and also improve issues around recruitment and retention would certainly be welcomed by EMA/EAL specialists. There is frustration amongst practitioners who are keen to engage with ME pupils and volunteers from the community, but are constrained by the knowledge that sustainability may be an issue should funding not be available in the following year.
- 4.12 Post-16 provision: the view at both policy and practitioner level is that MEAG-funded support should be accessible to ME pupils attending FE colleges and not limited to LEA-maintained schools. However, a number of stakeholders

made the point that, important as this requirement is, it would further constrain funding for school-level support.

***Objective (iii): Considering models of service delivery across the UK, including the grant regime in England, to establish if good practice exists that could be assimilated into the Welsh model.***

4.13 Without exception, the view of interviewees when considering models of service delivery across the UK is that Wales has “a lot to be proud of” and to offer others in terms of good practice exemplars e.g. the centralised funding model that maintains EAL expertise, flexibility of provision and economies of scale; and the flexibility to delegate to schools where appropriate.

4.14 However, that is not to suggest that MEAG and EMA services cannot be improved. There is a lot of enthusiasm amongst practitioners for opening up debate on a number of issues, for example:

- England chose to delegate funding directly to schools; how will they be approaching EMA once EMAG has ceased?
- EMAG in England has been allocated on a three-year planning cycle with provision for sudden increases in pupil numbers mid-cycle.
- EAL specialists would like to explore and debate how English and Welsh-medium educational settings vary in their approach to language acquisition (e.g. language units), focusing on how they can learn from each other and exchange good practice.

***Objective (iv): Reviewing the effectiveness of current data recording and collection arrangements in terms of how these are used as performance indicators for the grant.***

4.15 *Data Collection:* There are mixed views about the annual data collection arrangements; for some EMAS they appear to work well while for other EMA services data collection poses significant problems, particularly with regard to use of PLASC. Stakeholders pointed to factors such as differences in how pupils describe their ethnicity and human error, as reasons PLASC will not be an effective method of determining MEAG funding levels in the future. Some EMAS therefore believe the only effective way to collect data is through an annual local survey noting language(s) spoken at home and stage of EAL.

4.16 Whilst additional data collection points would facilitate more accurate pupil data (e.g. allowing for the recording of new arrivals, ‘churn’ factor) given the time involved, an annual count is believed to be the only feasible option.



- 4.17 *Language Assessment and Moderation:* In terms of the pupil language assessments, schools are trained by EAL Lead Professionals to assess language levels and in some authorities EMAS also moderate the decision. However, there are still concerns about consistency across schools within an LEA and across LEAs.
- 4.18 *Data Monitoring and Analysis:* There is general agreement that the data currently requested by the Assembly is very “soft”. EMAS and other stakeholders consider the Assembly could request more achievement-related data as opposed to asking for a breakdown of services that EAL have provided through their MEAG allocation e.g. as in the end of year report. Certainly some EMAS have a considerable bank of ME pupil achievement data that the Assembly could access.

***Objective (v): Assessing the current funding methodology and make suggestions for improvement including weighting and any other factors.***

- 4.19 Generally, EMAS and schools are unaware of exactly what the MEAG funding formula is and how allocations are calculated; for some interviewees, ensuring transparency is essential if a funding formula is to be trusted.
- 4.20 Some school staff would like more guidance on how MEAG should be targeted in terms of Key Stages. However, at LEA level – certainly in the larger authorities - there appears to be broad satisfaction with the way MEAG is currently allocated pointing out that, given their high pupil numbers, it would be difficult for the Assembly to allocate funds in detail, so distributing funds at a local level in collaboration with headteachers is the most effective way forward.
- 4.21 A number of stakeholders feel that to ensure that the funding formula is equitable, the Assembly needs to take more factors into account than they currently do e.g.:
- Free school meal counts.
  - Local circumstances such as ME pupil numbers as a percentage of the school cohort as a whole.
  - Others believe the three ‘hooks’ of ethnic background, language spoken at home and EAL needs are the essential criteria.
- 4.22 *Weightings:* The fact that MEAG has weightings built into its funding formula to prioritise types of learners was recognised as a key strength. Across most EMA services and schools, for example, EAL priority is for pupils with the lowest levels of language ability. Schools are keen that new arrivals get up to speed as quickly as possible to be able to access the curriculum.

- 4.23 However, according to EAL specialists, resources should also be prioritised to support older ME pupils able to achieve GCSEs; and to those entering school at a later period in life. They have less time to acquire fluency in English whilst at school, making it harder to access training and employment opportunities having left school. It was therefore argued that the A-C categories at secondary level should have a greater weighting than those at primary.
- 4.24 Others made the point that weighting fails to take into account other significant variables in a pupil's background and the impact these can have on their potential to learn English and Welsh and the levels of EAL support they are likely to need.

***Objective (vi): Proposing one or more model(s) which will enable the grant to become more output driven.***

- 4.25 We take outputs to relate to better English or Welsh language skills as a result of the MEAG-funded EAL tuition pupils have received, with outcomes tending to arise as individuals access mainstream learning opportunities and take a full part in social and economic life in Wales. There are some important complications: first, 'starting' levels vary, not just language but levels of education e.g. whether they have attended school before; levels of literacy in first language; parental education and attitudes towards learning.
- 4.26 Further, the ME population does not necessarily follow normative patterns of a stable population that progresses through the educational system. High mobility rates between schools can arise for many ME pupils, making it difficult to set realistic targets and indicators when schools are seeking to improve English language skills for changing groups of pupils drawn from this dynamic population.

## **Recommendations**

4.4 Our recommendations are structured as responses to a series of issues identified by stakeholders during the Review:

**Issue 1:** Difficulties maintaining current service levels in the face of growing demand for EAL

### **Possible Responses:**

- Consider increasing levels of MEAG funding
- Encourage LEAs to augment MEAG
- Encourage networking/sharing best practice events to maximise effective use of limited resources.

**Issue 2:** EMA issues are not always 'owned' across the wider school community

### **Possible Responses:**

- Clarify MEAG terms and conditions
- Initiate networking events and conferences for EAL professionals in order to raise the profile of EAL as a specialism; to facilitate networking opportunities and disseminate best practice
- Ensure EAL becomes part of Initial Teacher Training (ITT) courses commensurate with its importance in today's classrooms
- Encourage take up of CPD in ME teaching strategies for mainstream staff.

**Issue 3:** ME pupils attending FE colleges cannot access MEAG-funded EAL support

### **Possible Responses:**

- Consider increasing levels of MEAG funding in order to support 16-19 year olds in FE and possibly work-based learning settings.

**Issue 4:** *There is no consensus view about whether MEAG funding should be centralised or delegated to school level*

***Possible Responses:***

- Continue with centralised funding where this achieves capacity-building within schools, maintains expertise of staff and offers economies of scale etc.
- Maintain a level of flexibility within the terms and conditions of MEAG to allow for delegation to school level in instances where this proves the most effective model.

***Issue 5:*** Lack of transparency of the MEAG funding formula; inconsistent recording of ME pupil data – particularly attainment

***Possible Responses:***

- Disseminate clear information about how allocations are calculated and distributed
- Where possible provide distribution figures broken down by Key Stage at individual school level to facilitate targeted support of ME pupils;
- Further consultations on the feasibility of basing data collection on PLASC;
- WAG monitor returns more actively; remind LEAs of their duties to provide appropriate information

***Issue 6:*** Differences of opinion around use of MEAG for Welsh-medium Education

***Possible Responses:***

- Consult and provide plenty of opportunity for professionals from policy and the English and Welsh teaching professions to network; discuss and identify potential areas of good practice that could be shared and developed in partnership.



# **Appendix A**

## **Case Studies**

## Case-Studies

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### Overview

These eight case-studies summarise data gathered about the effectiveness and impact of MEAG; the strengths and weaknesses of delivery models and the challenges and successes that EMAS staff and schools experience.

They are structured to give a general context, describe the delivery of EAL services, then findings are presented at the level of the LEA, school, pupil and parent. Somewhat different styles reflect varied local circumstances, needs and opportunities.

# WREXHAM

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## Context

The county borough of Wrexham has a population of 132,851<sup>46</sup>, and covers c.a. 50,377 hectares. The city of Wrexham, population 42,576, is the 9<sup>th</sup> largest in Wales<sup>47</sup> and includes the region's main commercial, retail and educational centre. Bordered by two English counties it is closely linked economically to north-west England.

Wrexham is a dispersal centre for asylum seekers, although according to the Home Office 2008 figures<sup>48</sup> the number of dispersed asylum seekers in Wrexham is low (1.9% of Welsh total) compared with the other three designated dispersal centres in Wales. Data from the 2001 Census<sup>49</sup> shows that only 1.1% of the county's total population identify themselves as other than 'White British'. The population has increased since 2001, partly as a result of inward migration. In 2008, the Institute for Public Policy Research<sup>50</sup> identified Wrexham as having the largest influx of Eastern European economic migrants in Wales. Between 2004 and 2007 a total of 3,430 people from these countries registered for work in Wrexham. Take-up of EAL services within the county borough is in the main, by Portuguese and Polish children.

According to the LEA, the estimated numbers of Gypsies and Travellers in Wrexham are 300 travellers, comprising of 78 Gypsies and 236 Irish Travellers. Of these there are approximately 100 school-age children who annually access education in 15 schools in Wrexham County Borough.

## Delivery of EAL services

Within Wrexham, EAL services are primarily funded through MEAG with some additional central funding used to cover costs for the EAL teachers. MEAG is managed by the LEA as a central resource. The LEA stated that the geography of the county and the spread of EAL pupils across the county meant that this was the most appropriate model. A centralised fund reportedly allowed the EMAS to better control the budget, avoid unnecessary duplication of provision, and enabled delivery of more support to a larger number of schools. Centrally managed funds were also more effective in responding to changes in EAL pupil numbers, and any movement by these pupils between schools.

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<sup>46</sup> Source: StatsWales, 2008 Mid-Year Estimate.

<http://www.statswales.wales.gov.uk/TableViewer/tableView.aspx?ReportId=16889>

<sup>47</sup> 2001 Census of Population, ONS Crown Copyright Reserved.

<sup>48</sup> <http://www.wlga.gov.uk/english/dispersal-areas-for-asylum-seekers-wales/>

<sup>49</sup> 2001 Census of Population, ONS Crown Copyright Reserved.

<sup>50</sup> Pollard, N., Latorre, M., and Sriskandarajah, D. (2008). *Floodgates or turnstiles? Post-EU enlargement migration flows to (and from) the UK*. London: Institute for Public Policy Research.



The EAL service has 19 full-time staff, comprising seven EAL Teachers, six Teaching Assistants, and six bilingual support workers, delivering service in both the primary and secondary sectors.

Discrete pockets of ME pupils exist within the county, with concentrations of EAL in Wrexham town schools. As such, the EAL service is typically more intensive in the town schools, with outlying schools (typically with smaller ME populations) receiving a less intensive service e.g. advice rather than an EAL teacher allocated.

To ensure that the language abilities of potential EAL pupils are accurately assessed staff from the EAL service visit schools to conduct the assessments. EAL staff discuss with teachers which pupils should be directly supported and which pupils should be monitored. Previously collecting accurate data from schools was identified as problematic, but this has improved with the development of strong links between the EAL service and the county's central admissions service. Schools are encouraged by the Wrexham IMS team not to enter EAL pupil data onto PLASC until they have spoken to the EAL service.

In the opinion of the LEA staff, PLASC data alone is not enough to calculate the grant as it does not effectively distinguish between different levels of needs between ME groups. PLASC is considered to be a 'blunt' tool. The flexibility of MEAG regarding its use was seen as an advantage by the LEA as this gave them leeway in how it responds to changing local need.

Each EAL pupil has an individual language programme developed for them, which is reviewed by mainstream staff in collaboration with EAL teachers. Pupil progress is tracked using a four stage process: The initial assessment by EAL staff, WAG competency levels, EAL teacher review of progress, and an end of year report.

As well as the support offered to EAL pupils, MEAG is used by EMAS to build capacity within schools, for example by offering support and training to school staff. The EMAS service has used MEAG to run forums to encourage the sharing of good practice among schools and deliver awareness-raising training on the needs of EAL pupils, on how to differentiate topics for EAL pupils, and undertaking SEN assessments. MEAG funds have also been used by the EAL service to develop links with other departments within the local authority e.g. paying for the translation of documents.

Wrexham EAL service has linked well with the communities that EAL pupils originate from, which has enabled them to recruit members of the community to act as translators and liaise between schools and community. This has been of direct benefit to schools and parents as it has helped schools become more aware of the different cultural norms and practices of these communities, and in turn, supported parents in coming to terms with the schools' expectations of how pupils and parents fit into school life.

## ***LEA Level***

At the LEA level the impact of MEAG has been significant, as prior to MEAG the EAL service reported they had almost no resources. In the opinion of EMAS staff, without MEAG the EAL service in Wrexham would become a 'bare bones' service. The LEA would not be able to effectively support EAL pupils in their first language, which in turn would have a negative impact on their attainment. Also the level of support offered to schools in terms of EAL teachers, learning resources, and training would suffer. Overall, the LEA considers MEAG to offer excellent value for money, as evidenced by the improved attainment rates of EAL pupils.

## ***School level***

Feedback from school staff interviewed was very positive regarding the EAL service. However, it should be noted that awareness of MEAG per se, was very low among school staff. In the main, comments by school staff regarding MEAG were via reference to the EAL service and not directly about MEAG.

The consensus of the school staff was that it is more beneficial to EAL pupils if they stay in the mainstream schools rather than specialist EAL schools. However, school staff felt that mainstream education was not geared to meeting the needs of EAL pupils, and that schools would struggle to support these pupils without the support of the EAL service.

School staff highlighted the positive relationship between themselves and the EAL service, and the quality of the service delivered by the EAL staff. The structured monitoring processes put in place by the LEA ensured that schools were well aware of the needs of their EAL pupils and able to effectively monitor progress. Relevant success measures that were directly affected by the EAL service include: GCSE results, pupil well-being, pupil integration in the school, WAG language competency levels, and attendance rates. The extra level of support offered to pupils was seen as crucial in helping them achieve their full potential, academically and socially in the school.

The stability of the EAL team was highlighted as playing an important role, as EAL staff were able to get to know the EAL pupils and their siblings. Continuity of contact was also possible, as the placement of the same EAL staff in both primary and secondary schools meant that pupils could be supported by the same staff member as they moved between them.

Schools were supportive of the centrally managed resource model employed by the LEA. They agreed with the arguments put forward by the LEA for this model, and noted that should the funds be delegated directly to schools, there was a risk that funds allocated would be insufficient to provide an adequate or comparable service.

### ***Pupil Level***

Although the level of support provided varied between schools, all EAL pupils interviewed were very happy with the level of support provided through the EAL service. In Wrexham EAL support is made available to pupils in normal lessons, as well as in dedicated EAL lessons during school hours and after-school. Many of the pupils interviewed stated that without support from EAL staff they would struggle to do their school work.

For the EAL pupils pastoral support provided by EAL staff was a very important part of the service. Pupils stressed that without the EAL service they would not have been able to fit into the school so well, and adapt to the different cultural expectations of behaviour within school. Liaison was another key role that EAL staff offered, resolving incidents such as bullying more effectively, enabling pupils to communicate more clearly with their teachers, and also liaising between the school and parents, helping to reduce parents' concerns. In the words of one pupil, because of the EAL service they "*felt more part of the school and more British because they knew what was happening*".

### ***Parent Level***

Parents interviewed during the course of the research highly valued the EAL service. As noted above a key element of the service was the liaison role provided by EAL staff. This ensured that parents were kept informed of any issues regarding their children within the school, and helped parents adapt to different cultural expectations around education and in some cases peculiarities specific to the UK, such as school raffles to raise money. It is worth noting that the success of the EAL service in helping pupils develop their English language skills, although welcomed by parents, has itself created issues for them. In some cases they reported difficulties in communicating with their own children due to the parent's own poor English skills, and their children's poor skills in their own native tongue. Some parents voiced a desire that schools should also spend time teaching their children to read, write and speak their own native language.

### **Conclusions**

The EAL delivery model put in place by Wrexham is delivering a service that has achieved high levels of satisfaction among schools, pupils and parents. The structured assessment and monitoring processes ensure that EAL pupil's levels of need are accurately and reliably assessed, communicated clearly to the school, and monitored robustly. The decision to use the same EAL staff in both primary and secondary schools has contributed significantly to ensuring EAL pupils are not lost in the transition from primary to secondary school, but are supported during this important phase. Wrexham EAL service has worked hard to develop effective partnerships with schools, which has ensured buy-in by school staff at all levels.

# GWYNEDD

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## **Context**

In terms of geographical area Gwynedd is one of the largest counties in Wales covering 2,077,800 hectares, but it is also one of the most sparsely populated. 2007 mid-year estimates show a population of 118,374. The main centres of population are Bangor and Caernarfon in the north of the county. Travel around the county, particularly between north and south, is problematic, with the county dominated by the mountains of the Snowdonia National Park, and a relatively poor transport infrastructure.

98.8% of the population is 'White'. 69% are Welsh-speaking - more than three times the Welsh average. A 2003 survey of schools found that just over 94% of children between 3 and 15 were able to speak Welsh.

According to EMAS staff, the range of countries that EAL pupils originate from is diverse, although pupils from Arabic speaking countries (e.g. Iraq and Saudi Arabia), Poland and Malaysia are the largest groups. The University and hospital in Bangor act as the focal point for much of the inward migration of foreign nationals and economic migrants to the county. As such, many of the EAL pupils come from well-educated professional families (e.g. doctors, students etc.) and benefit from good standards of numeracy and literacy in their native language.

## **Delivery of EAL services**

MEAG in Gwynedd is delivered as a centrally-managed resource, and is not therefore delegated directly to schools. The LEA had previously delegated MEAG, but decided to move to a central management model as this gave them greater control over how the funds are used. The LEA also stated that the central management model is more flexible and responsive to population fluctuations. As a result, they have been able to work with more pupils using this model than the direct delegation model.

MEAG is match-funded by the local authority. The LEA have also accessed other funding streams, such as the 'Better School Grant', to provide all headteachers training on the EAL stages.

The EAL service in Gwynedd is delivered by a team of four staff: three teachers, and one classroom assistant. Service delivery is concentrated on the former Arfon district of the county which encompasses Caernarfon and Bangor, as this area has the

highest concentration of EAL pupils, in the main due to the presence of the University and the hospital.

EAL staff work across schools in the county, allocating time within each school according to level of need. Dedicated EAL classrooms are not available in all schools, and this was a cause for concern amongst EAL staff, as it requires them to constantly move from room-to-room depending upon the curriculum requirements of the school at that time.

Gwynedd County Council applies a bilingual policy which means that all foundation and primary school classes are delivered in Welsh. English is not formally introduced until the end of Key Stage 1. Primarily, EAL support is delivered in English with support delivered in Welsh at the foundation stage. Some support is delivered in Welsh, but this is provided through Welsh Language Centres (of which there are four) funded by the Welsh Language Board - not MEAG.

EAL pupils are assessed orally in September of each year, and again in January on their written skills. Gwynedd strives to conduct initial assessments of the language ability of EAL pupils by EAL staff, but this is not always possible due to low numbers of EAL staff, and rurality/geography issues. As such, many of the EAL pupils' initial assessments are conducted by the schools themselves. This has meant that language ability assessments within the county are not as consistent in their application as the EAL staff would wish, which in turn has impacted on the accuracy of the county's application for MEAG support.

In addition to the EAL support offered across schools, Gwynedd has developed an EAL resource centre in partnership with Ysgol Cae Top, a local primary school in Bangor. The resource centre is based in the school, which is itself adjacent to a secondary school hosting a number of EAL pupils. Ysgol Cae Top supports the EAL resource centre through the provision of finance as well as physical resources (e.g. rooms). The EAL resource centre is highly valued by the school, to the point of being used by the school to attract new parents, as it offers a very positive multi-cultural atmosphere. This was also highlighted in the school's latest Estyn inspection, which noted that *"the provision for developing pupils' awareness of the culture and traditions of other countries is outstanding."*

Due to the limited time that EAL staff are able to spend at each school, the EAL service has introduced EAL registers in the classrooms. EAL and school staff record comments on the progress of pupils in the register. This has enabled better monitoring of pupils and improved communication between EAL staff and school staff.

The transition between primary and secondary schools is seen as crucial by Gwynedd, and the EAL service has now started providing lessons with primary and

secondary pupils jointly – this has been found to be particularly helpful where the EAL pupil has siblings.

### **LEA Level**

LEA staff reported that MEAG is an essential component of their EAL service, without it the LEA would effectively have to halve its service, resulting in virtually no support being offered.

In the opinion of the staff interviewed, the service is currently understaffed (an additional teacher is required), and is unable to deliver the number of support hours necessary to meet the current level of need.

EAL service staff emphasised that the geography of the county is a very important factor affecting how well they are able to meet the needs of EAL pupils, and that MEAG should take into account rurality and geographical considerations when determining allocation of funds.

The EAL staff interviewed felt that MEAG does offer value for money, but it is not currently sufficient to meet the holistic needs of EAL pupils.

### **School Level**

Staff from three schools were interviewed during the research. Staff from two of them were very positive about the current delivery model for MEAG/EAL i.e. a centrally-held resource; however, staff from the third school were less positive.

Staff offering positive views were based in the primary school hosting the EAL resource centre, and the adjacent secondary school. Due to the relatively high numbers of EAL pupils within these two schools, and the presence of an easily accessible EAL resource centre, these schools received a much higher level of EAL support than the third school.

The third school, in comparison had lower numbers of EAL pupils and no easy direct access to the EAL resource centre (pupils attending the centre need to miss lessons due to travel time). This school noted that under the previous model of direct delegation of funds, it had been able to employ its own EAL teacher. The school had therefore been able to offer its EAL pupils a much higher level of support than it currently can i.e. employing a full-time staff member compared to the current part-time EAL staff member available one day a week.

However, despite the concerns expressed over the reduction in EAL support received under the central-resource funding model, school staff emphasised the need to continue MEAG and the EAL service it funds. Staff argued that MEAG does

raise EAL pupil attainment, and should MEAG be withdrawn it wouldn't just impact upon the child's academic attainment and language skills, but it would also affect their ability to fit into school, and subsequently their social and emotional well-being. Inevitably, gaps in performance between EAL pupils and English speaking pupils would increase.

### **Pupil Level**

Pupils interviewed felt that the EAL support provided through MEAG was key to their ability to participate within their schools. EAL support enabled them to communicate with their teachers and fellow pupils, and was also vital in helping them complete their school work. The pupils showed great enthusiasm for the EAL service, and wished they had more time with the EAL staff to enable them to learn English more quickly.

When asked what the implications for them would be if the EAL service was no longer provided, all pupils agreed that they would struggle with their school work, and would feel more isolated.

### **Conclusions**

The low staff numbers and geography of the county has meant that Gwynedd is not able to deliver as full an EAL service as the LEA would wish; in particular the south of the county receives a very limited service.

Gwynedd can be viewed as evidence of a failing of the current MEAG funding formula, as it does not take into account rurality/geographical factors, which have impacted considerably on the level of service that Gwynedd LEA can provide.

Additionally, the move to a centrally-managed funding model has resulted in a reallocation of EAL resources across the county, which has seen some schools experience a reduction in the EAL service that they can offer in comparison to the previous direct delegation funding model.

However, Gwynedd can point to innovative partnership working with Ysgol Cae Top in developing the EAL resource centre, which has added considerable value to both the school and the LEA. Headteachers need to be encouraged to view the provision of quality EAL services within their school as a positive resource, rather than a burden.

On the whole, MEAG is seen as a crucial funding stream that would be sorely missed across the board should it be withdrawn.

# POWYS

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## **Context**

Powys is a large county with a relatively small, but widely scattered ME/EAL population. Around half of the 102 primary schools and all of the 13 secondary schools have some level of EAL requirement (in some cases this may be limited to a single pupil) – a total of over 60 schools across a wide geographical range of up to 100 miles from north to south.

Numbers of EAL pupils have increased markedly over the last few years from a very small base, and are continuing to do so (albeit at a slower rate) as younger siblings of previous arrivals reach school age.

There are some concentrations of migrants (but of limited size), for example Eastern Europeans working in food processing/packaging industries (e.g. Welshpool area), or the unique example of Nepalese Gurkha soldiers in the Brecon area, where there is sometimes higher mobility (e.g. moving to other parts of the UK).

## **Delivery of EAL Services**

In Powys MEAG funding is largely devolved to schools, with allocations based on the standard formula. The assessment, and subsequent report, includes pupil background, a report from the school, the child's own view (where possible), details of speaking, listening, reading and writing skills, followed by recommendations for making appropriate provision, based upon individual need. Each 'point' represents a set amount of money to be allocated to that school, depending on the overall size of the grant to be disseminated.

Funding is devolved termly, though schools are provided with an indicative budget at the start of both the financial and academic years, to aid forward planning. Schools are given some autonomy over spending; however it is largely centrally-targeted for particular needs and purposes as in other areas. For the last two years schools have also received an extra "*resource grant*" to purchase from a provided list of resources. At the end of each financial year schools are requested to account for how the devolved funding has been used.

Use of bilingual language assistants is much more limited than in some other counties due to the nature and distribution of the EAL pupil population.

All secondary schools in Powys have a sixth-form, and the grant can be used at this level as required, e.g. less intensive, more advisory support due to higher levels of



confidence and self-motivation among pupils. Schools are encouraged to ensure that all EAL pupils also learn Welsh. However, there are currently no EAL pupils being educated through the medium of Welsh.

The Council employs a full-time co-ordinator (not funded by the grant, bringing total MEAG spend to about 125% of the grant value) as part of its Additional Learning Needs team, who is responsible for all contact with schools, including:

- Initial assessment and classification of all new entrants
- Periodic monitoring of all pupils in the system
- Regular reporting of background details and any changes
- Provision of advice and guidance
- Training of specialist and mainstream staff
- Engaging with young people.

Forums are run for school staff from throughout the county to allow the sharing of expertise. The council frequently liaises with the Welsh Assembly Government regarding use of the grant and to discuss occasional, one-off issues.

At most schools, formal liaison and contact is carried out with a specific member of staff (likely to be the headteacher in primary schools or relevant senior staff at secondary), however informal contact can be kept with other staff. At some schools there are multiple staff who deal directly with the Council.

Methods of dealing with MEAG funding are kept under continuous review; schools have been consulted both formally and informally.

### **LEA Level**

The LEA aims to promote a culture of high expectation within each school, making clear that language needs are not linked to ability or other needs, and that EAL pupils can be high achievers. Also promoted is schools' understanding of and capability to address the varied needs of ME pupils.

The LEA fully supports the devolved model it uses as opposed to the support methods currently employed in the major cities. It considers that a centralised system simply would not work due to travel time, recruitment issues and the wide range of pupil backgrounds and circumstances. Additionally, it considers that with proper monitoring and advice from the LEA its schools work better when using their own staff, becoming accountable and responsible for their EAL pupils and better disseminating expertise to mainstream staff.

The LEA considers that this has been borne out in practice, with initially sceptical schools now embracing the contribution and achievement of their EAL pupils.

Significant improvement in confidence and skills of staff through capacity-building has been seen to take place in many schools over the past 3 to 5 years, however challenges remain.

The LEA is supportive of current MEAG arrangements and would be wary of alternatives such as incorporation into other funding streams, due to the lack of profile and representation potentially causing marginalisation of language needs.

The current levels of flexibility are believed to be appropriate however there is some concern that ring-fencing parts of the funding could hinder the ability to appropriately address individual needs and circumstances.

Relations with the Welsh Assembly are viewed as good, and the assistance they provide when necessary is helpful.

The assessment and grading system for new entrants is considered reasonable and consistent – liaison is carried out with other local authorities to further ensure this.

There is not a big problem with turnover of pupils in Powys (i.e. living in the county for only a short duration), this has only happened occasionally.

Consideration could be given to the future purpose of the grant in relation to EAL support or wider support for ME pupils – in Powys specific cultural issues have generally not been targeted (ME pupils' performance as a whole is above average). Though the requirements that MEAG addresses are almost entirely language-related, schools have the autonomy to use their devolved budget to address wider ME issues that fall within MEAG conditions.

## **School Level**

### *Headteachers / Co-ordinators*

The schools visited (1 secondary and 1 primary) use their MEAG allocation for the employment of full-time or part-time staff.

In the case of Brecon High School, unlike most areas, the bulk of the EAL requirement has existed for many years in the form of families of Ghurka soldiers stationed nearby. There has therefore been a capability built up via standard school funding streams prior to the existence of MEAG: e.g. a full-time member of staff was already in place working specifically with the Nepalese community.

Aside from language requirements, there are some unique cultural issues with Nepalese pupils such as varying social status (which itself impacts on language ability), differing expectations between males and females, and sometimes an expectation that males will become 'breadwinners' at an earlier age than might be

expected. Additionally there are occasional festivals that might impact on school attendance and performance. Staff have addressed such issues through liaison with community leaders, including the establishment of a named point of contact in the Nepalese community.

Dealing with these issues, along with an already good work ethic and desire to build up local knowledge and understanding amongst pupils, is seen to have led to many success stories in a challenging environment.

Aside from the Nepalese pupils there are other pupils with EAL requirements from a range of origins including Western and Eastern Europe and Africa – needs vary but are handled well, with examples of good levels of achievement and progression to sixth-form.

The school echoed the LEA view that it would not work well for centrally-employed LEA staff to work in the school due to travel and cost implications and potentially a lack of knowledge of the local context. It was emphasised that for pupils to be able to access staff at any time had proved very helpful, and in many cases they had built up a very successful relationship.

In the primary school example, funding supported extra hours for teaching assistants to provide in-class and out-of-class support for EAL pupils, and this was seen as successful in so far as that they would have really struggled to get by without it, with the difficulty of an influx at the start of a school year and fairly tight funding to cope.

ITC resources and books were used extensively in 1:1 or 2:1 support sessions; additionally relationships were built up between pupils, with those with first-language English able to help out new arrivals with low levels of English acquisition.

### *Teachers*

Teaching Assistants working with EAL pupils at both schools were satisfied with current arrangements, although in some cases there was concern about future uncertainty due to the annual grant nature of MEAG support and the potential for requirement to fluctuate.

### **Pupil Level**

At Brecon, despite limited ability to input, pupils indicated that they were satisfied with the staff that assisted them, although some (from both Nepal and Europe) still found various aspects of school life and the curriculum difficult. Support with homework and help to improve confidence in reading were mentioned as particularly effective aspects of the support.

In one case a pupil from Africa had progressed to sixth-form – although his initial ability in English was reasonable and he did not require classroom support, the extra support available “*around the edges*” from staff (including offering support around cultural issues) had given him confidence to become a high achiever.

A particular area of difficulty in all cases was comprehension of the wording used in exam papers – extra help with this was vital.

EAL pupils at the primary school also reported that they felt more confident due to the extra staff support; in one case a pupil from Poland had been able to give directions to visitors to the town.

### **Conclusion**

There appeared to be unanimous agreement with the current arrangements in Powys.

# CARMARTHENSHIRE

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## **Context**

Carmarthenshire has approximately 180,000<sup>51</sup> people living in the county, approximately 6% of the total Welsh population.

Before the accession of EU states into the European Union, Carmarthenshire had relatively low levels of pupils with EAL needs. The accession of Eastern European Countries has led to a dramatic growth in the number of families migrating to the area with over 40 languages now being spoken throughout the region.

Carmarthenshire has seen an exponential growth of Polish families settling into the region with approximately 40% of pupils with EAL needs being Polish. Such a dramatic influx has stretched the region with schools having families turn up at the beginning of the academic year without warning.

## **Delivery of EAL Services**

Carmarthenshire delivers a centrally-driven model with the Minority Ethnic Achievement Services (MEAS) responsible for allocating resources to schools through a specialist team.

The Local Authority believes EAL pupils should learn through the curriculum thereby providing pupils with an *“inclusive and meaningful context in which to learn with their peers”*. The centralised service employed by Carmarthenshire allows this type of learning to be delivered in the most effective manner.

It was deemed a central service is the best approach for Carmarthenshire, not only due to the way learning can be delivered, but also the ease of distributing resources around the county. It was felt that the model would lose all flexibility if the grant was delegated to schools who would seek to employ Teaching Assistants to support EAL pupils leading to a loss of specialist support. Delegating funds to schools also raised the issue of accountability.

The geographic nature of Carmarthenshire in terms of its size and population dispersion presents a big challenge for the Local Authority with high travel costs and lengthy travel times. The Local Authority has provided guidance to schools on how to engage pupils so they are not isolated.

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<sup>51</sup> Mid-2008 Estimate of Population ([www.ons.gov.uk](http://www.ons.gov.uk))

## LEA Level

MEAG funding has enabled more effective learning for EAL pupils. This reportedly would not have been possible without the funding, therefore, compromising the level of support given to EAL pupils.

In the opinion of EMAS specialists it has been pleasing to see the grant has increased as the numbers of EAL pupils increase but the Local Authority requires more funding so it can recruit more staff to replicate good practice from other Local Authorities.

The current level of funding in Carmarthenshire has the Local Authority supporting schools in the region "*within the confines of the grant*". Unfortunately, there is a consensus that MEAG funding is not sufficient with capacity issues potentially having a negative impact in ensuring all EAL pupils achieve their potential.

To help this situation, it was proposed that Local Authorities should match-fund a percentage of the grant as the county's inclusion policy is committed to supporting EAL pupils.

The biggest issue for the Local Authority was centred on language proficiency. There is a lack of clarity on how Stage E is defined and what data is required to be collected. Instead, there should be a greater focus on Stages A-D with Stage E bolted-on as a separate factor.

Another significant challenge is supporting EAL pupils entering late into education e.g. 14+ groups. These pupils require more intensive support than those who are younger.

Capacity-building has taken place indirectly through the day-to-day activities of the MEAS team such as training teachers. This view was not held by the schools participating in the case study and has been noted in the school section.

MEALEA meetings are an excellent way of sharing good practice and raise concerns about MEAG. It also provides a direct link to WAG whose staff are very accessible and helpful.

There is an argument for post-16 funding as there is a requirement to support children and young people from nursery to 19 years. However, there is currently insufficient funding to be able to fund both sectors the way the Local Authority would like.

There is concern from the Local Authority that it is unable to support other languages as well as it can support Polish. The diversity of languages within the county and its

broad geographical area together with growing numbers present serious challenges for service delivery.

In addition to supporting EAL pupils with their English proficiency, the Local Authority also supports pupils in Welsh medium schools to learn Welsh. Supporting Welsh is an issue for the Local Authority because it does not receive any extra funding for this support.

The Local Authority stressed *“WAG needs to increase funding as estimates indicate a growing EAL population”*. This was supported by schools who believed the view expressed by WAG of economic migrants returning to their home country was not occurring. Instead the *“number of EAL pupils are growing rather than decreasing”*.

MEAG should be broader than just EAL with a more holistic approach required to support the needs of pupils. There are programmes delivered in Carmarthenshire designed to support not only EAL pupils but their families as well e.g.:

- Family Learning Project - provides support to families in school (primary and secondary).
- ESOL classes for parents.

### ***Data Collection***

The data asked for is reasonable and not onerous but the relevance of this data can be questioned. In addition to EU expansion more focus is required on other countries outside the EU.

Data to be collected should be broader in order to gather a more informed picture of total EAL change and population fluctuation. Currently, the Local Authority is not aware of how the data is being analysed and used.

### **School Level**

The advantage of a centralised model is its effectiveness in allocating resources to support the schools that are most in need. This model is best placed to offer greater consistency in support than delegation of the grant to schools.

Schools suggest a percentage of the funding could, however, be delegated to schools to use when needed because *“schools have a more detailed understanding of their own needs than the council”*. However, as previously mentioned, the Local Authority believes this would lead to a loss of specialist support for EAL pupils.

Pastoral induction is an important aspect of support. It is vital that children are engaged quickly in order to build their confidence. A holistic approach is an effective

way of supporting children to achieve their potential with a need to engage parents as well in order to establish support for learning English outside the school.

Schools are attempting to engage parents through a range of initiatives. For example, a school is delivering a Basic Skills Programme delivered through DCELLS targeting post-16 support whilst another is holding regular meetings with parents to involve them in their child's learning.

Attainment also comes down to the continuity of support. Although the grant has been a welcome addition with good work being undertaken by MEAS and the schools, funding constraints has meant this continuity is not there. One school asked for *“more frequent visits by the MEAS team”* whilst another *“could do with more funding to employ a full-time support teacher to create additional resource”*.

As mentioned, the region has seen increased migration of families from Eastern Europe into the area in recent years. Schools believe *“the level of provision is inadequate with the central support service stretched to its limits”*.

A lack of funding provided by WAG to the region has meant insufficient support is available to service the needs of all EAL pupils with schools expressing the view that they are *“three years down the line and still waiting for funding to meet the needs of the pupils”*. Something about WAG

The grant was compared to SEN funding with one school having 15 Teaching Assistants for SEN to meet the needs of 70 children. The MEAG support received does not compare to this. However, the Local Authority felt such a comparison could not be made because EAL should not be seen as a Special Educational Need.

Schools feel they have no option but to look for other funding sources to employ their own teaching assistants thereby placing other jobs in the school at risk. This has enabled them to support EAL pupils more effectively and build expertise in-house. However, one school said *“it was stated that activities such as these should be resourced by MEAG, which is not the case”*.

These concerns were also voiced by a Teaching Assistant who works with EAL pupils who *“require more support than she can give due to a lack of resource”*. The Teaching assistant has also been working with parents but their role has them stretched so they cannot do as much as they would like.

Even though the region believes it is suffering from a lack of funding, MEAG is unique in its targeting of pupils from minority ethnic backgrounds. It has given schools the resources to teach EAL pupils more effectively than they would have been able to do without the grant.



Schools participating in this case study said they were not really able to capacity-build as a result of the MEAG support. They pointed to *“not enough opportunity for teachers to observe the way the specialist teachers engage EAL pupils”*.

One school proposed an improvement to the way MEAG is delivered was the potential facilitation of intensive language courses. There is an issue with EAL children having to learn English through the classroom and curriculum because of the varying levels of need. Those with low English skills require intensive training to build their confidence before they engage in classes.

This improvement, however, was not shared by the Local Authority who believes EAL pupils should learn through the curriculum thereby encouraging learning in an inclusive environment.

Other improvements included:

- MEAG should reach out into core subjects. EAL pupils must be supported at the outset in developing their proficiency in both language and numeracy
- WAG could potentially be looking for additional sources of funding for EAL from the European Union
- Young people from minority ethnic groups who join the school in years 9/10 should be able to receive continued support if they would like to continue into Further Education.

The impact of the grant has been mixed. MEAG has had a positive impact on the EAL pupils it has supported. Teachers are seeing more confidence in the children. They are happier in themselves. They are also more engaged both inside and outside school.

For example, *“a child came into reception with no proficiency in English. Recently, he came up to the (headteacher) in Tesco and had a conversation with him. This would not have happened without the support”*.

At one school, pupils whose language proficiency fall into Category A & B are receiving MEAG support, which has been a positive experience for pupils. However, this has been at the expense of pupils with greater competency who have received support from teaching assistants employed by the school through other funding sources.

Another school does not even have sufficient resources to *“support all Category A pupils”*. It has had to fund EAL support through other funding streams resulting in potential job losses for mainstream members of teaching staff.

## **Pupil Level**

EAL pupils have received a wide range of support from MEAG including language and literacy skills and special EAL resources, etc. They indicated that they would like more support in subjects such as science, history and geography due to the technical terms used.

MEAG support has had a positive impact on them with all pupils attending the focus groups saying they have gained more confidence. Two pupils did not converse when they first attended the school but now the support offered has given them the confidence to socialise with fellow pupils and also participate in class activities.

Pupils felt they were different when they first attended school but they have integrated as a result of increased confidence. It has helped them make friends both inside and outside the classroom and are happier in school as a result of engaging with other pupils.

They were aware that the Teaching Assistant was stretched and did not always have time to help them with their problems. They asked for another teaching assistant if possible to give them more support.

## **Conclusions**

There is consensus that MEAG funding is not sufficient to effectively support all EAL pupils in Carmarthenshire. As a result, the Minority Ethnic Achievement Service in Carmarthenshire is stretched to its limits.

This insufficient funding is exacerbated by the geographic nature of Carmarthenshire in terms of its size and population dispersion, presenting a big challenge for the Local Authority with high travel costs and long travel times.

The lack of MEAG funding is also impacting on schools that are experiencing insufficient support as a result. This has led to schools having to look to alternative funding sources to employ their own teaching assistants to support EAL pupils. In certain cases, this has resulted in job losses at schools.

However, the support offered by the grant has been invaluable in its targeting of pupils from minority ethnic backgrounds. It has given schools the resources to teach EAL pupils more effectively than they would have been able to do without the grant.

# CEREDIGION

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## **Context**

Ceredigion is a coastal county, bordered by Cardigan Bay to the west, Gwynedd to the north, Powys to the east, Carmarthenshire to the south, and Pembrokeshire to the south-west. Its area is 440,630 acres (1783 km<sup>2</sup>). The population of the county at the 2001 census was 74,941. Despite its small population, Ceredigion experienced the largest population growth of any county in Wales, with a 19.5% increase from 1991 to 2001<sup>52</sup>.

Tourism and agriculture, chiefly hill farming, are the most important industries. In addition, two universities are within the county boundaries: Aberystwyth University and the University of Wales, Lampeter. The National Library of Wales, which was founded in 1907, is located in Aberystwyth.

Ceredigion has the third highest proportion of Welsh speakers in the population (52% at the 2001 census); only Gwynedd and the Isle of Anglesey have a higher proportion. Non-Welsh speakers tend to be more concentrated in and around the two university towns and along the coast.

## **Delivery of EAL Services**

In Ceredigion MEAG funding is channelled through the Council which employs 2 x 0.5 posts to coordinate EAL teaching throughout the county. As a rural area, the main practical issue is that although immigration is low it is also very patchy. Although the two main drivers are:

- Workers attracted by opportunities in agriculture and food processing
- Overseas students attending the two Higher Education Institutions (HEIs) in the area.

There are considerable numbers of others attracted to the area from a large number of countries who are very widely dispersed. At primary level in particular schools tend to be small so that while many schools have no ethnic minority children with language needs, for those that do, even one or two represent a proportionately large burden. Additionally, and again particularly at primary level, many schools teach through the medium of Welsh which raises issues about whether the additional language in question should be English or Welsh. As an indication of the variety and complexity of the provision needed, Ceredigion LEA quotes its largest ethnic minority pupil group as Polish (n=50) but cites a further 120 covering 35 other languages. This scarcity factor rules out any economies of scale and makes the language mix

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<sup>52</sup> 2001 Census of Population, ONS, Crown Copyright Reserved

and small changes to it problematic. The authority's approach to an organic situation is to put in place some semi-permanent structures and events but to rely heavily on a flexible networking approach which reflects both the diversity of need and its geographical dispersion across the county.

On a regular basis the coordinators:

- Publish a newsletter incorporating recent developments and successes and also announcing new services
- Provide training courses for teachers
- Provide an office hours help-line
- Provide inset training in schools on a demand basis
- Hold a teacher network meeting once a term.

On a continuous basis the coordinators monitor numbers in schools, respond to new arrivals if need be, actively manage their network of contacts and engage with migrant communities, run a central resource centre providing materials for schools and act as advisors to specialist staff in schools.

The MEAG funding is supplemented by the authority, which apart from the salaries of the coordinators also pays for their activities outlined above, as well as some staff in schools and cover for teachers attending events. The coordinators acknowledge that schools are also financially supplementing the service.

## **School Level**

### *Headteachers*

The three schools we visited in the area confirmed that they were using school funds to augment the MEAG funding and that this created difficulties for them as they were already balancing a very tight budget. All three schools counted themselves as lucky to have a specialist part-time member of staff willing to work flexibly, but had concerns that the contract was renewed on an annual basis and relied to a great extent on the goodwill of the individual staff member. All the headteachers commented on the problems caused by the unpredictable nature of the target group in terms of numbers, level of language ability and home language. Age of entry was also seen as an important factor – rightly recognised in the formula – as was duration of stay, as these often affected levels of motivation and home support.

One secondary headteacher suggested that the “*immersion*” model applied to non-Welsh speakers wishing to attend Welsh-medium schools could be applied to those with additional language needs to good effect as it would ensure that they had at least a basic competence in English before they were exposed to mainstream school. However, others did not support this view, either because it would require some sort of “centre” which would be difficult to locate in such a dispersed geographical area, or

because the approach failed to appreciate fully the social aspects of language acquisition and the need for early integration into the school and community more widely. Two out of the three headteachers felt that the support they got from the coordinators was very worthwhile and was organised appropriately; the other questioned the value for money of the arrangements and felt that the grant might be better used if it went directly to schools.

### *Teaching Staff*

Teaching staff in schools tended to reflect this difference of opinion with those at two schools declaring themselves very happy with the support they got, both on a regular and continuous basis. They particularly liked the signposting to and provision of more recently available resources, advice on new issues and access to a wider network which helped them share problems. In the other case these aspects were not as valued because the teachers felt that they were able to develop their own materials which better suited their needs and more money should be devolved to support this.

Teaching staff tended to share concerns about the mix of pupils they might be presented with at any one time and possibly at quite short notice. They described what might be called a model with static and dynamic elements. For instance in Lampeter the presence of both an Islamic Studies Centre in the University and an independent Islamic Seminary provided a constant supply of pupils – mainly from the same regions – whose stay was predetermined by their parents' study period, either three months or an academic year. Students were well motivated and well supported by parents and their culture and needs were well understood. Although numbers varied year on year, teaching staff could work on the assumption that there would be some pupils, mainly from Malaysia, with at least some level of English language attainment. The drivers relating to Aberystwyth University were different, consisting of research staff or students from anywhere in the world, with numbers fluctuating widely year on year and between younger and older children.

Teaching staff were generally happy in their role as specialist facilitators and did not feel that they were being used to fill other gaps such as supporting pupils with special educational needs. They had a fairly clear remit which included:

- Initial assessment and the development of an individual learning plan
- A mix of one-to-one pupil support, supporting teachers and teaching assistants
- Liaison with classroom teachers to identify current and future learning needs such as specialist vocabulary
- Provision of learning aids and resources
- Acting as a pupil's advocate to negotiate additional classroom help
- Acting as a link between parents and the school when needed
- Involvement in continuous monitoring and assessment

## **Pupil Level**

In the two secondary schools that were visited pupils had access to the EAL coordinator on a very frequent basis and in both schools there was a dedicated space for pupils to go to ask for advice or to get help with homework. Having this special space was very important as it gave pupils a safe environment in which to talk about issues as well as access to resources. In both cases space had been “carved out” and equipped at minimal cost. The primary school, although brand new did not have this facility and staff had to use a corner of the staff room.

In the secondary school we talked to a number of pupils, and in the primary school to parents with their children present. Secondary pupils described a number of different starting points from having no English at all to having a basic knowledge of “*social English*”. Without exception they felt they had received a good service which was both tailored to their needs and on-going – even for those who were now assessed as “being up to speed”. A key factor here was continuity, with staff having been with the school for a long time and being identified as some one who could be trusted and would always find time for them. It was clear that this relationship was an important building block in developing the confidence needed to face the challenges of learning a language at an older age from scratch. This was particularly important in relation to technical language associated, for instance, with science subjects or mathematics. Access to resources was important but all the pupils stressed that without the support of the EAL coordinator they would not have felt confident about using them. Again, having a special base where they knew they could access help was seen as important. Most pupils mentioned that as well as timetabled sessions they could drop-in at any time. They did not see the part-time nature of the coordinators role as an issue as they knew when they would be there.

## **Parent Level**

In the primary school parents were very satisfied with the service and support they had received from the whole school and also reported good access to the teaching staff and the headteacher. Most frequently they talked about the openness of the process and how they were kept informed about their child’s development and things they could do to help, such as speaking some English at home, encouraging social networking outside their ethnic community and getting involved in school activities. One school had recently run a multi-cultural event to which different ethnic groups had contributed show cases in relation to national costumes, food and traditions.

## **Conclusion**

Although one school felt that the centralised approach to funding adopted by Ceredigion was not the best way forward and that money should go directly to

schools, service users clearly felt that their needs were being met by the current regime.

# CARDIFF

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## Context

Cardiff's local authority area had an estimated population of more than 324,800 in 2008<sup>53</sup>, compared with the 2001 Census figure of 305,353.<sup>54</sup> Between mid-2007 and mid-2008, Cardiff was the fastest-growing local authority in Wales with population growth rate of 1.2%.<sup>55</sup>

The city has an ethnically diverse population due to its past trading connections, post-war immigration and the large numbers of foreign students who attend the universities. According to a report published in 2005, over 30,000 people from an ethnic minority lived in Cardiff, around 8.4% of the city's total.<sup>56</sup>

In addition to Welsh and English, the diversity of Cardiff's population (including foreign students attending the city's universities) means that a large number of different languages are spoken, for example, current estimates suggest there are 110 recognised languages and 164+ dialects spoken by pupils within Cardiff schools.

## Delivery of EAL Services

Cardiff EMAS is organised as a centrally-funded model. For Cardiff, the centralised service maintains expertise (e.g. all Lead Professionals have a MSc. in EAL and all Senior Management have specialist qualifications); flexibility and maintains economies of scale, essential considering the service is 100% funded by MEAG. The majority of the funding is allocated to staffing and training. The EMA service is coordinated and delivered by:

*Coordination of Service:* 1 Head of Service; 1 Performance and Development Manager (deputy); 1 Mid-phase Arrivals Manager

*Administrative Support:* 1 Administrative Officer; 1 Admissions Officer; 1 Data Officer

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<sup>53</sup> "2008 Mid-year Estimates of Population" (PDF) ONS, Crown Copyright Reserved  
Wales <http://wales.gov.uk/docs/statistics/2009/090827sb492009en.pdf?lang=en>.

<sup>54</sup> "Neighbourhood Statistics". 2001 Census of Population, ONS, Crown Copyright Reserved  
<http://neighbourhood.statistics.gov.uk/dissemination/LeadTableView.do?a=3&b=276879&c=Cardiff&d=13&e=16&g=421924&i=1001x1003x1004&m=0&r=1&s=1204063245714&enc=1&dsFamilyId=75>.

<sup>55</sup> Ibid

<sup>56</sup> "Black and Minority Ethnic Communities Consultation Report, 2005" (PDF).  
[http://www.cardiff.gov.uk/ObjView.asp?Object\\_ID=4997](http://www.cardiff.gov.uk/ObjView.asp?Object_ID=4997).



*Teaching Staff:* 48 Primary Teachers (including 6 Lead Professionals); 24 Secondary Teachers (including 4 Lead Professionals); 2 Specialist Teachers (included in the above teaching totals)

*Training:* 2 Primary Trainers; 2 Secondary Trainers

*Home /School Liaison:* 1 Educational Welfare Officer (EWO)

*Additional Support:* 1 Educational Psychologist (0.4 FTE)

The total number of schools allocated support by EMAS this academic year is 64. This figure breaks down as:

- 44 Primary Schools (many of which have nursery placements)
- 1 Nursery
- 16 Secondary Schools
- 3 Training Schools.

Historically, the pattern of support service from EMAS was that increased need lead to increased levels of support, however, recent and ongoing immigration patterns into the city have meant that this model is no longer sustainable. Since 2008 therefore, EMAS have been restructuring their approach to move from a support model to a capacity building/training model within schools.

The current ME population in Cardiff schools is approximately 12,554, (figures at February 2010), which breaks down as 27% of the Primary School population being ME, and 25.4% of the Secondary School population. However, it is difficult for EMAS to assign an exact number at any one time as they are constantly changing, e.g. there have been in excess of 200 new arrivals from EU and countries outside Europe in the six weeks between the start of the January school term and the 12<sup>th</sup> February 2010.

These figures however disguise the variable pattern across Cardiff's schools, in that some schools have far greater need of EAL support than others. For example, one Secondary School has a population of ME pupils totalling 1,027; while one of the Primaries is 97.8% ME and this year will have no English/Welsh speaking pupils in their Reception class.

Some of the challenges for Cardiff EMAS therefore, include high existing BME pupil numbers; high and unpredictable numbers of new arrivals and also, once in the city, for some schools, a high mobility factor i.e. the movement of pupils between schools (from family choice). This level of mobility in certain educational settings can be as high as 48%, in others, it is moderate to low. This means that while as a whole, school profiles across Cardiff may have changed dramatically in recent years, within some schools there is also this constant 'churn factor' to accommodate. For EMAS and the school community this can make managing EAL provision more challenging and can impact on a school's ability to raise their standards.

In addition to the core responsibilities that EMAS undertake, they also have input into a number of other ME initiatives e.g. Cymorth-funded projects such as Raising Achievement Project Somali (RAPS); the Black Caribbean Achievement Project (BCAP); Peace, Unity, Respect and Love (PURL). They have worked in partnership with 14-19 advisory staff to develop ME mentoring programmes; have worked with Flying Start to engage ME communities and regularly engage with a basic skills group in a local college on a termly basis to share information and assist in the development of courses and materials for post-16 pupils in a college setting.

### **LEA Level**

EMAS employ a local funding formula at LEA level to ensure accurate and appropriate distribution of funds at school level across the city. Cardiff Heads were consulted on and agreed to the formula.

A 3-year budget would facilitate service planning, recruitment and sustainability of out-of-school initiatives e.g. homework clubs etc. With annual funding, service managers are having to recruit staff year-on-year leaving specialist, experienced staff insecure, unable to know if or where they are going to be employed the following academic year. Annual budgets can also inhibit good practice within schools, and stifle creativity and enthusiasm within the community. The fact that the Assembly allocates on a financial year rather than an academic one is also felt to hinder the process.

EMAS collate achievement data through their annual 'Needs Assessment Survey' and PLASC data. Having undertaken this detailed survey for nine years there is a considerable amount of pupil achievement data to draw on. EAL staff monitor pupil achievement with 'CATE', a tool developed in Cardiff EMAS which is in the form of a chart which is filled in gradually for every EAL child in the school. It shows levels of language acquisitions and different skills that need to be achieved for each level.

All school returns are standardised and moderated by EMAS and they would like to see tighter monitoring of data at DCELLS level and more standardisation in terms of what data is collected and the methods for doing this, across local authorities. They would also like a representative from MEALEA with practitioner skills seconded into WAG, on a rolling basis, in an advisory capacity.

EMAS believe that the Terms and Conditions for MEAG could more explicitly support and guide schools towards EAL best practice e.g. through sharing and dissemination of good practice case-studies and exemplars; encouraging collaboration in the classroom between mainstream and EAL staff; and insisting all work be linked to the curriculum.

EMAS report that given the numbers of ME pupils that they are supporting they do not have sufficient numbers of senior managers to deal with the ever increasing workload and also need more administration time.

## **School Level**

### *Headteachers*

Headteachers feel that MEAG has enabled their schools to provide a level of support for vulnerable children that otherwise would not have been possible, it has opened up opportunities for ME pupils to achieve their potential and crucially, facilitated inclusion in the school and community. However, some feel that the formula weightings fail to take into account the impact of criteria such as parental education and background and what the child's educational history was prior to arriving in the UK. The point was also made that while socially deprived areas in Cardiff may seem to have greater needs, some of the greatest needs are actually in communities like Roath and Penylan - more affluent areas with stable schools - but very high level of need nonetheless.

The fact that MEAG promotes a continual programme of professional development for schools, as well as continuous in-house support according to need is also very much appreciated. EMAS staff are considered to be working for the children *and* the school. However some Headteachers would like more exploration of alternative models of EAL provision, such as use of immersion courses and language units, as sometimes used in the Welsh-medium sector.

The benefits of the centralised model of EAL delivery in Cardiff are appreciated by headteachers e.g. putting the authority/schools in a better position to be able to respond to sudden changes in communities in a flexible and timely way, with the local formula applied at school level facilitating more accurate targeting of learners. However, a minority of Headteachers would like to see more delegation of funding to schools in line with financial management, and the principle that they are best placed to identify and manage meeting that need locally.

### *EAL Teachers*

The fact that MEAG emphasises in-class support; funds a well-trained and experienced team of specialist EAL teachers and bilingual teaching assistants; provides resources for pupils; develops capacity within schools; supports ME projects within schools and the community and, where needed, offers advocacy for the ME community, are all seen as key strengths of the grant. However, basing the grant on the previous years' pupil numbers means that MEAG can be inflexible and slow to react to need.

Temporary contracts due to annual funding create insecurity and anxiety amongst EAL specialists which can have an impact on EAL staff's self-esteem and – some

EAL teachers believe – their professional standing within the wider school community. For example, EAL staff mentioned how they can set up programmes of work for the following year, only to find themselves assigned to a different school, having to start from scratch; or deployed to a different school with greater needs mid-term.

Ultimately factors such as these may impact on the service offered to EM pupils where EMAS could find it difficult to recruit and retain experienced staff due to the temporary nature of the contracts and inherent insecurities within the job role/staffing structures. Some EAL staff feel, for example, that there can be a lack of commitment to what happens in the classroom because of the uncertainty of the grant. In some cases EAL staff feel like “an add-on”, rather than an integral member of staff expected to collaborate and plan effectively for ME pupils.

Some EAL staff feel that there is insufficient monitoring of how their time is utilised within schools.

#### *Multi-lingual Teaching Assistants*

Languages covered by the services’ multi-lingual teaching assistants include: Arabic, Bengali (Sylheti), Czech, Gujerati, Polish, Somali and Urdu.

Over and above the support they give to EM pupils and mainstream teaching staff within the school, the links TAs make with the community are crucial in ensuring that children engage with and regularly attend school and achieve the best possible outcomes; that parents/carers are given the confidence and support that they need to engage with the school and settle into their community; and in enabling EAL and mainstream staff to concentrate on teaching.

This Review found examples where bilingual teaching assistants make themselves available to parents and carers in the school yard before and following every school day to address any queries or concerns parents/carers may have. One primary school, for example, is renowned in Tripoli as the school to attend if coming to the UK because of the exceptional level of support and teaching offered by staff. According to TAs interviewed, there are now second generation pupils coming to this school from abroad.

#### *Mainstream Teaching Staff*

For mainstream teaching staff, MEAG is invaluable due to the fact that it funds EAL specialist teachers and TAs which enable them to do their job, “*To sum it up, we need them. We couldn’t function without them*” and “*They can sort out a problem in 5 minutes that would have taken me all day*”<sup>57</sup>. The specialist teaching resources available through MEAG to aid pupil development are also valued highly.

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<sup>57</sup> Comments made by mainstream teaching staff about EAL staff and bilingual TAs

Not only are mainstream teachers very appreciative of the expertise and support that they receive from their EAL colleagues but they are also very supportive of them. The negative impact on EAL staff and the wider school community (pupils and mainstream teachers) when, for example, an EAL teacher is redeployed sometimes with very little notice was highlighted by a number of teachers.

### **Pupil Level**

Pupils are without exception extremely happy with the level of EAL support. In some schools the fact that pupils are receiving language support is not overtly highlighted to the pupils themselves; in others, where there are very high numbers of Polish children, for example, pupils are fully aware of receiving additional support and are very appreciative of it.

Pupils were spoken to and observed in primary schools, secondary schools, ESOL classes and weekend homework clubs and a very happy, relaxed and diligent atmosphere was observed throughout. Pupils are given opportunities for language acquisition and softer – but nonetheless essential - outcomes such as confidence-building, through a range of enjoyable, innovative activities at primary level e.g. a group were taken to Tesco for reading practice of food labels prior to cooking with the ingredients on their return; and curriculum and alternative curriculum-based learning for older/ESOL pupils. Individual development in some schools extended beyond language/academic achievement to development of personal interests/talent e.g. finding music teaching for a talented pupil who played piano.

### **Parent Level**

The overarching response from EAL parents is extremely supportive and favourable. Parents are very grateful for everything done for their children and are very happy with the level of support that they themselves receive.

Ironically, a couple of parents mentioned that they would like support for maintaining their children's home language because through successful integration their children are losing their fluency.

### **Conclusions**

As effective as the EMAS service is, pupil numbers are increasing at a greater rate than funding levels, meaning that year-on-year it is becoming more of a challenge for EMAS to maintain current service levels let alone meet the demands of new arrivals. A guaranteed income over a fixed period of three years, for example, would facilitate planning, recruitment and retention of EAL specialists and provide a more consistent and seamless EMA service across schools.

More senior staff and administrative support within EMAS are reportedly needed as are additional EAL specialists i.e. to support ME pupils, facilitate liaison and planning and build capacity amongst mainstream staff.

The level of dedication and enthusiasm that EMAS, EAL staff and TAs have for their pupils adds value far in excess of what MEAG funds. It is this commitment and goodwill that must not be lost. In addition to their teaching and capacity-building role, EAL specialists and TAs are the community links; they know the communities and relate to them, something which is absolutely crucial to developing cohesion across ME communities and producing role models from within them for today's ME pupils to aspire to.

# SWANSEA

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## **Context**

Swansea has the third highest population in Wales with 229,000<sup>58</sup> people living in the region, representing approximately 8% of the total population of Wales. There is a diverse range of pupils attending schools in Swansea spanning a wide range of ethnic and linguistic backgrounds. These pupils between them speak over 90 different languages and dialects other than English and Welsh and make up over 9% of the local school population.

MEAG is administered centrally through the Local Authority's Ethnic Minority Language and Achievement service (EMLAS), which allocates specialist EAL teachers and Bilingual Teaching Assistants to those schools with pupils from ethnic minority backgrounds requiring support. The allocation of specialist support staff is determined by factors such as the number of EAL pupils in the school, their EAL stages and their Key Stages within the National Curriculum.

There is a diverse range of pupils attending schools in Swansea spanning a wide range of ethnic and linguistic backgrounds. These pupils between them speak over 90 different languages and dialects other than English and Welsh and make up over 9% of the local school population.

## **LEA Level**

At both Key Stages 1 and 2 there is an attainment gap between pupils learning EAL compared with all Swansea pupils. However, specialist support provided via MEAG has enabled pupils to close this gap by the end of Key Stage 4.

The centrally-driven model has been advantageous to both the Local Authority and schools in Swansea, allowing the Local Authority to capacity-build by developing and maintaining a specialist EAL support team.

The Local Authority places a lot of emphasis on the ability to up-skill mainstream teachers and capacity-build in schools through specialist support and training. It believes the way the funding is delivered gives it the flexibility to allocate resources to where they are needed most.

The Local Authority's EMLA Service does not currently allocate MEAG funded specialist staff to support pupils from ethnic minority backgrounds attending Welsh

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<sup>58</sup> Mid-Year (2008) Estimate of Population ([www.ons.gov.uk](http://www.ons.gov.uk)) ONS, Crown Copyright Reserved

medium schools in Swansea. The Authority feels research and debate into provision for such learners is needed to clarify the use of the MEAG in these settings.

### ***Data Collection***

The PLASC data collection mechanism is not a reliable way of identifying those pupils in need of support and thus not seen as a good method of determining MEAG funding levels in the future. Many parents and pupils often confuse nationality and national identity with ethnic background and hence the data on pupils' ethnic backgrounds is not accurate.

Furthermore, Pupils age 12 and above are responsible for determining their own ethnic background which has led to further inconsistencies in the ethnicity data that is collected via PLASC annually. For example, two children who were born to the same parents regarded themselves as having different ethnic backgrounds.

Furthermore, even if data on ethnicity is known to be inaccurate school staff are unable to alter the data.

The Local Authority believes the only effective way to collect data is through an annual local survey involving language(s) spoken at home and stage of EAL. This is the type of survey Swansea uses to identify EAL pupils for annual MEAG funding bids.

### ***MEAG Funding Allocation***

The LEA is not made aware of how MEAG allocations are calculated and distributed nationally. The LEA is asked to collect and provide data for the Welsh Assembly Government based on key stages with no indication of how much of the funding should be allocated to each Key Stage.

The MEAG is not increasing proportionally with staff salary increases and inflation or the growth in the number of EAL pupils requiring support. The EMLA Service lost three experienced secondary specialist support teachers last year and now is forced to target support according to a range of criteria, at those pupils who will benefit most.

There is concern that DCELLS does not challenge non-compliance with the terms and conditions of the grant across Wales and does not promote best practice e.g. through national conferences.

There is also concern that there is inequality of access to support for EAL pupils in Post-16 provision. Whereas pupils in LEA maintained schools receive support Post-



16 via the MEAG, students with EAL support needs attending FE Colleges receive no funding.

There was a suggestion that an improvement to the way MEAG funding is allocated would be to distribute a level of core funding to each Local Authority, which could be topped up in response to the annual funding bid count.

### **School Level**

There was a consensus between schools about the role of the MEAG supporting the wellbeing of the child and not just addressing English language proficiency. To this end, MEAG funded specialist staff support schools to reaching out into the communities to engage parents and encourage them to become actively involved in their children's learning outside the classroom.

Schools identified the importance of ensuring EAL pupils are supported at home to improve their chances of attainment.

Proactively engaging parents has also led to sustainability. MEAG funded specialist staff employed by the EMLA Service in Swansea have built a rapport with families, creating relationships that will benefit all parties at present and in the future.

Sustainable practices are being developed in schools, through the implementation of capacity-building approaches to delivering support by specialist MEAG funded staff. Schools are confident that the training of mainstream staff delivered by the specialist staff of the EMLA Service will have lasting benefits including:

- Better skilled-mainstream teachers
- Greater awareness of EAL issues amongst mainstream teachers
- Improved levels of English fluency for pupils
- Improved levels of inclusion through increased self-confidence of EAL pupils.

An example of how MEAG can impact positively on outcomes for pupils arose last year when a pupil at risk of becoming NEET wanted to go to college to study hairdressing. The pupil had been prevented from completing the application as her parents disapproved. A member of the EMLA Service team intervened, discovering that her parents thought hairdressing was something more sinister than it was. The member of the EMLA Service team engaged the family to clear up the misunderstanding and the pupil is now on a college course.

The positive impacts of MEAG are also being seen outside EAL support. For instance, teaching and learning strategies have been developed and implemented that help all children and not just those with EAL support needs. One school has

developed teaching and learning resources that can be adapted to help children with learning impairments, SEN etc. as well

The positive impacts experienced by schools in the Local Authority would not have been seen without the support of MEAG funding. The learning outcomes of EAL pupils would have been negatively affected.

### ***MEAG Improvements***

The local Authority and local schools would like to see longer-term funding (potentially a three-year funding cycle) to eliminate the uncertainty posed by fluctuations in annual funding and to improve planning. Currently, the funding element is causing issues with forward planning and continuity of provision.

There was a consensus that the central funding model operating in Swansea was most effective in addressing their needs of pupils, schools and parents. Pupil numbers fluctuate across schools in Swansea with the current model enabling the movement of EMLAS staff from school to school accordingly.

### ***MEAG Effectiveness***

The lack of funding for EAL support in FE Colleges has raised some real concerns for schools in the region. It was mentioned that the dropout rates for EAL learners previously supported at school by the EMLA Service specialist staff, now at FE Colleges are higher than the dropout rate for sixth forms, which must be addressed.

Schools pointed to several cases where pupils left school at 16 to go onto college but had to return for support because the FE College was unable to provide the expertise required to support their learning. For example, a year 10 pupil arrived at one school with no proficiency in English. He left at 16 to go to college. Unfortunately, he felt he was not receiving the support necessary for him to attain his goals. He approached his school, which provided additional support and now he is at Oxford University studying Medicine. This outcome might not have happened without the additional support he received from his school.

### **Parents**

Comments made by parents from ethnic minority backgrounds relating to the support being provided for their children via MEAG were positive with their children showing more confidence and are being happier as a result. One parent mentioned how their children's *"grades had definitely improved as they can access the curriculum more through the interpretation"* whilst another parent had a three year old son whose *"English development has come on really well in just three months"*.

In the opinion of the parents interviewed for the review, the policy of children accessing support within the classroom and thereby minimising any chance of them appearing in any way 'different' from their peers was felt to be important for integration and something which should continue to be encouraged.

## **Pupils**

Pupils expressed common benefits resulting from the support offered by MEAG specialist staff. These included:

- Increased confidence to communicate with other people
- Made new friends
- Made school work easier
- Grades have improved.

Pupils agreed they had been able to learn English quicker as a result of the support they received with these benefits leading to positive outcomes.

For example, one pupil could not speak English at all in January and now he reports that he is fluent. Another did not think he would have achieved 10 GCSEs in year 11 without the support. This has given him the confidence to undertake A-Levels and has ambitions of studying at University.

## **Conclusions**

The Minority Ethnic Achievement Grant has had a positive impact on the Local Authority, schools, pupils and parents in Swansea. The grant has supported pupils in their learning as shown by the anecdotal evidence given during interviews.

Schools would not have been able to access specialist support without the grant, which would have seriously hampered their ability to meet the distinctive needs of EAL pupils. The grant is also being used to support the parents/communities of EAL pupils to improve links between home and school. The Local Authority believes the attainment levels of EAL pupils is dependent on their entire wellbeing and not just their proficiency in English.

The centrally-driven model is an effective way to deliver support due to its flexibility allowing the Local Authority to deliver support where and when it is needed most.

Although MEAG has been positively received by all involved in its delivery and support, there was an issue with the funding of EAL support for students FE Colleges.

# NEWPORT

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## **Context**

Newport is a multi-cultural community where traditional industries exist alongside new electronics and financial service sectors. Standing at the gateway between England and Wales, Newport covers a geographical area of just over 73.5 square miles. After losing some of its core industries, the city is re-establishing itself as a centre of modern industry and commerce and undergoing major changes with many parts of the City being redeveloped.

Newport is a dispersal area for asylum seekers. The Welsh Consortium for Refugees, Asylum Seekers & Migrants, for example, was one of eleven regional consortia established in 2001 to facilitate the effective dispersal of asylum seekers across the UK. Since April 2007, all the regional Consortia have evolved into Strategic Migration Partnerships as the remit of the partnerships evolved to include migrant workers as well as refugees and asylum seekers.

An estimated 60 languages were spoken in Newport in 2008-2009 and according to figures<sup>59</sup> the largest ME groups in Newport are Bangladeshi; Pakistani; Indian; White and Asian; and White and Black Caribbean<sup>60</sup>.

## **Delivery of EAL Services**

Newport's EMA Services are delivered by the Gwent Education Multi-Ethnic Service<sup>61</sup> (GEMS). GEMS provides support to pupils in nursery, primary and secondary education in Newport and across Greater Gwent, e.g. Torfaen; Caerphilly; Blaenau Gwent and Monmouthshire.

In addition to supporting pupils, GEMS provides:

- Advice, support and guidance on race equality for schools and governing bodies;
- Bilingual assessments to establish language support requirements;
- Home visits to ensure that good communications between minority ethnic parents and the school are established; essential school information is passed to the parents in their home language and that their concerns and questions are passed back to the school.

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<sup>59</sup> PLASC, January 2008

<sup>60</sup> MEAG End of Year Report 2008-2009

<sup>61</sup>

GEMS also helps with the provision of interpretation and translation in the main community languages of Newport.

GEMS is a centrally-based service that due to increasing ME pupil numbers, has developed their advisory/capacity-building role within schools to enable mainstream staff to become more skilled in supporting EAL pupils. In Newport, for example, GEMS have identified teachers to work in a more collaborative way, providing support mainly within the classroom, through team teaching with mainstream staff.

GEMS employs:

- 22.8 FTE EAL Teachers (languages covered include Turkish; Punjabi; Urdu; French; Spanish; Hindi and Arabic)
- 15.7 Home Language Support Workers (HLSWs) (languages covered include Urdu; Punjabi; Czech; Russian; Polish; Georgian; German; French; Arabic; Somali; Thai-Malay; Hindi; Bengali; Spanish; Portuguese; Swahili; Turkish; Cantonese; Mandarin; Italian; Slovakian)
- 2 FT and 2 PT Administrative Support.

The total number of schools allocated support by GEMS in 2009-2009 was:

- 2 Nurseries (226 ME pupils)
- 45 Primary Schools (1,825 ME pupils)
- 8 Secondary Schools (1,173 ME pupils)
- 1 Special School (13 ME pupils).

The above figures include 135 asylum seeker pupils (94 of which received uniforms and 48 trips paid for).

Eight pupils have been supported through the medium of Welsh and English for two terms.

GEMS employ interpreters and translators when faced with a language demand that is not possible to fill from within the Service. For example, to support a pupil through a GCSE oral in Gujarati; to support Korean and Kurdish-speaking asylum seeker pupils and family on admission to school/ school liaison; and to translate an Israeli Educational Psychologist's report written in Hebrew.

### **Activities**

- **Community-focussed schools:** Hartridge cluster - GEMS has a role in preventative services to target at-risk pupils and families and work in partnership with other agencies including Sure Start, Youth Offending team, Social Services.

Rolled out to Duffryn Cluster 08-09

- In **partnership with Coleg Gwent** a specialist provision for pupils 15+ who have limited educational experience and limited English
- **The Haven Project** for Asylum Seekers has engaged with 8 pupils, their families and their schools during 2008-2009. The Haven Project has been recognised as an exemplar of good practice by the Welsh Assembly Government and was written up as a case study in the new counselling advice and guidance launched in October 2009
- The **Mentoring Project** focusing on disaffected Pakistani pupils, especially boys, who are at risk of exclusion in years 11, 12 and 13 predominantly.
- A **Conference** held in March 2008 succeeded in raising awareness and challenging stereotypical views and attracted professionals across a wide audience from across Wales
- **Gypsy - Roma Playgroup** in collaboration with Sure-Start
- **Inclusion Diversity Equalities Achievement award levels 1 and 2 (IDEA) assessments and training:** School support in preparation for IDEA
- For Key Stage 3 Newport City Council worked with the *Croeso* team from The Commission for Equality and Human Rights to develop The **Peer-led Education Project** in four Newport Schools to promote discussion and understanding between different communities to benefits from a culturally diverse and integrated Wales
- A parent's forum has been established at one secondary school in Newport
- CPD on-line INSET Courses delivered to 54 teachers and LSAs covering AEN/EAL Interface 2 courses, Reading and the Implications for the Bilingual Learner, Cultural Diversity and the Foundation Phase, Practical Strategies for Mainstream Teachers Secondary and Primary course, EAL for LSAs
- Partnership work with the Master of Arts qualification in Teaching English as an Additional Language (MA TEAL) at the University of Wales, Newport.

### **Links with other initiatives**

- Training provided for Flying Start on EAL and Cultural Diversity
- Madrassah Forum-working to produce guidance for Islamic schools in Newport and Mosques to comply with Child safeguarding legislation and to develop good practice
- MECHANIC- working with BME health group to address identified health issues and to work on preventative initiatives
- GEMS works in partnership with:
  - YASS (Young Asylum Seeker Service) assessing needs of target public and making referrals to promote integration and future inclusion in mainstream
  - The Police, Community Safety and other organisations including SEWERC through the Hate Crime Forum
  - The Welsh Refugee Council and the Newport Asylum Seeker Project and Health through monthly Health and Well-Being meetings
  - The WRC to facilitate the admission of ME pupils into Newport schools, and

- GEMS attend the Wales Strategic Migration Partnership meetings.

## **LEA Level**

Some of the challenges for Newport GEMS include:

- Rising numbers of ME pupils
- Increased mobility of pupils sometimes several times within an academic year
- The rise in the numbers of isolated learners being admitted to schools with little or no experience of teaching EAL pupils.

GEMS has developed excellent links with the communities across the Gwent authorities it supports. The service uses MEAG funding strategically to offer a joined-up 'one-stop-shop' approach, concentrating on inclusion and equality – not just school services – covering all bases; therefore not limited to EAL or ME pupils but the equality agenda as a whole, *“building communities”*.

Home School Liaison Officers (HSLOs), for example, provide a crucial link with some of the more difficult to reach pupils and their families, providing a trusted point of contact and helping to address any issues which arise such as admittance to schools, travel options, non-attendance or behavioural problems.

Their work has been particularly important in the light of an increased number of Roma arrivals (often from other parts of Wales / the UK) in the past two years, some of whom have had very little education causing very basic literacy and numeracy difficulties, even in their own language, e.g. 93 Roma pupils were admitted to Newport schools during 2008-2009 academic year.

GEMS believe that the Welsh Assembly Government (WAG) should be taking more of a strategic role than they currently do e.g. to be thinking on an all-Wales basis in terms of implementing the same assessments; same documents; moderation; same reporting/progress – it all needs bringing together. WAG also needs to raise the profile of the EAL specialism through a *“big strategic statement that EAL is valued”*.

The EMA service is something GEMS believes should be valued, *“Something Wales should be proud of”*, making the point that Headteachers would not be able to cope with mass numbers of diverse populations within their schools without the support and expertise of EAL teachers – and mainstream teachers trained in EAL strategies.

In the opinion of GEMS, without MEAG it would not have been possible to have raised achievement; implemented training; influenced teacher perceptions; or upskilled mainstream staff and Teaching Assistants (TAs) to the same degree. And without MEAG some of the most vulnerable people within the community would lose a vital source of support. If input does not go into schools, community work is not

done and cohesion will suffer – perhaps not immediately but in the mid to long-term a real impact would be seen. The ‘collaborative learning support within the classroom model’ for example, has been met with resistance from some Headteachers; and a training programme for mainstream teachers (while better attended<sup>62</sup> than previously), despite being free, suggests that acquisition of EAL skills is still not a priority.

GEMS spend “*days*” supporting schools in their data collection for MEAG. They use the intranet to put their own pupil data on the system so that schools can access this data to use/check their own. This also leads to a level of dialogue between GEMS and the schools which aids school understanding and improves accuracy and consistency of data across fields. GEMS would like to see WAG having much earlier discussions when developing/designing data collection systems to ensure processes and software are ‘fit-for-purpose’.

GEMS would also like to see the centralised model promoted, making the point, if MEAG were to be devolved to school level how would the grant be monitored? How could capacity-building and upskilling of mainstream staff be achieved? Where would the EAL expertise come from? A statement of intent that values the Service model and discourages the delegation of funds directly to schools, in the opinion of GEMS, would help raise morale amongst specialist EAL staff, increase their status amongst the wider school community and give recognition that this is a specialism that is highly-valued.

### **School Level**

The Deputy Headteacher (and head of equality) of one of the schools visited expressed broad satisfaction with the current service received from GEMS, described as providing invaluable support and advice through becoming an integrated part of school life e.g. the Deputy Headteacher acts as the liaison between the school and GEMS, with GEMS staff attending staff and departmental meetings. The service was seen to take a holistic view of the needs of youngsters, incorporating both cultural and linguistic issues.

The school had undertaken some innovative practices including a ‘mentoring’ scheme for improving achievement including increased contact with families.

This contrasted with the situation prior to a recent restructuring of GEMS, when the service had been thought to be lacking leadership and monitoring, and not going beyond the compulsory routine activity.

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<sup>62</sup> During 2008-2009



An aspect of the service provided by GEMS that was highly valued by both school staff and pupils alike was pastoral support. GEMS staff work closely with pupils ensuring their social and emotional well-being by resolving issues over, for example, different cultural expectations for behaviour in the classroom, tackling issues such as bullying, and liaising between pupils, parents and school. Pastoral support is enhanced through close links with Educational Welfare and Home School Liaison Officers (HSLOs).

The continuity of contact between GEMS and EAL pupils allows GEMS' staff to build positive relationships with the pupils, and develop the trust necessary for pupils to confide in them. Continuity of contact is facilitated by the fact that the same GEMS staff may support a pupil in primary as well as secondary settings - this also helps EAL pupils cope with the sometimes difficult transition between primary and secondary school.

One primary school visited was successfully using the support from GEMS to build up future capacity, including the creation of a dedicated EAL resource room, and provisions of enhanced support for mainstream staff that request it.

Recent progress and levels of pupil achievement were seen as good, and the promotion of a positive perception of different cultures among the mainstream pupils had been particularly successful, above and beyond the curriculum requirements.

### **Pupil Level**

Pupils generally, and those supported by Home School Liaison Officers (HSLOs) seemed very happy with the extra personal support they received and how some of the issues at hand had been explained to them and dealt with effectively. In some examples they were now enjoying school and progressing well despite challenging circumstances.

### **Parent Level**

Parents were very satisfied with the level of support their children received and how they too were benefiting e.g. assistance with official correspondence, and help and advice with some practical issues around travel to and from school and integration into school life and the wider community.

### **Conclusions**

The centralised EAL model operated by Newport is delivering a service that has achieved a very high degree of satisfaction amongst schools, pupils and parents across Newport and the Greater Gwent area that GEMS serves.

The broad range of MEAG-funded services offered by GEMS are going beyond building capacity amongst school communities; they are enabling schools to become “*more focussed*” on the needs of their ME pupils, supporting both the pupils and their families in a holistic way – achieving high levels of well-being in addition to achievement-related gains.

MEAG is seen as an essential funding stream that supports a level of service for ME pupils, their schools and their families that would not be possible without it.



## **Appendix B**

### **5-Stage Model of English as an Additional Language Acquisition**

## 5-Stage Model of English as an Additional Language Acquisition – General Descriptions

### **Guidance Notes**

- ◆ Pupils make progress in acquiring English as an additional language in different ways and at different rates. Broad stages in this development are identified below as descriptions to be applied on a '**best-fit**' basis in a similar manner to the National Curriculum level descriptions. Progression from stage A to stage E can take up to 10 years and individuals are likely to show characteristics of more than one 'stage' at a time. A judgement is usually needed over which stage best describes an individual's language development, taking into account age, ability and length of time learning English.

### **Stage A – New to English**

May use first language for learning and other purposes. May remain completely silent in the classroom. May be copying / repeating some words or phrases. May understand some everyday expressions in English but may have minimal or no literacy in English. **Needs a considerable amount of EAL support.**

### **Stage B – Early Acquisition**

May follow day to day social communication in English and participate in learning activities with support. Beginning to use spoken English for social purposes. May understand simple instructions and can follow narrative / accounts with visual support. May have developed some skills in reading and writing. May have become familiar with some subject specific vocabulary. **Still needs a significant amount of EAL support to access the curriculum.**

### **Stage C – Developing Competence**

May participate in learning activities with increasing independence. Able to express self orally in English, but structural inaccuracies are still apparent. Literacy will require ongoing support, particularly for understanding text and writing. May be able to follow abstract concepts and more complex written English. **Requires ongoing EAL support to access the curriculum fully.**

### **Stage D – Competent**

Oral English will be developing well, enabling successful engagement in activities across the curriculum. Can read and understand a wide variety of texts. Written English may lack complexity and contain occasional evidence of errors in structure. Needs some support to access subtle nuances of meaning, to refine English usage, and to develop abstract vocabulary. **Needs some/occasional EAL support to access complex curriculum material and tasks.**

### **Stage E – Fluent**

Can operate across the curriculum to a level of competence equivalent to that of a pupil who uses English as his/her first language. **Operates without EAL support across the curriculum.**

## 5-STAGE MODEL OF ENGLISH AS AN ADDITIONAL LANGUAGE ACQUISITION –support material

STAGE A (New to English)	STAGE B (Early Acquisition)	STAGE C (Developing Competence)	STAGE D (Competent)	STAGE E (Fluent)
<b>SPEAKING AND LISTENING</b>				
<ul style="list-style-type: none"> <li>◆ Silent period</li> <li>◆ Copies/repeats some words and/or phrases</li> <li>◆ Uses single words or short phrases</li> <li>◆ Has very basic, limited range of vocabulary</li> <li>◆ Understands some everyday expressions and simple instructions in English</li> </ul>	<ul style="list-style-type: none"> <li>◆ Uses spoken English for 'social' purposes</li> <li>◆ Has limited awareness of grammar syntax</li> <li>◆ Vocabulary is widening but tends to be related to familiar contexts</li> <li>◆ Is acquiring some topic/ subject specific vocabulary</li> <li>◆ Follows day to day social communication in English</li> <li>◆ Understands simple instructions</li> <li>◆ Follows narrative/ accounts with visual support</li> </ul>	<ul style="list-style-type: none"> <li>◆ Uses spoken English confidently but structural inaccuracies still apparent</li> <li>◆ Has a fairly wide vocabulary which includes a growing bank of subject specific words</li> <li>◆ Gives appropriate responses to a wider range of situations without the need for visual support</li> <li>◆ Able to follow more complex verbal input</li> </ul>	<ul style="list-style-type: none"> <li>◆ Speech is more complex and mostly demonstrates an awareness and appropriate use of the rules of grammar and word order with fewer errors</li> <li>◆ Has a wide vocabulary with more use of abstract words</li> <li>◆ Some vocabulary gaps still evident</li> <li>◆ Usually copes with a wide range of verbal input from a variety of sources</li> </ul>	<ul style="list-style-type: none"> <li>◆ Is a fluent speaker of English in a full range of situations</li> </ul>
<b>READING</b>				
<ul style="list-style-type: none"> <li>◆ Minimal or no literacy in English</li> </ul>	<ul style="list-style-type: none"> <li>◆ Copes with familiar words/ word patterns and is able to extract basic meaning from a familiar text</li> </ul>	<ul style="list-style-type: none"> <li>◆ Reads adequately but has difficulty interpreting complex texts related to the curriculum</li> </ul>	<ul style="list-style-type: none"> <li>◆ Reads and understands a wide variety of texts but struggles with subtle nuances of meaning</li> </ul>	<ul style="list-style-type: none"> <li>◆ Is a fluent reader of English in a full range of situations</li> </ul>
<b>WRITING</b>				
<ul style="list-style-type: none"> <li>◆ Minimal or no literacy in English</li> </ul>	<ul style="list-style-type: none"> <li>◆ Can produce small amounts of independent writing with support from teacher/peers</li> <li>◆ Has limited awareness of grammar</li> <li>◆ Uses basic punctuation, e.g. capital letters and full stops</li> <li>◆ Is becoming aware of simple spelling patterns</li> <li>◆ Uses basic vocabulary</li> </ul>	<ul style="list-style-type: none"> <li>◆ Strives towards more developed pieces of writing for a range of purposes</li> <li>◆ Demonstrates a growing awareness of grammar but continues to make mistakes</li> <li>◆ Generally uses basic punctuation correctly, e.g. capital letters, full stops, questions marks and is demonstrating an awareness of a wider range of punctuation</li> <li>◆ Is producing improved spelling for a wider range of words</li> <li>◆ Is developing a wider range of vocabulary</li> </ul>	<ul style="list-style-type: none"> <li>◆ Writes competently for a range of purposes</li> <li>◆ Writing contains only occasional errors in grammar</li> <li>◆ Generally uses a wider range of sentence punctuation (commas, apostrophes, inverted commas) and organisational devices accurately</li> <li>◆ Spells most words correctly</li> <li>◆ Uses a wide range of vocabulary</li> </ul>	<ul style="list-style-type: none"> <li>◆ Is a fluent writer of English in a full range of situations</li> </ul>
<ul style="list-style-type: none"> <li>◆ Needs a considerable amount of EAL support</li> </ul>	<ul style="list-style-type: none"> <li>◆ Needs a significant amount of EAL support to access the curriculum</li> </ul>	<ul style="list-style-type: none"> <li>◆ Requires on going EAL support to access the curriculum fully</li> </ul>	<ul style="list-style-type: none"> <li>◆ Needs some/occasional EAL support to access complex curriculum material and tasks</li> </ul>	<ul style="list-style-type: none"> <li>◆ Operates without EAL support across the curriculum</li> </ul>

## Weight used in the MEAG formula

### Asylum seeker children

Key Stage	Year Group	A	B	C	D	E
Foundation	N1 (nursery)	2.25	0	0	0	0
	N2 (nursery)	2.25	0	0	0	0
	Reception	2.25	0	0	0	0
Key Stage 1	Year 1	3	0	0	0	0
	Year 2	3	0	0	0	0
Key Stage 2	Year 3	3.75	0	0	0	0
	Year 4	3.75	0	0	0	0
	Year 5	3.75	0	0	0	0
	Year 6	3.75	0	0	0	0
Key Stage 3	Year 7	4.5	0	0	0	0
	Year 8	4.5	0	0	0	0
	Year 9	4.5	0	0	0	0
Key Stage 4	Year 10	5.25	0	0	0	0
	Year 11	5.25	0	0	0	0
Beyond Key Stage 4	Year 12	6	0	0	0	0
	Year 13+	6	0	0	0	0

### Other ethnic minority children

Key Stage	Year Group	A	B	C	D	E
Foundation	N1 (nursery)	1.5	1	1	0.5	0.25
	N2 (nursery)	1.5	1	1	0.5	0.25
	Reception	1.5	1	1	0.5	0.25
Key Stage 1	Year 1	2	1.5	1.5	1	0.5
	Year 2	2	1.5	1.5	1	0.5
Key Stage 2	Year 3	2.5	2	1.5	1.5	0.5
	Year 4	2.5	2	1.5	1.5	0.5
	Year 5	2.5	2	1.5	1.5	0.5
	Year 6	2.5	2	1.5	1.5	0.5
Key Stage 3	Year 7	3	2.5	2	1.5	0.5
	Year 8	3	2.5	2	1.5	0.5
	Year 9	3	2.5	2	1.5	0.5
Key Stage 4	Year 10	3.5	3	2.5	2	0.5
	Year 11	3.5	3	2.5	2	0.5
Beyond Key Stage 4	Year 12	4	3.5	3	2.5	1
	Year 13+	4	3.5	3	2.5	1

# **Appendix C**

## **MEALEA Workshop Findings**



## MEALEA WORKSHOP

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On the 17th September 2009, CRG were very pleased to be given the opportunity to run a workshop during the quarterly Minority Ethnic Achievement Local Education Authorities (MEALEA) meeting to gather the views of their members. The format for the workshop consisted of two sessions with two questions per session based upon a SWOT analysis of MEAG:

1. What are the strengths of the current funding model?
2. What are the weaknesses of the current funding model?
3. What's on the horizon that could impact on MEAG?
4. How can MEAG be improved?

This document summarises the points made by participants in response to the four questions posed. To set members' responses in context, some distinction needs to be made between two current funding models; LEA centralised funding which the majority of authorities operate; and where funding has been devolved to the level of the school<sup>63</sup>. Responses have been presented according to model below.

### Question 1: What are the Strengths of the Current Funding Model?

#### LEA Model

##### Strengths:

- Expertise of staff from LEA
- Able to feed expertise into the schools
- Continuity of staff and training
- Builds capacity within LEA and in schools
- LEA approach enables support of the community not just the school
- More flexible and better able to meet the wide range of languages required (e.g. over 60 languages spoken in Newport)
- Able to address different EAL models
- LEA has more capacity to drive change than schools
- LEA in better position than schools to provide an overview and make the links e.g. networking events such as MEALEA
- Raises standards
- Able to tap effectively into other LA services i.e. offer better co-ordination
- Help change school ethos
- Does have a positive impact on achievement & well-being of pupils from minority ethnic groups

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<sup>63</sup> In one authority MEAG is managed by the LEA but the schools are taking the responsibility over gradually.

- Bridging language barriers
- Meeting needs of asylum seekers, e.g. free meals
- Gives teachers support when they wouldn't have had it without MEAG. If took MEAG away then there would be nothing
- Brings people working together in the area to share ideas
- Enables the start of capacity-building in schools
- Allows development of specialisms in local area
- Flexibility around languages; e.g. providing for 60 different languages spoken in Newport (one of Wales's asylum seekers dispersion points)
- Geographical flexibility of centralised provision e.g. able to provide help across large areas, accordingly to needs, both in quantity and quality terms
- Staff's experience in dealing with issues of multiculturalism
- The money for raising achievement is earmarked in the budget more clearly
- Centralisation allows for better grasp of local data e.g. teachers go to schools and check the numbers on a regular (2 weekly – monthly) basis
- More efficient and effective use of the resources available
- An opportunity for getting good and consistent data sets for monitoring purposes: there are tools to trace particular segments of service users and monitor their patterns of achieving
- Clear service achievement targets can be developed and monitored.

### **Grant Devolved to School Level**

#### **Strengths:**

- Appropriate for regions that receive limited MEAG funds due to dispersed and low BME population
- Use mentor schools to spread good practice
- Allows schools to build capacity
- Reactive to changes in the local population
- The only possible model in case of very little money earmarked for ME support and a big geographical dispersion of schools involved. (Bridgend LEA has 25-30 primary schools and 6 comprehensive schools in total. All ME pupils across Bridgend LA are centred in a small number of schools)
- The model works very well as it is in the authorities where it is in operation (e.g. recent 'exceptional' Estyn report from one for the schools with a big ME population in Bridgend)
- We enable the money to support wider community through empowering schools
- Economy of scale – it just does not work in smaller/sparsely populated authorities.

## Question 2: What are the Weaknesses of the Current Funding Model?

### LEA Model

#### Weaknesses:

- It could not work everywhere (e.g. in places where the schools receiving support are located far from one another)
- It would not work well in authorities with very small MEAG budgets.

### Grant Devolved to School Level

#### Weaknesses:

- It is reactive rather than proactive
- There is no room/no means for strategic overview over the policy/approach, it is more difficult to monitor and manage
- It is more difficult to spread good practice across an LEA
- It may be less effective: if the money is given straight to the school there is no more drive to raise standards (like in the case of SEN – if not centralised the service gets less successful)
- The funding may be even less predictable than in the case of the centralised model: schools may not be getting the best people because they would prefer more stability in their employment arrangements
- According to GEMS – experience from England where MEA funds have been forwarded to schools have been described as “catastrophic”
- It can produce weaker monitoring data and thus the LEAs would simply not know what is happening exactly
- Left to chance if run by school
- Risk of use of ‘creative accounting’ regarding how the money is spent
- Pressures on schools almost encourage separation of pupils with additional needs
- Schools do not monitor effectively if have low pupil numbers
- Doesn’t meet need of individual learners
- The funding received was too small for central service.

#### General Weaknesses: (Common to LEA and School-devolved Model)

- Lack of training at all levels for teachers and others, e.g. advisers
- No entitlements in law for truly supporting pupils from minority ethnic groups
- Grant goes up but not in line with salaries and costs
- Issue: the term EWAL has never been addressed. Should they be supporting Welsh in Welsh medium schools or English? etc.
- Formula - is about EAL which is just one reason for under-achievement; there are other reasons
- Terms and conditions of grant are weak; areas unclear
- Reporting arrangements strengthened, not enough impact measurement

- Data collection is weak
- Data is never complete, parents can never be relied on 100%
- Retrospective funding
- Funding is not ring-fenced.
- Both SEN and learning support service is partly centralised and partly devolved, and the available research shows that the provision of both is patchy
- The current formula is not perfect. There are different rates depending on age and language acquisition. The problem is that there is no strategic overview of how the language acquisition is being measured.

### Question 3: What's on the horizon that could impact on MEAG?

- Uncertainty over central government funding due to recession
- Local Authorities are re-assessing the need for all central teams
- New immigration laws – these will change rules on how traditional immigrants can apply for residence
- EU expansion – new groups will be entering UK
- Asylum seekers – more will be able to stay, this will affect funding as the status of existing asylum seekers will change
- Potential increase in cap on numbers allowed to enter UK
- Increase in number of families able to enter UK on family reunion visas – will mean an increase in potential new EAL students
- Increase in the number of unaccompanied minors
- Concern over a 'trafficking' route along M4 corridor into Wales
- Churn factor – EAL population is very mobile within Wales and UK (e.g. recent movement of EAL population from Cardiff to Newport as rents are cheaper in Newport)
- Churn factor has implications for retrospective funding
- Washing hands - policies of neighbouring authorities/governments (e.g. Belfast Roma placed on ferry to Wales)
- Immigrant populations should not always be viewed as a threat or problem – they can also be a positive influence
- Uncertainty!
- Increasingly mobile world - general trend of increasing no. of pupils migrating to UK
- UK people migrating to Europe (white British), bringing children up in European education system and moving back. No support for them because they are not classed as a minority ethnic group
- Children being sent to Welsh Medium Schools, then moved to English medium schools
- Some schools in Cardiff, Swansea, Newport at reception stage have majority of pupils who are from minority ethnic groups
- Changing demographics (unpredictable and unplannable)

- State of economy - might look to cut budgets, potentially MEAG first because minority ethnic groups do not have a voice in Councils, etc.
- Attitude towards minority ethnic groups (e.g. such groups 'taking British jobs' etc.)
- Accession of countries into EU (e.g. Turkey, Croatia)
- Powys - Ghurkha Army Centre. With current global conditions, army might bring in soldiers from abroad to train
- Conflict - uncertainty. Could lead to increased migration from certain countries, e.g. Sudan etc.
- Importance placed on Welsh - could lead to an increase in funding for Welsh and decrease in EAL funding
- Individuals moving to UK getting married to UK citizens and bringing children over
- MEAG could go into a larger pot which could threaten funding
- Reduction of matched funding for MEAG funding
- Future use of PLASC data will change things
- Data will be received from schools directly (by WAG), not via LEA - have some concerns about that as reduces our ability to properly co-ordinate / use LEA expertise
- Uncertainty of the Central Government funding
- The growth of the importance of Central Teams – may affect where ME achievement will be in the agenda in the future
- MEAG money is tight as it is, it may get worse in the current economic climate
- New immigration laws (Points Based System) have been introduced – it is now more difficult to enter for traditional immigrants but easier for more skilled ones
- We expect to continue having high numbers of asylum seekers and even an increase in these numbers
- Potential increase in immigrant family reunions due to the introduction of the new Family Reunion Visas
- Wales now seems to be getting more unaccompanied minors
- Some new immigrant groups seem to be more in need of the service than the others e.g. Romas are amongst the most needy
- Recent immigrants seem to be moving around – e.g. moving from the more expensive Cardiff to the less expensive Newport, as well as between areas within one authority
- The population will be getting more and more diverse, more cosmopolitan, but this can be a good thing
- Migrants (Poles in particular) seem to drift from across the English border (e.g. after berry picking season)
- General Elections – immigration may be a very bold issue in the coming political debate (Conservative councillors have already been approaching LEAs to check how much is being spent on supporting ME achievement)
- Locally – work on the new military base in St. Athans is to be started in 2010 – the possibility of a churn on migrants' children into Vale of Glamorgan's schools, a new development in Blaenavon (e.g. 15 Estonian children have been recorded there already).

#### Question 4: How Could MEAG Be Improved?

- Ring-fence MEAG supported by a tighter definition of the client group
- At least core funding needs to be guaranteed
- Active promotion in countries that generate migrant populations (e.g. EU expansion countries) to raise awareness and improve understanding of the Welsh education system. *“So they know what to expect when they get here”*
- Better dissemination of the MEAG funding formula – make it clearer how it is calculated
- Make changes to the MEAG funding formula – remove A-E language stages; base on BME population figures; or combination of both. BUT keep asylum seeker weightings
- There is a lack of confidence that the A-E assessments are being performed consistently across Local Authorities and/or schools. These need to be improved, and standardised
- Use internal or peer audits (paid) between local authorities
- Increase the flexibility within MEAG so that schools can work together more
- Better recognition and support within MEAG for the need to share best practice
- Encourage greater commitment to MEAG among local authorities by bringing back match-funding (needs to be tied-in with better ring-fencing)
- Stronger and more rigorous auditing of how MEAG is spent
- Improve links between MEAG and Strategic Plans
- Need to clarify the purpose of grant (e.g. EAL, minority ethnic achievement, EWAL)
- Formula has to be linked to the purpose
- Funding is not adequate in terms of keeping up with salaries and costs
- Needs to be longer-term funding - could help with certainty + support longer-term contracts
- Needs to be more certainty with funding to allow more long-term decisions to be made
- Terms and conditions need to be strengthened
- Make support statutory
- LEA validation is crucial for this process - the key to success
- Make it statutory (protected in some way)
- Need to put pressure on local authorities to make contribution.
- It should define the beneficiaries stronger
- The formula should be changed to make it more clear: e.g. the A-E grades of language acquisition should be scrapped as not truly reflecting real life needs; there needs to be a balance between the language skills and more general social issues reflected in the formula
- The formula could be based on numbers and not on the language acquisition, maybe some kind of combination could work well

- There should be some internal monitoring introduced into the system, e.g. Peer auditing (and the time spent on peer auditing should be a paid time as well – to allow the proper time to do that)
- The grant should be flexible in terms of what it could be spent for – language support does not always address the real needs
- To have more partnership at the school level and ideally to have money attached to it
- Money for sharing best practice, mentoring, etc.
- Developing a dedicated website
- Possibly develop close links with family information support
- If MEAG was match funded this would feel better – the councils would feel more responsible for its performance
- Stronger auditing – how the money is actually being used
- Schools need to understand that this is not someone else's problem
- PLASC data – far from perfect and patchy across schools (some schools just don't do it. It's not good enough). In a centralised service this would not happen
- The funding should reflect strategic approach – most should be put into Key Stage 4 – we should focus on strategic planning
- There needs to be money for students who speak English but come from ethnic minorities and underachieve
- Money could be dependent on the basis of achievement/local results.

# **Appendix D**

## **Data Collection Instruments**



## Key Informant Interviews: Professional Bodies

### Interviewee Briefing:

Following a study of achievement data of minority ethnic pupils in Wales (2002) the Welsh Assembly Government (WAG) recognised the need to support minority ethnic children, including those with English language acquisition needs in meeting their full potential. Subsequently the Minority Ethnic Achievement Grant (MEAG) was created which is designed to promote minority ethnic achievement in education.

**All interviews will be confidential and reported anonymously.**

### Details:

Interviewee(s):

Organisation:

Date/Time:

Method:

(i.e. Face-to-face/Telephone/Group  
Discussion)

Interviewer(s):

## **About You**

1. What is your role?

## **Minority Ethnic Achievement Grant**

2. How successful do you think MEAG has been, to date, in promoting minority ethnic achievement in education?

## **Policy Support**

3. To what extent does MEAG reflect and support the delivery of Assembly Government policies and priorities? (e.g. *School Effectiveness Framework (SEF)*; supporting the delivery of high quality education, promoting inclusion, reducing disadvantage etc.)?
4. Could MEAG be modified to support these policies and priorities more effectively?

## **Funding: Allocation**

5. Do you believe the MEAG funding formula is fair, open and transparent? (i.e. Are you aware how MEAG is calculated?<sup>64</sup>)
6. Is this the most effective way of allocating funding? (Prompt: *Could the current funding methodology be improved?*) e.g.
  - Factoring in of social disadvantage/deprivation?
  - Using alternative weighting i.e. current weighting gives asylum seeker pupils more funding relative to other pupils)?
  - Other factors such as the age range of pupils eligible for support under MEAG?
7. What data should be collected to ensure effective MEAG allocations?

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<sup>64</sup> Allocations are decided by applying a formula to information provided by LEAs relating to a wide range of factors (e.g. number of pupils from minority ethnic backgrounds; number of asylum seeker pupils; level of language acquisition). The formula aims to ensure that those children in greatest need attract the most funding.

8. Should an amount of the grant be ring-fenced for initiatives which focus on minority ethnic pupils who do not have English or Welsh additional language needs but who are amongst learner groups who consistently underachieve?

### ***Effectiveness of Current Funding Model***

9. What are the main benefits/disadvantages over the previous funding methodology (*i.e. the Ethnic Minority Achievement Grant and the Special Grant for Asylum Seeker Education*)?
- Learners
  - Schools
  - DCELLS
10. Are you aware of alternative models of service delivery? (*i.e. particular examples of good practice in promoting minority ethnic achievement within schools*)
11. Should the emphasis of MEAG be broader than EAL (*i.e. moving towards a more 'holistic' model of 'wellbeing'*)?
12. Should funding pupils in post-16 education continue? (*Prompt: How effective has this been? Should this age group continue to benefit from MEAG?*)
13. Does MEAG offer value-for-money in terms of delivering its objectives?<sup>65</sup> (*Prompt: how to you measure value-for-money?*)

### ***Other Initiatives***

14. What impact does MEAG have when compared with other initiatives targeting minority ethnic pupils?
15. Do you have any other comments?

**Thank interviewee and close**

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<sup>65</sup> MEAG amounts to £9.6 million in 2009-10 across the 22 LAs in Wales – an increase of £500,000 on 08-09.

## Key Informant Interviews: LEAs

### Interviewee Briefing:

Following a study of achievement data of minority ethnic pupils in Wales (2002) the Welsh Assembly Government (WAG) recognised the need to support minority ethnic pupils, including those with English language acquisition needs, in reaching their full potential. Subsequently, the Minority Ethnic Achievement Grant (MEAG) was created which is designed to promote minority ethnic achievement in education.

**All interviews will be confidential and reported anonymously.**

### Details:

Interviewee(s):

Organisation:

Date/Time:

Method:

(i.e. Face-to-face/Telephone/Group  
Discussion)

Interviewer(s):

### **About You**

1. What is your role?
2. What is your role in relation to MEAG?

### **Minority Ethnic Achievement Grant**

3. Please identify the factors which influence the attainment levels of minority ethnic pupils in you authority?
4. How successful do you think MEAG has been, to date, in addressing these factors?
5. In what other ways, as far as you are aware, are these factors being addressed? (e.g. other interventions, other agency involvement, other funding sources)
6. Could these needs be met by any other means?

### **Funding: Accessing**

7. What are the processes for collecting data to access funding? (*Prompt: Are these standardised and/or monitored? Could PLASC data be used to inform the application process?*)
8. How effective are current data collection arrangements?
9. Is an annual count of eligible pupil numbers sufficient to inform grant awards? (*Prompt: Is this an effective means of identifying for pupil turnover – i.e. the ‘churn factor’*)

### **Funding: Allocation**

10. Do you believe the MEAG funding formula is fair, open and transparent? (*i.e. Are you aware how MEAG is calculated?<sup>66</sup>*)
11. Is this the most effective way of allocating funding? (*Prompt: Could the current funding methodology be improved?*) e.g.
  - Factoring in of social disadvantage/deprivation?

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<sup>66</sup> Allocations are decided by applying a formula to information provided by LEAs relating to a wide range of factors (e.g. number of pupils from minority ethnic backgrounds; number of asylum seeker pupils; level of language acquisition). The formula aims to ensure that those children in greatest need attract the most funding.

- Using alternative weighting i.e. current weighting gives asylum seeker pupils more funding relative to other pupils)?
  - Other factors such as the age range of pupils eligible for support under MEAG?
  - Other barriers to attainment/identified needs
12. What data should be collected to ensure effective MEAG allocations?
  13. Should an amount of the grant be ring-fenced for initiatives which focus on minority ethnic pupils who do not have English or Welsh additional language needs but who are amongst learner groups who consistently underachieve?
  14. Should an amount of MEAG be ring fenced for the training of mainstream staff?
  15. Does your local authority distribute MEAG or delegate the funding to school level? (*Prompt: Why is that?*)
  16. To what use do schools put any delegated funding?
  17. How is that funding monitored and audited?
  18. What are the advantages/disadvantages of:
    - Grant delegation to school level?
    - Keeping the funding at LEA level?

### ***Planning***

19. How flexible is MEAG when responding to short/medium term learner needs and demands? (*Prompt: Is it possible to meet the needs and demands from fluctuating pupil numbers?*)

### **MEAG Implementation**

20. Is there sufficient support in place to help schools implement MEAG?
- From DCELLS?
  - From the Local Authority?
21. How do schools implement the grant?<sup>67</sup> *(Prompt: Is there any guidance for/restrictions to funding use)*
22. To what extent do you use MEAG to facilitate capacity-building within schools? *(i.e. HR development; organisational development (management structures, processes, procedures; legal /regulation changes)*

### **Effectiveness of Current Funding Model**

23. What are the main benefits/disadvantages of increasing the upper age limit of MEAG from 16 to 18 years of age? *(because the Asylum Seeker grant always extended to age 18)*
- Learners
  - Schools
  - DCELLS
24. Does MEAG facilitate access to a wide range of learner support?
25. Are you aware of alternative models of service delivery *(i.e. particular examples of good practice in promoting minority ethnic achievement within schools)*
26. Should the emphasis of MEAG be broader than EAL *(i.e. moving towards a more 'holistic' model of 'wellbeing')*?
27. Should funding pupils in post-16 education continue? *(Prompt: How effective has this been? Should this age group continue to benefit from MEAG?)*
28. Does MEAG offer value-for-money in terms of delivering its objectives?<sup>68</sup> *(Prompt: how to you measure value-for-money?)*

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<sup>67</sup> May only be relevant where schools receive direct funding

<sup>68</sup> MEAG amounts to £9.6 million in 2009-10 across the 22 LAs in Wales – an increase of £500,000 on 08-09.

### **Data Collection & Monitoring**

29. Are DCELLS' management and monitoring arrangements 'fit for purpose'?
30. How effective are processes for the analysis and use of data by DCELLS, LEAs and schools in identifying groups at risk of underachieving?
31. What measures are in place to monitor individual progress and attainment?  
(prompt; hard and soft outcomes)
  - Within schools
  - At LEA level
  - Within DCELLS

### **Other Initiatives**

32. Do pupils benefiting from MEAG also receive support from other Assembly grants (e.g. Flying Start; RAISE etc.) (Prompt: Is it possible to partial out the effects of the various funding streams? Is there a multiplier effect?)
33. Is this due to multiple needs?
34. What impact does MEAG have when compared with other initiatives targeting minority ethnic pupils?
35. Do you have any other comments?

**Thank interviewee and close**



## Key Informant Interviews: For Schools

### Interviewee Briefing:

Following a study of achievement data of minority ethnic pupils in Wales (2002) the Welsh Assembly Government (WAG) recognised the need to support minority ethnic pupils, including those with English language acquisition needs, in meeting their full potential. Subsequently the Minority Ethnic Achievement Grant (MEAG) was created which is designed to promote minority ethnic achievement in education.

**All interviews will be confidential and reported anonymously.**

### Details:

Interviewee(s):

Organisation:

Date/Time:

Method:

(i.e. Face-to-face/Telephone/Group  
Discussion)

Interviewer(s):

### **About You**

1. What is your role?
2. What is your role in relation to MEAG?

### **Minority Ethnic Achievement Grant**

3. What factors influence attainment levels of minority ethnic pupils in your school? *(prompt: taking a holistic view – school, community, home)*
4. How successful do you think MEAG has been in addressing those factors?
5. In what other ways, as far as you are aware, are these factors being addressed *(e.g. other interventions, other sources of support, other agency involvement, other funding sources?)*
6. What has been the impact within your school to date? *(Prompt: What activities have taken place/procedures or processes put in place as a direct result of the grant?)*
7. Could these pupils' needs be met by any other means?
8. How successful has the grant been in supporting the minority ethnic children with the steepest learning curves *(Prompt: How do you measure success?)*
9. In what ways, if any, could the grant be improved in order to better support minority ethnic pupils?

### **Funding: Accessing**

10. Is an annual count of eligible pupil numbers sufficient to inform grant awards? *(Prompt: Is this an effective means of identifying pupil turnover – i.e. the 'churn factor')*
11. What data should be collected to ensure effective MEAG allocations?

### **Funding: Allocation**

12. Is any MEAG funding delegated to your school directly from the local authority?
13. How do you use this delegated funding?
14. If so, what are the arrangements for monitoring and auditing this funding?

15. What are the advantages/disadvantages of:
- Grant delegation to school level?
  - Keeping the funding at LEA level?
16. Do you believe the MEAG funding formula is fair, open and transparent? (*i.e. Are you aware how MEAG is calculated?*<sup>69</sup>)
17. Is this the most effective way of allocating funding? (*Prompt: Could the current funding methodology be improved?*)
- Factoring in of social disadvantage/deprivation?
  - Using alternative weighting i.e. current weighting gives asylum seeker pupils more funding relative to other pupils)?
  - Other factors such as the age range of pupils eligible for support under MEAG?
  - Other needs e.g. disaffection
18. Should a proportion of the grant be ring-fenced for initiatives which focus on minority ethnic pupils who do not have English or Welsh additional language needs but who are amongst learner groups who consistently underachieve?
19. Should a proportion of the grant be ring fenced for the training of mainstream staff?

### ***Planning***

20. How flexible is MEAG when responding to short/medium term learner needs and demands? (*Prompt: Is it possible to meet the needs and demands from fluctuating pupil numbers?*)

### ***MEAG Implementation***

21. How do you implement the grant?<sup>70</sup> (*Prompt: Is there any guidance for/restrictions to funding use*)
22. Do you feel there is enough guidance from the Welsh Assembly Government and the local authority?
23. Does the local authority place any restrictions on usage of the grant?

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<sup>69</sup> Allocations are decided by applying a formula to information provided by LEAs relating to a wide range of factors (e.g. number of pupils from minority ethnic backgrounds; number of asylum seeker pupils; level of language acquisition). The formula aims to ensure that those children in greatest need attract the most funding.

<sup>70</sup> May only be relevant if decentralised funding

24. To what extent does MEAG facilitate capacity-building within schools? (*i.e. HR development; organisational development; management structures, processes, procedures; legal /regulation changes*)

***Effectiveness of Current Funding Model***

25. What are the main benefits/disadvantages of the recent increase to the upper age limit of MEAG from 16 to 18 years of age? (*Nb. The reason being that the Asylum Seeker Grant always extended to age 18 and MEAG was bought in line with that*)

- Learners
- Schools
- DCELLS

26. Are you aware of alternative models of service delivery (*i.e. particular examples of good practice in promoting minority ethnic achievement within schools*)

27. Should the emphasis of MEAG be broader than EAL (*i.e. moving towards a more 'holistic' model of 'wellbeing'*)?

*Should MEAG encompass all minority ethnic pupils and all identified needs?*

28. Should funding pupils in post-16 education continue? (*Prompt: How effective has this been? Should this age group continue to benefit from MEAG?*)

29. *Is MEAG used to support minority ethnic pupils' acquisition of Welsh in your school?*

31. Does MEAG offer value-for-money in terms of delivering its objectives?<sup>71</sup> (*Prompt: how do you measure value-for-money?*)

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<sup>71</sup> MEAG amounts to £9.6 million in 2009-10 across the 22 LAs in Wales – an increase of £500,000 on 08-09.

### **Data Collection & Monitoring**

32. Are DCELLS' management and monitoring arrangements 'fit for purpose'?
33. How effective are processes for the analysis and use of data by DCELLS, LEAs and schools in identifying groups at risk of underachieving?
34. What measures are in place to monitor individual progress and attainment?  
(prompt: *hard and soft outcomes*)
  - Within schools
  - At LEA level
  - Within DCELLS

### **Other Initiatives**

35. Do pupils benefiting from MEAG also receive support from other Assembly grants (e.g. Flying Start; RAISE etc.) (Prompt: *Is it possible to filter out the effects of the various funding streams? Is there a multiplier effect?*)
36. What impact does MEAG have when compared with other initiatives targeting minority ethnic pupils?

### **Impact**

37. What has MEAG allowed you to do that otherwise would not have been done?
38. What has been the impact of this?
39. Do you have any other comments?

**Thank interviewee and close**

# Review of the Minority Ethnic Achievement Grant

## Interview for Children and Young People

School Attended:

Gender:

Age:

Interviewer:

Date:

## **WORK INSTRUCTION:**

This is a mediated interview for children and **must only take place with the permission of the parent/carer via school authorities, or in the presence of the parent/carer** at a club/community group.

It is important that the child/young person is supported and encouraged throughout the interview without leading them to a particular response. Some of the questions might need further explanation.

To ensure that the child/young person is not unduly worried by the process, **it may be preferable to dispense with the topic guide completely**, writing up points made following completion of the interview.

1. What special help do you have?<sup>72</sup> (Please tick all that apply)

Help with speaking English	
Help with writing English	
Help with speaking Welsh	
Help with writing Welsh	
Help with reading	
Special EAL resources (e.g. books / bilingual materials etc.)	
Out-of-school activities (e.g. homework clubs/youth clubs)	
Other (please state) ..... .....	

2. Who helps you? (Prompt: main teacher; support assistants; special English (EAL) teacher; volunteers - could be internal or external)

.....  
 .....  
 .....  
 .....

3. How often do you do get help with ..... (See above)?

Every day	
More than once a week	
Once a week	
Less than once a week	

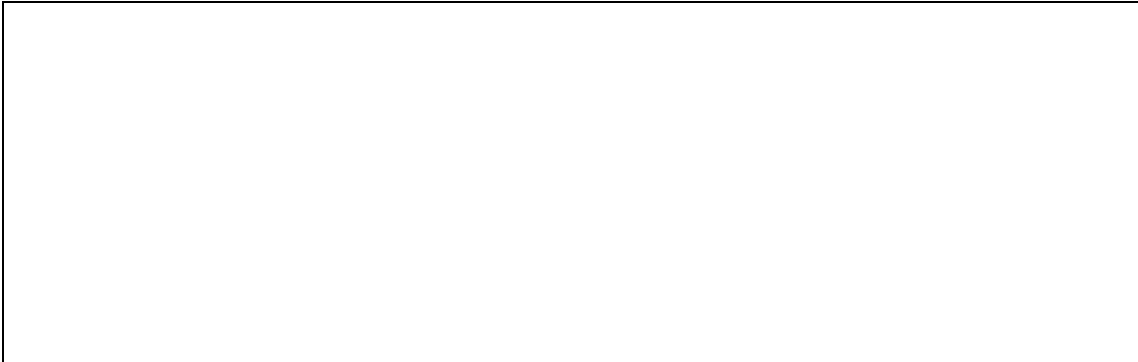
4. Would you like more help?

Yes	No	Sometimes	Don't know
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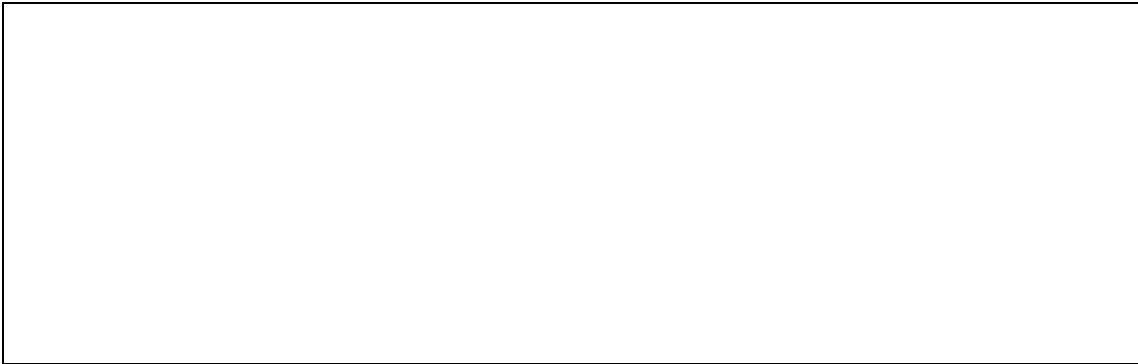
<sup>72</sup> Nb. Liaise with LA/Schools prior to talking to CYP to ensure fully informed of the range of activities available



5. What sort of help would you like?



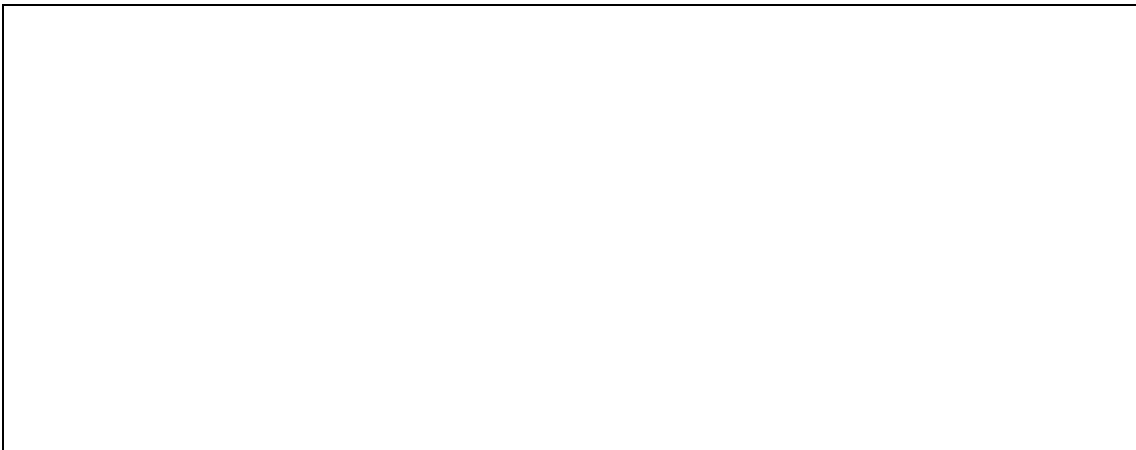
6. What sort of things do you do in .....(*See above*)?




7. What's good about .....(*See above*) ?



8. Is there anything you don't like about .....(*See above*)?



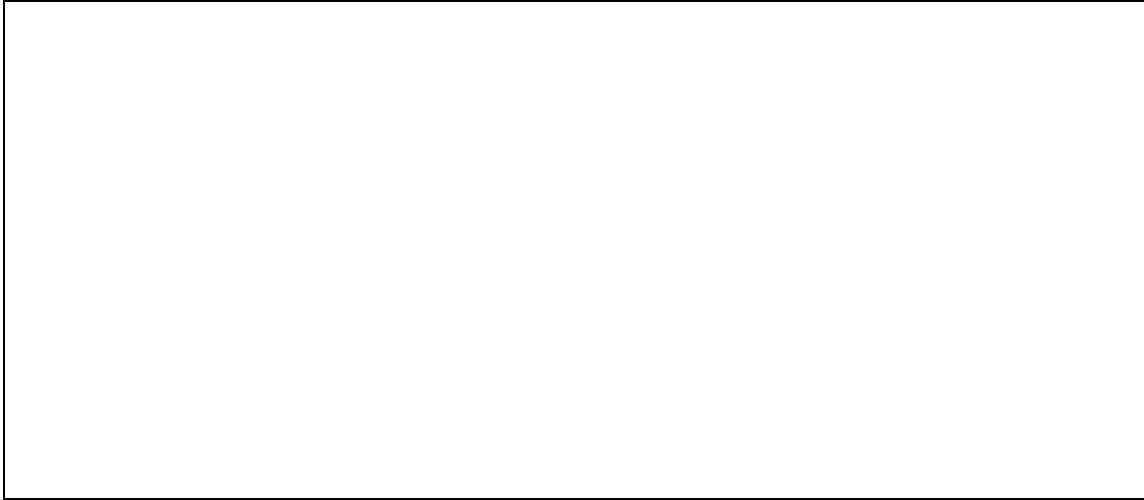
9. How has ..... made a difference to you/your work at school?



10. Has it helped in other ways in/outside the classroom? (*Prompt: improved wellbeing? i.e. easier to make friends; happier in school; less isolated etc.*)



11. Can you think of anything else that would help you in school that you don't currently have?



*Thanks for talking to me today*

# Review of the Minority Ethnic Achievement Grant

## Interview for Parents / Carers

Community Group/Setting Visited:

Gender:

Nationality:

Interviewer:

Date:



**WORK INSTRUCTION:**

This is a mediated interview for parents/carers of minority ethnic children; interviews will in all likelihood be taking place at a club/community group.

It is important that the parent/carer – whose level of English may not be high - is supported, as appropriate, throughout the interview without leading them to a particular response. Some of the questions might need further explanation – it is assumed that some of the questions will be (re)worded appropriately for the interviewee according to their level of English.

To ensure that the parent/carer is not unduly worried by the process, it may be preferable to dispense with the questionnaire completely, writing up points made following completion of the interview.

**About your child(ren)**

1. Could you tell us how many children you have attending Schools in the following age groups?

Age	Primary	Secondary
3-7		
7-11		
11-16		
16-19		

2. Which School(s) do your child(ren) attend?

.....  
 .....  
 .....  
 .....

3. What help do they have? *(Please tick all that apply)*

- Support in class (from bilingual support assistants)
- Extra English Classes or sessions (speaking; reading practice; writing)
- Bilingual resources (e.g. books; notes from classes)
- Individual Learning Plan
- Out-of-school activities (e.g. homework clubs; youth clubs)
- Other? (e.g. socio/emotional support) Please say more) home/school links: learning mentors, induction, buddying

.....  
 .....  
 .....  
 .....

Don't know

4. What benefits does your child(ren) get from the extra help? *(Prompt: could be directly related to school work or perhaps well-being/integration)*

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

5. Do you think they need more help in school?

- Yes
- No *(go to 9)*
- Sometimes
- Don't know

6. What sort of help do you think they need?

.....  
.....  
.....  
.....

7. What is good/not so good about the help your child(ren) get in school/college?

.....  
.....  
.....  
.....

8. How could help be improved?

.....  
.....  
.....  
.....

**About You**

9. Have *you* had any help from the school/college?

- Yes
- No (*go to 14*)
- Don't know (*Prompt: use list in Q. below to confirm*)

10. If yes, what sort of help? (*Please tick all that apply*)

Being informed about your child(ren)'s progress in school	
Help from a teacher/other professional when attending Parent's Evening or other school-based meetings to act as interpreter	
Help from a teacher/other professional when attending partnership meetings (i.e. Health; Social Services etc.)	
Home visits from (EAL) teacher / professional	
Help with completing forms/processes	
Getting advice on statutory duties (i.e. school attendance etc.)	
Being told about support services available for their child(ren) / them	
Other (please say what)	
.....	
.....	

11. How often have you had this help (*See above*)?

Once	
More than once	
Quite often	
Very often	
Don't know	

12. What was good about .....(*See above*) ?

.....

.....

.....

.....



13. Was there anything you didn't like about .....(See above)?

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

14. Is there any other sort of help you would like to get?

.....  
.....  
.....  
.....

15. Is there anything else you'd like to say about help for your child(ren) or for you?

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

***Thank you for your time***

## Key Informant Interviews: For CYPPs

### Interviewee Briefing:

Following a study of achievement data of minority ethnic pupils in Wales (2002) the Welsh Assembly Government (WAG) recognised the need to support minority ethnic pupils, including those with English language acquisition needs, in meeting their full potential. Subsequently the Minority Ethnic Achievement Grant (MEAG) was created which is designed to promote minority ethnic achievement in education.

**All interviews will be confidential and reported anonymously.**

### Details:

Interviewee(s):

Organisation:

Date/Time:

Method:

(i.e. Face-to-face/Telephone/Group Discussion)

Interviewer(s):

1. Name
2. Role within organisation
3. Could you provide me some background information on how your LA is working towards the recommendations of the Children Act 2004 with regards to Minority Ethnic Achievement?
4. How far have you progressed? *(Nb. Responses may relate to individual or authority level)*
5. In your view, has progress been satisfactory, if not why not?
6. What are the challenges in addressing underachievement in Minority Ethnic pupils?
  - a. How have these been addressed?
7. What are the key factors or drivers that have facilitated provision for Minority Ethnic pupils?
8. Any other comments?

# **Appendix E**

## **Interviewees by Stakeholder Group**

## Interviewees by Stakeholder Group

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Stakeholders were from policy and operational roles including Welsh Assembly Government (WAG); Minority Ethnic Achievement Local Education Authority (MEALEA); English as an Additional Language Association of Wales (EALAW); Association of Directors of Education in Wales (ADEW); and Children and Young People’s Partnerships (CYPPs).

<b>EMAS</b>	22
<b>Schools</b>	
Primary	13
Secondary	12
Other (e.g. homework club)	2
EMAS Staff (LEA)	18
Headteachers	18
Deputy Heads	12
EAL Teachers	28
EAL Teaching Assistants	20
Mainstream Teachers	13
Others (e.g. HSLOs; EWOs)	4
<b>Pupils</b>	
Interviewed	70
Observed	44
<b>Parents</b>	15

In addition to the above:

- A workshop was run by CRG in October with MEALEA
- A focus group was run in Cardiff with headteachers and EMAS specialists
- A workshop was run on behalf of CRG with a group of Lead Professionals
- A group interview was carried out with EALAW.

# **Appendix F**

## **Glossary of Terms**

## Glossary of Terms

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<b>ADEW</b>	Association of Directors of Education in Wales
<b>BME</b>	Black Minority Ethnic
<b>BTA</b>	Bilingual Teaching Assistant
<b>CYP</b>	Children and Young People
<b>CYPP</b>	Children and Young People's Partnership
<b>DCELLS</b>	Department for Children, Education, Lifelong Learning and Skills
<b>DCSF</b>	Department for Children, Schools and Families
<b>DfE</b>	Department for Education
<b>DfES</b>	Department for Education and Skills
<b>EAL</b>	English as an Additional Language
<b>EALAW</b>	English as an Additional Language Association of Wales
<b>EMAG</b>	Ethnic Minority Achievement Grant
<b>EMAS</b>	Ethnic Minority Achievement Services
<b>ESOL</b>	English for Speakers of Other Languages
<b>EWAL</b>	English and Welsh as an Additional Language
<b>FE</b>	Further Education
<b>ITT</b>	Initial Teacher Training
<b>LEA</b>	Local Education Authority
<b>ME</b>	Minority Ethnic
<b>MEAG</b>	Minority Ethnic Achievement Grant
<b>MEALEA</b>	Minority Ethnic Achievement Local Education Authorities
<b>NEET</b>	Not in Education, Employment or Training
<b>PDP</b>	Pupil Development Plan
<b>PLASC</b>	Pupil Level Annual School Census
<b>RAISE</b>	Raising Attainment and Individual Standards in Education
<b>SEF</b>	School Effectiveness Framework
<b>SEN</b>	Special Educational Needs
<b>SRSG</b>	Single Revenue Support Grant
<b>TA</b>	Teaching Assistant