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             GOVERNMENT POLICY ON FUNDING
             EDUCATION FOR RACIAL EQUALITY,
             WITH PARTICULAR FOCUS ON
             DEVELOPMENTS FROM SECTION ELEVEN
             OF THE LOCAL GOVERNMENT ACT of 1966
             TO THE ETHNIC MINORITY
             ACHIEVEMENT GRANT of THE
             STANDARDS FUND OF 1999'.

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ABSTRACT

This research focuses on a historical review of British Government Policy funding for race equality in education, from the 1994 Education Act to the present day. The research identifies the major factors affecting policies on funding for race equality at three levels. First, central Government, including general political and education decision making departments; secondly, actions pursued by local education authorities; and thirdly, policies pursued by unions, national organisations, schools and local communities. The research investigates policy papers, national and local guidelines and perceptions of, and by, the key stakeholders in the provision of resources and delivery of services. Structured interviews with key stakeholders provide insights into the development, or lack of development, in providing racial equality within British society.

A specific focus within this overview is the impact of Section Eleven of the Local Government Act of 1966. A multi-method approach is adopted for the research, including a scrutiny of all relevant policy documentation and a focus on one particular education authority (viz. Old Shire LEA, which then split into New Shires LEA and New Unitary LEA). Data is both qualitative and quantitative. The qualitative data collection is through structures interviews with stakeholders across Government, local education authority, unions and national organisation representatives, schools personnel, including parents, and the wider local community to gain an analysis of the perception of Section Eleven in the area of race equality. The quantitative data focuses on the LEA survey on Section Eleven issues conducted in 1995-96 as a base for analysis. Select follow up interviews in 1996 and 1999 offer insights into the governmental policy move from Section 11 to EMAG (The Ethnic Minority Achievement Grant).

The study concludes by offering recommendations for future developments and incorporates the key perceptions from all stakeholders.

Chapter 1 - Introduction to the research

The main focus for this research is an examination of the United Kingdom's government policy, targeting race equality issues in education, with particular focus on Section 11 of the Local Government Act of 1966, and its subsequent development in 1999 to the Ethnic Minority Achievement Grant. The aim of this chapter is to introduce the area of research covered and give an overview of the issues involved.

Educational developments take place within a wider national social, political and historical context. It is important therefore to analyse significant developments of government policy such as Section 11 in relation to that dynamic. The research focuses on those developments from the post war era in terms of the creation of a significant multicultural, multifaith and multiethnic society in the UK. Since the 1960's, issues have been raised and measures taken, regarding the education of black and ethnic minority pupils. It is now 33 years since the introduction of Section 11 and over that period of time it has been the government policy grant which has been the most significant in addressing issues of 'race' equality in British schools. This research focuses on the impact of Section 11 at national level, and specifically within two local education authorities (split in 1997 into New Unitary LEA and New Shires LEA).

Section 11 of the Local Government Act, 1966, was introduced by a Labour Government in the political climate of the 1960's when immigration from the 'New' Commonwealth was increasing rapidly, and in the context of a growing anti-immigration (and especially anti-black immigration) lobby. Although Section 11 has been referred to as "the only funding aimed at reducing racial disadvantage" (Cross, M., Johnson, M. and Cox, B; 1988), the intention was to provide a compensatory measure to those LEA's who were lobbying the government to provide additional monies to 'deal with' the increase in New Commonwealth immigration in their areas. Dorn and Hibbert (1987, p.63) commented that "the distinction between providing for special needs and 'compensating' local authorities for the immigrant burden was blurred from the outset".

Until the introduction of the 1993 Local Government Amendment Act, Section 11 could only be used for those communities from the New Commonwealth and Pakistan. Section 11 provided for staffing costs only

and could not be used for running costs. Total expenditure rose from £3.2 million in 1967-68 to its peak (in actual value terms) in 1993-94 of £130 million. The replacement of Section 11 by the Ethnic Minority Achievement Grant (EMAG) for the financial year 1999-2000 indicates government spending at £86 million, with a commitment to £430 million (at 50% jointly with LEA's) over the 3 years to 2000-2002. Section 11 by 1998-99 had over 96% spend on education, mainly in the provision of additional staffing in schools. (see appendix A)

In an analysis of ethnic groups by age and population, a report by the Policy Studies Institute (Jones, 1993) showed a growing young ethnic minority population. Whilst 34 percent of ethnic minorities were aged under 15 years, only 19 percent of the white population were in the same age group. The statistics showed that the rate of unemployment amongst the black and ethnic minority population was much higher than that of the white population and, "it is a salient feature in many societies that if unemployment increases, ethnic minorities suffer disproportionately" (Mallick, 1992, p.60). In the present economic recession, black and ethnic minority communities have suffered the worst effects of unemployment and low paid jobs and according to the 1993 report of the Policies Studies Institute "it is likely that a part of the disadvantage faced by racial minorities in Britain is related to their education" (Jones, 1993, p.31)

Yet, due to cutback in Government expenditure in the public sector, the level of provision under Section 11 was significantly reduced from April 1994 after having remained unchanged for twenty five years. In a letter to Local Authorities (November, 1992) the Home Office wrote,

> *The Government remains firmly committed to the reduction of racial disadvantage, which inhibits members from playing a full part in the social and economic life of this country. The payment of grant to local authorities under Section 11 plays a central role in the Home Secretary's programme by helping local authorities to meet the costs of employing additional staff required to enable members of New Commonwealth ethnic minorities to overcome linguistic or cultural barriers and thus to gain full access to mainstream services and facilities.*

The language of communication in the learning process in school is usually English. Section 11 funding in education has been aimed primarily, until recently, at the development of English language skills for pupils whose

first language is not English. More recently, Section 11 in education has been used not just for English language support, but also to give support across the curriculum, pastoral support and support in raising achievement.

The Swann Report (DES, 1985) found that many schools failed their pupils in preparing them for social and economic role in multicultural society. If an important role of education is to prepare children for adult life, through the whole school curriculum, then a predominantly Eurocentric National Curriculum will not provide all pupils with a sense of belonging and a positive racial identity: (Duncan, 1988; Verma, 1990). Many black and ethnic minority pupils will therefore be disadvantaged, failing to achieve educationally and be prevented form accessing higher education and employment opportunities which give greater socio-economic power.

Pastoral care underpins the whole school curriculum (Duncan, 1988). If pupils are to succeed, then the school must give careful thought to, the whole school curriculum and the pastoral care it wishes to establish. The school needs to create a secure and comfortable environment in which black and ethnic minority pupils can learn and achieve their potential. Assessment procedures, teaching styles, home-school links, classroom organisation, staffing and resources are all important factors which need to be taken into consideration.

Section 11 staff can help the schools in many of these ways. Often they have skills and have received training which equip them to support developments on schools which better meet the needs of black and ethnic minority pupils. They work in partnership with mainstream staff,, adapting teaching and learning styles, resources, classroom organisation and other school practices so that black and ethnic minority pupils can better access the school curriculum.

An important matter for schools since the introduction of the 1998 Education Act has been the monitoring of school and pupil performance. OFSTED (Office for Standards in Education), the body now responsible for the inspection of standards in education, now require all schools with ethnic minority pupils to analyse school data, such as SAT's (Standard Assessment Tasks) and GCSE's (General Certificate of Secondary Education) by ethnic group, so that educational achievement can be monitored with regard to ethnicity. It is already a DfEE requirement that the achievement of Ethnic Minority Grant pupils is closely monitored

and EMAG funded services therefore annually collect data such as English language acquisition, SAT's and GCSE's by ethnic group. However the process of ethnic analysis is not as simple as it might appear.

It is compounded by a number of factors, some of which are the product of the social sciences which classify (or misclassify) individuals into specific categories or groups of people (Verma and Ashworth, 1986, p.38).

They argue that if the role of ethnicity in relation to the process of educational achievement is to be meaningful, a number of issues must be taken into consideration. This includes sharper definitions of ethnic groups, which in turn has implications for better and more accurate record keeping, the standardisation of data collection, and a moral obligation to use data for proper purposes. For example data should not be used to construct stereotypes of particular ethnic minority groups, such as the 'underachievement' of African-Caribbean heritage boys.

Figueroa (1991, p.151) has argued that educational inequality is socially constructed, "in so far as it is largely a function and consequence of social arrangements, processes and behaviour", and that schools and the education system itself contribute to the maintenance of inequality. Or, as Gurnah (1987, p.15) put it "black parents are convinced that schools 'underachieve' their children". The research suggests that, the education system has worked in such a way as to disadvantage black and ethnic minority children. Herein lies criticism of Section 11/EMAG funding, in that the responsibility for issues concerning the achievement of black and ethnic minority pupils, in the context of mainstream educational practice, has often been left to this as a marginal resource. Dorn and Hibbert (1987) have argued that Section 11 has been used to maintain inequality rather than to dismantle it. For instance, school decisions concerning issues such as resourcing and setting are not within the control of Section 11 staff, although where the Section 11 teacher is well regarded or fairly influential in a school, her or his views may well be taken into account. And of course, in matters such as the ethos of the school, the school development plan and the development of school policies, Section 11 staff might play anything from a minor to a significant role, depending on the context of the school and the value placed on her or him by the headteacher and mainstream colleagues. The scope given to a Section 11/EMAG funded teacher can vary from school to school.
There have been few studies of Section 11, particularly in the field of education. The researcher draws attention to an important article by

Dorn and Hibbert entitled "Section 11, A Comedy of Errors". Cynical in tone, the article takes an irreverent look at Section 11 and the role of the Home Office. Containing very persuasive arguments, the substantive points are continued in the following questions:

"The long running saga of Section 11 funding exhibits many of the characteristics of a television soap opera. Tragedy, farce, pathos, melodrama, and a script in which the actors appear unable to control the world around them. Unlike the fantasy world of 'Dallas' and 'Dynasty' however, the bizarre world of Section 11 is for real, as are the people and money involved." (Dorn and Hibbert, 1987, p.59)

This article has been of key importance in developing the present thesis, which in fact takes a contrary view. Nevertheless, Dorn and Hibbert's 'tongue in cheek' analysis of Section 11 represents the frustrations of many radicals working in the field of race in the mid 1980's. Dorn and Hibbert have commented that Section 11 was "very much the child of the 1960's", and the views they present very much represent a 1980's view of Section 11. However, it is vital that readers are aware of significant developments in Section 11 since 1989, when Home Office Scrutiny of Section 11 took place. This led to the production of new guidelines in 1990 and a major overhaul of Section 11 provision in 1992. The researcher has therefore tried to place criticisms of Section 11 in their historical context. The researcher argues that while criticisms of Section 11 over almost two decades were justified, the 1990 Home Office guidelines have made a significant difference to the effectiveness of Section 11 provision in education, and to the potential for EMAG to "make a difference" if combined with committed Government policies on 'social justice'.

In order to appreciate any changes or improvements in Section 11 provision and practice since the implementation of the guidelines in 1992, it has been crucial to present in the first section of this thesis, a picture of conditions beforehand. Chapters 2 and 3 are therefore intended to provide the reader with the necessary historical background and an understanding of Government policies on 'race equality' by bringing together relevant documentation and literature concerning immigration from the New Commonwealth and in particular, Section 11 as a political response to black immigration. It is important to note that by "historical", the researcher intends that this is a contextual component based upon a review of the available literature, circulars and other documentation in order to give a 'flavour' of the period concerned. By

synthesising the available documentation and literature, an important backdrop is provided for the development of this thesis and gives the reader a better appreciation of the issues.

In constructing the context, it has been important to use terminology which was current in the 1960's and 1970's but with which the writer and those with a similar understanding and appreciation of race issues will feel uncomfortable. Nevertheless, terms such as 'immigrant', whilst carrying pejorative connotations, were ones in common use in the 1960's and 1970's. Indeed, it is an inescapable fact that Section 11 was intended originally as a measure for the assimilation of 'immigrants'. If the reader feels some discomfort with terms such as 'immigrants', 'race riots', 'problems', 'aliens', then the writer must also admit to experiencing the same discomfort. Other terms used in this research such as 'black', 'Asian', 'ethnic minority', are no more likely to meet with the approval of all members of particular Black or Asian communities. In using these labels, it is not the intention to imply that they should be accepted. The term 'black' refers in this thesis to members of the African and African/Caribbean communities and 'ethnic minorities' refers to all minority groups who are the subjects of racial discrimination.

Chapter 2 presents the background of immigration from those parts of the world now known as the New Commonwealth. Post War Britain, eager to meet the demands of a newly emerging consumer society gave right of entry and the promise of employment to what amounted, over a period of time, to millions of Citizens of the New Commonwealth. In presenting this background the researcher has attempted not only to describe patterns of immigration, but to set immigration in a political context, since one of the political responses to 'black' immigration in the 1960's and 1970's was Section 11 of the 1966 Local Government Act. It is therefore of critical importance that the reader is given an overview of political developments surrounding immigration, if an appreciation of the purpose and usefulness or otherwise of Section 11 is to be established.

Chapter 3 focuses on Section 11, its origins, implementation, shortcomings and practices. The writer has traced the social and political pressures on the Labour Government in the mid 1960's which led to the formation of race policies on which Section 11 was founded. These policies have been seen as dualistic, if not contradictory, in that they sought on the one

hand to restrict immigration whilst on the other hand to 'absorb' those immigrants already here.

Assimilationist and integrationist philosophies and approaches were adopted by schools and local authorities in the 1960's and early 1970's. Section 11 was seen by them as a mechanism for dealing with what they saw as the social and economic 'problems' of immigration. However as attitudes changed and different approaches to the education of black and ethnic minority pupils evolved, there emerged a growing awareness amongst educators and the black and ethnic minority communities themselves, of the shortcomings of Section 11 and its administration.

Chapter 3 also tracks the Home Office's attempts to deal with basic flaws in the legislation and respond to criticisms through the introduction of a series of circulars providing administration guidelines. Criticisms of Section 11 included; the uneven take-up of grant by Local Authorities, the absence of any monitoring of Section 11 and the 'unidentifiability' of posts, the potentially racist and assimilationist philosophies underpinning the legislation and the Home Office guidelines.; the lack of consultation with communities and the marginalisation of Section 11 staff and their work. A number of serious attempts to replace Section 11 legislation failed and many of the Home Office's measures intended to try to 'put things right'met with still further criticism.

Whilst the 1990 guidelines, which resulted from the Scrutiny of Section 11 in 1989 appear to have effectively tackled many of the criticisms of Section 11, ironically for the first time since its introduction in 1966, Section 11 provision has come under serious threat. This is not because it is being replaced with plans for a better alternative, but because of severe government cuts. The climate of cuts has been an important strand of this study since it has had an impact on the morale of Section 11 staff as well as perceptions concerning future provision. The introduction of the Single Regeneration Budget (SRB) has also created some concern. The SRB is a mechanism intended to deal corporately with 20 government funding programmes, including Section 11, but which signally fails to identify Section 11 monies within its overall budget.

Some consideration is given in Chapter 3 to the meaning of the 'needs' of black and ethnic minority communities and the notion of 'special', attempting to see if there is any correlation between need and expenditure. This Chapter also looks at Section 11 in relation to Section 71 of the Race Relations Act, since the expenditure of the Home Office

is that Local Authorities will consider the place of Section 11 in the context of their overall equal opportunity strategy and statutory obligations.

A private members bill to amend Section 11 in September 1993 has been seen as a landmark in the history of Section 11. The Local Government (Amendment) Act 1993, which amends Section 11 of the Local Government Act, is no longer aimed just at black communities. Since Section 11 can now be used in principle, for instance to support the children of wealthy European businessmen/women whose first language is not English, it is debatable whether or not Section 11 can be regarded as a mechanism for helping achieve race equality for solely black communities. This theme is then expanded to consider the current position regarding the EMAG replacement to Section 11 in education.

Chapters 4 and 5 discuss the rationale of research in general (chapter 4) and the detailed administration, design and conduct of this research specifically (chapter 5). Qualitative and quantitative data were gathered through the questionnaires and interviews. Limited use was made of service data where appropriate. The chosen methodology and research instruments together with their relative advantages and disadvantages are discussed.

Chapter 6 sets out and discusses findings from the analysis of the data collected from the survey questionnaire completed by headteachers, in collaboration with their staff and governors, in schools and the interviews with significant people involved in 'race' equality issues in two LEA's. In all, 81 schools took part in this research survey questionnaire, with written contributions from a further 31 schools who had received Section 11 funded peripatetic staff support in the Old Shires LEA. There were 134 interviews conducted with a range of significant people involved, including headteachers; chair (or senior) governors; senior teachers with responsibilities in this area; class/subject teachers; Section11/EMAG funded staff; LEA officers; community organisations representatives and pupils/parents of 12 schools specifically identified for interview purposes as they represented a cross section of educational establishments.

Since Section 11 provides only for staffing, a central concern of the present research has been the role of Section 11 staff as educational providers for black and ethnic minority pupils, and the context in which they work. It must be remembered however, that whilst Section 11

provides additional staffing to help black and ethnic minority pupils access mainstream provision, schools remain legally responsible for ensuring that all pupils are catered for with regard to their linguistic, pastoral and cultural needs.

Quantitative data was gathered from the questionnaire to provide a broad picture of Section 11 staff, Section 11 provision and Section 11 practices during 1995-96 period. Following analysis of this data, an interview schedule was developed so that the interviewer could confirm or elaborate on findings from the questionnaire. The interviews also provided a further opportunity to raise issues, which had not been taken into consideration at the questionnaire stage. The evidence from the questionnaires and the interviews is presented holistically and thematically rather than separately. The final interviews gained a snapshot of current 1999 issues with a selected sample from the 1995-96 interviews, with some very significant findings.

Chapter 7 focusses on conclusions from earlier evidence and reflects on the present research. Recommendations, drawing on the results of the study research concludes with an analysis based on a recommendation from the Swann Report (1985,opcit) that there should be a "coherent overall strategy" with regard to 'race' equality issues in schools. It was the researcher's intention that this should also apply to government policy. By using a SWOT analysis format (Strengths; Weaknesses; Opportunities; Threats) an overall judgement with regard to previous and current, Government policy for 'race' equality concludes this research.

Chapter 2

The political climate in the UK that has shaped government policy on 'race' equality and education issues since the Education Act of 1944 to the present day (March 1999).

The Education Act of 1944 was the first government Education Act to recognise the existence of a multi-faith composition in British society when it recognised the needs of the Jewish community (and by definition, other non-Christian groups) in the religious education development of schools in England and Wales. This recognition of diversity, however, did not extend beyond the issues of religious diversity until the mid 1960's when, in recognition of a developing multi-ethnic, multi-cultural and multi-lingual society in the UK there was the insertion of Section 11 to the 1966 Local Government Act. This focused, for the first time, on Educational policy development in the UK, a clause that allowed local education authorities to 'bid' for additional monies, in partnership with the relevant government department, to meet the needs of its ethnically diverse community.

As Section 11 of the 1966 Local Government Act was a product of race policies in the 1960's, in order to understand this legislation it is necessary to examine events and prevalent attitudes which led to its formulation. This Chapter therefore traces social and political responses to post-war immigration from the New Commonwealth, which culminated in the insertion of Section 11 in the 1966 Local Government Act.

Until the end of the Second World War Britain's Immigration policies were largely concerned with the control of 'aliens'. Legislative powers under the Aliens Order 1905, the Aliens Restriction Act 1914 and subsequent related acts restricted entry and access to employment of non-UK citizens. British subjects in the colonies and dominions retained the right to enter and settle in Britain. The British Nationality Act 1948 confirmed this right, but distinguished two categories of citizens; those who were citizens of the United Kingdom and Colonies and those who were Commonwealth Citizens (Evans, 1983; Bevan 1986; Miles and Solomos, 1987). Citizens of the Irish Republic maintained the right of unrestricted entry and settlement.

Until 1954, the majority of 'immigrants' came from Europe (Jackson 1963; Deakin, 1970). In May 1948, 400 'immigrants' arrived on the S.S. Empire Windrush which had set sail from Jamaica. Mainly ex-servicemen who were returning to Britain after serving the 'mother country' in World War 11, their arrival has been seen as a significant event in the history of British Immigration.

A new era in the history of immigration had begun - and one which was to test her unwitting politicians far more than any previous one (Foot, 1965, p.123).

During the post war period, the British Government positively encouraged the use of European migrant workers to meet the labour shortage following the war. The majority of immigrants entering the country were from 'white' Old Commonwealth Countries, Europe and particularly Ireland (Jackson, 1963). But the increasing numbers of black citizens from the New Commonwealth became the focus of immigration debate (Patterson, 1969). This period is now seen as one in which the issue of immigration was 'racialised' (Rose et al, 1969; Miles and Solomos, 1987), concerns having concentrated almost entirely on 'black' immigration. Whilst the immigrants had come from a variety of religious, linguistic and cultural backgrounds, the visible difference from the host community and the only factor they had in common, was the colour of their skin.

This colour, rather than ethnic or national origin, gradually developed into the major factor in race relations in Britain. It became the central issue in the political and social controversy surrounding the whole subject of immigration. (Hill, 1970, p.6).

Although the period between the 1948 Nationality Act and the 1962 Commonwealth Immigrants Act is often perceived as one in which the principle of free entry of British subjects was reluctantly relinquished, Cabinet papers have revealed that this was not the case (Crossman, 1975).

On the contrary,

> The debate was never about principle. Labour and Conservative
> Governments had by 1952 instituted a number of covert and
> sometimes illegal, administrative measures to discourage black
> immigration (Carter, Harris and Joshi, cited in Miles and Solomos,
> 1987, p.90).

The debate concerning the need to control black immigration began in earnest in the 1950's. Whilst the Notting Hill 'race riots' in 1958 served to heighten the debate, it has been shown that the issue of control was already on the political agenda (Sivanandan, 1982). However, following the disturbances, important debate took place in Parliament regarding the revision of the 1948 Nationality Act so as to introduce measures to reduce the numbers of black people who came to live and work in the U.K. Around the same time, further debate connected with the increase in black immigration. The linking of immigration to social problems became a common theme, ultimately influencing British Immigration Policy and legislation.

The economic boom which followed a brief period of austerity after the war created a serious labour shortage. Unskilled and semi-skilled jobs in particular were difficult to fill.

> The main factor was the post-war reconstruction and the
> subsequent expansion of the Western European economies.
> This factor coupled with a fall in the economically active
> population, because of death or injury in the war and an
> increase in the number of the old and retired, created a
> shortage of labour in western Europe. Migrant labour was
> needed (CRE, 1985, p.1).

And as Tierney put it:

> British capitalism was therefore compelled to recruit from
> overseas, and the ex-colonies, with vast and cheap sources of
> labour, were an attractive proposition (Tierney, 1982, p.20).

Immigration from the New Commonwealth therefore increased rapidly in response to the economic demands of British Capitalism. Numbers differed each year, roughly corresponding to the employment situation. In retrospect this was but a brief period of growth. Large numbers of Citizens from the New Commonwealth and Colonies were attracted by recruitment-drives of public and private organisations, to travel half way round the world to fill positions which were largely unwanted by the indigenous British labour force (Foot, 1965; Tierney, 1982). The National Health Service wanted nurses and other hospital staff, Transport wanted bus drivers and conductors, whilst Industry needed, machine and tool operators. Tierney (1982) reported that the practice of overseas recruitment was encouraged not least of all by Enoch Powell when he was Minister of Health (1960-1963). Although these public and private organisations were encouraged in their attempts to exploit this cheap overseas labour, no provision was planned to meet the social or other needs of newly arrived Citizens. Immigrants would often take low-paid, menial jobs but were usually forced to live in and pay high rents for poor housing in decaying Inner City areas (Foot, 1965; Tierney, 1982).

New Commonwealth citizens had long had the right to enter and settle in Britain.

> *The odd thing about the recent migration of large numbers of*
> *people from the tropical Commonwealth to Britain is not that*
> *it took place when it did, or that it took place at all, but why it*
> *did not happen before (Hill, 1970, p.3).*

Indeed one Junior Conservative Minister, David Renton, was quoted as follows:

> *It (Citizenship) is simply a fact we have taken for granted from*
> *the earliest days in which our forebears ventured across the seas*
> *(5th December 1958 Cited Foot. 1965, p.125).*

Until 1914 there had not been any formal declaration apart from a statement in 1608 by Lord Chief Justice Ellesmore that "King James 1 is one King over all his subjects in whatsoever his dominions they were born" (cited in Hiro, 1991, p.17), that all subjects in the British Empire had automatic Citizenship.

As Foot (1965) pointed out, no one apparently foresaw the one crucial

privilege which Citizenship entailed - the obvious right of a British Citizen to come freely and live in Britain. The growing presence of black immigrants in Britain in the 1960's then, must be seen in the context of the Commonwealth and the history of British Imperialism.

The British Commonwealth of Nations was formally established in 1931 by the Statute of Westminster. By the Second World War, the British Empire was divided into the Commonwealth, India, the colonies and protectorates. Although India won Independence in 1947, it was agreed that it would remain within the Commonwealth. The Labour Government paternalistically wished to retain India as part of the Commonwealth and hence introduced the British Nationality Act of 1948 which, although it defined two categories of citizenship as mentioned earlier, offered the common status of British subject to everyone.

There seems to have been no attempt to tap into the vast human resources of the Commonwealth until June 1946 when Jim Callaghan, then a very young Labour MP, called for immigration as an answer to a critical labour shortage. Employers eagerly leaped at the opportunity to fill their vacancies. This period in the 1950's was:

> *Notable for high idealism in regard to the New Commonwealth, blended with a self-congratulatory mood. To have transformed Britain's hitherto Imperial role into leadership of its former colonies - freely bestowed on it by the latter - pleased and excited its leaders. (Hiro, 1991, p.20)*

Unlike the European labour force, Commonwealth Citizens could enter Britain unhindered by the Aliens Act. For the "Labour hungry employers, this must have seemed a heaven-sent gift" (Foot, 1965).

Although the immigrant workforce from the New Commonwealth was generally welcomed on the one hand, as already mentioned the Tory Government had no strategy or programme to facilitate their settlement. No arrangements were made to advise them, meet them, transport them to their onwards destination or accommodate them.

There were no health checks, no language provision. In what Foot (1965) saw as 'The exploiters paradise', all the problems were left for the

local authorities to deal with.

The Government could sit back, happily relieved of the desperate shortage of labour, while a handful of harassed local authorities grappled with the problems of absorbing tens of thousands of immigrants into their areas. (Foot, 1965, p.126).

Indeed, a voluntary organisation, the British Caribbean Welfare Service, was left to try and cope with giving help to the newly arrived immigrants. Later, local voluntary liaison committees were set up to assist the integration of the newcomers.

The immigrants met with what must have been a confusing and contradictory situation. On the one hand there was held in the host community a sense of fair play and a belief in human rights and equality of treatment. On the other hand, there were deep seated prejudices based largely on ignorance and racist assumptions. (Dummett and Dummett, 1987). Nevertheless, as the numbers of immigrants grew, debate about whether or not to control black immigration began and persisted for around a decade (Hiro, 1991). Government documents which have been released show that some of the prevarication resulted from the fear of potential embarrassment to Britain as leader of the Commonwealth (Deakin, 1968; Miles and Phizacklea, 1984). However, in the period between the 1958 'race riots' and the Commonwealth Immigrants Bill 1961, some of the most important parliamentary debates on immigration took place (Miles and Solomos, 1987). A number of Conservative M.P.'s, of whom the most vociferous was Cyril Osborne, led a campaign to stop immigration. Although the official line taken by the Labour opposition was against immigration control, there were nevertheless Labour politicians who supported it (Leyton-Henry, 1984). The consensus however, within the Tory and Labour parties, believed ideologically in the Commonwealth and the freeflow of it's Citizens. Cyril Osborne's early attempts to racialise the debate were dismissed even by his own party.

Snubbed by his own front bench - Eden and Macmillan treated his queries about unemployment and disease among immigrants with undisguised contempt (Foot, 1965, p.130).

However, Osborne continued to forge a powerful backbench anti-immigration campaign and exploited the media whenever and wherever possible. One example of the inflammatory letters he wrote to the press was entitled "Immigration Lunacy. Ever nearer an Afro-Asian Britain" (Daily Telegraph, 11th October 1961. Cited Foot, 1965, p.137). Whilst Fenner Brockway had tried to get a Bill through parliament making incitement and racial discrimination offences as early as 1953, the Bill as well as subsequent Bills, failed. The fact that there was no serious support until 1965 to outlaw the flagrant racism of Osborne and others, is an indication of the degree of ideological and political ambiguity which existed during this period.

The 1958 'Racial Disturbances' in Notting Hill served Osborne's cause well. George Rogers, Labour M.P. representing North Kensington, which includes Notting Hill, demanded legislation to cut 'coloured' immigration. Perhaps the first most crucial sign which led to the legitimisation of Osborne's and Roger's views came from Lord Home (later Sir Alec Douglas Home) who was Minister of State for Commonwealth Relations.

At a conference he declared that "curbs will have to be put on the unrestricted flow of immigrants to Britain from the West Indies" (Foot, 1965 p.131). Encouraged by this, Osborne put forward a Private Members Bill to control immigration which did not gain support. In the meantime, the main thrust on immigration was still tied up with the need to protect the ideology of the Commonwealth. Although there was reluctance to introduce controls, the practical answer to the immigrant 'problem' of the British government was to try to prevent it at source, which required the collusion and co-operation of the Commonwealth countries and dominions themselves (Tierney, 1982). By April 1961, the Government was still against control. Tory M.P. Sir Edward Boyle told the Birmingham Immigration Control Association, "it is impossible that the Government will introduce Immigration control" (Birmingham Evening Dispatch, 6th April 1961, cited in Foot, 1965 p.132).

The economic boom of the late 1950's did not last long and the number of immigrants became far higher than the number of job vacancies. Rumours that the government were to introduce controls created a rush of relatives of those already here (Foot, 1965; Tierney 1982). There have been many critics, for example, Dummett and Dummett (1987) who have blamed the sudden increase in immigration directly on the control measures themselves. As the numbers increased, Osborne became more confident of achieving his objective of stopping immigration (Foot, 1965; Rose et al, 1969). In 1959 and 1960 the total number of immigrants

had been 21,600 and 57,000 respectively. Whilst in 1961 they rose sharply to 136,400 (Foot, 1965). The liberal line of uncontrolled immigration was not held on to for much longer. As already mentioned, even the Labour Party, which had consistently opposed restrictions, particularly under the leadership of Gaitskell, had its dissidents.

On 31st October 1961, The Queen's speech indicated the Tory Government's intention of introducing restrictions. The Bill was published the very next day. It gave immigration officers the right to refuse entry to those who did not hold a labour voucher and gave the courts the power to recommend deportation of Commonwealth immigrants. It also increased from one year to five years the period before which a Commonwealth Citizen living in this country could be registered as a British Citizen (Rose et al, 1969). Citizens of the Irish Republic continued to enjoy entry and access to employment. The reason given was that it was impossible to police the borders. (Foot, 1965; Rose et al, 1969). Despite fierce opposition to the Bill from within the Tory Party and both opposition parties at the second and third readings, it became law on the first of June 1962. Osborne who had persistently fought for restrictions was knighted soon after its introduction.

In a major speech in Bradford, in October 1962 Lord Home asserted:

> *What had been a trickle of immigrants from the Commonwealth was developing into a flood. We saw that if it was not brought under control it would create very serious social and economic problems - problems of employment, housing and education for instance ... Most people will agree that it is necessary to keep the conditions and the number of permits under the strictest review, and to strengthen the safeguards against evasion (Cited in Foot, 1965, p.148).*

In fact, because the mechanism for control was through the number of labour vouchers issued, but not necessarily used, it was not possible to predict the number of immigrants. The fact that the immigration figures dropped significantly immediately after the Act was introduced, could in part have been due to thousands of people, including some who may never have intended to come at all, rushing to beat the deadline.

Whilst the Labour Party leadership remained committed to free entry, it became increasingly questionable whether or not the party could resist the pressure of popular opinion (Dummett and Dummett, 1987). Following Hugh Gaitskell's death in January 1963, Harold Wilson became

leader of the Labour Party and he immediately showed a willingness to compromise to suit an electorally popular stance on immigration (Hiro, 1991). With the 1964 elections on the horizon, he and others in the Labour shadow cabinet became conscious of their electorally compromising stand on immigration (Crossman, 1975). Therefore the party gradually retreated. This retreat from the earlier principles of the Labour Party on immigration was further evidence of the institutionalisation of the increasing hostility towards immigrants.

Although Labour won the 1964 elections, the party was ideologically compromised.

From then on, the Labour Government was firmly set on the course of yielding with alacrity to each fresh outburst of clamour for restricting Commonwealth immigration (Dummett and Dummett, 1987, p.118).

The loss of a safe labour seat in Smethwick to Peter Griffiths who had fought an aggressive anti-immigration campaign (Foot, 1965) caused a serious shock to the party. This blow, precipitated the White Paper on Immigration from the Commonwealth, which has been interpreted as an act of appeasement of the electorate (Foot, 1965; Rose et al, 1969; Miles and Solomos, 1987).

The two main political parties of the time have been accused of 'out-trumping' each other (Crossman, 1975) and whilst it has been claimed that Labour was seemingly determined to lose its reputation for 'softness' on race and immigration (Dummett and Dummett, 1987), the shift in immigration policy during this decade has been seen as 'State racism' (Sivanandan, 1976; Ben-Tovim and Gabriel, 1987). An alternative analysis has been to explain the change as a pragmatic response to the altering overall economic conditions of post war Britain, since Britain's earlier labour shortage was now over (Dummett and Dummett, 1987).

In 1965, the White Paper which announced drastic measures to reduce immigration was introduced. According to Ben-Tovim and Gabriel (1987) this was yet another measure which resulted in state racism. According to Hiro (1991), were among those who approved of the White Paper Sir Cyril Osborne and Peter Griffiths, the victor of Smethwick. Perhaps a Gallup poll indicated that while 88 per cent of the population supported

the White Paper only 5 per cent were against. However, there was a policy contradiction in that whilst there were drastic measures to reduce New Commonwealth Immigration the issue of Irish Immigration was ignored.

In April 1965, the Government produced a Race Relations Bill which was intended to prevent racial discrimination in public places. The Bill was widely criticised for its failure to address the important areas of housing and employment (Dummett and Dummett, 1987). Moreover, the Tory opposition would not support it since they objected to racial discrimination being classed as a criminal offence. The Home Secretary, Sir Frank Soskice, announced a compromise, by changing the proposed criminal measures in the legislation to conciliatory measures. This served to considerably weaken the powers of the legislation and prevent the Race Relations Board from effectively combating the perpetrators of discrimination.

> The field of relevance for the Board was severely limited to specified places of public resort, which mainly meant public houses. Potentially, am even more serious weakness was that the Board had no express powers to investigate complaints or undertake conciliation to achieve settlement. (Cohen, 1971, p.269).

Nevertheless, the compromise met with approval of Tory members, for a Labour Bill.

> Taken together, the 1965 White Paper and the 1965 Race Relations Act signalled the convergence of the two major political parties on the issues of immigration control and racial justice (Hiro, 1991, p.211).

By 1965, leading Labour politicians including Wilson, Crossman and Hattersley, were openly advocating a 'problem- centred' view of black immigrants. In the Commons on 23rd March 1965 Hattersley stated:

> I now believe that there are social as well as economic arguments and I believe that unrestricted immigration can only produce additional problems, additional suffering and additional hardship unless some kind of limitation is imposed and continued (Cited in Foot, 1965, p.192).

Such beliefs led very rapidly to 'assimilationist' measures, which attempted to deny or even destroy the linguistic and cultural identities of ethnic minorities (Patterson, 1971).

By the time the 1966 General Election took place, Labour had gained electoral credibility on immigration to the extent that Smethwick returned a Labour candidate in preference to Peter Griffiths. In the meantime two opposing groups of organisations focusing on the issue of race emerged. On the one side were anti-immigration organisations such as the British National Party, the Greater British movement, the U.K. Defence League and even the British Klu Klux Klan. On the other side were organisations such as the Campaign against Racial Discrimination (CARD), the Lester Group (lead by a barrister, Anthony Lester) and the Yellow Star movement (Kushnik, 1971).

The 1966 Labour Government immediately set out to meet the promises made in its election manifesto concerning immigration which were essentially, to limit on the one hand, whilst taking measures to encourage integration on the other.

Section 11 of the 1966 Local Government Act was a key measure, introduced in order to appease Local Authorities where there were large numbers of immigrants. It enabled substantial grants to Local Authorities for the purpose of 'special provision' for immigrants in order to facilitate their integration. Section 11 of the 1966 Local Government Act will be thoroughly discussed in the following chapter, but it is important to note here that its origins were ideologically rooted in the 1965 White Paper.

Whilst the right wing, the press and the British voters were quietened for the time being, this was not to last long (Hiro, 1991). Following the General Election of 1966 when labour returned to power, Roy Jenkins (the Home Secretary) began to establish the case for extending the 1965 Race Relations Act which was by now seen as tokenism (Kushnik, 1971). As a reformist, Jenkins attempted to strengthen the Act considerably, but when Callaghan took over at the Home Office in 1968, some of the proposed powers of enforcement were considerably diluted according to Kushnik, (1971). The Bill was finally enacted on 24 October 1968.

One factor which led to right wing support for the weaker legislation, was an unexpected wave of immigration from Kenya in 1967. Without any warning the Kenyan government had passed legislation which resulted in Kenyan Asians who had opted for British rather than Kenyan Citizenship being classed as aliens, with a right to work and live only temporarily in Kenya, (Runnymede and Radical Statistics Group, 1980). Many of these Kenyan Asians chose to exercise their right to settle in Britain. Certain Tory politicians began predicting the arrival of at least 250,000 East African Asians, although in fact by 1968 the number was only 66,000 (Hiro, 1992).

> *The Conservative party demanded, amongst other things, that the entry of Kenyan Asians holding U.K. passports be phased. The Labour government went further, it removed the right of entry (The Runnymede and Radical Statistics Group. 1980, p.33).*

During the course of the debate concerning increasing immigration control, perhaps the best known speech on race in British history was given by Enoch Powell, M.P. In his speech, in Birmingham on 20th April 1968 he claimed:

> *In this country, in fifteen or twenty years time the black man will have the whip hand over the white man. As I look ahead, I am filled with foreboding. Like the Romans, I seem to see 'The River Tiber foaming with much blood' (Powell, 1968, p.99).*

Powell's expression of extreme anti-immigration views gained widespread public support. According to Hiro, (1991), one national poll showed 82 percent supported the views expressed in his speech. Thousands of workers went on strike and participated in demonstrations to support his views (Ramdin, 1987; Hiro, 1991).

Powell's speech was well timed, taking place just three days before the parliamentary debate on the Race Relation Bill. Pressure from the anti-immigration camp succeeded in sabotaging efforts to strengthen the bill's clauses concerning enforcement.
The Commonwealth Immigrants Act 1968 was rushed through Parliament from start to finish in three days. The Act withdrew the right to enter and settle in Britain for those United Kingdom passport holders who did

not have a 'close connection' (which was defined as birth in the United Kingdom or descent from a parent of grandparent born in the United Kingdom, or of naturalisation, registration in the United Kingdom and Colonies, or adoption in the United Kingdom). Even stricter limitations on the number of employment vouchers were also imposed. More pressure came from Powell who demanded that the government should restrict the entry of dependants (Hiro, 1991). Similar demands were made by Edward Heath in January 1969. Only a few months later an amendment was introduced to the Immigration Appeals Bill 1969 which has given a right of appeal to those refused entry. This amendment required dependants of Commonwealth immigrants to obtain entry certificates before entering Britain. This had the intended effect of reducing the entry of the number of dependants still further. Still tighter control was introduced when employers were required to prove that no suitable local labour was available to fill any vacancy. The Conservative manifesto for June 1970 proposed yet further control, which was enforced in 1971 when the Conservatives regained power.

The Immigration Act, 1971 replace the 1914 Aliens Restrictions Act, the 1962 and 1968 Commonwealth Immigrants Acts and the 1969 Immigration Act. Under the 1971 Act, the onus was placed on the intending immigrant to prove a substantial connection with the U.K., for instance, a parent or grandparent born in the U.K. This resulted in immigrants being subjected to:

> *Insecurity and harassment from state agencies (such as immigration officials, the police, the Illegal Immigration Intelligence Units, Health and Social Security staff) and involving deportation, detention without trial, family separation, shuttlecocking, interminable delays, and all the associated personal suffering and indignities, of which the 'virginity tests' revealed publicly in 'The Guardian' (1st February 1970) are only the most extreme (Ben-Tovim and Gabriel, 1987 p.143).*

With the exception of the entry of Ugandan Asians who were allowed to settle in 1972, following their expulsion from Uganda by Idi Amin, immigration rules issued by the Home Secretary increasingly tightened control (Macdonald, 1983). Further legislation to control immigration (British Nationality Act 1981; Immigration Act 1988) and anti-discriminatory measures (Race Relations Act 1986) served to further

progress the dualistic policies first established by Labour in the 1965 White Paper.

Twenty years on, the 1985 CRE report on the patterns of settlement of Ethnic Minorities in Britain noted that Primary Immigration dropped from 18 thousand in 1972 to 6.4 thousand in 1983. During the same period secondary immigration dropped from 50 thousand to 19.6 thousand. Overall immigration from the New Commonwealth (including Pakistan) which had peaked in 1972 at 68 thousand, dropped to 26 thousand in 1985 (CRE, 1985).

The first British Census which collected data on the ethnic make-up of the population rather than broader categories, took place in 1991.

The 1981 census had identified those persons who had been born in the New Commonwealth and Pakistan and first generation immigrants. This failed to provide detailed information on the growing numbers of ethnic minorities who did not fall into these categories particularly those who were British born. The 1991 Census found the population of Great Britain to be almost 54.9 million. However, it has been recognised (Owen, 1992) that there was significant non co-operation in the 1991 census resulting in an estimated overall undercount of around 965 thousand. The census figures showed that just over 3 million of the population belonged to ethnic minorities (Owen, 1992). Almost half of these people were of South Asian origin of whom the largest group was Indian. The second largest ethnic minority was the African Caribbean group.

It was found that more than half of the ethnic minority population live in South East England with 44.8 percent in greater London. The other main concentration of ethnic minorities is in the West Midlands, particularly around Birmingham. West Yorkshire and the Greater Manchester areas also contained some of the highest relative concentrations of ethnic minorities (Owen, 1993). Although the statistics available do not permit a direct comparison of the ethnic composition of the population between 1971, 1981 and 1991, it is possible to compare the numbers of ethnic minorities in the 1991 Census, with the number of people who had a family connection with the New Commonwealth and Pakistan in the 1971 and 1981 Censuses. Whilst the total population during this twenty year period grew by nearly 5 percent, the geographical distribution appears to have remained much the same, although there has been an increasing tendency for ethnic minorities to concentrate in the larger Urban settlements (Owen, 1993).

Many studies have shown that ethnic minorities have continued to suffer disproportionately in the housing, education and employment, compared with the white population (Smith, 1977; Brown, 1984; Brown and Gay, 1985; Jones, 1993). The 1993 Labour Force Survey demonstrated that over thirty years after the earliest waves of immigration from the New Commonwealth, there are wide variations in disadvantage experienced by different ethnic minority groups:

> *There is an increasing disparity between the circumstances of specific groups. The findings suggest that the South Asian population contains both the most and the least successful of the ethnic minority groups (Jones, 1993, p.157).*

The most successful groups, were the African Asians and Indians who were found to have attained educationally and professionally at least as well as whites. The least successful groups with low educational attainment, high unemployment rates were the Pakistanis and Bangladeshis. The research indicated that African-Caribbean's tended to fall somewhere in the middle.

The evidence therefore indicated the need to reassess what was perhaps previously a stereotypical perception of the relationship between ethnic minorities, discrimination and disadvantage.

> *The essential diversity of the different ethnic groups is perhaps overcoming the role in which immigrants were cast by British Society (Jones, 1993, p.151).*

In attempting to answer the question of differential disadvantage between minority groups, Jones (1993) support the view that certain groups are in a better position to develop ways of overcoming the disadvantages of discrimination. Not only does the survey draw attention to disparities between different ethnic minority groups, but also within those specific groups.

In particular, the discrepancies between males and females within ethnic groups were shown to be disproportionate. And for instance, whilst there is high economic activity amongst African Caribbean women there is low economic activity amongst Bangladeshi and Pakistani women, who are generally Muslim and therefore arguably more affected by religious and cultural constraints.

Of the ethnic minority population in 1991 as a whole, 46 percent were found to be born in the U.K. compared with 97 percent of the white population.

The group most likely to be born outside the U.K. was the Chinese. 26% of the ethnic minorities were born outside the New Commonwealth and Pakistan, this is likely to include refugee groups such as Vietnamese and Somalis.

Perhaps most significantly, despite the fears concerning immigration in the 1960's expressed in Enoch Powell's warnings of 'excessive' numbers of black people, the 1991 Census has shown that "Britain is still overwhelmingly white in character, with ethnic minorities accounting for 5.5 percent of the population" (Owen, 1992, p.1).

As we approach the Census of 2001 it is clear in the latest 'Ethnic Minorities in Britain' survey (Modood et al, 1997) that, as Gillborn points out " not surprisingly, the ethnic minority groups that face the most marked economic disadvantages are also among those that have suffered the greatest educational inequalities" (Gillborn, 1998, p.726).

In terms of Education policy at government level, 1997 has witnessed a significant change of rhetoric from the previous 18 years of Conservative policy in this area. The New Labour White Paper 'Excellence in Schools' (DfEE, 1997) set out Labour's plans for future policy and legislation in the education field. This will be covered in greater detail in the succeeding chapters and on Education policy specifically.

CHAPTER 3

The Origins and Development of Section 11 (1966) to EMAG* (1999)

The Background

In the preceding chapter, government responses to the growing presence of immigrants from the New Commonwealth have been described and reviewed. The 1966, Local Government Act was introduced to help those local authorities with an 'immigrant' presence to meet their needs through a grant from central government, administered by the Home Office. (Appendix B provides a chronological list of events relating to the introduction and implementation of Section 11). The majority of Section 11 grant, since its implementation in 1967, has been used for educational provision. The purpose of this chapter is to look at the introduction, implementation and use of Section 11 funding, particularly as an educational response to the needs of ethnic minority communities.

The political climate, and the issue of race and immigration in the early 1960's is the background against which Section 11 of the 1966 Local Government Act is set. Overt racism was at that time "seen to pay electoral dividends" (Hiro, 1991, p.44). Despite winning the 1964 General Election, Labour had lost 'safe' seats to Conservative candidates who had campaigned on a racist, anti-immigration 'ticket'. The loss of Smethwick, a seat previously held with a 12,000 majority, was particularly symbolic of the political climate and the concern regarding immigration within the electorate and the Local Government itself. The reaction of the local people of Smethwick to the 'immigrant' population was commonly expressed in comments such as:

(*EMAG - the Ethnic Minority Achievement Grant)

I've nothing against the black people... but these people are
ruining our town... the houses are falling apart and they have
a very high rate of T.B. Their habits are pretty terrible. They
use the front garden as a rubbish dump and heaven knows what
they do in the back garden. (Foot, 1965, p.36).

It was in this climate and in response to such xenophobia that Local
Authorities sought compensation from Central Government for the social
and economic 'burden' placed on them by the increasing numbers of
immigrants. Subsequently, Section 11 of the 1966 Local Government Act
was introduced by the Labour Government to placate, as well as
compensate, those Local Authorities affected by immigration.

Despite what has been described as "Labour's softness on the issue of
immigration" (Bagley, 1992,p.2), the Labour Government after having won
the 1965 election, began increasing immigration control. The 1965 White
Paper "Immigration from the Commonwealth" (Home Office, 1965)
formed the political and ideological basis upon which Section 11 was built.
This policy emerged through the perceived need to control the number of
immigrants (Commonwealth Immigrants Acts 1962, 1968 and later the
Immigration Act 1971) whilst assimilating and integrating those
immigrants already in the country (Race Relations Acts of 1965, 1968 and
1976).

This policy has two aspects: one relating to control on the entry
of immigrants so that it does not outrun Britain's capacity to
absorb them; the other relating to the positive measures designed
to secure for the immigrants and their children their rightful place
in our society and to assist local authorities... in areas of high
immigration in dealing with certain problems which have arisen
(Home Office, 1965, p.2).

This approach was, perhaps best summed up in Roy Hattersley's words
"without integration limitation is inexcusable, without limitation
integration is impossible" (cited in Dorn and Hibbert, 1987, p.60).

It was subsequent to the 1965 paper, that the 1966 Local Government Act was introduced. Section 11 of this Act stated:

> 1. *Subject to the provision of this section the Secretary of State may pay to Local Authorities who in his opinion are required to make special provision in the exercise of any of their functions in consequence of the presence within their areas of substantial numbers of immigrants from the Commonwealth whose language or customs differ from those of the community, grants of such amounts as he may with the consent of the Treasury determine on account of expenditure of such description (being expenditure in respect of the employment of staff) as he may so determine.*
>
> 2. *No grant shall be paid under this section in respect of expenditure incurred before 1st April, 1967 (Local Government Act, 1966).*

This dualistic policy has been described as "possibly the most logically incoherent Government paper ever produced" (Dummett and Dummett, 1987, p.119). Yet the contradictions contained therein have formed the basis on which subsequent race policy and legislation have developed. Although the Government provided financial aid for urban areas through the Local Authority rate support grant and some specific resources such as the Urban Aid programme, little was achieved in combating racial disadvantage (Dummett and Dummett, 1987). Section 11 of the Local Government Act was the first major intervention by Government intended to provide specific assistance to multiracial towns and cities.

Through Section 11, Local Authorities could apply for grant aid, originally at the rate of 50 percent and later in 1969, at the rate of 75 percent of salary costs. Administered by the Home Office, the grant could be used to make special provision for "immigrants from the Commonwealth whose language or customs differed from those of the community" (Home Office, 1967). Although the grant covered staffing costs in any Local Authority service, it has in the main been utilised by Education

Departments and to a lesser extent, Social Services. For the purpose of
the grant it was agreed with Local Authority Associations that:

> *A Commonwealth immigrant will normally be a person, adult*
> *or child in another country of the Commonwealth who has been*
> *ordinarily resident in the United Kingdom for less than 10 years*
> *or the child of such a person (Home Office, 1967. Circular*
> *No. 15/1967).*

This Home Office advice in circular 15/1967 established the assumption
that as a measure to combat racial disadvantage Section 11 would only be
of a short term nature. This simplistic assumption in fact led to long
term criticism of Section 11 as a mechanism for addressing the needs of
ethnic minorities. It was also determined that a Local Authority qualified
for grant if 2 percent or more of its entire school population were
children of Commonwealth immigrants. This rule was intended to clarify
the "substantial numbers" referred to in the legislation. This was known
as the '2 percent rule' and applied until 1990. In the original circular to
Local Authorities (Home Office, Circular No.15/1967). the Home Office
indicated that 46 Authorities had a 'prima facie' case for claiming Section
11 grant, though application was voluntaristic rather than needs based.
The amount of grant concerned involved significant sums. For example, by
the 1985/6 financial year, around £110 million was granted to Local
Authorities, the majority going to Education Departments, and in 1992/3
Local Authorities were claiming grant of around £129 million, (LARRIE,
1992).

Assimilation and Integration

Dispersal and assimilation were seen in the 1960's as effective means of
absorbing and integrating 'immigrants'. This view is illustrated in a DES
pamphlet entitled "Spreading the Children" which stated:

> *It is inevitable that, as the proportion of immigrant children*
> *in a school or class increases, the problems will become more*
> *difficult to resolve, and the chances of assimilation more remote.*
> *How far any given portion of immigrant children can be absorbed*
> *with benefit to both sides depends on, among other things, the*
> *number of immigrant children who are proficient in English (sic);*

the dividing line cannot be precisely defined. Experience suggests
however that... up to a fifth of immigrant children in any group fit
in with reasonable ease, but that, if the proportion goes over about
one third either in the school as a whole or in any one class, serious
strains arise.
It is therefore desirable that the catchment areas of schools
should whenever possible, be arranged to avoid undue
concentration of immigrant children.
Where this proves impracticable simply because the school
serves an area which is occupied largely by immigrant children,
then dispersal of the children should be shared around a greater
number of schools and to meet such problems of transport as may
arise (DES, 1965, p.193).

Ever mindful of containing 'the problem' and allaying the fears of the white population, the same circular contained:

It will be helpful if the parents of non-immigrant children can
see that practical measures have been taken to deal with the
problems
in the schools, and that the progress of their own children is not
being restricted by the undue preoccupation of the teaching staff
with the linguistic and other difficulties of immigrant children.

This is clear evidence of a problem centred view of immigrants. Leading members of the government, such as Roy Hattersley held political ideologies and expressed views on immigration which supported assimilationist theories.
Section 11 was seen by them as a social and economic mechanism for assimilating immigrants in order that they might become less visible, and therefore, less of a problem.

I hope that, when the money under Section 11 is distributed,
the Secretary of State will bear in mind, that as well as
providing smaller classes in which English can be adequately
taught, as well as providing extra visitors to remind parents
of their new obligations in Britain, it is essential to teach
these children basic British customs, basic British habits
and, if one likes, basic British prejudices - all those things

which they need to know if they are to live happily and
successfully in an integrated way in this community
(Hansard 1966,Col.1336).

Until 1971 the collection of statistics on immigrant children from Form 7 (i) provided the necessary information to ascertain whether or not a Local Authority qualified for Section 11 grant.

However, grant was allocated according to mere presence of immigrants rather than on the number of those assessed to be in need of support, which added support for a "problem centred perception of ethnic minority pupils" (DES, 1985, p.194). Section 11 grant has therefore been seen ideologically and politically as a response not only to the needs of ethnic minority pupils, compensating them for their 'deficiencies', but also as a means of preventing any upset to the education of white children.

It is this assimilationist approach, for which Section 11 was originally designed, that failed to recognise or acknowledge the changing nature of British society. This strategy of dealing with the assimilation of 'immigrants' through Section 11 finding has been described as:

> *Very much a child of the 1960's and its current problems and*
> *persistent contradiction must be seen as emanating from the*
> *race relations policy ideologies that prevailed at that time.*
> *Whereas other policies and practices regarding 'race'*
> *and education have evolved (albeit painfully and partially)*
> *from assimilation to anti-racism, Section 11 itself has*
> *remained relatively static in its conception and application*
> *(Dorn and Hibbert, 1987, p.60).*

Despite this view, there have been numerous Home Office efforts to revise the policy criteria and guidelines on Section 11 funding in order to adapt to changing needs. These changes have been communicated to Local Authorities through a series of Home office circulars which will be dealt with in more detail later. Nevertheless, the statute itself has constrained the Home Office considerably in their attempts to apply the particular law with due consideration for its inadequacies. Whilst assimilation was an important aspect of Government race policies in the early and mid 1960's, many teachers in multiracial schools realised the necessity to acknowledge children's different cultures, religions and languages in the school curriculum. This approach came to be known as

'integrationist' since the main aim was still to enable immigrants to adapt and change. The majority community was not expected to adapt, but merely to have some knowledge of the immigrant communities' history and culture.

> In effect there was little difference in expected or intended outcome between assimilation and integration since It (Integration) failed to consider the broader implications
> for the traditional perception of the 'British way of life'
> which the presence of communities with such diverse backgrounds might have in the longer term (DES. 1985,P.127).

The integrationist approach also persisted n the belief that it was the immigrant's newness to this society and lack of familiarity with the language and culture which created the disadvantage. This perception is highly questionable particularly in the light of the experience of Liverpool's black population for whom racial disadvantage has not yet disappeared with the passage of time (DES, 1985). Yet under Section 11 guidelines, Liverpool blacks and other third generation immigrants did not qualify for Section 11 support until September 1993.

Interpretation of Section 11

It was however not only the perceptions of the needs of immigrants which caused much concern and debate. The detailed conditions under which Section 11 is payable were first set out in Home Office circular 15/1967 and it has been in the course of administering the grant, under the conditions set out in this and subsequent circulars, that problems became evident.
In order to see the difficulties which have arisen, it is illuminating to look at this piece of legislation and Home Office attempts at clarification to deal with its inadequacies through a series of circulars.

Local Authorities had discretionary powers over what constituted 'special provision'. Indeed the circular stated that Local Education Authorities might not be able to identify the specific posts which were intended to meet special need. The early Home Office circulars failed to give sufficient guidance as to what constituted 'special provision'. This was interpreted by Local authorities as the 'greenlight' to use funding in such

a flexible way that it amounted at best to misuse, and at worst to blatant abuse. Hibbert (1982) has accused the Home Office and the Government of deliberate "funding inexplicitness".

As previously mentioned, the required "substantial numbers" of immigrants was agreed by Local Authorities to be 2 percent. There were however problems with this definition since it prevented Local Authorities with 'pockets' of immigrants, but without an overall population of 2 percent or more, from claiming Section 11 grant.
Another difficulty with the 2 percent rule after 1973 arose from the DES decision not to collect data on the number of ethnic minority pupils. This prevented effective needs based targeting of the grant and merely led to a list of eligible authorities. Further difficulty was experienced because of the limitation of Section 11 to support only those immigrants of Commonwealth heritage. This was amended in 1986 to include all those born in another country of the Commonwealth or from Pakistan before it left the Commonwealth in 1972 however long they had been resident in the UK, and their immediate descendants.

The term 'immigrants' has also been criticised. With the passage of time and the changing make up of the immigrant communities, this definition became inadequate, restrictive and inappropriate. (In September 1993 a Bill presented by Neil Gerard MP to lift this restriction was enacted although no funding was made available to respond to the need involved due to the widening of the criteria). Yet another criticism of the legislation was, that by inserting in the Act the phrase "Whose language and culture differ from those of the community", a view was presented that immigrants were not part of the community and were therefore to be treated differently. Although wording of the legislation was amended so that they read: "Whose language and culture differ from those of the rest of the community".

It is perhaps these basic flaws in the legislation which have led to the abuse and consequent criticism of Section 11. The historical criticism and widespread mistrust among the black communities seems to have prevented any objective analysis of the benefits of Section 11. Home Office' attempts to change Section 11 have often been dismissed as 'tinkering' with the legislation. While basic flaws in the Act do exist, it

has been ideology, the administration and use of the grant which has attracted most of the criticism.

Use of Special Funding

Section 11 funded provision was intended to cater for the 'special need' of the 'immigrant' community. Bakhsh and Walker (1980 p.14) argue that 'special' funding for any particular group is not meant to give unfair advantage but "rather it must be seen as part of a commitment to redress the imbalance caused by racial disadvantage".

They further add that:

> These funds Section 11 were made available on the assumption
> that in tackling urban disadvantage the problems of racial
> disadvantage would be solved too (Bakhsh and Walker, 1980, p.14).

Perceptions and definitions of 'special need' have evolved way beyond the original intention of the 1966 legislation. In the early years of Section 11 funding, it was the 'newness' of immigrants which was perceived as special. It was therefore assumed that through the provision of English Language support and the adaptation of existing services there would be a process of assimilation into the 'British way of life'.
At least in the first two decades of funding, it was generally accepted that 'need' was usually determined by Local Authority officers, (Hibbert, 1983). Consultation with the intended beneficiaries so that they could at least give their own view of the type of service needed only later became an issue of importance. Views of ethnic minority or 'immigrant' need have differed widely. There are those who have expressed the view that need is different in degree, but not in kind (Bakhsh and Walker, 1980).
That is, they experience the same disadvantages as certain indigenous groups who are less well off socially and economically but to a greater extent. DES Survey 13 "The Education of immigrants" observed that:

> They (immigrants) share all the difficulties of environmental
> deprivation known to native-born children living in these same
> areas. They frequently appear to suffer the same emotional
> disturbance, the same inarticulateness and difficulty, the same

insecure approach to school and work, the same unsatisfactory
attitudes in social relationships - all of which affect their life and
general progress at school (DES, 1971,p.5).

Alternatively it might be argued that cultural maintenance requires the preservation of difference and therefore 'special provision' includes measures such as the teaching of community languages. Others may argue that 'special needs' arise from the damaging effect of racism and that intervention is necessary in order to deal with discrimination and inequalities.

Further research has suggested that the 'needs' of ethnic minorities should be analysed within an equal opportunities framework in terms of "the membership of stigmatised or excluded groups" (Johnson, Cox and Cross, 1989. P.373). In their research into the use of Section 11 by Social Services Departments, Johnson, Cox and Cross (1989) found that respondents to their survey had difficulty with the concept of 'special need'. Respondents would sometimes perceive distinctions of "mystifying complexity" when trying to disentangle what was *additional*, what was *mainstream* and what was *special*.

Such confusion has typically caused considerable difficulty determining what is eligible under Section 11 and in the utilisation of the grant. Differing definitions and perceptions of 'need' as well as the restrictive nature of the original Act, inevitably increased pressure on the Home Office to review guidelines in order to extend permissible provision under the legislation.

The 'civil disturbances' of 1981 in towns and cities with large ethnic minority populations were particularly significant in shaping political attitudes and the Home Office view of 'acceptable' provision.
The Rampton Report (DES,1981), and the Swann report (DES, 1985) widened the education debate on the educational response to the needs of ethnic minority children. These reports significantly raised the awareness of educationalists to the shortcomings in order to address the inadequacies.

Whilst Section 11 was clearly intended to be needs based, Local Authorities generally determined the exact nature of the provision

without consulting the intended beneficiaries. The provision therefore often related to their own perceptions of ethnic minority needs and their perception that the immigrants should be assimilated into the 'British way of life'. Even worse, some Local Authorities used Section 11 as an opportunity to attract funding to prop up mainstream services.

> *Many Local Authorities saw this as an opportunity to use*
> *Home Office funds to reduce the cost of normal staffing*
> *within their schools, with absolutely no benefit for the people*
> *for whom benefit was intended .*
> *(Duncan, 1988, p.15).*

The paternalistic, assimilationist view of the needs of 'immigrant' children in the 1960's entirely dominated the attitudes and practices of educationalists. Duncan (1988) is critical of the designation of the majority of Section 11 posts up until the 1980's. He expressed the view that these jobs were created:

> *With no imagination whatsoever, the only need that could be*
> *identified on behalf of black children was for English to be*
> *taught to them as a second language... and even this was done*
> *rather badly (Duncan, 1988, p.15).*

Dorn and Hibbert (1987, p.64) are equally critical of this "narrowness of utilisation" due in part to the Home Office's lack of specific guidance as to what exactly constituted 'special provision'.

The assimilationist view and the restricted application of Section 11, led many Local Authorities to set up 'immigrant centres' or 'language centres' in the 1960's where immigrant children were separated from the rest of the community. Even in cases where these children were either based in or received back into mainstream education, they were often withdrawn from class. In DES survey 13 (1971) "The Education of Immigrants", the Government continued to place emphasis on the teaching of English as : "the most urgent single challenge facing school". The report continued:

Pressure on schools has been relieved, and with considerable success, by special arrangements for the reception of immigrant children and for teaching them English up to a certain standard before they are admitted to schools they will attend full time. Such arrangements... include the establishment of reception and language centres (whose numbers have increased considerably in the past five years) and withdrawal classes... This, it has been possible for authorities to alleviate for their schools a situation in which large numbers of immigrant children might otherwise create a serious teaching problem (DES. 1971, p.19).

The staff of these centres tended on the whole to be Section 11 or Urban Aid funded. As late as 1981, it was reported (DES, 1981) that "English as a second language was still widely regarded as the central priority". Meanwhile, the needs of Section 11 qualifying children of West Indian (African Caribbean) heritage were either put lower down the list of priorities or largely misidentified (Duncan, 1988). The Rampton Report found that they were often either provided with English as a Second Language Support (ESL), which was primarily designed and intended for pupils of Asian heritage, or were placed in 'remedial' classes. DES Report Survey 13 (1971) recommended withdrawal groups for 'West Indian' children. This racially separatist, deficit model was one on which negative stereotypes of the African Caribbean child were built (DES, 1981).

It is therefore of little surprise that such perspectives and analyses have been powerfully rejected from an academic standpoint, (Figueroa, 1991) and that the African Caribbean communities, who have seen themselves being mislabelled, misunderstood and disenfranchised from the rest of the community, have protested.

The First Decade

In November 1977, the NUT carried out a national survey on the use of Section 11 in Education Departments. This survey requested from Chief Education Officers, information regarding: the amount of grant claimed

for each of the previous five years to employ additional staff in the Education Service; an estimate of the claim to be made for the current financial year; the number and categories of staff employed from Section 11 funding. The resulting report (NUT, 1978, indicated that ninety four L.E.A.'s completed the questionnaire, fifty one indicated that they had not made a Section 11 claim over the previous 5 years and that they did not intend to make a claim during that financial year 1977-78.

Seven Authorities indicated that they provided some support for 'immigrant' pupils but did not use Section 11 funding for this purpose. One Authority expressed concern that it was ineligible for Section 11 funding due to the '2 percent rule' despite the existence within the Authority of areas of high immigration. Forty three Authorities stated in their replies that they made claims under Section 11 and that they would be claiming in the same financial year. These forty three Authorities provided information on the categories of staff funded under Section 11. It is interesting that the largest category was teachers but other categories included a pool attendant, caretakers, cleaners and bus wardens.

There were also 'unspecified' posts, that is, those which increased the workforce but not necessarily in relation to ethnic minorities. Only a small number of Authorities created specific posts, and according to the NUT, these same Authorities were also responsible for the establishment of language resources units, teachers of West Indian groups, English language reception centres and other specific posts or teams relating specifically to the needs set out under Section 11.

It was noted by the House of Commons (1981) Home Affairs Committee that: "There is no single aspect of Section 11 which has escaped criticism". Paul Boeteng MP has been quoted as asking sardonically, "Why is Section 11 like an iceberg? Because there is alot of it around, you can't see much of it and its very very white" (cited in Dorn and Hibbert, 1987, p.64). But perhaps the most common abuse of Section 11 funding was its use for the purpose of additional but unidentifiable staff carrying out unidentifiable tasks. This dubious practice was without doubt the cause of one of the most serious criticisms of Section 11 (Dorn and Hibbert, 1987). Home Office circular 15/1967 which failed to specify the type of provision Local Authorities might provide under Section 11 allowed Local Authorities discretion in respect of the type of posts they could employ in response to perceived 'need'. Whilst the Home Office circular stated

that most posts would be identifiable, it accepted that it would not be possible to identify other posts and indeed that, it might be better not to identify "individual officers as being specifically employed to deal with extra pressures created by differences of language and customs" (Home Office, 1967. Para 10).

Many Section 11 funded staff had no idea, sometimes for many years, that they were not mainstream funded. One college lecturer informed the writer that he discovered in 1983, after carrying out some personal investigation, that he had been Section 11 funded for nine years without knowing so. This case is typical and illustrated the reluctance, or inability, of Local Authorities to clarify Section 11 or identify post holders until relatively recently.

Local Authorities used paragraph 10 in the 1967 Home Office Circular to great benefit, employing large numbers of staff, particularly teachers, who were to all intent and purpose, simply enhancing the staff-pupil ratio in the 'immigrant' school. This had a long term negative effect on perceptions as well as the utilisation of Section 11 funding. Certain Authorities exploited paragraph 10 with the agreement of the Home Office. For example, the Inner London Education Authority (ILEA) received a grant for more than 1,000 unidentifiable teachers in 1981-1982 based on Educational priority Area (EPA), social deprivation indices. A special agreement between the Home Office and the ILEA took into account the fact that this arrangement was not entirely acceptable (Dorn and Hibbert, 1987), therefore grant was set at 60 percent in this case instead of the usual 75 percent. In other service areas formula payments agreed by the Home Office contributed to the Local Authorities' inability to account for their Section 11 funding. Fitzgerald found that:

> By the mid 1970's it was commonly acknowledged that Section 11 was being used largely to prop up mainstream budgets and - as government financial restrictions began to bite more - particularly to save Local Education Authorities from cutting pupil-teacher ratios (Fitzgerald, 1986, p.266).

Bakhsh and Walker (1980) found that whilst many Local Authority treasurers knew of the existence of Section 11, Headteachers were often ignorant of the fact that they had Section 11 funded teachers on their staff. It was suggested by Bakhsh and Walker that ignorance of Section 11 was a likely reason for grant not necessarily being taken up for special provision. Indeed one chief Education Officer asked the NUT for information about Section 11 before agreeing to submit his department's response to their survey (NUT, 1978).

According to a Community Relations Commission Report (1976), only 18 out of 54 Local Authorities who replied to a survey indicated that Section 11 posts were utilised for specific purposes relating to the needs of ethnic minorities. Only a small number of Authorities had established specific needs-related posts. These Authorities included as provision: language resource units; teachers of West Indian children and English language reception classes. The majority of posts overall, were denoted as 'unspecified'.

The NUT (1978) survey confirmed that some Local Authorities included Section 11 teachers in the school establishment rather than counting them as extra to establishment. Dorn and Hibbert (1987, p.64) were also critical not only of the Home Office but also of Local Authorities who, they found, tended "to see Section 11 as a 'pump primer' for mainstream provision in multi-ethnic schools and as a way of improving pupil-teacher ratios".

Whilst it had been recognised by the Home Office that funding might be used to enhance the size of the workforce in order to cope with the 'extra pressures' due to the presence of 'immigrants', this became a 'loophole' for diverting funding from its intended purpose, particularly since in the early period the Home Office had allowed Local Authorities a great deal of discretion in creating and monitoring posts. Yet another 'loophole' which permitted Local Authorities to be less than specific about posts was the guideline which indicated that Section 11 staff need only work with 'immigrants' for 50 percent of their time. It has been suggested that :

"Local Authorities are now taking a more cynical approach, deliberately using the complexities of Section 11 and the 'inexplicitness' of its language to mask the use of grants" (Hibbert. 1982, p.13).

Section 11 has been criticised by black communities and race workers for its restriction to staffing costs. (Section 11 cannot be used for running costs, building or equipment). However, under the traditional Urban Aid programme, applications were made for specific provision for ethnic minorities other than staffing.
A further source of funding for the supply of resources for teachers was Educational Support Grant (ESG) from the then Department of Education and Science (DES). Under the category "Resources for a multicultural society" Education Departments could apply for grant for specific projects, for instance, appropriate classroom materials.

The NFER (Bourne, 1989) carried out research into educational provision for bilingual pupils. As part of this, Section 11 take up in six Local Authorities was examined. This showed that funding was used for: ESL staff; bilingual staff; interpreters and translators; teachers of community languages; special schools and remedial teachers; educational psychologists; home-liaison teachers; the directors and staff of language and multicultural centres; additional payments to heads and deputies; Section 11 administrators.

From this, it seems that these LEA's built much if not all of their multicultural initiatives and provision on Section 11 funding. There is further support for this view:

> In other words, while many have argued that Section 11 may
> not in itself offer a progressive strategy for equality and
> justice in Education, to date all the structures set up in order
> to work within authorities for reappraisal and reform appear to
> depend almost totally upon this funding (Bourne, 1987, p.6).

The 1980 Home Affairs Sub Committee on Race Relations and Immigration stated that:

The general approach of successive governments has been that the most fundamental needs of ethnic minorities are essentially the same as those of the population as a whole and that it is through the general expenditure of central and local government that these needs should be met. It has however been recognised that these programmes need to be adapted to the presence of ethnic minorities and to be sensitive to the special differences. To encourage this process, Governments have paid specific grants to local Authorities to help meet these problems.
(Home Office, memorandum, June 1980).

It is clear from this statement that Section 11 was intended as a 'pump primer' and not as a means of providing what mainstream should have been funding. In its reply to the above statements, the Government responded as follows: " ... Local Authorities should be obliged to submit a statement setting out their long term plans when applying for Section 11 Funding" (Home Office, 1982).

Section 71 of the Race Relations Act (1976) imposes a duty on local Authorities to make appropriate arrangements within their functions to ensure the elimination of unlawful racial discrimination and the promotion of equality of opportunity and good relations between persons of different racial groups. Home Office circular 72/1986 pointed out the duty of all Local Authorities to make appropriate provision for ethnic minorities under Section 71 of the Race Relations Act and to ensure that Section 11 was part of a coherent policy and strategy to achieve racial equality and the delivery of more responsive services. The CRE's "Code of Practice for Local Authorities for Section 11" (CRE, Southampton 1986) suggested that such an overall strategy should contain the following basic elements:

i.   It will cover the whole Local Authority;

ii.   It will be developed and will continue to be developed in consultation with ethnic minority communities;

iii.   Its purpose and aims will be clearly stated and will contain specific reference to the need for:

- equality of opportunity in service delivery including a recognition of special needs in ethnic minority communities;
- equality of access to provision;
- equality of opportunity in employment and training;
- positive action (using the permissive provision of the 1976 Race Relations Act) in both service delivery and employment training;

- Local Authority support for ethnic minority voluntary organisations
- Sufficient and relevant training for all staff and officers.

iv. The implementation of the policy will be monitored and this will require a co-ordinated approach to ensure that it is implemented to the same standards both between departments and within each division of each department.

The CRE (1986) code of Practice also suggested that the procedures should be set up for monitoring the policy and strategy and that this should assess:

i. The levels of access to services and employment opportunities;

ii. The effectiveness of measures designed to ensure that ethnic minorities achieve equality of access;

iii. The effectiveness of measures designed to enable staff to deliver services equally (e.g. equal opportunities/anti racist training);

iv. The effectiveness of support to the ethnic minority voluntary organisations.

While the initial intention of Section 11 of the Local Government Act may have been to cater for the 'short term' needs of immigrants, the view which seems to have evolved through Home Office circulars, is that Local Authorities are expected to systematically assimilate either the posts or the provision into mainstream services. In reality, this rarely happens and the opportunity to use the grant to bring about change had been lost:

Local Authorities have a vested interest in minimising its
mainstream provision for black and Asian citizens because
it thereby appears to maximise its case for supplementary
support. If Section 11 was linked, however, to Section 71
of the 1976 Act this would not be so. Section 11 becomes
the means to prime the pump to produce a flow of equal
opportunities (Johnson et al, 1989, p.373).

Yet another aspect of Section 11 which had caused concern, had been the uneven take up of grant.

As already mentioned, until 1973, when it was abolished, the 2 percent figure was calculated, based on information provided by schools in Form 7 (i) annual returns to the DES. However, the decision to apply for grant was at the discretion of the Local Authority. The NUT survey (1978) found that take up "varied enormously between Authorities", bearing little relationship to actual numbers of 'immigrants'. For instance, the survey revealed that one Authority with an immigrant population of 6 percent received £150,000 for 1972-1973 whilst another similar sized Authority with an immigrant population of 25 percent received £269,000. Other Authorities with immigrant populations failed to make any application or use of Section 11 funding at all.

Without ethnic monitoring and record keeping which was abandoned in 1973, the relationship between the numbers of immigrants and Section 11 funding inevitably became even less logical. Whilst some Local Authorities were not able to take advantage of the funding since they did not meet the 2 percent rule, others did not see the provision as essential in terms of their own financial outlay. Still other Authorities were able to 'top up' the grant with European Economic Community (EEC) funding. In 1974, the Home Office had submitted a claim to the EEC's Social Fund to support language provision for the children of immigrants. With the additional finance from the EEC Social fund, the Home Office began to reimburse Local Authorities respectively with part of their 25 percent contribution to Section 11 expenditure. The drawback to the EEC funding was that it was not consistent and depended on the success or otherwise of bids, in the context of the prioritised needs of all member countries.

Whilst the prospect of receiving 100 percent of the staffing costs for provision directed towards immigrants may well have encouraged some Local Authorities which had previously been deterred, to take up Section 11 grant, it indicated the low level of prioritisation those Authorities placed on the needs of their immigrant communities.

As noted earlier, it was possible under the formula system to obtain Section 11 funding without specifying posts.   When in 1982 Local Authorities were required in Home Office circular 97/1982 to identify Section 11 postholders, many teachers and other staff were asked to, or instructed arbitrarily to, become Section 11 funded. Beneath are some of the comments collected from Section 11 funded teachers (Issues, Spring, 1987,p.9).

- **Statement:**   "I've put your name down on this Section 11 document so I can keep you."

- **Context:**   Head in school with falling role talking to teacher.
- **Statement:**   "I've found my name on this Section 11 document."

- **Context:**   Secondary teacher to colleague.

- **Statement:**   "One of you has got to be Section 11."

- **Context:**   Inspector asking remedial department to identify Section 11 person.

These examples are quite typical of the ways many teachers became Section 11 funded.   Still others were identified without knowing it themselves. The fact that many staff had 'inadvertently' become Section 11 funded also meant that they did not necessarily bring with them any culturally or linguistically appropriate skills or knowledge with which to effectively carry out their Section 11 duties. Teachers often complained of becoming 'marginalised' and 'de-skilled'. They often found it difficult to go back into mainstream work. Very often, schools would contribute to this process of marginalisation. ISSUES, (Spring, 1987, p.14) quoted one Section 11 teacher as saying "When the teachers come cheap the employment practice is cheap too."

Johnson et al, (1989) found that with reducing opportunities on the job market many Section 11 staff were staying longer in the same posts and despite the professional expertise or qualifications they possessed or acquired, the vast majority of Section 11 staff were on scale 1 (formerly the lowest of 5 pay scales) and many were on temporary contracts (ISSUES, Spring, 1987).
Consequently, Section 11 staff had fewer career opportunities than mainstream staff.

It was also found that any issue covering 'race' or any ethnic minority child in a school was often seen as the Section 11 worker's responsibility (Fitzgerald, 1986). This meant that mainstream colleagues often failed to acknowledge their own responsibilities leaving Section 11 staff, particularly black workers, to deal with these matters alone. The marginalisation of Section 11 and Section 11 staff was a major issue during the mid 1980's. For instance, at a conference held in Manchester in May 1986, Section 11 workers urged the Local Authority to clarify the role of Section 11 staff and their relationship to 'mainstream'. As a result, the council established a Section 11 Policy and Strategy which was agreed with the black communities, (MCC, 1986).

The way in which some Local Authorities persisted in treating Section 11 staff leading to the perceived 'downgrading' of posts. Examples of abuse of Section 1 staff include one given by Matthew's (1982, p.31) where a teacher of an 'A' Level subject was identified as Section 11 "because of teacher shortage" in that particular subject area. Another common occurrence in schools was to find Section 11 staff to undertake their work with children not in classrooms, but in corridors or store cupboards (for example, ISSUES, Spring. 1987, p.14). This often created a dilemma for the staff concerned for such practices not only ensured that their work was not given sufficient status but also prevented mainstream practice becoming more responsive to the needs of the children.

Johnson et al, (1989) found that financial as well as staffing marginalisation existed. Local Authorities would often see Section 11 funding as the only means of serving the needs of ethnic minorities. Hence, it could be said that section 11 legislation had the unintended effect of compounding the unequal position of ethnic minorities.

Section 11 funding powerfully reinforces some of these structural and strategic priorities of employers in giving black employees both a high profile and restricted responsibilities (Johnson et al, 1989, p.383).

Examples such as these, were indicative not only of abuses of Section 11 funding, but also of the lack of monitoring either by Local Government or the Home Office. Whilst monitoring did significantly improve. Inadequate monitoring of Section 11 funding persisted for many years and certainly until 1986 when the Home Office Review of S.11 took place.

Many factors contributed towards this situation. Crispin and Hibbert (1986) found that there were insufficient staff in the Home Office dealing with Section 11 matters to cope with the volume of work.

Moreover, the Home Office's failure to produce clear guidelines until 1990 (although this was tackled to some extent in 1982 and 1986) as to how monitoring should take place, enabled Local Authorities to do as they wished with posts, irrespective of intention.

Not only was self assessment inadequate, there was considerable reluctance on the part of Local Authorities to undertake any kind of monitoring exercise (Dorn and Hibbert, 1987). The earlier practice of Local Authorities submitting claims to the Home Office retrospectively did nothing to facilitate the targeting or monitoring of special provision. The only monitoring in effect which took place at national level was the financial audit; leaving the rest to the discretion of the Local Authority. Needless to say, had effective monitoring mechanisms been established by the Home Office, Local Authorities would at least have been less likely to abuse and misuse the funding.

With increasing financial constraints on Local Authorities throughout the 1980's, this lack of 'explicitness' as well as a lack of monitoring, permitted the use of this 'marginal' resource to 'top up' or even replace mainstream services (Hibbert, 1982). Whereas in the 1960's and 1970's, there had been ignorance of the potential of Section 11 funding on the part of the Local Authorities, many now sought to use it to its full extent and even

beyond! As Government financial restrictions began to bite more deeply still, Local Authorities generally began to cast around ever more desperately for additional sources of funding to keep up levels of staffing and thereby service delivery. Many discovered the potential of Section 11 in non-education areas and its use and abuse if anything, grew. (Fitzgerald, 1986, p.226). Indeed, Local Education Authorities such as Tower Hamlets and Southwark appointed independent consultants to give advice on maximising Section 11 funding.

Perhaps the greatest criticism of Section 11 funding from the point of view of black communities was the failure of Local Authorities to consult them (Bakhsh and Walker, 1980; Dorn and Hibbert, 1987). In the early years of Section 11 funding, Local Authorities were not expected to consult with their immigrant communities. As already discussed, it was in the main the prerogative of Local Authority officers to determine the needs of the ethnic minority population. Studies such as that of the NUT (1978) and Bakhsh and Walker (1980) served to highlight, amongst other things, the failure on the part of the Local Authorities to consider these needs in relation to the intended beneficiaries' own perceptions. Any consultation which might have taken place, if at all, was of a very superficial nature. Crispin and Hibbert (1986) found that out of seven Local Education Authorities, only four had carried out a consultation exercise and one of these consulted with only eight out of the one hundred and fifty recognised ethnic minority groups.

The Home Office guidelines in circular 97/1982 sought to encourage Local Authorities to consult with New Commonwealth Communities by stating that they would be required to demonstrate how they had carried out consultation with the local ethnic minority community or the local Community Relations Council. Apparently, the purpose of the consultation was to enable an overview of the posts in the context of the Authorities' general strategy on equal opportunity. There was no specific guidance about how the consultation took place. Local Authorities were permitted to choose (as they still are) with whom they should consult, problems were thus inadvertently created. Where both Community Relations Councils and specialist race posts or race units existed, there was often competition rather than co-operation as to who should be consulted (Johnson et al, 1989). Local Authority officers retained the power and helped create divisions sometimes unintentionally, other times

deliberately between community groups (Gibson, 1987). Gibson also found that a fundamental contradiction could exist within a consultation exercise or process, and that consultation was often symbolic rather than genuine.

Home Office circular 72/1986 required, more clearly defined than previously, consultation with the intended beneficiaries of Section 11 funding. "Local Authorities will need to show that they have consulted with representatives of the intended beneficiaries of the special provision" (Home Office, 72/1986).
However, once again there was lack of attention as to how this consultation should take place, permitting Local Authority officers to continue to determine the mechanisms for consultation as well as the groups with whom they would consult. Inevitably, the quality of consultation varied from Authority to Authority. Johnson et al (1989\0 found that there were, on the whole, three types of consultation, although a combination of these might be used. These types were, either to rely on the local Community Relations Council, to buy in consultants specialising in race, or to carry out 'ad hoc' consultation meetings. On the whole it was found that "The consultation requirement served to buttress and justify the role of those consulted" (Johnson et al, 1989, p.384).

Gibson, (1987) found that in a number of Authorities there was vying for the role of 'consultant'. As described above, this often happened where there was both a CRC and specialist Race Officers or Ethnic Minority Consultative Committees. 'Consultation' meetings could be used either to 'play off' different groups or to undermine groups or units. Such divisive outcomes were possibly unintended, but were certainly unfortunate products of the Home Office's requirement to consult whilst failing to provide guidelines. The mechanism for consultation would vary widely from Authority to Authority.

Most consultation exercises were not particularly influential in shaping Section 11 provision. Where Local Authority officers were reluctant to carry out genuine consultation, efforts were made to discredit local CRC members (CRE Memo, 1987). Community concerns would often be neutralised due to the fact that they were being dealt with in "an individual and piecemeal way" (ISSUES, Spring, 1987, p.6). Perhaps worse

still, certain Local Authorities seem to have made no attempt to consult the local ethnic communities or even to consult a chosen few "... the council has never attempted any review of Section 11 funding, as directed by the Home Office, let alone any public consultation" (Indian Workers Association, 1987, p.6).

Hibbert (1983,p.46) questioned the "great faith in the ability of Local Authorities to initiate consultation". Perhaps they recognised, as suggested by Hibbert that, "consultation is a two edged sword... a potential source of embarrassment to them".

For instance, the Bedford Council for Racial Equality expressed serious concern about the policies and practices of Bedford Local Education Authority in relation to Section 11. Indeed, with regard to monitoring posts they stated:

> *Neither the spirit or the intention of the Home Office's*
> *guidelines have been observed by the Education Service in*
> *the deployment of Section 11 staff in the past. As BCRE*
> *understands those guidelines, the sole beneficiaries of*
> *Section 11 funding should be members of the community of*
> *NCW origin. This has been far from the case for several*
> *years in Bedfordshire (Bedford Council for Racial Equality,*
> *Memo, 15/6/87).*

Gibson's study (1987) of "The consultation process with ethnic minority communities in Milltown" equally illustrated concerns about the committment of Local Education Authorities. Gibson poses the question whether the transfer of only "a semblance of power" is sufficient in considering whether consultation has taken place? His contention is that:

> *The requirement for the transfer of power from the consultors to*
> *the consulted is crucial within any genuine consultation process,*
> *or indeed one which is not seeking merely to maintain its own*
> *integrity (Gibson, 1987, p.78).*

Gibson found that the consultation process in "Milltown", was little more than a cosmetic exercise. For example, officers presented a long and detailed report to community members at a meeting on section 11. There was insufficient time to read and consider the report, yet representatives were asked to 'rubber stamp' it. Despite the fact that the minutes showed that concerns had been raised, the same minutes show that no satisfactory answers were provided by officers. In considering the attempts by Local Education Officers to consult ethnic minority communities about Section 11 funding, Collett (1985,p.19) asks: "Is it being cynical to suspect that the word 'consultation' in public affairs has taken on overtones at least patronising, and at worst, totally cosmetic?"

Indeed in many cases where ethnic minority representatives have little or no power, the extent to which they are able to make changes or have influence is severely limited.

Bagley (1992) also reports extensively on Local Authorities' failure to carry out meaningful and genuine consultation. Bagley concludes that "REC's believed that when it came to consultation and Section 11 bids it was in effect a 'fait accompli', with them participating in discussions and commenting on decisions that had already been made" (p.19). Bagley also found in his study that despite the requests of REC's for copies of Section 11 bids for some months before they had little real opportunity to analyse and comment. Whilst these delays may well have been

administrative oversights, it might be constructed as a deliberate ploy to marginalise the REC's and prevent them and the ethnic minority communities from making a contribution in terms of shaping and influencing Section 11 provision.

The LARRIE research report (1992) found that few bids failed in 1990 due to inadequate consultation, yet a number of respondents to the LARRIE survey reported their difficulties concerning this part of the process. Race Officers, especially those who were Local Authority employees, were placed in the dilemma of either 'playing the game' or 'sticking to principles' thus losing precious funding from which the local community would have benefited.

Perhaps the most ironic outcome of consultation with local black communities on Section 11 is that:

> *Finally (and ironically), improved consultation with black people themselves may well prove to be the catch 22 in all this. The London Borough of Brent, which was more conscientious than most in its consultation and guidelines, received the clear message that black people felt marginalised by Section 11 and wanted the Borough to give up the £5 million per annum it was claiming in their name (Fitzgerald, 1986,p.270).*

Home Office Administration

The Home Office's role in administering and monitoring the grant has often been called into question. They have been savagely criticised for any involvement in Section 11. This has not simply been a question of accusations of 'maladministration'. At the very heart of this particular criticism is the perceived inappropriacy of this Government Department to deal with an issue relating to supporting and caring for black communities (Dummett and Dummett, 1987; Dorn and Hibbert, 1987).

> *The Home Office should lose its present tight hold on the empire of immigration policy, and the responsibility should become a joint one between the ministries concerned with Housing, Employment and Productivity, Health and Social Security and Education. Great damage has been done in many instances simply because the Home Office, with a mentality attuned to the police, prisons, security and probation among it's many responsibilities, has had sole responsibility for immigration...*
> *(Dummett and Dummett, 1987,p.135).*

Although Home Office circulars in 1982 and 1986 as well as the 1990 review introduced changes to improve monitoring and increase accountability, this early history of mismanagement caused serious long term damage to the credibility of Section 11, particularly amongst the black communities themselves. Successive attempts by the Home Office to introduce tighter administration and monitoring to prevent some of

the widespread abuse, had the unintended side effects of making Section 11 staff feel increasingly more insecure (Johnson et al, 1989).

It has been suggested on a number of occasions (CRC 1976, NUT, 1978), that Section 11 funding would be best placed in the relevant Government departments. The argument has been that the Home Office are not 'expert' in specific delivery areas such as Education and therefore all Education posts, for instance, should come under the control of the Department for Education (DFE).

The Home Office's 'anonymity' has caused some disquiet, whereas in fact where difficulties have arisen between Local Authorities and black communities or race officers, their role could have given them greater credibility. "If local clashes do occur it will be interesting, and a testament to the sincerity of Government to see whose side they take" (Hibbert, 1983, p.46).

Responses and Reforms

Although there was some early disquiet concerning Section 11 funding on the part of some members of the black communities, it took some considerable time before the abuses and fundamental flaws of the legislation became serious issues. In the meantime, the Home Office dealt with any criticism by changes in the administrative arrangements. As noted, these were communicated by means of Home Office circulars. However, by 1976, the Community Relations Council had published their national strategy for funding multiracial education. In their report (CRC,1976) a new form of central funding for LEA's was proposed which would differ from Section 11 in three ways. Firstly, reimbursement would be at 90 percent, instead of 75 percent, as with other major awards. Secondly, the funding would assist with capital expenditure and overheads in addition to staffing. Thirdly, the scale of financial support for these specific purposes would be increased due to the extended provision. It was proposed that the combination of the census data and the Registrar General's figures of births, according to the birth place of the mother, should form the basis for establishing criteria for distribution of the central fund. While some minor inaccuracies might

have been present in the data (for instance white people born in the New Commonwealth could have been included), overall, these figures would have been much more accurate than the DES statistics which were collected until 1973, and would permit needs based allocation of grant, unlike Section 11.

On 25th April 1978, an attempt was made by an all-party group of MP's to insert a new clause in the 'Inner Urban Areas Bill' which would have provided a further opportunity for designated district authorities to determine the extent of special needs arising from differences in customs, language and culture and prepare annual proposals to meet those needs.

There were still concerns about the clause in that it still referred to 'immigrants' and that the administrative responsibilities continued to be with the Home Office with the designated authorities monitoring their own services. However, the Speaker ruled the proposed clause out of order, principally because the inner urban areas were the subject of the Bill, whereas Section 11 concerned all types of councils.

In November 1978, the Home Office issued a Consultative Document proposing to replace Section 11 grant with wider and more flexible powers. The consultative document acknowledged that Section 11 had "met with increasing criticism" and was now "ill-suited to our present times" (Home Office, 1978). The document leaned heavily on the findings of the Government's 1975 white Paper "Racial Discrimination" (Home Office, 1975) which recognised the need for a more comprehensive strategy to deal with related problems of disadvantage. The Race Relations Act, 1976, was intended as the main instrument for dealing with discrimination. However, in terms of resourcing, it was acknowledged that Local Authorities needed support to enable the adjustment of mainstream services to the needs of ethnic minorities. Nevertheless, it was stated quite clearly that all 'special needs' should not be met through 'special funding' and that essentially they should be met through mainstream expenditure programmes. Section 11 was, in the Governments eyes, but a useful "supplement to the resources of Local Authorities". This circular, a consultative document, added that:

> *Racial disadvantage is often too persistent to be capable of being dealt with merely by short-term measures and the ethnic minority communities have special needs of a continuous kind.*

*The Government now sees the main priority to be to help Local
Authorities to ensure that their long-term main expenditure
programmes are responsive to ethnic minority needs as a whole
while at the same time providing resources to help meet unique
needs (such as English Language teaching) and any additional costs
involved in ensuring that the delivery of these services to ethnic
minorities is as effective as it is for the community generally
(Home Office, Nov.,1978).*

The document saw the main effects of Section 11 as being its exclusion
of the third generation non-Commonwealth groups, also the uncoordinated
approach to the needs of ethnic minorities. The proposed new grant
would be paid to Local Authorities with groups:

*Distinguished by race, colour, nationality or ethnic or national
origin for the purpose of enabling them to devise and carry out
programmes designed: to alleviate any special feature of social and
educational disadvantage; and to promote equality of opportunity
and good relations between such groups and the general population
(Home Office, 1978).*

This grant was planned to cover all areas of Local Authority services
including housing, social services, education and health services, with no
statutory restrictions on its use. Whilst the grant was to continue at 75
percent and to be administered by the Home office, additional public
expenditure was envisaged. It was anticipated that the Section 11
expenditure of £3.5 - £4 million would have increased by £10 million in
1981-82. The plan was devised to encourage Local Authorities to make
their programmes more sensitive to the needs of ethnic minorities and
help eradicate racial disadvantage without adversely affecting the rate
payer. The proposals stated that "this new grant should be regarded as
an additional weapon available to Local Authorities for combating
disadvantage" (Home Office, 1978). This consultative document formed
the basis of the Local Governments Grants (Ethnic Groups) Bill which
reached its second reading on 12th March 1979. However, the Bill was at
Committee stage when Parliament was dissolved in April 1979 and the Bill
was lost.

Many Race Officers have continued to regret the loss of this Bill which they saw as a much improved alternative to Section 11 (Bakhsh and Walker, 1980; Dorn and Hibbert, 1987).

> *Although the proposed Bill would not have met all the*
> *expectations of 'underprivileged' minority groups, it would*
> *have certainly improved substantially on the previous situation*
> *(Bakhsh and Walker, 1980, p.20).*

When the Conservative Government took power, the Bill was buried for good. Instead, attempts were made over subsequent years to make further adjustments to the administration of Section 11 in response to criticisms. In June 1980, the Home Office announced that it was reviewing Section 11, having already rejected its expansion.

In April 1981 came the Inner City 'uprisings' such as Handsworth, Brixton and Moss Side causing considerable concern in Government. In June of the same year, the Rampton Committee (DES, 1981) published its report on the impact of racial disadvantage on children and young people of African-Caribbean heritage. These were significant events for the Home Office Sub Committee on Race Relations and Immigration which had been given responsibility for producing the White Paper on Racial Disadvantage, 5th Report of the Home Affairs Committee July 1982 (Home Office, 1982). Although the report commented that, "there is no single aspect of Section 11 grant which has escaped criticism" the Government decided that: "Section 11 should remain the major vehicle of Central Government financial support for Local Authorities to combat racial disadvantage". It was also recommended that:

> *Legislation be introduced as soon as convenient to remove the*
> *present restrictions to Commonwealth immigrants and to salary*
> *costs. The 10 year and 2 percent rules should be abandoned.*
> *Formula payments should be phased out (Home Office, Nov.,1982).*

By the time the Government had replied to the White Paper, the 1981 uprisings had taken place. These events "forced the problems of young black people, however variously defined - squarely onto the political agenda" (Fitzgerald, 1986, p.267). In the meantime, it was decided that although there was no immediate prospect of fresh legislation, a number

of changes would be introduced through the administrative arrangements governing Section 11.

After consultation, the Home Office issued two new sets of guidelines in 1982 and 1983, corresponding closely to the Government recommendations in response to the 1981 White Paper on racial discrimination.
The main features of the new rules introduced by the Home Office circular 97/1982 were the abolition of the 'two percent rule', the ten year rule and the redefinition of 'commonwealth immigrant' (CWI). This was extended to include all first generation immigrants from the Commonwealth, no matter how long their residence in this country, all immigrants born in Pakistan before 1972, all children of the above, aged twenty or less. The term 'substantial numbers' remained undefined, instead the Home Office indicated that it would exercise 'maximum flexibility'. Local Authorities with small and/or concentrated ethnic minority populations were also encouraged to claim the grant. Grant was only to be available for posts which were designed to meet the needs of New Commonwealth 'immigrants' and had to represent 'special provision'. The duties of new posts had to be clearly specified, and, Section 11 postholders were to be identifiable.

Section 11 posts could not be seconded to non-Local Authority organisations. But applications were to be considered for posts on 'detached duty' (i.e. not working in Local Authority premises but directly accountable to Local Authority management). Local Authorities were strongly encouraged to consult with Commonwealth 'immigrant' communities and the local Community Relations Councils (CRC's) before submitting an application.

Local Authorities were asked to indicate how they proposed to monitor the effectiveness of posts and all new posts were subject to a three year (renewable) time limit on the duration of funding. Existing posts were also to be subject to review. Home Office Circular 94/1983 set out the arrangement for the review of all existing posts and the arrangements for the renewal of all posts. This review was to be carries out in two stages. At the first stage Local Authorities were required to reassess the need for their 'existing posts' . In the second stage, the Home office was to conduct its own assessment of Local Authority review reports.

Local Authorities were then required to show that existing posts met the criteria for funding outlined in Home Office circular 97/1982.

Most significantly, Local Authorities were required to reassess their existing provision in the context of their 'general strategy' for meeting the needs of Commonwealth 'immigrants' and in the light of consultation with local communities and CRC's. Authorities were also asked to consider their arrangements for monitoring the effectiveness of their existing provision. Where posts no longer fulfilled the new criteria set out in circular 97/1982, Local Authorities could make replacement bids. Local Authorities were required to submit by 31st March 1983. These were to include:

• a statement of the objectives of the post or individual schemes with an   indication as to the extent to which those objectives had been met;
• a comprehensive picture of the type of provision being delivered under Section 11;
• a clear indication as to the number of Section 11 posts and their location;
• descriptions of the duties carried out by Section 11 postholders;
• a statement by the Authority indicating the number of posts which, in its opinion, should continue to receive grant aid.

In spite of these more stringent requirements many Local Authorities found ways of continuing to exploit the funding (Dorn and Hibbert, 1987). Many of the named staff under the review had little or no understanding of the needs of 'immigrants'. They were neither properly informed nor briefed. Needless to say the criticisms of Section 11 did not cease or even die down as a result of the administrative changes introduced in circulars 97/1982 and 94/1983. If anything, the debate around Section 11 intensified and, "There remained continued reluctance to consider Section 11 funded posts as a special and strategic resource to meet the needs of the Commonwealth immigrants;" (Bakhsh, 1986).

In 1985, Government concern over racial tensions and racial disadvantages again came to the forefront due to further Inner City uprisings. Also, "Education For All" (DES, 1985) was published, in which

Section 11 again came 'under fire' for its statutory and administrative inadequacies as well as its failure to respond to the needs of black and ethnic children.

In March 1986 a further draft circular was issued by the Home Office for consultation. This was an attempt to respond to the criticism. It was anticipated that new guidelines would come into force on 1st October. In the meantime no new Section 11 applications were to be considered. Indeed there already existed quite a backlog of applications
(Dorn and Hibbert, 1987). The circulars issued in 1982 and 1986 created such volumes of work that the Home Office was insufficiently staffed to cope with monitoring. At times it took up to 9 months to receive an acknowledgement from the Home Office. From January 1986 until October 1986, 786 bids were approved whilst 723 were rejected. However, in the same period in 1987 (i.e. after the new guidelines) only 124 posts were approved whilst 428 posts were rejected. For example, out of 50 applications made by the London Borough of Waltham Forest, only one post was successful. An analysis of the reasons for rejection (CRE,1987) showed that there seemed to be more subjectivity than objectivity on the part of the Home Office in assessing posts in the context of their own guidelines and criteria.

Local Authorities who had already made plans for the financial year 1986-87 on the assumption of the continuation of the old arrangement were quick to protest.

> *After the elections (of 1986), new administrations with manifesto commitments based on similar assumptions were stopped in their tracks, and the complaints rose to such a pitch that the Home Office conceded that it would consider cases which were deemed most exceptional (Fitzgerald, 1986, p.268).*

The changes proposed in the draft circular were of considerable significance since for the first time a Central Government department required Local Authorities to adopt practices which had been argued and recommended by CRE over a long period of time.

In particular, emphasis was placed on the Local Authorities' duty to monitor, consult and take positive action within an overall strategy as set out in Section 71 of the Race Relations Act. The new guidelines which came into force in October 1986 in circular 72/1986 stated that it was necessary to "improve the targeting of Section 11 grant to those areas and those types of provision which it will be most effective in meeting special needs".

The guidelines differed little from those in the draft consultation document except in that the initial monitoring period was extended from 12 months to 2 years and, much more significantly, Local Authorities were urged to dismantle unnecessary barriers to black people gaining Section 11 employment by applying Sections 37 and 38 of the 1976 Race Relations Act. Moreover, the circular drew attention to Section 5 of the Race Relations Act to encourage the appointment of members of particular racial groups where membership was seen as "a genuine occupational qualification" for the job.

More emphasis than ever before was placed on monitoring by circular 72/1986. Local Authorities were required to develop 'output measures' and 'performance indicators' for each post. The monitoring of posts was perhaps the most contentious of all the changes. Local Authorities frantically reviewed provision producing Section 11 staffing lists, job descriptions, output measures and performance indicators in order to satisfy the Home Office. Dorn and Hibbert (1987,p.70) have accused Local Authorities of producing "masterpieces of fiction" in response to the circular.

Teachers and Trade Unions were concerned that the introduction of output measures and performance indicators was a 'backdoor' route to appraisal. The Home Office was quick to point out that it was the post which was being monitored and not the postholder, as if the two were now somehow separable.

The 72/1986 Home Office circular abolished the three year review cycle replacing it with arrangements to receive reports from Local Authorities as required and to carry out a rolling programme of visits. A number of critics, for instance, Dorn and Hibbert (1987) seriously doubted the Home Office's ability to effect any kind of review, and in fact the

process outlines in the 72/1986 circular was never carried out due to "a lack of resources" (Home Office, 1990).

Local Authorities were given until November 1987 to review their Section 11 posts for the following two years i.e. October 1986 to September 1988, in terms of their continued requirements. As with the 1982 review, Local Authorities took much longer than the given time, but overall, these 1986 guidelines constituted a more serious attempt on the part of the Home Office, not only to tighten up administration, but also to give clearer guidance on the use of Section 11 particularly in relation to tackling racial inequalities within the context of Section 71 of the Race Relations Act 1976. The measures introduced in the new guidelines proved to be very effective in some instances. According to Guy and Menter (1992), following the difficulties experienced with the Education Department in Avon in 1981, Bristol council for Racial Equality had consistently tried to clarify the purpose and functions of Section 11 posts in the Authority. By 1987 Bristol CRE remained unconvinced that Avon Education Department's Section 11 claim was legitimate and reported that the Department was using teachers as part of the normal establishment although their finding was identified as Section 11. The teachers identified as Section 11 were not required to carry out any special duties, nor were they chosen because of their specialist background or training.

In the Spring of 1987, Avon, as it had previously done, attempted to persuade existing teachers to become Section 11 postholders.

> *In order to bolster the claim that new provision was being delivered, a limited amount of in-service training was devised. The reason why Avon clung to this improbable interpretation of the guidelines was very simple: failure to retain Section 11 grant would mean a loss of funding to the service as a whole (Guy and Menter, 1992, p.155).*

Apparently, although the Local Authority was concerned, the belief was held that they would 'get away with it' despite the condemnation of teachers and governors who saw the Authority's attempts as "dishonest and futile" (Guy and Menter, 1992). In the event, The Home Office withdrew grant and a report to the Education Committee on July 1987 admitted that:

Grant aid for 43.5 FTE (full-time equivalent) school-based teaching
posts was withdrawn by the Home Office on the grounds that they
did not meet the criteria. This loss of grant amounted to
£399,800 at November 1986 prices... only 38.2 of the Section 11
funded posts can currently be demonstrated to be additional to
basic need.
(Cited in Guy and Menter. 1992, p.156).

According to Guy and Menter, a final attempt by Avon to have the posts accepted was rejected by the Home Office who replied that they could not see the benefit of further discussion.

Troyna and Williams (1986) found that since 1981 the numbers of Section 11 funded Home-School Liaison posts, mother tongue teachers and multicultural advisors/inspectors was increasing, but whilst in theory it had been possible for Local Authorities to employ detached Section 11 posts in the community, this had neither been encouraged nor actually occurred. According to Home Office sources the take up of detached posts in the communities had continued to be low. The Home Office suggested in circular 72/1986 that detached posts would be:

In a position to deliver services to members of their own
communities in ways more appropriate to their circumstances
than the Local Authority's own machinery (Home Office, 72/1986).

However, in practice it was very difficult to have these posts approved. For instance, the London Borough of Waltham Forest applied for three such posts which were all rejected. The London Strategic Policy Unit (LSPU) found that:

In a number of areas this is not happening, partly because of
difficulties over the management of the detached worker, partly
because Local Authorities have not informed black organisations
about the detached worker provision, but mainly because some
Local Authorities do not believe that special needs exist and so

refuse to put in the claim (LSPU, 1988, p.7).

While the guidelines in Circular 72/1986 were welcomed as moving nearer to a more acceptable interpretation of the statute, there remained nevertheless certain problems which the critics of Section 11 were quick to identify and exploit (e.g. Dorn and Hibbert, 1987). For such critics, nothing short of the total abolition of Section 11 would now suffice. Any changes to administrative arrangements they argued, failed to address the real problem:

> *With each successive reform of procedures and arrangements for grant aid we are forced back to the originating and anachronistic notions of the problem of "immigrants" and their "special needs". These remained unchanged and rooted in 1960's race relations ideology (Dorn and Hibbert, 1987, p.75).*

Indeed, without legislative change, the benefits of the grant remained fairly restricted, Local Authorities being unable to use it, for instance, for Vietnamese or Somali refugees who were particularly in need of similar support. Johnson et al (1989) pointed out that "The problem now is that administrative rules have possibly stretched the original legislation as far as they will go". In fact, for many Commonwealth 'immigrants' their 'newness' had disappeared yet problems, particularly that of racial discrimination, were still being experienced by the third generation.

Despite severe cutbacks of other grants such as the Urban Programme, Section 11 remained unscathed by cash restrictions. However, the attack on abuse together with attempts by Local Authorities to access as much external funding as possible inevitably placed financial pressure on the Government's ability to provide grant. As Fitzgerald pointed out:

> *Considerable expansion of Section 11 funding would appear inevitable, therefore, unless a ceiling is put on it, and the draft guidelines have already set warning bells ringing in the mind of the more suspicious (Fitzgerald, 1986, p.270).*

There was now greater need for Local Authorities to prioritise than ever before. With pressure on schools and Local Authorities to reduce budgets whilst fulfilling requirements, such as the national curriculum, non statutory provision risks being perceived as 'less essential' hence creating a further dilemma within the context of severe economic restraint. The more suspicious in the 1980's were indeed to be proved right.

The Political Climate of the Mid-1980's

It was perhaps in Brent, and focusing on the Section 11 provision, that the politics of race in the mid-1980's came to a climax.

It is important in the first instance to outline the national framework in which Brent's policies on race were situated. Troyna (1992) stated that, "During the 1970's and 1980's Local Authorities rather than Central Government assumed the main responsibility for the formulation and implementation of race-related policies". He argued that whilst the decentralised education system permitted local responses, these responses were limited by national State policies. Troyna also pointed to the increased pressure from local black communities and to the way in which racism within the education system restricts academic progress and therefore the life chances of black children.

> *During the 1980's their calls for action were articulated more vociferously and with great fervour. The growth of black supplementary and separate schools, the publication of empirical evidence pointing to inequalities in black and white achievement levels, threats of secessions and boycotts, and the forging of alliances between black groups and various local and national anti-racist organisations all prompted a shift in the thinking and provision of LEA's in different parts of the country (Troyna, 1992, p.76).*

The anti-racist policies which emerged were a social and political products of the 1980's. Labour controlled Authorities, where there were

large black communities were quick to adopt these policies, sometimes influenced by the need to attract support from among the black electorate. However, there was an awareness both at local and national level that youth unemployment particularly amongst young black people was potentially a "social time bomb" (Troyna, 1992, p.79). The inevitable link was made between 'black under achievement' in school and unemployment. As a policy concern there fore, Education Departments, particularly in left wing Councils such as Brent, Sheffield and Manchester, committed themselves to anti-racist education. However, whilst the Rampton Report (DES. 1981) had shown that racism played an important role in the 'underachievement' of pupils of African Caribbean heritage, Ministers for Education in the 1980's, including Sir Keith Joseph denied any necessity for national intervention, despite Government 'concern' over the inner city 'uprisings' of 1981 and 1985 in areas with large black and ethnic monitory populations (Troyna, 1992).

In Local Authorities which were also the biggest recipients of Section 11 funding, race policies became a crucial factor in developing educational responses to racism. Section 11 was sometimes seen by those Authorities, as in keeping with the Home Office's requirement and as part of the overall strategy to promote equality of opportunity (Troyna, 1992). However, some Local Authorities used the funding as the only vehicle for tackling racial inequality (Issues, Spring, 1987). It is perhaps important to note at this point that many schools were facing pressures between 1985 and 1986 due to industrial dispute. Morale was low and school managers struggled to keep schools running, staff discussion and debate with school managers was minimal and not conducive to the development of new policies. The introduction of the 1986 and 1988 Education Acts served only to intensify pressures and problems. The increasing demands on schools to implement the curriculum changes made it difficult to prioritise Local Authority demands to implement new Race policies. It was amidst this local and national political climate that Brent set up the Development Programme for Racial Equality (DPRE).

The Section 11 funded DPRE was set up during 1986 following the Labour victory in the Local Elections of May 1986. The Section 11 funded project comprised 177 posts in all: 103 posts in schools (primary/secondary co-ordinators); 66 posts in the directorate (1 Head, 2 Assistant Heads, 5 In-service Tutors). The DPRE's statement of aims was as follows: "To enable schools to develop methodologies, structures and curricular which will improve the attainment and life chances of black

pupils, and thereby create greater race equality" (Richardson, 1993). The programme was based on the perceived need to bring about changes in curriculum, staff development and organisational development. According to a briefing paper, (Brent, 1986), the CRC opinion was that: Headteachers in Brent schools cannot assess the 'normal' needs of African and Asian children, hence they cannot be expected to assess the 'special needs' of these children". A major inspection of Brent schools by Her Majesty's Inspectors took place in the Autumn of 1986 and the Spring of 1987. The report, (DES, 1987), found that problems affecting the quality of schooling in Brent included administrative incompetence, low teacher expectation, massive under achievement in certain schools. Inadequate identification of educational needs, lack of strong leadership in Primary schools and the absence in Secondary schools of differentiated teaching and learning strategies. These were all identified as contributing to the poor education standards in Brent. The DPRE sought to help address these problems.

The project had only just begun when a front page story headed "Race Spies Shock" appeared in the "Mail on Sunday." The article, using provocative language began:

> *Race Commissaries in a Left-wing Borough are recruiting 180*
> *Thought Police to patrol schools for prejudice... Brent plans to*
> *put a Race Advisor in every school in January. They will be*
> *backed by project teams who will move in at the first hint of*
> *prejudice. The 180 Advisors will have the power to interfere*
> *in every aspect of school life, from discipline to curriculum*
> *(Mail on Sunday, 19th Oct. 1986. Cited in Richardson, 1992, p.136).*

It was claimed that "Councils up and down the country have discovered this Act (Section 11 of the 1966 Local Government Act) as a way of getting money for extremely dubious purposes."
Other right-wing papers quickly followed in the same vein. According to Richardson (1992) the national agenda expressed and reported through the press campaign against the DPRE, had five main elements which were: National part politics, and the strong probability of a general election within the following nine months; the powers of Central Government vis a vis Local Government; racism in mainstream British culture and legislation; the use and role of Section 11 funding' the promotion of the

Education Reform Act, both to the public at large and also inside the Conservative Party.

Richardson (1992, p.139) realised that there was, more than ever before, an attempt to restrict Section 11 for the purpose of "assimilation of ethnic minority people to the 'British Educational ethos'." According to Richardson, not a single member of any of these newspapers ever contacted Brent in order to check their facts. Yet these uninformed press reports served to increase many white people's anxieties and did little to promote racial harmony. An internal memo, (Brent, 1986) saw the media coverage as a deliberate campaign to discredit the DPRE "to prevent it being imitated by other Local Authorities." The same memo suggested that the hostile press coverage seemed " motivated by a desire to prevent the DPRE being successful, and from achieving its basic overall purpose of enhancing the attainment and life chances of black pupils." The press coverage created a difficult climate in which staff of DPRE had to work. Although existing staff were well qualified, experienced and committed the damaging publicity made it more difficult to recruit and maintain quality staff to the project (Richardson, 1992).

At the invitation of Brent, two independent studies were made of the made of the DPRE after it had been in operation for about twelve months. One study was carried out by a team of Her Majesty's Inspectors (DES, 1988) and the other by Sir David Lane on behalf of the Home Office (1988). In his report Sir David Lane, a former Conservative MP considered the original press reports in relation to DPRE as "outrageous" and "disgraceful". He further exonerated the programme stating "The DPRE are in no sense 'spies', but are seeking to play their proper role as catalyst and simulators of new ideas and practices" (Lane, 1988, p.37). The HMI Report echoed Lane's support for DPRE staff: "DPRE teachers have overall been welcomed in schools in which they work, and many positive comments were made by Heads and other staff about their contributions" (DES, 1988, p.13).

Despite this support, much damage had already been done which led to a Home Office decision to suspend funding of the programme. A further report in the form of a Committee of Enquiry chaired by Baroness Cox was set up in order to further investigate and monitor the programme.

The interim report (Home Office , 1990) provided further independent support for the DPRE and recommended that the Home Office should continue funding. But, by then:

> *The programme had been virtually strangled at its birth by lies in*
> *the Right wing press, and had been entirely legal and legitimate*
> *funds by Central Government for most of its life; its ending*
> *came through the withdrawal of local support, both at officer*
> *and political level (Richardson, 1992, p.142).*

Consequently, Section 11 was used less and less to promote race equality and in Bagley's (1992) estimate more and more to continue to assimilationist practices. Ironically, whilst the DPRE was associated with Left Wing party politics, the original plans to set up the programme had enjoyed clear all-party support until May 1986.

Other LEA's observing the antagonism and problems surrounding Brent's serious attempts to deal with racial equality were, as intended, intimidated by the right wing press and the fear that the Home Office might withdraw Section 11 funding, thus exacerbating the already difficult financial situation of Local Authorities. Inevitably, Local Authorities feared losing precious resources more than they wished to 'fight out' the issue in public and hence quietly accepted the Home Office's tendency to reject all but ESL posts.

> *As the likelihood of securing Section 11 funding for projects to*
> *combat racism or remove discrimination diminished, so Authorities*
> *tended not to apply for grant in this area (Bagley, 1992, p.6).*

In the meantime, Race Officers were not idly standing by. Their strategy seem to have been to try to raise the level of the debate in response to the attack from the Right wing press. Their strategy for Race Equality, which included section 11 was carefully planned so as not to engage in a bitter and uncontrolled debate. In May 1987, the National Association of Community Relations Councils (NACRC) and Greater London Action for Race Equality (GLARE) planned to issue a carefully worked joint press release. The statement called upon the future Government, (to be elected on 11th June 1987), to introduce "constructive measures

for reducing racial inequality in a way that will encourage all-party support" (NACRC and GLARE, 15 May, 1987). The statement which they jointly issued pointed out that issues of racial inequality and discrimination are often distorted and misrepresented. It was critical of "the crude prejudice of some sections of the media" and "politicians of whatever party who regard race as a game of political football." The press release called on the leaders of all political parties: "to counter this prejudice and political opportunism and to lift the national debate on race issues to a more serious and responsible level". It called upon the new Government to take action which "ought not to be contentious and might attract all-party support". The proposals included recommendations for improvements to Section 11 of the Local Government Act 1966, to help make it more effective.

While the briefing paper attached to the press release stated that Section 11 was, on its own, "an inadequate instrument," it acknowledged that "Section 11 funding, properly used, remains an important instrument by which the Home Office can encourage and assist Local Authorities to promote racial equality".

It further added that some of the historical defects of Section 11 had been removed by Home Office Circular 72/1986 and welcomed the contextualisation of Section 11 within the Local Authority's responsibilities under the Race Relations Act of 1976. At the same time, the new Government were called upon to make certain changes to Section 11. These were to widen the scope of Section 11 beyond 'New Commonwealth' groups and so that it covered capital expenditure, running costs and training in addition to staffing, also, to provide the opportunity for black and ethnic minority organisations to make bids direct to the Home office with the support of their Local Authority. It was also suggested that the Home Office should develop effective co-ordination of Government-led racial equality initiatives and ensure proper consultation and co-ordination between departments.

In March 1987, the Race Equality Policy group of the London Strategic Policy Unit (LSPU) set up a working party to prepare an 'alternative' to Section 11 (Seager, 1987). The purpose of the Working Party was to review and report on the main criticism of Section 11 and to clarify its

current use; to review the need for specific Local Government finance to promote anti-racist and race equality work taking into account the duties set out in the Race Relations Act 1976, particularly Section 71; to prepare an alternative to Section 11.

It was the working party's view that changes to administration would not rectify the faults of Section 11 and that new legislation was needed to take account of a more relevant perspective and recognition of recent developments in race equality (Seager, 1987). The working party agreed that in considering any alternative to Section 11 certain criteria should apply. First, it should cover all types of anti-racist equality initiatives; secondly; it should be available for capital and other revenue costs and grant aid to black and ethnic minority organisations as well as staffing costs; thirdly, there should be consistent take up by all Local Authorities; fourthly, it should be cash limited; and finally, it should be founded on a specific duty to Local Authorities and supported by target funds.

A number of options including the following were considered as possible alternatives to Section 11: fuller utilisation of existing powers; an additional clause to be added to Section 11 of the 1966 Local Government Act; an enhanced and strengthened Section 71 of the Race Relations Act 1976.

The Section 11 Working Party ultimately produced a report (Seager, 1987) which recommended that Section 11 should be abolished and replaced with an enhanced Section 71 of the Race Relations Act 1976, so that Local Authorities in order to meet their responsibilities under the enhanced Section 71 and that the Government should set up an independent body to monitor Local Authority race equality initiatives.

One year after the publication of the Section 11 Working Party Report and as follow up to the 1987 report, the Race Equality Policy Group (REPG) of the London Strategic Policy Unit (LSPU) commissioned a survey into the Local Authorities use of Section 11 since the introduction of the new guidelines in October 1986 (LSPU, 1988). A questionnaire was sent to every Local Authority in England and Wales in August/September 1987. The survey sought to gain information about the number of

applications under the new guidelines; the use of new provision; the designation of Section 11 posts under Section 5 of the Race Relations Act 1976; joint local authority applications; consultations procedures; the use of Section 11 within an overall race strategy; and detached worker posts. The survey also sought general views about Section 11 and its administration by the Home Office.

Based on the replies from 117 Local Authorities (including the City and 1LEA) the report found that many Local Authorities were not using Section 11 any differently to the way in which they had in the past. Some Authorities (the 1LEA and seven London Boroughs) had not even submitted applications under the new guidelines, at that point. However, Local authorities submitted applications for a broader range of posts than previously, although still mainly in the area of education. The Survey revealed that only one joint application had been made by Local Authorities. Few Local Authorities had elected to designate Section 11 posts under Section 5 of the Race Relations Act 1976. Results showed that consultation still remained inadequate and did not meet Home Office requirements. Apparently, there continued to be little made of detached duty posts and due to the complexity involved (LSPU 1988).

The LSPU report found that overall, the new Circular had "done nothing to remedy the basic criticisms of Section 11 as set out in the previous year's report" (Seager, 1987). Section 11 was still voluntary, only intended for the special needs of commonwealth 'immigrants' and still encouraged the marginalisation of race equality initiatives. In conclusion, the report on the survey emphasised the necessity to abolish Section 11 and replace it with an alternative, stating: "The survey results lend support for this and demonstrate the need for this long overdue change" (LSPU,1988, p.26). An alternative to Section 11 was supported by many Race Officers, one of whom wrote:

> The spirit of the grant should be compatible with the objectives
> of the Race Relations Act 1976, i.e. to promote equal opportunities
> and eliminate racial discrimination. The change in emphasis
> would allow the use of the resources to challenge indirect
> discrimination and institutional racism to achieve ideals of
> pluralism in a multiracial, multicultural democracy. In this

context it is imperative to state whether any future arrangement would allow the use of resources for much more strategic posts, such as Advisor, Policy Co-ordinator, Trainers and those involved in monitoring policies and practice (Bahksh, 1986, p.4)

The Scrutiny of Section 11

The Lane Report (1988) had recommended "a thorough review of Section 11" with the purpose of amending legislation and introducing fresh administrative arrangements (Lane, 1988). Lane recommended that the review should include: the range of Local Authority services; the types of expenditure that might qualify for grant-aid; the 75/25 split of financial responsibility between Central and Local Government; the wording of the statute and the guidelines, criteria etc.; monitoring the Home office team and administrative procedures. A 'Scrutiny' of Section 11 was therefore set up in 1987 and a team of two representatives from the Home Office and one representative from the DES was appointed.
Visits were made to 12 areas benefiting from Section 11 support between 15th August and 19th December 1987. Evidence was collected through interviews, written responses to a letter circulated by the Home Office, national discussion with organisations and particular individuals with a view on Section 11, as well as the collection of other relevant information by the Home office team:

> *Our scrutiny concentrated on the practical issues surrounding Section 11. Complex philosophical discussion can be had about the nature of racial disadvantage,...... but we have concentrated on how Section 11 works in practice, whether it is effective and how to secure improved results (Home Office, 1989, p.1).*

The Scrutiny did examine some alternatives to specific grant including distribution of resources through the block grant system; transferring responsibilities to the relevant service department; and amalgamation with the Urban Programme. Curiously, the alternative put forward by the LSPU and equally supported by CRE, that was, to strengthen Section 71 of the Race Relations Act 1976 and provide adequate funding, was not considered. An internal CRE briefing note (CRE, Field Division, 1989)

suggested that the Home Office claimed that "ethnic minority organisations argued against such change." However, the Scrutiny Report (Home Office, 1989) pointed out that the grant under Section 11 should be seen in the context of the Race Relations Act, 1976, and overall expenditure.

> *Section 11 cannot be the whole answer to racial disadvantage. For example, the Race Relations Act 1976 sets the framework for tackling racial discrimination, with the Commission for Racial Equality having an important role in relation to continuing discrimination and promoting equality of opportunity policy in relation to Section 11 needs to take account of this wider context (Home Office, 1989, p.15).*

The Scrutiny of Section 11 grant found that in only two out of the twelve areas were the communities satisfied by the consultation undertaken by Local Authority officers.
Communities argued that they felt no obvious benefit from the grant and criticised the authorities for failing despite Home Office advice, to adopt a strategic approach. Communities were keen to use Section 11 funding to support the teaching of community languages and to see more Community based Section 11 workers.

The main recommendations of the Home Office Scrutiny Report (1989) were that: the grant should be directed to opening up mainstream services and opportunities to the ethnic minorities; the overall aim should form the basis for a policy on the use of the grant in each service area; policy should be amended as objective evidence of successful approaches is obtained from the performance assessment system; primary responsibility for managing posts must rest with Local Authorities; Local authorities should be accountable for the result achieved and to submit reports to the Home Office every three years. Authorities would be obliged to consult the ethnic minority communities about their reports, and provide the Home Office with the results. It was also recommended that the Home Office team should break from its current reactive role to become a mechanism for spreading good practice in the use of the grant.

The Scrutiny suggested that the Government should re-launch the grant to persuade the ethnic communities and the Local Authorities that the government is committed to tackling racial disadvantage. Very importantly, it was recommended also that the legislation should be amended to remove the concept of 'Commonwealth immigrant'.

Perhaps one further point to note here is the scrutiny generated much concern and apprehension amongst black communities. Local Authorities and Section 11 employees alike over future funding. The Scrutiny Report noted:

> *Despite the statement in the terms of reference that the Government wishes to retain special arrangements for directing resources to meeting racial disadvantage several argued that the current Home Office attitude to Section 11 showed its days were numbered and that the scrutiny was a mechanism for justifying abolition (Home Office, 1989, p.4).*

Local Authorities such as Waltham Forest called on the Home Office to issue a statement that any existing commitments would be honoured (Bakhsh, 1989). The Scrutiny Report responded to these anxieties with the following statement:

> *Abolishing or dismantling Section 11 would be seen by ethnic minority communities as a downgrading of the Government's commitment to tackling racial disadvantage. Our conclusion is that a specific grant centrally administered by the Home Office should be retained (Home Office, 1989, p.iv).*

As noted earlier by the researcher, there has been doubt historically as to the Home Office's ability to manage the administration of Section 11. The Home Office took the opportunity of the Scrutiny to respond to some of their critics. For instance, in reply to the accusation that they were extremely slow to respond and were overburdened with the administrative requirements of the 1986 review it was pointed out that:

This was how the Home Office team saw their task, but case workers conceded that, given their workload, they tended to refuse when they were given grounds for doing so rather than pursuing queries (Home Office, 1989, p.6).

The Scrutiny admitted that there was insufficient specific expertise of other Departments in the team and there were no effective mechanisms for working in partnership with other relevant Government Departments.

The team are all too aware that they lack expertise in education, social services and housing where many of the applications fall. Yet there is no systematic arrangement for consultation with other Government departments.... caseworkers said that consultation with the DES could involve significant delay, but this was rarely decisive in terms of whether or not a post was approved (Home Office, 1989).

Following the Scrutiny, the size of the Home Office team dealing with Section 11 was in fact increased. A recommendation that a part of the Home Office team should be relocated out of London to establish better links with Local Authorities in the Midlands and the North was not taken up.

Section 11, 1990 - 1999

The new arrangements for Section 11 grant, having taken account of the recommendations of the Scrutiny, were published in October 1990 in two documents, one of which concerned Policy Criteria and the other, Guidelines and Administration. A number of important administrative changes were introduced which were to be significant. Section 11 provision would be in the form of projects rather than individual posts. Projects were to fall within the stated policy criteria accompanying circular 78/1990. Applications had to be submitted in line with a regular, annual timetable, and had to be regularly monitored against agreed

performance targets. Local Authorities were required to identify within their bids a proportion of provision for the voluntary sector. The overall Section 11 budget would be cash limited and grant would be paid quarterly in arrears.

The report set out the overall objective for Section 11 grant as it related to the Government's Race Relations Policy: "to enable everyone, irrespective of their origin, to participate fully and freely in the life of the nation while having the freedom to maintain their own cultural identity" (Home office, 78/1990). The stated aim for Section 11 funding in Education was that : "It should be used to remove barriers to true equality of educational opportunity for ethnic minority groups" (Home Office, 1990). Broadly, the types of provision in schools, eligible for Section 11 funding within the policy criteria for education are:

- English Language Support.

- Raising achievement of ethnic minorities.

- Strengthening ties between schools and parents of ethnic minority pupils.
- Pastoral care, careers guidance and other special support to ethnic minority pupils in school.

The Scrutiny Report (Home Office, 1989) relied on evidence from the 1981 Home Affairs Committee report on racial disadvantage. It further made reference to evidence in the Policy Studies Institute Survey "Black and White Britain" (Brown, 1984) which identified the consequences of racial discrimination in the areas of education, housing and employment. However, whilst the Scrutiny Report confirmed that: "The evidence we collected during the Scrutiny confirmed these findings" (Home Office, 1989), there was no mention of the Government's general race relations policy, within which the new administrative arrangements for Section 11 were placed. And, there is:

> No specific reference to the existence or need to combat disadvantage arising from racism and racial discrimination.
> The statement refers generically to the 'removal of other

barriers to equality of opportunity' (Bagley, 1992, p.8)

Bagley argues that although Section 11 is viewed by the Government as a mechanism for tackling racial disadvantage, the impact of racism and racial discrimination on educational achievement played little part in the formulation of the new guidelines and policy criteria. Rather, he sees that the approach was based on the need to develop linguistic skills and tackle disadvantage arising from cultural and linguistic shortcomings. Bagley's contention is that the new guidelines and policy criteria are a step "back to the future in that they continue to be based on an assimilationist perspective.

Local Authorities spent a great deal of time writing bids and consulting the communities as required. Despite the acknowledged shortcomings of Section 11, the writer noted a growing awareness of the potential effectiveness of Section 11 if used as a well managed resource (NASSE/UMCESE, 1993). Subsequently Local Authorities produced well planned, coherent bids for Section 11 projects.

The deadline for submission was changed by the Home Office at least twice. The final date for submission was March 1991.

Ultimately in December 1991 Local Authorities received notification of the success or otherwise of their Section 11 bids. Local Authorities had been required to prioritise bids in consultation with the communities, but in some cases, those bids placed with a higher priority failed to gain funding, whilst others with lower priority were approved (LARRIE, 1992).

Any sense of success where education projects were approved was short lived. Education Departments learned in a letter of 18th December 1991, that all successful Education Projects were to be subjected to an immediate scaling down of 15 percent. Many Authorities had submitted project bids based as closely as possible on the actual needs of Section 11 qualifying communities and within budget constraints, whereas others had overestimated need as a deliberate strategy to increase external funding. Thus, projects most affected by the scaling down exercise and which had no connection with proven need, were in Local Authorities where economics had prevented any expansion of Section 11 projects.

According to the Home Office estimates, the 1992-1993 allocation was expected to fund 800 projects in total with 10,600 posts. Yet, the Home Office indicated that the scaling down of the Education bids had been as a result of over (1992) bidding. Although there was an overall increase in posts, the LARRIE survey suggested this may have been due to an overall drop in the number of more senior posts.

Despite continuing criticism from some quarters, many community groups welcomed the more stringent approach to the awarding of Section 11 grant and the tightening up of administrative arrangements. It was interesting to note here that the term 'immigrant' was dropped entirely from the 1990 guidelines, the policy criteria and also subsequent Home Office Circulars. The new arrangements put a great deal of pressure on Local Authorities who were required to provide detailed evidence of the specific needs of New Commonwealth Communities after close consultation with these communities. A growing confidence in the sincerity and extent of consultation was evident. Hopes and expectations were raised among black communities (NASSE/UMCESE, 1993).

The projects included detailed job descriptions and task analyses. The levels of professional expertise required by the job descriptions in these projects was often very high. Career structures were built into projects to reflect the expertise of Section 11 staff. After years of being marginalised, there was recognition and acknowledgement of commitment and professional skills of Section 11 staff, which hitherto had often gone unnoticed or been denied. During the planning of Section 11 projects, in consultation with school and mainstream colleagues, close co-operation developed between mainstream and Section 11 colleagues as well as with Local Authority Officers and Home Office staff. The all round commitment to more detailed and rigorous monitoring and reviewing of the work, set against clearly established targets and objectives, helped create a much clearer understanding and appreciation of Section 11 work than ever before.

According to a LARRIE survey (1992), 32 percent of youth projects were approved whilst 81 percent of projects to support ESL in schools and 52 percent of education projects to support children and young people of African Caribbean heritage succeeded. The London Boroughs (the 1LEA

now having disappeared) received the largest overall proportion of grant. According to the LARRIE survey (1992) 41 percent of the overall Section 11 budget was awarded to 31 London Boroughs.

Projects approved in December 1991 started up in April 1992. Morale was high as Section 11 workers and Local Authorities looked forward to the promised three years and in many cases, 5 years of funding. This was seen as a time for Section 11 teaching staff to make unprecedented progress in developing language skills enabling greater access to the Curriculum and tackling under achievement and racial disadvantage. Many Local Authorities, confident of funding, appointed new Section 11 staff on permanent contracts, many of whom were recruited from the black and ethnic minority communities (NUT, July, 1993).

Section 11 and Voluntary Groups

As mentioned earlier there appeared to have been, in the past, a reluctance on the part of Local Authorities to apply for funding of posts located in and operating from voluntary organisations in the communities. However, the Home Office took steps to increase the number of 'detached duty posts' in Local Authorities. The Policy Criteria stated:

> *The Government takes the view that community based voluntary organisations will in a number of cases provide the ideal situation for Section 11 projects (or parts of such projects) on a detached duty basis (Home Office, 1990, p.36).*

This supported the view, long argued by the communities themselves, that "specific needs are often most effectively met through black and ethnic minority organisations rather than through Local Authority" (NCVO), 1991, p.4).

Additionally, paragraph 30 of the Home Office (1990a) circular accompanying the new Policy Criteria stated:

> *The Government considers that the voluntary sector has an*

important contribution to make to the effective delivery of Section 11 provision. As part of this approach, the Government expects Local Authorities to include applications for projects placed in, and operating from, voluntary organisations. Such projects would remain under the overall control of the Local Authority who would continue to claim grant for them, but day to day responsibility for individual projects would rest with the organisation in which they were based.

Then, quite unexpectedly, in a letter of 26th November 1992, the Home Office communicated to Local Authorities, a Government decision to cut Section 11 funding.

The level of financial support which the government is able to provide by means of Section 11 grant crucially depends on the economic circumstances of the country. The general economic situation has changed since Local Authorities were invited, in October 1990, to apply afresh for all Section 11 funding with effect from 1st April 1992, and since decisions were announced on the outcome of the subsequent applications round conducted during 1991. As you know, it has been necessary for the Government to review the whole of its public expenditure programme very closely in the changed economic situation in order to contain public expenditure within its limits which the country can afford and to ensure adequate investment in line with the Government's strategy for substantial growth in the economy (Home Office, November 1992).

The Home office indicated that based "on current best estimates" the rate of grant was likely to be as follows: until March 1994 at 75 percent (no change); from April 1994 to March 1994 at 57 percent. April 1995 to March 1996 at 50 percent. The Home office contribution would therefore reduce by one third. There was no indication in the letter of the future of 5 year projects for the final two year period.

As a result of these unexpected cuts to Section 11 projects which had barely started up, "thousands of teachers and community workers jobs

will be lost over the next few years" (Education, 1992) and the Government massively reduce it's contribution, leaving Local Authorities to try to make up the difference at a time of severe economic constraint. In view of the Government decision to alter the formula for determining the Standard Spending Assessment which has resulted in massive loss of revenue for many cities with large ethnic minority populations, the timing has been particularly difficult. At a time when access to the National Curriculum, the raising of standards and league tables have become important in education, Section 11 support to ethnic minority pupils who are failing or whose first language is not English, is being slowly strategically eroded by Central Government. The proposals to reduce Section 11 have been sent not just as a threat to existing provision, but to the educational performance and the future of the communities concerned.

Local Authorities committed scarce funding to provide appropriate services for Section 11 qualifying communities. The outcome of the cuts had an adverse effect on staffing, recruitment and morale (NUT, July, 1993). In particular, massive reduction seriously affected the teaching careers of many black and ethnic minority staff employed under Section 11. Provision for black and ethnic minority communities has been adversely affected, since Local Authorities, already under massive pressure to cut mainstream budgets were not in a position to make up the shortfall.

These cuts undoubtfully had a significant impact not only on educational provision for ethnic minorities, but also on the Government's own long term 'aim' to provide equality of opportunity to all its citizens as promised (Home Office, November, 1992). The cuts were seen by all concerned as the Government reneging on a commitment not only to fund projects for an agreed time period, but also a failure to deliver equality of opportunity to Britain's ethnic minorities. Whilst there was great emphasis placed on the need for consultation before the start of the projects, this has been of low priority in respect of the cuts and their certain impact on black communities. As one member of the black community put it:

> *Importance was placed on consulting black communities until funding was decreased. The notion of partnership and participation*

has been devalued, insulted. How valid was that process in the first place? (NASSE/UNCESE,1993, p.9).

The NUT (1993) survey of LEA responses to cuts in Section 11 provision indicated that twenty three of the LEA's which responded had already held consultation meetings with black and ethnic minority communities since the announcement of the cuts. These Authorities reported that: "The views expressed ranged from concern, disquiet, dismay, disbelief, disappointment, sense of betrayal through to opposition, anger and outrage" (NUT, 1993, p.3).

Under the new Section 11 arrangements the Government, only months before, had created hundreds of new projects and thousands of new posts. The initial and wholly unrealistic expectation of the Government (given the current financial climate) was that Local Government should increase their share of the grant, in order to maintain existing levels of Section 11 services.

In the financial year 1993- 1994, the projected Section 11 expenditure was £130.8 million (LARRIE, 1993), with Local Authorities contributing £43.6 million, in total a sum of £174.4 million. With the cuts, grants fell from £130.8 million to £110.7 million in 1994- 1995 and to £97 million in 1995-1996. In order to maintain the same level of Section 11 staffing, Local Authorities needed to increase their contribution by 72 percent. Indeed, the Home Office had agreed (Home Office, September 1993) an overall cash limit for projects allowing Local Authorities more flexibility in managing the cuts. In practice, this meant that Local Authorities prioritised projects, losing some altogether and scaling down others. The NUT survey (June 1993) suggested that between 2,000 and 4,000 will be lost. This supports the findings of the LARRIE Section 11 Survey Report (May 1993). Some of the smaller Authorities with comparatively large Section 11 budgets reported that they would be particularly hard hit by the cuts and would find it harder to make up the shortfall. The LARRIE Survey Report also found that certain types of projects such as under 5's and those concerning African Caribbean Communities were most vulnerable since the priority was likely to be to protect Section 11 in statutory service areas.

The LARRIE Survey Report (May, 1993) found that there was a great deal of anxiety in Local Authorities over redundancies, and since black and ethnic minority staff are disproportionately employed under Section 11, (some Section 11 services are staffed almost entirely by black or Asian staff), the cuts will deal a double blow to black communities. As one commentator put it:

> *This decision has undermined the build up of trust with Central and Local Government and has made it difficult to believe in the Government when it states that it wants minorities, to participate fully and freely in the economic, social and public life of the nation (Yaseen, 1993, p.30).*

The 1993 NUT Survey reported that there was strong support for Section 11 services from Headteachers, governors and, particularly ethnic minority governors. Teachers expressed concern about the effect on "educational standards, employment opportunities, and possible loss of jobs." Nearly all LEA's who responded to the NUT Survey had protested to the Home Office concerning the cuts. Concern was such, that three major conferences were held, one in Kirklees, one in Manchester and a national one in London to debate the impact of the cuts on educational achievement and opportunities for black and ethnic minority pupils. A lobby of Parliament to defend Section 11 was held on 21st October 1993 and attended by almost 2,000 Section 11 staff, parents, school governors and community members. Thousands of schools joined a letter and postcard campaign.

High levels of support for the maintenance of current levels of provision, had indicated a different view of Section 11 to that expressed in the 1970's and 1980's. The three Section 11 conferences all produced motions calling on the Government to change its mind and prevent the massive damage the cuts would bring about. The NUT response to the Home office argued;

> *Access to the national Curriculum is intended to be an entitlement for all pupils. For pupils where the home language is not English,*

support is required to enable access to the curriculum. In the early years, bilingual assistants can help children from ethnic minority families settle into schools and can assist their learning. The teaching of English as a second language is a vital skill and requires training and expertise. It would be a tragedy if much valued and experienced colleagues were to be lost to the education service through cuts to funding, while the need for support demonstrably still exists.

For example, evaluation of Key Stage 1 SATs results show ethnic minority and bilingual pupils performing at a significantly lower level than their peers. Second generation ethnic minority families often do not speak English at home, so that pupils still need English language tuition. There are also new arrivals from abroad in primary and secondary school requiring help.
Rather than a reduction in the level of grant, the Union believes it should be extended and expanded to cover all those children requiring support because of the differences of language and culture, including the large numbers of refugee and non-Commonwealth children now in schools in some areas, currently not eligible for Section 11 grant (NUT, Letter of March, 1993).

Howard (1993) had argued that whilst Section 11 might be flawed, it was nevertheless helping provide crucial provision for ethnic minority pupils and;

Given the market system of education which the ERA introduced, schools could refuse entry to children from the ethnic minority communities because they fear their presence without support will adversely affect their schools performance in the league tables of SAT and examination achievement (Howard, 1993 p.27).

The NUT report concluded with a view from one head of a Section 11 Service:

There have historically been many criticisms (rightly) of

Section 11 funding, e.g. lack of monitoring, lack of career structure, etc. The new guidelines and projects gave LEA's the opportunity to address these issues. It is more than ironic that Section 11 has come under threat at the very moment it was seen to be effective, delivering what it was designed for (NUT, June, 1993, p.6).

The Gerrard Bill

Even more ironically against the backdrop of the threats of cuts to Section 11, the 'Gerrard Bill' introduced by Neil Gerrard, Member of Parliament for Walthamstow, proposed the extension of Section 11 of the Local Government Act 1966, to all ethnic minorities "whose language or customs differ from those of the rest of the community". Now known as the Local Government (Amendment) Act 1993, the Bill passed through its various stages unopposed on the understanding that no additional funding would be allocated in order to meet any additional need. While the removal of the term 'immigrant' as well as the lifting of the restriction to New Commonwealth immigrants' in the statute has been widely welcomed, it had resulted in further pressure on already stretched Section 11 funding.

The amendment enabled Local Authorities to extend provision to communities such as the Vietnamese, Somalis and Bosnian's (subject to full consultation with communities). Competition for this scarce resource could result in inter-community rivalry. The immediate needs of some of the refugee communities have long been recognised as being qualitatively greater than those of the New Commonwealth communities, yet the restrictive wording of Section 11 previously prevented support for them. While the changes proposed in the amendment were welcome, the need to extend provision meant the cuts were deeper and provision was spread more thinly.

The Home Office intention was to provide guidance on priorities for Section 11 which the discretionary nature of Section 11 funding permits (CRE, communication, 24 November, 1994). Until then, it might be argued that the amendment act would open 'floodgates' to all ethnic minorities, for instance, the Irish, the Polish and the Japanese. The shift in target population also throws into some confusion the use of the legislation as a

measure for tackling racial disadvantage. An analysis of the wording of the Local Government (Amendment) Act 1993 reveals that some of the old criticisms still remain.

The offer of payment to Local Authorities "... in consequence of the presence within their areas of persons belonging to ethnic minorities" still gives the impression that it is a compensatory measure, because, as Dorn and Hibbert (1987, p.63) put it, "The blacks are here".

The Single Regeneration Budget

While still attempting to manage the effects of the proposed cuts, Local Authorities received notification on 4th November 1993 of the Government's decision to move Section 11 funding for Urban areas from the Home Office to the Department of Environment. Intended as part of a package to encourage regeneration and economic development, Section 11 was to form part of the Single Regeneration Budget (SRB) with effect from 1st April 1994.

> *The Secretary of State for the Environment will be formally accountable for the budget but guidelines will be set, and performance will be monitored, by a new cabinet committee involving all ministers with an interest including the Home Secretary (Home Office letter, 4 November 1993).*

The Home Office letter indicated that the arrangements concerning the SRB would apply to Authorities in urban priority areas in the first instance, the other Authorities to join the new 'system' at a later date. The implications of this shift of funding from the Home Office to the Department of the Environment (DoE) are significant. Whilst the entire Single Regeneration Budget was expected to be in the region of £1.4 billion for 1994-95 (Press release, Department of the Environment 4 November 1993) and pulls together twenty different programmes including Section 11 in Urban priority areas, there were no specifically earmarked funds for Section 11 type activities.

The Government announced that their intention in bringing these grants together is part of a drive "to shift power from Whitehall to Local Communities and make Government more responsive to local priorities to bring services closer to the people they serve, simplify the Government

machine and improve value for money" (DoE Press Release, 4th November 1993).

John Gummer, Minister of State for the Environment issued a 'challenge' to three cities - London, Birmingham and Manchester. The press release stated that the intention of the Regionally administered scheme known as 'City Pride', was to provide the investment stimulus for economic growth. Referring in the same statement to the Single Regeneration Budget, the minister stated:

> *The budget will help mobilise private sector money, and*
> *complement the provision of business support services.*
> *It will support measures to improve education and training, to*
> *tackle crime, to meet ethnic minority needs and to improve*
> *rundown housing. These measures will be combined in a*
> *comprehensive way to meet local needs. (DoE Press Release, 4th*
> *November 1993).*

Correspondence from Peter Lloyd, Minister for Home Affairs to Herman Ousley, Chair of CRE, claimed:

> *The new arrangements should better meet the needs of*
> *ethnic minority communities as well as other sections of*
> *the communities. We will also be ensuring that they benefit along*
> *with other sections of the community from programmes of wider*
> *application. We can be confident of our ability to do this since the*
> *Home Secretary will be a member of the new Cabinet committee*
> *being established to oversee the new arrangements and the*
> *key objectives of the Single Regeneration Budget already*
> *encourages assistance to ethnic minorities. I hope you will*
> *join me in looking forward to the benefits the new arrangement*
> *will bring (Correspondence, Home Office,4 November 1993).*

The following day. On 5th November 1993, a CRE press release endorsed the new arrangements for Section 11 funding in that it appears to be more coherent. However, it warned that the new arrangements should not be an excuse for lowering the level of targeted grant for ethnic

minorities. A CRE press release (5 November 1993) commented that any reduction in the level of grant for ethnic minorities would result in:

> *A deterioration in the social fabric of hard pressed inner*
> *city areas and greater alienation for poor ethnic minority*
> *and white residents.*
> *This situation would be a disaster for all those working to*
> *Improve race relations.*
> *(CRE Press Release, 5th November, 1993).*

The sustained uncertainty over future funding arrangements for Section 11 continued throughout the mid-1990's. The Conservative Government, up to May 1997, basically maintained the uncertainty for future funding in this area. The Conservative education reforms of the 1980's and 1990's were increasingly characterised by a 'de-racialised' discourse that effectively removed ethnic diversity from the national policy agenda. The first signs of the Labour administration's (from May, 1997) willingness to tackle and challenge this situation came early in the White Paper, in the chapter summaries on 'Standards and Accountability' identifies point nine (of nine) viz.

• ·schools will be taking practical steps to raise ethnic minority pupils' achievement and promote racial harmony. (Excellence in Schools, p.6).

This is the first time since the Swann Report (op-cit, 1985) that government education policies have specifically cited 'racial' harmony as a focus, as well as ethnic minority achievement.

In concluding this chapter the focus on 'Ethnic Minority Pupils' was a welcome addition to a national government policy. However the two paragraphs (no 49 and 50) are the final end piece of the chapter. The sum total on 'ethnicity' amounts to one page in an eighty page document. Additionally an important issue to raise with this key document is the use of terminology, which we have seen 'progress' from initial 'education for immigrants' (DES, 1971) to the term 'ethnic minority'. This term is however used undifferentiatedly throughout the document. There is a signal that government does recognise differentiatation e.g. "while the achievements of some ethnic groups are exceptional, others are under

performing, and there is an unacceptable and growing gap in performance (op-cit p.34). The only ethnic group to be individually named in the body of the text was an interesting exception viz. 'travellers': although officially recognised as an ethnic group, travellers are a relatively small part of the minority population and are much less likely to be a focus of concern in related research and community initiatives (OFSTED, 1996 and 1998).

The undifferentiated use of the label 'ethnic minority' becomes increasingly problematic as particular issues in relation to students/communities' status as being 'at risk of under achievement' (EIS:34) Language was the first issue to be flagged. This was perhaps not surprising given the historic profile of these issues in the UK, where English language proficiency was the first, and for years the *only* issue to be addressed in relation to ethnic diversity (Edwards 1987, Figueroa 1991, Tomlinson 1998). The presentation in this section of the White Paper seemed to position having English as an additional language (EAL) as a deficit, likely to hold students back. It is, of course, true that minority communities have been vocal in arguing for greater language support as an essential means of aiding economic and social inclusion. However, it is misleading to assume that EAL status is automatically a deficit or necessarily associated with increased risk of educational failure. Quite apart from work indicating later benefits for bilingual students it is simply not the case that EAL is uniformly associated with failure.

For example, the most recent comprehensive review of achievement by ethnic minority students in Britain shows that Indian students often do as well as, or better than, their white counterparts, while Bangladeshi and Pakistani students tend to achieve less well (Gilborn and Gipps, 1996: 23-26). Despite these variations in achievement each of these populations has a high rate of speaking a community language other than English (see Table below). The best current survey of community language use indicates a changing and complex situation. The majority of South Asian adults are fluent in at least one language other than English, but there is a decline in the use of community languages by parents and other elders when speaking with younger family members: 'In fact about a third of Indians, African Asians and Pakistanis normally spoke to younger family members in English. The Bangladeshis were the only South Asian group not yet to have experienced a linguistic decline (Modood et al. 1997: 310-11).

The pattern of community language use, therefore, was varied and dynamic. The situation is complex but it is clear that *there is no simple association between EAL and school performance.* Although Indian students do rather better on average than their Pakistani and Bangladeshi peers, community languages are widely spoken in each group. There has been a decline in the use of community languages with young people of Indian origin but the same is also true of Pakistani households.

	Caribbean	Indian	African Asian	Pakistani	Bangladeshi	Chinese
Speak	22	88	92	92	97	77
Write	4	58	60	58	85	64

Source: Modood et al. 1997, table 9.14 p.309.

Although language issues are positioned as a major issue it is worrying the Government did not take the opportunity to make any firm commitment on the scale or nature of its support for 'Section 11' work. Under Conservative administrations Section 11 funding was continually subject to review. Although the final axe never fell, levels of funding were cut and the regulations changed: staff were employed on short-term contracts, sometimes working from month-to-month with no indication of future security.

Local Authorities have to *bid* for Section 11 money from a limited fund, giving details of how the money will be spent and identifying performance indicators for their projects. Even where the need for additional support is self evident, funding is not guaranteed. Research has demonstrated the important role of the conservatives' cuts (Richardson 1993, Sofer 1994). Where funding is granted it is rarely sufficient. In research interviews (chapter 6) for example, this researcher was told by one head of Section 11 that her staff could not even cover all the students identified as in the most severe need of additional help: 'It is really playing God. Who do you decide is not getting any support?' Who do you decide is not getting any support? (ref. Interview notes 69/1996 : appendix E)

Speaking before the General Election, David Blunkett (now Secretary of State for Education and Employment) had this to say:

> *When I talked about Section 11 (earlier in the speech), I talked about it being ring-fenced so that it doesn't simply disappear into the general pot ...   What I will promise you is that we're not going to cut the money.*
> *We will not reduce the budget, it will be my job to look at how best we can expand it (Blunkett 1997).*

In view of this commitment the White Paper's failure to guarantee a future for section 11 funding was disappointing. However, this was the prelude to the formulation, under the Standards Fund (1999-2000), of the Ethnic Minority Achievement Grant (EMAG) from April 1999, moving Section 11 funding finally to the DfEE under the new EMAG initiative.

It is the potential of EMAG, and a consideration of the Governments latest initiatives on education (re. The Green Paper : 'Teachers meeting the challenge of change', 1999, National Curriculum 2000 and the response to the Macpherson Report, 1999), that will form the basis of the conclusions and recommendations chapter of this research.

CHAPTER 4
The Research Study – rationale

The purpose of this study was to analyse the impact of Government education policies directly targeting race equality issues in general, and Section 11 specifically.

This chapter sets out the rationale behind the research. The following Chapter looks at the administration, design and conduct of the research.

A number of factors were taken into consideration in determining the specific area of research. Firstly, when the research began in 1995, being employed through Section 11 of the 1966 Local Government Act the researcher has a personal interest. Secondly the whole area of Section 11 work has come under considerable scrutiny over the last decade, yet,

> *There have been few studies of Section 11 in the academic*
> *and policy-related literature despite its role as 'the only*
> *Government finance earmarked directly and exclusively*
> *for combating racial disadvantage.* (Cross, Johnson and
> Cox, 1988 p.20)

Thirdly the writer has access through his professional work, to Section 11 data and Section 11 staff. This has been significant in the selection area of research and in carrying out the research into Section 11 provision in schools. Moreover, the everyday remit of the writer requires a thorough understanding of the workings of this piece of legislation and its application in education.

It was decided for pragmatic reasons, to focus on Section 11 provision in schools in two Local Education Authorities in this research identified as New Unitary LEA and New Shires LEA, which prior to April 1997 were together as Old Shires LEA.

A brief introduction to the development of research

The processes by which we make sense of the world and the phenomena around us, have long interested scientists, philosophers, psychologists and other authorities. According to Cohen and Manion (1989) the ways in which we deal with knowledge can be broken down into three categories; experience, reasoning, and research. Whereas our experiences in life tend to occur haphazardly, research is the controlled systematic and critical investigation of the phenomena around us, or as Mouly defined it,

> *Research is best conceived as the process of arriving at dependable solutions to problems through the planned interpretation of data. It is a most important tool for advancing knowledge, for promoting progress, and for enabling man to relate more effectively to his environment, to accomplish his purposes, and to resolve conflicts* (Mouly cited in Cohen and Manion, 1978. p.42).

There is no single, universally accepted approach to research. On the contrary, there has been considerable debate and conflict concerning not only the nature of research, but also the methods and methodologies which have emerged over the course of time.

According to Cohen and Manion (1989) the scientific method can be distinguished by two distinctive characteristics, firstly its empirical nature and secondly the set of procedures which demonstrate the process which might be duplicated by other scientists. Although the scientific method has been successful, particularly in the field of the natural sciences (Cohen and Manion, 1989), a similar approach, positivism has met with less success in the social sciences due to its mechanistic view of nature.

Positivism was first coined by French philosopher Auguste Comte, to describe the new science of society. Put simply, his stance was, that social phenomena should be examined in the light of physiological laws and theories and subjected to empirical investigation. This led to the supposition that methodological procedures applicable in the natural

sciences were directly transferable to the social sciences. The quantitative paradigm has often been associated with scientific and positivistic paradigms. Focusing on the experimental isolation of causal variables, it is concerned very much with measurement and statistical analysis.

A leading critic of positivism and the scientific method was William Blake who perceived the universe as a living organism rather than a mechanism and formed the view that many aspects of life were not measurable or quantifiable. Another critic, Kirkegaard, the founder of what has become known as 'existentialism', sought to free thinking from the illusion of 'objectivity', which he saw as the domination of rules over though and behaviour. He argued that a conscious capacity for 'subjectivity' was necessary and went so far as to state that "anyone who is committed to Science, or to rule-governed morality, is benighted, and needs to be rescued from his state of darkness" (cited in Cohen and Manion, 1989, p.25).

A different paradigm variously labelled as qualitative, interpretative, ethnographic, phenomenological, humanistic and naturalistic emerged from what anti-positivists saw as the shortcomings of the scientific approach (Robson, 1993). Ions (1977) for instance saw the act of quantification, particularly when it becomes an end in itself, as having a dehumanising effect.

A commonly held viewpoint of the anti-positivist social scientist is encapsulated as follows:

> *The purpose of social science is to understand social*
> *reality as different people see it and how to demonstrate*
> *how their views shape the action which they take within*
> *that reality. Since the social sciences cannot penetrate*
> *to what lies behind social reality, they must work with the*
> *rules he devises for coping with it.* (Beck, 1979, p.72).

A major difference with the qualitative or interpretative approach is that if is 'hypothesis generating' rather than 'hypothesis testing', that is theories and concepts emerge from the enquiry itself. It also attempts to present a holistic picture, taking context into account.

Shimahara (1988) for example, believes that human behaviour is shaped in context and that events cannot be fully understood if stripped of that

context. Qualitative research, sometimes known as naturalistic enquiry, focuses on events in their natural settings "qualitative researchers want those who are studies to speak for themselves" (Sherman and Webb, 1988, p.5), and to study experiences holistically. Qualitative approaches to research have particularly found favour within the different areas of social science, where there is a focus on the study of human behaviour.

A key issue in research design is the relative merits of quantitative and qualitative approaches. Whilst there are those who are firm exponents of one or other of these approaches, (Robson 1993, p.6) holds the view that "many of these differences are more apparent than real and that there is in practice a considerable underlying unity of purpose". Merton and Kendall pointed out that:

> *Social scientists have come to abandon the spurious choice between qualitative and quantitative data; they are concerned rather with that combination of both which makes use of the most valuable features of each.*

> *The problem becomes one of determining <u>at which point</u> they should adopt the one, and at which the other approach.* (Merton and Kendall. 1946, p.545).

In fact, the research methodology and the formulation of research strategy will vary depending on the individual investigator and the nature of the research following viewpoint, that:

> *The principal concern is with an understanding of the way in which the individual creates, modifies and interprets the world in which he or she finds himself or herself* .(Cohen and Manion, 1989 p.8).

The Present Research

Robson, (1993) advocates an eclectic or multi-method approach involving the collection of both quantitative and qualitative date, for solving research problems. For the purposes of this research it would have been possible to rely entirely on qualitative data from interviews or entirely on quantitative data from the questionnaire, but the combining of both approaches seemed to present the best opportunity for holistic view of the case study which was the study of educational provision under Section 11 in one Local Authority (research coding – Old Shires LEA).

Summarising the three main traditional research strategies as experiment, survey and case study, Robson suggests that a 'hybrid' or 'combined' strategy should be considered, by the researcher, the choice of which will be influenced by the research question and the purpose of the enquiry. In combining strategies, the researcher may choose for example to link a survey with an experiment, or incorporate a survey into a case study - whatever seems to best suit need. Robson (1993) has argued in essence "each enquiry is a case study. It take place at particular times, in particular places with particular people". The case study has been described by him as,

A strategy for doing research which involves an empirical investigation of a particular contemporary problem within its real life context using multiple sources of evidence . (Robson. 1993, p.5).

Thus, the writer has chosen a combined strategy for the present research, this could, based on the terms outlined above be described as a case study of Section 11 provision in one Local Authority incorporating a survey.

According to Robson (1993), an important benefit of the use of a multi-method approach is the "reduction of inappropriate certainty".

Robson also asserts that "using a logic equivalent to that of classical test theory, the error due to methods is regarded as averaging out when multiple methods are used" (p.290). A multi-method approach also permits triangulation whereby a 'fix' on something is determined from two or more places, sources, methods investigators or theories (Denzin, 1988). This provides a way of cross checking one source of information against another. If the two sources are in accordance, then to some extent they cross validate each other and any discrepancy will need to be investigated and explained. 'Triangulation' was used in the present research to obtain similar information using a variety of sources (references detailed in Chapter 5).

According to Robson. whilst there is a particular view that 'true research' depends on numerical skills and the ability to use statistical analysis, and the case study requires more literary, artistic skills, they are not mutually exclusive and indeed the case study approach can gain by a

combination of these different skills.

And, where multi-method approaches are used which generate both qualitative and quantitative data, the qualitative data does not have to play a minor or less valuable role that the quantitative data, particularly if there is a systematic rigorous approach to the collection and analysis of the quantitative data.

While the concepts of 'internal validity', 'external validity', 'reality', and 'objectivity' have been developed as criteria for establishing the trustworthiness of quantitative data, Lincoln and Guba (1985) have proposed four parallels more appropriate to qualitative case study data. These are 'credibility', 'transferability', 'dependability' and 'confirmability', which they argue, will establish trustworthiness.

Credibility can be demonstrated by the use of several techniques including prolonged involvement, persistent observation and triangulation, which are all applicable in present research. The researcher has been involved in Section 11 over a long period of time and has long and ample opportunity to observe its workings.

In so far as transferability is concerned Lincoln and Guba (1985) have argued that the onus is on the person wishing to generalise or transfer to make that decision.
The responsibility of the researcher is to provide an accurate base so that judgements concerning transferability might be made. As for dependability, Robson (1993) suggests that triangulation together with reliability provide a means of assessment, and confirmability might be determined by a number of techniques, for instance, through the 'audit trail'.

Much research is now consumer driven. Although evaluation is not a new form of research, it has become popular in the process of accountability in a whole range of public services and private multi-national companies. Evaluation is a type of applied research rather than pure or basic research. It is usually carried out in the 'field' or real world setting rather than in the laboratory.

According to Robson (1993), "the purpose of an evaluation is to assess the effects and effectiveness of something, for instance, some

innovation or intervention, policy, practice or service" (p.170). Since Section 11 is a government intervention to improve local government services for black and ethnic minorities, the present research fits this definition, to the extent, that it was an internal audit of Section 11 provision in one local authority. Evaluation can be difficult and even continuous, since it might be like 'opening Pandora's box'. Whilst evaluation can be very useful and usable, there are issues, such as the 'how' and the 'why', which need to be answered. One advantage of evaluation is that it can be functional, serving not only to evaluate but also to bring about change in the real world. The focus can be on improvement.

There are various types of evaluation research. 'Formative' evaluation is meant to assist in the development of a service, programme or whatever is the focus. 'Summative' evaluation is concerned with assessing the effects or effectiveness of the service, programme or other research focus. Similar, to formative and summative evaluation are 'outcome' and 'process' evaluation. Process evaluation is concerned with the process or the 'how' through systematic observation, whereas outcome evaluation focuses on the result, for instance, to what extent has a service or programme met its stated objectives?

To some extent therefore, the present research shows elements of both summative and formative evaluation in that the writer has a professional interest in assessing the effects and effectiveness of Section 11 provision in schools and intends to use the findings to further develop the service and improve provision.

Although the survey can be a convenient method for collecting data from a large number of people, the low demand on participants has been called into question. Robson (1993) for instance, has debated the extent to which we can rely on information gained from a 'chance encounter', or a tick on a piece of paper. However, in this particular enquiry these criticisms were not entirely applicable since the participants were not chance encounters and had an ongoing involvement and professional interest in the area of research.

Being flexible and interactive, the case study approach to this research

permitted a degree of preplanning with further opportunities to capitalise on unexpected eventualities. Hence, analysis of data gathered from the questionnaire at the first stage allowed the enquirer to better plan the semi-structured interviews which followed.

The writer was then able through the interviews, to confirm or pursue issues or patterns which had been highlighted by the survey.

> *The actual interview is focused on the <u>subjective</u>*
> *<u>experiences</u> of the persons who have been exposed*
> *to the situation. Their responses enable the researcher,*
> *(a)to test the validity of his hypothesis, and (b) to ascertain*
> *any unanticipated responses to the situation, thus giving rise to*
> *further hypotheses* (Cohen and Manion, 1989, p.326)

The interview is a commonly used technique in research, which can be a flexible, responsive way of finding out things. The face to face interaction between the interviewer and interviewee can provide opportunities for example of observation, of verbal cues, clarification and modification. Cannel and Kahn (1968, cited Cohen and Manion, 1989, p.307) have described the interview as "initiated by the interviewer for the specific purpose of obtaining research relevant information and focused by him on content specified by research objectives of systematic description, prediction or explanation".

Robson, (1993, p.228) has described the interview as "a conversation with a purpose". On the surface, this may give the impression that it is very easy. On the contrary, there are very specific skills which the interviewer must develop and employ if she or he is to exploit the potential for rich, illuminating data. There are many pitfalls to be avoided and the interviewer needs also to be aware of potential bias in the questions. It is often the very flexibility, which can be so appealing, that can produce unreliable data because of lack of standardisation.

'Action research' implies that the researcher will be involved in a process which, will lead to a solution to the problem being studies (Verma and Beard, 1981). Certainly some issues relevant to action research have emerged during the course of this study. In particular, the writer is

conscious of the issues surrounding what might be perceived as 'self-evaluation', which could be highly contentious. Opinion seems to be very much divided on this.

At the end of the spectrum there are those who believe that the insider cannot carry out credible, objective research in the area in which he or she is centrally involved. At the other end of the spectrum, there is a view that outsider research is ineffective, particularly where change or development might be a purpose of the research, for instance Carr and Kemmis (1986).

The practitioner-researcher is someone who conducts systematic research at the same time as carrying out his/her professional duties. For instance a teacher might carry out some research into the effects of the introduction of SAT's at Key Stage 2, or a social worker might undertake a study of a group of clients following the implementation of a 'care in the community' policy. The research is usually carried out in addition to normal duties but might take place in time specifically allocated by the employers. The focus of such study is to carry out professionally related research.

There are number of criticisms or limitations which the 'insider' or practitioner-researcher may have to face, none of which are insurmountable. Perhaps the main disadvantage of the practitioner-researcher role is the limited time available. Attempting to carry out systematic enquiry, which is not fragmented by other professional demands can be exceedingly difficult. Time management is therefore extremely important. Also, the practitioner-researcher may not have the experience or confidence to undertake the business of designing, implementing and analysing the research, although this will vary enormously from one researcher to another. Here, the practitioner can benefit from a taught course on research methodology. The insider might also have preconceived ideas about particular issues or solutions. The practitioner-researcher must therefore rigorously apply methods, which are based on justifiable principles. One useful technique for instance is triangulation, which has been employed in this study.

Another disadvantage might be the position of the researcher in the hierarchy of an organisation.   This may for instance have an unwanted influence in an interactive interview situation where there are power

differentials. The researcher will therefore need to look carefully at ways of avoiding this and achieving credibility and validity in the study. Nevertheless, these disadvantages can be outweighed by a number of advantages, which according to Sommer and Wicker (1991) can produce "unrivalled" expertise.

Firstly, the insider will have opportunities not available to an outsider, for instance pre-existing knowledge and experience of the situation and the people within it. Secondly, implementation of the research is likely to be less problematic since the practitioner-researcher will know and understand the organisation and its systems. Thirdly, although it might be argues, that there is potential for role conflict, Allen-Meares and Lane (1990) have found that there is potential synergy between research and practice and that the role and insight of the practitioner can be helpful in producing a useful and appropriate design and analysis. Certainly, the forging of links between research and practice is increasingly seen as advantageous, and, finding sympathy with this viewpoint, the researcher has proceeded with this study.

It is appropriate here to briefly discuss the writer's own role as a white researcher. The writer is conscious of the common criticism of white researcher focusing on black issues. Troyna and Carrington (1993) raise three main concerns relating to this dynamic. Firstly, that power and status differentials are so significant that they prevent the production of meaningful responses from black participants. Secondly, that the experiences of black people may be negatively and stereotypically perceived and interpreted by the white researcher. Thirdly, that the role of the white researcher as self-appointed arbitrator, is of ethical concern.

Whilst the researcher has worked in various capacities in the field of 'race' relations for the last twenty years he would not attempt to justify his role on the spurious grounds of experience or empathy. Whilst the subject of the research is policy related, the purpose, as already stated, is to comment on Section 11 and the educational provision and the role of the Section 11 teacher (who may be black).

And, although such status and power differentials may have existed in this research, particularly in the interview situation, the writer feels that the trust built up over a number of years with the black and ethnic minority staff concerned went some way to offsetting these factors.

Whilst the writer recognises that black people should rightly reject white researchers regarding them as objects of study, the exclusion of white participation in race research seems to be naïve and simplistic. Can no one but a Jew write of and research the holocaust?

Can white researchers not analyse and write about slavery? Can only white people research British history? It might be argued that one cannot understand British history without an understanding of slavery or black history. Can we understand the social, cultural and demographic history of urban areas without knowledge and understanding of the black presence?

More specifically in relation to this research which concerns Section 11, black groups have long argued that Section 11 funding and the issue of race, have been marginalised. Since the writer is part of the system which is marginalised and which marginalises, it seems to be legitimate to reflect upon, analyse and discuss issues of concern and make an assessment of the situation based on the evidence.

CHAPTER 5

The Research Study - administration, design and conduct

Research Strategy

The principal intention of this research was to assess the impact of Section 11 funding in the Old Shires LEA as a resource in schools to help black and ethnic minority children overcome barriers, and access the school curriculum.

As already discussed in chapter 3, the Section 11 funding, both nationally and locally, was misused and misdirected for more than two decades. The writer was interested to see if Section 11 funding was now being more effectively used in schools, and by the local authority, following the 1990 Home Office guidelines which led to a 'project-based' and a centrally managed Section 11 service.

As outlined in Chapter 4 the two main types of data were gathered for the purposes of the research. Firstly quantitative data from the survey questionnaire and classroom observations and secondly, qualitative data from the interviews with a range of 'stakeholders' in the process, namely Headteachers; senior governors of the school; members of the senior management team with a responsibility in this area; subject/class teachers; Section 11 funded staff (both teaching and support staff); parents and pupils of the schools; together with LEA officers with responsibilities in this area and finally community representatives.

Additionally, some documentary evidence in the form of service data, local and national commentaries on these issues and written evidence from the survey have been used in certain circumstances where it has been useful in supporting or illustrating evidence from the two main sources. Government policy statements have also been included where their focus was particularly relevant to this research, notably Gillborn and Gipps (1996); Blair and Bourne (1998) and Ofsted (1999).

Background and Context

Like many other Local Authorities, this particular authority has benefited from Section 11 funding for some considerable time. Education department records examined by the researcher show that Home Office funding was available to the LEA from at least 1966, although it was not until 1982 when the Home Office required Local Authorities to name Section 11 staff, that these staff were not easily identifiable. As pointed out in Chapter 3, this was by no means unusual at this time. From 1982 onwards, in response to Home Office Circulars, the records show that the LEA attempted progressively to ensure that all Section 11 staff were identifiable and appeared to have job descriptions.

From 1986 until 1991, the 'post Swann' era, a senior manager had limited responsibility for monitoring Section 11 posts. However, this was difficult since the officer never had access to necessary information such as the names of the Section 11 staff, their location and their job descriptions. This was largely due to the fact that Section 11 staff were appointed by schools and there was no central service or mechanism for ensuring the 'tracking' of Section 11 staff. It was mainly left to Headteachers to get on with the appointment of Section 11 staff and subsequently to inform the authority of any new appointment. This did not always happen. It is debatable whether or not staff appointed to Section 11 during this period were always recruited and selected with the appropriate skills and knowledge in mind, particularly since it was difficult to attract staff with the right qualifications, skills and experience.

Since 1992, Section 11 support in schools has been centralised following a successful bid to the Home Office for funding. In line with the Home Office criteria, the provision is project based.

Funding was agreed initially at 75 per cent of staff salaries for a five year period. As indicated in Chapter 3, the level of Section 11 grant was for the first time since its application in 1967, lowered to 57 per cent from April 1994 and 50 per cent from April 1995 due to the 'economic climate' of the country.

The Old Shires LEA (1974-1997) had a programme of continued review of

service delivery to meet LEA quality standards. The review focus for the Autumn Term of 1995 was to 'survey the quality of educational provision funded under Section 11 for pupils with English as an additional language'.

The researcher asked if he could,

a)   'lead' the advisory team of 6 advisers who would collect the data for the review;

b)   as a researcher be totally objective in making judgements from the data;

c)   be given permission to approach a select group of schools from the survey (12 schools in all, representing a cross section of the schools covered in the survey) to conduct in-depth interviews, using a 'stem' format (see appendix F), with key personnel from school, which included:

    i)   the headteacher;

    ii)   the chair (or senior) governor;

    iii)   a representative of the schools SMT (Senior Management Team) who had responsibility for this area of school development;

    iv)   a subject/class teacher who had experience of working with Section 11 funded staff;

    v)   a Section 11 funded teaching member of staff;

    vi)   a Section 11 funded support assistant member of staff;

    vii)   a parent(s) at the school whose child received support;

    viii)   the pupil(s) of the parents.

d)   be given permission to approach a select representative sample of interested parties from:-

e)   the professional staff of the LEA with responsibilities in this area of work as officers of the LEA;

f)   community organisations which had direct roles in relation to this area of research.

All the above to be interviewed by the researcher in confidence with anonymity guaranteed.

The LEA agreed to all the above conditions on the basis that, as the researcher was also undertaking Ofsted Team member training during that period of time, that the report of the survey be written in an Ofsted Report   writing style. The researcher

agreed and the substantive report was included in appendix C̲ of the research; the main findings and recommendations from the survey were detailed

in Chapter 6 of the main research text.

To aid the reader in following the sequence of the research format the following diary overview was constructed : viz.

Autumn term 1995   : Survey Questionnaire sent to all schools with Section 11 funded staff, with request to send back to the researcher by the end of September 1995. [headteachers were asked, in consultation with their staff/governors, to complete the questionnaire].

                          : a team of 6 advisors made lesson observations, in 27 schools, to gather data on the 'quality of teaching and learning' in Section 11 support work in these schools, including discussions with the headteacher to consider management issues raised by the survey questionnaire. The team was given pro-formas by the researcher (appendix D̲) to enable consistent feedback from lesson observations and discussions with headteachers. All the data produced was given to the researcher for evaluation and formed the basis of the research findings for Chapter 6 and appendix C̲.

                          : the questionnaire was sent to all schools who had received support from peripatetic staff during academic year 1994-95, and who were currently (Autumn term 1995) receiving peripatetic support. The headteachers were asked, in consultation with their staff, to make any comments, in writing, to the researcher about any issues raised by the questionnaire – they were not asked to fill in any sections of the questionnaire;

                          : the questionnaire was sent to all Section 11 funded staff in the LEA for their information and invited to comment, in writing, to the researcher on any aspect of the questionnaire – they were not asked to fill in any section of the questionnaire.

Spring term 1996   : the survey report (see Chapter6 and appendix C) was completed.

                          : the schools were identified for the follow up interviews and the key personnel to be interviewed, for the purposes of research triangulation, was arranged.

<u>Summer term 1996</u>   : the 134 interviews were conducted by the researcher (Chapter 6 and appendix C of the research) [in April 1997 the Old Shires LEA became the New Shires LEA and the New Unitary LEA]

<u>Summer term 1999</u>   : 6 schools were selected (the criteria being to sample across age-phase in the New Shires LEA and New Unitary LEA) to gain an initial perception of the impact of the new EMAG funding arrangements from the DfEE (replacing the Section 11 funding of the Home Office in April 1999).

These were informal interviews with the Heads and Senior Governors at the 6 schools; and the LEA officers with responsibility for EMAG in the two LEA's and the views of the community representatives in the two LEA's concerned.

STATISTICAL 'CHARTS' ANALYSIS OF RESEARCH DATA

A.   Survey visits to the 27 schools : lesson observation analysis using pro-formas identified in appendix D – ' research instruments'.

Grading judgements on the Ofsted Inspection Framework for Schools points scale i.e. 1 = very good to 6 = poor.

Schools involved (27) :   Nursery (2); Infant/Lower (8)
                                        Junior/Middle (8); High/upper (9)
[N.B. special schools were not included in visits in A) or C) as they were involved in their own major review at the time]

Grading analysis   : lessons observed   = 108 (100%)

Number judged as satisfactory or better   = 94   (88%)
                          of which were good   = 52   (48%)
                          of which were very good = 12   (11%)
                          as unsatisfactory   = 9   (8%)
                          as poor   = 5   (4%)

There was an even spread across all age-phases.
The judgements are recorded in summary form in Chapter 6 and appendix C.

B.   Survey Questionnaire   : (see appendix C pp. 27-35)

The number of schools with school-based Section 11 funded staff   =   81
The number of schools who received peripatetic Section 11 support   =   76

The survey questionnaire was sent to all 81 schools above. The numbers of returns = 77. The 4 schools not returning the survey sent other documentation that the researcher could usefully incorporate into the overall findings. (the explanation from non-returning schools was that 3 had Ofsted Inspections imminent and

the other school had no Section 11 funded Co-ordinator at the time)

The questionnaire was completed, and signed, by the headteacher with assistance from Section 11 funded staff.

The questionnaire was sent to the 76 schools, identified above, for their information and any comments they would wish to make were asked for in writing by the researcher. There was 31 written reports which were added to the report evidence.

The survey questionnaire was sent to all Section 11 funded staff in the LEA for their information and any comments they would wish to make were asked for, in writing, by the researcher. The number of staff funded by Section 11 was 214 (160 teaching; 21 nursery nurses; 33 classroom support).
There was 137 written responses which were added to the report evidence.

The 81 schools represented over 60% of the pupil population in Old Shires LEA;
The 76 schools represented over 25% of the pupils population in Old Shires LEA.

C. <u>Interviews with key personnel in the 'Stem' question schools</u>

The schools were chosen to represent a sample of age-phase and allocated numbers of Section 11 funded staff at the schools (i.e. the schools chosen had Section 11 funded school based staff ranging from 0.5 to 9 teaching staff).

The interviews were used for several purposes. Firstly, they permitted triangulation. The qualitative data obtained could be used to cross-validate the survey/questionnaire data and vice versa. Secondly, the interviews provided face-to-face opportunities to discuss in-depth issues that the 'stakeholders' felt were important. Thirdly, the use of the interviews as a research tool was intended to improve the overall quality of the research.

The 'Stem' questions (appendix F) were used as the 'agenda' for both the 'formal' interviews and 'informal' interviews.

ANALYSIS OF INTERVIEWS (78 formal; 56 informal)

a) Formal interviews with 12 headteachers (across age-phases 3-18)
   (1996)   12 chair/senior governors
                             12 senior management team member
                             12 subject/class teachers in
                                secondary/primary schools
                             12 Section 11 funded teachers
                             12 Section 11 funded support assistants
                             4 LEA officers
                             2 Community Representatives

b) Informal Interviews with 19 pupils
   (1996)   19 parent(s)

c) Informal Interviews with 6 headteahers (across age-phase sample)
   (1999)   6 chair/senior governors
                             4 LEA officers
                             2 Community Representatives

The Conduct of the Interviews

The researcher approached the 12 schools by letter first,
acknowledging the LEA support for the research and inviting the
schools to take part. This was followed by extended telephone
conversation(s) with the headteacher and chair of governors (in 3
of the 12 schools). There was a positive response from all 12
schools. The researcher then agreed initial dates and times for
the interviews, sending out the 'stem' questions in advance and
asking for any issues to be raised about the 'stem' questions prior
to the agreed initial interview times. The interviews were either
conducted in a quiet room in a school, an education office or the
offices of the Community organisations concerned.

The interviews normally lasted between 30 minutes and one hour. The researcher decided to record responses by tape recorder as well as taking notes during the interview. Immediately after the interview the researcher listened to the tapes and edited the notes to form a summary of the key points raised (see appendix E).

The interview data was integrated with data gathered from the survey questionnaire and analysed thematically in line with the original research focus.

Chapter 6

The Research Findings

The Survey

Results of the survey of the quality of educational provision funded under Section 11 with English as an additional language

INTRODUCTION

The researcher has detailed his role, as researcher, in the previous chapter (5). This chapter summarised the main findings and recommendations for future action following an analysis of the Survey data. The judgements made in this chapter are annotated in Appendix C.

The second part of this chapter focusses on the summary findings from the Interviews data from 1996 and 1999. All the interviews are annotated in Appendix E.

MAIN FINDINGS

THE LEA's involvement in Section 11 funded support for pupils with English as an additional language plays a very significant part, through additional staffing, in developing pupils' English language skills and providing more equal access to the curriculum. Current levels of support have not kept pace with developing needs. The educational opportunity of many pupils would be severely curtailed by the withdrawal of this additional funding.

Much of the support work is sound and some of very high quality. Effective support is most often found in schools where leadership of the head on EAL issues is strong, where there is a well developed language policy and the awareness of all staff to language development opportunities is high.

Support is particularly effective where there is a good partnership between support staff and classroom teachers, and a good flow of information and strong commitment to joint planning. This is often achieved but the awareness of mainstream staff to effective working with Section 11 staff still requires development.

Shortcomings exist in lessons where objectives are unclear and language development opportunities are not exploited flexibly and inventively. Some

teaching lacks interest and excitement and offers pupils inadequate challenge. The relationship between some withdrawal work and mainstream lessons is not clear. Inadequate classroom management by mainstream teachers can undermine the effectiveness or under use the skills of support staff.

Assessment practice is variable. There is some good practice where assessment is diagnostic and the outcomes are readily available to relevant staff. Some assessment is imprecise and is not used to diagnose pupils' learning needs or to set future targets. Assessment is not consistently used to target staff resources or to inform future planning. Further consideration needs to be given to the difficult area of distinguishing between language development needs and learning difficulties and the needs of pupils for additional learning support. Further work needs to be done by schools on the ethnic monitoring of examination and national test results.

Good quality Section 11 support substantially increases pupils' access to the curriculum and ability to cope with the demands of the National Curriculum work.

Section 11 staff are a very significant resource for schools. All types of support staff make a valid contribution. The instability of funding, uncertainty about the future and the contractual position lowers morale and makes work in Section 11 support less attractive. The increased proportion of bilingual support staff has had a positive effect both in the classroom and in home school relationships.

There have been difficulties in finding sufficient appropriately qualified and experienced applicants for the posts.
The analysis of need at the beginning of the current projects led to some anomalies in deployment. Clear and transparent criteria will be essential to future allocations.

All schools displayed a high commitment to meeting the needs of EAL pupils. The management and co-ordination of Section 11 support in school is, however, variable and ranges from the excellent and enterprising to the weak and poorly focused. It is mostly sound. There are wide variations in the clarity of schools' stated policies and procedures. Some are of very high quality. Some schools are flexible and creative in their deployment of resources for maximum effect. Future funding arrangements should not undermine the scope for such flexibility. Monitoring and evaluation by schools of the quality and effectiveness of additional provision is a relatively weak area.

The schools projects are soundly managed overall. Management has been effective in raising awareness across a wide spectrum of schools but more attention needs to be given to the relationship and information flow between project managers and schools. The criteria for the award of resources are not always clear. Monitoring and evaluation of the overall quality of provision needs further development. Centrally based staff play an important part in augmenting school based provision but more attention needs to be paid to helping school make the most effective use of this scarce resource.

There is worthwhile emphasis on training with a wide spectrum of opinion about overall quality. Training is clearly valued and effective when it is practical. Award bearing courses are valued. Continuing attention should be given to raising the awareness of mainstream staff. LEA mainstream courses need to pay more attention to EAL issues.

All the schools paid attention to developing resources for language development, curriculum access and multicultural education. Tight resource budgets, however, did inhibit development. The role of the Multicultural Education Resource Centres was valued by the schools.

Section 11 staff played an important part in furthering the stated commitment of all the schools surveyed in reaching out to their communities and developing home-school partnership. These developments have a beneficial effect in raising the level of participation in schools and increasing ethnic minority representation on governing bodies.

RECOMMENDATIONS

From an analysis of the survey the researcher would recommend that:

(i) The LEA should recognise the value of existing provision in developing English language skills, affording pupils more equal access to the curriculum and raising the general awareness of schools to the contribution of linguistic and cultural diversity by ensuring the continuation of funding at a level which recognises the growing numbers of pupils with English as an additional language.

(ii)   The criteria for the allocation of staffing resources to schools should be clear and transparent at the beginning of any new projects and throughout their life.

(iii)   In the light of restrictions and uncertainties attached to Home Office funding, continuing consideration should be given to mainstreaming of aspects of provision to allow flexible approaches which meet the particular needs of pupils in 'New' Bedfordshire and Luton.

(iv)   Future arrangements should create structures and expectations in schools at project level which allowing schools flexibility to deploy and manage provision in the best interests of their pupils, ensure that resources are clearly targeted and capable of being monitored.

(v)   Mechanisms should exist for the proactive and regular review of the quality of provision in schools and in the peripatetic services.

(vi)   Project managers should further develop mechanisms which bring them together with schools in constructive dialogue about resources, deployment and methodology.

(vii)   The process for the drawing up of bids for future funding and consideration of the structure of future provision should allow for realistic representation from headteachers of schools with differing levels of need.

(Viii) The LEA should review its existing 'Guidelines on Bilingualism' and encourage good practice through guidance and an aide menoire which can form the basis for schools' own internal monitoring and evaluation and an agreed focus and source of criteria for external evaluation.

(ix)   Further attention should be given to raising the awareness of mainstream teachers to cultural diversity, the language development needs of all pupils of all language backgrounds. The inspection and advisory service should seek opportunities to include more emphasis on the needs of EAL pupils in its mainstream courses.

The Interviews

The schools were chosen because they reflected a range of both age-phase (Lower/Infant, Middle, High/Upper) schools and ethnic diversity (ranging from 15% to 90% ethnic minority populations in the schools chosen).

The key people interviewed, using the Stem Questionnaire (appendix F), were the Headteacher; governor (usually the Chair of Governors); a senior teacher with responsibility in this area; class teachers; Section 11 funded staff (Teaching and non-teaching); and interviews in a more informal format with parents and pupils. These interviews were conducted as a follow up to the schools survey questionnaire (chapter 5, section a) and were completed during the Spring and Summer terms of 1996.

In addition to the above interviews I contacted the Heads and (Chair of Governors) of 6 schools (3 in New Shires LEA; and 3 in New Unitary LEA) during the Summer term 1999 to gain an insight into their initial reactions to the new EMAG project. The schools chosen reflected the 3 age-phases represented in the 1996 interviews. These were informal interviews, usually with the Head and Chair of Governors together, and they provided very valuable insights into progress and development of the research study focus.

I also interviewed, in 1996, the two officers with specific responsibility in this area in the Old Shires LEA i.e. this comprised the Administrative Officer with responsibility to the Home Office for the Section 11 bid submission and the officer who co-ordinated the Section 11 project, using the Stem Questionnaire.

This was replicated informally, during the Summer term of 1999 with officers in New Shires LEA and New Unitary LEA.

In a similar manner I also interviewed representatives from formal Community Organisations with a specific interest in this area (e.g. Race equality council in New Shires LEA and Race Advisory Forum in New Unitary). The overall number of formal interviews conducted was 78, and the number of informal interviews conducted was 56.
This gave the researcher a wide ranging database on which to draw

the following impressions.

The key issues of concern arising from the interviews * during the 1995-96 period was a 100% commitment on the part of all the 'stakeholders' interviewed to the Section 11 funding policy. The parents and older pupils who might have assumed to have the least knowledge about Section 11 were, in fact, very aware of the funding and the likely impact if the funding was cut. The only group of the nine main 'stakeholders' who did not register this strong commitment were the younger pupils, (Y7 and below), who although supportive of the staff concerned were, obviously not in a position to make informed judgements because of their age and maturity.

The single most quoted reference to the six stem questions, from all the interviewees, was the campaign to prevent cuts to Section 11 funding at local level i.e. through petitions to the local Councils, who had from the financial years 1994 to the present day, had to make annual decisions regarding continued funding or cuts to the service provided. All of the Section 11/EMAG funded staff; senior staff in schools; governors; Community groups and parents (together with the older (Y11) pupils had been involved in some capacity in "this essential service for our equality" (interview reference 133). All of their current views on Section 11 had been based in some way from the 'No cuts to Section 11 Funding' campaign, although a number of senior staff retold experiences from the 1970's and 1980's, when they were either Section 11 funded staff themselves or worked in schools with funded staff. The most telling "memory" they had from that period was the fact that they did not know either that they themselves were funded by Section 11, or that colleagues they worked with were so designated. The major factor in their "awareness" of Section 11 came with the Project Format in 1992.

The school staff, and the LEA officers and community representatives and the Governors who were LEA councillors, all stated that the change to Project Format, and the lead-in consultation process to the April 1992 start date for the Projects, were significant in theory perceptions of Section 11. A number of Section 11 funded staff and officers were aware of the employment contract scenario regarding Section 11 funded staff, as the new Project format brought "time-limit" format for the first time. The 'consultation' process prior to the 1992 projects had also focussed on current contracts, and for a number of school staff this had meant signing 'new' contracts to acknowledge their 'grant-status'.

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* the full texts of the interviews are detailed in appendix E

They remarked that this "focused the mind on what exactly being Section 11 funded meant" (source: interviews 5; 15; 35; 69; 79).

So although Government policy through the Project format was clarifying the role and future for Section 11 work it was also building a "them and us" (source: interviews 5; 15; 69; 79) scenario to the staffroom.

The division was exacerbated with the Home Office letter of November 1992 detailing the reduction in grant funding to LEA's. Where previously the majority of the schools interviewed (10 out of 12), had arrangements for allowing staff (if they wished) to be a support (Section 11 funded) teacher/assistant for a year (or longer) the rationale, as explained by the headteachers' concerned as "excellent professional development", the new insecurity created by a time-limited, and now cash-limited project had a negative effect on imaginative strategies for role swapping. The outcome, in its worst scenario, was described as feeling "like the pariah of the staffroom" (sources: interview 107).

This issue was further compounded by general cuts in education about both national and local levels. The next effect during 92-98 period was that any general redundancy scenarios in the school had to include all staff, except Section 11 funded staff, as they were on different contracts; but when cuts were being made to Section 11/EMAG staffing, in the New Shire LEA financial year 1998-99, all staff were subject to the redundancy threat. The overwhelming consensus during the 1995-95 interviews to stem question 5 was "disastrous " (source: all headteacher: SMT and Section 11 funded staff; parents and older pupils), "politically unacceptable" (source: 2; 12; 22; 32; 58).

The writer will consider the 'future developments' at the end of this chapter. There was a remarkable consensus on this issue which influences the conclusions and recommendations, but before considering the responses to stem question 6, the interviews of 1999 revealed a very significant "shift" in the political dynamic from the 1995-96 interviews.

The 1999 interviews revealed some significant   insights   into   how

Government policies can be both enhanced and subverted by local politics.

The total consensus from the Headteachers and Governors of the three school interviewed in the New shire LEA was that EMAG was an "unmitigated shambles" (source: Headteacher - interview 121) and an example of "prima facie institutional racism by the ruling group on the Council" (source: interview 118). The majority party in New shires LEA had effectively cut the Section 11 to EMAG budget by 30% for the financial year 98/99.

The decision was to get the minimum level as proscribed by the Home Office for the financial year 98/99 even though the Home Office had declared a "status quo" financial settlement with the lead-in to EMAG for April 1999 to be as smooth a transition from Home Office funding to DfEE Standards Funding as possible. The decision to cut the Section 11 budget by 30% came as a complete surprise to all the 'Stakeholders' involved. The New Shire Community representatives were "incensed" (source: interview 133) when the decision was announced with no prior consultation and indeed even the Officers concerned were "surprised" (source: interview 130). The net result of this decision was to plunge us (i.e. the New Shires LEA schools) into an horrific redundancy scenario" (source: interview 117). These were sentiments echoed by all the New Shires schools interviewed in 1999.

The comparison between the two LEA's (i.e. the New Shires LEA and the New Unitary LEA) in 1999, could not have been more dramatic. The New Shire schools with 30% across project cuts, decided to "opt in" to the LEA EMAG 'scheme'. The reasons given were that a) "they (the LEA) can pick up the hassle and tabs for reduced staffing" (source: interview 118) and b) " we will bid for EAZ and show them what commitment to the kids and community should be like" (source: interview 122).

This is in direct contrast to the New Unitary schools who "opted out" of central control because " we know this LEA will be maintaining the extra funding in the future", (source: interview 124) and so the New Unitary school took on the contracts of the EMAG funded staff "because they are part of us anyway" (source: interview 123). The main dissenting voice in the New Unitary LEA was from the Community representative(s) who felt that "the dangers of returning to the old covert discrimination against

the black staff could return" (source: interview 134), the concern there was that the central LEA could not properly monitor the new EMAG project and that with staffing issues in the hands of individual schools "the trend to recruit more black staff would be reversed" (source: interview 134).

The overall conclusions to the interviews both in 1995-96 and 1999 in regard to stem question 6 were illuminating in their general consensus towards a more wide-ranging brief for the Projects as a whole and the job descriptions of school based staff in particular. So in summary form it can be agreed that:-

1.   There was a consensus that the Projects should be aimed at "race equality issues rather than just language issues" (source: interviews – all) .

2.   Three was a consensus that more finance should be available from central government: "back to the real spending power of the £132 million in 1992 with more 'ear-marked' monies for schools who have the needs" (source: interviews 1; 11; 21; 31; 41; 49; 57; 65;).

3.   There was a consensus that there should be no 'time-limits' which "discourage career developments in this area" (source: interviews 1; 11; 21; 31:).

There are many details outlined in the interviews (see appendix E) but the overall perception was that the need for resources was paramount and that there is no greater resource than that of the human resource. That Section 11/EMAG staff are valued by schools, parents and pupils is evident from this research and that the 'stakeholders' wish to see significant developments in the future will be taken up in the final chapter of this research.

Chapter 7

Conclusions and Recommendations

Initial reflections

Before outlining the conclusions and recommendations from this research, the writer would wish to reflect on the impact that the research has had, both personally and professionally. Personally, the interviews , in particular,will always remain a constant source of conviction that 'race' equality matters in our multicultural-multiethnic and multifaith society. The very deep and real committment to that equality was expressed from all the 'stakeholders' interviewed, with all total belief that respect and partnership were the "way ahead". This was both a personal and professionally empowering experience for the writer. Professionally, the research has given the writer a greater insight into his own understanding of the dynamics of Government policies over the last thirty three years and although ,either directly ,or indirectly, the writer has been involved in this area, the research has enabled the writer to be 'objective' about the judgements made. As the writer is no longer involved directly with EMTAG (from April 2000) and had not been involved with Section 11 matters , professionally,within an LEA since 1997, the research offered a rare opportunity to reflect objectively on the issues raised by the conclusions and recommendations detailed in this final chapter. The writer feels that these recommendations could be very timely as the Government begins to review it's future policy developments and the strengths and opportunities that are presented by this research could have a beneficial impact on that future development.

The previous chapter presented and discussed the research data and findings concerning Section 11/EMAG provision in education comparing and contrasting the impact in the New Unitary and New Shires local education authorities. The present chapter seeks to draw conclusions and recommendations based on the research as a whole and reflects on what key requirements are needed if Government policy in this area is to be beneficial for all the stakeholders in education in the twenty first century.

Chapter 1 introduced and presented the rationale for the study. Chapters 2 and 3 set out the background, summarising the political responses to immigration from the New Commonwealth, in particular, and focusing in more detail on the introduction and development of Section 11

(and later as EMAG) as legislative political intervention. Chapter 4 set out the parameters of the research, the rationale, methodology and strategy. A multi-method approach was used involving the collection of qualitative and quantitative data principally through the use of a survey questionnaire, classroom observations and interviews with the key stakeholders in this area. Chapter 5 presented and considered research data and findings based on the 'stem' questionnaire theme so that the qualitative and quantitative data collected from different sources could be integrated.

The aims of the concluding chapter are to integrate and analyse the various strands so as to address the original research issues identified in Chapter 4 and to make recommendations for future strategic developments in this area. To present the conclusions the writer will use a critical phase from the Swann Report (1985 op.cit) to structure the analysis. One of the key recommendations from the Swann Report was that all educational establishments, including LEA's; should adopt a "coherent overall strategy" to the principle of 'Education for All' i.e. the positive preparation of ALL pupils for life in our multi cultural society. The researcher will use this concept of a "coherent overall strategy" to consider the analysis of the impact of Government policies from the 1960's to the present day.

The overall conclusion of this research is that there is not and has never been a "coherent overall strategy" from successive Governments from the 1960's to the current Government in 1999 in relation to 'race' equality in education.

The evidence from chapters 2 and 3 reveal a "piecemeal" approach to the issue of 'race equality' in education. The creation of Section 11 of the Local Government Act of 1966 was not part of any "coherent overall strategy" on behalf of the Government of the day. Indeed the overall philosophy was one of 'compensatory' provision to LEA's in urban areas to offset the "burden" of ethnic minorities from the New Commonwealth. That Section 11, and now EMAG, is the main source of Government funding for 'race' equality is itself a key indicator of Governmental policy thinking over the last 30 years. There has been "additional" funding through small scale provision such as the Education Support Grant in response to the Swann Report (1985 op.cit), however those sources of funds have been short lived as other priorities have superseded them. It was significant that in the lead-in to the introduction of the National

Curriculum in 1988 that the only 'national priority' area to be removed from the list of 20 priorities was 'multi-cultural education'. It is equally significant that the only working party, set up to provide advice on how the National Curriculum should be implemented, not to have their report published was the 'multi-cultural education' working party (1991 DfEE press statement). The current Government's (1997-present) policy does indicate a significant shift in rhetoric from the previous Government (1979-1997). However the writer would argue that there is currently no "coherent overall strategy" yet, although in the final analysis there indeed maybe the potential for such a strategy and the writers recommendations will focus on that potential in the conclusion.

The perception of the stakeholders in the two local education authorities, as outlined in Chapter 5, reflected a growing awareness both of the nature of Section 11/EMAG provision and of its critical importance in the achievement potential of ethnic minority group pupils in schools. The very real concerns being expressed by the heads and chairs/senior governors in the 1999 interviews with the New Shires LEA demonstrate that positive Government commitments to maintain even the 'status quo' provision can be undermined by local councils who do not place a priority in this area.

In the light of the definitions from the Macpherson Report (1999 op.cit) on 'institutional racism' it was uniformly an issue raised by the headteachers and senior governors in New Shires LEA that the reduction in EMAG funding constituted a "prima facie" case of institutional racism at a local level by the New Shires Council. The overall consensus from the local stakeholders, in both New Unitary and New shires LEA's, was that EMAG was an "essential" support. The criteria for the new funding should be enhanced to include a wider criteria embracing the issues raised by the Macpherson report (1999 op.cit) in relation to an 'Education for All' philosophy which included an antiracist - intercultural dimension in addition to the language-focus of the existing criteria from the DfEE.

The Current Scenario

The scope of the research has covered the academic years of 1995/6 – 1998/99. The latest Government policy in this area was outlined by Schools Minister Charles Clarke in the press release (110/99) on 10th March 1999 under the headline:

'Improved standards for ethnic minority pupils will be our lasting response to Lawrence Inquiry'.

Clarke "reaffirms" that "it is a very strong Government priority to continue to narrow the gap in achievement between ethnic minority and white pupils". There was however an acknowledgement that government policy should encompass more than ethnic minority pupils support when he stated that:

> "We agree with the view of the Macpherson Report that it is important that the National curriculum properly reflects the needs of a diverse society. As part of the National Curriculum review, we are seeking ways to ensure that all pupils gain an understanding of citizenship and democracy. An important part of this will be fostering an understanding of the diversity of cultures which exist in Britain today ...... we are looking at the range of ways of ensuring that the curriculum responds fully to the needs of all pupils".

This is certainly sustaining the rhetoric from David Blunkett's foreword to 'Excellence in Schools' where he stated that:

> "the government's core commitment to equality of opportunity and high standards for all" (July 1997)

Issues of social justice and equality of opportunity are now firmly on the political agenda. However an initial analysis of these issues as 'core' policy objectives after two years in government leads this researcher to believe there is a significant gap between rhetoric and reality.

There is evidence that the New Labour is wedded to a limited and simplistic understanding of social justice that pursues *formal* equality of provision and access rather than *substantive* equity in outcomes. This perspective is incapable of addressing the multiple and complex ways in which racism, and other forms of social exclusion operate *in* and *through* the system. Labour's policy proposals – far from reducing 'race' inequality – are likely to create the conditions whereby existing inequalities not only persist, but actually worsen.

Following their election victory, New Labour's first detailed policy statement '*Excellence in Schools'* (DfEE, 1997a) took education as its focus. Similarly, the newly established Social Exclusion Unit (SEU) made education its first concern by using its inaugural report to consider truancy and exclusions from school (SEU, 1998). These high profile reports not only shared a concern for education but also broke the dominant policy approaches under the Conservatives by explicitly addressing 'race' inequalities. Both reports quote statistics on the extent of 'race' inequalities and even go as far as to cite research that suggests an active, though an often unintended, role for teachers and schools in creating and/or amplifying 'race' inequalities. In view of the Conservatives' historic refusal to address these issues during the 1980's and 1990's, such changes are important. Unfortunately, they are not enough. Both the White Paper '*Excellence in Schools'* and the SEU report treat 'race' and ethnic diversity as bolt-on features. They mention 'race' inequality in short, discrete sections that are separated from the major discussion of relevant issues. Consequently, when overall policy recommendations are formulated there is little or no sign that 'race' issues have seriously informed the decisions. Although the language of policy now allows for 'race' inequality to be mentioned the thrust of reforms continues to pursue colour-blind targets.

This approach fails to address the existing 'race' inequalities that scar the system *and* leaves the way clear for the same processes to continue their discriminatory work, possibly leading to a worsening of the current situation, unless there is a government commitment to turn the rhetoric of July 1997 into reality for the twenty first century.

Equality for All?

> '*underachievement is not confined to the ethnic minorities... (Our) policies apply to all pupils irrespective of ethnic origin. As they bear fruit, ethnic minority pupils will share in the benefit'* (Hansard, 14 march 1985; col.451).

This was how Keith Joseph, then Secretary of State for Education and Science, argued against the call for specific action on 'race' inequalities embodied in the principal recommendations of the Swann Report (1985). His words embody a common fallacy: viz the belief that as reforms trigger improvements in overall 'standards', so all groups will share in the benefit and existing inequalities will lessen. It is a belief repeated under

John Major and now accepted as conventional wisdom by the 'New Labour' government. It is fallacy however, because different social groups do not draw equal benefit from reform. For example, the Youth Cohort Study of England and Wales (YCSO) suggests that the relative gap between the attainments of white and Black 16 year olds actually worsened between the mid 1980's and 1990's. In 1985, 7 percent of 16 year old African Caribbean young people surveyed had attained five or more higher grade (A* - C passes), compared with 21 percent of their white peers (Drew, 1995:76): a gap of 14 percentage points. In 1996 the comparable level of attainment was achieved by 23 percent of Black pupils and 45 percent of whites (CRE, 1998:2): a gap of 22 percentage points. During a period when overall attainments rose dramatically, therefore, the relative gap between white and Black students actually grew by around half as much again.

Policies are not enacted in a social vacuum. If policies do not explicitly address 'race' or social class issues it seems all too predictable that the same processes that have created the original inequalities will impact upon policy implementation so that groups draw different benefits. That would explain how white pupils, already doing better in terms of higher grade passes, came to draw even greater benefit from reforms that were associated with an unparalleled emphasis on A* - C grade passes.

In trying to deliver year-on-year improvements schools have applied the same 'measures' and indicators of 'ability' that created inequalities originally. Hence, the greater the use of selection, the more pronounced are the inequalities by social class and ethnic origin . In Gillborn and Youdell's forthcoming study, for example, some of their case study schools' high profile and time-consuming initiatives to raise achievement seemed in effect to operate as little more than elaborate insurance policies for pupils (especially white middle class boys) for whom success was already predicted (Gillborn and Youdell, 1999),

Anti-racism in policy and practice:

The election of a Labour government has undoubtedly opened up possibilities for anti-racist action that simply would not have been possible under a Conservative administration. Nevertheless, there is a long way to go before the fine words of social justice and inclusivity find expression in real changes to the life chances of minority students and their peers from working class backgrounds. African Caribbean heritage students, whatever their gender and social class background, too often

find themselves working against teacher expectations that embody assumptions about criminality, lack of motivation and lesser 'ability' (see Game and George, 1999; Giliborn and Gipps, 1996; Sewell, 1997 and 1997). The same is often true of their white working class peers (Gillborn and Youdell, 1999).

New Labour's commitment to greater inclusivity and equality is an important step forward but one that is severely limited by the administration's failure to grasp a critical understanding of the processes by which 'race' and class inequalities are made and re-made through education. Elsewhere, Labour's approach to 'race' and education has been characterised as a form of 'naive multiculturalism' (Gillborn. 1999). That is, a policy approach that accepts a limited understanding of equity based on a weak theory of social injustice: this approach stresses *formal equality of access* rather than *substantive equity of outcome*. This analysis explains Labour's readiness to grant state-funding to Muslim, Seventh Day Adventist and, most recently, a Sikh school while shying away from establishing 'race' specific targets for levels of attainment or reductions in exclusions. It is an approach that consciously and explicitly celebrates ethnic diversity as a source of cultural richness and strength but tends in the detail of policy to treat diversity as a deficit factor of marginal significance.

For example, linguistic diversity is continually presented as a threat to attainment and additional funding for schools with high numbers of minority students is dependant upon a grant (not assured by demonstrating need) that is won by showing competence in view of centrally determined performance indicators and values. Naïve multiculturalism professes equal opportunity but manifestly fails or refuses to engage with the multiple and complex ways in which 'race' inequalities are constituted in and through education.

The debates around selection by 'ability' are a perfect example of how 'common-sense' and colour-blind priorities have silenced or erased an understanding of how such processes actually serve to reinforce inequality in practice. If the Government is serious about reducing 'race' inequality in the British educational system it will have to undertake a fundamental rethinking of current policy goals and methods. This means elevating 'antiracism' from a newly re-found slogan of intent (suddenly deemed acceptable in post – Stephen Lawrence politics) to a serious analysis of current problems. This would reveal challenging possibilities for action and a damning critique of current provision.

'The collective failure of an organisation to provide an appropriate and professional service to people because of their colour, culture or ethnic origin. It can be seen or detected in processes, attitudes and behaviour which amount to discrimination through unwitting prejudice, ignorance, thoughtlessness and racist stereotyping which disadvantage minority ethnic people. It persists because of the failure of the organisation openly and adequately to recognise and address its existence and causes by policy, example and leadership' The Stephen Lawrence Inquiry (Macpherson, 1999, p.28).

This is the definition of 'institutional racism' offered by the Stephen Lawrence Enquiry. Like many previous definitions it attempts to cut through the fog of good intentions and focus instead on real outcomes. Such a definition requires that we examine the effects of actions and policies, not their intent. By this definition it is hard to avoid the conclusion that contemporary British education is institutionally racist.

First, there is the 'failure... to provide an appropriate and professional service'. There is compelling evidence of the system's failure in this respect. Witness the repeated and significant over-representation of Black children among suspensions and exclusions (Bridges, 1994; Gillborn and Gipps, 1996; OFTED, 1996); also the continuing and, in some cases, growing inequalities of achievement.

Second, regarding the *processes* of institutional racism, as 'discrimination through unwitting prejudice, ignorance, thoughtlessness and racist stereotyping'. The nail bomb attacks against minority communities in London in April 1999 provided a reminder that racism (and homophobia) can still adopt the most simple, crude and deadly forms. But these incidents, like the murder of Stephen Lawrence, do not lessen the importance of the more hidden and widespread forms of discrimination that operate through 'common-sense' racism.

In relation to racialized processes at work in schools, for example, research demonstrates the more severe disciplining and control of Black pupils (e.g. Connolly, 1998; Gillborn, Sewell, 1997; Wright, 1986 and 1992); and the discrimination that occurs through low expectations of 'ability' that are fixed through processes such as setting and GCSE tiering (see above and Gillborn and Youdell, 1999).

In conclusion,it is worth remembering Macpherson's views on leadership and policy: that institutional racism 'persists because of the failure of the organisation openly and adequately to recognise and address its existence and causes by policy, example and leadership'. The concern with policy is instructive. It is simply inadequate to respond to racism in education by seeking to heap yet more blame on teachers and teacher trainers (the traditional 'villains' of popular attacks on education). It is certainly true that these groups have a vital role, and the recent response of teachers' leaders to these issues has been hugely disappointing (Blair et al, 1999). Nevertheless, there are other bodies with an equally important role. The Qualifications and Curriculum Authority (QCA), for example, oversees the National Curriculum and the examinations system. The QCA has yet to demonstrate any readiness to answer criticism of the National curriculum as narrow and elitist. Similarly, tiering has been extended without any attempt to work against possible inequalities in access and attainment. The Office for Standards in Education (OFSTED) has a patchy record in this field; publishing a damning study of the failure of schools and LEA's seriously to address 'race' inequalities (OFSTED 1999) but itself stands accused of giving equal opportunities too low a priority in inspection reports (NAME, 1998). Finally, the Government itself must accept a large degree of responsibility. New Labour inherited many problems but, as we have shown, it has also proved unwilling (or unable) to tackle the deeper structural issues related to existing 'race' inequalities. It is widely accepted that the attempt to create an education market, including the publication of league tables, has generated additional inequalities of opportunity associated with 'race' and class (Gerwirta et al, 1998; Gillborn, 1997; Tomlinson, 1998; Whitty et al, 1998). The pressure to complete and deliver yearly league table improvements provides a powerful (sometimes irresistible) pressure to ration resources in ways that will best influence published scores (Gillborn and Youdell, 1999) and yet one of Labour's first acts in Government was to re-assert the importance of league tables (DfEE, 1997b). Similarly the DfEE's response to the Lawrence Enquiry amounted to little more than a restatement of previously announced initiatives and the frightening complacent conclusion that the National Curriculum already provided all necessary flexibility. (see Blair et al., 1999).

The year-on-year improvements in the headline statistics of achievement are a powerful testament to the power to affect change in education. 'Race' inequality is not inevitable, in some areas dramatic changes have occurred, sometimes running directly contrary to national patterns (see

Gillborn and Gipps, 1996). Given sufficient will and resourcing across the spectrum of education, real changes are possible. Unfortunately, there is little sign that the current administration is able or willing to face these challenges. Labour's naïve multiculturalism is an advance over the determined refusal to consider equity issues displayed by previous Conservative governments. It nevertheless represents an, as yet, inadequate policy response in the face of the deep seated and institutionalised racism that characterises the contemporary education system. The final section of this research will attempt to identify processes that will progress policy rhetoric into everyday reality.

Key Recommendations and final reflections

Sir William Macpherson's report following the inquiry into the tragic death of Stephen Lawrence marks a historic watershed in race relations. Unlike the preceding Swann Report *Education for All* (DES, 1985), this inquiry has managed to capture the attention of the general public in a spectacular way. In doing so, it has highlighted the widespread concern about the extent of racial discrimination in our society and the entrenched and outdated attitudes of even our most trusted institutions.

Government ministers have responded with an extensive action plan which is to be implemented with the direct involvement of the Home Secretary. The ministerial response, based on the recommendations of the Stephen Lawrence Inquiry, aims to ensure that all our public institutions, from the police force to other major employers, are forced to scrutinise their practices. Throughout, the objective has been not to lay blame but to identify workable and practical solutions to overcome the disadvantage and discrimination that Black and minority ethnic citizens continue to face in daily life. A key element of the action plan has been to respond to the Macpherson recommendations on prevention and the role of education.

Recommendations

The Macpherson Report sets out three key recommendations on prevention and the role of education.

Recommendation 67 *That consideration be given to amendment of the National Curriculum aimed at valuing cultural diversity and preventing racism, in order better to reflect the needs of a diverse society.*

Recommendation 68 *That Local Education Authorities and school governors have the duty to create and implement strategies in their schools to prevent and address racism. Such strategies to include:*

- *that all schools record all racist incidents*
- *that all recorded incidents are reported to the pupils' parents/guardians, school governors and LEA's*
- *that the number of racist incidents are published annually, on a schools by school basis*
- *that the numbers and self-defined ethnic identity of "excluded" pupils are published annually on a school by school basis.*

Recommendation 69 *That OFSTED inspections include examination of the implementation of such strategies.*

Recommendations based on the research findings:

The researcher welcomes the Macpherson Report recommendations but feels the Government need to make major structural initiatives in addition to the Macpherson recommendations viz.

1. the Government needs to commit philosophically and financially to realise the rhetoric of policy into practice. The strengths of Government policy potential include:

    a) an overarching commitment from the UK Human Rights Statute (to become law in 2000) to inform Governmental policies and practices across all departments (as referred to the Home Office letter of 30/4/99 – Appendix 1). This would form the baseline for all Government equalities policies;

b)   in terms of the current EMTAG (Ethnic Minority and Travellers Achievement Grant) Standards Fund 2000-2001 (Grant number 17).   This should be replaced by a generic 'Race' Equality Grant, with a more wide ranging criteria to encompass the key issue of an "overall Strategy" as outlined in this research; the funding for this should reflect National Priority status and be based on a Government/LEA ratio of 2:1. This would increase Government spending commitment which would then enable LEA's to formulate, with the local stakeholders, a local "coherent overall strategy" which would meet Government "overall strategies" as outlined in (a) above.

c)   The staffing implications of (b) should focus on a long term project initiative (2001-2009) which would encourage career development in this area and the focus of the wider criteria in this "coherent overall strategy" would focus job descriptions on meeting 'race' equality targets, outlined in Macpherson, and outlined in appendix F which would form the basis of implementing the key research* and policy findings of the last decade into strengths and opportunities in the twenty first century.

1.   (*including the HMI; DfEE; OFSTED and QCA reports (op cit) reviewed earlier in this research, and the potential from Curriculum 2000; the Crick report on citizenship education; the Advisory Group on Raising the Achievement of Ethnic Minority Pupils and the DfEE circular 10/99 on 'Social Inclusion have all important issues to complement the Macpherson Report. At the time of writing another invaluable resource in the form of the C.R.E.'s publication 'Learning for All' (standards for 'racial' equality in schools) is forthcoming (February 2000). This has the potential to provide an excellent "template" for policy development in this area and this is highlighted in the following recommendations.

2.   LEA's need to implement Recommendation 68 from the Macpherson Report, quoted above on page 10, however the researcher would agree with the Home Secretary's Action Plan, point 6 (Home Office, 1999) where he makes the comment "The Government does not, however, agree with the recommendation to publish the number of racist incidents on a school by school basis. A number of disadvantages would arise from this approach. In our view, that risks discouraging the reporting of racist incidents to the detriment of minority ethnic children, effectively penalising those

schools which sought to address the problems by acting in an open and honest manner". (quoted in the CRE publication 'Learning for All', appendix 5).

The researcher would like to see the Government initiate the recommendation 1 above from this research, whereby LEA's could support with 'race' equality specific staff through guidance for schools (as outlined in appendix G of this research). LEA's should have a monitoring and evaluation role to play in overseeing developments in this area, especially setting up structures of consultations with community groups to enable a partnership across the key 'stakeholders' to be efficient in promoting 'race' equality work, using the CRE publication 'Learning for All' as a template for Action planning for LEA's Education Development Plans.

3.   Schools should work in partnership with the LEA to ensure that the guidance from the CRE's 'Learning for All' is put into practice. Headteachers and governors have a key role as the catalyst in the institution for 'policy, leadership and management' issues.
In-service training which focuses on implementing, monitoring and reviewing the guidance from, 'Learning for All' should be a priority for 'whole school' initiatives in this area. Heads, and Chairs of governors, in particular should be involved by INSET, organised through the LEA, to disseminate good practice e.g. the research findings in the DfEE's 'Making the Difference' would be an excellent complement to 'Learning for All'. All staff, especially if there were to be a 'Race' Equality Grant initiative from the Government, as recommended in item 1 above, would need thorough training over an extended period of time, ideally with appropriate qualifications certified by the INSET, to give the initiative quality and status for the future.

It is essential that all schools, including those with an all, or mainly, white population, take full account of 'race' matters when developing policies and strategies to address issues related to behaviour and performance. 'Racial Equality' should be an integral part of school life and it should be explicit and implicit in any work or activity that involves or takes place within the school.

The commitment by schools and school governing bodies towards this goal will help to:
a)   develop and implement clear policies, procedures and strategies to promote 'racial' equality;

b)   identify and promote the 'racial' equality good practice that exists within the school;

c)   work within the existing school strategic planning processes and link 'racial' equality initiatives to the School Development Plan;

d)   address 'race' issues in relation to behaviour and performance;

e)   demonstrate that they comply with the Race Relations Act 1976;

f)   meet the requirements of Ofsted inspections which include an examination of the extent to which a school complies with the Race Relations Act,

Final reflections

In concluding this research the writer would wish to reflect on the real evidence of consensus from the 'stakeholders' over the last four years in reaching the above conclusions and recommendations. Although these findings began in just one LEA (Old Shires LEA) the writer would argue that the findings would be appropriate for all LEA's who have the commitment to prepare their pupils for life in our multicultural, multiethnic and multifaith world, both nationally and internationally.

The writer hopes that this research may contribute towards that aim of 'quality through equality' for all in education, specifically, but in all areas of life in general, and ends with a quote, attributed* to Mahatma Gandhi, that states

"the ultimate test of a true democracy is in its just treatment of minorities".

(* The International Thesaurus of Quotations, section 231, 1983 ed. Penguin Books)

The writer hopes the twenty first century will bring us nearer that justice than ever before.

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Appendix A

Content   :pp 1-6 : [20/4/1999] Home Office letter detailing the current legislation and operation of Section 11 to EMAG.

:pp 7-9 : [12/11/1999] DfEE press release (527/98) detailing latest position on Section 11 to EMAG.

: pp 10-12 : [23/3/1999] Home Office letter detailing Section 11 developments re. Education ad non-education provision.

: pp 13-24 : [10/3/1999] DfEE press release (110/99) detailing EMAG rationale and provision in LEA's.

: pp 25-28 : [September 1999] DfEE Standards Fund information (16/99) on the EMAG development.

The purpose of this appendix is to give the reader basic information from official sources of the transition from Section 11 to EMAG and the philosophy and practice of the Government departments involved.

HOME OFFICE

Race Equality Unit
50 Queen Anne's Gate, London SW1H 9AT
Switchboard: 0171 273 4000   Fax: 0171 273 2893   Direct Line: 0171 273 2145

Our reference:

Your reference:

Graham McFarlane Esq
121 Kimbolton Road
BEDFORD
MK41 8DT

Date: 30 April 1999

Dear Graham

It was good to hear from you again. I hope that things are going well for you.

I am very sorry that I have not been able to let you have an earlier reply to your letter of 17 March.

As to the first point that you raised, I can only think that the DfEE had in mind some work that colleagues here have been involved in here, considering wider race relations policy issues. I am afraid that there is nothing tangible that I can provide about this, but I shall certainly keep your interest in mind should the work lead to the publication of any material.

As to the other points in your letter, the Government has made it clear that it attaches great importance to tackling racial disadvantage among members of ethnic minorities, due to barriers of language or culture, so that they can achieve their potential and play a full part in all aspects of the life of the country. The Government also fully recognises the high regard in which communities and others hold the valuable work that section 11 grant has funded in this respect.

As you knows, it was to resolve uncertainty about the funding of work under section 11 that the Home Secretary announced in December 1997 that he had commissioned a study to consider how provision should best be made for this important work in the future.

Ministers were anxious that the views of interested parties, including those working in the field, and members of communities, should be heard. The study team - comprising officials from the Home Office and from the Department for Education

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and Employment - therefore arranged eight consultation meetings around the country. Local authorities and other interested parties organised many more. Almost 800 written responses were received.

Among the respondents at the consultation meetings and in writing, there was broad consensus on a number of issues:

- that the entitlement of ethnic minority pupils to have full access to the curriculum, and to the opportunities, services and facilities which others enjoy, was fundamental;

- that the kinds of needs to which section 11 grant has been directed would continue at not less than the existing level into the foreseeable future;

- that the funding should be ring-fenced;

- that there should be greater stability, continuity and security of funding;

- that the current status of staff funded under section 11 - especially in education - needed to be enhanced; and

- that the allocation of funding should be based upon assessment of need rather than on a competitive bidding process, and the funding should be administered flexibly in order to adjust to changing needs, and rigorously monitored.

These points were kept firmly in mind in the Government's subsequent deliberations, including detailed future funding arrangements.

The education share of section 11 funding had grown inexorably over the years, to the point where it amounted to over 97% of the total budget. This is a clear acknowledgement of the importance of the work that the grant has funded in education. This inevitably gave rise to questions about where departmental responsibility should lie

The Government concluded that responsibility for the important educational provision which the Home Office has supported through section 11 grant should be transferred to the DfEE (and to the Welsh Office as regards Wales) so that its administration could take place closely alongside work to promote improvements in education more generally. This will enable the funding to be targeted in the best interests of ethnic minorities, which must be the paramount consideration.

As you know, on 12 November, the DfEE issued a circular to Chief Education Officers setting out details of how the funding will be administered on the education side. In collaboration with the DfEE, the Home Office issued a letter on the same

date summarising the main points in the new arrangements. I attach a copy for convenience.

Since, as your letter indicated, you have been in touch with the DfEE, I imagine that they will have let you have copies of any subsequent letters that they have issued regarding the operation of their new Ethnic Minority Achievement Grant from April of this year.

For completeness, I should add that, on 31 July, the Home Office circulated a letter to local authorities and other interested parties, which gave initial information about a proposal to bring to an end section 11 funding for projects in areas other than education, but to introduce a new grant programme with a wider remit. Again, I attach a copy for convenience.

It has not yet been possible to make an announcement about the criteria for the new programme, in the light of the other work here on wider race relations policy issues, to which I have already referred. Consequently, on 23 March we issued a further letter about the position of section 11 non-education projects. I again enclose a copy for information.

I hope that this is helpful. If I can help further, please do not hesitate to contact me again.

Best wishes.

Yours sincerely

R A WRIGHT
Section 11 Group

encs.

HOME OFFICE

Constitutional & Community Policy Directorate
Race Equality Unit
Room 1279, 50 Queen Anne's Gate, London, SW1H 9AT
Tel: 0171 273 2145*   Fax: 0171 273 2893

* please see paragraph 7 for contact points

Date: 12 November 1998

Chief Executives of local authorities } which currently
                                        } receive section
Headteachers of Grant Maintained Schools } 11 grant, or have
                                        } registered an
Principals of Colleges   } interest for the
                                        } future

Chairman of the Commission for Racial Equality
Directors of Racial Equality Councils
Directors of local authority organisations
General Secretaries of teaching and other relevant unions
Directors/Chairmen of other interested organisations

> *Would organisations receiving this letter please ensure*
> *that it is brought quickly to the attention of those*
> *having an interest in it.*
>
> *Copies of this letter will also be available on the*
> *Internet under reference*
> *http://www.homeoffice.gov.uk/index.htm.*
>
> *Please note that this letter relates only to the position*
> *in England. Further information about the position in*
> *Wales will be made available in due course.*

Dear Colleague

**THE FUNDING OF ADDITIONAL SUPPORT PROVIDED FOR MEMBERS OF
ETHNIC MINORITIES**

FUTURE PROVISION FOR EDUCATION PURPOSES

Introduction

The Secretary of State for Education and Employment, David
Blunkett, has today announced new arrangements which will operate
from April 1999 for funding the kind of work under education
projects which has been funded through grant under section 11 of
the Local Government Act 1966. The attached Press Notice gives
more details of what David Blunkett said.

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2.   Also today, the Department for Education and Employment has
issued a circular to Chief Education Officers about the new
funding arrangements for schools and adult education. The DfEE
circular is inevitably detailed and lengthy, and can be given
only limited distribution.

3.   The purpose of this letter is, therefore, to provide a
summary of the key points in the new arrangements for other
interested people and organisations.

Background

4.   Over the years, work in education has commanded a growing
share of section 11 funding. Currently, this is over 97%.
Ministers therefore concluded that responsibility for funding
such work should be transferred to the DfEE. There, the
administration of the funding will take place alongside other
work to promote improvements in education more generally. This
arrangement is in the best interests of ethnic minority pupils,
which must be the paramount consideration.

The new arrangements

5.   The key points of the new arrangements are:

- the funding will form part of the new Standards Fund,
  but will be a separate grant within the Standards Fund
  and will be ring-fenced;

- the level of funding which each local education
  authority will receive in relation to 1999-2000 will
  reflect the current year's funding under section 11
  (including funding which the Home Office currently
  pays direct to grant maintained schools within an
  LEA's area). DfEE will notify each authority of its
  precise allocation as soon as possible;

- each LEA will need to submit by 6 January 1999 an
  action plan to show how it will use the funding, and
  the outcomes that it intends to achieve. The results
  achieved by each LEA will be monitored against the
  agreed plan;

- each LEA will be required to devolve decisions about
  spending to schools in respect of all expenditure
  except 15% of the authority's allocation, or £150,000,
  whichever is greater. This is in line with the
  underlying principles governing most other funding for
  educational purposes, as set out in the DfEE's
  discussion paper, "Fair Funding", which was issued
  last summer. LEAs have already been asked to begin
  discussions with schools about the arrangements for
  managing devolution;

- over the next 3 years, the level of funding will
  increase by 15%; and

- after 1999-2000, it is expected that the division of

funding among authorities will be on a formula basis, reflecting an objective assessment of the additional needs of ethnic minority pupils. The DfEE has made it clear that it intends to consult widely on the nature of the formula.

On the further education side, nearly £3 million will continue to be made available from next April. Further information on this will be made available by the DfEE shortly.

6.   In due course, the DfEE will make information available about the arrangements for future years. We are providing the DfEE with a copy of the Home Office's section 11 mailing list.

Contact points for enquiries

7.   Enquiries about the new arrangements for funding in education should **not** be addressed to the Home Office. They should be directed to colleagues in the DfEE, as follows:

    Mr Alan Thompson   0171-925.6064
    Mr Ashley Haworth-Roberts 0171-925.5637.

Or you can write to either of them at the following address:

    School Inclusion Division
    Department for Education and Employment
    Sanctuary Buildings
    Great Smith Street
    LONDON SW1P 3BT.

Future provision for non-education purposes

8.   In our letter of 31 July, we gave initial information about a new Home Office grant programme to fund projects in areas other than education, which will begin in the 1999-2000 financial year. As indicated in that letter, we have been consulting key individuals and organisations about the design of the new programme. We are very grateful for the help and advice that we have been receiving. We are studying the information and comments that we have received, and further information about the new programme will be made available as soon as possible.

Yours sincerely

R A WRIGHT
Section 11 Group

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NEWS

527/98   12 November 1998

FIFTEEN PER CENT GRANT INCREASE TO BOOST STANDARDS
FOR ETHNIC MINORITY PUPILS

Education and Employment Secretary David Blunkett today announced investment of over £430 million to raise standards of achievement for ethnic minority pupils over the next three years.

Addressing black and Asian business people at a New Deal conference in London today Mr Blunkett said:

"Children from ethnic minorities are an important and vibrant part of today's Britain and it is vital that we ensure they have the same opportunities to succeed as everyone else. Many Asian children achieve very good results - better than average. But too many children from ethnic minority backgrounds are under-performing. If you are black or of Pakistani or Bangladeshi origins, your chance of gaining five good GCSE's is half that of white pupils.

"The new grant provides for a substantial percentage increase of 15 per cent over the next three years. It will largely go direct to schools, so that head teachers can use it where it is most needed - to employ more teachers and teaching assistants and to work with their local communities. "

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On a visit to Argyle Primary School, Camden in London, Schools Minister Charles Clarke gave more details of the new programme. It will:

- be targeted specifically at the raising of achievement of ethnic minority pupils - including pupils for whom English is not their first language - by ensuring that each allocation is based on need and supported by detailed action plans approved by the Department for Education and Employment;

- support the National Literacy Strategy so that pupils for whom English is not their first language get extra benefit;

- give schools more responsibility for recruiting and managing staff teaching ethnic minority pupils and ensure schools develop whole school policies to address the needs of ethnic minority pupils and pupils for whom English is not their first language;

- require LEAs and schools to monitor the achievement of ethnic minority pupils and set targets for improvement;

- allow schools and LEAs to provide in-service training for specialist teachers and bilingual assistants. Training will also be available for mainstream teachers enabling them to provide for linguistic diversity and strategies to raise ethnic minority pupil attainment.

Mr Clarke said:

"The £430 million is in addition to the £500 million announced for social inclusion and the £60 million spent annually on literacy. Both will be of particular benefit to ethnic minority children, especially those for whom English is not their first language."

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Mr Clarke said almost £3 million will continue to be made available from next April to support the work to raise the achievement of ethnic minority students in further education.

NOTES TO EDITORS:

1. Mr Blunkett was speaking at a New Deal event at Lancaster House, London (PN 528/98).

2. Schools Minister Charles Clarke announced details of an extra £1.5 million funding aimed at increasing educational standards for Traveller children (PN529/98).

PRESS ENQUIRIES: Samantha Hodder 0171 925 5476; Gary Clarke 0171 9255741; Simon Pritchett 0171 925 6048.

OUT OF HOURS PAGER: 01459 105993

PUBLIC ENQUIRIES: 0171 925 5555

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23 March 1999

The Chief Executive
Local Authorities
with current section 11 non-education projects

Dear Chief Executive

SECTION 11 NON-EDUCATION PROJECTS:

FUTURE FUNDING POSITION

Background

1.   We informed you last year that

- there would be no new section 11 funding once current funding approvals came to an end, as scheduled, on 31 March 1999, but

- it was planned to develop a new grant programme for areas other than education.

Current position

2.   The Government is taking a fresh look at the issues involved as part of broader consideration of race equality, informed by recent events including publication of the Stephen Lawrence Inquiry report.

3.   Local authorities may also be considering the implications of the inquiry for their own activities, including efforts to prevent racist crime and other work to promote race equality.

4.	Any announcement about the shape and focus of future funding of race equality work is unlikely to be made before July.

Interim arrangements

5.	The Home Secretary has therefore agreed that, where projects are continuing to serve a valuable purpose and local authorities wish them to continue, a final extension of up to six months' funding will be made available.

The April-June period

6.	The first three months' funding will be paid in the usual way in early July, unless local authorities notify us - when submitting their next quarterly Financial Information System (FIS) return - that the project has ended. FIS forms have already been issued in connection with the 1998-99 financial year, and the next return is due on 23 April.

7.	Where continued section 11 funding is required, the authority should include with its April FIS return an estimate of its expected expenditure during the April-June quarter.

The July-September period

8.	The further three months' funding will depend on demonstrating that plans are in hand

- to mainstream projects, or

- to find alternative means of support by the end of September.

We shall write to you further about the arrangements for dealing with such cases.

Targets and outcomes

9.	Projected targets and outcomes for the extended period will need to be set out in the Annual Project Report for 1998-99. APR forms will be issued shortly.

Other interests

10.   This Unit will also be discussing with other government departments which have the principal policy interests in projects how activity which should continue, in order to ensure real progress on race equality, can be mainstreamed into core programmes.

11.   I am copying this letter to the LGA'and to the ALG, and to the relevant government departments.

Enquiries

12.   I am sorry that it has not been possible to write to authorities sooner.

13.   I shall be pleased to deal with any general queries about this letter, at the above address and telephone number.

14.   Specific queries about individual projects should be directed in the first instance to the relevant project managers here. Their details are set out in the annex.

Yours sincerely

R A WRIGHT
Section 11 Group

IMPROVED STANDARDS FOR ETHNIC MINORITY PUPILS WILL BE OUR LASTING RESPONSE TO LAWRENCE INQUIRY - CLARKE

Schools Minister Charles Clarke today reaffirmed that it is a very strong Government priority to continue to narrow the gap in achievement between ethnic minority and white pupils.

Figures out later this month will show that the proportion of Black and Pakistani pupils gaining five GCSEs at grades A*-C has increased from 23 per cent in 1996 to 29 per cent in 1998, while the proportion of Bangladeshi pupils rose from 25 per cent to 33 per cent.

At the same time the performance of Indian and Chinese/Other Asian pupils continues to outstrip that of white pupils. Five GCSEs at grades A*-C were achieved by 54 per cent of Indian pupils and 61 per cent of Chinese/Other Asian pupils in 1998, compared to 47 per cent of white pupils.

Speaking at a conference for headteachers on how best to raise the achievement of ethnic minority pupils, Mr Clarke welcomed the improvements in the forthcoming Youth Cohort Study, but said the Government was determined to bring the attainment of under-achieving ethnic minority pupils to that of the school population as a whole.

He said the Department for Education and Employment was considering the recommendations of the inquiry into the death of Stephen Lawrence in the light of the work already undertaken by the Department.

He said:

"We agree with the view of the Macpherson Report that it is important that the National Curriculum properly reflects the needs of a diverse society. As part of the National Curriculum review, we are seeking ways to ensure that all pupils gain an understanding of citizenship and democracy. An important part of this will be fostering an understanding of the diversity of cultures which exist in Britain today. I believe that this is the best way in which we can reflect these issues in the curriculum, but of course we are looking at the range of ways of ensuring that the curriculum responds fully to the needs of all pupils.

"We are also actively considering the Macpherson recommendations on preventing racist incidents. The Government, together with local education authorities and individual schools, must do everything it can to prevent pupils being tormented by racist bullying. We are looking at the best ways of ensuring that all schools have effective anti-bullying policies and can deal effectively with any incidents of racial harassment.

"It is important that parents and governors are fully informed about racist incidents and are able to take the appropriate action. I am more doubtful of the merits of publishing school-by-school data though we are considering the recommendation carefully.

"My department already publishes data, classified by ethnic minorities, on the exclusion of pupils at local authority level and we are examining whether any further steps are needed."

Mr Clarke added that the Department would be introducing other measures to ensure education supported equality of opportunity. The Advisory Group on Raising Ethnic Minority Pupil Achievement, which the Minister chairs, is addressing four major

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issues:

- how, following the Teachers' Green Paper, the skills and qualities of the teaching profession can best meet the needs of ethnic minority pupils;
- how we can ensure that the government's ambitious programme for tackling social exclusion, for which £500 million has been allocated over three years, can focus on the exclusion of ethnic minority, the development of targeted programmes in school and of special units to help address the exclusion of ethnic minority children;
- what changes to the National Curriculum would ensure that it fully reflects the needs of a diverse society;
- how the substantial funding allocated through the Ethnic Minority Achievement Grant (EMAG) can be made still more effective.

The Advisory Group is actively considering the best way of prioritising community mentoring, which has an important role to play in developing the relationship between schools and the local community and offering successful role models.

Mr Clarke confirmed the Government's strong support for the establishment of whole school policies to help raise the attainment of ethnic minority pupils at risk of underperforming. The EMAG, in which the Government has invested 15 per cent more money over three years than before, supports such whole-school policies and requires Local Education Authorities to monitor the achievement of ethnic minority pupils and set authority-wide targets for year-on-year improvement.

Mr Clarke said:

"Children from ethnic minorities must have the same opportunities to succeed and fulfil their potential as everyone else. While the achievements of some ethnic minorities are better than average, some children from other ethnic minority backgrounds are still underachieving, in some cases seriously.

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"This is not acceptable and we are developing policies to address this. Our policy aim is real improvements in achievement for these pupils, not token gestures. We know that the right policies can made a difference - for example, the extra teachers supported through Section 11 and now EMAG, backed by £430 million over the next three years, have clearly been having an effect on the progress of some ethnic minorities and will have an important part to play in the future. Today we are announcing the final allocation by LEA of £139 million for 1999-2000.

"We also know that teachers are right behind us. Their hard work and dedication is self-evident in three pieces of independent research under discussion today highlighting strategies which schools are using to raise achievement across all ethnic groups.

"Strong backing from parents, families and communities is clearly crucial - and we know that ethnic minority families give the highest possible priority to raising standards of education.

"I hope that the Government's new guidelines on community use of schools, to be published later this year, will encourage the kind of cooperation between schools and their local ethnic minority community which will raise educational standards.

"While there is some excellent practice, the three reports also demonstrate that there is still much to be done. Good practice is far from universal. Many schools fail to take issues of ethnic minority achievement seriously enough and don't do enough to monitor the impact of their policies on different groups, and many schools do not give a high enough priority to ensuring that children appreciate the values of our multi-cultural society."

He said:

"Headteachers have a pivotal role to play in bringing about change where children do suffer disadvantage. We hope the discussions today will bring us a step closer to ensuring that ethnic minority pupils have a change to succeed and contribute fully to society.

NOTES TO EDITORS:

1. The conferences - the first in London today and the second in Manchester on 19 March - allow headteachers to disseminate and share good practice on how best to raise the achievement of ethnic minority pupils. They will draw on three reports:

- *Making the Difference: Teaching and Learning Strategies in Successful Multi-Ethnic Schools*, undertaken on behalf of the DfEE by Professor Jill Bourne and Dr Maud Blair of the Open University;

- the Runnymede Trust Report, *Improving Practice: A Whole School Approach to Raising the Achievement of African Caribbean Youth*, undertaken by Dr Debbie Weeks and Dr Cecile Wright, of Nottingham Trent University;

- the forthcoming Ofsted report, *Raising the Attainment of Minority Ethnic Pupils: School and LEA Responses.*

2. Education and Employment Secretary David Blunkett gave his initial reaction to the Stephen Lawrence Inquiry Report on 24 February - PN 90/99. He announced the Ethnic Minority Achievement Grant on 12 November 1998 - PN 527/98.

3. A list of the final allocations for the Ethnic Minority Achievement Grant for 1999-2000 is attached.

PRESS ENQUIRIES:	**Simon Pritchett**	**0171 925 6048**
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SECTION 11 GRANT: Budgetary provision for
each LEA for 1998-99 and 1999-00
All projects   31,677,752

Local Education Authority	1998/99 (actual)			1999/00 (proposed) - Centre 60 & band 5 - rounded to nearest band				
	Budget allocation	Minimum expenditure	% Central Government contribution	Budget allocation	Minimum expenditure	% Central Government contribution	LEA match funding difference	Minimum expenditure difference
Barking & Dagenham	331,237	662,472	50.000	331,237	662,475	50	3	3
Barnet	875,467	1,429,666	61.236	875,468	1,459,113	60	29,445	29,447
Bath And Ne Somerset	18,781	37,562	50.000	18,781	37,563	50	0	0
Bedfordshire	662,112	993,167	-66.667	662,113	-1,018,635	-65	-25,466	-25,467
Bexley	116,858	175,286	66.667	116,858	179,781	65	4,495	4,495
Birmingham	3,840,222	6,026,125	63.726	3,840,228	5,908,043	65	-118,088	-118,082
Blackburn-With-Darwen	1,310,077	2,106,826	62.182	1,310,079	2,183,465	60	76,637	76,639
Bolton	609,733	954,886	63.854	609,734	938,052	65	-16,835	-16,834
Bournemouth	8,118	16,236	50.000	8,118	16,236	50	0	0
Bracknell Forest	5,252	10,859	48.362	5,252	10,504	50	-356	-356
Bradford	3,807,852	7,615,704	50.000	3,807,858	7,615,715	50	6	11
Brent	1,422,540	2,317,286	61.388	1,422,542	2,370,904	60	53,616	53,618
Brighton & Hove	123,635	247,273	49.999	123,635	247,270	50	-3	-3
Bristol	528,764	1,057,528	50.000	528,765	1,057,529	50	0	2
Bromley	25,581	51,159	50.002	25,581	51,161	50	2	2
Buckinghamshire	877,189	1,548,494	56.648	877,190	1,594,891	55	46,396	46,397
Bury	316,758	475,137	66.667	316,758	487,320	65	12,183	12,184
Calderdale	747,984	1,121,975	66.667	747,985	1,150,746	65	28,769	28,770
Cambridgeshire	299,903	449,855	66.667	299,904	461,390	65	11,535	11,535
Camden	1,465,948	2,931,544	50.006	1,465,950	2,931,900	50	353	355
Coventry	2,085,610	3,185,450	65.473	2,085,613	3,208,635	65	23,182	23,185
Croydon	1,219,351	2,081,280	58.587	1,219,353	2,032,254	60	-49,028	-49,026
Darlington	74,519	111,779	66.667	74,519	114,645	65	2,866	2,866
Derby	1,074,484	1,681,619	63.896	1,074,485	1,653,054	65	-28,566	-28,564
Derbyshire	57,744	90,371	63.896	57,744	88,836	65	-1,535	-1,535
Devon	11,438	17,157	66.667	11,438	17,597	65	440	440
Doncaster	90,915	136,373	66.667	90,915	139,870	65	3,497	3,497
Dorset	8,118	16,236	50.000	8,118	16,236	50	0	0
Dudley	839,860	1,679,719	50.000	839,862	1,679,723	50	3	5
Durham	49,679	74,519	66.667	49,679	76,429	65	1,911	1,911
Ealing	1,474,599	2,949,191	50.000	1,474,601	2,949,203	50	10	12
East Riding Of Yorkshire	6,552	9,828	66.667	6,552	10,080	65	252	252
East Sussex	74,605	149,209	50.000	74,605	149,209	50	0	0
Enfield	1,376,159	2,324,852	59.193	1,376,161	2,293,602	60	-31,252	-31,250
Essex	5,329	10,658	50.000	5,329	10,658	50	0	0
Gateshead	27,202	54,403	50.001	27,202	54,404	50	1	1
Gloucestershire	214,266	330,497	64.832	214,267	329,641	65	-856	-856
Greenwich	891,807	1,783,614	50.000	891,808	1,783,616	50	1	3
Hackney	2,364,569	4,322,925	54.698	2,364,572	4,299,222	55	-23,707	-23,703
Hammersmith & Fulham	470,439	940,878	50.000	470,440	940,880	50	0	1

Local Education Authority	1998/99 (actual)			1999/00 (proposed) - Centre 60 & band 5 - rounded to nearest band				
	Budget allocation	Minimum expenditure	% Central Government contribution	Budget allocation	Minimum expenditure	% Central Government contribution	LEA match funding difference	Minimum expenditure difference
Hampshire	115,131	172,696	66.667	115,131	177,125	65	4,429	4,429
Haringey	2,169,072	3,386,834	64.044	2,169,075	3,337,039	65	-49,799	-49,796
Harrow	561,437	861,156	65.196	561,438	863,751	65	2,594	2,595
Hartlepool	15,093	22,640	66.667	15,094	23,221	65	581	581
Havering	37,820	74,816	50.551	37,820	75,640	50	824	825
Hertfordshire	1,476,932	2,237,780	66.000	1,476,934	2,272,207	65	34,424	34,426
Hillingdon	329,404	551,300	59.750	329,404	549,007	60	-2,294	-2,293
Hounslow	1,097,523	1,865,841	58.822	1,097,524	1,829,207	60	-36,636	-36,634
Hull	27,049	40,574	66.667	27,049	41,614	65	1,040	1,040
Islington	1,264,586	2,465,917	51.283	1,264,588	2,529,175	50	63,256	63,258
Kensington & Chelsea	765,378	1,148,067	66.667	765,379	1,177,506	65	29,438	29,439
Kent	912,078	1,900,809	47.984	912,080	1,824,159	50	-76,651	-76,650
Kingston	133,433	221,879	60.138	133,434	222,389	60	510	510
Kirklees	2,076,413	4,152,827	50.000	2,076,417	4,152,833	50	3	6
Lambeth	1,718,025	3,436,047	50.000	1,718,028	3,436,055	50	6	8
Lancashire	2,480,732	4,038,529	61.427	2,480,736	4,134,560	60	96,027	96,031
Leeds	770,987	1,168,184	65.999	770,989	1,186,136	65	17,951	17,952
Leicester	2,115,747	3,196,884	66.182	2,115,751	3,255,001	65	58,114	58,117
Leicestershire	412,571	621,442	66.389	412,572	634,726	65	13,283	13,284
Lewisham	1,105,779	2,211,559	50.000	1,105,780	2,211,561	50	0	2
Lincolnshire	74,819	122,055	61.300	74,820	124,699	60	2,645	2,645
Liverpool	244,207	428,858	56.944	244,208	444,014	55	15,156	15,157
Luton	1,439,782	2,162,603	66.576	1,439,784	2,215,052	65	52,447	52,449
Manchester	1,942,293	2,969,662	65.405	1,942,296	2,988,148	65	18,483	18,486
Medway	228,160	475,723	47.961	228,160	456,320	50	-19,403	-19,403
Merton	522,531	825,961	63.263	522,532	803,895	65	-22,066	-22,065
Middlesbrough	275,464	442,697	62.224	275,464	459,107	60	16,409	16,409
Milton Keynes	211,509	371,548	56.927	211,509	384,562	55	13,015	13,015
Newcastle	252,106	504,210	50.000	252,106	504,213	50	2	3
Newham	137,187	364,717	37.615	137,187	342,968	40	-21,749	-21,749
Norfolk	158,962	317,925	50.000	158,963	317,925	50	0	0
North East Lincolnshire	28,259	42,389	66.667	28,259	43,476	65	1,087	1,087
North Lincolnshire	182,729	274,093	66.667	182,729	281,121	65	7,028	7,028
North Somerset	4,334	8,668	50.000	4,334	8,668	50	0	0
North Tyneside	101,077	151,616	66.667	101,077	155,504	65	3,888	3,888
North Yorkshire	15,859	23,788	66.667	15,859	24,398	65	610	610
Northamptonshire	502,537	833,794	60.271	502,537	837,562	60	3,768	3,769
Nottingham City	1,193,876	1,999,411	59.711	1,193,878	1,989,797	60	-9,616	-9,615
Nottinghamshire	99,262	168,398	58.945	99,262	165,437	60	-2,961	-2,961
Oldham	1,574,992	2,410,715	65.333	1,574,994	2,423,068	65	12,350	12,353
Oxfordshire	448,932	673,397	66.667	448,932	690,665	65	17,267	17,268
Peterborough	655,402	1,016,059	64.504	655,403	1,008,312	65	-7,747	-7,746
Plymouth	54,195	108,390	50.000	54,195	108,390	50	0	0
Poole	8,118	16,236	50.000	8,118	16,236	50	0	0
Portsmouth	141,369	212,054	66.667	141,369	217,491	65	5,437	5,437
Reading	240,487	495,680	48.517	240,487	480,975	50	-14,706	-14,705
Redbridge	1,080,991	1,905,690	56.724	1,080,993	1,965,442	55	59,750	59,751
Redcar & Cleveland	29,783	44,674	66.667	29,783	45,820	65	1,146	1,146

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Local Education Authority	1998/99 (actual)			1999/00 (proposed) - Centre 60 & band 5 - rounded to nearest band				
	Budget allocation	Minimum expenditure	% Central Government contribution	Budget allocation	Minimum expenditure	% Central Government contribution	LEA match funding difference	Minimum expenditure difference
Richmond	49,910	74,865	66.667	49,910	76,785	65	1,920	1,920
Rochdale	968,955	1,460,921	66.325	968,957	1,490,703	65	29,781	29,782
Rotherham	314,172	628,345	50.000	314,172	628,345	50	-0	-0
Salford	47,366	94,732	50.000	47,366	94,732	50	0	0
Sandwell	165,844	331,689	50.000	165,845	331,689	50	0	0
Sheffield	1,216,056	1,919,206	63.362	1,216,058	1,870,859	65	-48,349	-48,347
Shropshire	13,055	27,903	46.787	13,055	29,011	45	1,108	1,108
Slough	542,263	1,092,731	49.625	542,263	1,084,527	50	-8,205	-8,204
Somerset	47,177	94,352	50.001	47,177	94,353	50	1	1
South Gloucestershire	11,558	23,115	50.000	11,558	23,115	50	0	0
South Tyneside	104,442	208,884	50.000	104,442	208,885	50	0	0
Southampton	314,104	471,156	66.667	314,104	483,237	65	12,081	12,082
Southwark	715,908	1,439,468	49.734	715,909	1,431,818	50	-7,651	-7,650
St Helens	13,671	27,342	50.002	13,671	27,343	50	1	1
Staffordshire	286,524	455,234	62.940	286,525	440,807	65	-14,428	-14,427
Stockport	74,680	112,020	66.667	74,680	114,892	65	2,872	2,872
Stockton	118,783	197,948	60.007	118,783	197,972	60	24	24
Stoke-On-Trent	431,582	685,704	62.940	431,582	663,973	65	-21,732	-21,731
Suffolk	232,615	355,248	65.479	232,615	357,869	65	2,621	2,621
Sunderland	83,763	125,645	66.667	83,764	128,867	65	3,222	3,222
Surrey	263,717	395,575	66.667	263,717	405,719	65	10,143	10,144
Sutton	75,673	151,345	50.000	75,673	151,345	50	0	0
Swindon	70,600	105,901	66.667	70,601	108,616	65	2,715	2,716
Tameside	345,737	518,606	66.667	345,738	531,905	65	13,298	13,298
Telford & Wrekin	84,369	180,325	46.787	84,369	187,487	45	7,162	7,162
Thurrock	25,573	51,146	50.000	25,573	51,146	50	0	0
Tower Hamlets	5,322,894	8,031,970	66.271	5,322,902	8,189,080	65	157,103	157,111
Trafford	273,735	436,525	62.708	273,735	421,131	65	-15,395	-15,394
Wakefield	237,144	474,286	50.000	237,144	474,288	50	1	2
Walsall	1,177,270	1,963,407	59.961	1,177,272	1,962,120	60	-1,288	-1,287
Waltham Forest	1,335,170	2,002,755	66.667	1,335,172	2,054,111	65	51,354	51,356
Wandsworth	1,243,369	1,901,191	65.399	1,243,371	1,912,879	65	11,686	11,688
Warrington	72,076	108,114	66.667	72,076	110,886	65	2,772	2,772
Warwickshire	824,125	1,494,303	55.151	824,126	1,498,412	55	4,107	4,108
West Berkshire	5,937	12,276	48.362	5,937	11,874	50	-402	-402
West Sussex	202,948	304,422	66.667	202,948	312,228	65	7,806	7,806
Westminster	1,398,498	2,155,300	64.886	1,398,500	2,151,538	65	-3,764	-3,762
Wigan	60,751	121,502	50.000	60,751	121,503	50	0	0
Wiltshire	45,328	67,992	66.667	45,328	69,736	65	1,743	1,743
Windsor & Maidenhead	133,178	205,940	64.668	133,178	204,889	65	-1,051	-1,051
Wokingham	13,810	24,661	55.999	13,810	25,109	55	448	448
Wolverhampton	1,249,346	2,498,689	50.000	1,249,348	2,498,696	50	5	7
Worcestershire	187,049	374,100	50.000	187,050	374,099	50	-0	-0
York	31,238	46,857	66.667	31,238	48,058	65	1,201	1,202
Grant Total	81,677,629	138,780,086	59	81,677,752	139,323,304	58	543,094	543,217
Central Holdback	0			250,000				
Sum paid direct to a CTC	0			24,248				
Total	81,677,629	138,780,086		81,952,000				

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17: Ethnic Minority and Traveller Achievement Grant

Objectives

B17.1   To support activity specifically designed to improve the attainment of minority ethnic, Traveller and refugee pupils. In particular:

a.   to raise standards of achievement for those minority ethnic groups who are particularly at risk of under-achieving;

b.   to meet the particular needs of pupils for whom English is an additional language (EAL);

c.   to secure improved access to education, more regular school attendance and higher levels of attainment for Traveller children; and

d.   to meet the particular needs of refugee children.

Expenditure to be supported in 2000-2001

£162.5 million.

The current level of adult education provision will be funded separately and is not part of this grant.

Rate of grant

58%.

Number of LEAs to be supported

All LEAs.

Basis of allocations

B17.2   Most of the grant will be allocated by a formula based on the number of EAL and minority ethnic pupils and the number of pupils within the LEA eligible for free school meals (FSM), with a guarantee that the overall cash value of each LEA's allocation will be no less than in 1999-2000.

In addition, the grant will include an element for 'Travellers and displaced persons' which mirrors individual authorities' existing allocations.

Eligible expenditure

B17.3   The Ethnic Minority and Traveller Achievement Grant will support the following items of eligible expenditure:

a.   Gross salaries, employers' national insurance and employers' superannuation contributions of employing:

i)   teachers, classroom assistants, nursery staff, and specialist education welfare officers (including bilingual assistants) whose role is to meet the particular needs of EAL pupils (including English language support and home-school liaison), and to raise standards of achievement of minority ethnic pupils (e.g. African-Caribbean pupils) and Travellers particularly at risk of under-achieving; and

ii)   qualified teaching staff employed by the LEA to fulfil its central strategic role of providing specific support and advice to schools in making provision for the purposes of the grant, including accountability; in-service training, peripatetic support to schools; and monitoring and intervention

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if necessary.

b.   <u>Costs of appropriate teaching materials</u> required for the purposes of the grant, including computer software but excluding computer hardware.

c.   <u>Training costs for teachers, other professionals and classroom assistants, including training fees; travel and subsistence for attendance at training courses; supply cover; and training materials</u> to enable:

i)   specialist teachers and other staff employed under this grant to develop their expertise;

ii)   mainstream, class and subject teachers, classroom assistants and nursery staff, to provide for linguistic diversity and strategies to raise minority ethnic pupil attainment; and

iii)   specialist and mainstream teachers and other professionals (e.g. educational psychologists), to recognise and support the needs of refugee children.

d.   <u>Costs specifically related to the education of Travellers</u>

i)   transport costs for peripatetic project staff; pupil transport costs and uniform grants; boarding grants for highly mobile children; and support for mobile provision, outreach services, counselling and guidance on educational and career opportunities.

e.   <u>Costs specifically related to the education of refugees</u>

i)   refugee support work directly related to enhanced pupil attainment.

B17.4   For the purpose of this grant, schools include maintained schools, from nursery through to secondary (including special schools), and pupil referral units. LEAs will need to include within their submission provision intended to support former grant maintained schools where appropriate.

For the purpose of this grant the term "Travellers" refers to those identifiable groups traditionally associated with a nomadic lifestyle and should be taken to include Travellers settled in housing within the preceding two years.

Devolution to schools and other proposed requirements of grant

B17.5   Authorities should allocate the grant on a fair and transparent basis which takes account of the objectives outlined on page 1.

Authorities should first identify their planned expenditure from within the grant on Traveller education. Funds for this purpose may be held-back but should be devolved if there are sufficient numbers of Traveller pupils in any one school.

Of the remaining grant, authorities are required to devolve all decisions on expenditure to schools except 15 % of the allocation or £150,000 whichever is the greater. Above the £150,000 figure, funds may be held back only if they are used for the purposes of a(ii) and e above. All other funds should be devolved to schools.

B17.6   <u>In order to qualify for grant schools should</u>:

• monitor achievement of minority ethnic <u>groups</u>; set clear targets and outcome measures agreed with the LEA, consistent with LEA wide targets; and include within their school development plan policies for: raising the achievement of minority ethnic pupils who are at risk of under-achievement; making provision for pupils for whom English is an additional language; and supporting the educational attainment of Travellers and Refugee pupils;

• appoint and manage teachers and other staff funded by this grant or buy back an LEA's service. In either case, posts must be deployed effectively for purposes directly related to the objectives of the grant. Such posts must not be used for supply cover or to carry out general

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teaching duties. All teaching staff employed under this grant should have at least one year's teaching experience and a minimum level of relevant experience, qualifications or training;

- ensure the continuing professional development of staff employed under the grant; and ensure that other teachers undertake appropriate professional development to enable them to meet effectively the particular needs of minority ethnic pupils. Also to arrange for EAL teachers, who have not already done so, to receive training in the National Literacy Strategy; and

- provide the LEA with information required to monitor the use of the grant.

B17.7 <u>LEAs will be expected, in particular, to:</u>

- keep under review the attainment and performance of all ethnic groups, including EAL pupils;

- support schools in the development and implementation of their policies in relation to the grant; and in setting targets which feed into the LEA's targets and its Education Development Plan. Disseminate best practice reflecting innovation and successful provision in the Authority and elsewhere;

- in partnership with the LEA Inspectorate and Advisory Service, as appropriate, monitor progress and provide schools with regular reports about how minority ethnic groups are achieving in relation to the LEA's targets;

- support schools in providing continuing professional development for staff supported by this grant; and ensure that mainstream staff have access to in-service training, in relation to equal opportunities, linguistic diversity; and to implement strategies to raise minority ethnic pupils' attainment;

- satisfy themselves that EAL teachers supported by this grant have received training in the National Literacy Strategy;

- make provision, as appropriate, to secure improved access, attendance and educational achievement for Travellers;

- support schools in providing for the on-going education of refugee pupils and co-ordinate support services across the LEA to meet exceptional needs;

- put in place effective arrangements for co-ordinating other relevant LEA services and initiatives designed to meet the particular needs of minority ethnic pupils.

B17.8 The purposes for which this grant is used must be reflected in the authority's Education Development Plan which should, in turn, articulate the links between this work and the implementation of the National Literacy Strategy.

LEAs which received an allocation in 1999-2000 for Travellers should at least maintain the same level of provision in 2000-01, if it is warranted by identified need.

Wherever possible schools should seek to form relationships of mutual benefit with supplementary schools and other providers to address locally identified priorities.

B17.9 **All plans must include proposals drawn up in partnership with one or more schools specifically to introduce innovative approaches to addressing locally identified priorities. The Government is particularly keen for schools and LEAs to use the extra money this year to develop new and effective approaches to support Black-Caribbean children in the transition from key stages 2 to 3; to develop new and effective approaches to EAL teaching at key stage 1; and to improve the attainment of Traveller pupils at key stages 3 and 4.**

Virement flexibility

B17.10 LEAs may vire up to 20% of retained grant into any other virable grant within the Social Inclusion category.

Schools may vire up 20% of their devolved allocation into Grant 1: School Improvement.

Information to be provided by the LEA

B17.11 LEAs will need to submit an action plan on the proforma attached at Annex A. These plans will need to be agreed with School Inclusion Division. Each LEA will need to complete the proforma if acting on its own, or as the lead Authority in a consortium. In the latter case only one action plan will be required.

B17.12 LEAs must consult schools and the local minority ethnic and Traveller community groups (including supplementary schools), about drawing up or updating their action plan, as appropriate, including determining the LEA's allocation formula where none existed in 1999-2000 or the LEA proposes to make an alteration.

Monitoring and evaluation

B17.13 LEAs will be expected to provide annual returns setting out progress towards targets. They will be expected to keep records of:

a.   the deployment of staff within schools and by the LEA;

b.   outcomes against targets, including the number of pupils receiving targeted support and the achievement of different minority ethnic groups compared with the targets set; and

c.   professional development undertaken broken down by staff supported by the grant and others.

The grant will also be subject to independent evaluation with which schools and LEAs would need to co-operate. Information provided about the achievement of different ethnic groups may also be used for research purposes.

Duration of grant

B17.14 The current level of the grant is expected to be maintained in 2001-02.

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Appendix B

Content   : pp 1-5   a historical guide to the key events in
the development of Section 11 with related
events/publications highlighted.

The purpose of this appendix is to give the reader a quick overview of key
events from 1965 to the present day related to Section 11 and 'race' equality in
education.

HISTORY OF SECTION 11 FUNDING AND RELATED EVENTS

1965   Race Relations Act.
White Paper "Immigration from the Commonwealth".

1966   **Local Government Act**
Section 11 of the Government Act provides that:
"Subject to the provisions of this section the Secretary of State may pay, to local authorities who in his opinion, are required to make special provision in the exercise of any of their functions in consequence of the presence within their areas of substantial numbers of immigrants from the Commonwealth whose language or customs differ from those of the community, grants of such amounts as he may with the consent of the Treasurer determine on account of expenditure of such descriptions (being expenditure in respect of the employment of staff) as he may so determine".

1967   **Home Office Circular 15/1967**

1.   Government funding for LA's with 2% or over Commonwealth immigrants.
2.   50% of salaries for posts representing this "special provision" under Section 11.
3.   No explicit requirements – grant allocated on basis of numbers.
4.   46 Local Authorities eligible.

1967   Commonwealth Immigration Act.
Race Relations Act.
Urban Programme announced.

1967   S.11 grant increased to 75% of salaries.

1972   Local authority must apply for the grant stating need warranting "special provision". No details required of usage or postholders.

1973   DES Form 7i discontinued.

1976   Race Relations Act.

1979   Ethnic Minority Grant Bill fails.

1979/80	Statistics, details of postholders and usage requested.

1981   Home Affairs Committee Report on Racial Disadvantage. Insists on identification of postholders.

1981   Brixton 'riots'.
Scarman Report.
Rampton Report.

1982   New Home Office Circular 97/1982 guidelines for Section 11 funding established.

1.   3 yearly review of posts.
2.   Post must meet needs that are different in kind from or are the same as but proportionally greater than those of the rest of the population.
3.   Local Authorities advised to consult CRC about needs.
4.   Local Authorities asked in general to monitor effectiveness of posts.
5.   Home Office would make occasional checks.
6.   Posts must be identifiable.

1983   Home Office circular 94/1983.

1985   Brixton and Handsworth 'riots'.

1985: SWANN REPORT-KEY PUBLICATION

Freeze on new applications.

1986   Press attack on Brent's DPRE.

Further guidelines Home Office Circular 72/1986.

For the purposes of this circular. "Commonwealth Immigrant" include all those born in another country of the Commonwealth (or Pakistan before it left the Commonwealth in 1972) however long they have been resident in the U.K. and their immediate descendants.

Other main points in Guidelines for Local Authorities:

1.   Identify postholders – location of post.

2.   Not less than 20% of time on Section 11 work.

3. Post holders must meet needs of 100% of time for which grant is claimed.

4. Needs must be stated and show how identified.

5. Objectives must be set for first two years of post.

6. Objectives set to be evaluated (output measures).

7. Consultation with a cross section of the community.

8. Value for money.

9. Post holders must have job description which explicitly links activities of post to the needs.

10. Local Authorities should have a general strategy to meet needs of communities and their duties under section 71 of the 1976 Race Relation Act, plus an analysis of needs and a policy.

11. Implications that some objectives may be achieved over a shorter time than others.

12. Home office to monitor "the contribution the post can make to overall Local Authority Policy".

13. A rolling programme of inspection of Local Authorities' Section 11 provision,

1988   **Lane Report on Brent**

1988   "Scrutiny Review of Section 11 provision in a number of Authorities by the Home Office " having regard to efficiency and effectiveness to report on and make recommendations about.... 'preferred system' and 'clear objectives' for monitoring efficiency and effectiveness.

1989   Report with minister. Suggestions of cash limits and also rejection of new posts mentioning 'withdrawal'. Section 11 a 'mandatory exception' under L.M.S. funding – retained centrally by L.E.A. and staff distributed according to need.
        Nationally – Macdonald Report. (focus – school policies)

1990/91   Home Office Circular 78/1990 New guidelines published for Local
           Authorities' applications for further Section 11 funding. All existing
           posts discontinued from 31st March 1992. New bids made by May 1991
           in line with the new criteria outlined in the guidelines.

    1.   A project approach – all posts must fit into projects which will be time
           limited – usually 3 years. For language projects approval may be
           granted in the first instance for 5 years.

    2.   Projects must be needs led. It must be established that there is a
           specific need amongst the target group which is different from or the
           same as but greater than the rest of the population. This necessitated
           the collection of statistics to prove need.

    3.   The monitoring of the effectiveness of the project is even more
           stringent. Targets have to be set which are "achievable and
           measurable" and evidence has to be provided to show this. Local
           Authorities will also be required to monitor the performance of ethnic
           minority pupils in the schools against National Curriculum attainment
           targets, SATs etc.

1992   April. **New 3 – 5 Year S.11 projects start.**

           Nov. LA's notified of proposed reduction... the level of financial
           support which the Government is able to provide by means of Section
           11 grant crucially depends upon the economic circumstances of the
           country. The general economic situation has changed markedly since
           Local Authorities were invited, in October 1990, to apply afresh for all
           Section 11 funding with effect from 1st April 1992.... The Government,
           with much regret, can no longer afford to provide, throughout the 3
           year period, the level of financial help to local authorities.... Which the
           Home Secretary had earlier planned to provide by means of the
           Section 11 grant.
           The Home Office indicates that based "on current best estimates" the
           rate of grant was likely to be as follows:

           Present to March 1994   75% (no change)
           April 1994 to March 1995   57%
           April 1995 to March 1996   50%

1993   (Sept) Neil Gerard's private member's bill passed.
           Introduction of the 1993 Local Government Amendment Act.
           (Dec) Announcement of introduction of SRB.

1994   (April) Reduction of grants to between 49% - 54%.
              (April) Introduction of SRB for Urban areas.

1995-97   On going "roll over" of projects on annual basis.
              ESG/GEST initiatives focus on pupils with EAL.

1997   (Dec) Home Secretary announcement that a study of how future work
              in this area to be commissioned – co-ordinated jointly by DfEE and
              Home Office.
              (8 regional consultation meetings arranged around country)
              Approximately 800 written responses from interest groups
              (ranging from LEA, community organisations, teachers unions, teachers
              associations - especially NUT; NAHT; NALDIC; NASSEA) with a
              particular interest.

1998   (Nov.) DfEE issued circular to CEO's/Chief Executives (dated
              12/11/98 – entitled ' The Funding of Additional Support provided for
              members of ethnic minorities – future provision for education
              purposes' detailing Section 11 (Education) Projects to be administered
              by the DfEE under the Standards Fund as the Ethnic Minority
              Achievement Grant from 1999 - 2002 in the first instance.
              DfEE/OFSTED publications ('Making the Difference'/ 'Raising the
              Achievement of Ethnic Minority Pupils')

1999   (April) EMAG begins: Macpherson Report

2000   Curriculum 2000   Citizenship   Values Statements

              CRE publication : 'Learning for All' (standards for 'race' equality in
                                                                        schools)

              UK Human Rights Act becomes law.

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Appendix C

Content :pp 1-26 : The content and report findings of the survey and Questionnaire to the quality of Section 11 provision in Old Shire LEA (Autumn 1995). Coding information for the judgements used in the Survey Report.

:pp 27-36 : The Questionnaire format used in the survey report.

The purpose of this appendix is to give the reader the full content of the report (a summary of the main findings and recommendations are in Chapter 6) and the research instruments used (i.e. the survey questionnaire and lesson observation/school criteria for good practice)

Appendix C - The Survey (Autumn 1995) context and report

CONTEXT

The survey focused on three School Projects (Bedford, Inner Luton and Outer Luton) and the associated peripatetic provision in Bedford and Luton. The projects are now in their fourth year, having started in April 1992. The resources for the projects are currently funded 50% by the Home Office and 50 % by the LEA with the total budget for schools projects being just over £4 million in 1995/6. The additional provision is significant, with 205.6 full time equivalent (FTE) teaching and non teaching posts. The vast majority of these posts (all but 17.9 FTE) are based in schools, although the staff are employed direct by the LEA. The key purpose of Section 11 funding is the removal of barriers to equality of educational opportunity for ethnic minority pupils. The Project's vision is designed to give pupils whose mother tongue is not English a command of the language which is equal to that of children whose mother tongue is English and to help school-age children from ethnic minorities achieve at the same level as pupils generally in all areas of the curriculum.

The environment in which the projects have operated has been unstable. They have operated under three different management structures in four years.

[the coding for the judgements made in this report are detailed below :

*(x) = evidence from the lesson observations (detailed in Chapter 5)

*(y) = evidence from the survey questionnaire returns and discussions with headteachers and school staff during the Autumn term 1995 visits

*(z) = evidence from the 'stem' questions interviews in the summer term 1996]

There has been constant uncertainty about funding and the retention of staff, with the Home Office scaling down its expected proportion of the budget it is prepared to meet to the current 50%. At the same time pressure on the LEA's budget has increased and threatening the scope and even the principle of the provision.

During the life of the current projects, schools have been overwhelmed by innovation including local management of schools, the implementation of the National Curriculum and Ofsted inspections, with the consequence that the needs of pupils with English as an additional language have had to jostle with many other pressing issues for priority.

While provision has remained static, the number of pupils with English as additional language has risen sharply during the life of the projects. Most recent monitoring figures show that there is an increase in need of 70% in the New Unitary LEA and 55% in the New Shires LEA compared with the 1991 figures on which current provision was based. The needs will continue to increase during the life of the present projects as, demographically, the majority of the additional pupils will be in the primary phase. Schools feel themselves to be under intense pressure in finding the resources to meet the additional needs and create more equal opportunity for pupils with English as an additional language.

The focus of the current projects is narrower than for activity funded under Section 11 before 1992. Home Office criteria for current funding centre on the development of language skills with a view to providing access to the curriculum. There has been a need for a process of adaptation both in schools and in the project teams to this narrower focus.

THE QUALITY OF LEARNING AND PROGRESS MADE BY PUPILS

The survey team observed Section 11 staff (both school based and peripatetic) at work in work in 27 schools across the age range from nursery to upper schools. In a substantial majority of the lessons observed it was apparent that pupils with English as an additional language achieve higher standards and make more progress as a result of the support they receive.*(x)

The progress made by pupils is measured by the advances they make through the stages used as a basis for Home Office monitoring. This runs in six steps from *Beginning* through 4 intermediate stages to *Fluent.* Progress is often quite rapid as pupils move from Beginner to Stages 1 and 2 but then slows as the advances required to meet the higher levels moving towards fluency are much more demanding. Progress is also apparent in the advances many pupils with English as an additional language make towards meeting the standards required by the National Curriculum through the standards achieved by pupils in the earlier stages of language acquisition are commonly below the national expectation for their age.*(x)

Pupils at the earlier stages of development are understandably perceived as having the higher levels of need and receive the most support. This raises two issues: (i) the adequacy of current provision to meet the full range of need associated with English as an additional language and (ii) the extent of the awareness of class teachers and support staff to the language needs of those who are at the higher stages but still not fully fluent and who could still benefit from carefully targeted support to ensure full access to the curriculum and the attainment of the standards of which they are capable.

One of the strengths of the support is in bringing pupils who arrive in school with little or no English up to a level of competence where they gain confidence, can function in English and are able to cope with the educational and social demands of school life.*(x) *(y)

In some schools there is effective work which, encourages pupils to work and learn together or uses the skills of more advanced pupils to assist those with greater needs. One example is the paired reading schemes found in some secondary schools. These are effective in raising both standards and self esteem. Whole school silent reading opportunities adopted by some schools for a short period during the day can also beneficial.

The attitude of pupils receiving support is usually good.*(x) There is often an obvious willingness to learn, particularly in the primary phase. It is relatively rare to find uncooperative pupils in an environment where they are receiving support. Pupils' desire to learn is not always matched by flexible, creative and vigorous teaching.

There are short comings in the progress pupils make and the learning skills they acquire.

In some observations pupils were making slow progress in developing their language skills because the demands made upon them were too low. In particular there is often little opportunity for pupils to express themselves at length even as they get older.

OFSTED inspection reports indicate that the progress made by pupils receiving Section 11 support is appropriate overall although there are some examples where progress is impeded by poorly focused support.

Long term absence from school for visits overseas causes teachers much concern. While teachers recognise that such experiences are of value to pupils, long absences are seen as a major reason for the failure of some pupils to progress as quickly as they should. During these absences there is often significant regression in English language skills. Some schools encourage pupils to take an educational pack with them, which, if used, can make a modest contribution to maintaining English language skills. It is frequently the case that long absences are not known about in advance so even this modest provision cannot be made.

THE QUALITY OF TEACHING AND CLASSROOM SUPPORT

There are variations in the quality of teaching and non-teaching support. In a substantial majority of lessons observed the quality of support was sound or better*(x), making a positive contribution to pupils' development and access to the curriculum. Some teaching is of very high quality: sharply focused, carefully matched to pupils' needs and producing a good response from pupils who learn readily and with enjoyment. There is also support which is of limited value*(x), in which objectives are unclear and the possibilities for language development are not well exploited. This range of quality is found in all phases and also within some schools where very effective work co-exists with support which is much less so. That

most effective teaching is often found in schools which have devoted considerable time and effort to, and included all staff in English as an additional language and where staff generally have a high awareness of the importance in all areas of the curriculum.

Additional staffing provided through Section 11 funding is typically targeted on pupils in the earlier stages of English language acquisition.

In many schools staffing resources are insufficient to address fully the higher language needs of pupils as they move from the earlier stages of English language acquisition. Many schools reported that they felt unable to target scarce resources beyond Stage 2*(x) *(y). This emphasises the importance of the class teacher who may be in contact with pupils for whom English is an additional language for nearly all week without a support teacher present. There is limited evidence that Section 11 co-ordinators and support staff are consciously promoting higher language skills, though some schools are addressing this in current development plans and it is a feature of some policy documents*(y).

Responses to the questionnaire indicate that schools plan a wide range of teaching responses for EAL pupils. The mode used is dependant to a degree on the language skills of the pupils concerned. In-class support was reported as the dominant approach in many schools although pupils at the earlier stages are frequently withdrawn from mainstream class activities for relatively short periods during the day for intensive language work. Some schools do virtually no withdrawal work, while other argue that it can be an efficient way of targeting scarce resources. There is evidence that some Section 11 staff prefer working with small withdrawal groups to giving support in mainstream classes and that some class teachers prefer withdrawal to in-class support. These factors indicate a need for methods to be adopted not out of personal teacher preference but because they are effective and fit for purpose. Schools should use, as most do, a range of approaches to meet the needs of their pupils.

FEATURES OF EFFECTIVE SUPPORT

Where support is strong it is marked by a high emphasis on language and vocabulary as an aid to concept formation*(x) *(Y) *(z). Support teachers and non-teaching assistants are clear about the objectives of the lesson, have ready access to lesson plans, have a good knowledge of curriculum materials and are able to respond to pupils' needs flexibly and inventively.

A significant amount of the support observed in the survey was with small withdrawal groups - sometimes outside the classroom sometimes within it. There were wide variations in the quality of such work. Good examples of well paced small group work which, related directly to work being done by the remainder of the class, were seen where the support teacher was effective in generating interest and language development by encouraging pupils to be creative and draw on each others ideas, for example to develop story lines from pictures and speculate about possible outcomes. High quality questioning which helped pupils to think and grasp more complex language structures was a feature of the best examples. Such highly focused withdrawal work plays an important part in the portfolio of teaching methods.

Good examples were observed of class teacher and support teacher working closely together, sometimes exchanging roles. Joint preparation enables both teachers to take part in the initial presentation of a lesson using their particular skills to enhance its overall effectiveness. In those schools which have give attention to developing partnership teaching there is a culture which enables staff to share roles and have a greater awareness of the contribution support staff can make. This can raise awareness of class teachers to the language implications of learning activities and offers the Section 11 teacher an opportunity to use skills and subject knowledge across a wider range of language ability. Such flexibility between the class teacher and the support teacher raises the status of the support teacher and also increases the likelihood that the language needs of pupils other than those in the early stages of English acquisition will be given well focused support by both teachers present.

Effective partnership and support is commonly associated with proper attention to joint planning. Some schools have organised staff time to ensure an opportunity for class teachers and support staff to prepare in some detail how best their collaboration might be organised - this is over and above the planning time often spent by year teams in the primary phase. Good quality joint planning helps support staff to become more aware of the language and content of the subject under discussion so that they can be more effective in helping pupils acquire its concepts and structures. It also raises the quality of additional resources that are prepared.

The main ingredient in success is flexibility and a clear awareness of pupils' needs. There is no one mode of deployment which is effective. Flexible deployment and thoughtful use of the support teacher enables work with a smaller group within a class to reinforce the main class activity making it

possible to match activities more closely to pupils' learning needs and language development.

In the better examples of support it is clear that pupils feel comfortable with support staff. There is a positive, good humoured atmosphere characterised by praise and encouragement but also a drive for higher standards which promotes a desire to learn. Support staff are skilled at encouraging less confident pupils to express themselves and talk through the work they are doing.

The work of non-teaching classroom assistants is also effective when it is targeted. Some non-teaching assistants show great insight into the needs of pupils and, under the direction of classroom teachers, they are often skilled at working with small groups and individuals.

Bilingual staff, whether teacher or classroom assistants, play an important part in helping pupils at the early stages of English acquisition. The well judged use of mother tongue can be particularly effective in helping beginners in all phases to progress and in assisting more advanced learners in understanding vocabulary or concepts across the curriculum.

SHORTCOMINGS IN THE QUALITY OF SUPPORT

There were significant shortcomings in the quality of support in a minority of the lessons observed *(x). These shortcomings arose both from the quality of the support work and from the quality of the management in some classrooms in which support staff work. Some of the support teaching seen was lacking in interest and excitement; the approach was pedestrian, offering inadequate challenge to pupils.

Where there are shortcomings support teachers fail to exploit the language possibilities in classroom materials and situations. This is a common failing in classrooms generally but is particularly damaging to pupils for whom English is an additional language. In the primary phase, teachers do not sufficiently encouraging extended talk and are too readily content with single word responses. Even when lessons are apparently going well, teachers may leave little or no space for more extended contributions. Even skilled teachers running enjoyable lessons can restrict opportunities. Teachers can be so driven by their particular agenda that pupils have to

force their way in to express themselves at length and develop their ideas through language. The potential of subjects other than English for language development is not fully exploited. Some teachers fail to seize language development opportunities except in terms of vocabulary. The potential for assisting language development by encouraging pupils to interact with each other is also under-used. Much of the work is one to one and even in groups the interaction is frequently only between teacher and pupil.

While some of the withdrawal and small group work was seen to be effective, some was restricted in its intentions and unenterprising. There is a wide gap between the best small group and the worst in all phases. Printed and picture resources can restrict as well as encourage language development unless teaching is flexible and creative. The relationship between withdrawal work and normal class teaching is quite often unclear and on occasion it was apparent that pupils in a withdrawal group would have learned more if they has stayed with the rest of the class. The opportunities provided by work with small groups are not always grasped sometimes because the support teacher or teaching assistant may not be able to exploit fully the potential of the subject. Sometimes there is too much emphasis on getting to a written task to the detriment of discussion and the development of understanding through speaking. The role of speaking and listening to develop ideas, vocabulary and content knowledge, however simple, is not clearly understood by some support staff.

The deployment of Section 11 support is sometimes inflexible and too readily targeted exclusively on groups of lower achievers within a class. This leads to an over-emphasis on withdrawal methods either within or outside the classroom. Undemanding resources are used with children who are capable of more.

Where Section 11 work has its shortcomings these are not necessarily the responsibility of the support. Ineffective support may result in poorly managed classrooms, where the teacher has given inadequate thought to the range of language needs in the class or how best to use the additional human resource. In such cases, the role of Section 11 is not clearly planned and apparently not purposeful. This occurs when lesson objectives are not shared and support staff have only a limited idea of what is going to happen or find out as they begin work in the lesson. Mainstream teachers may have relatively clear objectives but the support teacher is not part of them.

Inadequate classroom management makes some classrooms unnecessarily noisy environments where effective class support, though desirable, is difficult because pupils cannot hear the subtleties of language adequately. Some classroom accommodation is inherently noisy with hard, echoing surfaces which add to the problem.

A fairly common shortcoming in lessons is lack of adequate planning for clear learning outcomes. This particularly affects the role of support staff who may be unable to exploit the potential of the situation as a consequence of this lack of clarity. Where teachers are clear about what they expect pupils to achieve - differentiated across the range of ability - support is better targeted and more likely to be effective. Vagueness about the role of the support teacher is one of the most persistent reasons for shortcomings. The value of additional support can be dissipated through unclear objectives and lack of effective liaison and interaction.

Lack of effective contact between a class teacher and Section 11 support staff can also lead to missed opportunities in using specialist subject knowledge or the cultural background of staff. Section 11 staff may be frozen out of the teaching process because of lack of contact, no information about the lesson, poor management skills of class teachers or lack of respect for the Section 11 teachers skills. This occurs more frequently in middle and secondary schools but evidence of it can be found in all phases. The development of an active partnership is inhibited in a number of cases by the lack of appreciation by class teachers of the purpose of Section 11 support. Partnership is a two way process and some class teachers do not welcome it. In such close relationships personality plays an important part. More recent entrants to teaching tend to be more flexible about working in pairs and teams.

At times the additional human resource is wasted because there is so little opportunity for the support role. Its is not always apparent that a Section 11 support person is other than a general assistant - an extra pair of hands. This is an unsatisfactory use of human resources resulting from a lack of planning and lack of clarity about the role. In some lessons - more commonly in the middle and secondary sector - where support staff were relatively inactive for significant periods so that their time could have been better spent elsewhere. Some class teachers pay little attention to the extra adult in the room and do not seek ways of including their colleagues in the lesson. Sometimes an intervention from a support person may seem unwelcome when there is little evident rapport between the

adults present. Section 11 support staff are not always in the right place at the right time.

Deployment of the scarce resource needs to be more carefully targeted. It is more than a matter of following a needy individual or group.

ASSESSMENT, RECORDING AND REPORTING

The specification of the school based projects requires the monitoring of the language levels attained by pupils twice a year and the reporting of this information to project managers for onward transmissions to the Home Office. This means that schools routinely make judgements about the progress of pupils for whom English is an additional language. There is a good deal of scepticism in schools about Home Office monitoring forms*(x) *(y) *(z). The criticisms have some validity in that the stages are unequal and pupils progress through the early stages more rapidly than the later ones. There is also problems in aggregating data for the different skills of speaking, listening, reading and writing into a single level for Home Office returns. However, the criteria for monitoring do make staff think about language development and the relative progress pupils are making and provide a common language for Section 11 support staff within and between schools. Schools bring different levels of awareness to assessing pupils for these returns and problems of moderation comparable to those arising from National Curriculum teacher assessment occur. Schools receiving information from several schools on transfer report significant disparities in the monitoring information received, indicating a need for more attention to be paid to staff development and moderation.

Where assessment practice is most effective, schools keep the progress of EAL pupils under regular, often termly, review. In the primary sector where pupils are usually with the same teacher for most of the week, class teachers are usually aware of the levels being attained. In middle and secondary schools where pupils have contact with many more teachers in the week, subject teachers' knowledge of pupils' language skills is often much less apparent. There are wide disparities in the use schools make of assessment information. For some schools the provision of Home Office monitoring data is clearly a chore while others use this information and data derived from other tests to maintain a profile of pupils' progress

which plays a significant part in targeting support and planning. Some schools devise individual education plans for the pupils on lower levels so that all staff involved are clear about the learning targets being set. The systematic use of assessment information is often an indicator of well managed support generally, for example when a school uses frequently updated information as the basis of a points system for a rational process of allocating scarce support time.

There are recurring weaknesses in assessment arrangements. The detail of record keeping is very variable. In the best examples it is detailed and diagnostic, regularly shared with teachers and affects joint planning, but this model is not frequently found. There is insufficient diagnostic assessment in the sense that support teachers identify in some detail the progress and problems pupils are encountering. There is a tendency to vagueness and lack of precision in setting targets for improvement. Even when good records are kept by Section 11 support staff, mainstream staff may be unaware of the data or take no notice of it. There is often a lack of awareness of specific difficulties or learning targets. In some schools there is a worthwhile practice of Section 11 staff keeping informal notes and routinely finding time to share them with the class teachers. It is often difficult to trace links between assessment and planning. In some schools assessment may be more about noting pupils' attitude to their work than progress towards learning targets.
Much of the information that is kept privately does not get passed on in a systematic way so that teachers who may spend most time with pupils are not fully aware of the insights of support staff. The records kept by schools even when Section 11 support practice is effective, are not always well suited in their detail and accuracy to forming the basis for a bid for future support.

Mother tongue assessment is commonly used to identify pupils with learning difficulties but many schools feel that the learning difficulties of pupils with English as an additional language are underplayed when additional support or statements of special education needs are sought. Headteachers believe that an assumption is made that learning difficulties among such pupils are almost entirely language based. It is alleged that it is excessively difficult to get statements for EAL children with clear learning difficulties. The evidence is anecdotal but this assertion merits further consideration.

An increasing amount of data is becoming available to schools through national tests and many schools are considering baseline testing to assist in

measuring added value. This information provides an opportunity to schools for ethnic monitoring of test and examination results.

These are secondary schools with well established data from public examination results which do not monitor the outcomes by ethnic group. A minority of infant schools carefully monitor the outcome of Key Stage 1 national tests by ethnicity and use the data to target provision more carefully. There is scope for schools in all phases to undertake more ethnic monitoring of test data as one indicator amongst others of the effectiveness of Section 11 support and their policies for equality of opportunity.

Peripatetic teachers keep records at their base. Summative assessments are made each term and these are shared with schools. The routine week by week assessments and records made by peripatetic teachers are not routinely shared with staff in schools and therefore can have little impact on planning and targeting when they are not there, which is usually most of the week. The arrangements for sharing information about progress between peripatetic staff and classroom teachers are often too informal and concerned with content rather than progress in learning and difficulties encountered. This is an area which is capable of further development.

Good practice involving the participation of Section 11 staff in compiling reports to parents, home visiting to encourage parents to come to consultation evenings and the involvement of Section 11 staff, both school based and peripatetic, in translation on such occasions is reported by many schools *(x) *(y) *(z).

ACCESS TO THE CURRICULUM

A key purpose of Section 11 support is enabling pupils with English as an additional language to gain equal access to the curriculum. In almost all schools visited access to the curriculum was improved by Section 11 support and often substantially so*(x). However some withdrawal activities in practice narrow the curriculum by denying pupils access to the discussions of the rest of the class. Expectations and content for pupils at the early stages of English language learning are sometimes scaled down in a way which diminishes the interest and excitement of a topic. The links between the class teachers' intentions and the activities led in withdrawal groups is not always clear. The importance of good communication between

class teachers and support staff was often apparent. Access to curriculum planning both in outline and detail is an important element in achieving this. Schools' reported policy regarding making planning documentation available to support staff (including non-teaching assistants) is not always followed through in practice.

The support of bilingual staff is clearly important in helping beginners gain access to the curriculum in all phases. There is good practice in preparing mother tongue resources to help pupils understand the vocabulary of subjects. Again, the activity of support staff is undermined if there is not a close correlation between the content of a lesson and what has been prepared by the support teacher.

Schools claim to be clear about the difference between difficulties encountered by pupils with EAL and learning difficulties arising as a consequence of broader special needs although some concede that it is difficult in some cases to identify the root of a problem. In discussion with teachers the distinction is often less clear. Targeting is often on those who have been slowest to develop English skills which enable them to operate independently. The difficulty, alleged by a number of schools, getting statements for EAL children because learning difficulties are put down to language development for which there is already support tends to push support towards the lower end of the ability range and might therefore impede the progress of the more able. During school visits it was difficult to find evidence of support targeted on the more sophisticated language support needs of more able EAL pupils.

STAFF RECRUITMENT AND DEPLOYMENT

Section 11 support is a very significant resource for schools. In schools where the need is most acute, with a very large proportion of pupils for whom English is an additional language, the existence of the support is a powerful influence in the recruitment and retention of mainstream teachers for whom the demands would be all but impossible to meet without the additional support. In schools with lower concentrations of EAL pupils, where there are more models of English speaking among pupils, the need for support remains clear, particularly for pupils in the early stages of English learning, but is less acute.

At the beginning of the current schools projects a new target for the number of bilingual support teachers to be employed in the projects was set at 40%, following Home Office guidance. During the life of the projects this targets has come close to being fulfilled. Both language support and curriculum access teachers and bilingual support teachers play a vital part in the success of Section 11 provision.

There are problems of recruitment and retention which relate to uncertainty about future funding and to the impact this uncertainty has on the status and morale of Section 11 staff. Headteachers report very limited numbers of suitably qualified applicants for some posts. A small number of headteachers feel that pressure to meet targets for the recruitment of bilingual teachers lead sometimes to candidates being considered who may lack appropriate English language skills or teaching qualifications. It is essential that the LEA's guidelines on staff appointments are scrupulously followed by all involved and that appointments are made which match relevant criteria and personnel specifications agreed in advance. There are some relatively weak staff to be found within the projects both in language support roles and in bilingual support roles. There is also good evidence of the positive contribution of many bilingual staff. There are bilingual teachers and non teaching assistants of high quality. Well qualified bilingual staff with a good command of English enhance provision for pupils of all ages and stages. Some otherwise well qualified individuals who lack qualified teacher status have made a significant contribution and have gained qualified status through the licensed teacher route. Section 11 support activity is a recruiting ground for teachers, a number of whom have gone on to train as mature students as a result of their work as non teaching assistants. The quality of bilingual staff is rising and some bilingual teachers aspire to mainstream posts. An increasing number of such teachers are making a valuable contribution as class teachers.

The work of Section 11 funded non-teaching assistants is of particular importance for younger pupils. The work of bilingual nursery nurses often plays an important part in helping the youngest children establish the confidence and social skills in pre-statutory education which lay the foundation for their later success. From responses to the questionnaire it is apparent that most schools now have bilingual support staff for children in the early years. The role of bilingual classroom assistants among older children can be significant in helping pupils who are new learners of English, in home school liaison and outreach into communities.

Visits to schools provided ample evidence of the way in which capable staff can play a significant part in helping parents to feel welcome in the schools, encourage an understanding of a school's expectations, visit homes before pupils start school, translate correspondence and newsletters and assist in sorting out problems which arise. Questionnaire returns indicate that this is an important aspect not only of job descriptions but also of the actual deployment of staff time.

At the outset of the current projects there were anomalies in the deployment of Section 11 staff in schools. Demographic changes during the life of the project have increased some of the inequities of the original allocation and the overall increase in the number of pupils for whom support is appropriate means that provision is often severely stretched. Clear criteria will be essential for allocation whatever future funding arrangements exist.

The contractual position of Section 11 staff based in schools often causes disquiet. Section 11 staff are employed directly by the LEA as members of the various projects under job descriptions devised before the projects began and approved by the Home Office. Some schools make flexible arrangements whereby permanent members of their staffs are seconded to Section 11 work. These arrangements are creative and often effective but produced additional uncertainty about the contractual position of individuals particularly when budgets are under pressure and redundancies are under discussion. It is not surprising that uncertainties and confusions should arise, but it is necessary to ensure great clarity when any such unusual arrangements are being established.

THE MANAGEMENT OF SECTION 11 FUNDED SUPPORT IN SCHOOLS

Responses to the questionnaire and during visits to schools indicate a high level of commitment in many schools to meeting the needs of pupils with English as an additional language and to embracing and celebrating the cultural and linguistic diversity of their pupils and communities.

The value of resources is maximised by clear understanding of the purpose and scope of support, clear aims, well expressed policy and procedural documents and active management and monitoring. The role of the

headteacher in establishing a positive climate in which the language needs of pupils with English as an additional language are met and the commitment of all staff is encouraged is clearly a major factor in making Section 11 provision effective. In discussion some heads concede that the welter of new initiatives during life of the current Section 11 projects has driven language support issues from the top of their agenda. Where headteachers are very clear about the importance of language generally, have involved all of their staff in developing an appreciation of its importance and have a distinctive commitment to celebrating the contribution of all cultures and ensuring equal opportunity for all pupils, this makes a major difference. Where headteachers assign status to language support work, make time in meetings for issues to be considered by all staff, find time for adequate liaison and meet co-ordinators and Section 11 staff regularly to discuss strategy, improvements rapidly follow. Some heads accept Section 11 provision readily but pay insufficient attention to its management. In a small minority of schools there is a need for a considerable shift in the schools' culture to change the views of staff who tend to regard the needs of pupils with English as an additional language as a 'problem'.

There are wide variations in the clarity and scope of written policy documents*(x) *(y). There are some very good examples of clear policy statements and procedural documents which are readily available to all staff and reflect and sustain good practice. Some schools have adapted their policies to embrace the main focus on language support of the current projects. Section 11 support is commonly and understandably linked with policies on multicultural education but quite frequently the link between Section 11 provision and a schools' language policy is weak. Even when schools have a separate language policy - and many do not - the place of English as an additional language and of the use of mother tongue is sometimes marginal. The proportion of schools reporting a language policy of some kind is approximately 70% overall but the proportion varies between phases being highest in infant and lower schools. A number of schools were able to submit high quality policy documentation and helpful guidance information available to staff when returning the survey questionnaire.

Some of these examples illustrate clearly how a school can adopt a strong position which helps set the tone and guide the practice of all, for example, 'bilingualism is seen as a bonus' is a typical positive statement in the policy document of a school where very effective practice was seen.

Most schools receiving school-based as distinct from peripatetic support have an identified member of staff acting as co-ordinator. In many schools in the primary sector the co-ordinator is not funded above Standard National Scale by the project. It had been an intention in the original drafting of the schools project bids that a large number of schools should have a co-ordinator with an above standard scale allowance but this intention was a casualty of the scaling down of funding by the Home Office before projects even started. In terms of status accorded by pay therefore, there are inequalities between those schools with highest provision which have co-ordinators paid above the national scale by the projects and the minority who do not.

The quality of co-ordination varies from excellent to weak*(x) *(y) *(z). It is mostly sound. Some co-ordinators have a high profile and high status with ready access to headteachers. They play a significant part in raising staff awareness of language needs through ensuring that English as an additional language issues are kept to the fore in staff thinking. Where headteachers set out to accord status to Section 11 support, overall provision becomes more effective.

There is also evidence of unfocused co-ordination where leadership is relatively weak and management of staff resources is poorly organised*(x). Such co-ordination may be good natured and well intentioned but lacks focus, drive and dynamism so that the additional support has less impact across the school than it should.

In several of the schools visited flexible arrangements are made for the use of Section 11 staff resources. These include a rota system by which mainstream teachers are seconded to Section 11 support from their normal class teaching roles. Enabling Section 11 staff to work as class teachers. Such arrangements are found in a minority of junior and lower schools. Although such arrangements complicate the contractual position of staff, they are effective n developing the awareness of a greater number of teachers and fostering parity of esteem between mainstream and support teachers. Some of the more creative uses of resources, while broadly effective, do not meet precisely the original specification of the projects but they are in keeping with their spirit.

They are often effective in meeting the needs of a broader spectrum of need, avoiding the common problem that language support is targeted too narrowly on pupils in the early stages of English language learning. It is desirable that future arrangements for the deployment of Section 11 teachers should not undermine the scope for such creative and flexible arrangements.

A significant feature of effective provision in schools is joint planning*(x,y,z). This is relatively common in the primary phase with Section 11 teachers frequently involved at the planning stage for different year groups. Where resources allow, attaching support staff to particular year groups or a key stage is usually more effective that dispersing an individual's activity across the whole school. More difficult is finding an opportunity to plan jointly with class teachers at a more detailed level. In one of the schools visited, where provision was clearly very effective, a particular effort had been made to timetable joint planning time for support teachers and class teachers. Such a strategy makes support staff much more aware of the detailed learning objectives of lessons and more able to assist in the design of additional resources. Liaison of this kind is a critical factor in making effective use of support provision and schools should ensure that there is regular quality time for such joint planning. Discussions in some schools indicated that liaison between class teachers and support staff on the detail of lessons is often snatched at breaks and in corridors. The difficult of finding time is recognised but additional staff resources are unlikely to be fully effective unless time is found.

There is a need for schools to examine carefully the arrangements they make for joint planning regarding it is an essential corollary of the entitlement to additional resources.

With regard to liaison and joint planning, the role of peripatetic staff is particularly difficult. A key feature of the design of an agreement between a school and the peripatetic service should be the identification of an effective means of communicating with class teachers. The timing of visits and the use of the time should identify clearly how liaison can take place.

Deployment is rational and appropriately targeted in most schools but examples were found of ad hoc arrangements in secondary schools which had not seen though through clearly or were dependant not on an analysis of need and the use of criteria but on which teachers or departments mad the most insistent demands. Staff deployment is best when there is a regular assessment of need based on the progress pupils are making through the stages of language development. Some schools show their commitment to supporting EAL by funding extra support time. This is usually only marginal, for example to bring provision up to a level where a support teacher can be assigned to each year group in a school. There is no scope for schools to provide support for EAL out of their existing LMS budgets.

From time to time Section 11 support staff undertake additional roles in schools which appear to breach Home Office guidelines. Headteachers want Section 11 staff to play a full part in the life of the schools, working along meeting the same lines as everyone else, for example in undertaking cover, duties and attending meetings, and this is usually the case. Less clear is the position that arises when a lower or primary school assigns subject co-ordinator roles to all staff and includes Section 11 staff in the process. Questionnaire returns indicate that this happens quite frequently in smaller schools. The Home Office position is that teaching staff funded for Section 11 should not take on additional roles on the grounds that they will occupy time which should be devoted to the core activities for which they are funded. While there is a risk that such activity may diminish the time and energy a Section 11 support teacher may be able to give, the position to an extent ignores the realities of school life and undermines the desire expressed by schools generally that Section 11 support staff should be integral to school life rather than 'bolt on' provision. If Section 11 support staff are to have parity of esteem it is reasonable for them to undertake some of the tasks which other teachers do. Through working in a particular area they gain insights which may be of general use and when disseminated may help other teachers and co-ordinators. A practical way forward on this issue may be for headteachers to share co-ordination roles with Section 11 teachers. There is sometimes a temptation for schools to abuse additional provision by using support teachers to cover absences of mainstream staff. Except in an obvious emergency this should be regarded as misuse of resources.

Monitoring and evaluation of the quite of provision in schools require further development. Many schools are vague on how the quality of additional language provision is measured. A majority of schools identify issues relating to Section 11 provision on their development plan. There is evidence in some schools of an annual review of provision through a meeting between the head and the co-ordinator, but little evidence of monitoring and evaluation of the quality of the everyday work of support staff or the outcomes of that work in terms of pupils' progress. Schools report monitoring largely in terms of informal activity. In some schools more organised and clearly defined approaches by headteachers and other senior staff to the monitoring of the quality and effectiveness of Section 11 funded activity would enhance the quality of the provision.

MANAGEMENT OF SECTION 11 SCHOOLS PROJECTS

In the four years of their life the schools projects have been under three different management structures. Changes in the level of Home Office funding have created uncertainty among Section 11 staff. This turbulence has presented the Team Leader and Project Managers with a complex situation in which considerable time has been spent in justifying the finding and the survival of provision, recruiting, training and reassuring staff, with rather less time than is desirable being spent on the management of the relationship with schools.

The importance which schools and communities attach to the support and persistent controversy about ideology and the best modes for provision make great demands on managers*(x, y, z). Home Office monitoring and consistent interest from groups within the LEA make it necessary for the managers to give a regular account of their work to others. Managers regard themselves as very accountable in these terms and believe that the service is frequently monitored for example through the collection of significant statistical data which demonstrate progress towards targets. Examples of such data include the overall progress of pupils through the stages, the employment of bilingual support teachers, the number of visits to schools by peripatetic teachers, the number of school governors drawn from the ethnic minority communities and participation rates in parents evenings. The projects have made good progress in collecting and monitoring such statistical data. The area for development is the relationship between the project managers and the schools.

The management of the projects is generally effective*(x, y, z) in raising the awareness of the needs of pupils with English as an additional language and in promoting through training and newsletters a range of ideas about good classroom practice, resources and management to assist in the process. Centrally based staff play an important part in providing services where there is no school based provision. Much relevant documentation has been generated to assist in the monitoring of pupils' progress and to draw attention to the services offered by the projects. The documentation is currently piecemeal and the school based management of Section 11 work would benefit from a drawing together of the information that is available into a 'manual of guidance' which would be of value to all who are employed through the project and to the schools where they work.

The monitoring of the arrangements for and quality of Section 11 support activity by direct contact with schools is variable across the projects and largely reactive. As managers have sought to deal with increased need and unstable resourcing, their attention has been directed more to recruitment, deployment, training and the management of centrally based staff rather than to the overall quality of the provision measured through direct access to schools.

Responsibility for quality is in any case a grey area with a resource funded and managed from beyond the schools but operating within them. The question arises as to who is accountable for the use of resources and the quality of the support and needs resolution. Staff based in a school may understandably identify more strongly with the school than the external project which funds their posts. In the case of peripatetic staff the management of the additional resource is even more complicated given the short time spent in schools.

As there is an element of dual management of Section 11 staff based in schools, there is a need for greater clarity about the roles of project managers in relation to heads and for mechanisms to ensure good information flow between the projects and headteachers. The regular meetings for co-ordinators to which heads are also invited do not accomplish this effectively in that they do not always yield the data or response in terms of schools perceptions that the project managers need to do their job effectively. There is a need to review mechanisms for collecting the view of headteachers and giving them a place in steering the projects. Mechanisms are currently being put in place to ensure headteacher representation ahead of the next round of bidding. An issue for the future is to build into the projects relevant and effective monitoring and evaluation procedures. The position of Section 11 project managers is complex but the LEA should have ways of reviewing the effectiveness of the investment it makes in terms of educational outcomes.

A condition of the Home Office funding is that the projects should establish targets and report on progress towards meeting them. These targets relate mainly to the proportion of bilingual staff employed and the progress of pupils through the stages. Project targets for progression through stages have caused some confusion and concern. A number of headteachers claim to be unaware of the overall project targets and have expressed concern that the efforts of their school based staff and the progress of their pupils could be undermined by the use of arbitrary

targets. These targets are used at project level rather than school level and awareness of their existence is uneven. Some co-ordinators are well aware of the targets and documentation seen includes comparisons between school performance and the overall targets of the local project. The use of these indicators across the projects is reasonable, providing a foundation for discussion about progress. Like most indicators they are open to interpretation and misconstruction. The strong feelings expressed are more of an indicator of difficulties over information flow and the involvement of heads and co-ordinators in setting and working towards shared goals.

In the schools there is often a lack of understanding about how resources are allocated. There were problems of allocation at the outset of the current projects and with rising need it has not been easy to redeploy resources. Heads put managers under considerable pressure to leave already scarce resources intact. There are disparities in allocations between schools with apparently similar needs. Some of these have arisen because of changes in the composition of school populations and rising rolls during the life of the projects. As the numbers of pupils for whom support is appropriate have risen sharply since 1992, without any corresponding increase in provision, it is unsurprising that schools express concern about levels of support. It will be an essential ingredient of future projects that the criteria for allocation are rational, clearly related to need, readily understood by all involved, accurately applied at the outset and open in their application. It should be possible for resources to be readily redeployed to areas of greater need. This does not argue for a larger centrally based staff but for flexibility in the redeployment within the life of a project of both school based and centrally based staff. Several headteachers expressed the view that Section 11 resources should be devolved to schools as part of their overall budget. This begs the question of whether Home Office funding could be applied in this way - it would not be acceptable under current Home Office criteria. Even if it were possible, there would remain questions about the ability of the LEA to respond flexibly to changes in need over time, to meet the specific language needs of new arrivals and to offer appropriate training to new and existing staff if funding is devolved. In addition there would be questions as to how to monitor the suitability of the deployment of resources and to evaluate the quality of the outcomes according to criteria set in and outside the LEA.

The ability of the projects to respond to changes in need through the deployment of a team of peripatetic staff is important. Again the criteria need to be clear and equitably applied, capable of being readily understood

by all involved. In deploying very scarce peripatetic resources the demands of heads can make it difficult to remove resources, so clear criteria for deployment are essential.

A key area for future consideration is helping schools who have peripatetic staff to be more aware of how to maximise the potential of this scarce and important resource. The short time a peripatetic teacher may spend in a school can make liaison difficult. Liaison between classroom teachers and peripatetic teachers varies from good to inadequate. Sometimes classroom teachers do not brief peripatetic staff adequately and on occasion peripatetic staff are not sufficiently proactive in approaching classroom teachers. A consequence is that some language development activities undertaken by peripatetic teachers do not take sufficient account of the work pupils doing in their normal lessons. The projects have sound arrangements for drawing up agreements between schools and the peripatetic services which help to focus support, but the monitoring of the outcomes of these agreements is variable in its frequency and effect. The work of the peripatetic staff is valued in many schools. Effective support by peripatetic teachers for pupils of widely differing ages was observed on a number of occasions during the survey. The additional resources prepared by some of these teachers helped pupils to progress. On the few occasions when there were shortcomings, they arose from inappropriate tasks or from resources, which did not relate sufficiently to a pupil's usual classroom experience. The commitments that peripatetic staff have to other activities such as home liaison, mother tongue assessment and training are not fully understood by schools. Peripatetic service staff, project managers and schools need to work together consistently to ensure that the roles and responsibilities of peripatetic staff are fully understood by all the partners concerned*(x, y, z).

TRAINING AND DEVELOPMENT

The job descriptions of teaching staff in the schools projects assign a high proportion of time to training in its broadest sense. The amount assigned is higher than mainstream teachers could ever expect to achieve, for example a Section 11 teacher has 10% of directed time assigned to giving and receiving training. In returning the questionnaires, schools indicated that in practice the amount of time spent on training, however broadly it is interpreted, is significantly lower. There are examples of some of this time being well used for cross phase liaison. The overall emphasis on

training in the projects is very appropriate but the job description times are unrealistic. In response to the questionnaire, a number of schools expressed concern that commitment to courses in school time diminishes the time that can be spent in support of pupils. The varying regimes for access to training create inequalities. The amount of time peripatetic staff have for meetings and development is quite significant, much more so than a school-based member of staff might expect within the school's working day. It might be possible to shift the balance somewhat to create more resources for direct involvement in schools by peripatetic staff, given that the majority of the staff in primary schools where they often work have little or no time off timetable. Such a shift in emphasis might enable an improvement in the quality of liaison between classroom teachers and peripatetic staff.

There has been a relevant emphasis on training in the current project, especially in the last two years. While there is some criticism about aspects of the training, for example, that it has been too theoretical or failed to break new ground with experienced staff, there is strong support from the actual participants for some recent training which is seen as practical and effective, and for certificate and other award bearing courses, particular the course around the book 'Learning to learn in a second language'. Some schools report that Section 11 staff are keener to attend mainstream courses than those specifically related to English as an additional language. Certainly an understanding of the demands of the National Curriculum and the possibilities for language development of different subjects have been made to relate to EAL training workshops to National Curriculum subjects and these sessions have drawn in a wider audience beyond the project staff. Project managers need to undertake further needs analysis in schools and should consider offering a greater number of highly focused, practical workshop sessions where effective practice can be shared to complement the demanding and worthwhile award bearing courses currently on offer. The training of classroom assistants is also an important area for further development and this needs to be flexible given the relatively low number of hours many such staff work in the week and the fact that their job descriptions make no provision for training.

An important issue for the future is to raise the awareness of mainstream teachers to language development generally and the needs of EAL pupils in particular. There is evidence that many teachers have a limited understanding of the part language plays as the foundation of thinking. Project managers and Section 11 staff have made contributions to mainstream courses. It is desirable that advisors planning the content of

courses should pay more attention to EAL and this is an issue which the Inspection and Advisory Service should address.

Some schools show a strong awareness of the training needs of new members of staff and newly qualified teachers by ensuring that they attend EAL courses as part of the induction process to the school. This good practice should be more widely emulated*(x. y, z).

In responding to the questionnaire, few schools have offered specific information about the training of staff by co-ordinators or the cascading of information from courses. However nearly all claim that the presence of co-ordinators in school meetings means that EAL issues are constantly before the staff. Where staff have been established for a long time there is a tendency in a minority of schools to feel that there is little central training can add, so school-based development is common. It has not been possible to form a view of the quality of such activity. It clearly runs the risk of losing the value of cross fertilisation with ideas from other schools.

RESOURCES

In the schools visited there was a high level of awareness of the need to find suitable resources or adapt existing ones*(x, y, z). In questionnaire returns, schools reported that Section 11 staff spend widely varying amounts of their week, ranging from 2% to 15%, in resource research and preparation. Classroom assistants reportedly spend more time in resource preparation than teachers. On a number of occasions during visits to schools mother tongue materials were seen to assist pupils in understanding that basic vocabulary of subjects or to help new learners of English who are literate in their mother tongue gain access to technical information.

Some schools are inventive and use support time well to draw boxes and packs of support material together. A good feature mentioned in one return was the 'home boxes' delivered to the homes of children about to start school to give them good practice in pre-school skills.

Of the schools responding to the questionnaire about two thirds have a modest special budget for EAL resources. This tends to be spent on particular items such as mother tongue materials, bilingual texts or resources to support multicultural education. Many schools report that financial constraints are a major reason for limited spending on EAL

resources and also express disappointment that there are not more commercially produced materials to support additional language learners. Many schools report the regular use of the Multicultural Education Resources Centres to augment their own provision.

SECTION 11 SCHOOLS PROJECTS AND THE COMMUNITY

Schools responses to the questionnaire and the documents they provided often demonstrated a strong desire to develop and reinforce links with the local community. Schools report a wide range of events and strategies to encourage community participation in school life. Section 11 staff of all kinds, play a very significant role in this. The importance of the link between school and parents can hardly be overstressed. Section 11 staff in schools and in the peripatetic services, particularly bilingual staff, the home-school liaison service and the translation and interpretation service, all make a valued contribution. There are variations in schools' responses to the work of home-school liaison and translation and interpretation services. Some are full of praise, others use mainly their own resources while a few draw attention to slow response times.

RESEARCH SURVEY

(Please return to Graham McFarlane, Education Department)

Survey of the quality of educational provision funded under Section 11 for pupils with English as an additional language - Autumn Term 1995

Questionnaire for schools involved in LEA Section 11 projects

This questionnaire is designed to collect information about co-ordination, classroom practice, training, development and resourcing and to provide an opportunity for heads and/or co-ordinators to comment briefly on current arrangements and practice. <u>If an existing document contains information relevant to a question please attach a copy and indicate on the questionnaire.</u>

1.1.   Name of school ....

1.2.   Names and responsibilities of staff involved in completing the questionnaire

        ....

....

2. <u>STAFFING (including peripatetic staff) as at 11.09.95</u>

Please list Section 11 staff below. In each case please state whether full-time (FTE) and in case of part time staff state the number of hours per week or full-time equivalent. Please indicate those staff who have some proficiency in another language by inserting community langauge(s) in brackets after the name. Please indicate any additional responsibility points on the Standard National Scale.

2.1. Section 11 funded qualified teaching staff/instructors

....

....

....

2.2. Section 11 funded classroom assistants

....

....

3. <u>PUPILS IN NEED OF ADDITIONAL SUPPORT FOR ENGLISH AS AN ADDITIONAL LANGUAGE (EAL)</u>

<u>(PLEASE NOTE THAT THROUGHOUT THIS QUESTIONAIRE 'EAL' SHOULD BE TAKEN TO INCLUDE SPEAKERS OF OTHER DIALECTS E.G. BLACK BRITISH PUPILS OF AFRICAN-CARIBBEAN HERITAGE AS WELL AS OTHER LANGUAGES)</u>

3.1.   Total numbers of pupils on roll in September 1995

        ....

3.2.   Percentage of pupils receiving support under Section 11 for English
        as an additional language

        ....

3.3.   Attached to this form is a copy of your school's most recent Home
        Office Monitoring Form 1.   Please comment briefly on any major
        changes to the above data in the current term and any other notable
        aspect of the school's profile of pupils needing support and their
        development through the stages.   e.g. distribution of pupils at each
        stage across year groups.

        ....

        ....

        ....

4.   <u>MANAGEMENT</u>

4.1.   <u>Policy</u>

4.1.i   Does the school have a written language policy which includes
        reference to pupils with English as an additional language ?   Y/N
        (Please provide a copy if available)

4.1.ii Is there a policy or procedure document on Section 11 provision
        available to all teaching staff ?   Y/N   (Please provide a copy)

4.1.iii Is there reference to Section 11 provision for pupils with EAL in the school development plan for 1995/6 - please state briefly the main developments planned or attach relevant section of the plan

4.2. Co-ordination

4.2.i Who is responsible for the co-ordination of Section 11 work in the school ?

....

4.2.ii For each category of staff below, please estimate and express as an approximate percentage the average distribution of contracted time each term between the activities listed:

	Co-ordinator	Teachers/ Instructors	Classroom Assistants
Direct contact with pupils - teaching, small group work, individual support etc.			
Assessment/recording			
Liaison with other teaching staff			
Leading or attending meetings			
Resource development			
Training other school staff			
Personal professional development			
Home/school liaison			
Managing other staff			
Administration			
Monitoring quality			

If you wish to add any comment on the figures in the table above, please do so here:

....

....

4.2.iii What is the status of the person co-ordinating Section 11 work in the school e.g. in terms of access to meetings and SMT ?

....

4.2.iv Please state below any additional roles the Section 11 co-ordinator undertakes in the school

....

....

4.3 Monitoring and Evaluation

4.3.i How does the person co-ordinating Section 11 work monitor the quality of Section 11 support throughout the school ?

....

....

4.3.ii Please outline any procedures the school has developed to assess the effectiveness of provision for pupils who receive additional support for English (e.g. involving governors, community, senior management)

....

....

5. ASSESSMENT AND RECORDING

5.1. Assessment

5.1.i Please outline briefly the schools' arrangements for assessing the needs and progress of pupils with EAL.

....

....

....

5.1.ii How are the assessments of EAL pupils' needs and progress records communicated to relevant teachers and parents ?

....

....

5.1.iii How does the school differentiate between support needs arising from English as an additional language and those arising from special educational needs ?

....

....

....

....

6.   CURRICULUM AND CLASSROOM PRACTICE

6.1.   Please outline below the main organisational and teaching strategies used at different stages (Beginners to Stage 4) to develop the confidence and competence in the use of English of pupils who need additional support and to provide for their full access to the curriculum.

....

....

....

6.2.   Please comment on the use of mother tongue or dialect in the classroom.

....

....

6.2.   How does the school ensure effective co-operation between the classroom teachers and Section 11 support teacher(s) and classroom assistants.

....

....

6.3.   How does the school handle the process of integrating pupils who need high levels of support into mainstream work ?

....

....

7.   TRAINING AND DEVELOPMENT

7.1   Section 11 staff

7.1i.   Please give details of the main content and duration of any EAL training received by Section 11 staff in the last three years.

....

....

7.1.ii   Are there any factors which restrict access to training ?

....

....

7.2   Mainstream teachers

7.2.i Outline briefly the nature and frequency of training for mainstream teachers to assist them in meeting the needs of pupils with English as an additional language.

....

....

7.2.ii What is the role of the co-ordinator and/or other Section 11 staff in this training ?

....

....

7.2.iii Has whole staff training included awareness of difficulties pupils experience with English caused by the structure of their home language/dialect ?

....

8. <u>RESOURCES</u>

8.1. What resources has the school acquired or developed to support the needs of pupils who use English as an additional language and the staff who teach them ?

....

....

8.2. Are there deficiencies in resourcing which the school recognises ? What are the problems in dealing with these deficiencies ?

8.3 Is there a separate budget for Section 11 resourcing ? Y/N

1995/6 Section 11 resources budget £..............

% of total learning resources budget ....

9. HOME/SCHOOL AND COMMUNITY LINKS

9.1. Please outline the part of Section 11 staff in the school play in the development of:

   (i)   links between school and home

   (ii)   links between the school and the community

   ....

   ....

9.2. How does the school encourage links with the community ?
   (e.g. ethnic minority representation on the governing body)

   ....

   ....

9.3. Please comment on any links with Home School Liaison Officers and the Translation and Interpretation Service

   ....

   ....

10. GENERAL POINTS

10.1. If there are any activities, projects etc. undertaken in your school designed to enhance provision for pupils with English as an additional language which you would like to bring to the attention of the survey team, please comment below

   ....

   ....

   ....

11.   Please add below any further comment you wish to make about any aspect of Section 11 provision.

....

....

....

....

....

Appendix D

Content   :pp 1-20 :

RESEARCH INSTRUMENTS/BACKGROUND PAPERS for the SURVEY LESSON OBSERVATIONS/SCHOOL PRACTICE DISCUSSIONS WITH HEADTEACHERS IN THE 27 SCHOOLS SURVEYED.

The purpose of this appendix is to share with the reader the criteria used for the judgements made in relation to good practice. These were provided by the researcher to the advisory group who made the 108 lesson observations.

Effective practice in supporting pupils with English as an Additional Language
- a summary

1. Whole-School:

   - Appropriate Language Policy in place

   - Inclusion in School Development Plan

   - Documentation on policy / procedure for EAL support available to all staff

   - Effective Liaison between Headteacher / EAL Co-ordinator / other appropriate staff

   - Appropriate training of EAL and mainstream staff

   - Mechanisms for assessing the effectiveness of provision for pupils with EAL

   - Mother-tongue is valued in the school and classroom

   - Opportunities taken for using cultural diversity positively across the curriculum

   - Relevant links but clear distinction between SEN and EAL provision - language and learning needs not confused

   - A welcoming ethos

Issues in Teaching and Learning:

2.   a)   EAL Support

- Well-planned and clearly structured work that motivates pupils and matches their stage of English language development

- Ability to highlight language component of task and extend specialist subject vocabulary

- Working in effective partnership with mainstream staff

- In withdrawal lessons, effective relationship with mainstream learning / activities; withdrawal short-term, time-limited, negotiated

- Range of teaching / learning strategies

- Effective monitoring / recording of progress, communication of this to mainstream teacher

- Use of assessment to inform planning

- Offer positive corrective feedback

- Specialist knowledge about second language acquisition and bilingualism

- Contribution to home-school liaison

- Collection / development of range of resources appropriate to pupils' language development, sensitive to cultural heritage

Issues in teaching and Learning:

b) Mainstream Staff

- Awareness that learning of English should be related to and drawn from learning contexts and curriculum activities

- Lesson planning with the needs of EAL learners in mind

- Use of the whole curriculum to develop speaking, listening, reading and writing skills in an integrated way

- Developing effective partnerships with support staff in which their specialist expertise is utilised

- Suitability of content, and match to the needs of pupils

- Use of a range of teaching and learning strategies which engage pupils, maintain high expectations and offer an appropriate level of challenge

- Promote activities which encourage less confident pupils to express themselves, including using mother-tongue if appropriate

- Use assessment to inform planning

Appendix D - p. 3

Summary points from the OFSTED National survey on Section 11 issues 'Educational Support for Minority Ethnic Communities'

General Characteristics of Quality in Support Teaching

- well-planned work
- work that is clearly structured
- work that motivates and enhances interest
- work linked to National Curriculum as appropriate
- high teacher expectations
- attention to pupils' confidence and security
- work matched to pupils' level of development and capabilities
- suitable range of teaching and learning strategies
- clear exposition
- appropriate resources (sensitive to children's cultural heritage)
- good assessment and recording procedures

Poor Quality Work often seen in ill managed classes

- difficult for support teacher to contribute effectively
- undue noise and movement reduces opportunity for language enhancement
- bilingual pupils doubly disadvantaged

Primary (in-class support) features of good quality work

- ability to develop cooperative working practices with class teacher
- clear idea of specialist advice and expertise to be offered
  - eg   influencing pupil groupings
    highlighting language component of task
    ensuring opportunities for discussion
    building on pupils' desire to communicate
    extending specialist subject vocabulary
    providing opportunities for use of mother-tongue (to reassure, check understanding, extend thinking)
    providing additional materials
    ensuring integration of bilingual pupils in class
- being a good strategist

Primary (in-class support) features of poor quality work

- no integration of activities into general class work
- lack of appropriate resources
- unfocused work
- random targeting of support
- narrow range of activities
- low level outcomes
- too much teacher talk
- lack of joint planning
- little teacher cooperation
- little/no acknowledgement of support teacher's strengths/expertise
- lack of appropriate qualifications

Primary (withdrawal) features of good quality work

- teaching content based on mainstream work
- taught more intensively with attention to language development needs
- short-term, time-limited, negotiated
- attention given to integration of pupils

Primary (withdrawal) features of poor quality work

- no clear targets or focus
- unrelated to mainstream/NC work
- sometimes confused with SEN remediation
- often takes little account of good primary practice

Secondary (in-class support) features of good quality work

- genuine partnership teaching, joint planning, shared roles
- ESL teacher supporting an area for which qualified
- willingness of both teachers to learn from each other
- ensuring access to mainstream curriculum
- establishing language rich environment
  eg opportunities for good oral reinforcement, discussion and co-operation
- helping pupils develop confidence and self-esteem
- support in mother-tongue (personal or organised)
- additional materials

Secondary (in-class support) features of poor quality work

- little or no liaison between ESL and mainstream teachers
- help 'on the hoof'
- marginalisation of support teacher (with consequences for pupils supported)
- ESL teacher used as 'minder' especially in poorly managed classes

Secondary (withdrawal) features of good quality work

- range of support models, flexibility
- short term
- time limits negotiated (pupil, parent, form tutor, subject specialist)
- close liaison between ESL and mainstream teachers
- flexi-learning approaches, 'clinics'
- targeted at various groups (ESL, gifted, SEN)
- additional help in GCSE options with mainstream coursework assignments and homework
- NC linked
- comprehension of subject related concepts/ vocabulary
- intensive support for oracy and literacy needs

Secondary (withdrawal) features of poor quality work

- narrowly conceived language exercises (EFL)
- little or no relation to subject learning within NC
- reinforcing segregation, making reintegration difficult

Schedule for Observing Quality in English Language and Bilingual Support
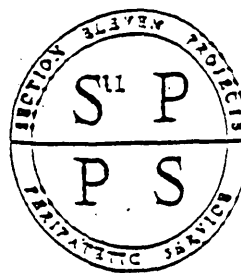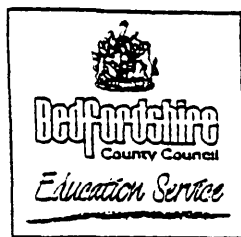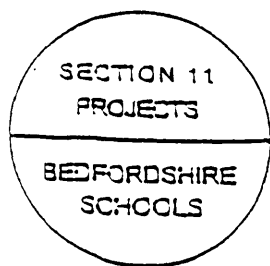
'Working for equality in a quality service'

Schedule for Observing Quality in English Language & Bilingual Support

Whole-School Issues

Does the school have a language policy based on the principles of equality of opportunity which :

recognises that bilingual pupils'/students' ability to use language effectively has an important impact on their view of themselves and therefore on their confidence as learners?

fosters an awareness of the language and dialect "repertoires" which pupils/students/parents/bring to the school?

recognises that communicative competence in one language is likely to lead to enhanced communication in another?

acknowledges and supports the positive benefits of bilingualism and biculturalism for the linguistic and conceptual development of pupils/students?

Does the school :

support throughout its structure, the development of subject and class teachers' expertise in working effectively in the multilingual classroom?

organise support for bilingual pupils/students totally or mainly in the mainstream class?

make it clear that is has high expectations of the achievement of bilingual pupils/students?

record information on the linguistic and cultural background of bilingual pupils/students?

foster an ethos of welcome, respect and tolerance?

show evidence of actively seeking community participation in the life of the school?

facilitate communication between the school and the home by providing translation/interpretation when necessary?

have mechanisms in place to monitor community and parental involvement in all aspects of the life of the school?

Draft Consultation
paper for OFSTED
Inspectors
- Silvaine Wiles HMI

INSPECTING ENGLISH AS AN ADDITIONAL LANGUAGE[1]

In the New Framework for the Inspection of Schools references to equal opportunities (EO) permeate the document. The Handbooks offer further advice on how to evaluate a school's success in establishing equality of opportunity for all its pupils.

One aspect of equal opportunities is the provision of effective support for pupils learning English as an Additional Language (EAL). This dimension is given greater prominence in the New Framework and Guidance than in the 1993 version.

The purpose of this document is to identify strategies for inspecting EAL in schools, offer further guidance on the identification of good practice and make suggestions about where such judgements might be recorded.

A.   BEFORE THE INSPECTION

In addition to general documentation, which will give an indication of a school's awareness of cultural and linguistic diversity and the extent to which these issues are embedded in the life of the school at all levels of policy and practice, the following specific information needs to be drawn together:

(i)   <u>data from the Headteacher's Form</u>

   B3   the range and size of the major ethnic groups in the school;

   B4   the number of pupils supported through Section 11 (S11) or SRB funding[2];

   B5   the number of pupils from homes where English is not the first language;

   B6   the main languages, in addition to English, spoken by the pupils.

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[1]The term English as a second language (E2L or ESL) is also widely used in schools.

[2]Section 11 of the 1966 Local Government Act empowers the Home Secretary to pay grant to Local Authorities and other institutions to support the cost of employing additional staff to help minority ethnic. groups overcome linguistic and other barriers which inhibit their access to, and take up of, mainstream services. Since 1995 some of this funding has been administered by the Single Regeneration Budget. coordinated by the Department of the Environment.

(ii)   school documentation specific to EAL

It will be helpful if you can obtain the following kinds of information prior to your visit:

- a description of the work undertaken by S11 staff[5];

- an explanation of the procedures for deploying S11 teachers, bilingual assistants etc;

- any policies on EAL/ESL/bilingualism/EO;

- procedures for assessing bilingual pupils and resulting data;

- any comparative data (bilingual/monolingual performance on SATs, reading scores, GCSE etc).

Comment   In some schools, bilingual issues are gradually being incorporated within general school policies on, for example, assessment, language development, curriculum guidance. This is good practice as long as the issues are dealt with adequately (a passing reference is obviously not enough). But this practice is not yet widespread. Check that assessment procedures for bilingual pupils take account of pupils who may have SEN. Is there clear guidance on how to distinguish second language needs from special educational needs, how to support bilingual pupils with SEN and how to monitor progress?

(iii)   The S11/Language Support timetable

Comment   The work of the language support teacher/team is rarely incorporated within the general school timetable. It is essential to have this information in advance to plan effective and comprehensive inspection of the work. Many S11 teachers are part-time or shared between two or more schools. Different kinds of support may also be offered - in-class support, withdrawal (10% at primary level, 25% at secondary level, reported in the HMI S11 survey of 33 LEAs in 1992/3), joint planning with mainstream staff, curriculum support and development, assessment advice, bilingual access to the curriculum. It is important to see work in different year groups and a range of subjects and to visit some classes without support to check how bilingual pupils fare on their own. You will need to liaise with the rest of the team and request additional information from them on how developing bilingual pupils are coping with the range of subjects in unsupported

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[5]Some language support work is now funded under SRB (see Footnote 2). Throughout the text the term S11 should be taken to include S11-type work also funded by SRB (or any other source).

(g)   do the S11 staff have a voice in the school?

(h)   is someone at senior management level responsible for supporting/ monitoring the EAL work? If not, who checks its quality?

(i)   is the nature of the support jointly negotiated by the Language Support Service and the school?   How are the needs identified and prioritised?

Secondary

(j)   if EAL is part of a broader Language and Learning Support Department, is the distinctiveness of the two kinds of support (language EAL and learning SEN) made clear[8]?

(k)   do mainstream staff bid in for support? If so, do only certain departments or year groups receive support?

RECORD OF EVIDENCE (ROE)

Inspection of the data and documentation outlined above and a consideration of some of the questions listed, should enable you to contribute to Pre-inspection Commentary and Issues for Inspection in the following sections of the School Profile:

   3.1   Characteristics of the School
   (main languages spoken, outline of language support needs)

   4.1   Attainment and Progress
   (analysis of and commentary on any data relating to the attainment and progress of bilingual pupils)

   5.2   The Curriculum
   (the extent to which the planning and content of the curriculum take account of the needs of bilingual pupils, including those with SEN)

   Assessment
   (the quality of systems for assessing the support needs and monitoring progress of bilingual pupils)

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[8]Where the SENCO also coordinates the EAL work, it can be difficult to maintain the distinction. On the other hand a well coordinated department could ensure effective liaison in response to EAL pupils with SEN.

In addition to LESSON OBSERVATION, the EAL inspector should:

*   meet with the teacher in charge of EAL;

*   meet with the member of the SMT with oversight of the work;

*   attend, if possible, an EAL team meeting;

*   visit the EAL resource base (if there is one);

*   inspect any EAL pupil files and assessment data;

*   feed back to the EAL coordinator or team towards the end of the week. (It is important not to treat EAL staff differently from other coordinators/departments.)

GOOD PRACTICE would include planning and delivery of the curriculum that takes account of the language and learning needs of developing bilingual pupils. At classroom level this is likely to consist of one or more of the following: enhanced opportunities for speaking and listening; provision of effective models of spoken and written language; an environment in which EAL pupils feel welcome and confident; an assessment of the language and learning demands of curriculum content in terms of key concepts, vocabulary and structure; attention to grouping strategies; evidence that the first language, where appropriate, is used to support the learning of the second; an acknowledgement that more advanced learners of English need continuing support if they are to achieve their full potential across the curriculum; the selection and use of good quality visual aids and culturally relevant resources.

Where additional support is available - check that the EAL and mainstream teachers collaborate effectively in the provision of a learning environment that supports the needs of bilingual pupils (see above). Have they discussed and agreed their complementary roles (this could vary depending on the activity, the subject area and their respective expertise)? Do they plan jointly and share assessment data and pupil profiles? Do they agree on any individual or group target setting? Is there genuine additionality? For example, is the EAL teacher clear about the specific skills she/he brings to the classroom? Are the particular skills and experience of individual support staff used appropriately? Is there good collaboration between S11 staff, subject coordinators/departments? Are there nominated individuals with liaison responsibilities in all subjects?

Where schools are fortunate enough to have Bilingual Classroom Assistants, check that their roles are clearly defined and that they are given appropriate direction and support by the S11 coordinator and/or class teachers. Are they seen as an integral part of S11 support and is their potential contribution to the school understood and valued?

Appendix D – p. 16

1. ATTAINMENT AND PROGRESS (4.1)

A clear statement on the attainment of EAL pupils and a judgement about their progress over time. The criteria are the same as for all pupils. Attainment in English, measured against NC levels, has been discussed on p6 (Assessment Procedures). But reference to EAL pupils' attainment across the curriculum is equally important. Any significant differences in attainment and progress (for example between monolingual and bilingual pupils or different ethnic groups) should be highlighted. Variation in achievement in different subject areas (for example better scores in maths and science than in English) might serve to highlight potential ability and the need for additional language support. In considering pupils' progress, inspectors should assess how responsive and supportive the learning environment is to bilingual pupils' needs (see GOOD PRACTICE p5).

2. TEACHING (5.1)

A judgement about the extent to which EAL staff are adequately qualified and experienced and effective as teachers. The quality of provision should be evaluated with reference to careful planning, sound organisational and teaching strategies, knowledge both of how children learn a second language and the demands of the NC, appropriate assessment procedures and high expectations of pupils. Do S11 staff make a real contribution to the life of the school and the improvement of standards? Do they work collaboratively with mainstream staff?

3. LEADERSHIP AND MANAGEMENT (6.1)

The quality of leadership provided by the teacher in charge of S11, including the appropriate deployment of available staff and resources. The role of the SMT (as part of a wider EO responsibility) is also specifically mentioned in the guidance to this section (see Additional Notes on EO). This is an opportunity to comment on the extent to which the specific needs of ESL pupils are recognised at the highest level. You will want to comment not only on the encouragement and support given to S11 work in the school by the SMT, but their recognition that all teachers need the skills to respond adequately to the linguistic and cultural diversity of the classroom if bilingual pupils are to achieve within the National Curriculum. This might involve, for example, a recognition within the SDP of the continuing professional development needs of mainstream staff, and the identification of targets, resources and strategies necessary to achieve them.

MAIN FINDINGS/KEY ISSUES FOR ACTION

Ensure that issues relating to pupils with English as an additional language are clearly highlighted under the Main Findings and/or Key Issues for Action as appropriate. This is important if, in relation to achievement and provision, the outcomes for bilingual pupils are positive or, conversely, a matter for concern.

Good practice will ensure that references to bilingual pupils permeate the report. In addition to the three key sections (standards (4.1); teaching (5.1); management (6.1), where comment on EAL provision is required, there are many areas of school life where the recognition and celebration of linguistic and cultural diversity will not only enhance bilingual pupils' opportunities, but contribute to an ethos of welcome and tolerance likely to improve pupil/pupil and home/school relationships.

SILVAINE WILES
HMI

Appendix E

Content   :   The information coding and detailed notes of the interviews conducted during 1996 and 1999.

pp 1-7 :   Coding for Interviews

Interview evidence from Interview 1 to 134.

The purpose of this appendix is to give the reader information regarding the coding of the interviews (the findings of which are reported in Chapter 6) and the detailed summary notes of the interviews conducted in 1996 and 1999.

Coding for Interviews (1995 - 96)

1.	New Unitary School	1	(HT)
2.	" "	1	(Gov.)
3.	" "	1	(SMT)
4.	" "	1	(ST)
5.	" "	1	(S.11. T)
6.	" "	1	(S.11.SA)
7.	" "	1	(Y.7 pupil)
8.	" "	1	(Parents of Y.7 pupil)
9.	" "	1	(Y. 11 pupil)
10.	" "	1	(Parents of Y. 11 pupil)

11.	" "	2	(HT)
12.	" "	2	(Gov.)
13.	" "	2	(SMT)
14.	" "	2	(ST)
15.	" "	2	(S.11. T)
16.	" "	2	(S. 11. SA)
17.	" "	2	(Y. 7 pupil)
18.	" "	2	(Parents of Y. 7 pupil)
19.	" "	2	(Y.11 pupil)
20.	" "	2	(Parents of Y. 11 pupil)

1

21.	New Unitary School	3	(HT)
22.	" "	3	(Gov.)
23.	" "	3	(SMT)
24.	" "	3	(ST)
25.	" "	3	(S. 11. T)
26	" "	3	(S. 11. SA)
27.	" "	3	(Y. 7 pupil)
28.	" "	3	(Parents of Y. 7 pupil)
29.	" "	3	(Y.11 pupil)
30.	" "	3	(Parents of Y. 11 pupil)

31.	New Unitary School	4	(HT)
32.	" "	4	(Gov.)
33.	" "	4	(SMT)
34.	" "	4	(ST)
35.	" "	4	(S. 11. T)
36	" "	4	(S. 11. SA)
37.	" "	4	(Y. 7 pupil)
38.	" "	4	(Parents of Y. 7 pupil)
39.	" "	4	(Y.11 pupil)
40.	" "	4	(Parents of Y. 11 pupil)
41.	New Unitary School	5	(HT)

42.	"	"	5	(Gov.)
43.	"	"	5	(SMT)
44.	"	"	5	(CT)
45.	"	"	5	(S. 11. T)
46	"	"	5	(S. 11. SA)
47.	"	"	5	(Y. 6 pupil)
48.	"	"	5	(Parents of Y. 6 pupil)

49.	New Unitary School	6	(HT)
50.	" "	6	(Gov.)
51.	" "	6	(SMT)
52.	" "	6	(CT)
53.	" "	6	(S. 11. T)
54	" "	6	(S. 11. SA)
55.	" "	6	(Y. 6 pupil)
56.	" "	6	(Parents of Y.6 pupil)

57.	New Unitary School	7	(HT)
58.	" "	7	(Gov.)
59.	" "	7	(SMT)
60.	" "	7	(ST)
61.	" "	7	(S. 11. T)

62	" "	7	(S. 11. SA)
63.	" "	7	(Y. 2 pupil)
64.	" "	7	(Parents of Y. 2 pupil)

65.	New Shire School	1	(HT)
66.	" "	1	(Gov.)
67.	" "	1	(SMT)
68.	" "	1	(ST)
69.	" "	1	(S. 11. T)
70.	" "	1	(S. 11. SA)
71.	" "	1	(Y. 9 pupil)
72.	" "	1	(Parents of Y. 9 pupil)
73.	" "	1	(Y.11 pupil)
74.	" "	1	(Parents of Y. 11 pupil)

75.	New Shires School	2	(HT)
76.	" "	2	(Gov.)
77.	" "	2	(SMT)
78.	" "	2	(ST)
79.	" "	2	(S. 11. T)
80	" "	2	(S. 11. SA)
81.	" "	2	(Y. 9 pupil)
82.	" "	2	(Parents of Y. 9 pupil)

83.	" "	2	(Y.11 pupil)
84.	" "	2	(Parents of Y. 11 pupil)

85.	New Shires School	3	(HT)
86.	" "	3	(Gov.)
87.	" "	3	(SMT)
88.	" "	3	(CT)
89.	" "	3	(S. 11. T)
90	" "	3	(S. 11. SA)
91.	" "	3	(Y. 5 pupil)
92.	" "	3	(Parents of Y.5 pupil)
93.	" "	3	(Y.8 pupil)
94.	" "	3	(Parents of Y.8 pupil)

95.	New Shires School	4	(HT)
96.	" "	4	(Gov.)
97.	" "	4	(SMT)
98.	" "	4	(CT)
99.	" "	4	(S. 11. T)
100.	" "	4	(S. 11. SA)
101.	" "	4	(Y. 4 pupil)
102.	" "	4	(Parents of Y.4 pupil)

103. New Shires School 5   (HT)

104.   "   "   5   (Gov.)

105.   "   "   5   (SMT)

106.   "   "   5   (ST)

107.   "   "   5   (S. 11. T)

108.   "   "   5   (S. 11. SA)

109.   "   "   5   (Y. 4 pupil)

110.   "   "   5   (Parents of Y.4 pupil)

111. Officer New Shire LEA   (Senior Manager)

112.   "   "   (S. 11 Project Manager)

113. Officer   New Unitary LEA   (Senior Manager)

114.   "   "   (S. 11 Project Manager)

115. Community representatives   (New Shire LEA)

116   "   "   (New Unitary LEA)

1999			1996 Reference
117. New Shires School 1	(HT)		(65)
118. " " 1	(Gov.)		(66)
119. " " 3	(HT)		(85)
120. " " 3	(Gov.)		(86)
121. " " 4	(HT)		(95)
122. " " 4	(Gov.)		(96)

123.	New Unitary 1	(HT)	(1)
124.	" " 1	(Gov.)	(2)
125.	New Unitary School 6	(HT)	(49)
126.	" " 6	(Gov.)	(50)
127.	" " 7	(HT)	(57)
128	" " 7	(Gov.)	(58)
129.	Officer New Shires LEA	(Senior Manager)	(111)
130.	" "	(S. 11/EMAG Project Manager)	(112)
131.	Officer New Unitary LEA	(Senior Manager)	(113)
132.	" "	(EMAG Project Manager)	(114)
133.	Community Representatives - New shires LEA		(115)
134.	" " - New Unitary LEA		(116)

Abbreviations

HT   -   Headteacher
Gov.   -   Senior Member of the Governing Body
SMT   -   Member of the school's Senior Management Team
ST/CT   -   Subject teacher (secondary)/class teacher (primary)
S. 11. T.   -   Section 11 funded teacher
S. 11. S.A.   -Section 11 funded support assistant

<u>Interview Notes</u>   -   <u>Interview Reference : 1</u>

Background:

Headteacher for two years at school (85% bilingual with 7 Section 11 funded teachers and 5 f.t.e. funded support staff). Previously deputy (for 4 years) at similar school in London.

Stem Questionnaire responses: Key issues raised

That in this, and similar schools, Section 11 staffing is a "basic entitlement" for both pupils and staff in order to "achieve equality of access and opportunity". Section 11 funded staff are "greatly valued" where the senior managers are aware of their potential but previous experience has shown where SMT are not positive then Section 11 funded staff can be "marginalised and ineffective".

Section 11 is "fundamentally about equality issues" in the school. If Section 11 was withdrawn it would be "disasterous" and "overtly racist policy making" on behalf of any Government or local authority decision makers.

Future developments should include a "wider agenda" for "additionally funded staff" which focused on "race equality issues across the spectrum of curriculum and community support". The contracts should be "long term" so as not to "discourage career development in this area".

Not optimistic that the current Government (1996) would see "investment in the resources necessary to really make the difference" as a priority but locally encouraged that the New Unitary LEA has a commitment to do "all it can" to be positive.

Interview Notes   -   Interview Reference : 2

Background:

Governor, in charge of Personnel Committee, also local councillor for the last 9 years. Involved with local African-Caribbean community groups and police liaison. Governor at the school, and its Junior school feeder, for last 5 years.

Stem Questionnaire responses: Key issues raised

Current views formed through consultation sessions leading to 1992 Project "launch". Contracts were a "major issue" as previously "no-one really knew who was Section 11 funded". Became much more aware when "drawn into" the "No Cuts to Section 11" campaign organised locally and had to explain the funding to local community groups.

Section 11 is fundamentally about "entitlement to a fighting chance in school" and the need to give individual pupils (and staff) a sense of their "identity and self-worth". Any cuts to Section 11 "politically unacceptable". Future developments would like to see more emphasis on meeting "wider needs ... not just language issues but fighting racism" and would like to see specific support for "Black British" pupils of African-Caribbean heritage and teachers recruited from "that heritage" in the local schools. Nationally "don't trust this government" but locally "optimistic about the future if this Government (1996) gives us the resources", as "politically, locally we will deliver".

Interview Notes - Interview Reference : 3

Background:

Deputy Head for 2 years; previously Head of English for 3 years; prior to this school was Section 11 Administrative Officer for Shire LEA.

Stem Questionnaire responses: Key issues raised

Intimate knowledge of Section 11 because of LEA "officer" role in administering Section 11, although previously as Head of English in an urban comprehensive was aware of the "political issues surrounding the funding" as the LEA was part of an HMI Inspection of the DPRE project in that LEA (mid-1980's).

Section 11 "fundamentally concerned with equality and ethnic minority pupils" although "should be concerned with 'education for all' pupils to equip them for life in a multi-ethnic society" which, in future developments "should be an anti-racist - multicultural perspective as well as language support".

Was encouraged by the 'Project 1992' approach but the November 1992 letter from the Home Office cutting the long term 75:25 funding to 50:50 was a disaster" and highly "demotivating" for all concerned - a total withdrawal of funding would be "racist and criminal".

Felt that the Home Office had now more "consistency" because of officials staying with the "brief" but the "resourcing was a long term key issue" which felt could only be resolved by a "change of Government policy ... which basically meant a change to the present Government (1996)".

Was encourage that locally there was a "political will" to ensure equality issues were "central" to local education policy initiatives.

Interview Notes   -   Interview Reference : 4

Background:

Senior teacher, line manager of the Section 11 Project co-ordinator for the last 4 years. Previously teacher at local High school where Section 11 funded staff were " significant part of whole school staffing".

Stem Questionnaire responses: Key issues raised

Section 11 is "an essential part of equal opportunities work in school and community" which plays a "vital part in ensuring access and achievement for EAL pupils".

Future developments should include a " 'race' equality specific focus" and the contracts to funded staff should be "permanent to give the job status and people a career path if they choose to".

Background:

Section 11 funded teacher supporting Science and Maths at the school for 4 years. Previously a Science teacher in the mainstream at an urban comprehensive in a Shire LEA.

Stem Questionnaire responses: Key issues raised

Current views based on first coming into Section 11 work at this school in terms of long term future. Became "very worried" that after starting in Sept. '92 on a "new project initiative" that within the first term the post was "at risk" - this certainly sharpened the mind as to what exactly Section 11 funding meant in terms of role and contract status".

Because over the years (from 92/93 to the present) there was the "annual will we be cut or not! Scenario with Section 11 and the cuts in education within the staff, and the LEA schools in general. A "them and us" situation between "Section 11 funded staff and mainstream staff" which was difficult for the kind of "partnership working that we were looking for".

As Section 11 is fundamentally concerned with " equal opportunities" it would be "devastating to everyone if the funding ceased. As well as "personal loss of livelihood" the "knock on effects of under-achievement could create an underclass of young adults with negative consequences".

Would like to see a widening of the role into "community focussed work" and a commitment from Government (1996) to "value this area".

Locally very encouraged by the councillors who support the annual 'no cuts to Section 11' campaigns.

<u>Interview Notes</u>   -   <u>Interview Reference : 6</u>

<u>Background:</u>

Came into Section 11 support assistant work "from local community" as a "first job" 2 years ago. Previously at Sixth Form College locally and an all-girls High school locally before that. Came to Luton from Pakistan - Kashmir aged 10.

<u>Stem Questionnaire responses:</u>   <u>Key issues arising</u>

Current views shaped by the present school in terms of positive "valued for my multi lingual communication skills" but "worried about the long term future of Section 11 in general and my own career development".

Section 11 is fundamentally about "giving all ethnic minority kids the chance to decide for themselves by achieving their full potential" - if this was withdrawn it would be "racist and unjust".

In the future would like to see "more opportunities for ethnic minority staff to have proper career development from local and national institutions".

Is not convinced "this Government (1996) cares at all for people who are black, Muslim and women" and although the local "rhetoric is OK" but "if push cam to shove would they really care either?".

Interview Notes   -   Interview Reference : 7

Background:

Year 7 pupil; born in Kashmir, came to UK when 3 and gone to Nursery, Infant and Junior schools in UK. Had 3 extended leaves during that time. Latest was 6 months covering end of Year 6 and beginning of Year 7. Has been receiving regular Section 11 support on arriving back from extended leave to new High school.

Informal interview using 'stem questionnaire' format: Key issues raised

Was aware of Section 11 because in Junior school his parents were interested in the 'No cuts to Section 11' campaign last year.

Didn't know who was Section 11 funded at the Junior school but aware of role of Section 11 funded staff at the High school and though it was "important work" and wouldn't like to see them (Section 11 funded staff) lose their jobs".

Would like to see more money spent on "after school activities - in the evenings as well as after Qu'ranic classes would help".

<u>Interview Notes</u>   -   <u>Interview Reference : 8</u>

<u>Background:</u>

Parents of Y7 pupil. Both from Kashmir area of Pakistan. 3 children – one in Y7; one in Y6 and one in Y4 (both at the feeder Junior school). educated in local High schools themselves; came as teenagers to UK over 16 years ago.

<u>Informal interview using 'stem questionnaire' format:</u> <u>Key issues raised</u>

Had known about Section 11 "properly in the Junior school over the last three years". Realised they probably both "benefited" from the provision when they first came to the UK but hadn't thought about it then.

For both parents Section 11 was fundamentally concerned with "education chances for the future". Would be "very angry" if provision was to end. Were very interested in the 'No Cuts to Section 11' campaign in the Juniors and had "attended 2 meetings" and "had multi lingual information about it" which "helped".

Would like to see this "important" provision stay and "more spent on this" in the future.

Background:

Y11 pupil, born in the UK whose parents were settlers from St. Kitts-Nevis in the 1960's

<u>Informal interview using 'stem questionnaire' format:</u>   <u>Key issues</u>

Knew about Section 11 from community group (Saturday school) that she supports was involved in the 'No Cuts to Section 11' campaign both at the school and in the community, especially the protest meeting outside County Hall in 1994 where " the coming together of black and white from all cultures and creeds was something I'll always remember".

Felt Section 11 was fundamentally about "social injustice and antiracism for equality".
Would be "bitter against the Government and Council" if funding was withdrawn.
Would like to see more support under "new funding" aimed at "all sections of the community who suffer discrimination and racism" not least the "African-Caribbean heritage community who don't get their fair share".
Would like to see more "genuine money" for supplementary schools who have a commitment to "self help".

Interview Notes - Interview Reference : 10

Background:

Parents of Y11 pupil. Both born in St. Kitts-Nevis in the Caribbean, they moved to UK in 1961. Y11 child is youngest of 3 who all went through the UK Education System. Both active in community education initiatives.

Informal interview using 'stem questionnaire' format: Key issues

Have always been active in local Community Relations Councils over the years and knew about Section 11 from those involvement's. Became more involved with the 'No cuts to Section 11' campaigns from 1993 onwards, and having actively sought to bring a more coherent approach to the needs of "African-Caribbean heritage young people - the Black British future".

For both Section 11 is fundamentally about "equalising the life chances of youngsters who suffer prejudice from racism or need language support" - if funding was withdrawn it would be "a sin against human values of justice and fairness".
Would like to see future developments dealing more overtly with "racism in schools and society as a whole" - more funding for "community supplementary schools and liaison formally between those schools and LEA schools".

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INTERVIEWS WITH KEY PERSONNEL

Name   HEADTEACHER   Status HEAD NEW UNITARY 2

Date of Interview SUMMER 1996   Ref. 11/1996

STEM QUESTIONS.

1.   My current views of Sections 11 are

very positive - strong dept. in school - coord. a member of SMT

"essential to our schools success" "achievement academically and pastorally"

2.   These views have been formed by

headteacher here for 2 years - previously last 10 years in urban multiethnic schools with
S.11. provision "vital" - knows "pitfalls of potential marginalisation if not recognised"

3.   I came into/became aware of/Section 11 because

over the last 12 years in SMT in large urban comprehensives

4.   For me Section 11 is fundamentally concerned with

"equality in its widest sense - academic and community focus"

5.   If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

"disasterous" "couldn't begin to contemplate school life with no support ...simply
couldn't function effectively at all levels"

6.   I would like to see future developments in this area focussing on

wider brief to include "all elements of equality"; more staffing as "needs
grow"; more "control from school base - away from LEA -Home Office structures"

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INTERVIEWS WITH KEY PERSONNEL

Name   Status ` Chair of Governors

Date of Interview   Summer 1996   Ref.   12/1996

STEM QUESTIONS.

1.   My current views of Sections 11 are

" that this is a key provision in this school and across the schools in this area "

2.   These views have been formed by

" being a councillor of the Education committee for the last 9 years and

having to fight for the last 3 against racist cuts ----- observations as a school

governor over the last 10 years and how vital S.11 is to this school "

3.   I came into/became aware of/Section 11 because

of my previous job in " local government where S.11 was a vital part of the

equal opportunities strategy --- as a councillor committed to equality provision

where S.11. is a basic entitlement for equal opportunities "

4.   For me Section 11 is fundamentally concerned with

" equality and social justice "

5.   If Section 11 funding was to be withdrawn in the near future the impact on my/our
     school(s) would be

an act of governmental institutional racism

6.   I would like to see future developments in this area focussing on

more resources for schools, both human and curriculum, especially in

supporting pupils-students of African-Caribbean heritage "

INTERVIEWS WITH KEY PERSONNEL

Name Senior Management Team member   Status Member of SMT

Date of Interview Summer 1996.   Ref. 13/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

That it is a "very important part of the infrastructure in our school"

2. These views have been formed by

"being a head of department and a member of SMT for the last 10 years
in this school"

3. I came into/became aware of/Section 11 because

as head of department, over 10 years ago, I became to realise that working
in partnership with S.11. staff was the best way forward for myself and the
students --- the current S.11. team is very strong in the school"

4. For me Section 11 is fundamentally concerned with

Support for mainstream staff in a partnership for the benefit of the
whole school and vital links with the community, especially parents.

**5. If Section 11 funding was to be withdrawn in the near future the impact on my/our
school(s) would be**

devastating

6. I would like to see future developments in this area focussing on

More staff with subject expertise that would enable departments to
really focus on subject knowledge across all academic achievements

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INTERVIEWS WITH KEY PERSONNEL

Name Teacher with overview of S.11. work   Status "Senior teacher"

Date of Interview Summer 1996   Ref. 14/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

shaped by almost twenty years working in this area, both in the UK and in the equivalent area of work in Australia ; my view is that this is crucial if 'education for all' is to have any significant meaning in our society

2. These views have been formed by

working firstly in Australia in secondary schools with government funded projects aimed initially with European settlers, then in the UK in urban schools with predominantly Asian settlers

3. I came into/became aware of/Section 11 because

this was the area of education I was most interested in and now I am in charge of the S.11. team but also on the SMT which shows how progressive the school is and how aware the SMT are about the benefits of this support

4. For me Section 11 is fundamentally concerned with

education for all, and what I thought the Swann report was all about – even if government thinking didn't realise The policy I feel this school has taken that vision nearer to reality

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

Catastrophic ... it simply wouldn't function as a dynamic institution without it

6. I would like to see future developments in this area focussing on

more general education for all matters ... more pastoral work with parents and the community ... more antiracist – multicultural developments ... and therefore more staff.

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INTERVIEWS WITH KEY PERSONNEL

Name Teacher in S.11. department   Status S.11. funded Teacher

Date of Interview Summer 1996   Ref. 15/1996

STEM QUESTIONS.

1.   My current views of Sections 11 are

that it is a vital support provision for this, and similar, schools

2.   These views have been formed by

being a member of the S.11. department for the last 3 years, previously I was
in the Maths department for 5 years and wanted to join what I felt was a
very strong department in the school with respect from colleagues, students and parents

3.   I came into/became aware of/Section 11 because

my work in the Maths department led me into a partnership Teaching programme
with a member of the S.11. Team and we went on a long INSET together ...I was
enthused with this work and joined the S.11. team afterwards

4.   For me Section 11 is fundamentally concerned with

giving vital support to subject teachers who don't have the time To prepare focussed
support for all pupils ... the S.11. teacher can work in partnership to really involve
all the students and everyone benefits

**5.   If Section 11 funding was to be withdrawn in the near future the impact on my/our
    school(s) would be**

very significant --- there is so much support, not just academically
but socially and The work of S.11. is vital to the cohension of the school

6.   I would like to see future developments in this area focussing on

more in-depth INSET for all members of staff using the Partnership
Teaching format internally to generate more systems and resources for
supporting all the pupils

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INTERVIEWS WITH KEY PERSONNEL

Name assistant with responsibility for home-school links   Status S.11. funded support assistant

Date of Interview Summer 1996   Ref. 16|1996

STEM QUESTIONS.

1. My current views of Sections 11 are

That it is important in this school

2. These views have been formed by

"working here for the last 4 years", on a part-time basis where "the school gave me this job to talk to the parents especially"

3. I came into/became aware of/Section 11 because

My own children had come to this school, and done really well, and when they asked me to help with home visits I was really keen to help. I have been involved in fighting any cuts to S.11. and explaining to parents why.

4. For me Section 11 is fundamentally concerned with

having a real chance to succeed in school, and bringing parents into this so that they know what's going on

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

horrible ... There are so many great staff working here it wouldn't be fair to them or the kids here if it was cut

6. I would like to see future developments in this area focussing on

bringing more parents and the community into the school ... really finding ways to involve them properly

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INTERVIEWS WITH KEY PERSONNEL

Name   girl at end of first year   Status   pupil in Year 7

Date of Interview   Summer 1996   Ref.   17 / 1996

STEM QUESTIONS.

1.   My current views of Sections 11 are

we get extra help in English and Science

2.   These views have been formed by

talking to my teachers and friends

3.   I came into/became aware of/Section 11 because

it was excellent that we could talk in Pahari as well as English
and Urdu ; and the teachers really made us feel OK

4.   For me Section 11 is fundamentally concerned with

helping anyone who needs extra work or talk to someone in
Pahari if anything upsets you --- it's really good

**5.   If Section 11 funding was to be withdrawn in the near future the impact on my/our
school(s) would be**

not nice if extra help stopped

6.   I would like to see future developments in this area focussing on

more teachers who understood about Islam and Kashmir and what
it's like to be a Muslim here.

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INTERVIEWS WITH KEY PERSONNEL

Name   both parents   Status   Parents of Year 7 pupil

Date of Interview   Summer 1996   Ref.   18/1996

STEM QUESTIONS.

1. **My current views of Sections 11 are**

that it is very important and worth fighting for

2. **These views have been formed by**

talking to other parents and understanding what the extra help
is doing for us in the school and in the community

3. **I came into/became aware of/Section 11 because**

our children in the primary school had extra help and it was good
that it went on in the high school

4. **For me Section 11 is fundamentally concerned with**

giving extra help for language and help if anything needs explaining
for us or the children

5. **If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be**

very bad indeed and not fair

6. **I would like to see future developments in this area focussing on**

more staff in the school, with people coming to the home or
community centre to give extra work

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INTERVIEWS WITH KEY PERSONNEL

Name Student finishing GCSEs   Status Student in Year 11

Date of Interview Summer 1996   Ref. 19/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

that there are a lot of students given extra help in this school and it's very important

2. These views have been formed by

we studied and talked about racism and discrimination in class and got involved in the 'No Cuts to S.11.' campaign

3. I came into/became aware of/Section 11 because

really it was the 'No Cuts' information in different languages that we talked about what was 'S.11' and it made a lot of sense to us at school

4. For me Section 11 is fundamentally concerned with

fighting discrimination, especially against black and Muslim people

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

making people very unhappy as they do a good job

6. I would like to see future developments in this area focussing on

making everyone more aware of racism and issues like Islamophobia

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INTERVIEWS WITH KEY PERSONNEL

Name father only   Status parents of year-11 student

Date of Interview Summer 1996   Ref. 20/1996

STEM QUESTIONS.

1. **My current views of Sections 11 are**

that there should be no cuts and we need more not less

2. **These views have been formed by**

talking to my brothers and sisters in the community -- we feel strongly
we need this support

3. **I came into/became aware of/Section 11 because**

the information sent by the school -- we both signed the petition
and the community centre had posters with information in Urdu

4. **For me Section 11 is fundamentally concerned with**

justice for all people

5. **If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be**

racist

6. **I would like to see future developments in this area focussing on**

more information to all students about why we live in this
area -- why we came; how we are settled and how horrible racism and
Islamophobia is.

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INTERVIEWS WITH KEY PERSONNEL

Name	Status HEADTEACHER

Date of Interview Summer 1996	Ref. 21/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

that it is vital that funds are secured on a long term basis ... where a government commitment makes the retention and recruitment of quality staff a priority

2. These views have been formed by

having been head for eight years and deputy for four years before that in this school where the number of S.11. funded staff has increased over the years but never enough to reflect our needs

3. I came into/became aware of/Section 11 because

S.11 funded staff in schools like this are an essential resources in our success in achieving the academic status we enjoy and the partnership with students and parents we seek. I am fully supportive of the 'No cuts to S.11' campaign.

4. For me Section 11 is fundamentally concerned with

value for money in that funded staff put the 'e' before quality and act as a catalyst for change to a curriculum that reflects our multicultural community and society as a whole.

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

devastating ... it would be institutional racism writ large and no government, I'm sure, would do it

6. I would like to see future developments in this area focussing on

a wider remit for staff to cover all equality issues ... more staffing to reflect that and the individual needs of the school

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INTERVIEWS WITH KEY PERSONNEL

Name	Status	deputy chair of governors
Date of Interview	Summer 1996	Ref. 22/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

influenced by the real Threat of cuts to this valuable, and valued service

2. These views have been formed by

my involvement, over the last 6 years, as a governor at the school and my role as a local councillor in this ward where the staff, including S 11. funded staff are rightly valued by the community

3. I came into/became aware of/Section 11 because

specifically I have raised the 'No Cuts to S 11.' campaign in my local community, explaining why it is so important

4. For me Section 11 is fundamentally concerned with

human rights and a recognition that negative forces such as racism and discrimination need positive action to combat the evils in society

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

unbelievably negative ... as councillors we would do all in our power to ensure nothing so awful would happen

6. I would like to see future developments in this area focussing on

developing more services to meet the needs of our multicultural community ... more ethnic minority staff and more involvement of the community

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INTERVIEWS WITH KEY PERSONNEL

Name	Status 'member of SMT

Date of Interview Summer 1996	Ref. 23/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

that it needs to be supported wholeheartedly by the government as the vital support that it is

2. These views have been formed by

over ten years of working in this school, where the impact of the support staff has increased over the years as we, as a whole staff, recognise their invaluable contribution

3. I came into/became aware of/Section 11 because

I personally have the role of personnel - pastoral matters and I fully recognise how difficult it has been to recruit quality staff when only temporary contracts have been on offer since 1993

4. For me Section 11 is fundamentally concerned with

quality support to enable every pupil - student to reach his potential

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

tragic, for both funded staff and pupils as a whole, but especially those who thrive on the additional support

6. I would like to see future developments in this area focussing on

a commitment by government to a long term strategy that would enable recruitment to be seen as a career pathway ... and increased staffing to meet our increased needs.

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INTERVIEWS WITH KEY PERSONNEL

Name Teacher with responsibility for s.11.   Status Senior teacher
funded staff

Date of Interview Summer 1996   Ref. 24/1996

STEM QUESTIONS.

1. **My current views of Sections 11 are**

that it must be maintained at all costs --- it is providing an essential
service for equal opportunities

2. **These views have been formed by**

many years teaching my subject area where funded staff were vital and
now for the last five years as co-ordinator where partnership practices have
been very successful

3. **I came into/became aware of/Section 11 because**

my work as a subject teacher, and specific INSET on the Partnership
Teaching programme, made me aware of how complex and demanding the
role was to do properly and how professionally satisfying it is when done properly

4. **For me Section 11 is fundamentally concerned with**

offering partnership support across the overt and hidden curriculum
to enable pupils, parents and the wider community to feel part of the
system

5. **If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be**

very damaging in every aspect of educational and social development

6. **I would like to see future developments in this area focussing on**

a commitment from government, and the LEA, to long-term strategies
focussed on race-equality

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INTERVIEWS WITH KEY PERSONNEL

Name   Status · Section 11 funded Teacher

Date of Interview   Summer 1996   Ref.   25/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

still at an early stage but both personally and professionally I am committed to this partnership approach in education

2. These views have been formed by

my induction year working in a school where support staff were valued and partnership collaboration was the 'way forward'

3. I came into/became aware of/Section 11 because

after my 'probationary -induction' year I wanted to use the skills I have in a partnership focus

4. For me Section 11 is fundamentally concerned with

working collaboratively for the benefit of those pupils - students at most risk, either because of language skills or vulnerable because of racism in school and society

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

very negative on the academic and life-chances of the most vulnerable students

6. I would like to see future developments in this area focussing on

recognising the potential of partnerships, not just in teaching but with parents and the community at large, and therefore more staff resources

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INTERVIEWS WITH KEY PERSONNEL

Name   Status _Section 11 funded Support Assistant_

Date of Interview   _Summer 1996_   Ref. _26/1996_

STEM QUESTIONS.

1. My current views of Sections 11 are

that it has given me a step on the career ladder that otherwise
I wouldn't have got

2. These views have been formed by

the positive views of the school who recruited locally and said they
wanted people who could communicate with and understand the local
community needs

3. I came into/became aware of/Section 11 because

the job I have got is seen as important by the school, especially
the kids who can talk and discuss lots of important things in their
community language with an adult from their community school

4. For me Section 11 is fundamentally concerned with

dialogue with all the people who care about education —the staff,
the kids, the parents and this fund allows that to happen

**5. If Section 11 funding was to be withdrawn in the near future the impact on my/our
school(s) would be**

horrible

6. I would like to see future developments in this area focussing on

More community involvements and recognition for a career in
this area

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INTERVIEWS WITH KEY PERSONNEL

Name   Status *pupil in Y7*

Date of Interview   *Summer 1996*   Ref. *27 / 1996*

STEM QUESTIONS.

1. My current views of Sections 11 are

I like the people who teach me

2. These views have been formed by

They are always helpful in class, at dinner time and sometimes visit our homes

3. I came into/became aware of/Section 11 because

I was helped by the teachers

4. For me Section 11 is fundamentally concerned with

helping me at school

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

terrible

6. I would like to see future developments in this area focussing on

more help for more boys

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INTERVIEWS WITH KEY PERSONNEL

Name _both parents_   Status _parents of Year 7 pupil_

Date of Interview _Summer 1996_   Ref. _28/1996_

STEM QUESTIONS.

1. My current views of Sections 11 are

   that it is a very good thing

2. These views have been formed by

   talking to the children, the teacher and people in the community

3. I came into/became aware of/Section 11 because

   the letter was sent asking for support and we signed the petition at parents evening

4. For me Section 11 is fundamentally concerned with

   good work at the school in helping all the children

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

   very bad

6. I would like to see future developments in this area focussing on

   More community people being paid to help the school

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INTERVIEWS WITH KEY PERSONNEL

Name   Status *pupil in Year 11*

Date of Interview   *Summer 1996*   Ref. *29/1996*

STEM QUESTIONS.

1.   My current views of Sections 11 are

that we were successful in lobbying for this funding last term

2.   These views have been formed by

people talking about how important this was ... by signing
petitions and some people went to County Hall to demonstrate.

3.   I came into/became aware of/Section 11 because

lots of boys get support in class and around the school. — its
good to see it

4.   For me Section 11 is fundamentally concerned with

helping people to get better and feel good about yourself

5.   If Section 11 funding was to be withdrawn in the near future the impact on my/our
     school(s) would be

unfair

6.   I would like to see future developments in this area focussing on

more people who are Muslim to teach us and support us

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INTERVIEWS WITH KEY PERSONNEL

Name _father only_   Status _parent of Year 11 pupil_

Date of Interview _Summer 1996_   Ref. _30/1996_

STEM QUESTIONS.

1. **My current views of Sections 11 are**

   it is very important for our future

2. **These views have been formed by**

   knowing more about Section 11 from the community

3. **I came into/became aware of/Section 11 because**

   the 'no cuts' campaign has been going on now for years and
   we were successful in keeping it

4. **For me Section 11 is fundamentally concerned with**

   helping ethnic minorities

5. **If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be**

   terrible

6. **I would like to see future developments in this area focussing on**

   more people in schools from ethnic minorities, especially Muslims
   and people who know about Kashmiri people and language

Doctorate Of Philosophy Degree In The Field Of Education - University Of Leicester

Researcher : Graham McFarlane, Bedfordshire Local Education Authority*.

General Title : ` British Government Policy On Funding Education For Racial Equality,
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Of 1966'

INTERVIEWS WITH KEY PERSONNEL

Name   Status   HEADTEACHER

Date of Interview   JULY 1996   Ref.   31

STEM QUESTIONS.

.. My current views of Sections 11 are

that S-11. is a vital part of the support infrastructure at this school
even though we only have one member of staff the role is very
important

... These views have been formed by

being Head for nine years here and previously as deputy in a highly
multiethnic urban school, we fought hard here to get the recognition
that we needed support and I know how important it is to staff and pupils.

3. I came into/became aware of/Section 11 because

At my previous school the s.11. department was important in supporting
subject staff in accessing students to GCSE etc. At this school we target the
support to priority areas and this makes a real difference

4. For me Section 11 is fundamentally concerned with

equality of opportunity and access ; the flexibility to provide support
where it's needed

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

very bad news for staff and students here - - we would seriously
look at budgeting to continue this support but our own budget position
is so precarious

6. I would like to see future developments in this area focussing on more resources with
a wider brief to include home-school liaison and antiracist curriculum
work using the project format that keeps it tightly focussed-professionally
and also no 'time-limits' that restrict to temporary contracts

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INTERVIEWS WITH KEY PERSONNEL

Name	Status Governor — Personnel (Chair)
Date of Interview July 1996	Ref. 32/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

that in this school it is a valuable resource

2. These views have been formed by

over five years as chair of personnel sub-committee where we have had
in-depth discussions on contracts, recruitment and retention issues with S.11 funded
staff

3. I came into/became aware of/Section 11 because

my involvement with the school over the last 9 years, the last 5 as chair
of personnel --- we are active in the 'No Cuts to S.11.' campaign

4. For me Section 11 is fundamentally concerned with

social and educational justice

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

politically unacceptable --- I'm sure even this government would never
scrap S.11. but we local politicians will do all we can to enhance it.

6. I would like to see future developments in this area focussing on

wider issues of social justice such as antiracism and full community
involvement

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INTERVIEWS WITH KEY PERSONNEL

Name   Status Senior Teacher

Date of Interview   June 1996   Ref. 33/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

that there should be no cuts to the current provision and that in
this school we have a case for increased provision

2. These views have been formed by

working in this school and another local multiethnic school over the
last 15 years

3. I came into/became aware of/Section 11 because

As a subject teacher in my previous school and head of department in
this school we rely on S.11. funded staff to give our ethnic minority students
an equal chance in both curriculum and social issues

4. For me Section 11 is fundamentally concerned with

equal opportunities

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

Very hard to bear for the person concerned does make an impact
in the school, is valued by both staff and pupils and parents

6. I would like to see future developments in this area focussing on

staffing provision that reflects wider needs, especially support for pupils
of African-Caribbean heritage who lose out with the current criteria

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Of 1966.

INTERVIEWS WITH KEY PERSONNEL

Name   Status Subject teacher

Date of Interview   Ref. 34/1996

STEM QUESTIONS.

1. **My current views of Sections 11 are**

that the support is valued here and in other schools that I
know of

2. **These views have been formed by**

working in three multicultural schools over the last 12 years and
seeing what a difference good support work can make

3. **I came into/became aware of/Section 11 because**

as a history teacher I really welcomed working with the S.11.
Support teacher in producing materials and assessing accurately the needs
of the students in all my previous schools

4. **For me Section 11 is fundamentally concerned with**

collaboration between mainstream and support staff to enable all the
students to achieve their full potential

5. **If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be**

damaging to the pupils and the whole ethos of the school

6. **I would like to see future developments in this area focussing on**

More realistic levels of support ... we can demonstrate need but
can't seem to get more staff.

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INTERVIEWS WITH KEY PERSONNEL

Name   Status S.il. funded Teacher

Date of Interview   Ref. 35/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

that it is valued in this school and schools locally

2. These views have been formed by

Working as a S.il. funded member of staff for 3 years here and previously as a subject teacher in another urban school

3. I came into/became aware of/Section 11 because

I was always interested in this work at my previous school and wanted this post to prove how effective partnership teaching could be

4. For me Section 11 is fundamentally concerned with

funding that enables ethnic minority pupils, particularly those with EAL, to have access to the full curriculum

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

personally critical for me as this is my career choice and I would hope the school, pupils and parents would agree it would be a great loss

6. I would like to see future developments in this area focussing on

fairer funding in this area, as needs have increased considerably during the 1990's but no additional staffing seems to be forthcoming

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INTERVIEWS WITH KEY PERSONNEL

Name	Status 'S.11. Funded Support Assistant
Date of Interview	Ref. 36/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

that it works well in this school and other schools I know locally

2. These views have been formed by

working 10 hours per week as a community liaison person, funded by
S.11., as well as my other 27 hours mainstream home-school liaison

3. I came into/became aware of/Section 11 because

the school asked me to focus 10 hours of my time 3 years ago on
S.11. work and I was very keen to do that

4. For me Section 11 is fundamentally concerned with

having the time to make and develop relationships with the children
and especially their parents for the benefit of all of us

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

personally they would mean simply reverting to my original
contract but I'm sure the school would ask me to keep this focus
going even without the 50% funding

6. I would like to see future developments in this area focussing on

having even more time to work with parents and having more
staff in schools from the ethnic minorities in general

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INTERVIEWS WITH KEY PERSONNEL

Name   Status   YEAR 7 PUPIL

Date of Interview   July 1996   Ref.   37/1996

STEM QUESTIONS.

1.   My current views of Sections 11 are

I get good support from x. He is very kind and I like him

2.   These views have been formed by

He has helped me and my teachers during the year and I did well

3.   I came into/became aware of/Section 11 because

Mr. X said he was my extra teacher

4.   For me Section 11 is fundamentally concerned with

helping me when I don't understand some of the work

5.   If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

Sad

6.   I would like to see future developments in this area focussing on

More work for everyone

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INTERVIEWS WITH KEY PERSONNEL

Name   Status PARENTS of 47 PUPIL

Date of Interview   Ref. 38/1996

STEM QUESTIONS.

1. **My current views of Sections 11 are**

that it should continue because it helps our children

2. **These views have been formed by**

at the junior school and here our children get the support
they need

3. **I came into/became aware of/Section 11 because**

especially the 'No Cuts' work at the school and we signed the
petition

4. **For me Section 11 is fundamentally concerned with**

helping our children to do well at school

5. **If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be**

Very angry indeed as it would not be fair

6. **I would like to see future developments in this area focussing on**

more people involved in this work, especially from our own
community --- to involve more parents and talk about how the
community should work together with the school

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INTERVIEWS WITH KEY PERSONNEL

Name	Status YEAR 11 PUPIL
Date of Interview JULY 1996	Ref. 39/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

that it is a very good thing

2. These views have been formed by

Seeing how much help students get from the staff

3. I came into/became aware of/Section 11 because

I didn't know Mr. X was S.11. but now I do I think we should fight to keep him

4. For me Section 11 is fundamentally concerned with

people giving help to students when they need it, especially in the classroom and talking to parents

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

Unfair, definately not right

6. I would like to see future developments in this area focussing on

More teachers like Mr. X and people who can speak our language would help everyone.

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INTERVIEWS WITH KEY PERSONNEL

Name   Status PARENT of YEAR 11 PUPIL

Date of Interview   Ref. 40|1996

STEM QUESTIONS.

1. My current views of Sections 11 are

that my son is given good support by the teachers

2. These views have been formed by

talking to the teachers and we had a meeting about it

3. I came into/became aware of/Section 11 because

at the meeting we could ask questions in our own language and
it make it clear --- I signed the petition

4. For me Section 11 is fundamentally concerned with

good work for our children --- making them feel good about
being able to do the work

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our
    school(s) would be

not really right and proper

6. I would like to see future developments in this area focussing on

More people to help and no cuts

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Background:

Headteacher for 3 years at school (98% bilingual with 6 Section 11 funded teachers and 4 F.T.E. funded support staff). Previously deputy (for 5 years) at this school and had been Section 11 co-ordinator at two previous schools in the 10 years preceding move to this school.

Stem Questionnaire responses: Key issues raised

That Section 11 is, and especially since 1992, has always been an "essential element" in both "raising the achievement of bilingual ethnic minority pupils" and "developing in colleagues in schools an awareness of the multi cultural community the kids are from".

School had worked a "carousel approach to Section 11 staffing and 'mainstream' staffing so that over a period of time all staff would have access to, and understanding of, support work, especially LEA in-service training while they were on "Section 11 focussed work". This had worked very well once the contracts had been decided as to "who were the named Section 11 staff through contracts with personnel" and if redundancy did focus on Section 11 the named staff were clear this meant them".

If Section 11 funding was withdrawn it would be "catastrophic" this was an "entitlement issue" and Head had always "fought against any cuts by all means possible".

Felt very confident that New Unitary LEA had a long term commitment to this area and politically felt secure to take the "opt out" scenario if the occasion arose, which as local headteachers they were canvassing for such independence.

The future developments the head would like to see included a broader definition of the funding role, to "go beyond the emphasis in language support" and become a more school community focus support role; would like to see more members from the ethnic minority communities becoming teachers and would support any strategies that enabled support assistants to achieve Qualified Teacher Status.

Overall very committed and confident about the future in "as much as you can with a government (1996) that doesn't seem to value this area".

INTERVIEWS WITH KEY PERSONNEL

Name	Status _Chair of Governors_

Date of Interview   July 1996   Ref. 42/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

that this is an essential resource for our schools, and especially the
Infant and Junior school here

2. These views have been formed by

I've been chair here at the schools for over 10 years now and I
know the hard work that S.11. staff do here and the difference it makes

3. I came into/became aware of/Section 11 because

especially when we had the consultation meetings in 1991 and we put
together our policy and action plan

4. For me Section 11 is fundamentally concerned with

giving the essential support that our EAL pupils need to achieve
and to provide a link with the parents and wider community

**5. If Section 11 funding was to be withdrawn in the near future the impact on my/our
school(s) would be**

virtually unthinkable as we have over 10 full time and 4
part time people involved in both schools --- it would be awful

6. I would like to see future developments in this area focussing on

a proper long-term strategy from government to stop this endless
temporary contracts and will-they/wont-they cut the provision --- a
commitment to long term sustained development is what we need

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INTERVIEWS WITH KEY PERSONNEL

Name   Status DEPUTY HEAD

Date of Interview   JUNE 1996   Ref. 43/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

that this is a critical resource for us in this school

2. These views have been formed by

3 years as deputy at the school and 12 years as a class teacher before
that --- I know how vital S.11. support can be for staff, pupils and parents

3. I came into/became aware of/Section 11 because

at this school over the last ten years we have worked a 'carousel'
strategy where we, the mainstream staff, swop roles with s.11. funded staff, usually
for one academic year --- This has greatly enhanced everyones skills and perceptions

4. For me Section 11 is fundamentally concerned with

quality support through collaborative workings between us, as staff, and
targetted support for the children, their parents and involving the community

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

truly criminal ... I just couldn't contemplate how bad that
scenario would be

6. I would like to see future developments in this area focussing on

wider job descriptions for staff and essentially permanent contract
status linked to a long-term commitment

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INTERVIEWS WITH KEY PERSONNEL

Name	Status CLASS TEACHER
Date of Interview June 1996	Ref. 44/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

for me they are crucial members of our school, we have good planning collaboration and team teaching arrangements

2. These views have been formed by

working here for the last 5 years has been an eye-opener for me --- whereas before in a school with no support staff it was DIY, this partnership model really works and basically I would never go back to the old scene.

3. I came into/became aware of/Section 11 because

when I came to the school it was their way of working and to be a "S.11. funded" member of staff for a year was great... it really made you think about the relationships going on, not just with kids but the adults as well

4. For me Section 11 is fundamentally concerned with

having additional staffing that reflects the needs of the kids and the community in multiethnic urban areas like this

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

horrendous and heart-breaking

6. I would like to see future developments in this area focussing on

better terms and conditions for funded staff --- I would be really interested in the work but it's too chancy under the current circumstances

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INTERVIEWS WITH KEY PERSONNEL

Name   Status S. 11. FUNDED TEACHER

Date of Interview   JUNE 1996   Ref. 45/1996

STEM QUESTIONS.

1.   My current views of Sections 11 are

concerned with not just protecting but developing this area of work

2.   These views have been formed by

being coordinator in the school for S.11. staff for the last 5 years

3.   I came into/became aware of/Section 11 because

as a Section 11 coordinator I chose this as a career over 12 years ago and became coordinator here in 1991

4.   For me Section 11 is fundamentally concerned with

'education for all' meaning the potentials that ethnic minority pupils have should be supported by targetted funding and supported by professionally qualified staff

5.   If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

as you can imagine ... devastating for everyone concerned, not just the S.11. funded staff either but mainstream, pupils, parents and community people also.

6.   I would like to see future developments in this area focussing on

basically a wider definition of our role and therefore the staffing provision to do a quality professional job in both curriculum and community developments

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INTERVIEWS WITH KEY PERSONNEL

Status `S.11. FUNDED SUPPORT ASSISTANT

of Interview   JUNE 1996   Ref.   46/1996

STEM QUESTIONS.

My current views of Sections 11 are

w important it is for schools like this

These views have been formed by

working at this school for four years now and previously for 3 at
other local school as S.11. funded staff

I came into/became aware of/Section 11 because

a parent I became aware of this good support in my childrens'
school and I did voluntary work to start with and then a S.11. funded
classroom assistant post ... I thoroughly enjoyed it

For me Section 11 is fundamentally concerned with

quality and getting the best for bilingual children in school

**If Section 11 funding was to be withdrawn in the near future the impact on my/our
school(s) would be**

very hard to bear

I would like to see future developments in this area focussing on

ore ethnic minority - bilingual people involved in schools in jobs
like this that support children in English and their own languages

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INTERVIEWS WITH KEY PERSONNEL

Name	Status S.11. Funded Support Assistant

Date of Interview June 1996	Ref. 46/1996

STEM QUESTIONS.

1.   My current views of Sections 11 are

how important it is for schools like this

2.   These views have been formed by

working at this school for four years now and previously for 3 at
another local school as S.11. funded staff

3.   I came into/became aware of/Section 11 because

as a parent I became aware of this good support in my childrens
school and I did voluntary work to start with and then a S.11.funded
classroom assistant post ... I thoroughly enjoyed it

4.   For me Section 11 is fundamentally concerned with

equality and getting the best for bilingual children in school

**5.   If Section 11 funding was to be withdrawn in the near future the impact on my/our
school(s) would be**

very hard to bear

6.   I would like to see future developments in this area focussing on

More ethnic minority - bilingual people involved in schools in jobs
like this that support children in English and their own languages

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INTERVIEWS WITH KEY PERSONNEL

Name	Status YEAR 6 PUPIL
Date of Interview JULY 1996	Ref. 47/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

the teachers are really good

2. These views have been formed by

I have support every day and I like it

3. I came into/became aware of/Section 11 because

4. For me Section 11 is fundamentally concerned with

helping me with my work

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our
    school(s) would be

6. I would like to see future developments in this area focussing on

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INTERVIEWS WITH KEY PERSONNEL

Name   Status *Parents of Year 6 Pupil*

Date of Interview *July 1996*   Ref. *48/1996*

STEM QUESTIONS.

1. My current views of Sections 11 are

how important it is

2. These views have been formed by

we had a meeting of parents and we signed the petition gladly

3. I came into/became aware of/Section 11 because

we parents were all worried about the staff here — they are good people

4. For me Section 11 is fundamentally concerned with

giving help to our children when they need it

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

very, very bad news if it happened

6. I would like to see future developments in this area focussing on

More good people doing this work and helping ourselves and our children to do well

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INTERVIEWS WITH KEY PERSONNEL

Name   Status HEADTEACHER

Date of Interview   June 1996   Ref. 49

STEM QUESTIONS.

1. My current views of Sections 11 are That in my school we need more
of this valuable resource.

2. These views have been formed by
being headteacher for the last ten years at this school and seeing the
dramatic demographic change from 10% EAL pupils to now 67%

3. I came into/became aware of/Section 11 because
I have been campaigning since 1991 for a proper allocation of staff for this
school as our needs have increased dramatically ... The Project format was effective
and the staff work well with mainstream staff but we haven't enough of them

4. For me Section 11 is fundamentally concerned with
Valuing the needs of the pupils with specific needs but also creating the
ethos for all pupils to recognise the multicultural - multifaith society we live in

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our
school(s) would be
unthinkable ... I really wouldn't even contemplate it ... it would
be truly a horrendous scenario

6. I would like to see future developments in this area focussing on
More resources where need is identified ... fairer distribution of a resource
which should reflect wider criteria for an 'education for all' style approach
... not just a language focus but community links and multicultural-faith facil.

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INTERVIEWS WITH KEY PERSONNEL

Name   Status *Chair of Governors*

Date of Interview   June 1996   Ref. 50/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

That this service must be maintained for the good of all children, not just in my school but in the town

2. These views have been formed by

as chair of governors for over seven years now I've seen this schools ethnic composition change quite markedly and I know how vital S.11. support is to us

3. I came into/became aware of/Section 11 because

as our needs increased we lobbied for more resources, so we have been very active not just in the 'No Cuts' campaign but for a fairer allocation locally

4. For me Section 11 is fundamentally concerned with

equal opportunities in the specific sense of supporting E.A.L. pupils who need the language support but also the general ethos of a school reflecting it's diversity

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

totally politically unacceptable ... we would as a council do everything we could to ensure that it didn't happen or to minimise any cuts to current provision

6. I would like to see future developments in this area focussing on

equalities issues generally including not just language issues but multicultural - antiracist - gender - disabilities issues as well

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INTERVIEWS WITH KEY PERSONNEL

Name   Status `DEPUTY HEAD`

Date of Interview   June 1996   Ref.   51/1996

STEM QUESTIONS.

1. **My current views of Sections 11 are**

that we need more resources in this school to reflect the very real
needs we have here

2. **These views have been formed by**

as deputy for the last four years I've seen the needs grow annually
and yet the allocation remains the same

3. **I came into/became aware of/Section 11 because**

before I came here my previous school had reasonable allocations of S.11 funded
staff and now this school has the same needs but a quarter of their provision -
- we are active in the 'No Cuts' campaign but want equal treatment for our own needs

4. **For me Section 11 is fundamentally concerned with**

giving support where language needs, especially EAL pupils, are identified

5. **If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be**

Cynically, not as bad as it should be ... but realistically any reduction
would be professionally demoralising for staff and desperate for the children

6. **I would like to see future developments in this area focussing on**

fair allocations for genuine needs with a thorough needs-analysis formula
which was clear and transparent to all concerned

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               Of 1966`

INTERVIEWS WITH KEY PERSONNEL

Name	Status `CLASS TEACHER`
Date of Interview June 1996	Ref. 52/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

that it is a very important resource for me personally and all schools with a significant EAL pupil base

2. These views have been formed by

working in this school for the last 9 years where the needs have increased dramatically during that time

3. I came into/became aware of/Section 11 because

when I first came the demands on the S.11 team were relatively easy to meet when I asked for support but now because everyone needs the support their time is very thin on the ground for class teachers like me

4. For me Section 11 is fundamentally concerned with

giving good quality support in the classroom ; in the planning of lesson and the needs identification of pupils and the ARR analysis

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

tragic --- surely it couldn't happen

6. I would like to see future developments in this area focussing on

more staffing based on the needs of the school and a wider brief for additional staff looking at community involvement

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INTERVIEWS WITH KEY PERSONNEL

Name   Status Section 11 Funded Teacher

Date of Interview   June 1996   Ref.   53/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

that we are a valued team in this school

2. These views have been formed by

As coordinator since 1991 I have seen the needs increase and the
demands on our time increase dramatically

3. I came into/became aware of/Section 11 because

I was a class teacher before I came into S.11. work and I know how
important that support was

4. For me Section 11 is fundamentally concerned with

working together, the S.11. team, staff, pupils and parents to get the best
for those children who, without the support, wouldn't achieve their potential

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

horrible ---- they would riot!

6. I would like to see future developments in this area focussing on

More staffing where the needs have clearly increased considerably ---
this historic allocation is obviously tied-up in government restrictions but
there needs to be future allocations based on genuine needs

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INTERVIEWS WITH KEY PERSONNEL

Name   Status *Section 11 Funded Support Assistant*

Date of Interview   *June 1996*   Ref. *54/1996*

STEM QUESTIONS.

1. My current views of Sections 11 are

that we are valued in this school

2. These views have been formed by

having been S.11. funded since 1992, the school wanted me to use
my languages to support the children and it has worked very well

3. I came into/became aware of/Section 11 because

I was involved in the Infants as a volunteer and when my children
went to the Junior the school asked me to consider applying for a
classroom assistant post and so I knew about S.11. then

4. For me Section 11 is fundamentally concerned with

really communicating with children who do not speak English very well
and can learn in their mother tongue ... it makes them more confident

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

Very sad if it happened

6. I would like to see future developments in this area focussing on

More language support people from the community because we could
tell the teachers as well as the children about our religion and
festivals as well as language work

INTERVIEWS WITH KEY PERSONNEL

Name		Status YEAR 6 PUPIL
Date of Interview JUNE 1996		Ref. 55/1996

STEM QUESTIONS.

1. **My current views of Sections 11 are**

   I talk to my teacher in Pahari ... it's great

2. **These views have been formed by**

   I like working with both Mrs X and Y in the classroom

3. **I came into/became aware of/Section 11 because**

4. **For me Section 11 is fundamentally concerned with**

5. **If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be**

6. **I would like to see future developments in this area focussing on**

INTERVIEWS WITH KEY PERSONNEL

Name	Status PARENTS of Yb PUPIL

Date of Interview June 1996	Ref. 56/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

These are important people and should not be lost

2. These views have been formed by

we were at a meeting to hear about S.11 and we know our
son is really helped by those people

3. I came into/became aware of/Section 11 because

the meeting asked for 'No cuts' to S.11. and we agreed

4. For me Section 11 is fundamentally concerned with

good work in the classroom

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

very bad indeed and not fair

6. I would like to see future developments in this area focussing on

More teachers like these as they help us very much

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INTERVIEWS WITH KEY PERSONNEL

Name   Status HEADTEACHER

Date of Interview   JUNE/JULY 1996   Ref. 57

STEM QUESTIONS.

1. My current views of Sections 11 are

that it is an essential support to schools in urban areas where ethnic minorities are such a positive part of the school, and local community

2. These views have been formed by

being head here for 5 years and previously deputy for 4 years in multi-ethnic schools serving multicultural communities

3. I came into/became aware of/Section 11 because

I was a Section 11 funded teacher for 2 years in the late eighties and have been deputy and head in schools with S.11. funded staff --- been a member of the LEA steering group and involved in the 'No Cuts' campaign.

4. For me Section 11 is fundamentally concerned with

the rights of children to have the support to enable them to fulfill their potential for their good and the good of the whole community, both locally and nationally --- This includes 'race' equality support as well as language

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

totally devastating --- I sometimes think that this government has no idea just how important the people funded under S.11. are to schools like mine

6. I would like to see future developments in this area focussing on

'race' equality issues where funded staff have job descriptions that allow them to focus on community issues ; wider curricular issues on multicultural-faith developments as well as EAL support. This would mean a commitment from government to increase resources.

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INTERVIEWS WITH KEY PERSONNEL

Name   Status _Senior Gouvernor_

Date of Interview   _July 1996_   Ref.   _58/1996_

STEM QUESTIONS.

1.   My current views of Sections 11 are

that this is a very necessary resource that we intent to keep in this
authority and will do all we can, as councillors, to increase the provision

2.   These views have been formed by

being a governor at this school for a number of years --- as a local
councillor and member of the shadow Education committee for the new authority
--- I knew how important this service is in this school and all the borough's schools

3.   I came into/became aware of/Section 11 because

I have recruited S.11. staff to the school over the years and worked on the
policy and review in 1991 and am in school regularly to talk to staff

4.   For me Section 11 is fundamentally concerned with

equality issues at their most fundamental in education i.e. communication
and care, for both pupils and parents ---- it's a right not a luxury

**5.   If Section 11 funding was to be withdrawn in the near future the impact on my/our
school(s) would be**

scandalous ---- there is no way we would allow this to happen
politically

6.   I would like to see future developments in this area focussing on

a wider job description and hopefully more staff to work on general
equalities issues --- involving community development work as well

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INTERVIEWS WITH KEY PERSONNEL

Name   Status `SENIOR TEACHER`

Date of Interview   July 1996   Ref.   59/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

as a member of the SMT at the school I know how valued S.11. is

2. These views have been formed by

working at the school for over 10 years now and seeing the quality of
the support S.11. staff have given to children, parents and the community

3. I came into/became aware of/Section 11 because

I was mentoring S.11. Staff as part of my brief and I helped put
together the S.11. Action Plan and Equal Opps. action plan that put the
infrastructure together

4. For me Section 11 is fundamentally concerned with

justice .... for children to be given the opportunity to succeed ... S.11.
have a vital role in that

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

devastating

6. I would like to see future developments in this area focussing on

staffing levels increased to include developments in community
outreach work

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INTERVIEWS WITH KEY PERSONNEL

Name   Status   *Class Teacher*

Date of Interview   *July 1996*   Ref.   *60/1996*

STEM QUESTIONS.

1. My current views of Sections 11 are

that they are so important to the ethos of the school and the achievement of the children

2. These views have been formed by

Working collaboratively with S11. staff

3. I came into/became aware of/Section 11 because

I went on a 'Partnership Teaching' one year INSET in 1993 and it really made me aware of the potential for that collaborative teaching

4. For me Section 11 is fundamentally concerned with

Working as a team where we plan together, teach together, analyse together and generally collaborate on all the issues affecting the children

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

Unthinkable

6. I would like to see future developments in this area focussing on

More resources for more collaborations ... not just in the classroom but in the community and encouraging parents and people in the community to come in to work with us in school

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INTERVIEWS WITH KEY PERSONNEL

Name	Status Section 11 Funded Teacher
Date of Interview Jun 1996	Ref. 61/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

that we are working well as a team in this school, and that we are valued by others in the borough ...which is reassuring

2. These views have been formed by

working as a Section 11 funded teacher, for the last five years as School coordinator.

3. I came into/became aware of/Section 11 because

when I took on the coordinators job I was enthused by the support from the Head and staff and we have made it, I think, successful

4. For me Section 11 is fundamentally concerned with

the quality of partnerships and relationships with staff, the children, their parents and the wider community

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

pretty drastic ... not a pleasant thought!

6. I would like to see future developments in this area focussing on

building up the support role to include more time/staff to work on curriculum resources for collaborative work and involving parents more in the school

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INTERVIEWS WITH KEY PERSONNEL

Name	Status S.11. funded General Assistant
Date of Interview July 1996	Ref. b24 1996

STEM QUESTIONS.

1. My current views of Sections 11 are

That our jobs are always threatened but we come through ok because people support us

2. These views have been formed by

meetings we have had over the last 3 years about cutbacks and temporary contracts

3. I came into/became aware of/Section 11 because

I was a general assistant for many years and the school asked me to focus 10 hours on S.11. work and so I use my language skills in talking to parents and people in the community

4. For me Section 11 is fundamentally concerned with

focussing help to particular children and parents who need extra support to get better in school or to know what school is all about

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

very bad

6. I would like to see future developments in this area focussing on

More use of community language skills — and Mothers classes learning English as well as knowing more about their children's education

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INTERVIEWS WITH KEY PERSONNEL

Name   Status Year 2 Pupil

Date of Interview   July 1996   Ref.   63/1996

STEM QUESTIONS.

1.   My current views of Sections 11 are

I like then very much

2.   These views have been formed by

3.   I came into/became aware of/Section 11 because

4.   For me Section 11 is fundamentally concerned with

5.   If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

6.   I would like to see future developments in this area focussing on

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INTERVIEWS WITH KEY PERSONNEL

Name	Status *PARENTS OF Y2 PUPIL*
Date of Interview *JULY 1996*	Ref. *64/1996*

STEM QUESTIONS.

1. My current views of Sections 11 are

that they should keep their jobs — they do a good job

2. These views have been formed by

seeing our child supported since he started school

3. I came into/became aware of/Section 11 because

the letters telling us they could lose their jobs and talking to the teachers

4. For me Section 11 is fundamentally concerned with

helping us

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

not fair for us or the children

6. I would like to see future developments in this area focussing on

More resources for this

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INTERVIEWS WITH KEY PERSONNEL

Name   Status   HEADTEACHER

Date of Interview   JUNE/JULY 1996   Ref. 65

STEM QUESTIONS.

1. My current views of Sections 11 are

that as Head of the largest multiethnic comprehensive in this area we are reliant on this invaluable resource

2. These views have been formed by

the experience of being headteacher here for the last year, and previously as deputy head for seven years in another large multiethnic comprehensive

3. I came into/became aware of/Section 11 because

particularly as deputy head I was responsible for the personnel development at the school and the issues relating to S.11 funded staff were a constant area for development in the 1990's.

4. For me Section 11 is fundamentally concerned with

resourcing to enable schools to meet the needs of both students and parents and assist both in making the most of the education system

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

frankly impossible for me, as headteacher, to look pupils-students, parents and the "community" in the face and say we are providing a decent educational experience ... the loss of staff would mean loss of academic/social development

6. I would like to see future developments in this area focussing on

more resources to reflect the 'whole picture' of needs of schools such as this in terms of curricular developments that reflect a multicultural-antiracist approach; of community developments that increase the involvements of parents and the wider community in the life of the school.

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INTERVIEWS WITH KEY PERSONNEL

Name	Status Chair of Governors

Date of Interview July 1996	Ref. 66/1996

STEM QUESTIONS.

1.   My current views of Sections 11 are

that this resource is now part of our infrastructure and must continue and indeed grow as our needs increase

2.   These views have been formed by

as chair for the last 3 years and a governor for the last 7 I have seen how the impact of S.11. funded staff has made a real difference in pupil learning and achievement and also strengthening of links with parents and the community

3.   I came into/became aware of/Section 11 because

as a governor at the school this area has always been an issue ... in 1991 we felt we needed more staff than we were allocated and we have been battling against cuts since 1993

4.   For me Section 11 is fundamentally concerned with

the rights and entitlements of all pupils, but especially those ethnic minority youngsters and young adults who need that extra support to fulfill the obvious potential they have

5.   If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

dire indeed ... I personally cannot see any government withdrawing this funding ... it would be too politically damaging for them

6.   I would like to see future developments in this area focussing on

much more involvement with parents and the wider community ... more support for African-Caribbean heritage students ... and a far greater emphasis on antiracist work especially black history support

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INTERVIEWS WITH KEY PERSONNEL

Name   Status SENIOR TEACHER

Date of Interview   July 1996   Ref.   67/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

that it is a vital resource in this school and for this whole cluster of
schools in this area

2. These views have been formed by

teaching in this school for over 10 years now and seeing how the students
have progressed with the support of additional staffing

3. I came into/became aware of/Section 11 because

as a science teacher and then head of department and then on the SMT I
have been involved in the curriculum and policy development at an individual
and institutional level and we have a successful S.11 team here and it works

4. For me Section 11 is fundamentally concerned with

working in partnership with colleagues in the school to get the best
support, both academic and pastoral, for all students but particularly ethnic
minority students who we know can underachieve if not supported

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our
    school(s) would be

unacceptable ... we would do all in our power to minimise any
cuts yet alone a withdrawal of funding

6. I would like to see future developments in this area focussing on

permanence ; as a career structure for talented staff who otherwise look
elsewhere ---- people need to feel a commitment from government and LEA
that this area is as valued as we in school value it

INTERVIEWS WITH KEY PERSONNEL

Name   Status _Subject Teacher_

Date of Interview   _July 1996_   Ref. _68/1996_

STEM QUESTIONS.

1. My current views of Sections 11 are

that it was a good job all the posts were ok after the latest scare ...
we value this service highly

2. These views have been formed by

working in the humanities department for the last seven years I have
personally worked on a partnership teaching strategy with a S.11 funded colleague
and the effects were very successful both for me and the students

3. I came into/became aware of/Section 11 because

I have always worked in multiethnic comprehensives and have known of
S.11 funded staff but it was not until the last few years that I've been able
to really collaborate with them ... the structure of the projects has helped greatly

4. For me Section 11 is fundamentally concerned with

partnership approaches not just in teaching but linking with parents and the
whole community, especially in this area where that bond is vital for development

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

extremely bad news indeed

6. I would like to see future developments in this area focussing on

a wider interpretation of the role ... more focus on African-Caribbean
pupils support ... and greater links with the community ... therefore an increase
and redefinition of resources

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INTERVIEWS WITH KEY PERSONNEL

Name   Status Section 11 Funded Teacher

Date of Interview   July 1996   Ref. 69/1996

STEM QUESTIONS.

1.   My current views of Sections 11 are

that we are valued both within the school and the community in this area ... the support against any cuts was heartening for us ... it focussed everyone on exactly what our role was

2.   These views have been formed by

as coordinator since the 1992 Projects began, and previously as S.11. in other schools this is my career

3.   I came into/became aware of/Section 11 because

I was always interested in this work since I worked abroad and came back to teach in this area and got relevant qualifications

4.   For me Section 11 is fundamentally concerned with

good educational practice ... the collaboration of colleagues is very important and a role model for the students --- the downside is this constant threat of cuts which can lead to a 'them and us' scenario each year as the budget approaches

5.   If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

personally, terrible as this is my chosen career path ; for the school I know everyone would be very upset

6.   I would like to see future developments in this area focussing on

proper allocation of resources ... we are the largest school in this area but our staffing levels don't properly reflect the needs we have

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INTERVIEWS WITH KEY PERSONNEL

Name   Status _Section 11 Funded Support Assistant_

Date of Interview   _July 1996_   Ref.   _70/1996_

STEM QUESTIONS.

1. My current views of Sections 11 are

that we are essential staff for this school

2. These views have been formed by

the positive way we have been treated, especially since 1992 and the Projects
when we really explained to people what our roles were

3. I came into/became aware of/Section 11 because

I am really keen on this area of work and my language skills are valued
by the staff at the school for all kinds of support ... in the curriculum, pastoral
and at meetings with parents

4. For me Section 11 is fundamentally concerned with

Valuing the community the school serves and in turn they value our support

**5. If Section 11 funding was to be withdrawn in the near future the impact on my/our
    school(s) would be**

very bad indeed -- the parents and community wouldn't understand
this at all ... they would be very angry about it

6. I would like to see future developments in this area focussing on

More resources for schools like ours where we can offer more services
to parents and the community and involve them more in the school

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INTERVIEWS WITH KEY PERSONNEL

Name   Status YEAR 9 PUPIL

Date of Interview   JULY 1996   Ref.   71/1996

STEM QUESTIONS.

1.   My current views of Sections 11 are

that the staff here are really good and there shouldn't be cuts

2.   These views have been formed by

talking with people in school and seeing notices up on the boards

3.   I came into/became aware of/Section 11 because

they give you help in the classroom and I can talk in Punjabi
to Mr. X if I need to

4.   For me Section 11 is fundamentally concerned with

helping us in school

**5.   If Section 11 funding was to be withdrawn in the near future the impact on my/our
school(s) would be**

unhappy times

6.   I would like to see future developments in this area focussing on

I like talking in Punjabi and if more staff had the languages it
would be better

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INTERVIEWS WITH KEY PERSONNEL

Name	Status PARENTS of Y9 PUPIL
Date of Interview July 1996	Ref. 72/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

We need people like this in school

2. These views have been formed by

our sons have had support over the years, in the middle school as well, and they do a good job

3. I came into/became aware of/Section 11 because

our sons had to go back after some time away in India and the school was really good to support them

4. For me Section 11 is fundamentally concerned with

giving our children all the help they need

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

not fair for anyone

6. I would like to see future developments in this area focussing on

More people like this in school

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INTERVIEWS WITH KEY PERSONNEL

Name   Status YEAR 11 PUPIL

Date of Interview   Jun 1996   Ref.   73/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

that we support the 'No cuts' campaign all the way

2. These views have been formed by

talking to people in school and in the community

3. I came into/became aware of/Section 11 because

they asked for help from parents and us and we want to support
them

4. For me Section 11 is fundamentally concerned with

having more good teachers for us

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our
school(s) would be

very sad

6. I would like to see future developments in this area focussing on

More teachers, especially from my community ... we could talk in
our own language more and get more things done

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INTERVIEWS WITH KEY PERSONNEL

Name   Status *PARENTS OF YEAR 11 PUPIL*

Date of Interview   July 1996   Ref.   74/1496

STEM QUESTIONS.

1.   My current views of Sections 11 are

it is very important to us and the children

2.   These views have been formed by

talking with community people and in meetings we heard about
their work

3.   I came into/became aware of/Section 11 because

the meetings were good at telling us, in English and Punjabi, about
this work

4.   For me Section 11 is fundamentally concerned with

being fair -- giving everyone a real chance

**5.   If Section 11 funding was to be withdrawn in the near future the impact on my/our
school(s) would be**

unkind and unfair

6.   I would like to see future developments in this area focussing on

more people like this in our school

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INTERVIEWS WITH KEY PERSONNEL

Name   Status HEADTEACHER

Date of Interview   June/July 1996   Ref. 75

STEM QUESTIONS.

1. My current views of Sections 11 are

That this funding source is vital to the 'whole school' development of schools like mine

2. These views have been formed by

as Headteacher here for the last four years and previously Head in another urban secondary school I know how important S.11. funded staff can be when they are effectively managed

3. I came into/became aware of/Section 11 because

In my previous school we had been part of the consultation group preparing for the 1992 Project initiative and this had a very positive impact on funded staff and senior managers as we went into detailed planning for this.

4. For me Section 11 is fundamentally concerned with

social and educational justice issues --- where pupils and parents are given every chance to be fully engaged with the education system -- S.11. funded staff have a vital role as catalysts and providers of this support

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

utterly devastating and very demoralising for staff, students, parents and the community

6. I would like to see future developments in this area focussing on

additional resources that recognise the complex nature of supporting schools who are trying to involve all the 'stakeholders' in the process of school improvements ... in multiethnic areas like ours this involved/s partnerships with staff in classrooms; with pupils and parents both at school and at home.

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Of 1966'

INTERVIEWS WITH KEY PERSONNEL

Name   Status SENIOR GOVERNOR

Date of Interview   JUNE 1996   Ref. 76/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

that it was a good job there were no cuts to Section 11 as it is a crucial area for us in the school

2. These views have been formed by

I have been a governor here for seven years and chair of personnel sub-committee for five so I've been involved in all the hassles when the Home office started reducing the funding

3. I came into/became aware of/Section 11 because

especially as chair of Personnel when we had to make decisions of the types of contracts etc ... We really value this service but the advice was to offer temporary contracts because you never knew what would happen

4. For me Section 11 is fundamentally concerned with

being seen to be fair and providing extra support where there is a need

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

Very damaging to everyone in the school community

6. I would like to see future developments in this area focussing on

a commitment from the Home Office for long term Projects where we can offer a decent career prospect to some very talented people

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INTERVIEWS WITH KEY PERSONNEL

Name	Status ˋSENIOR TEACHER
Date of Interview June 1996	Ref. 77/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

that it amazes me how much support we got for the 'No Cuts' campaign
--- people really rallied round and it made everyone, especially S.11. staff,
feel valued

2. These views have been formed by

I have worked with S.11. staff over the last twenty years in four schools
and I know when they are good they are an essential support but equally
when they are not so good it can be a problem

3. I came into/became aware of/Section 11 because

I've worked with many S.11. staff over the years and the 1992 Project format
helped define their role much better than before when it was very vague and
unhelpful .... nowadays the skills are there it's the Home Office causing the problems

4. For me Section 11 is fundamentally concerned with

quality education provision where additional staff work in tandem with
subject teachers to provide for the needs of all the pupils --- it can work
very effectively

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

utterly unacceptable --- we feel very strongly on this one and
support our S.11. staff all the way on 'No cuts'.

6. I would like to see future developments in this area focussing on

a much wider brief for their role ..-- there needs to be permanence
and security for career development if it is to succeed in the future

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INTERVIEWS WITH KEY PERSONNEL

Name	Status SUBJECT TEACHER

Date of Interview	JUNE 1996	Ref. 78/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

that they deserve better than the position the S.11. staff are in now ... they can be very effective

2. These views have been formed by

working with S.11. staff over the last 5 years in this school

3. I came into/became aware of/Section 11 because

we had staff meetings to introduce the new Projects four years ago and that helped clarify their roles ... I worked very well with one of the staff where we did 'team teaching' which was very effective

4. For me Section 11 is fundamentally concerned with

working collaboratively to meet the needs of EAL pupils in the school

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

an immediate drop in motivation and ultimately standards, especially for EAL pupils, would fall

6. I would like to see future developments in this area focussing on

More certainty about staffing so we could really plan long term.

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INTERVIEWS WITH KEY PERSONNEL

Name	Status Section 11 Funded Teacher

Date of Interview June 1996	Ref. 74/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

of enormous relief that yet again we survive ... the upside is that we really explain to people (yet again) our roles and function in the school ... The downside is we are constantly the subject of hassles not of our making

2. These views have been formed by

as S.11 coordinator for the last 11 years and seeing some real changes over that time, really positive post-Swann and the 1992 Projects but negative since the 'cuts' scenario for the last 3 years

3. I came into/became aware of/Section 11 because

This was a career decision for me twelve years ago and apart from the recent downturns it has been very productive

4. For me Section 11 is fundamentally concerned with

a sense of real equal opportunities, not just for ethnic minority pupils, but additional staffing properly focussed can make a major impact on the ethos in a school

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

personally and professionally a body blow and I think the school would echo that but I really don't believe that will happen

6. I would like to see future developments in this area focussing on

a more 'education for all' approach that embraces issues of general 'race' equality issues in school and the community ... therefore more resources and a long term commitment to offer career development in this area

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INTERVIEWS WITH KEY PERSONNEL

Name   Status _Section 11 Funded Support Assistant_

Date of Interview   June 1996   Ref. 30/1996

STEM QUESTIONS.

1.   My current views of Sections 11 are

that we live to 'fight' another day ... but for how much longer?

2.   These views have been formed by

I joined the S.11. Team three years ago; previously I worked in another
authority in the north, and basically we seem to be forever fighting cuts

3.   I came into/became aware of/Section 11 because

initially I thought I could go for a teacher qualification with Section 11 but
the temporary nature of all this funding has put me off that for now anyway

4.   For me Section 11 is fundamentally concerned with

Supporting pupils and parents from ethnic minorities to really be involved in
school and education in general

**5.   If Section 11 funding was to be withdrawn in the near future the impact on my/our
school(s) would be**

a change of career! It would be a real shame as it has the potential but
there doesn't seem to be a commitment from government on this

6.   I would like to see future developments in this area focussing on

long term commitments ... to give people like me some sense of a career
way forward

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INTERVIEWS WITH KEY PERSONNEL

Name   Status YEAR 9 PUPIL

Date of Interview   JUNE 19th   Ref.   21/1996

STEM QUESTIONS.

1.   My current views of Sections 11 are

that they deserve to have their jobs

2.   These views have been formed by

letters sent to my parents --- we talked about it

3.   I came into/became aware of/Section 11 because

the letter said the teachers might be sacked

4.   For me Section 11 is fundamentally concerned with

giving me good help with my work in school

5.   If Section 11 funding was to be withdrawn in the near future the impact on my/our
      school(s) would be

not fair for those people

6.   I would like to see future developments in this area focussing on

More people in this work, not less

INTERVIEWS WITH KEY PERSONNEL

Name   Status : PARENTS OF Y 9 PUPIL

Date of Interview   June 1996   Ref. 82/1996

STEM QUESTIONS.

1. **My current views of Sections 11 are**

that they are good people who help our children and work with us

2. **These views have been formed by**

teacher at this school, and the Middle and Lower schools, who have been great over the years

3. **I came into/became aware of/Section 11 because**

our children needed support and they got it

4. **For me Section 11 is fundamentally concerned with**

giving the children a chance to be successful

5. **If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be**

unfair and cruel

6. **I would like to see future developments in this area focussing on**

more teachers who can speak in community languages and know about our religion

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INTERVIEWS WITH KEY PERSONNEL

Name	Status YEAR 11 PUPIL

Date of Interview June 1996	Ref. 83/1996

STEM QUESTIONS.

1.   My current views of Sections 11 are

we were all glad they didn't get cut

2.   These views have been formed by

we all signed the petition to save their jobs because they are good people

3.   I came into/became aware of/Section 11 because

we talked about this at school and we thought it was so unfair if
they got cut

4.   For me Section 11 is fundamentally concerned with

helping us do well at school

5.   If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

totally unfair

6.   I would like to see future developments in this area focussing on

More people like this because they help us so much

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INTERVIEWS WITH KEY PERSONNEL

Name   Status PARENTS of YEAR 11 PUPIL

Date of Interview   June 1996   Ref. 84

STEM QUESTIONS.

1.   My current views of Sections 11 are

That they are important people for us to have in school

2.   These views have been formed by

discussions at meetings in the school and in our community centre

3.   I came into/became aware of/Section 11 because

we support these teachers and helpers --- our children have had good
support from them and we signed the petition

4.   For me Section 11 is fundamentally concerned with

fair play to help all the pupils who need the extra help

5.   If Section 11 funding was to be withdrawn in the near future the impact on my/our
school(s) would be

Very bad and we in the community would be angry

6.   I would like to see future developments in this area focussing on

More workers in this area, not just teachers but community people
who could talk about religion and racism etc.

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INTERVIEWS WITH KEY PERSONNEL

Name   Status HEADTEACHER

Date of Interview   June/July 1996   Ref. 85

STEM QUESTIONS.

11. My current views of Sections 11 are

that it is an important support for schools in inner-town/city areas and important for us in that we can have support for our pupils with specific needs.

22. These views have been formed by

involving peripatetic staff from the language service in supporting our pupils who need language support. This has been part of the process over the last eleven years I have been head at the school

33. I came into/became aware of/Section 11 because

we needed support for a growing number of pupils over the years who had English as a second language and were not coping well with the curriculum .... the peri staff have been effective in giving us support

44. For me Section 11 is fundamentally concerned with

meeting the needs of pupils with English as a second language to enable them to cope with the curriculum, especially National Curriculum, needs

55. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

unfortunately depriving those pupils of the expert support that they need and the advice they give our staff would be sorely missed

66. I would like to see future developments in this area focussing on

More resources to meet the increasing needs in schools

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INTERVIEWS WITH KEY PERSONNEL

Name	Status *Chair of Governors*
Date of Interview *June 1996*	Ref. *86/1996*

STEM QUESTIONS.

1. My current views of Sections 11 are

that it is important for schools in multiracial areas

2. These views have been formed by

the various petitions we've seen from other schools

3. I came into/became aware of/Section 11 because

as a County Councillor for a number of years these issues have been raised and letters/petitions etc. debated in the Council

4. For me Section 11 is fundamentally concerned with

Supporting those children and communities where English is poor

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

relatively unaffected but it would be a shame for some pupils who need that support

6. I would like to see future developments in this area focussing on

if the government felt it necessary to put more resources in to this area then I'm sure we would support it in council

---

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INTERVIEWS WITH KEY PERSONNEL

Name	Status DEPUTY HEAD
Date of Interview June 1996	Ref. 87/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

We would like the support to continue at the school as it certainly helps our special needs pupils

2. These views have been formed by

arranging timetables for the peripatetic person to withdraw certain pupils to make the most of the time he has and to talk to the class Teachers

3. I came into/became aware of/Section 11 because

As deputy at this school for the last eight years I've seen the increase in pupils needing support with English and S.11. staff from the service have supported us with that

4. For me Section 11 is fundamentally concerned with

offering targetted support for pupils with English as a second language and supporting the class teacher with ideas and resources

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

unfortunate for our special needs pupils

6. I would like to see future developments in this area focussing on

We would like more support in the future

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INTERVIEWS WITH KEY PERSONNEL

Name	Status *CLASS TEACHER*
Date of Interview June 1996	Ref. 38/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

that the service we get is very useful

2. These views have been formed by

I have worked with the peripatetic person over the last three years
and we have done some good work together ... sometimes in the class and
sometimes in withdrawal classes

3. I came into/became aware of/Section 11 because

When I came to the school three years ago there were more pupils not
communicating well in English and they needed urgent help and the peri
team provided that support

4. For me Section 11 is fundamentally concerned with

working together to meet the needs of the pupils and increase their
English levels

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

a great shame as we are working well at the moment and the
need is always there

6. I would like to see future developments in this area focussing on

More time available to offer more support --- curriculum resources and
links with parents would be useful

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INTERVIEWS WITH KEY PERSONNEL

Name   Status ‹ *SECTION 11 FUNDED TEACHER
                                                (PERIPATETIC SUPPORT)*

Date of Interview   *JUNE 1996*   Ref. *89/1996*

STEM QUESTIONS.

1.   My current views of Sections 11 are

that we have an increased workload as the number of EAL pupils in schools increases every year, especially in schools who do not have S.11. allocation

2.   These views have been formed by

working in the peripatetic service since the 1992 Projects began and having a responsibility for 'isolated pupils'.

3.   I came into/became aware of/Section 11 because

I came from another authority to join the team in A92 and have experience of peripatetic work over 10 years now.

4.   For me Section 11 is fundamentally concerned with

offering an essential service to pupils with EAL needs, who without that additional support would be at risk, academically and socially

5.   If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

disasterous for the team but especially for those isolated pupils

6.   I would like to see future developments in this area focussing on

a more certain future --- the structure of the 1992 Projects was good but it needs a commitment from government to meet this long term need

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INTERVIEWS WITH KEY PERSONNEL

Name	Status Section 11 Funded Classroom Assistant
Date of Interview June 1996	Ref. 90/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

that my 8 hours of Section 11 focussed work are safe for another year and
I enjoy the work

2. These views have been formed by

the head asked me if I would use 8 hours of my existing contract to do
S.11. work and I was interested .... he said if S.11. ceased to exist he
would return me to my original contract

3. I came into/became aware of/Section 11 because

I was interested in supporting the pupils needing English support --- they
really try hard and I work with the peripatetic teacher when he comes

4. For me Section 11 is fundamentally concerned with

giving urgent help to pupils who find it hard to keep up in class
because of their English skills

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

as I said basically unaffected but I would miss this work and I
know the pupils would miss it also

6. I would like to see future developments in this area focussing on

having more time to do this work really well

INTERVIEWS WITH KEY PERSONNEL

Name   Status YEAR 5 PUPIL / YEAR 8 PUPIL

Date of Interview   JUNE 1996   Ref. 91/1996 & 93

STEM QUESTIONS.

1. My current views of Sections 11 are

I like working with Mr. X. (Y5) Mr. X gives me better work to do and
I want him to come more often

2. These views have been formed by

He comes every week and we take work home

3. I came into/became aware of/Section 11 because

Mr. X has helped us in school

4. For me Section 11 is fundamentally concerned with

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

6. I would like to see future developments in this area focussing on

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INTERVIEWS WITH KEY PERSONNEL

Name	Status PARENTS OF 45 PUPIL / 48 PUPIL
Date of Interview June 1996	Ref. 92/1996 & 94

STEM QUESTIONS.

1. My current views of Sections 11 are

that we want this support to continue

2. These views have been formed by

our children were supported in the Lower school every day but here it is only once a week and it's not enough

3. I came into/became aware of/Section 11 because

when we came back from Pakistan last year the Lower school gave them a lot of support and they still needs to catch up on their work, especially y at the middle school 48 work

4. For me Section 11 is fundamentally concerned with

giving extra help when we need it

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

a very bad decision

6. I would like to see future developments in this area focussing on

more time given in this school for our childenand others likethem in the school

INTERVIEWS WITH KEY PERSONNEL

Name   Status HEADTEACHER

Date of Interview   June/July 1996   Ref. 95

STEM QUESTIONS.

1. My current views of Sections 11 are

that S.11. funded staff are highly valued by the school, The children, their parents and the community here.

2. These views have been formed by

having been a S.11. funded teacher in the 1980's and as Head of this school for the last 5 years I know how important S.11. funded staff are to the success of schools like this when they are valued and integral to the school

3. I came into/became aware of/Section 11 because

of my experience as a S.11. teacher over 10 years ago, and as a head with 5 staff funded under S.11., I am aware that this is an invaluable source which must be used effectively

4. For me Section 11 is fundamentally concerned with

additional resourcing that makes the difference in the quality of educational experience for all of us in the school community and impacts on links with the wider community in a very positive way

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

disasterous .... racist .... completely unthinkable

6. I would like to see future developments in this area focussing on

more resources to give schools the opportunity to extend beyond the language focus into detailed curriculum development work ; involving parents and the community much more in the life of the school

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INTERVIEWS WITH KEY PERSONNEL

Name	Status *CHAIR OF GOVERNORS*

Date of Interview	JUNE 1996	Ref. 96/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

that this is, and always has been, an excellent resource for us to meet the needs of the children in our school

2. These views have been formed by

as chairman of this school's governing body for the last 13 years I've seen how valuable this support is

3. I came into/became aware of/Section 11 because

I like in this area and I know the level of English of the children at this age is poor ... They cannot achieve SATS results if they dont have extra support from Section 11 staff ... we believe we need more staffing not less.

4. For me Section 11 is fundamentally concerned with

fairness and equal opportunities

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

truly disasterous for everyone not just the staff but children and parents would be deprived of an invaluable resource

6. I would like to see future developments in this area focussing on

security of a long term commitment from government and LEA and then people could look to the future with a career in mind

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INTERVIEWS WITH KEY PERSONNEL

Name	Status `DEPUTY HEAD`

Date of Interview JUNE 1996	Ref. 97/1996

STEM QUESTIONS.

1. **My current views of Sections 11 are**

that it was a great relief that no cuts were made ... we need all our S.11. staff here and they are valued by everyone

2. **These views have been formed by**

being deputy head for the last 3 years and previously a class teacher at another lower school with S.11 staffing

3. **I came into/became aware of/Section 11 because**

as a class teacher I worked in partnership with our S.11. staff and it really made a major impact on standards

4. **For me Section 11 is fundamentally concerned with**

appropriate staffing to meet the needs of the pupils, and also to make
• links with parents especially

5. **If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be**

Unthinkable

6. **I would like to see future developments in this area focussing on**

More resources to really develop the home - school - community links which could be forged with more time and human resources available

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INTERVIEWS WITH KEY PERSONNEL

Name   Status CLASS TEACHER

Date of Interview   June 1996   Ref. 98/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

that they are a valuable resource for us in school

2. These views have been formed by

being a class teacher for the last 4 years in this school where the
S.11 Staff have really worked hard to support us and the pupils

3. I came into/became aware of/Section 11 because

when I came here the Projects were up and running and really working well
... everyone seemed to know exactly what people's roles etc. were and it worked
well ... the spectre of the cuts since then have spoilt the ethos but people work well togeth.

4. For me Section 11 is fundamentally concerned with

working in collaboration for the good of the pupils and parents

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

a very negative one --- very demoralising and a waste of talent

6. I would like to see future developments in this area focussing on

More human resources to deal with many more issues for schools like
ours including curriculum and community development projects

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INTERVIEWS WITH KEY PERSONNEL

Name   Status *Section 11 Funded Teacher*

Date of Interview   June 1996   Ref. 99/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

that it works very well here and in other schools locally ... it is a vital resource for both pupils and parents

2. These views have been formed by

working here as a class teacher then as Section 11 coordinator over the last 12 years. The staff really work together with S.11. staff and we really feel like a whole staff team

3. I came into/became aware of/Section 11 because

As a class teacher I knew how vital S.11. support was and when the new head asked me to be the coordinator 5 years ago I was delighted... we have built a really positive ethos here

4. For me Section 11 is fundamentally concerned with

partnerships .. between staff; pupils and especially parents ... we regularly visit parents for positive as well as problem solving issues

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

disasterous ... it would be such a waste of the relationships we have built up over the years

6. I would like to see future developments in this area focussing on

More staffing to deal, in depth, with the issues of curriculum; home-school links; involving the community in the life of the school ---the potential is enormous

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                    Of 1966`

INTERVIEWS WITH KEY PERSONNEL

Name	Status Section 11 Support Assistant

Date of Interview June 1996	Ref. 100/1996

STEM QUESTIONS.

1.   My current views of Sections 11 are

that I am so relieved I am able to continue This job I love

2.   These views have been formed by

being S.11. support worker for the last 3 years

3.   I came into/became aware of/Section 11 because

the Headteacher wanted people from the community to talk and encourage the children using their own languages as well as English and I have those skills

4.   For me Section 11 is fundamentally concerned with

giving the children, and parents, all the encouragement to be part of the school and get as much from it as possible

5.   If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

awful ... very bad for everyone in the community but especially the children

6.   I would like to see future developments in this area focussing on

More time to work with parents ... bringing them into school for classes and helping out in class

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INTERVIEWS WITH KEY PERSONNEL

Name   Status YEAR 4 PuPIL

Date of Interview   June 1996   Ref. 101

STEM QUESTIONS.

1. My current views of Sections 11 are

    The teachers are great and help us all the time

2. These views have been formed by

3. I came into/became aware of/Section 11 because

4. For me Section 11 is fundamentally concerned with

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

6. I would like to see future developments in this area focussing on

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INTERVIEWS WITH KEY PERSONNEL

Name   Status   Parents of y4 Pupil

Date of Interview   June 1996   Ref.   102

STEM QUESTIONS.

1.   My current views of Sections 11 are

the Section 11 teachers really help our children and we can talk to
Mrs X in our language as well

2.   These views have been formed by

our children have always got real help from the school and we can
Come to talk to the teachers any time

3.   I came into/became aware of/Section 11 because

we were told that people were Section 11 at parents evenings and
when we were told about cuts we signed the petition

4.   For me Section 11 is fundamentally concerned with

good work for our children and for us

5.   If Section 11 funding was to be withdrawn in the near future the impact on my/our
      school(s) would be

very sad

6.   I would like to see future developments in this area focussing on

More support for our languages and religions

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INTERVIEWS WITH KEY PERSONNEL

Name   Status   HEAD TEACHER

Date of Interview   JUNE/JULY 1996   Ref.   103

STEM QUESTIONS.

1. **My current views of Sections 11 are**

that it is in danger from a government that doesn't recognise its true worth as an educationally essential infrastructure to support ethnic minority pupils, their parents and the community as a whole

2. **These views have been formed by**

being involved over the last thirty years in urban schools where the increasing needs from government initiatives eg. the National Curriculum has not been reflected in the increasing needs for schools like mine to be properly resourc

3. **I came into/became aware of/Section 11 because**

I was a Section 11 funded teacher in the 70's, although I didn't know I was until the 1980's!; As head of this school for the last ten years I have seen real progress i.e. the 1992 Project format decimated by government cuts and lack of commitmen

4. **For me Section 11 is fundamentally concerned with**

educational support targetted to meet the needs of pupils and parents in accessing the education system in this country

5. **If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be**

utterly devastating for all concerned

6. **I would like to see future developments in this area focussing on**

additional resources, with long term commitment projects that enabled all the stakeholders to feel this is worth career development and pupil development time and commitment to involving the whole community

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INTERVIEWS WITH KEY PERSONNEL

Name	Status Senior Governor

Date of Interview   June 1996   Ref.   104/1996

STEM QUESTIONS.

1.   My current views of Sections 11 are

that it is part of what this school needs to function properly

2.   These views have been formed by

being a governor in this school and the local middle school over the
last 12 years.

3.   I came into/became aware of/Section 11 because

S.11. staff do a great job in supporting the children, the parents and link
with issues in the community

4.   For me Section 11 is fundamentally concerned with

building relationships with all the people concerned with the school ---
they should have the time to be able to go to homes and into the
community to build the bridges

**5.   If Section 11 funding was to be withdrawn in the near future the impact on my/our
school(s) would be**

totally unacceptable --- morally and educationally

6.   I would like to see future developments in this area focussing on

more targetted support on community links and parental involvement
with staff being given permanent contracts to develop these areas

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INTERVIEWS WITH KEY PERSONNEL

Name   Status DEPUTY HEAD

Date of Interview   June 1996   Ref. 105/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

how important it is for schools like ours ... unless you work everyday
in these schools you don't fully appreciate how important the service is

2. These views have been formed by

working in multicultural schools all my professional career and deputy
here for the last eight years ... in all the schools S.11. was important and
here it is essential

3. I came into/became aware of/Section 11 because

as a class teacher I had S.11. support and as deputy I have mentored
S.11. staff ... been involved in the policy development and campaigns over the
years to protect S.11. funding

4. For me Section 11 is fundamentally concerned with

recognising the needs in schools like ours and how vital it is to
have this additional resource

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

disasterous ... simply racist if it were to happen

6. I would like to see future developments in this area focussing on

building career structures for people who have real gifts in terms
of relating to the pupils and the parents

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INTERVIEWS WITH KEY PERSONNEL

Name	Status Senior Teacher

Date of Interview June 1996	Ref. 106/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

as the teacher responsible for S.11, and a member of the SMT, I can honestly say that without S.11. staffing the school would be unable to properly support the pupils and parents needs

2. These views have been formed by

ten years as coordinator and 4 years on the SMT which indicated what high regard the head and governors placed on good S.11 practice in the school

3. I came into/became aware of/Section 11 because

As a class teacher here before I became coordinator I know how important it was to have the right relationships happening in the school, and as coordinator within the SMT I have tried to ensure that ethos works

4. For me Section 11 is fundamentally concerned with

being a catalyst for change and support as demands have been thrust at us from government, especially National Curriculum initiatives

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

in desperate straits --- It would be catastrophic for everyone if it ever happened

6. I would like to see future developments in this area focussing on

Continuity and development with more staffing targetted at meeting community as well as curriculum development

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INTERVIEWS WITH KEY PERSONNEL

Name	Status Section 11 Funded Teacher
Date of Interview June 1996	Ref. 107/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

that we have survived yet another cuts threat but with still no real certainty for the future

2. These views have been formed by

as a S.11. funded member of staff for the last 6 years, previously as a class teacher who recognised how important S.11. support was for me

3. I came into/became aware of/Section 11 because

the S.11. support I received as a class teacher was very positive and I took the chance to join S.11. in the 1990's as a career move

4. For me Section 11 is fundamentally concerned with

providing essential additional support for pupils, and parents, to be a real part of the school and get the most from education

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

in general, absolutely awful in terms of the lack of support for pupils and parents, personally this constant threat from cuts and redundancy scenarios can create a them and us situation where at worst you feel like a pyriah in the staffroom

6. I would like to see future developments in this area focussing on

a long term strategic commitment to this area from the government and a chance to have proper career development in this area

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INTERVIEWS WITH KEY PERSONNEL

Name	Status Section 11 Funded Support Assistant

Date of Interview June 1996	Ref. 108/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

That we are valued by the school and hopefully by the Council every year

2. These views have been formed by

as S.11. for the last 4 years I've really felt valued by the staff here for my language skills and had respect from pupils and parents

3. I came into/became aware of/Section 11 because

the school advertised for a person to speak Punjabi and who knew the local community and I was very interested to help

4. For me Section 11 is fundamentally concerned with

good communication support for everyone, both in English and in the mother tongues and the bringing community people together

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

very sad if it happened but they keep threatening and we keep winning

6. I would like to see future developments in this area focussing on

bringing the community more into the school, especially parents

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Of 1966:

INTERVIEWS WITH KEY PERSONNEL

Name	Status YEAR 4 PUPIL
Date of Interview JUNE 1996	Ref. 109/1996

STEM QUESTIONS.

1. **My current views of Sections 11 are**

   I like the teachers here, especially Mrs. X who speaks in our language

2. **These views have been formed by**

3. **I came into/became aware of/Section 11 because**

4. **For me Section 11 is fundamentally concerned with**

5. **If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be**

6. **I would like to see future developments in this area focussing on**

INTERVIEWS WITH KEY PERSONNEL

Name	Status PARENTS OF YEAR 4 PUPIL
Date of Interview JUNE 1996	Ref. 110/1996

STEM QUESTIONS.

1. **My current views of Sections 11 are**

we have always had good support from This school ... we appreciate this very much

2. **These views have been formed by**

our children have all gone to This school and they are doing well in the Middle school as well

3. **I came into/became aware of/Section 11 because**

the no cuts letters and meetings were good because we really found out about the work and signed the petition

4. **For me Section 11 is fundamentally concerned with**

equality

5. **If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be**

not fair to us, to our children and the people themselves

6. **I would like to see future developments in this area focussing on**

More people working like this because it is good for us

Background:

Senior Manager with responsibility in submitting the Section 11 bid
to the Home Office, is part of a "wider equal opportunities brief
for the education service as a whole". Senior manager for last 5
years and co-ordinated the 'Project 1992 format' and has overall
responsibility for "monitoring and evaluating the effectiveness of
the Project". Prior to working for New Shire LEA worked in similar
capacity in an outer London borough for 5 years.

Stem Questionnaire responses: Key issues raised

Has known about Section 11 for the last twenty years in both this Shire
LEA and especially in both Inner and Outer London boroughs in both
education and housing. Totally committed to the principle of funding for
equal opportunities and "the need for resources to target inequalities and
provide a platform for social justice issues to be put into practice".

Felt that the Project (1992) format was " a major step forward from
previous infra structures" and found that the "processes of consultation
and accountability to communities" was an important development. Deeply
disappointed with the November 1992 letter as it was demotivational for
all concerned but felt the continuity of personnel in the Home Office
Unit was a positive one, as previously "you would continually be dealing
with Home Office personnel changing every 18 months or so in the past".

Section 11 is fundamentally concerned with "equalities in the education
and other human resources services" and if it was withdrawn it "would be
catastrophic for schools, staff and pupils and their families ... the
community would be up-in-arms and rightly so".

In the future the developments "must include 'race' equality issues of
antiracist-multi-cultural dimensions as well as language issues ... these
need to be long term commitment from Government which stops this
short termism of contracts and time-limited scenarios".

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INTERVIEWS WITH KEY PERSONNEL

Name	Status 'New Shire LEA' Project Manager

Date of Interview June 1996	Ref. 112/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

That the Projects are effective and focussed ... the Project format has been a major advance from previous models ... that the local Council is supportive but only just

2. These views have been formed by

Working in S.11. over the last twenty years, previously in language centres and peripatetic teams where the focus was pupil-centred ... The current role has a political dimension that can be problematic

3. I came into/became aware of/Section 11 because

I have always worked in this area and my multilingual skills have been a great benefit in the past ... the current role requires negotiation with heads and governors particularly and councillors also

4. For me Section 11 is fundamentally concerned with

creating a society where all pupils in schools have had a fair chance to achieve their potential ... without S.11. this would be very difficult

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

extremely detrimental and would certainly be seen by the community as a racist act by government or LEA.

6. I would like to see future developments in this area focussing on

a greater role for support staff in line with an 'Education for All' philosophy which encompassed 'race' equality and equal opportunities issues in a wider context

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INTERVIEWS WITH KEY PERSONNEL

Name

Status 'New unitary LEA" senior manager

Date of Interview July 1996   Ref. 113/1996

STEM QUESTIONS.

1. My current views of Sections 11 are

of it's vital importance to our schools and community in this LEA

2. These views have been formed by

previous senior management roles involving S.11. and related equal opportunities services over the last eleven years

3. I came into/became aware of/Section 11 because

I took on a senior management role in response to the Swann Report in 1985 and have worked with the issues of 'Education for All' since that time and included other equal opportunities briefs up to the present time

4. For me Section 11 is fundamentally concerned with

equality in the education service, both for staff and pupils in particular, but involving the genuine consultation with the communities who should benefit

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

a challenge for the new LEA as it is committed totally to achievement for all pupils and would be politically positive to this area

6. I would like to see future developments in this area focussing on

a comprehensive infrastructure of support for education to meet the needs of our multiethnic community --- this would include increased provision to meet cultural and social needs as well as linguistic ones.

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INTERVIEWS WITH KEY PERSONNEL

Name   **Status** "*New Unitary LEA*" *Project Manager*

Date of Interview   June 1996   **Ref.** 114|1996

STEM QUESTIONS.

1.   My current views of Sections 11 are

that in this LEA Section 11 work is a fundamental infrastructure to meeting the needs of the ethnic minority pupils in schools and the aspirations of their parents and the wider community

2.   These views have been formed by

working in this area for over twenty years and seeing how funding like S.11 can be misused and abused in the past but the 1992 Project format did much to rectify that and the benefits, although in jeopardy by potential cuts, are still potentially great

3.   I came into/became aware of/Section 11 because

in working in language and multicultural services over the last twenty years I have been S.11 funded personally, although never knowing I was!, but now being in a position to develop that potential, in partnerships with others, is an exciting challenge

4.   For me Section 11 is fundamentally concerned with

a commitment from government and LEA to recognise the specific needs of both ethnic minority pupils, who are at a disadvantage in succeeding in the education system because of language needs or racism; and all pupils who need to recognise the importance of collaboration in a diverse society for the good of all its citizens.

5.   If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

a blatant example of institutional racism with devastating effects on schools and the community in general

6.   I would like to see future developments in this area focussing on

genuine 'race' equality initiatives in the education area ... where issues not just of language support but curriculum that reflects multicultural Britain ; home-school-community links and active anti racist strategies are supported

Background:

The Race Equality Officer for the county town has been in post for 1 year and has taken a great interest, through the committee, to work with the New Shire LEA in realising "the most effective use of this grant". Previously worked in other community relations organisations in more urban town areas over the last ten years.

Stem Questionnaire responses: Key issues raised

Current views have reflected work in urban areas over the last eleven years, not just in education but "across all service delivery areas where Section 11 has been an important and vital resource". Section 11 is "fundamentally about entitlement to services which may exclude, either wittingly or unwittingly, ethnic minorities". If the funding was withdrawn it would be "racist in the extreme" and schools particularly would be "disadvantaged in their attempts to support pupils, parents and the community in realising the potential of ethnic minority pupils .... It would be a national disgrace if funding were withdrawn".

Future developments should include "more specific 'race' issues on school development plans with more monitoring of racist incidents and profiling ethnic minority pupils in their achievements so that schools would have evidence of both achievement and underachievement and be able to respond positively"!

Background:

There was no "official" community relations council in the New
Unitary authority (i.e. part funded by the Commission for Racial
Equality nationally) however the New Unitary was setting up a
'Shadow' Race Advisory Forum as part of it's Partnership For a
initiative and the first 'chairperson' of that Fora (elected at an
open meeting for all 'authority registered' community groups)
agreed to be interviewed. She had worked in LEA services as an
Equal Opportunities Officer in various services in urban authorities
over the last twenty years.

Stem Questionnaire responses: Key issues raised

Current views were very much based on professional work with Section 11
funding initiatives over the last twenty years across service areas
including LEA services. The view, both personal and that of the Forum, is
that Section 11 is "fundamentally and equal opportunities initiative
designed to ensure pupils(and (staff) from ethnic minorities in the
education system maximise their potential". This "entitlement" was
necessary because of the "latent racism that exists in institutions and
certain individuals who can exercise power over people in a negative way,
reducing the life chances of ethnic minority peoples". The role of the
Forum would be to ensure the grant was used effectively and would "lobby
for more grant at national and local levels as any withdrawal or reduction
to this grant would be a fundamentally racist act".

In the future the Forum would wish to see "an increase in the scope of
the grant to include 'race' equality across all service provision which would
mean a commitment by the Government, matched by local monies, to put
equal opportunities into reality, not rhetoric".

<u>Interview Notes</u>   -   <u>Interview Reference : 117/118</u>

<u>Background:</u>

Informal Re-interviews with initial refs 65/66

<u>Update in Summer Term 1999</u>

"my worst fears were realised when the New Council voted to cut Section 11 by 30% .... The impact has been devastating - we have lost key members of staff through forced 'early retirement' processes .... This has plunged us into an horrific redundancy scenario which has led to low morale and lack of confidence in the future .... Our saving grace is that we are now looking positively at an Education Action Zone bid where we will have some power over our own future destiny .... I am positive about that but feel betrayed by our own county LEA and it leaves a bitter taste". (117)

"I can honestly say the cuts to Section 11/EMAG are a prima facie case of institutionalised racism by the ruling group on the Council .... they are hell bent on leaving no genuine support for areas like this ... our main course of action for the future is to find ways of being our own master ... we will look at EAZ and forming consortium, especially in this area, to sideline any negative LEA influence ... it's a shame after 23 years of working together but this was the last straw .... They can pick up the hassle and tabs for reduced staffing". (118)

Interview Notes   -   Interview Reference : 119/120

Background:

Informal Re-interviews with initial refs 85/86

Update in Summer Term 1999

"I was concerned about the redundancy position for all staff put in this unnecessary position ... my own situation is not badly affected because we still have peripatetic support but I do sympathise with my headteacher colleagues in the highly multi ethnic schools ... they were very upset at the meetings with the LEA" (119).

"As a councillor I know decisions like this are hard but it's the road we are going down and it will affect some more than others ... I can only say that this school will ultimately benefit". (120)

<u>**Interview Notes**</u> - <u>**Interview Reference : 121/122**</u>

<u>**Background:**</u>

Informal Re-interviews with initial refs 95/96

<u>**Update in Summer Term 1999**</u>

"the cuts to Section 11/EMAG are just tragic ... they have produced an unmitigated shambles in this LEA and we, as the main recipients of the funding are bearing the brunt. This school has lost, in effect, all its staff ... to be replaced by about 50% worth of supply people ... we are truly incensed by this decision and are making plans to go both independent of the LEA either as a consortium with our bid or as an EAZ ... we simply don't trust that this Council, and we include the LEA in this, have our best interests at heart". (121)

"I personally think this situation could have been avoided ... there is no commitment from the Council or the LEA on this one ... we will bid for an EAZ and show them what commitment to the kids and community should be like". (122)

Interview Notes   -   Interview Reference : 123/124

Background:

Informal Re-interviews with initial refs 1/2

Update in Summer Term 1999

" given that we would want more staffing because of our increased needs we nevertheless feel that the transition into EMAG has been effective ... we were happy, as headteachers, to commit to accepting the responsibility for EMAG staffing ourselves because they are part of us anyway ... we hope any national formula from DfEE will reflect our needs for additional staffing, especially within a wider brief related to the Macpherson Report". (123)

" we, as an authority, finally feel we can be more responsive to the needs of our own schools ... we are committed through this current Council to fully funding and topping up this area as we know this LEA will be maintaining the extra funding for the future ... for us this is a key objective and one we want to develop even further in the future". (124)

<u>Interview Notes</u>   -   <u>Interview Reference : 125/126</u>

<u>Background:</u>

Informal Re-interviews with initial refs 49/50

"our needs have increased significantly in the last ten years and this transition from Section ██ to EMAG has, with the new LEA, finally been recognised with increased staffing ... we are confident in taking over EMAG staffing because we are confident with the Council and LEA commitment to the long term future". (125)

"as Chair of Governors I know from briefings with Councillors and officers that we are secure in their commitment for the future so we unanimously agreed to take on our existing EMAG staff to recognise our own commitment in this area ... we still feel our needs warrant more staffing and hope that will be recognised in future allocations". (126)

Interview Notes   -   Interview Reference : 127/128

Background:

Informal Re-interviews with initial refs 57/58

" we are still having problems with recruiting staff for EMAG posts but we can say that they are part of our own team I, personally, feel more confident we can recruit more positively ... there is a legacy of mistrust and uncertainty surrounding this area but we feel more confident about the future with the new LEA so I'm more positive now about the long term future". (127)

" we, in the new Council, will guarantee that this area of funding will be maintained and developed in the future ... we have given our promise to the schools and we will keep it ... I am optimistic for the future for the first time in a long time". (128)

<u>Interview Notes</u>   -   <u>Interview Reference : 129/130</u>

<u>Background:</u>

Informal Re-interviews with initial refs 111/112

" the decision to reduce the EMAG budget was unwarranted and not with officer approval but this is the way things are going in the future". (129)

" the reduction was a complete surprise to me ... it had never been discussed in any consultation process and we feel we are picking up the pieces of a political decision we had no control over". (130)

<u>Background:</u>

Informal Re-interviews with initial refs 113/114

" I feel there is a strong consensus with the schools that they are confident to take on EMAG staffing and develop, in partnership with the LEA, positive action plans and positive future initiatives". (131)

" the schools in terms of ownership of staff have got what they wanted ... I am concerned that the monitoring of EMAG Action Plans being put in to practice is less secure and feel the LEA has lost some control of both retention and recruitment of black and bilingual staffing issues ... generally though I feel much more confident that as an LEA we will move forward in this area in the future". (132)

Interview Notes   -   Interview Reference : 133/134

Background:

Informal Re-interviews with initial refs 115/116

" I am totally incensed by what has happened with EMAG locally ... we were never consulted on these racist cuts and I am very pessimistic for the future". (133)

" Although I welcome the commitment to maintain finance for EMAG I am concerned that the schools, who now effectively control the EMAG budgets individually will revert back and the dangers of returning to the old covert discrimination against the black staff

Appendix F

Content : the pro-forma used for the 'Stem' questions.
(p.1)

The purpose of this appendix is to give the reader the detail of the 'Stem' Questions used as a pro-forma.

INTERVIEWS WITH KEY PERSONNEL

Name	Status
Date of Interview	Ref.

STEM QUESTIONS.

1. My current views of Sections 11 are

2. These views have been formed by

3. I came into/became aware of/Section 11 because

4. For me Section 11 is fundamentally concerned with

5. If Section 11 funding was to be withdrawn in the near future the impact on my/our school(s) would be

6. I would like to see future developments in this area focussing on

Appendix G

Content   :   an exemplar of the background guidance that could
(pp. 1-35)   be used for personnel designated as 'race' equality
                support staff for heads/governors/whole school
                staff members who would focus on 'race' equality
                issues in a school, as recommended in Chapter 7 of
                the research.

The purpose of this appendix is to detail key issues involved in developing a 'race' equality focus in schools.

N.B. The forthcoming CRE publication 'Learning for All' (February 2000) would complement this guidance.

Based on research findings, the author would recommend the following guidelines for personnel focussing on 'race' equality issues for school and education services generally:-

---

Contents of a 'handbook' for 'race' equality funded personnel

- Summary - pp 1 & 2

- Features of successful Multi Ethnic Schools - pp 3

- Raising the Attainment of Minority Ethnic Pupils - pp 7-8 (Ofsted publications)

- Questionnaires (Q) - stages of development formats - pp 7-8

- Q1 - Policy and Leadership - pp 9-12

- Policy documentation/statements - pp 13-17

- Background reading 'race' and racism - pp 18-22

- Q2 - Monitoring and Review - pp 23-24

- Q3 - Language and Literacy - pp 25-26

- Q4 - Curriculum - pp 27

- Q5 - Dealing with racist/sexist incidents - pp 28

- Q6 - Working with parents and the community - pp 29

- Q7 - Appointments, promotions and staff development - pp 30

- The Macpherson Report - recommendations - pp 31

- Useful resources and contacts - pp 32-35

SUMMARY

1 Policy and leadership

This section of the handbook stresses the importance of having policy documentation on all aspects of equality of opportunity, and mentions some key points with regard to practical implementation.

2 Monitoring and review

This section stresses the importance of keeping equality issues under review and gives guidance on collecting statistics.

3 Language and literacy

This section contains material on literacy and language, bearing in mind that about half of the pupils in   schools are actually or potentially bilingual or multilingual.

4 Curriculum

This section lists some of the many ways in which each separate subject in the national curriculum may contribute to greater equality of opportunity.

5 Behaviour and ethos

This section is concerned with a school's ethos and general atmosphere. Within this context it is concerned in particular in dealing with racial and sexual harassment - what to do when such harassment occurs, and how to minimise the likelihood of it occurring in the first place.

6 Parents and the community

This section contains a checklist of important points about involving parents and carers in their children's education, and about contacts with the local community. It refers also to the importance of showing respect for the cultural traditions and heritages to which pupils belong.

7 Staffing

This section is concerned with recruitment processes – including advertising, shortlisting and interviewing – and refers to internal promotions as well as to new staff. Further, it is concerned with induction of new staff, and also with issues of staff development more generally.

THE FEATURES OF SUCCESSFUL MULTI-ETHNIC SCHOOLS*

Leadership
A strong and determined lead on equal opportunities is given by the Head teacher.

Listening
Successful schools listen to, and learn from, their pupils and their pupils' parents, and try to see things from the pupils' point of view.

Links
Successful schools create careful links with local communities.

Persons as individuals
Successful schools try to understand and work with the 'whole child'.

Curriculum
Successful schools show respect for pupils' cultural, linguistic and religious backgrounds.

Combating bullying
Successful schools have clear procedures for dealing with racist bullying and racist harassment.

Preventing exclusions
Successful schools work on strategies to prevent exclusions.

Expectations
Successful schools have high expectations of both teachers and pupils, and clear systems for targeting, tracking and monitoring the progress of individual pupils.

Monitoring
Successful schools monitor by ethnicity in order to enable them to see whether all groups are achieving equally; to identify unexpected shortcomings in provision; and to target specific areas for attention. Monitoring also raises wider questions about setting, banding and exclusion processes.

* These are the conclusions in *Making The Difference: teaching and learning strategies in successful multi-ethnic schools* by Maud Blair and Jill Bourne and co-authors, published by the Department for Education and Employment in 1998.

This handbook is intended to be a resource for schools as they review their work in relation to the features listed above.

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Raising the Attainment of Minority Ethnic Pupils – quotations in this report from Ofsted

One of the purposes of this handbook is to help schools in preparing for Ofsted inspections. It contains in this connection several quotations from an important report, *Raising the attainment of Minority Ethnic Pupils* published by Ofsted in March 1999. The quotations are on the following topics:

Summary of points for schools

Summary of points for LEAs

Policy documentation

Monitoring by ethnicity

Use of additional (EMAG/Section 11) staffing

Partnership teaching

Curriculum

Dealing with racist incidents

Working with parents and the community

Raising the Attainment of Minority Ethnic Pupils was published in March 1999. Ofsted inspectors visited 82 schools altogether, including 34 which had been especially identified as demonstrating elements of good practice. They interviewed staff in the 82 schools, and officers in the 25 LEAs in which the schools were located. As outlined above, there are quotations from the report throughout this handbook.. The handbook as a whole will assist schools   , it is hoped, to respond to the criticisms and recommendations which the Ofsted document makes..

Raising the Attainment of Minority Ethnic Pupils – points for schools from Ofsted

1. Few schools have clear procedures for monitoring the implementation of their equal opportunities policies, and the impact of such policies on practice is limited.

2. In the schools which have been most successful in raising the attainment of minority ethnic pupils, senior managers make clear that the under-performance of any group is not acceptable. They gather evidence systematically and challenge individual teachers and departments to spell out what they intend to do to improve the situation.

3. At primary level, the use of ethnic monitoring as part of a strategy for raising attainment has barely begun. Too many schools are content to live with general impressions or hunches, and these can serve to reinforce commonly held stereotypes.

4. At secondary level, many schools have analysed data on attainment by ethnicity. But few use this information as a key management tool for raising standards.

5. Very few schools review their curricular and pastoral strategies to ensure that they are sensitive to the ethnic groups in the student population and the wider community.

6. The work of additional staff, for example those funded under Section 11 (subsequently replaced by EMAG), is potentially of crucial importance. However, the impact of these staff on policy and provision is variable and to a large extent dependent on the degree of commitment to the issues by the senior management of the schools.

7. Successful schools have successful strategies for countering stereotyping. These have not only had a tangible impact on the confidence and self-esteem of minority ethnic pupils but have also influenced the attitudes of the majority.

8. An important feature of successful race relations work is a school ethos which is open and vigilant, in which pupils can talk about their concerns and can share in the development of strategies for their resolution. This is true both in primary schools and in secondary.

Raising the Attainment of Minority Ethnic Pupils – points for local authorities from Ofsted

The Ofsted report *Raising the Attainment of Minority Ethnic Pupils* is based on visits to 82 schools in 25 different LEAs. It reminds local authorities that they have six main duties in relation to raising the attainment of minority ethnic pupils. The Borough Council is glad to commit itself to fulfilling these duties. This handbook itself shows many of the practical implications. The duties are listed below.

Educational Development Plans
Educational Development Plans (EDPs) should address the needs of minority ethnic pupils.

Link inspectors/advisers
The role of school link inspectors/advisers with respect to equal opportunities should be made clear.

Use of performance data
Training and advice to schools should be available on the use of performance data to raise standards.

Monitoring of implementation
The implementation of policies should be monitored.

Analysis of trends and patterns
Overall trends and patterns of performance should be analysed by ethnicity.

Dissemination of good practice
Good practice in raising attainment should be disseminated.

Appendix G – p.6

Stages of Development -
the use of 'review questionnaires'

As schools consider their progress in relation to the subject-matter of this handbook, it will frequently be valuable to use a simple questionnaire.

The questionnaires contained in this handbook are not intended to be scientific instruments and cannot be used to make valid comparisons and contrasts between schools. They are likely to be a helpful focus for discussion amongst staff and governors, and in meetings and visits involving LEA officers.

Each questionnaire in the handbook has the same format, based on the concept of stages of development. In each instance it takes the form of a series of statements about good practice. For each statement there are five possible responses. These can be thought of as stages of development, as follows:

First column: *'not yet started'*
You would tick the first column if the item in question has not yet been considered or discussed, or has been considered and rejected.

Second column: *'early days'*

You would tick the second column if you have given the item in question some preliminary thought, but have not yet made visible or tangible progress.

Third column: *'sound progress'*

You would tick the third column if there are clear signs that the item in question is being implemented, but if improvements are still needed.

Fourth column: *'getting there'*

You would tick the fourth column if substantial progress has been made.

Fifth column: *'satisfactory at present'*

You would tick the fifth column if the item does not require further development at the present time.

Checklist of review questionnaires

Most review questionnaires in this handbook take the form described on page 7. A few, however, simply use a five-point scale from 'No' to 'Yes'.
For convenience the review questionnaires are listed below.

Policy and leadership

Monitoring and review

Language and literacy

Curriculum

Dealing with racist and sexist incidents

Working with parents and the community

Appointments, promotions and staff development

1. Policy and Leadership

Introduction to this section

1.1   Every school should have a statement of overall policy on equality of opportunity. There are four main questions to consider:

- Whether to have a short statement (the policy itself) accompanied by guidelines on implementation, or whether to include everything (both the policy and the implementation guidelines) in a single statement.

- Whether to include all equality issues (ethnicity, gender, special needs, disability, perhaps also class or social circumstance) in the same statement, or whether to have separate statements for each main kind of equality issue.

- Whether to adopt or adapt a statement developed elsewhere (for example, one of the specimen statements here on pages 14-17) or whether to develop one's own from scratch.

- How widely to consult before the policy is formally approved and adopted by the governing body. All staff, both teaching and administrative? Some or all pupils? Some or all parents? The local community?

Commitment of the governors and senior management

1.2   The commitment of governors and senior management will be clearly seen - or not seen - in such matters as:

- the inclusion of equality issues in the school development plan, and in other important documentation, including the staff handbook, the school prospectus, the annual report to parents and curriculum guidelines

- references in speeches and talks at public occasions

- attendance at relevant events

- the routine inclusion of equal opportunity issues in the agendas of meetings

- the inclusion of equality issues in staff appraisal schemes

- periodic surveys of opinion and perception, including the opinions and perceptions of pupils and parents

- designating a member of staff to be take responsibility for coordinating and leading the school on equal opportunities matters, directly accountable to the head or deputy

- ensuring that relevant statistics are collected and studied, in order to chart progress

Content

1.3 The specimen statements on pages 14-17 indicate that policy statements are likely to cover the following topics, at least:

- the development of an inclusive curriculum

- issues of language and literacy

- cultural respect and sensitivity

- reducing racial and sexual harassment

- involvement of parents

- a commitment to monitoring and continual review

1.4 As schools consider their progress in creating and reviewing formal policy, it will be valuable to use a questionnaire such as the one which appears on the next two pages. The questionnaire will be a helpful focus for discussion amongst staff and governors, and in meetings and visits involving LEA officers. There are several similar questionnaires elsewhere in this handbook.

1.5 In each instance the questionnaire takes the form of a series of statements about good practice. For each statement there are five possible responses. These can be thought of as stages of development, as outlined on page 7.

1: Policy and leadership

With each of the items in this list, put a tick in one of the five columns on the right hand side of the page. There is more detail on page 7 about the meanings intended in the five key terms at the heads of the columns.

STAGES OF DEVELOPMENT

	1 Not yet started	2 Early days	3 Sound progress	4 Getting there	5 Satisfactory at present
1. Equality issues are well covered in the school development plan.	☐	☐	☐	☐	☐
2. Equality issues are well covered in the staff handbook.	☐	☐	☐	☐	☐
3. Equality issues are well covered in the annual report to parents	☐	☐	☐	☐	☐
4. All curriculum guidelines make good reference to equality issues.	☐	☐	☐	☐	☐
5. Governors and senior management show their commitment in speeches and talks.	☐	☐	☐	☐	☐
6. There is satisfactory inclusion of equality issues in the agendas of meetings.	☐	☐	☐	☐	☐
7. There is good · coverage of equality issues in staff appraisal schemes.	☐	☐	☐	☐	☐
8. Good use is made of periodic surveys of the opinions and perceptions of pupils.	☐	☐	☐	☐	☐

9. Good use is made of periodic surveys of the opinions and perceptions of parents.   ☐   ☐   ☐   ☐   ☐

10. There is an effective system for coordinating and leading the school on equal opportunities matters.   ☐   ☐   ☐   ☐   ☐

11. Good use is made of relevant statistics, in order to chart progress.   ☐   ☐   ☐   ☐   ☐

12. There is good coverage in policy documentation of curriculum for a multi-ethnic society.   ☐   ☐   ☐   ☐   ☐

13. There is good coverage in policy documentation of language and literacy.   ☐   ☐   ☐   ☐   ☐

14. There is good coverage in policy documentation of the need for cultural respect and sensitivity.   ☐   ☐   ☐   ☐   ☐

15. There are useful guidelines for staff on dealing with incidents of racial and sexual harassment.   ☐   ☐   ☐   ☐   ☐

16. There is helpful guidance for staff on involving parents and carers in their children's education.   ☐   ☐   ☐   ☐   ☐

17. There is a strong commitment to monitoring and continual review.   ☐   ☐   ☐   ☐   ☐

18. All staff are involved in the creation of new policy and the review of existing policy.   ☐   ☐   ☐   ☐   ☐

Standards of documentation
- points from Ofsted

In one school with rapidly improving standards, documentation on a wide range of issues is of a very high standard (prospectus, school development plan, action planning, equal opportunities, bullying, behaviour, Section 11/EMAG work, literacy).

All documents make the school's stand on equal opportunities very clear. It figures prominently in the School Aims and in its Values Statement.

The school also recognises that racism and sexism exist and that it has an important role in combating them.

The importance of staff having high expectations of all pupils is spelt out. "Children's abilities must not be underestimated because they may not speak English fluently or clearly, or because they belong to a particular gender group..."

The senior management team lead strongly on these issues and will challenge stereotypical remarks by asking, for example, "Did you really mean what you just said?"

A racist incidents book is kept.

Ofsted: *Raising the Attainment of Minority Ethnic Pupils*, 1999, paragraph 42.

Specimen policy statements - (1) A brief overarching statement

1 Equal worth
All individuals are of equal worth. The ethos of the school will foster attitudes, values and relationships which promote an understanding of and respect for others.

2 Quality
Education of the highest possible quality will be provided for all pupils.

3 Identity
The school should support the development of the personal, social, religious, linguistic and cultural identities of all pupils and staff.

4 Society
The content and scope of the curriculum should promote a positive awareness of the rights and responsibilities of all as active contributors in a participatory democracy.

5 Participation
Policies, practices, procedures and traditions will advance equality of opportunity through participation, involvement and decision-making by all pupils, staff, parents and governors.

6 Employment
All procedures for the appointment and promotion of staff, and for the provision of career development and training of staff, will be according to principles of fair employment practice.

7 Commitment
Commitment and co-operation will be sought and maintained at all levels in developing strategies to work for the elimination of prejudice and discrimination.

8 Specific needs
The school will provide for the particular needs of ethnic minority pupils, teachers and groups, for girls and for people with disabilities, and redress inequities which have resulted from prejudice and discrimination in the past.

9 Monitoring
Ongoing monitoring of progress is crucial to successful implementation. All schools and other educational establishments should monitor and evaluate their progress.

Specimen policy statements - (2) A substantial overarching statement

The school welcomes the breadth and diversity of the traditions, beliefs and cultures of the community which it serves. It seeks to create, maintain and promote an environment in which each person has an equal entitlement to high quality educational opportunities irrespective of race, religion, gender, ability or social class.

The school is opposed to discrimination in all its forms and is therefore committed to:

- Promoting understanding of the principles and practices of equality and justice throughout the services which it provides

- Identifying and removing practices and procedures which may result in direct or indirect discrimination

- Providing equal access to key resources and opportunities that the school has available

- Encouraging active participation and involvement in decisions about priorities by all members of the community

- Ensuring that recruitment, employment, promotion and training systems provide equality of access for all

- Securing compliance with all relevant legislation

- Monitoring and evaluating the implementation of its policies.

'Race'
The school encourages parents from all cultural groups to participate in the education of its pupils. This will be achieved by providing information in an appropriate range of languages, and by welcoming all parents who visit the school and encouraging them to take a full part in the community life of the school.

The breadth of experiences brought by the pupils and their families to the school should be viewed as a resource and all instances of racism will be challenged immediately.

Gender
The educational provision for both girls and boys should challenge stereotypes associated with all subjects and in society as a whole. The school's culture must develop the pupils' perceptions of their own abilities, ambitions and outlook on the world, to ensure that achievement is not restricted by gender.
Harassment and expressions of prejudice based on gender will be directly challenged and action taken to prevent its occurrence.

Special educational needs

The school is committed to the principle that all children are entitled to an education of a high standard and recognises that all pupils require an education which values their abilities and promotes understanding in the school community.

Action will be taken to minimise problems of access and any improvements that are necessary and viable will be made to remove barriers to pupils with disabilities.

Belief

Pupils are entitled to an education which promotes respect, understanding and tolerance for those who adhere to different faiths and those who do not follow a religious faith. Pupils need to recognise, understand and respect the diversity of values in order to affirm their own religious or secular position.

Religious education should enable and help pupils in their understanding of religion within a multicultural context, as well as dispelling ignorance and promoting religious, cultural and 'racial' understanding.

Social circumstance

The staff should have the highest expectations about each pupil's ability and potential, irrespective of their linguistic, cultural or socio-economic background or that of their parents.

Action will be taken to eliminate discrimination on socio-economic grounds in all areas, including admissions.

Age

The school is committed to providing equality of opportunity for all. It is the aim of the school to treat all employees with integrity, respect and consideration.

It is the aim of the Governors to ensure that all individuals are recruited, selected, trained and promoted on the basis of ability, job requirements, skills, aptitudes and other objective criteria.

No member of staff will receive less favourable treatment on the grounds of race, religion, age, gender, special need, social class, status of their job or marital status, or be disadvantaged by conditions or requirements which are not covered by legislation or existing codes of practice.

Specimen policy statements - (4) A statement about 'race' equality issues

Aims

1. To be aware of and counter racism and the discriminatory practices to which it gives rise.

2. To be aware of and to provide for the particular needs of pupils having regard to their ethnic, cultural, historical, linguistic and religious backgrounds.

3. To prepare all pupils for life in our multicultural society, and build upon the strengths of cultural diversity.

Implications

In order to achieve the three anti-racist and multicultural aims stated above, we commit ourselves to:

1. Understand the principles and practices of equalising opportunities and to implement them.

2. Identify and eradicate all discriminatory practices, procedures and customs and replace them with practices, procedures and customs which are fair to all.

3. Empathise with the needs, aspirations and demands of the minority ethnic communities and respond sensitively to them.

4. Encourage minority ethnic representation and participation in all decision-making processes.

5. Encourage the recruitment and promotion of minority ethnic personnel at all staffing levels.

6. Encourage the recruitment of minority ethnic governors.

7. Ensure that the curriculum offered is appropriate to all and adequately represents the multicultural nature of our society.

8. Enhance access to the curriculum and achievement within it for pupils with minority ethnic backgrounds.

9. Enable pupils of majority ethnic backgrounds to recognise, value and learn from the rich diversity of multicultural Britain.

10. Enable all pupils to develop positive responses to our multicultural society.

11. Monitor and evaluate the implementation of this policy and modify it as appropriate.

'Race' and racism

Introductory note
No consideration of equal opportunities is sufficient if it does not include reference to the concept of 'race' and to the nature of racism. However, the issues are both sensitive and controversial. This reading discusses some of the principal concepts and distinctions. It refers at one stage to the way in which the issues are summarised in other European countries, with the phrase 'racism, xenophobia and antisemitism'. This longer phrase helpfully stresses that 'race' (i.e. supposed physical differences amongst human beings) is not the only concept requiring attention. Also it is necessary to consider issues of culture and religion.

The reading is taken from a book entitled Inclusive Schools, Inclusive Society, published in summer 1999 by Trentham Books for the London-based organisation Race On The Agenda (ROTA). The address for further information is in Section 10.

'How White Britain treats Black Britain'
The play *The Colour of Justice* was based on transcripts of the Macpherson Inquiry into police handling of the murder of Stephen Lawrence. It portrayed not only a catalogue of errors, failures and discourtesies on the part of individual police officers but also, in the words of one reviewer, 'how White Britain treats Black Britain'.

To say that race should be high on the educational agenda is to say that 'how White Britain treats Black Britain' is a fundamental question for everyone involved in education – headteachers and classroom teachers, education officers, elected members, inspectors, civil servants, school governors, teacher trainers. The report by Sir William Macpherson concluded that the unprofessional conduct of police officers was not due merely to inefficiency or to a chapter of accidents, but to what it called institutional racism.

'There must be an unequivocal acceptance,' said the report, 'of the problem of institutional racism and its nature, before it can be addressed, as it needs to be, in full partnership with members of minority ethnic communities.'

'Procedures, practices and a culture'
When he introduced the report in the House of Commons on 24 February 1999, the Home Secretary observed that institutional racism is a feature of all government departments, and all areas of society: 'Any long-established, White-dominated organisation is liable to have procedures, practices and a culture which tend to exclude or disadvantage non-white people. The police service in this respect is little different from other parts of the criminal justice system, or from government departments... and many other institutions.' The education system – amongst many other systems – stood accused.

Appendix G – p. 18

Racism as a belief-system

As a system of beliefs, racism has three main components:

1. The belief that the human species consists of separate 'races', each with its own genetic and cultural features. There is no basis in science, however, for supposing that the human species consists of different races, each identifiable through signs such as skin-colour, hair texture, facial features, and so on. The belief that races exist, each race having its own cultural characteristics and physical appearance, was developed by scientists in the past. The belief is now, however, totally discredited. Biologically, the human species shares a common gene pool. There is much more genetic variation within each so-called racial group than between groups.

2. The belief that one race (for example, the so-called White race) is superior to other races.

3. The belief that it is therefore legitimate for the superior race to enslave or dominate members of other races, to discriminate against them, to exclude them from full membership of society, and to insult and abuse them.

This belief-system developed in its European and North American forms hand-in-hand with the development of colonialism and slavery, and at the present time is intricately connected, as both cause and consequence, with the economic situation of black and ethnic minority communities in modern Europe. There are further notes on the origins of racism below.

Origins of racism

Racism exists in all societies throughout the world. Whenever human beings are in conflict they tend to 'racialise' each other – that is, to believe that they and their opponents belong to wholly different groups, with nothing in common. For it is easier to wage war against people, and to try to conquer and dominate them, if you believe that they are totally different from yourself. The most convenient signs or markers of difference, when you are in conflict with someone, are those which are immediately visible, for example skin colour or facial features. If your enemy has the same physical appearance as yourself, however, you have to use other markers of difference – religion (as in Northern Ireland), culture (as in the former Yugoslavia), language, and so on.

In European countries, and in the Americas and Australia, racism has been part and parcel of world history over the last five hundred years. From about 1500 onwards until the 1950s and 1960s, European countries dominated most of the countries of Africa and Asia. Profits from slavery, and from cash crops and new markets, helped to fund new manufacturing industries and economic development ('the industrial revolution') and modernisation. Noting that the inhabitants of the countries which they conquered and exploited tended to have darker skins than themselves, and needing to justify their superior power and riches, Europeans developed the twin notions that (a) skin colour is a marker of significant difference and that (b) people with lighter skins, themselves, had the right to dominate others.

The idea that a darker skin colour is a marker of low status may have been derived from observations made within Europe entirely independently, in the first instance, of colonial expansion and conquest. For in each European country people with high status often had lighter skins than their compatriots, since they had sufficient wealth and power to spend more time indoors, sheltered from the sun and wind.

It is also perhaps relevant to note that in most or all European languages, probably as a consequence of complexion being considered a sign of someone's social standing and power, there was a metaphorical correspondence between fairness and physical beauty, and between darkness and dirt, and darkness and danger. Europeans were thus already pre-disposed, before the age of expansion and conquest, to use skin colour as a marker or proxy of social standing and power. This tendency was then hugely reinforced by colonialism and slavery over the next 400 years.

Still Influential

The age of colonial domination is now over. But the beliefs about 'race' to which it gave rise are still powerfully influential. This is partly because the beliefs are maintained by imbalances and injustices in the world trading system which have continued to exist even though the older forms of colonialism have largely disappeared. Partly also, and mainly, it is because people from the former colonies were encouraged to come to Europe in the 1950s and 1960s, in order to do various kinds of menial work which the indigenous populations were no longer willing to do themselves for the wages on offer, for example in the textiles and steel-making industries, and in transport and health services. The colonial belief that these people were inferior to White Europeans helped to justify discrimination and even violence against the newly arrived immigrants. Racist beliefs, narratives and attitudes have continued in circulation to justify the marginalisation and social exclusion of Black people, and many other Minority Ethnic and migrant people, throughout European Union countries.

Refugees

The targets of racism in Europe at the present time include not only communities from outside Europe which have been settled here for 50 years or more but also substantial numbers of refugees and asylum-seekers who have taken up residence much more recently. Refugees have suffered considerable trauma and disruption, have substantial difficulties in finding employment and housing, and have few rights to welfare benefits or political representation. In addition to these disadvantages, there is profound hostility towards them in the mass media, often using metaphors of 'flooding', 'pouring in', 'rising tide', 'waves' and so forth. Further, refugees are frequently attacked, physically or verbally, on the streets and in their homes. Such hostility frequently appears to be a coded and indirect attack on long-established communities as well.

Racism's two strands

In other European Union countries it is customary to use the phrase 'racism, xenophobia and antisemitism' as a way of summarising the evils to be tackled. The phrase is an awkward mouthful and is unlikely to become widespread in Britain. It is, however, helpful. For it stresses that hostility based on skin-colour and physical appearance is not the whole picture. Also there is hostility based on differences of culture, language and religion – i.e. xenophobia and antisemitism. Over the centuries this latter strand has targeted Gypsies, Jewish people and Muslims within Europe, and also a range of cultural, linguistic and regional minorities. Both forms of prejudice are usually present. But frequently one or the other is dominant.

The terms 'colour racism' and 'cultural racism' are sometimes used to refer to these two main forms of prejudice and hostility. Another way of referring to the same distinction is to speak of 'north-south racism' (Europe-Africa, also the northern-southern distinction in the United States) and 'west-east racism' (Europe-Orient, or Christendom-Islam). This formulation has the advantage of being easily memorable and accessible. It also helps to draw attention to the currently most serious form of cultural hostility in Britain, Islamophobia. But of course so simple an idea can all too readily lead to unhelpful simplifications. The essential point to stress is that over the centuries racism has had two separate but interlinked strands.

Until recently, the one strand (colour racism) affected mainly relationships between Europeans and people outside Europe, in the various colonies, whereas the other (cultural racism) mainly affected relationships within Europe, between the dominant majority culture and various minorities. Nowadays, since the migrations to Europe of the 1950s and 1960s, the two strands are frequently intertwined.

Markers of supposed difference: an example

The distinction between physical and cultural markers of difference is strikingly introduced by the main character, Shahid, in *The Black Album* by Hanif Kureishi. Shahid is a British Pakistani who grew up in a mainly White area of England. In this self-description he begins by referring to physical markers of difference, particularly his skin colour:

> 'Everywhere I went I was the only dark-skinned person. How did this make people see me? I began to be scared of going into certain places. I didn't know what they were thinking. I was convinced they were full of sneering and disgust and hatred. And if they were pleasant, I imagined they were hypocrites. I became paranoid. I couldn't go out. I knew I was confused ... But I didn't know what to do.'

This is a poignant description, from the anguished victim's point of view, of crude colour-racism. But as Shahid continues it is clear that there is more to his predicament and anguish than exclusion and discrimination based on skin colour alone. The issues are also to do with cultural inclusion, belonging and superiority as well as physical appearance:

> 'There's a much worse thing ... I don't think I can talk about it. But perhaps I should ... I wanted to be a racist ... My mind was invaded by killing-nigger fantasies ... Of going around abusing Pakis, niggers, Chinks, Irish, any foreign scum. I slagged them under my breath whenever I saw them. I wanted to kick them up the arse... I wouldn't touch brown flesh, except with a branding iron. I hated all foreign bastards ... I argued, why can't I be racist like everyone else? Why do I have to miss out on that privilege? Why is it only me who has to be good? Why can't I swagger around pissing on others for being inferior? ... I have wanted to join the British National Party ... I would have filled in the forms – if they have forms ... How does one apply to such an organisation?'

Racists want to kick 'any foreign scum', not just (so to speak) people with darker skins than themselves. For the markers of inclusion and exclusion, and of superiority and inferiority, are cultural as well as physical. Kureishi notes and shows that the racist's motivation is to belong and to feel superior – to belong to a cultural entity, deriving self-respect from being included in 'us', not excluded in 'them', and deriving profound satisfaction from feeling sure that one's own cultural traditions are superior to those of others. Shahid even feels it would be better to be in the BNP ('I would have filled in the forms – if they have forms ... How does one apply to such an organisation?') than to be an excluded outcast.

Source: Adapted and abbreviated from *Inclusive Schools, Inclusive Society: race and identity on the agenda,* published by the London-based organisation Race On The Agenda, summer 1999.

Appendix G – p.22

2: Monitoring and review

With each of the items in this list, put a tick in one of the five columns on the right hand side of the page. There is more detail on page 7 about the meanings intended in the five key terms at the heads of the columns.

STAGES OF DEVELOPMENT

	1 Not yet started	2 Early days	3 Sound progress	4 Getting there	5 Satisfactory at present
1 The school has information showing the current composition of each year group, by ethnicity and gender	☐	☐	☐	☐	☐
2 The school has information showing achievement at Key Stages 1, 2 and 3 and at GCSE, as appropriate, by ethnicity and gender	☐	☐	☐	☐	☐
3 The school has information showing destinations after school, by ethnicity and gender	☐	☐	☐	☐	☐
4 The school has information on baseline assessment or attainment on entry, by ethnicity and gender	☐	☐	☐	☐	☐
5 The school has information on pupil's experience of rewards and sanctions, by ethnicity and gender	☐	☐	☐	☐	☐

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	1 Not yet started	2 Early days	3 Sound progress	4 Getting there	5 Satisfactory at present
6 The school studies information about its composition, and about pupils' achievements and experiences, and identifies issues requiring further attention	☐	☐	☐	☐	☐
7 The school receives information and consultancy from the LEA, or from some other outside body, which enables it to review its own progress in comparison with similar schools elsewhere	☐	☐	☐	☐	☐
8 The categories for monitoring ethnicity permit figures to be disaggregated, if and when appropriate.	☐	☐	☐	☐	☐
9 Other monitoring information is available and studied when appropriate, for example relating to social circumstance, achievement levels on entry, feeder school, postcode, home language	☐	☐	☐	☐	☐
10 Incidents of racism and serious cultural hostility are recorded by both type and severity, and routinely reported to the LEA	☐	☐	☐	☐	☐
11 The principal results of monitoring are routinely reported to the school's governing body, and to the senior management team	☐	☐	☐	☐	☐

3: Language and literacy – practical approaches

With each of the items in this list, put a tick in one of the five columns on the right hand side of the page. There is more detail on page 7 about the meanings intended in the five key terms at the heads of the columns.

	STAGES OF DEVELOPMENT				
	1 Not yet started	2 Early days	3 Sound progress	4 Getting there	5 Satisfactory at present
1. Proformas for lesson planning prompt staff to consider a wide range of activities and approaches	☐	☐	☐	☐	☐
2. Activities are cognitively demanding, regardless of pupils' competence in English..	☐	☐	☐	☐	☐
3. Much use is made of visual material, particularly material which communicates key concepts.	☐	☐	☐	☐	☐
4. There is much use of practical and manipulative activities.	☐	☐	☐	☐	☐
5. There is focused attention to the development of writing skills.	☐	☐	☐	☐	☐
6. There is much use of collaborative group work.	☐	☐	☐	☐	☐
7. Pupils are grouped such that pupils at early stages of learning English interact with native speakers.	☐	☐	☐	☐	☐
8. Much use is made as appropriate of pupils' home and community languages.	☐	☐	☐	☐	☐
9. There are clear procedures for welcoming new arrivals.	☐	☐	☐	☐	☐
10. All staff consciously aim to extend and enrich pupils' vocabulary .	☐	☐	☐	☐	☐

	STAGES OF DEVELOPMENT				
	1 Not yet started	2 Early days	3 Sound progress	4 Getting there	5 Satisfactory at present
11. There is good attention to knowledge awareness and knowledge about language.	☐	☐	☐	☐	☐
12. The concept of partnership teaching is well understood by all staff and is widely implemented in practice.	☐	☐	☐	☐	☐
13. Parents are kept well informed about the school's language policy on English as an additional language.	☐	☐	☐	☐	☐

4. Curriculum

With each of the items in this list, put a tick in one of the five columns on the right hand side of the page. There is more detail on page 7 about the meanings intended in the five key terms at the heads of the columns.

STAGES OF DEVELOPMENT

	1 Not yet started	2 Early days	3 Sound progress	4 Getting there	5 Satisfactor· at present
The school has reviewed and improved the curriculum to make it more appropriate for a multicultural society, in:					
Art	☐	☐	☐	☐	☐
English and drama	☐	☐	☐	☐	☐
Geography	☐	☐	☐	☐	☐
History	☐	☐	☐	☐	☐
Information and communications technology	☐	☐	☐	☐	☐
Mathematics	☐	☐	☐	☐	☐
Modern foreign languages	☐	☐	☐	☐	☐
Music	☐	☐	☐	☐	☐
Personal, social and health education	☐	☐	☐	☐	☐
Physical education	☐	☐	☐	☐	☐
Religious education	☐	☐	☐	☐	☐
Science	☐	☐	☐	☐	☐
Technology	☐	☐	☐	☐	☐

5. Dealing with racist and sexist incidents

With each of the items in this list, put a tick in one of the five columns on the right hand side of the page. There is more detail on page 7 about the meanings intended in the five key terms at the heads of the columns.

STAGES OF DEVELOPMENT

	1 Not yet started	2 Early days	3 Sound progress	4 Getting there	5 Satisfactory at present
1. There are clear written procedures for dealing with racist and sexist incidents.	☐	☐	☐	☐	☐
2. The procedures have been discussed and agreed by all teaching staff.	☐	☐	☐	☐	☐
3. The procedures have been discussed and agreed by all administrative and support staff.	☐	☐	☐	☐	☐
4. A record is kept of all incidents, and of how they were dealt with.	☐	☐	☐	☐	☐
5. Pupils are involved in dealing with incidents.	☐	☐	☐	☐	☐
6. There is direct teaching about racism and sexism in the curriculum.	☐	☐	☐	☐	☐
7. There are effective procedures for finding about pupils' experience of racist or sexist bullying or harassment.	☐	☐	☐	☐	☐
8. All staff accept responsibility for helping to ensure that play and leisure areas promote positive behaviour.	☐	☐	☐	☐	☐
9. Staff ensure that they are aware of pupils' experiences of racism and sexism on journeys to and from school.	☐	☐	☐	☐	☐
10. Parents are involved in discussing and agreeing school policies on dealing with racism and sexism.	☐	☐	☐	☐	☐

6. Working with parents and the community

With each of the items in this list, put a tick in one of the five columns on the right hand side of the page. There is more detail on page 7 about the meanings intended in the five key terms at the heads of the columns.

STAGES OF DEVELOPMENT

	1 Not yet started	2 Early days	3 Sound progress	4 Getting there	5 Satisfactory at present
1 The school monitors by ethnicity the attendance of parents at Parents Evenings.	☐	☐	☐	☐	☐
2 There is a special room for parents.	☐	☐	☐	☐	☐
3 Information for parents is reader-friendly, and translated as appropriate into community languages.	☐	☐	☐	☐	☐
4 A senior member of staff has been designated responsibility for coordinating and leading relationships with parents.	☐	☐	☐	☐	☐
5 The school takes positive steps to ensure that minority ethnic parents are proportionately represented in:					
The governing body.	☐	☐	☐	☐	☐
Providing assistance in classrooms	☐	☐	☐	☐	☐
Assistance with careers guidance	☐	☐	☐	☐	☐
Giving talks	☐	☐	☐	☐	☐
Consultations on policy	☐	☐	☐	☐	☐
6 The school monitors by ethnicity the use of its building by community groups.	☐	☐	☐	☐	☐

7. Appointments, promotions and staff development

With each of the items in this list, put a tick in one of the five columns on the right hand side of the page. There is more detail on page 7 about the meanings intended in the five key terms at the heads of the columns.

STAGES OF DEVELOPMENT

	1 Not yet started	2 Early days	3 Sound progress	4 Getting there	5 Satisfactory at present
1 There are written procedures for shortlisting and the conduct of interviews	☐	☐	☐	☐	☐
2 There are clear procedures for the keeping of records, including ethnic monitoring	☐	☐	☐	☐	☐
3 All recruitment procedures have been discussed and agreed by all governors and senior staff.	☐	☐	☐	☐	☐
4 Positive efforts are routinely made to recruit more minority ethnic staff	☐	☐	☐	☐	☐
5 Professional advice and mentoring is provided for all staff in relation to career prospects and applications for promotion	☐	☐	☐	☐	☐
6 A staff profile by gender, ethnicity and seniority is compiled each year and reported to the governing body	☐	☐	☐	☐	☐
7 Substantial efforts are made to discover staff perceptions and experiences of harassment and discrimination	☐	☐	☐	☐	☐
8 Press advertisements and information material indicate that commitment to multicultural education is essential	☐	☐	☐	☐	☐
9 Agreements have been reached with regard to religious obligations and cultural requirements which staff may have	☐	☐	☐	☐	☐

The MacPherson Report

Recommendations 67-70 of this report concern the role of education and are reproduced in full.

67.   That consideration be given to the amendment of the National Curriculum aimed at valuing cultural diversity and preventing racism, in order to better reflect the needs of a diverse society

68.   That local education authorities and school governors have the duty to create and implement strategies in their schools to prevent and address racism. Such strategies to include:

   - That schools record all racist incidents
   - That all reported incidents are reported to the pupils' parents/guardians, school governors and LEA's
   - That the numbers of racists incidents are published annually, on a school-by-school basis; and that the numbers and self-defined ethnic identities of "excluded pupils" are published annually on a school-by-school basis.

69.   That Ofsted inspections include examination of the implementation of such strategies.

70.   That in creating strategies under the Crime and Disorder Act or otherwise, police services, local government and relevant agencies should specifically consider implementing community and local initiatives aimed at promoting cultural diversity and addressing racism and the need for focused, consistent support for such initiatives.

Source: Recommendations 67-70 The MacPherson Report

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Useful books

General

Blair, Maud and Bourne, Jill et al (1998) **Making the Difference: teaching and learning strategies in successful multi-ethnic schools**, Department for Education and Employment.

Cole, Mike: Hill Dave and Shan, Sharanjeet (eds) (1997) **Promoting Equality in Primary Schools** London: Cassell

Gaine, Chris (1995) **Still No Problem Here** Trentham Books.

Gillborn, David (1995) **Racism and Antiracism in Real Schools**, Open University Press.

Gillborn, David and Gipps, Caroline (1996) **Recent Research on the Achievements of Minority Ethnic Pupils**, The Stationery Office.

Klein, Gillian (1995) **Education for Race Equality**, Cassell.

Office for Standards in Education (1999) **Raising the Attainment of Minority Ethnic Pupils**, Office of Her Majesty's Chief Inspector of Schools.

Race On The Agenda (1999) **Inclusive Schools, Inclusive Society: race and identity on the agenda**, Trentham Books for Race On The Agenda.

Runnymede Trust (1993) **Equality Assurance in Schools: quality, identity, society,** Runnymede Trust with Trentham Books.

Wright, Cecile (1992) **Race Relations in the Primary School**, David Fulton.

Wright, Cecile (1999) **'Race', Class and Gender in Exclusion from School**, Falmer Press.

Early Years

Brown, Babette (1998) **Unlearning Discrimination in the Early Years**, Trentham.

Early Years Anti Racist Training Network (1998) **Planning for Excellence: implementing the DfEE guidance requirement for the equal opportunity strategy in early years development plans**, available from EYTARN, P O Box 28, Wallasey L45 9LA.

Early Years Anti Racist Training Network (1996) **On the Spot: dealing with racism** available from EYTARN, P O Box 28, Wallasey L45 9LA.

Siraj-Blatchford, Iram (1994) **The Early Years: laying the foundations for racial equality**, Trentham.

Siraj-Blatchford, Iram (ed.) (1998) **A Curriculum Development Handbook for Early Years Childhood Educators** Trentham.

The educational experience of African-Caribbean pupils

Chambers, Christine et al (1996) **Celebrating Identity: a resource manual**, Trentham.
Channer, Yvonne (1995) **I Am a Promise: the school achievement of British African-Caribbeans**, Trentham.
Mothe, Gordon de la (1993) **Reconstructing the Black Image**, Trentham Books.
Nehaul, Kamala (1996) **The Schooling of Children of Caribbean Heritage**, Trentham.
Runnymede Trust (1996) **This is where I Live: stories and pressures in Brixton**, Runnymede Trust.
Sewell, Tony (1997) **Black Masculinities and Schooling: how Black boys survive modern schooling**, Trentham.
Weekes, Debbie and Wright, Cecile (1998) **Improving Practice: a whole school approach to raising the achievement of African Caribbean youth**, Runnymede Trust.

Culture and religion

Jackson, Robert and Nesbitt, Eleanor (1993) **Hindu Children in Britain**, Trentham.
Parker-Jenkins. Marie (1995) **Children of Islam: a teacher's guide to meeting the needs of Muslim pupils**, Trentham.
Runnymede Trust (1997) **Islamophobia: a challenge for us all**, Runnymede Trust.

Language and bilingualism

Alladina, Safder (1995) **Being Bilingual: a guide for parents, teachers and young people**, Trentham.
Brent Language Service (1999) **Enriching Literacy: text, talk and tales in today's classroom**, Trentham.
Cummins, Jim (1997) **Negotiating Identities: education for empowerment in a diverse society**, Trentham Books.
Edwards, Viv (1998) **The Power of Babel: teaching and learning in multilingual classrooms**, Trentham.
Gibbons, Pauline(1991) **Learning to Learn in a Second Language**, Primary English Teaching Association, Australia.
Gravelle, Maggie (1996) **Supporting Bilingual Learners in Schools**, Trentham Books.
Language and Curriculum Access Service (1995) **Making Progress: teaching and assessment in the multilingual classroom**, London Borough of Enfield.
Language and Curriculum Access Service (1997) **Scaffolding leaning in the multilingual classroom**, London Borough of Enfield.
Levine, Josie (1996) **Developing Pedagogies in the Multilingual Classroom**, Trentham Books.
McWilliam, Norah (1998):**What's in a Word? – vocabulary development in multilingual classrooms**, Trentham.

Gender issues

Arnold, Ronald (1997) **Raising Levels of Achievement in Boys,** National Foundation for Educational Research.
Bleach, Kevan ed (1998) **Raising Boys' Achievement in Schools,** Trentham.
Epstein, Debbie et al (1998) eds **Failing boys? issues in gender and achievement,** Open University Press.
Maidenhead Teachers Centre (1987) **Doing Things in and about the Home: photographs and articles about work, play and equality,** Trentham.

Refugee and asylum seeking pupils

Abebaw, Meron et al (1998) **Let's Spell It Out: peer research on the educational support needs of young refugees and asylum seekers,** Save the Children Fund.
Hirson, Judith (1998) **Crossing Borders: multi-agency support for young refugees in school.** Trentham.
Kahin, Mohamed (1997) **Educating Somali Children in Britain,** Trentham.
Rutter, Jill and Hyder, Tina (1994) **Refugee Children in the Classroom,** Trentham with Save the Children Fund.
Jones, Crispin and Rutter, Jill (1998) **Refugee Education: mapping the field,** Trentham.
Richman, Naomi (1998) **In the Midst of the Whirlwind: a manual for helping refugee children,** Trentham.
In addition: many valuable materials produced by the Refugee Council, 3 Bondway, London SW8 1SJ. Tel 0171 582 6922.

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Useful addresses and contacts

Advisory Centre for Education, 1b Aberdeen Studios, 22 Highbury Grove, London N5 2DQ. Tel 0171 354 8321

Association for Science Education, College Lane, Hatfield, Herts, AL10 9AA Tel 01707 267411

Bangladesh Resource and Multicultural Book Centre, 23-25 Hessel Street, London E1 2LR. Tel 0171 488 4243.

Brent Language Service, Centre for Staff Development, Brentfield Road, London NW10 8HE. Tel 0181 937 3370.

Centre for Language in Primary Education, Webber Row, London SE1 8QW. Tel 0171 633 0840.

Commission for Racial Equality, 10/12 Allington street, London SW1E 5EH. Telephone 0171 828 702 www.cre.gov.uk

Development Education Centre, Selly Oak Colleges, Bristol Road, Birmingham

Equal Opportunities Commission,

Early Years Training Anti Racist Network, PO Box 28, Wallasey L45 9LA.

Insted, The Old School, Kilburn Park Road, London NW6 5XA. Tel 0171 372 0965.

Intercultural Education Partnership, 17 Barford Street, Islington, London N1 0QB. Tel

Mantra Publishing, 5 Alexandra Grove, London N12 8NU. Tel 0181 445 5123.

Multilingual Matters, Frankfurt Lodge, Clevedon Hall, Victoria Road, Clevedon, Somerset BS21 7SJ.

National Association for Language Development in the Curriculum (NALDIC), South West Herts LCSC, Holywell School Site, Tolpits Lane, Watford WD1 8NT. Tel 0192 322 5130.

Partnership Publishing, Department of Teaching Studies, Bradford and Ilkley Community College, Great Horton Road, Bradford BD7 1AY. Tel 0127 475 3464.

Race On The Agenda, 356 Holloway Road, London N7 6PA. Tel: 0171 700 8135.

Reading and Language Information Centre, University of Reading, Bulmershe Court, Earley, Reading RG6 1HY. Tel 0118 931 8820.

Refugee Council, 3 Bondway, London SW8 1SJ. Tel 0171 582 6922.

Resource Centre for Multicultural Education, Forest Lodge Education Centre, Charnor Road, Leicester LE3 6LH. Tel 0116 231 3399.

Runnymede Trust, 133 Aldersgate Street, London EC1A 4JA. Tel 0171 600 9666. www.fhit.org/runnymede

Save the Children Fund, Cambridge House, Cambridge Grove, London W6 0LE. Tel 0181 741 4054.

Tamarind Books, Box 296, Camberley, Surrey GU15 4WD. Tel 0127 668 3979.

The Place To Be, Edinburgh House, 154-182 Kennington Lane, London SE11 4EZ. Tel 0171 820 6487.

Trentham Books, Westview House, 734 London Road, Oakhill, Stoke-on-Trent, Staffordshire ST4 5NP. Tel 0178 274 5567.