

# Diverse futures, equal chances

Funding ethnic minority achievement in education

**A report by the Institute for Public Policy Research  
for the Association of Teachers and Lecturers**



## Association of Teachers and Lecturers

### ATL. Publications and a whole lot more.

---

As the leading union that promotes education, ATL exists to protect and improve the professional interests of teachers, lecturers and all staff involved in providing education. We support our members with unrivalled research, publications and advice, in all aspects of their professional and working lives.

### ATL. There to help.

---

ATL provides expert legal advice and representation for all members. A network of experienced solicitors and caseworkers are ready to help members with any legal problem they may encounter at work.

### ATL. An authoritative voice.

---

As a highly influential trade union and professional association, ATL can be relied on to promote the interests of its members and the cause of education at every opportunity.

Decision-makers listen to ATL's views because of its constructive approach, based upon the experiences of members – real practitioners, reporting from the front line of the profession.

### ATL. Not a member?

To be part of the Association that puts education first and for complete protection and peace of mind in the classroom, join the Association of Teachers and Lecturers today. If you're a newly qualified teacher, membership is **FREE** for the first year. All other new members benefit from a **50% discount** off membership for the same period. You can join online by setting up a Direct Debit\* at [www.atl.org.uk](http://www.atl.org.uk). Alternatively phone us on 0845 057 7000\*\*

For a free copy of the ATL publications catalogue, please contact the ATL despatch line on 0845 4500 009.

\* terms and conditions at [www.atl.org.uk](http://www.atl.org.uk)

\*\* local rates apply

<b>FOREWORD</b>	4
<b>ABOUT THE AUTHORS</b>	5
<b>LIST OF ACRONYMS</b>	6
<b>SECTION 1 – INTRODUCTION</b>	7
<b>SECTION 2 – DIVERSE FUTURES</b>	9
Immigrant groups in the UK	9
Ethnic minorities in the UK	12
Immigrant and minority ethnic children	12
<b>SECTION 3 – UNEQUAL CHANCES</b>	14
Underachievement and explanatory factors	14
Pupils with special educational needs	15
<b>SECTION 4 – POLICY CHALLENGES</b>	17
<b>Improving the ethnic minority achievement grant</b>	17
Recognising different needs	18
Recognising differences between minority groups	20
Recognising different language needs	21
<b>Addressing pupil mobility</b>	22
Asylum-seeker and refugee children	23
More appropriate funding cycles	24
More stable funding	25
Problems in accessing support	26
<b>SECTION 5 – PROMOTING INTEGRATION AND RACE RELATIONS IN SCHOOLS</b>	28
<b>SECTION 6 – CONCLUSION</b>	30
<b>SECTION 7 – RECOMMENDATIONS</b>	31
<b>SECTION 8 – NOTES</b>	32
<b>SECTION 9 – REFERENCES</b>	33

The Association of Teachers and Lecturers (ATL) is delighted to introduce this discussion of the important government policy, the Ethnic Minority Achievement Grant (EMAG). ATL is supportive of EMAG and its noble aim: 'to narrow achievement gaps for pupils from those minority ethnic groups at risk of underachieving, and to meet the particular needs of bilingual pupils'. We strongly believe education is a powerful tool for promoting race equality and social inclusion. For this reason, we will continue to support the Government's education and skills agenda for the benefit of our society.

Some concerns have been expressed regarding EMAG and the Race Relations (Amendment) Act. We support the recommendations of this report and we believe they will contribute towards addressing these concerns. It is vital that EMAG continues to support and meet the needs of ethnic minority pupils, especially asylum-seeking and refugee pupils who have become more mobile as a result of the Government's dispersal policy. We also believe it is absolutely essential for schools to take race equality and their duty under the Race Relations (Amendment) Act 2000 more seriously. Schools are well placed to make a difference and have a real opportunity to contribute significantly to the race equality and social inclusion agendas.

ATL is pleased that this report offers practical ideas regarding how EMAG could be reformed to even better serve its purpose. We urge the Government to give serious consideration to its recommendations.

***Dr. Mary Bousted***

*General Secretary*



## About the authors

The Institute for Public Policy Research (IPPR) is the UK's leading progressive think tank and was established in 1988. Its role is to bridge the political divide between the social democratic and liberal traditions, the intellectual divide between academia and the policymaking establishment and the cultural divide between government and civil society. It is first and foremost a research institute, aiming to provide innovative and credible policy solutions. Its work, the questions its research poses, and the methods it uses are driven by the belief that the journey to a good society is one that places social justice, democratic participation, economic and environmental sustainability at its core.

This report has been written by Sarah Kyambi and Dhananjayan Sriskandarajah, with assistance from Nathanael Miles.

The views expressed in this report do not necessarily represent the views of the Directors or Trustees of the IPPR.

## LIST OF ACRONYMS

<b>AEN</b>	Additional Educational Needs
<b>DfES</b>	Department for Education and Skills
<b>EAL</b>	English as an Additional Language
<b>EFSG</b>	Education Funding Strategy Group
<b>EMAG</b>	Ethnic Minority Achievement Grant
<b>FSM</b>	Free School Meals
<b>IS</b>	Income Support
<b>JSA</b>	Job Seekers Allowance
<b>LDA</b>	The London Development Agency
<b>LEA</b>	Local Education Authorities
<b>NASS</b>	National Asylum Support Service
<b>PwC</b>	PriceWaterhouseCooper
<b>SEN</b>	Special Educational Needs
<b>SLD</b>	Severe Learning Difficulties
<b>SSA</b>	Standard Spending Assessment

## INTRODUCTION

Achieving the effective and sustainable integration of ethnic minorities is one of the most important tasks facing British society. Even before the recent terrorist attacks on London, the risk that ethnic groups were living 'parallel lives' had been noted and had become an important motivating factor in the Government's community cohesion strategy (see note 1).

The most recent government strategy on race equality and community cohesion recognises education as a key site for tackling inequality and building a cohesive society. It identifies the roots of more cohesive communities as lying 'in more young people having a greater understanding of their common stake in British society' and 'having experience of working together' (Home Office, 2005: p. 43). There is a continuing focus throughout the Government's integration policy to encourage and support the involvement of young people within and across their communities (see note 2). In fact, young people and immigrants make up the two fundamental groups at the heart of the Government's plans to build cohesive communities.

It is not particularly surprising that education is such a central feature of an integration policy. Educational institutions more than reflect the society within which they exist; they have the potential to shape the values, aspirations and prosperity of future generations. Education has the potential for developing well-balanced individuals who are prepared for the responsibilities and obligations of their membership in society. Education is a powerful forum for improving equality outcomes and fostering integration. For newcomers, this integrative potential cannot be underestimated. A sound education is critical for their later integration into the labour market, something that is central to the wider community cohesion agenda. A school is more than a place to learn a curriculum; it is a place where children of different cultures, faiths, and backgrounds can meet and learn about the world and each other. This exposure and exchange is fundamental to the development of a successful multicultural society.

The emphasis of the Government's strategy on improving equality outcomes in schools acknowledges the need to focus resources on those groups that have, so far not shared equally in the broader underlying improvements in educational outcomes. In the context of this pursuit of greater equality, the Government has addressed the need to close gaps that have seen groups such as African-Caribbean, Pakistani and Bangladeshi boys, in particular, frequently achieving less than their peers. The Government also recognises the need to ensure that a person's ethnicity and origins are not a barrier to their success, and to improve life chances for all in Britain.

However, despite the importance of education to promoting integration, there is a long way to go before schools achieve their dual goals of promoting equality and integration satisfactorily. As discussed later in this report, there



are many minority ethnic groups, whose attainment lags behind national averages, hampering future socio-economic outcomes for those groups and raising the possibility of long-term social and economic exclusion. There is also evidence to suggest that there are high levels of segregation between ethnic groups in English schools, with slightly higher school-based indices of segregation compared to neighbourhood-based indices (Burgess, Wilson and Lupton, 2004). There are questions being raised about whether our schools and colleges are equipping all students, regardless of ethnicity, with the skills needed to foster a multicultural society. Funding and initiatives to improve minority ethnic achievement have to tackle factors such as learning needs, social need, the needs of pupils with English as an Additional Language (EAL), and the needs of those with a specific disability (PWC, 2002). Given the reality of an end to a period of increasing year-on-year growth in the overall education budget, this challenge is not likely to ease up.

*Obviously, support for these children is always an issue. You feel you are pulling the support for one group of children to meet the needs of another group and you know the thinner you spread it, the less impact it has.*

Headteacher (quoted in Arnot and Pinson, 2005: p. 21)

This report looks at how well the education system is placed to promote integration in a more diverse Britain, paying particular attention to how effective current funding streams to promote minority ethnic achievement and EAL are. The report considers the improvements that could be made with regard to these areas, especially in the context of continuing immigration, growing pupil mobility and what might best be described as 'hyper-diversity'. A central message of this report is that policymakers require an increasingly sophisticated understanding of the myriad issues immigrant and ethnic diversity raise. While there are areas of overlapping concerns (such as the need to promote English proficiency), there is also the need for policymakers to distinguish carefully between the separate and different needs of different groups. Policy levers used to address these challenges need to be nuanced enough so that they generate appropriate interventions, properly target resources and attach adequate importance to schools as places for fostering integration as well as attainment.

The report also argues that, while the need to improve equality of outcomes in education is crucial, it is important to recognise that integration involves more than attainment alone. In the rush to raise standards, we must ensure that less tangible integration outcomes for young people are not neglected.

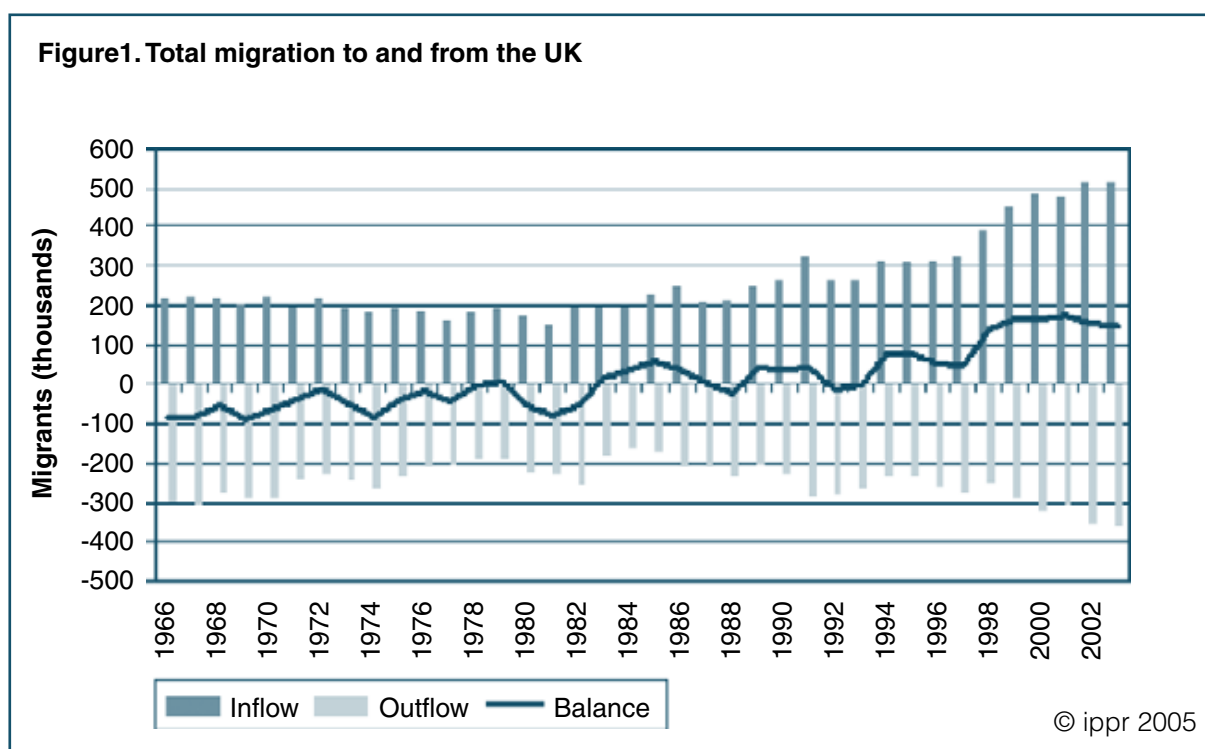
The following two sections present a brief empirical overview, the first of the nature of diversity in the UK and the second of the scale of inequality between groups in education. Section four examines key areas of education policy and discusses what improvements need to be made. The concluding section looks at the wider challenge of promoting integration and race relations.

## DIVERSE FUTURES

A decade of high and varied flows of immigration has added to the numbers of minority ethnic people in the United Kingdom. There is also much greater diversity within minority ethnic communities in terms of countries of origin, reason for arrival, length of stay in the UK, skill/qualification levels etc. These changing patterns, particularly growing 'hyper-diversity', have some important implications for education policy.

### Immigrant groups in the UK

The UK has experienced high and sustained levels of net immigration in recent years. As shown in Figure 1, net inflows of people (the number of immigrants minus the number of emigrants) have exceeded 100,000 people per annum since the late 1990s.



Source: International Passenger Survey and the Office of National Statistics

According to the 2001 census, there were some 4.3 million people born outside of the British Isles living in Great Britain, accounting for 7.5 percent of the UK population. This figure had increased by more than a quarter (1.1 million people) since 1991, accounting for a 1.8 percent increase in the proportion of immigrants in the UK population.

Sustained inflows of non-British nationals have resulted in increases in the stock of the foreign national population in the UK (that is, people who do not have British nationality). This figure has almost doubled in the two decades up to 2003, totalling approximately 2.87 million; representing some five percent of the total population.



A significant proportion (42 percent) of immigrants live in or around London, making up 24.8 percent of London's population. The second largest proportion of immigrants is found in the South East (7.3 percent), followed by the West Midlands (6.5 percent), the East of England (6.1 percent), East Midlands (5.4 percent) and Yorkshire and the Humber (4.7 percent).

Recent IPPR research (Kyambi, 2005) demonstrated that urban areas shown to have high numbers of immigrants in 2001 also saw the greatest increases in immigration since 1991. Nearly half of the additional 1.1 million migrants arriving since 1991 settled in the capital. Immigrants now make up 25% of London's population; London clearly remains the main destination for immigrants.

However, when looking at population increases relative to regional population size it becomes clear that many areas with small immigrant populations have seen the highest rates of change in their population composition between 1991 and 2001. For instance, during this period the North East saw an increase of just 0.8 percent in the proportion of immigrants among its population to bring it up to 2.7 percent. Yet this represents a rate of change in the size of the North East's immigrant population of 41.5 percent. This means that while regional immigrant populations remain low, the relative increases show that regions are experiencing significant change in terms of their immigrant populations. Tables 1 and 2 below show regional immigrant populations ranked by proportion (Table 1) and rate of change (Table 2).

The diversity of the immigrant population has also undergone remarkable change. Since 1995 the number of immigrants originating from countries categorised as 'other foreign' has outstripped those from the new Commonwealth, traditionally the main source of immigrants to the UK in the post-War period (Kyambi, 2005: p. 12). While traditional immigration countries like India and Pakistan continue to provide large numbers of newcomers, the Caribbean-born population has declined by over 12, 000. Although immigrant communities from several non-traditional immigration countries, such as the former Yugoslavia, Sierra Leone and China, remain comparatively small they experienced high rates of growth between 1991 and 2001. Among those communities who saw the largest overall increases are South Africa and Nigeria (Table 3). It is clear that the make up of Britain's diversity is undergoing significant change. The implications of this new hyper-diversity, for achieving equal educational attainment and integration, therefore need to be properly considered.



**Table 1: Immigrants as a proportion of the regional population, 2001**

Region	Proportion of population %
London	25
South East	7.3
West Midlands	6.5
East of England	6.1
East Midlands	5.4
Yorkshire & the Humber	4.7
South West	4.4
North West	4.2
Scotland	3.3
North East	2.7
Wales	2.7

**Table 2: Rate of change of the regional population, 1991–2001**

Region	Rate of change %
London	44.3
North East	41.5
South East	36.2
Scotland	34.4
South West	34.2
North West	31.3
Yorkshire & the Humber	30.3
East of England	28.5
East Midlands	27.3
West Midlands	26.4
Wales	24

**Table 3: Immigrant communities, stocks and change, 2001 and 1991–2001**

Largest immigrant communities 2001	Immigrant communities with the largest increase, 1991–2001
India	Pakistan
Pakistan	South Africa
Germany	India
Caribbean	Bangladesh
Other South and East Africa	Germany
USA	South America
Bangladesh	Nigeria
South Africa	France
Kenya	Former Yugoslavia
Other Far East	Australia
Italy	Sri Lanka
Australia	Zimbabwe



## **Ethnic minorities in the UK**

In 2001 the minority ethnic population within the United Kingdom numbered 4.6 million, accounting for 7.9 percent of the total population. This represented a 53 percent growth in the numbers of minority ethnic people since the last census in 1991. The largest minority ethnic groups in 2001, in descending order, were: Indians, Pakistanis, those of mixed ethnic backgrounds, Black Caribbeans, Black Africans and Bangladeshis. In England, minority ethnic groups made up nine percent of the total population, compared with only two percent in both Wales and Scotland.

Minority ethnic groups tend to be concentrated within large urban centres. Nearly half of the minority ethnic population were to be found in the London region, where they accounted for 29 percent of all residents. The second largest proportion (13 percent) lived in the West Midlands, followed by the South East, the North West, and Yorkshire and the Humber. Seventy eight percent of Black Africans, 61 percent of Black Caribbeans and more than half of the Bangladeshi group live in the capital. Other minority ethnic groups were more dispersed: for example, only 19 percent of Pakistanis lived in London, compared to 21 percent in the West Midlands, 20 percent in Yorkshire and the Humber and 16 percent in the North West.

## **Immigrant and minority ethnic children**

Both minority ethnic and immigrant populations have a younger age structure than the White population. Over half of the mixed group, and a further 38 percent of both the Bangladeshi and 'other' Black groups, were under the age of 16. Just over a third of Pakistanis and 30 percent of Black Africans were also in this age group. In contrast only 19 percent of the White group were under 16. This younger age structure means there are higher proportions of migrants and ethnic minorities in schools than in the population as a whole. Similarly, new immigrants are on average 11 years younger than the British Isles born population. The mean age among new immigrants is 28, compared to 39 for the British Isles born population.

The proportions of immigrant and minority ethnic children in schools have increased dramatically. According to recent Department for Education and Skills (DfES) data (2005) the total number of school pupils has grown by only 2.3 percent since 1997, and is now on a downward trend. By comparison the minority ethnic school population has been growing more rapidly, increasing by between 20–30 percent since 1997 (see note 3).



In 2004, 17 percent of the maintained school population in England was classified as belonging to a minority ethnic group. This general increase in minority ethnic pupils is accompanied by a considerable and continuing increase in children for whom English is an additional language. Since 1997 there has been a 35 percent increase in the numbers of pupils classified as EAL. As shown in Table 4, these pupils now represent around 12 percent of pupils in primary schools.

**Table 4. Pupils by first language in maintained schools, 2005 (provisional)**

	NUMBER OF PUPILS IN SCHOOL SECTORS					
	Primary	%	Secondary	%	Special	%
First language known/ believed not to be English	395,800	11.66	299,300	9.1	7,700	9.1
First language known/ believed to be English	2,998,700	88.31	2,973,300	90.7	77,100	90.8
Unclassified	1,000	0.03	6,500	0.2	100	0.1
<b>Total</b>	<b>3,395,600</b>	<b>100</b>	<b>3,279,000</b>	<b>100</b>	<b>84,900</b>	<b>100</b>

Source: Office of National Statistics. Includes pupils of compulsory school age and above (see note 4).

With an ageing resident population and the likelihood of sustained immigration over the coming years, the proportion of immigrant and minority ethnic children in UK schools is only likely to increase. This adds to the importance and urgency of getting equality and integration policies right.

Just as important as the proportion of minority ethnic pupils at schools is the diversity in their spread across the country. Across England there are huge variations in the proportion of minority ethnic pupils in maintained schools. While only four percent of the school aged population of the North East are from minority ethnic groups, nearly three quarters of the school aged population of Inner London are drawn from these groups. Of these, 17 percent are Black African; 12 percent Black Caribbean; 11 percent Bangladeshi; nine percent 'other' White background; and eight percent are of mixed heritage background (see note 5). This too presents immense challenges for policymakers, who need to devise interventions that can be effective in dealing with schools with negligible minority ethnic representation, whilst accommodating schools where the majority of the school population consists of minority ethnic pupils.

## UNEQUAL CHANCES

In the context of this high and growing diversity, it is particularly worrying that inequalities between ethnic groups in educational outcomes linger.

### Underachievement and explanatory factors

Attainment data for 2003 show a pattern of high achievement for Chinese and Indian pupils compared to the national average, but lower achievement for Black Caribbean, Bangladeshi and Pakistani pupils. For some ethnic groups the attainment gap widens during compulsory education while for others the gap decreases. For example, at Key Stage 4 the attainment gap for both Black Caribbean pupils and pupils from any other Black background is considerably wider than at Key Stage 1. On the other hand, Bangladeshi pupils narrow this gap over the same period (DfES, 2005: p. 9). This makes clear that different groups are not benefiting equally from overall improvements. More worryingly the findings show that these inequalities progressively worsen for pupils of Black Caribbean ethnicity as they move through the school system.

When pupil progress is measured using a value added approach variations across minority ethnic groups indicate a growing gap between the highest and lowest achieving groups. At Key Stage 1, there is a 15 percent gap in achievement between the highest and lowest attaining ethnic groups (excluding Traveller groups), but by Key Stage 4, the equivalent gap has grown to 42 percent, which equates to five or more A\*–C GCSEs (DfES, 2005: p. 11). Research by Gillborn and Mirza (2000: p. 16) showed that in 1999 the performance of Black pupils relative to their White peers worsened over the course of their schooling.

Figures on pupils' eligibility for free school meals (FSM) are often used to delineate poverty; frequently seen as a possible explanatory factor for differential education outcomes. However, while FSM pupils perform less well than those not entitled to FSM across the board, this measure of deprivation fails to adequately explain the considerable variations of attainment between ethnic groups. Although the difference in results amongst groups such as Pakistani and White/Black African may be explained by FSM, the results of groups such as Black Caribbean and Gypsy/Roma remain considerably lower than their proportions of FSM might predict. On the other hand, it seems that Bangladeshi pupils are achieving at a level well beyond that which their high rate of FSM might suggest. It is equally important to note that the lower attainment of Black



Caribbean pupils is not wholly explained simply by deprivation factors (DfES, 2005: p. 14–15).

Factors such as social class and gender also fail to provide adequate explanation for these variations in attainment levels between different ethnic groups. Gillborn and Mirza (2000: p. 16) found that even when controlling for gender and class, ‘consistent and significant ethnic inequalities of attainment’ still persisted. Pupils for whom English is an additional language also have lower levels of attainment than those whose first language is English, but these differences remain relatively small. At Key Stage 1 the gap is seven percent, and this reduces further to only three percent by Key Stage 4 (DfES, 2005: p. 13). It is also important to note that the high attainment of pupils of Indian and Chinese origins suggests that having EAL is not an impenetrable barrier to achievement.

### **Pupils with special educational needs**

The Annual School Census (ASC) shows that the proportion of pupils identified as having special educational needs (SEN) differs across ethnic groups. Traveller, Black Caribbean, Black ‘other’, and White/Black Caribbean groups are more likely to be identified with SEN. This over-representation could mean that the educational needs of pupils across ethnic groups are being redefined as behavioural or emotional needs. This is a cause for concern where such diagnoses reinforce low expectations in education, leading to inappropriate support being provided, or to children feeling stigmatised if they are misdiagnosed as having SEN. On the other hand, such diagnoses may indicate that teachers are trying to access different funding streams to assist underperforming groups.

Among minority ethnic pupils disproportionate levels of SEN diagnosis are seen across different groups and genders. Some examples include:

- At primary level, Black Caribbean boys are three times more likely than White boys to be identified with Severe Learning difficulties (SLD). Pakistani pupils are 1.7 times more likely to have SLD and attend a special school;
- Black Caribbean girls are approximately twice as likely as White British girls to be identified with behavioural, emotional or social difficulties;
- At secondary level, Chinese children are 5–7 times more likely than White British pupils to be identified as having speech, language and communication disorders;
- Pakistani pupils are 3–5 times more likely to be identified with a hearing impediment than White British pupils.



Although there are strong links between deprivation and SEN this does not provide a causal explanation for these differentials, as Black Caribbean and White/Black Caribbean pupils who are ineligible for FSMs are still twice as likely as their White counterparts to have a school action plan/statement for behavioural, emotional and social difficulties.

Among immigrant children and others who speak EAL the evidence is more complicated. There is some evidence to suggest that EAL pupils are more likely than non-EAL pupils to be labelled as having 'speech, language and communication needs'. This could be due to misidentification of having a primary language problem when their difficulties actually arise from learning EAL. It could also be due to teachers trying to access additional support for EAL children. However, overall EAL pupils are under-represented among SEN statemented pupils (Cline and Shamasi, 2000). They are also half as likely to be identified as having SLD. Studies in two cities showed that children in certain groups were four times less likely to receive specialist support for pupils with specific difficulties than might have been expected on the basis of their numbers in the school population (DfES, 2005: p. 25). A reason for this could be that SLD are simply misinterpreted as a result of their EAL status; speaking EAL might mask identification of SEN. Another explanation could be that many EAL children belong to highly mobile groups which results in them not being at school long enough for the statementing process to be completed. In both instances the evidence indicates schools are failing to correctly identify pupils' needs, and consequently, to provide the correct support to those who need it.

## POLICY CHALLENGES

### Improving the Ethnic Minority Achievement Grant

The Ethnic Minority Achievement Grant (EMAG) is the most recent initiative in efforts to provide funding to ameliorate the educational disadvantage of certain groups. The recognition of institutional racism in the McPherson report, and the resultant drive to tackle this across all public institutions led to an increased focus on the disparity of outcomes in education. To ensure equality of educational opportunity, funding must be sufficiently targeted to both narrow attainment gaps between different minority ethnic groups and to support those for whom English is another language.

Phased in during 1999–2000, EMAG is currently the main source of additional funding to cover the needs of pupils who have EAL or who belong to minority ethnic communities. EMAG funding is allocated to Local Education Authorities (LEA) according to a formula. The April 2004 DfES guidance specifies the formula as:

*'based on the numbers of pupils with a mother tongue other than English and numbers of pupils from nationally underachieving minority ethnic groups. Pupils who are both bilingual and from an underachieving group are only counted once. This number of pupils is then multiplied by the proportion of all pupils receiving FSMs in the authority to calculate what proportion of the national grant an LEA should receive. Where an LEA's allocation under this formula is less than £35,000, it is lifted to that level (see note 6).'*

Each LEA is required to devolve 85 percent of EMAG to schools and can only keep a maximum of £150,000.

EMAG replaced funding previously available under section 11 of the Local Government Act 1966. Compared to the narrower focus of section 11, on pupils from the Commonwealth for whom English was a second language, EMAG represents a considerable diversification. The remit of the grant has been progressively broadened to cover an ever wider variety of inter-related and overlapping issues. Most notably funding has been extended to cover the underachievement of minority ethnic groups.

In part this widening indicates acknowledgement of the greater complexity of ethnic and immigrant diversity in the UK, beyond the responses to Commonwealth immigration. However, EMAG funding now covers a broad and varied spectrum of disadvantage: bi-lingual teaching, EAL,



African-Caribbean underachievement, supporting refugee and asylum-seeker children and outreach work to name just a few.

Problems stem both from the increasingly broad range of issues covered by the grant, and from a related failure to adequately record and deploy data that is sufficiently nuanced to respond to such varied problems. Further disaggregation of needs that recognise the hyper-diversity of modern Britain is necessary. EMAG also needs to be more responsive to changes in levels of diversity and need. While the broader integration goals should be kept in mind, questions must be asked how far EMAG and the current arrangements are helping to promote this agenda.

### **Recognising different needs**

As immigration becomes more diverse, measures of ethnicity and of immigration status are becoming increasingly separate. As a result it becomes problematic to seek to use a single funding formula to address distinct issues with differing causes and solutions. While there is a degree of overlap between the problems faced by immigrants and by ethnic minorities, there is also a need to carefully identify the separate needs of particular pupils or groups rather than collapse their needs as equivalent within the funding formula. In particular, needs that arise due to EAL should be separated from other needs related to underachievement. The present formula makes assumptions about needs which are only based upon the incidence of EAL and minority ethnic pupils, rather than upon need itself. This is problematic as it does not give a realistic picture of the level of need and because some pupils may have multiple needs and so require greater support. The level of need faced by different groups of immigrant and minority ethnic children is not well captured in a straightforward headcount.

*'It wasn't the fact that there was a sudden increase in groups of children coming from more disparate ethnic backgrounds or language backgrounds. It was an awareness that some of these children actually brought with them some very distinct needs, which were not necessarily addressed within our normal support mechanisms.'*

Advisory Support Officer (quoted in Arnot and Pinson, 2005: p. 55)

However, distinguishing between categories of need (see note 7) alone does not acknowledge that some pupils may have multiple needs. For example, most pupils of Bangladeshi heritage are both bilingual and from an underachieving group, but will only be counted once by the formula. Research also highlights that refugee and asylum-seeker pupils have complex and multi-faceted needs and cannot be treated simply as EAL pupils or minority ethnic pupils (Rutter and Stanton, 2001; Rutter, 2001).



The EMAG funding formula does not recognise that some pupils may require funding targeted to address each of their particular needs. Migrants can face a wide variety of difficulties that are not limited simply to those associated with language. Similarly the problems faced by underachieving ethnic minorities may include language difficulties amongst a host of other difficulties. Raising the achievement of minority ethnic groups in order to close the gap between these groups and others, and shouldering the costs of additional support for bilingual learners, are distinct concerns. However, the EMAG system conflates these distinct issues.

The current system counts each EAL or minority ethnic pupil as having the same degree of need. Consequently, funding is insufficient where multiple needs exist. For instance, many schools are unable to provide more than EAL support for asylum-seeker and refugee children, many of whom have several social and psychosocial needs. Where resources are insufficient to meet multiple needs schools face difficult decisions on where to focus their efforts. Thus EMAG funding may end up being used primarily to support one group of pupils with additional needs to the exclusion of others.

Further problems stem from the numerous variables thrown up by hyper-diversity. Some schools may have many asylum-seeking children from several different countries. On the other hand, in areas with large, newly established ethnic communities, many children from the same ethnic background will enter school as beginners in English. A growing number of schools experience both these challenges. Whether a school needs to offer individual language teaching or can offer additional teaching in a group environment will depend on whether the pupils are from a homogeneous ethnic background or have a range of languages (Association of London Government, 2002: p. 24).

The lack of specificity in the purpose of EMAG funding also creates problems in monitoring its allocation as monitoring requires clear criteria. EMAG treats the additional requirements of immigrants and ethnic minorities as part of the same calculation. This places the burden on schools to determine how best to allocate their resources within a complex mesh of different needs. Within the new relationship with schools there needs to be support for schools in this process to help ensure that different groups all receive the support they need. Alongside spreading best practice, having a funding formula that differentiates between levels and types of need will enable schools to prioritise needs appropriately, without spreading support too thin for some groups.



### **Recognising differences between minority groups**

The composition of diversity is different across different parts of Britain, and even within different schools in the same area. At present the EMAG funding formula is not sensitive to these differences. Policymakers need to consider developing an approach capable of responding to changes in diversity. Policymakers need to be more sensitive to the differences between groups and to consider developing better mechanisms for targeting different needs.

Across the country the underachievement of specific groups continues to be of profound concern. Certainly the attention focussed upon below average levels of attainment amongst African-Caribbean, Bangladeshi and Pakistani groups is to be welcomed. But despite recent improvements, ethnic groupings remain too broad and regional variations in ethnic group performance are still largely unrecognised.

For example, there are immense differences between different groups within African-heritage communities, with some achieving well above national averages. Categories such as 'Black African' completely fail to account for the differences in achievement between Nigerian and Somali pupils; while Nigerians are for the most part managing well, Somali pupils' low levels of attainment are cause for considerable concern. Similarly Pakistani communities are not monolithic. While across the UK many Pakistani communities are underachieving, Pakistani children in London are doing well. Funding formulas that aggregate groups where significant differences in performance exist are not capable of targeting resources and support to those areas where need is greatest.

The way data is disaggregated makes it difficult to discern the needs of smaller, and often newer, communities, some of which are experiencing significant difficulties. African-Caribbean, Bangladeshi and Pakistani groups make up a very high proportion of the minority ethnic pupil population and have largely been the focus of EMAG. Debates about EMAG have tended to focus on the achievement of these three large minority ethnic groups. However, many schools are concerned about the achievement of smaller groups such as those of Turkish and Somali origin (Jones and Wallace, 2001: p. 9). Targeting need is made more difficult when the ethnic monitoring categories are too broad to accurately capture those smaller groups of pupils with high levels of need. As changes in immigration result in more diverse immigrant communities the way in which policy responds must move beyond a tripartite understanding of diversity as Black, White, and Asian. Without this recognition smaller, newer immigrant communities risk being sidelined.



A major obstacle to developing a more nuanced approach is the lack of adequate data. Although data is often collected on minority ethnic pupils and new arrivals, many LEAs do not collect specific data on refugees and asylum-seekers. This is partly because this status does not secure any additional funding, but also because of the fear of stigmatising some groups as 'problematic'. The difficulty schools and others face in monitoring refugees and asylum-seekers lies in the need to create a 'safe form of visibility' for these pupils that allows their needs to be registered without exposing them to hostility (Arnot and Pinson, 2005: p. 34).

Within education circles the debate between making specific groups visible in order to target provision, or whether to render these differences invisible and treat all students the same, has long been a source of tension and debate (Arnot and Pinson, 2005: p. 60). Research by Closs, Stead and Arshad (2001) suggests that invisibility is frequently more damaging than any problems or stigmatisation that might arise from targeting support at specific groups. Jones and Wallace (2001: p. 5) agree that strategic effectiveness depends upon high quality analysis based upon detailed information about pupils.

It seems clear that certain groups may have particular needs that will not be addressed by simply treating them like everyone else (Arnot and Pinson, 2005: p. 35). This is supported by the experience of a Manchester LEA. Detailed ethnic monitoring allowed this LEA to 'monitor the attainment of pupils by both ethnicity and gender and have proper conversations with schools about their successes and where things were not working.' According to the Assistant Chief Education Officer: 'Having this information and using it has been the key to raising the achievement of minority ethnic groups in Manchester' (Ghoshal, 2005: p. 14). This data-led strategy resulted in a significant increase in the attainment of minority ethnic pupils.

### **Recognising different language needs**

As with questions of 'need' and of minority groups, differing English language competencies also need to be acknowledged. The EMAG formula category, 'pupils for whom English is another language', covers an extremely wide spectrum of linguistic competence making it difficult to distinguish between different levels of need. Five broad categories of pupils, each with different language needs, fall under the current EAL definition:

- a** Pupils who have recently arrived in England who have never before spoken or heard English;
- b** Pupils who have recently arrived but who speak and understand English reasonably or very well;



- c** Pupils born and educated in England whose first language is not English, who had little experience of English before they started school, who still speak a language other than English at home and with friends, and whose competence in curriculum English, as distinct from conversational English, is a significant factor causing underachievement;
- d** Pupils born and educated in England who know a language other than English but whose first language now, at least so far as the school curriculum is concerned, but frequently also at home and with friends, is English;
- e** 'Pupils who represent an untapped potential for high bi/multilingual competence, starting from a substantial family- and community-based confidence and proficiency in speaking a community language.' Leung and Harris (quoted in Jones and Wallace, 2001: p. 4).

LEAs are not broadly similar in the makeup of EAL needs. Yet allocations under EMAG do not take account of these differences between pupils' levels of English language competence and experience. It is almost certain that in some LEAs a high proportion of bilingual pupils come into category (d) on the above spectrum, whereas in others a high proportion come into category (c). Developing a formula capable of capturing English competency levels more accurately needs to be a priority if policymakers are to target needs accurately and effectively.

### **Addressing pupil mobility**

Pupil mobility constitutes a further difficulty in promoting integration and equality outcomes in education. Many of the groups most in need of additional support are distanced from accessing this due to high mobility. Furthermore, the current funding formula is not sufficiently responsive to this highly mobile demographic.

*Pupil mobility: a child joining or leaving a school at a point other than the normal age at which children start or finish their education at that school, whether or not this involves a move of home.*

(Dobson and Henthorne, 1999: p. 5)

Dobson, Henthorne and Lynas (2000) show that there is a close relationship between, non-fluency in English, educational underachievement, deprivation, and pupil mobility. They also show that disadvantage and 'broken homes' appear as constant reference points for mobility. The intake of high mobility schools includes above-average numbers of children from poor families, children with learning difficulties and SENs and those who are not fluent in English. A very high proportion of mobile pupils were eligible for FSMs, and the majority were living in temporary, Housing Association or Council housing. This indicates that many highly mobile pupils will also be those who need most help and educational support.



High rates of pupil mobility are not confined to ethnic minorities or immigrants. Some of the main groups of children that have high levels of mobility include those who are homeless, refugees and asylum-seekers, travellers, children of military service personnel, children in care and excluded pupils. Of these a significant group, asylum-seekers and refugees, are immigrants; while a substantial proportion of excluded children and children in care are ethnic minorities. Therefore pupil mobility is an important factor to consider when promoting equality and integration outcomes in schools.

### **Asylum-seeker and refugee children**

Refugees and asylum-seeker pupils experience a high degree of mobility. Research conducted by Jill Rutter in one central London school in 1998 found that asylum-seeker children moved home between four and six times during their first two years in the UK (Rutter, 2001: p. 31). There are estimated to be over 120,000 asylum-seeker and refugee children in the UK. The number of these children in schools was estimated at 80,000 in 2002, of which a large proportion was concentrated in London (62,666). Refugee and asylum-seeker children come from a wide range of countries. A London LEA found its refugee and asylum-seeker pupils to come from 58 different countries (Rutter, 2003: p. 4). While refugee communities are very diverse, significant numbers of refugee children have multiple needs related to speaking little or no English, traumatic experiences when fleeing persecution and changes in their family situation and lifestyle.

The 1996 Asylum and Immigration Act placed restrictions upon refugees' and asylum-seekers' access to benefits and housing. These restrictions made them more likely to be mobile and to live in temporary accommodation and consequently to attend less popular schools; schools with spaces available are invariably the less-popular schools. This leads to asylum-seeker and refugee children having a more disrupted education (Rutter and Jones, 2001: p. 4). Since 1999 the policy of dispersing asylum-seekers has affected the ability of asylum and refugee children to fully access their rights to education. The main problem is that educational needs of asylum-seeker children are made secondary to the movement required by the asylum system. The upshot of the dispersal policy taking precedence over educational needs has been that asylum-seekers and refugees have been dispersed to areas where there are insufficient places available in schools. These schools often do not have adequate resources to meet the needs of these pupils (Arnot and Pinson, 2005: p. 16). Where dispersal takes place to predominately White areas, schools may have little or no experience with EAL, non-White and new arrival pupils.



As asylum-seekers have been increasingly dispersed outside London many local authorities in the North and on the coast complained that they were not receiving additional funding to help them provide for these new pupils. The costs incurred by schools in dispersal areas with little experience of minority ethnic or immigrant children may actually be considerably higher than in other areas. Although minority ethnic pupils in mainly White shire authorities achieve at higher levels than in urban areas, this tends to mask problems such as isolation and lack of staff-expertise in these areas. Funding allocation needs to be flexible enough to recognise that a shire school with relatively few (established) minority ethnic pupils from one group is likely to have very different service delivery needs from a metropolitan school with relatively high numbers of newcomers from a range of countries. The level of support required by LEAs with scattered minority ethnic communities requires re-evaluation.

Difficulties arising from pupil mobility can be divided into two separate parts, namely issues around funding cycles and issues around pupils accessing support. These two are discussed below.

#### **More appropriate funding cycles**

There is a lack of fit between funding cycles and pupil mobility. Current budget allocation mechanisms are not responsive to the changing needs of schools with highly mobile populations. Any additional funds needed to deal with a sudden influx of pupils will arrive at the earliest in the following financial year. If the children move on before the next funding round then funds may never arrive to cover the period when they were at a school. Where the numbers of pupils joining and leaving balance one another, the funding formula may not acknowledge this movement, and where mobility occurs within the broader context of falling rolls, schools must struggle to meet the increased needs of mobile pupils with an ever shrinking budget.

Under new regulations, to operate for the 2006–07 financial year, local authorities will be required to use a single count date as the basis for their funding formulae. In effect, this is the ASC, required on a date each January. The ASC does not take pupil mobility into account because it omits any children arriving and leaving again between the census dates. Many children such as refugee and asylum-seekers living in temporary accommodation do exactly this. The formula is also unresponsive because it is time lagged, relying upon figures from the preceding year to determine need (Rutter and Stanton, 2001).



The additional indicators, such as those pupils whose parents are claiming income support (IS) or job seekers allowance (JSA), lag even further behind. For instance, the measure of children with parents claiming IS suffers further from this same problem as it is time-lagged by two years. It is also poorly correlated at authority level and as it is based on Department of Work and Pensions data it excludes children whose parents or guardians do not receive IS or JSA. This method of calculating need therefore omits asylum-seekers or refugees within the National Asylum Support Service (NASS) or Interim Scheme, along with refugees in paid work. A more inclusive poverty indicator would be a FSMs indicator, which would include children in asylum-seeker households catered for by NASS or the refugee interim scheme, in a way the Standard Spending Assessment (SSA) indicator does not.

The lag in the 'ethnicity' indicator used by the SSA is even further removed from the needs of schools and pupils. This indicator measures the proportion of all local children who were born, or whose head of household was born, outside of the UK, the USA, Ireland, and the Old Commonwealth. It relies upon census data, which as it is recorded every ten years is unlikely to reflect the actual locations of mobile sections of the population in sufficient detail to be helpful in determining current levels of need in areas where pupil mobility has altered school intakes.

Pupil mobility is a factor acquiring increasing salience. It overlaps with groups that are particularly disadvantaged and have EAL needs. Yet pupil mobility itself makes it difficult for resources to be available to schools as funding cycles lag behind mobility. In relation to refugees and asylum-seekers part of the solution is to reduce mobility when asylum-seekers are dispersed to ensure the minimum number of moves for asylum-seeker children. Beyond this, mechanisms must be sought to help schools cope better with fluctuations in pupil numbers by finding ways of linking funding more closely with pupil numbers and need throughout the school year.

### **More stable funding**

As a separate grant EMAG is not responsive to changes caused by pupil mobility. The EMAG formula uses ASC data to calculate the numbers of children in each LEA that are eligible for FSMs, are from minority ethnic groups or have EAL. However in other ways the EMAG funding formula remains unable to accurately reflect the overall distribution of need. The minority ethnic and EAL pupil indicators rely upon data from the previous year and any monies granted are based upon an annual count. This excludes children who arrive and leave during the year.



In addition to the specific problem of the funding lag, high rates of pupil mobility also place a considerable extra demand on funding and resources throughout education. The induction and settling in process has clearly identifiable costs, and continuous movement of pupils affects students and staff by disrupting the learning environment within a school. Yet the DfES does not provide any additional resources for schools with high pupil movement. Without additional resources schools have to divert staff resources into coping with the additional requirements high mobility raises (Association of London Government, 2005). Pupil mobility also tends to concentrate mobile pupils in less popular schools as they are schools with places available for pupils mid-year.

The fluctuations that pupil mobility creates in funding cycles and available resources also have negative consequences for those working to support highly mobile pupils in schools. Budget fluctuations are likely to create considerable job insecurity and the increasing use of temporary contracts. Peter Nathan warns that this may lead to both a de-professionalisation of the EAL field and to this area of work coming to be seen as low status and lacking a proper career structure (Nathan, 2001: p. 21–2).

The trend in education funding has been to simplify funding streams, thereby creating more stability. Most specific grants are to be amalgamated into a single grant from 2006. The fact that EMAG is one of only four separate grants that will survive this streamlining process indicates recognition that the issues raised by immigrant and minority ethnic children are complex and significant enough to require an additional funding stream. While EMAG funding builds some necessary flexibility into a system that is moving towards increasing stability, it is not sufficiently flexible to deal with the rapid change and variations of need within immigrant and minority ethnic populations. Within this changeable environment EMAG also needs to provide stability for staff. The guarantee on the continuation of EMAG extends only to 2008; EMAG staff are already feeling insecure about service delivery and employment beyond this point. The EMAG funding formula needs to take the tension between the need for flexibility and stability into account.

#### **Problems in accessing support**

There is considerable evidence that deprived children joining schools at non-standard times, achieve at levels below average. Dobson et al (2000) found that disrupted schooling frequently compounded problems such as social deprivation, a lack of fluency in English, and general educational disadvantage. They also found that mobility had a disruptive effect on the whole school environment and placed greater demands on staff.



Where mobility is very high it prevents pupils from accessing the support they need. Often teachers would spend time and resources settling in asylum-seeking children, only to find that they were then moved on within a few weeks (Rutter, 2001: p. 31). Here there is a case for asylum dispersal policy to try to minimise the number of times children within the system are re-located.

High mobility also tends to affect some schools more than others. In the context of the current emphasis on targets and league tables, some schools are less willing to take in lower achieving pupils at non-standard times. Dobson et al thus argue that 'social exclusion is built into the education system at an early age' (2000: p. 118). High mobility pupils frequently end up in poorer performing schools. Dobson et al (2000: p. 82) identify a circular process by which both high and low mobility is continually reinforced in certain schools. While some schools recruit only from the more settled parts of local communities, schools with high proportions of children from disturbed and disrupted backgrounds, and from non-English speaking countries, increasingly seem to recruit largely from these same groups. The head of one school explained that the choice was often between supporting newcomers who needed concentrated help but had no chance of reaching 'expected' levels of achievement in Key Stage tests or focusing support on others more likely to reach the 'expected' level (Dobson et al, 2000: p. 103).

## PROMOTING INTEGRATION AND RACE RELATIONS IN SCHOOLS

*Underachievement cannot be understood just in terms of the unique disadvantages experienced by groups of learners. Therefore, a response focused simply on providing isolated forms of support to those groups in turn is unlikely to be successful.*

Birmingham Education Service (2004: p. 5)

As stated at the outset of this report, the importance of education in fostering greater equality and integration cannot be underestimated. Yet, despite this incredible potential, lingering inequalities in the attainment of some minority ethnic pupils suggests that policy interventions to date have not been as effective as they needed to be. Evidence of the diverse and changing patterns of immigration and resultant hyper-diversity outlined in this report add to the urgency of getting these interventions right.

Part of the solution lies in the reform of existing channels of funding to address these issues. Reform of EMAG to make it more nuanced, more stable and more responsive is critical in this process. However, improving achievement is only part of what is needed. The promotion of community cohesion, the 'softer' side of integration, is just as critical.

*You know I could pore over their results and what they've got in school, but that's not necessarily going to tell me a lot. I think, especially in their first two years, the social element is the big indicator. The most important to me ... are they participating in clubs, getting involved in choirs, in music and other extra curricular things?*

Secondary school EMAS teacher (quoted in Arnot and Pinson, 2005: p. 53)

Indeed, the challenge of minority ethnic integration cannot be disassociated from the wider challenge of pursuing multicultural education (see below). Indeed, facilitating the academic achievement of students from increasingly diverse ethnic groups will only be possible through a broader 'equity pedagogy' in which the entire schooling system is geared towards correcting inequality (see note 8). While there have been concerted attempts in recent years to promote cultural sensitivity and inclusion in the English school curriculum (see note 9), there is still a long way to go before these concerns are fully incorporated into policy, practice and funding mechanisms.

It is also important to recognise that the pursuit of integration may require action in other areas of education policy. For example, increasing the numbers of minority ethnic teachers is an issue perennially raised. While the evidence needs to be further investigated, finding ways towards better communication between teachers and immigrant and minority ethnic pupils is a step towards improving integration and equality outcomes.



More broadly, LEAs and schools are likely to need more help with implementing the Race Relations (Amendment) Act 2000. This act creates a race equality duty for all public bodies, which includes maintained schools but provides guidance on the standards that all schools should attain. The duty requires schools to eliminate unlawful racial discrimination, promote equal opportunities and encourage good race relations. Fulfilling the duty involves not only improving attainment and opportunity across all racial groups, but also enabling pupils to participate fully in today's multi-ethnic society. Some schools have devised a range of strategies (for example, through the personal, social and health education curriculum, citizenship classes, assemblies, anti-racist initiatives, and links with community/faith groups) to promote good relations. To ensure full benefit is obtained from race equality best practice initiatives should be supported with adequate resources and shared across schools and LEAs.

Research shows that some schools lag behind other public bodies in recognising the need to actively promote race equality. A report by Schneider Ross notes: 'Schools ... were least likely to express a need for further guidance, despite having made the least progress in many cases' (2003: p. 13). This indicates that more needs to be done by government to ensure schools recognise the relevance and importance of actively promoting good race relations and encourage schools to take the initiative.

Finally, a focus on targets, league tables and headcount indicators is unlikely to be effective in promoting the integration of immigrant and minority ethnic children. For a start, quantitative measures of attainment often fail to capture adequately levels of improvement of low-attaining pupils. Funding based on such measures also reduces the incentives for teachers and others to pay special attention to outcomes that are not directly related to funding targets. Indeed, such a system may result in staff investing time and effort with pupils who show most potential of improving while not paying enough attention to those with complex or resource-intensive needs.

*The Home Office has got indicators for integration, and for education. I think it is appalling. I told them so myself, because it is basically down to SATs results, GCSE results, numbers of students going on to higher education, and that is fine, but this is not integration. You can achieve academically, and not necessarily be integrated as a person. So it is things like not just the quantitative but the qualitative indicators, which are often ignored – things like whether actually the parents feel safe to come to the school and question and talk to the teachers, find out more, that they are empowered.*

Head of EMAG (quoted in Arnot and Pinson, 2005: p. 52)

## CONCLUSION

There is no denying the immensity and urgency of the challenge of promoting ethnic minority achievement in schools. Policy interventions have to, at once, promote schools as places where ethnic minority pupils achieve on an equal footing while also promoting the interaction and understanding across different cultures, faiths, and backgrounds.

It is clear that current funding streams for pursuing these dual goals need to be reformed. In particular, EMAG needs to be made more responsive to pupil diversity and mobility. At the same time, sources of funding aimed at providing support to minority ethnic pupils need to be made more stable to ensure good quality service delivery.

It is also clear that, given current public concerns about the integration of minority ethnic communities with wider British society, education policies need to prioritise the pursuit of the 'softer' goals of integration, multiculturalism and community cohesion. This will require more effective ways of improving minority ethnic achievement but also better ways of fostering real and meaningful contact between all communities. It will also require more effective engagement with broader issues of citizenship education, the role of faith schools, and, indeed, the role of education in shaping society.

## RECOMMENDATIONS

- 1** EMAG should be reformed in the following ways:
  - a** Recognising that crude headcount measures are inadequate in capturing increasing diversity between and within immigrant and minority ethnic groups, government should develop more nuanced ways of identifying and counting underachieving pupils within these groups;
  - b** Government should recognise that pupils may have multiple needs, and design the EMAG funding formula accordingly, making sure that EAL needs are treated separately from other types of minority ethnic needs;
  - c** EAL funding allocations should be based on a more nuanced formula to capture different English language competencies;
  - d** EMAG funding should be better targeted to meet complex needs and ensure that resources are spent where they are needed most, government should support schools in their efforts to make the right decisions in allocating funding by making available data on trends and changes;
  - e** The allocation of a proportion of EMAG funding to LEAs should be protected enabling them to provide the necessary strategic leadership, coordination and assessment to area schools;
  - f** Government should make EMAG funding more stable to ensure greater continuity for staff employed through the grant and better service delivery;
  - g** Government should make the current funding formula for EMAG more responsive to the impacts of mobility on pupils, paying particular attention to the needs of asylum-seeker and refugee children;
  - h** Government should ensure that wider funding allocation recognises that schools with high pupil mobility incur additional administrative costs, and provide additional resources where necessary;
  - i** Government should ensure EMAG funding is more flexible to meet changing needs throughout the year.
- 2** To ensure that the Race Relations (Amendment) Act is actively promoted in schools:
  - a** Government should provide clearer guidance and support to schools and LEAs on the implementation of the Race Relations (Amendment) Act;
  - b** Government should recognise that there is rarely one answer to promoting integration and inclusion, and advise OfSTED and LEAs to exert efforts to facilitate sharing of best practice in this area between schools, especially where they involve similar types of challenges.
- 3** In the long term, government should consider the pervasive influence of top down targets in the light of the need to be responsive to local differences.

**NOTES**

1. See <http://www.homeoffice.gov.uk/comrace/cohesion/index.html>.
2. For example, Active Citizens in Schools schemes.  
See <http://www.dfes.gov.uk/research/data/uploadfiles/RR620.pdf>.
3. Changes in the classification of ethnicity to include a 'mixed' category in 2002–03 means the actual increase in minority ethnic pupils is likely to be somewhere between 22–33 per cent (DfES, 2005: p. 3).
4. See Table 4 at <http://www.dfes.gov.uk/rsgateway/DB/SFR/s000574/sfr16-2005.pdf> for other explanatory notes.
5. Data from the Pupil Level Annual School Census.
6. The funding formula can be expressed as: [number of EAL pupils + the number of ethnic minority pupils] x [1 + (0.2 x number of FSM pupils)].
7. Such as EAL needs, social need, learning needs and combating low achievement.
8. See <http://depts.washington.edu/centerme/view.htm> for brief description and useful references.
9. See <http://www.qca.org.uk/6166.html>.

## REFERENCES

- Annot M and Pinson H. (2005) The education of asylum-seeker and refugee children: A study of LEA and school values, policies and practices. Cambridge: Faculty of Education, University of Cambridge.
- Association of London Government. (2005) Breaking point: Examining the disruption caused by pupil mobility. London:  
[http://www.alg.gov.uk/upload/public/attachments/474/ALG\\_mobility\\_report\\_final.pdf](http://www.alg.gov.uk/upload/public/attachments/474/ALG_mobility_report_final.pdf).
- Birmingham Education Service. (2004) African Caribbean Achievement Action Plan. Birmingham:  
[http://www.bgfl.org/bgfl/custom/files\\_uploaded/uploaded\\_resources/10401/ACAP405.doc](http://www.bgfl.org/bgfl/custom/files_uploaded/uploaded_resources/10401/ACAP405.doc).
- Burgess S, Wilson D and Lupton R. (2004) Parallel lives? Ethnic segregation in the playground and the neighbourhood. *Centre for Market and Public Organisation*. University of Bristol. Bristol:  
<http://www.bris.ac.uk/Depts/CMPO/workingpapers/wp94.pdf>.
- Cline T and Shamsi T. (2000) Review of research on the relationship between learning English as an additional language and the identification and assessment of SEN. Department for Education and Skills. London:  
<http://www.dfes.gov.uk/research/programmeofresearch/projectinformation.cfm?projectid=12785&resultspage=1>.
- Closs A, Stead J, and Arshad R. (2001) The education of asylum-seeker and refugee children. *Multicultural Teaching*. 20(1): 29–33.
- Department for Education and Skills. (2002) The impact of ethnic group and English as an additional language. *Association of London Government*. London: <http://www.dfes.gov.uk/efsg/docs/52.doc>.
- Department for Education and Skills. (2004) Aiming high: Supporting effective use of EMAG. London:  
[http://www.standards.dfes.gov.uk/ethnicminorities/links\\_and\\_publications/supportingemag/Efctv\\_Use\\_EMAG.pdf](http://www.standards.dfes.gov.uk/ethnicminorities/links_and_publications/supportingemag/Efctv_Use_EMAG.pdf).
- Department for Education and Skills. (2005) Ethnicity and education: The evidence on minority ethnic pupils. London:  
<http://www.dfes.gov.uk/research/data/uploadfiles/RTP01-05.pdf>.
- Dobson J and Henthorne K. (1999) Pupil mobility in schools: Interim report. London: Department of Education and Employment.
- Dobson J M, Henthorne K and Lynas Z. (2000) Pupil mobility in schools: Final report. London: UCL Migration Research Unit.  
[http://www.geog.ucl.ac.uk/mru/docs/pupil\\_mobility.pdf](http://www.geog.ucl.ac.uk/mru/docs/pupil_mobility.pdf).



- Ghoshal P. (2005) Raising the achievement of minority ethnic pupils in Manchester through multi-disciplinary working. *Race Equality Teaching*, 23(3), Summer.
- Gillborn D and Mirza H S. (2000) Educational inequality, mapping race, class and gender: A synthesis of research evidence. London: Office for Standards in Education.
- Home Office. (2005) Improving opportunity, strengthening society: The Government's strategy to increase race equality and community cohesion. London: [http://www.homeoffice.gov.uk/docs4/race\\_improving\\_opport.pdf](http://www.homeoffice.gov.uk/docs4/race_improving_opport.pdf).
- Jones C and Wallace C (eds). (2001) Making EMAG work. Stoke on Trent: Trentham Books Limited.
- Kyambi S. (2005) Beyond black and white: Mapping new immigrant communities. London: IPPR.
- London Development Agency. (2004) The educational experiences and achievements of black boys in London schools, 2000–03. London: [http://www.lda.gov.uk/upload/pdf/Educational\\_experiences.pdf](http://www.lda.gov.uk/upload/pdf/Educational_experiences.pdf).
- Nathan P. (2001) *Carpe diem*: Responding to the ethnic minority achievement grant. A perspective from an inner London borough. *Making EMAG Work*. Stoke on Trent: Trentham Books.
- PriceWaterhouseCooper. (2002) Study of additional educational needs: Phase II. London: <http://www.dfes.gov.uk/efsg/docs/133.doc>.
- Rutter J. (2001) EMAG and refugee children: Perpetuating discrimination? *Making EMAG Work*. Stoke on Trent: Trentham Books.
- Rutter J. (2003) Working with refugee children. Joseph Rowntree Foundation. York: <http://www.jrf.org.uk/bookshop/eBooks/1859351395.pdf>.
- Rutter J and Jones C (eds). (2001) Refugee education: Mapping the field. Stoke on Trent: Trentham Books.
- Rutter J and Stanton R. (2001) Refugee children's education and the education finance system. *Multicultural Teaching*, 19(3):33–9.
- West R. (2001) At the edge of being: Managing EMAG in classrooms and schools. *Refugee education: Mapping the field*. Stoke on Trent: Trentham Books.

As the leading education union, the Association of Teachers and Lecturers (ATL) promotes and protects the interests of its members – teachers, lecturers, support staff and other education professionals. ATL advances the debate and champions good practice, across the whole education sector. ATL campaigns and negotiates to achieve better pay, working conditions and terms of employment for its members.

We are a TUC affiliated trade union with over 160,000 members in pre-schools, schools and colleges throughout England, Wales, Northern Ireland, the Channel Islands and the Isle of Man.

© Association of Teachers and Lecturers 2005. All rights reserved. Information in this publication may be reproduced or quoted with proper acknowledgement to the Association.

To receive the text of this booklet in large print, please contact ATL on 020 7930 6441.

## Association of Teachers and Lecturers 2005

ATL members	FREE
Non-members	£9.99
ATL product code	PR26
ISBN	1-902466-47-0

It is vital that the Ethnic Minority Achievement Grant (EMAG) continues to support and meet the needs of ethnic minority pupils, especially asylum-seeking and refugee pupils who have become more mobile as a result of the Government's dispersal policy. However, some anxieties have been expressed regarding EMAG and the Race Relations (Amendment) Act. In response to these anxieties ATL has commissioned this report from the Institute for Public Policy Research to examine the issues and put forward recommendations for improvement. ATL supports these recommendations, and believes the report will contribute towards addressing these concerns. ATL also believes it is absolutely essential for schools to take race equality and their duty under the Race Relations (Amendment) Act 2000 more seriously; schools are well placed to make a difference and have a real opportunity to contribute significantly to the race equality and social inclusion agendas. ATL is pleased that this report offers practical ideas regarding how EMAG could be reformed to even better serve its purpose and we therefore urge government to give serious consideration to its recommendations.