

Department for Education & Skills

Aiming high: Raising the achievement of minority ethnic pupils

The Response of the General Teaching Council for England

Summary

The General Teaching Council for England (GTC) welcomes the consultation and the supporting documentation as representing an important step forward in realising equality of opportunity for all young people.

The GTC wishes to emphasise the importance of institutional self-evaluation and professional development as key means of achieving the aims set out in the document. It also wishes to draw attention to the need to value and accredit the skills and knowledge of specialist staff.

The GTC supports a method of funding that recognises the necessity for schools to make differentiated provision for the specific needs of their pupils, but which also allows LEAs to invest in and develop requisite specialist services.

Introduction and background

1. The General Teaching Council for England is the independent professional body for the teaching profession. Its main duties are to regulate the teaching profession and to advise the Secretary of State on a range of matters concerning teachers and teaching and learning. It is tasked with acting in the public interest to contribute to the raising of standards of teaching.
2. The consultation recognises that minority ethnic achievement is not a new issue of concern. The Rampton and Swann reports respectively have considered the educational achievement of minority ethnic pupils. However, this consultation marks the first occasion when a government has sought to build a comprehensive national strategy, and the GTC welcomes this intention to explore how the education system can tackle minority ethnic underachievement coherently and consistently.
3. The GTC itself places the promotion of equality of opportunity at the centre of its work. In developing its response, the GTC has considered key research evidence and has consulted widely with the profession. The GTC also convened a special workshop on the DfES consultation issues for teachers, headteachers, representatives from LEAs, specialist services and experts and policy-makers from national bodies. The detailed testimony and evidence from this workshop informs the GTC response.

4. The GTC supports the intention that the education system should encourage educational excellence for all young people and that equality of opportunity should be seen as integral to any notion of 'excellence'. At the same time, the GTC agrees with the DfES that under-achievement is a complex issue, at least partly related to socio-economic disadvantage, gender and/or special educational needs. Moreover, there is great diversity of performance amongst the different major ethnic groups and by no means all minority ethnic groups are at risk of under-achievement. There is clearly no single solution and the GTC welcomes the DfES's approach of targeting resources to address areas of educational inequality using the newly available data from Pupil Leave Annual School Census (PLASC), whose explanatory power will continue to grow, plus the best of relevant research.
5. The GTC's response is organised using the structure in the DfES consultation document; some additional sections have been included on areas that the GTC believes would benefit from further emphasis in the Government's proposed strategy.

A whole school approach

1. **What more should government do to support headteachers and school management teams in delivering a whole-school approach to raising the achievement of minority ethnic pupils?**
2. **What more should be done to ensure that the school workforce as a whole is equipped with the support, knowledge and skills to close achievement gaps?**
3. **How can we enhance the role and improve the qualifications of specialist staff?**

6. There was widespread support at the GTC's workshop for the proposals in *Aiming high* for a whole school approach, complemented by specialist support from the LEA, to ensure that the needs of minority ethnic pupils are fully identified and met. The approach is premised on the unarguable principle that all schools can and should do everything in their power to ensure that their pupils, regardless of background, reach their full potential.
7. As the consultation document recognises, it is important to locate efforts to raise the attainment of ethnic minority pupils within the wider perspective of school improvement. The DfES is therefore right to highlight those policies and practices that demonstrate how schools in different circumstances can meet the needs of all their pupils. These are concerned with strong leadership, high expectations, effective teaching and learning, an ethos of respect and tolerance, and parental involvement.
8. The GTC agrees that different schools are catering for very different populations of pupils and would therefore argue for an even stronger emphasis on **institutional self-evaluation** and on **wide-ranging professional development**.

School self-evaluation

9. The consultation document recognises the importance of appropriately differentiated performance data, together with the symbolic and practical advantage provided by the Race Relations Amendment Act (RRAA). Until now, only a minority of schools have had adequate ethnic monitoring of practices; some research indicates that fewer than one in 200 schools had robust arrangements for monitoring by ethnicity (Parekh, 2000:145).
10. The consultation document gives some helpful case studies to illustrate the effective use of data to identify under-achievement and target support. Self-evaluation goes beyond the interpretation and use by teachers of performance data, of course, and the GTC would want wholeheartedly to endorse the approach exemplified by particular schools – including but not limited to those in the document – which have taken seriously the need to involve pupils in fact-finding and awareness-raising.
11. There is growing encouragement for a culture of self-evaluation, as witnessed by the variety of approaches and activities now being adopted by schools – and very often

stimulated and/or supported by LEAs – as well as through the Ofsted inspection framework. There is ample evidence to show that the process of self-evaluation can provide a strong driver for school improvement especially when it involves parents, governors and other stakeholders as well as school staff.

12. The foci for ongoing self-evaluation will necessarily be diverse, but the performance of all pupils, especially from minority ethnic groups, will need to constitute a continuing thread. The GTC agrees with the DfES's position that the collection and analysis of appropriate data is an essential pre-requisite to raising the achievement of minority ethnic pupils. Teachers need to make informed, objective decisions about the learning and the preconditions for learning of their pupils, for which accurate data is the foundation. In order to do this, teachers do need to be better supported in using data, among other things, for such purposes.

Professional development

13. The GTC's *Professional learning framework for teachers* (TPLF) maintains that professional development is integral to school improvement:

"It is only through the collective work of teachers, and by creating a shared professional knowledge, that sustained school improvement and raised standards will be secured."

In separate pieces of advice to the Secretary of State on previous occasions, the GTC has argued:

- a. that professional development should be an entitlement for all teachers throughout their career and
- b. that support for minority ethnic achievement should be mainstreamed across all professional development opportunities.

The GTC reiterates that without such a system, not all teachers will be in a position to access and develop the necessary knowledge, skills and confidence.

14. If it is accepted that professional development is absolutely crucial to building the capacity of the profession to improve further teaching and learning for minority ethnic pupils, then schools and LEAs will need to feel assured that there will be sufficient time and resources to support teachers and support staff in:
- taking ownership of school self-evaluation and whole school improvement, and targeting areas for development
 - embedding the specific requirements of the RRAA
 - collecting, interpreting and using various kinds of data
 - raising awareness of cultural diversity
 - developing an inclusive curriculum
 - developing generic and specialist teaching skills and knowledge.
15. It is thus of some concern that, according to Ofsted¹, the current picture of EMAG (ethnic minority achievement grant)-funded training opportunities is mixed:

¹ Ofsted, 2002, *Support for minority ethnic achievement: continuing professional development*, London: Ofsted

“The amount of training related to minority ethnic achievement changed little over the three-year period 1998-2001, but the range of training widened to embrace the broader remit of the EMAG...”

“There has been a sharp decline in the number of long-term accredited courses... The proportion of EMAG-funded staff with appropriate qualification is now as low as 30% in some LEAs.”

Professional development – including a range of specialist skills and knowledge – for mainstream teachers needs re-thinking in order to resource the professional needs that will emerge as the RRAA becomes embedded in schools, as well as those that already exist.

16. Initial teacher training (ITT) is clearly where this has to start. The newly qualified teachers' (NQT) survey undertaken by the Teacher Training Agency (TTA) over several years found that students did not feel prepared to work in schools with pupils from diverse backgrounds. The TTA is acting on these findings by developing a research network, which will be led by a consortium of experts in ITT and race equality in education. The network will seek to build the capacity of the ITT profession in meeting the needs of all trainee teachers. This is a welcome project in which the GTC and the DfES have also been involved; and it is hoped that it can be built on further as a model for continuing professional development.

Specific solutions to raise minority ethnic achievement

17. The consultation proposes a range of important specific policy solutions to minority ethnic underachievement. However, the GTC would like to emphasise the importance of:

- using support staff and enhancing the role of specialist staff
- eliminating institutional racism and spreading professional values and practices
- instituting an inclusive curriculum.

18. The GTC would also like to make recommendations about:

- the deployment of overseas-trained and other supply teachers.

Using support staff and enhancing the role of specialist staff

19. Through the DfES's workforce strategy, schools will, in principle, be supported and resourced to review and revise their workforce to ensure that teachers are given more professional time and that the diversity of pupil needs is better met. This 'remodelling' needs to recognise the important contribution of support staff, members of the local community and specialist staff. Strategies generated by individual LEAs and consortia of schools for optimising the use of specialist staff need to be disseminated widely.

20. Evidence² suggests that staff who work in specialist areas such as English as an additional language (EAL) and EMAG provision tend to be marginalised, and their potential contribution to the development of the skills and knowledge of mainstream peers not fully realised.
21. The consultation suggests that there should be national high quality training for such staff. The GTC supports this, but would encourage the DfES to build flexibility into the training so that local need can be targeted. In addition, we consider that the roles of specialist and support staff (including those who train them) should be recognised through a coherent career structure and linked to systematic training and development.
22. The qualifications of specialist staff are likely to be improved if the DfES supports the development of accredited training programmes for specialists in teaching EAL and implementing EMAG initiatives (see Parekh Report 2000:302). Accredited training and development would help to ensure that specialist staff have the capacity to fulfil the expectations placed on them - it would also help to improve their status.
23. The work undertaken by the National Association for Language Development in the Curriculum (NALDIC) to define standards of practice and accomplishment for specialist staff should be revisited and considered for the extent to which it could underpin development programmes.
24. Additionally, the development of individual teaching fellowships for specialist staff would enable such staff to acquire additional training/accreditation/updating of their expertise, provide them with opportunities to disseminate their knowledge and skills, and enhance the role/status of such staff. This would have resource implications, of course, and careful consideration needs to be given to how these would be met, nationally and locally.
25. The GTC would also like to recommend that the DfES and National College for School Leadership (NCSL) consider piloting a customised version of the *Leading from the middle* programme for specialist EMAG and EAL staff.
26. Central to the development of specialist services is consistency of funding. EMAG funding has been critical in the provision of specialist interventions in and by schools, but the long-term development of the area has been undermined by changes in funding and policy direction. Funding should be committed longer-term so that schools, consortia and LEAs can build capacity and develop their specialist staff.
27. The supplementary schools' work that the DfES is funding is welcome. There is as yet, limited knowledge about the potential of this work so its findings will need to be supported and disseminated. Transferable lessons from elements of teachers' practice in these schools should be able to inform mainstream teaching approaches.

Elimination of institutional racism and spreading professional values and practices

28. It is important that teachers meet their professional responsibility as detailed in the GTC's *Professional code for teachers* and their legal responsibility as detailed in the

² Osler, 1997

RRAA. Delegates at the GTC workshop confirmed indications that some teachers and schools continue to make decisions and take actions that are based on low expectations of particular ethnic groups.

29. One of the central causes is a lack of understanding of the achievement potential of different ethnic groups, which can result in stereotypes of groups taking hold. There needs to be a concerted effort by the DfES in two areas:

- greater recognition of the historical injustices that have generated inequality based on ethnicity, through practices enacted in, but not confined to, schooling
- research activity that seeks to understand how school, home and community (including the peer group) may play a part in disadvantaging certain groups.

30. Teachers and others at the GTC workshop felt that the stereotyping of minority ethnic pupils must be strongly challenged. (Research³ suggests that stereotyping and low expectations are especially significant for African Caribbean pupils). Two essential mechanisms were suggested:

- leadership advocating anti-racist values at all levels in the system (national, local and school)
- initial teacher training and professional development that will build greater understanding between people and allow the individual teacher to challenge cultural assumptions in a climate of mutual learning (as distinct from a blame culture).

An inclusive curriculum

31. Some national curriculum guidelines were originally drawn up stating that the curriculum should “*take account of the ethnic and cultural diversity of British society and the importance of the curriculum in promoting equal opportunity for all pupils regardless of ethnic origin or gender*” (Parekh 2000:142). The Parekh Report (2000) noted that these guidelines were never published, and it called for concerted national leadership to develop a culturally inclusive curriculum. A culturally inclusive curriculum is one that directly addresses issues of cultural diversity and race equality. A range of experts (for example, Osler 1997, Parekh 2000, Ofsted 2002) considers this essential to facilitating equal learning opportunities. The GTC would strongly advise that the Parekh recommendation be re-stated: for the achievement of minority ethnic pupils to be raised, inclusive learning structures for all pupils must be seen to have support from all government agencies. In developing an inclusive curriculum, the appropriateness of the assessment arrangements needs to be considered.

Overseas-trained and other supply teachers

32. The continuing teacher shortage has led to an increasing reliance on supply and temporary teachers, including overseas-trained teachers without UK experience (see Maylor and Hutchings 2003). Very often overseas-trained teachers are placed in schools

³ Lyon (1993:33); Osler (1997:19); Youdell 2003; Cline et al. (2002); Gore (1996)

that are not only operating in generally difficult circumstances, but also have a high proportion of minority ethnic pupils. It has been found that some of these teachers have difficulty with differentiating work and maintaining effective classroom environments for learning (Maylor and Hutchings 2003). It has also been shown that their expectations of pupil learning behaviour can influence the learning approach they adopt with pupils perceived to be from their own ethnic group.

33. The GTC considers that overseas-trained teachers without UK experience require additional training and support. However, such support may be viewed by school administrations as a drain on already overstretched resources and consequently additional funding to support this training will be needed.

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

34. The consultation document recognises that the system needs more minority ethnic teachers and must ensure they remain in the profession. The GTC wishes to underline the benefits that a more representative school workforce will have for pupils and the whole school community. A 'critical mass' of minority ethnic teachers will help to:

- ensure pupils see minority ethnic people in positions of authority
- act as role models for all pupils, but especially pupils from a similar background (Pole, 1999, Osler, 1997)
- act as a check on unfair practices in schools (Blair and Bourne, 1998 and Ross, 2001)
- ensure that the school is enriched by diverse teaching inputs and skills
- help ensure that a continued flow of teachers with more life experience is maintained (in London LEAs, 28.7% of minority ethnic teachers enter the profession at a later age compared to 26.4% white teachers - McCreith, Ross and Hutchings 2001).

35. In 2002, the GTC, in conjunction with the Guardian, commissioned MORI to undertake a survey of teachers, which attracted 70,000+ responses, of which a substantial number of respondents were minority ethnic teachers. A proportionately greater number of minority ethnic teachers were attracted into and remained in teaching by their desire to "*give something back to the community*". This suggests that there may be different motivations and incentives at work amongst minority ethnic teachers, and it may be worth conducting further research in order to inform recruitment and retention campaigns.

36. Nonetheless, evidence suggests that there are only about two per cent minority ethnic teachers⁴ in the population of teachers as a whole, and that minority ethnic teachers are underrepresented in more senior professional positions. They are also leaving the profession at a higher rate than their white peers. Teaching is often generally seen as work of low pay, limited promotion prospects (Carrington et al. 1999), low morale, low

⁴ Ross (2000)

status, stress, heavy workloads (Smithers and Robinson 2001) and audit accountability (Woods and Jeffrey 2002). Moreover, minority ethnic undergraduates considering future careers are not attracted into teaching because:

- it has lower status and security than professions such as medicine and law (Ghuman 1995, Carrington and Tomlin 2000)
- negative experiences at school can act as a deterrent to entering teaching (Osler 1997, Singh 1988, Williams et al. 1988) through fear of encountering similar experiences as practitioners.

37. Minority ethnic students entering teacher training also tend to leave at a higher rate. TTA figures show that the withdrawal rate for students is nine per cent for non-white and five per cent for white trainees. Research has consistently highlighted the existence of racism in minority ethnic student teachers' experience at higher education institutions (HEIs) and during school placements (Siraj-Blatchford 1991, Clay et al. 1991, Blair and Maylor 1993, Maylor 1995, Showunmi and Constantine-Simms 1996, Jones and Maguire 1998, Igbinigie 2003). Carrington et al. (2001) suggest that the level of racist incidents experienced during ITT may not be as prevalent as it was in the 1990s, however, it is worth noting that incidents of racism are not always formally reported for fear of being portrayed as a 'victim' (see Igbinigie 2003) and because of potential impact on assessment (Clay et al. 1991) and/or successful completion of ITT (Maylor 1995).
38. Once in employment in schools, minority ethnic teachers often have to work harder than white teachers in order to be accepted or acknowledged as competent (see for example Osler 1997). They are also given more additional responsibilities than white teachers. At times, for example, they are perceived and expected to act as 'professional ethnics' by schools (Blair and Maylor 1993, Maylor 1995), or as interpreters or translators, or to lead on multicultural/anti-racist issues (often epitomised by their concentration in EMAG posts), and to liaise with minority ethnic parents (see Osler 1997, Singh et al. 1988, Dhingra and Dunkwu 1995) rather than being seen as educators of all pupils.
39. As we have said, research has shown that minority ethnic teachers are under-represented in senior positions especially at deputy head and headteacher level (McCreith, Ross and Hutchings 2001, Ranger 1988). Many – especially teachers of Black origin – are effectively 'ghettoised' in EMAG posts which are often considered to be of low status (Osler 1997). Such positioning has resulted in a lack of promotion in mainstream curriculum areas, and promotion has often only been possible within EMAG or EAL areas.
40. Promotion prospects also appear to be limited for Asian teachers who are disproportionately located in mathematics and science departments in secondary schools. It is argued that "*promotion may be possible in those departments, but promotion out of them – to year head or deputy level – is much more difficult*" (Ross 2001:20, see also Ghuman 1995).
41. Teachers at the GTC workshop commented that the isolation felt by many minority ethnic pupils feel is also experienced by teachers. A combination of low expectation of minority ethnic teachers, stereotyping of roles of minority ethnic people in schools, and the lower likelihood of receiving promotion contribute to a sense of disenchantment and ultimate disengagement from the teaching profession.

42. The GTC recognises that the TTA is taking a substantial lead on these problems by seeking to enhance the status of teaching among minority ethnic teachers. The GTC will continue to support the work of the TTA in this area.
43. The RRAA states that “*staff recruitment and career development*” should be monitored, and this needs to be done at DfES, LEA and school levels. Racist incidents and bullying are also essential to monitor, again both nationally and locally. We need to have an accurate picture of practices that are affecting the retention and progression of minority ethnic teachers and of appropriate actions to be taken.
44. The GTC warmly welcomes and supports the work of NCSL in developing an evidence base and a programme of professional development to support minority ethnic teachers in their progress in the profession. Teachers at the workshop cited the positive work of the London Leadership Centre, Institute of Education, in extending the support to and developing the leadership skills of minority ethnic teachers. The NCSL published its *Challenge plus* report in 2002, reviewing the needs of existing minority ethnic school leaders. The GTC supports its recommendations in respect of professional development and structures (reproduced here for ease of reference):

Professional development:

- Provide more opportunities for young teachers to spend time with heads who share their cultural and ethnic experience.
- Encourage the development of courses for young teachers that explore issues of race, gender and class in ways that lead to real talk about the complexities and issues of school leadership.
- Create more opportunities for people to spend time away from their schools to reflect and understand the multi-ethnic context of teaching and leadership in this country.
- Offer sessions within leadership programmes on how school leaders should tackle the unique challenges that Black and minority ethnic teachers face that might differ in intensity to those experienced by their white peers – the concept of *Challenge plus*.

Structures

- Investigate further the access and barriers to deputy headship for minority ethnic teachers.
- Use a wider range of sources than just LEA link advisers to identify potential school leaders from Black and minority ethnic backgrounds earlier in their careers.
- Need the development of policy frameworks by LEAs to support Black and minority ethnic leadership and development (especially important in areas where there are few or no Black and minority ethnic heads).
- Improvements in monitoring of headships by ethnicity by LEAs.

Meeting specific needs

45. The consultation invites respondents to consider work on meeting the needs of EAL pupils, African Caribbean pupils and highly mobile pupils. The GTC supports the DfES's position that there are some specific needs within the ethnic minority pupils' communities as a whole and broadly supports the issues identified and actions proposed. We do have some additional recommendations, which appear below.

English as an additional language

5. What specific action should the DfES take to:

- a) promote a whole school approach to EAL teaching?**
- b) develop and implement a national approach to formative assessment for bilingual learners?**

46. The number of EAL pupils is increasing, and this is both a celebration of diversity for schools and a challenge to the school system. Schools need to be able to provide the necessary specialist support and mainstream teaching to ensure that all pupils are enabled to reach their potential under through the national curriculum.

47. The GTC supports the fundamental principle that EAL pupils, as all others, have an entitlement to full access to the national curriculum. The profession needs to build the capacity to respond to the needs of EAL pupils.

48. The teaching of EAL is a discrete area, requiring specialist knowledge and skills, and a cross-curricular responsibility for all teachers.

49. The GTC supports the need to build the evidence base on EAL expertise in the UK. A great deal of knowledge has been developed in Australia and the US, which now supports excellence in teaching EAL pupils. Such an investment here would reap returns in enhancing the skills and raising the status of EAL specialists, and enabling them to devise professional development courses, create lesson plans and generate classroom support materials to help mainstream teachers support EAL pupils.

50. EAL is a useful definition in focusing the attention of national and local policy-makers. In practice, of course, pupils' EAL needs are diverse in terms of their competence in English, in their first language, and in their relationship to their first language. To meet this diverse need, local specialist and mainstream teachers with well-trained teaching assistants should work in partnership to diagnose accurately and meet the needs of each pupil. Without expert knowledge and support, teachers may well find it difficult to decide whether a particular pupil needs support in EAL or in special educational needs (SEN)⁵.

⁵ Numerous EAL specialists at the GTC workshop indicated this.

African Caribbean achievement

6. What more could the DfES do to:

- a) raise achievement of African Caribbean pupils?
- b) reduce exclusions of African Caribbean pupils?

51. The GTC absolutely concurs with the DfES's view that to raise the achievement of African Caribbean pupils a whole school approach is necessary, encompassing:

- monitoring of schools policies and practices by ethnicity through school self-evaluation
- professional development to raise specialist and mainstream skills in supporting the pupils
- developing an inclusive school environment with clear policies on behaviour and racism
- close consultation and communication with parents and the local community.

50) The GTC commends the national Excellence in Cities (EiC) EMAG pilot projects taking place in primary and secondary schools. We also agree that a close analysis is now needed of the various ways in which achievement has been raised, and would support the DfES in finding answers to the questions: How has *"increased cultural awareness and focus on identity"* helped to raise attainment? How has the re-skilling of teachers to address the needs of African Caribbean pupils, or equipping parents to support their children's learning helped? How effective is home school liaison work in addressing these aims?

51) It would be particularly useful to ascertain the transferability of these learning points for other schools and contexts, and know the extent to which these projects have enabled race equality to be regarded as an essential part of mainstream teaching.

52) To help reduce the exclusions from school of African-Caribbean pupils, the GTC strongly advises the DfES to revisit the recommendation from the Parekh Report 2000, which suggests that the Government should set targets for reducing permanent and fixed term exclusions and ultimately move to a non-exclusion policy (Parekh 2000):

... we recommend that the government set targets for reducing nationally the numbers of exclusions experienced by pupils of particular community backgrounds. The targets should refer to fixed-term exclusions as well as permanent exclusions. Further, we recommend that pilot schemes be established in certain schools to investigate the implications of moving towards a non-exclusion policy. Appropriate funding should be provided, and research should identify the lessons to be learned (Parekh Report 2000:152).

- 53) Whilst there are disadvantages to setting national targets, the GTC believes in this case that they could act as a powerful stimulus to schools to develop strategies to address related issues such as pupil disaffection. Targets for exclusions, and specifically for exclusions of African Caribbean pupils would serve to underline the government's expressed commitment to reducing school exclusions and encouraging schools to support pupils at risk of exclusion (DfEE 1999).
- 54) Better information is needed on why African Caribbean exclusion rates are so high in some areas and schools. The RRAA should ensure that all schools monitor their practices with regard to pupil discipline. Regional and national collection/analysis of the data should help raise awareness of the issue.
- 55) The GTC additionally counsels that policy-makers need to be aware of the wider context in which schools are working. Macrae, Maguire and Milbourne (2003:2) found that inclusive policies and positive in-school action are constrained by "the current climate of standards, attainment targets and formal academic curricula". Increased pressures to meet performance targets and maintain or improve league positions can result in some schools taking a pragmatic approach (by excluding pupils instead of engaging with their problem behaviours) and developing a "culture of resistance" (Macrae, Maguire and Milbourne 2003) to dealing with what are perceived to be 'difficult' children with 'challenging behaviour'. These pressures can impact particularly on African Caribbean boys. Black males who are constructed as 'unmarketable' in current educational environments are subject to specific processes which may result in their eventual exclusion from school (Weekes et al. 1996:2)

Highly mobile pupils

7. What specific action should the DfES take to:

- a. minimise high levels of mobility?
- b. manage high levels of mobility?

56) In this context, the GTC again supports the use of Pupil Level Annual School Census (PLASC) to provide valuable longitudinal information on pupils to the government, schools and LEAs, and to enable the DfES to target resources with greater accuracy.

57) The consultation document seeks ways of both minimising mobility and managing its effects. The GTC welcomes all aspects of this dual strategy, since although there is some evidence to suggest that the effect of an individual's mobility on his/her achievement is small, once factors such as ethnicity, free school meal entitlement, and English as an additional language have been taken into account – the effects on the school of a mobile pupil population may be grave, particularly in terms of the time and effort required to ensure a smooth entry of pupils into the new school.⁶

58) The GTC supports the intention of the DfES to direct funding towards supporting highly mobile pupils. The DfES will need to ensure that schools and LEAs are adequately resourced so that schools can make the necessary accommodation for pupils and can provide, with the support of the LEA, requisite curricular, pastoral and pedagogic interventions to ensure that all pupils entering the school at non-traditional times are smoothly integrated.

59) Even within the same LEA, mobility levels in individual schools may range from over 50% to under five per cent⁷. It is therefore welcome that the consultation is asking that schools co-operate over the admission of mobile pupils. The GTC also recommends that a team is made responsible for ensuring that each LEA adheres to the guidelines. Such a team could be funded through the Vulnerable Child Grant.

60) As the consultation document makes clear, a range of different pupil needs are encompassed in mobility. Mobile pupils are often also underachieving minority ethnic pupils, and/or pupils in receipt of free-school meals, and/or those with English as an additional language. The GTC therefore believes that there need to be three weighting factors for mobile pupils in distributing the Vulnerable Child Grant: (i) minority ethnic under-achievement; (ii) free school meal entitlement; (iii) competence in English. Therefore, by targeting sufficient resources adequately to mobile pupils it will be possible to ensure that teachers support some of the most vulnerable pupils in the education system.

⁶ Strand, S. (2000) Pupil Mobility, Attainment and Progress During Key Stage 1: A Case Study in Caution (Presented to BERA 2000); Demie, F. (2002) Pupils' mobility and education achievement in schools: an empirical analysis, Educational Research Vol. 44 No. 2 Summer 2002 pp197-215

⁷ Mobility is defined by Demie (2002) as the number of pupils entering the school during a key stage

Funding issues

8. What should central government's role be in facilitating a national programme of change?
9. What should LEAs' role be in supporting schools to narrow the achievement gaps?
10. How might the resource currently allocated through EMAG be used more effectively to underpin a national strategy to raise the achievement of minority ethnic pupils?
11. How should the resource be allocated:
 - a) by means of a formula based on one of the three options outlined?
 - b) on a different basis?

61) The GTC recognises that there are many complexities in determining which pupils should be funded, in pursuit of which objectives and using which targeting formula; and accepts that race equality should be considered as part of the entire DfES budget. £155 million (which does not include the Vulnerable Child Grant, which will support mobile pupils) is a relatively small amount of money to deliver a strategy, however, and in considering the allocation two factors ought to be acknowledged:

- a) The selected funding option needs to balance the recognition of teachers' role in determining the most appropriate teaching and learning interventions for their individual pupils with the most efficient and transparent allocation of funds.
- b) The selected funding option will need to ensure that all schools and LEAs can develop the necessary specialism to support underachieving minority ethnic pupils and that the funding can be responsive to pupil needs, which change over time, sometimes quite rapidly. There needs to be a balance between long-term capacity building funding and responsive funding that may need to shift from school to school.

62) The DfES proposes essentially four different funding options:

- a. devolved to schools without any restrictions
- b. devolved to schools, ring-fenced
- c. devolved to LEAs, ring-fenced
- d. no devolution, national training strategy led by DfES.

63) Teachers and LEA representatives at the GTC workshop argued that not only must any funding be ring-fenced, but that resources to support the needs of EAL and underachieving minority ethnic pupils should be separately ring-fenced. This would ensure that the specialism for languages and specialism for supporting, for example, African Caribbean pupils, are equally recognised and resourced in their own right. Some intelligence gathering is needed on how schools and LEAs currently use their EMAG money. If EMAG money were primarily used for EAL, as many suspect, then additional

funding would be needed to develop specialist interventions and professional development in order to tackle non-EAL minority ethnic underachievement.

- 64) If funding were not ring-fenced but completely devolved to schools, some schools would be unable to ensure that all pupils received the additional and specialist support necessary to access the national curriculum fully and to reach their potential. School budgets are under immense pressure from a variety of sources, which may compromise schools' ability to provide and/or buy in specialist skills and knowledge. Separate accountability for the fund is likely to make a positive difference.
- 65) The DfES is currently conducting the EiC/EMAG pilots – which include extra resources. In one of the pilots the LEA receives £40,000, whilst in the other two schools receive £20,000 directly. The relationship between the funding method (to schools or to LEAs) and the quality of provision/outcomes for pupils should be assessed as part of the whole evaluation (see above).
- 66) There are many LEAs that have developed significant specialist services to support schools in meeting the needs of EAL pupils, of minority ethnic underachieving pupils, of traveller and gypsy/Roma pupils. In local authorities where minority ethnic pupil need is diverse (eg, tens of different languages are spoken), individual schools may be unable to develop the necessary specialist skills. This does not necessarily mean, however, that the majority of the EMAG should not be devolved to schools and specialist services secured from the LEA on a 'buy-back' basis. However, some proportion of the funding needs to be held at LEA level, to ensure adequate investment in and development of these services; as one teacher at the GTC workshop put it: *"without specialist services [in the LEA] all schools would know a little about a lot"*.
- 67) Although we recognise the appeal of a national training strategy, the GTC does not believe that this would be productive in building the capacity of the profession to raise the achievement of minority ethnic pupils. We think that a national training programme would be unable to focus well enough on the diversity of need between and within schools. Professional learning is most effective when it is undertaken in a collegial and collaborative environment, focusing on the need of the particular learners rather than on generic situations.
- 68) The GTC therefore recommends that a balance between schools and LEAs continue to underpin the funding mechanism, with an adjustment made in the ratios between these two partners if the EiC/EMAG pilot indicates that should be the case. The GTC recognises that EMAG funding should primarily develop specialist services and believes that these can be best developed locally, in LEAs or consortia of schools.
- 69) The GTC recognises that the 'whole school approach' is to be funded largely within mainstream funding, which has now been weighted to include a factor of ethnicity.

Funding formula

- 70) The formula should be able to target need as closely as possible. The DfES suggests a three possibilities:
- a. Numbers of EAL and minority ethnic groups in each LEA, weighted with a free school meal factor.

- b. Numbers of pupils in each LEA from minority ethnic groups underachieving at national level.
- c. Numbers of primary EAL pupils and secondary underachieving minority ethnic groups in each LEA.

71) There are some problems with using these any of these methods:

- a. Using a factor of free schools meals to target funding would omit the non-free school meals pupils from African, Bangladeshi, Caribbean and Pakistani groups who are likely to underachieve.
- b. Using an indicator of underachievement would leave no capacity to provide added support for EAL (which is potentially expensive given the extra teaching time required across the entire curriculum).
- c. Using a formula based on EAL in primary and minority ethnic underachievement at secondary would disregard the evidence (from Ofsted 2002) that EAL pupils require support beyond their primary years and that minority ethnic groups may be underachieving from KS1.

72) The GTC accordingly believes that a needs-based formula should be driven by a combination of:

- numbers of pupils in each LEA from minority ethnic groups underachieving at national level (with a factor for EAL within each group), *and*
- numbers of EAL pupils in primary level in each LEA (regardless of whether they are in groups who do not underachieve at national level).

This formula would aim to capture all EAL pupils in the primary years and all underachieving minority ethnic pupils throughout primary and secondary, whilst also providing extra funding for EAL within the whole minority ethnic underachieving group.