



City and County of Swansea

Notice of Meeting

You are invited to attend a Meeting of the

Scrutiny Performance Panel – Schools

At: Committee Room 3A - Guildhall, Swansea

On: Wednesday, 18 July 2018

Time: 2.00 pm

Convenor: Councillor Mo Sykes

Membership:

Councillors: C Anderson, A M Day, M Durke, S J Gallagher, L S Gibbard, F M Gordon, D W Helliwell, B Hopkins, L James, S M Jones, L R Jones, M A Langstone, H M Morris and L J Tyler-Lloyd

Co-opted Members: D Anderson-Thomas, A Roberts and J Meredith

Agenda

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17 May 2018 and 7 June 2018
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The Cabinet report containing proposed decision date 19 July 2018 is attached
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Next Meeting: Thursday, 27 September 2018 at 4.00 pm

A handwritten signature in cursive script that reads 'Huw Evans'.

Huw Evans
Head of Democratic Services
Wednesday, 11 July 2018

Contact: Michelle Roberts



City and County of Swansea

Notes of the **Scrutiny Performance Panel – Schools**

Committee Room 5 - Guildhall, Swansea

Thursday, 17 May 2018 at 4.00 pm

Present: Councillor M Sykes (Chair) Presided

Councillor(s)

C Anderson
D W Helliwell
S M Jones
L J Tyler-Lloyd

Councillor(s)

M Durke
B Hopkins
L R Jones

Councillor(s)

S J Gallagher
L James
M A Langstone

Co-opted Member(s)

D Anderson-Thomas

Co-opted Member(s)

A Roberts

Officer(s)

Helen Morgan Rees, Head of Achievement and Partnership Service

Apologies for Absence

Councillor(s): A M Day and H M Morris

Co-opted Member(s): J Meredith

1 Disclosure of Personal and Prejudicial Interests.

Cllr Susan Jones, personal interest item 5/6

2 Election of Panel Convener

It was agreed that Cllr Mo Sykes will continue as Convener and that Cllr Lyndon Jones will act as Vice Convener for the Panel.

3 Notes and Conveners Letters

Convener's letter, cabinet response and notes were received by the Panel.

4 Current Issues in Education - Overview presentation

The panel met with Helen Morgan Rees, Head of Achievement and Partnership Service to discuss the current issues affecting education.

The following points were discussed:

- The vision *Every child and young person will be able to develop their potential*
- The links with the corporate plan and key priorities

- The education departments priorities 2017/18
- Those issues that are on the forward look with particular reference to the following key issues:
 - New standards for teacher and leaders that will come into force in September 2018 and the implications for schools
 - Alternative Learning Needs Reform and implications of new legislation
 - Draft new curriculum
 - Development of a wellbeing and behaviour strategy
 - Education Other Than At School (EOTAS) developments
- The panel also discussed:
 - Home schooling and the registration of home schooled children
 - 21st Century School Programme
 - English as an additional Language service (EAL), the panel heard that reduction in grant from welsh government will have big impact on this service. Currently the education department are consulting on the implications and way forward. The Panel asked for more information on the timeline of this decision and would like to include it in their work programme for the coming year, possibly as a pre decision scrutiny item.
 - Teacher training/professional development for existing teachers
 - Headteacher induction programme and the senior leader and aspiring leaders development
 - Local Government Reform and implications for how we do things
 - Data Protections Act and schools
 - After school clubs and homework clubs. The panel would like to schedule to look at this in their work programme.
- The financial and savings targets for education over next 3 years.
- Abertawe 2025, what we want to see for our children and young people, the expectations, goals, aims, objectives, rights and priorities.
- What is needed for children and young people to get the best outcomes:
 - The right curriculum
 - The right support for learners
 - The right leaders
 - The right workforce
 - The right environment

5 Review of the year past and plan for coming 12 months in Education Scrutiny

The Panel considered the following questions about their scrutiny over the past year

1. What has gone well
2. What has not gone so well
3. Has the panels works programme focussed on the right things
4. What have we learned that will help us with future education scrutiny

From this members of the panels said:

- Good to speak to a selection of different schools
- Would like to go out to school a bit more this year
- Good to see red/amber schools but would also be useful to speak to Green schools and how they sustain that level

- Would like to see ERW, how we stretch most able pupils, after schools clubs and Welsh Language built in to work programme

The panel then discussed their work programme for the coming year, agreeing to include the following issues:

- Public questions a selection of panels
- Science in Schools in Swansea
- Sessions with schools including
 - Site visit to Green primary school doing well in the area of Foundation Phase
 - 2 Amber schools
 - Visit Morriston Primary School to see improvement embedded following session with them in Feb 17
- Progress with Education Other Than At School Improvements
- New Wellbeing and Behaviour Strategy
- Looked After Children educational outcomes
- Pupil deprivation grant spend to support vulnerable pupils
- ERW Business Plan and progress with priorities both regional and local
- Schools Improvement Service annual performance update
- Annual Education Performance Data (incl. verified data) and latest school categorisation
- Readiness for Schools Scrutiny Inquiry outstanding recommendations follow up
- Scrutiny of Annual Budget as it relates to education
- New standards for teachers and school leaders – implications and progress
- Draft New Curriculum (panel agreed to have a development session on this issue)
- ALN Reform implications and preparation
- Pre-decision Scrutiny of ALN Commission review outcomes
- Changes to EAL service (possible pre decision scrutiny)
- Availability of after school/homework clubs

The scrutiny officer will put together a work programme with these issues for the next meeting of the Panel on 7 June.

6 For Information Item

The Panel received information on the School Estyn Inspections published since their last meeting in March.

Councillor Mo Sykes
Convener
Schools Scrutiny Performance Panel

Please ask for: Councillor Jennifer Raynor
Direct Line: 01792 63 7429
E-Mail: clr.jennifer.raynor@swansea.gov.uk
Our Ref: JR/CM
Your Ref:
Date: 3rd July 2018

BY EMAIL

Dear Councillor Sykes

Schools Scrutiny Performance Panel – 7 June 2018

Thank you for your letter and the insightful work of the Schools' Scrutiny Panel. It was very pleasing to read about the good practice in science taking place across Swansea's schools.

Regarding your first point, currently, there are no formal arrangements in place to gather the views of pupils on their subject choices for post-16. However, this information would be beneficial to the Council and its schools. Therefore, officers will look to develop a way of capturing these views by working with school leaders through the post-16 and curriculum network groups.

Concerning points 2, 3 and 4, these are all linked to promoting science through cluster working. It would be beneficial to promote these worthwhile aspects through the Council's termly cross-phase school meetings, making use of the best practice already evident in Swansea's schools, as highlighted in your report, and ERW's subject specialists for science. In addition, it might be possible to make use of Gower College's science facilities at certain times of the year. The Council's 14-19 Curriculum Officer can explore this option further.

In relation to point 5, Careers Wales organise careers events across Swansea and Neath Port Talbot that nearly all schools attend. There are useful links to science and industry, but this aspect could be developed further. The 14-19 Curriculum Officer will explore options in this area and consider the feasibility of creating a joint resource that can be used to inspire pupils to pursue careers in science. Furthermore, schools can exploit many STEM opportunities through companies such as See Science, Techniquest, Science Made Simple. Therefore, it would be beneficial to collate this information for schools and disseminate it through our networks. We will also look to work more closely with Swansea University. For example, we could bring in women role models working with STEM subjects to encourage more girls to consider careers in these areas.

Finally, regarding point six, we will continue to reinforce the importance of developing pupils' literacy and numeracy skills in science through the work of our performance specialist and challenge adviser teams and related school networks. In particular, challenge advisers can encourage the use of pupils' voice to promote the benefits of following a career in science.

Yours faithfully

A handwritten signature in black ink, appearing to read 'J Raynor', written in a cursive style.

Councillor Jennifer Raynor
Cabinet Member for Education Improvement, Learning & Skills

**To/
Councillor Jen Raynor
Cabinet Member for Education
Improvement, Learning and Skills**

*Please ask for:
Gofynnwch am:*

Scrutiny

*Direct Line:
Llinell Uniongyrochol:*

01792 637256

*e-Mail
e-Bost:*

scrutiny@swansea.gov.uk

*Date
Dyddiad:*

21 June 2018

BY EMAIL

Summary: This is a letter from the Schools Scrutiny Performance Panel to the Cabinet Member for Education Improvement, Learning and Skills following the meeting of the Panel on 7 June 2018. It is about the performance of science in schools in Swansea.

Dear Councillor Raynor,

Schools Scrutiny Performance Panel – 7 June 2018

On the 7 June 2018 we had a dedicated meeting to look at how we inspire and engage pupils in science in schools in Swansea. We chose to do this because we recognise that science should be exciting for young people, giving them the skills and opportunities to improve their futures.

We spoke to the Headteachers of two schools who are performing particularly well in their outcomes in Science subject areas, Bishopston Comprehensive School and Pontarddulais Comprehensive School. Also invited to participate were the Leaders of Learning for Science at ERW and the Head of Education Achievement and Partnership in Swansea. A number of issues were looked at including:

- Data on performance of schools across Swansea in Science, comparative data across ERW region and also the ERW region with other regions across Wales
- How pupils are encouraged and inspired to take up science subjects (particularly encouraging female take up)
- How we ensure that all pupils have high aspirations in science
- How we are learning, sharing and celebrating good practice in science subjects
- How do excellent schools engage and retain the interest of pupils in science
- How we advise young people about next steps in science after school
- How do schools link with 6th forms and colleges to ensure progression in science subjects

OVERVIEW & SCRUTINY / TROSOLWG A CHRAFFU

SWANSEA COUNCIL / CYNGOR ABERTAW

GUILDHALL, SWANSEA, SA1 4PE / NEUADD Y DDINAS, ABERTAW, SA1 4PE

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We found this session to be not only informative but beneficial in identifying where some of the issues in relation to science education may lie and in establishing some learning points. We would therefore like to share our findings with you.

- Current performance across Swansea schools at KS4 shows that three quarters of learners gained a grade C or above at GCSE Level 2 Science. This performance places Swansea on a par with the national average and eleventh out of 22 local authorities in Wales. We heard that the rank position is an improvement on the previous year but overall performance has declined during the last two years. This is in line with a national decline in performance.
- Value added information indicates a varied picture of performance across schools in Swansea. We heard that performance may be varied because of the inclusion of the BTEC outcomes data and that from next year this will not be included in the figure, so should be a truer reflection. We also heard that the new science examination will come in this year.
- There does not seem to be gender gap in the take up of science subjects in schools with both boys and girls doing equally well. The issue arises when pupils move on to 16+ where it is much less likely that girls will choose science options. It was felt that schools could complete a sampling of exit interviews each year to understand why certain subjects are chosen when continuing in education post 16, which will help establish why pupils are choosing (or not choosing) certain career paths.
- That the main challenge that schools face in relation to science, as with other subjects, is the gap in performance between free and non-free school meal pupils. In 2016-2017 the difference was 23.6%. The panel will look at how schools are using their pupil deprivation grant to address this later in the year.
- Comprehensive schools working with their cluster primaries around early development of science is very positive. This way of working was exemplified at Pontarddulais Comprehensive School with their cluster primaries. We felt that it is important to invest in pupils' primary years so when they come through to Secondary they are much better prepared and would like to see more cluster working around Science.
- A good example of combining science and the transition from Primary to Secondary School was outlined by Bishopston Comprehensive. They have a project on flight that starts in the pupils' final year of Primary schools and continues into Secondary.
- The freeing up of laboratory time in the feeder Comprehensive School so it can be used by cluster primaries was also highlighted as an excellent use of limited facilities and should be considered by other comprehensive schools. We recognise that this will depend on a number of issues like for example the proximity of the primary schools and transport etc.
- When engaging and inspiring pupils in science contextual and practical activities are crucial.

- The University sector should have a clear role in supporting science in Swansea schools and they are currently working towards this aim.
- The use of role models from local industry was felt by the panel to be a positive way forward in inspiring young people to take up and continue in technology and science beyond school. The panel supported the idea of Careers Fayres, an inspiration event and a short 10 minute video for schools to use to inspire their pupils when they are beginning to think about their career paths.
- Currently very few schools use work experience as a tool inspire and develop young people, giving them a taster of the world of work. The panel recognise that this can be time consuming and difficult to arrange but can be beneficial to pupils.
- The development and support in schools of pupil's resilience skills is having a clear impact and this should be encouraged and continued.
- Support for schools and individual teachers is vital. The skills and knowledge of the teacher was seen as central to learning, ideally with classes being led by a subject specialist but if this is not possible then teachers are trained/developed to specifically teach science. We were pleased to hear that ERW offers this development option and also that University of Wales Trinity St David offers a conversion course for teachers to become science subject specialist. It was felt that the use of new technologies and digital activities were useful but it this does not replace the need for innovative and excellent teaching. High quality teaching and learning is absolutely the way forward in science.
- The overall focus of a school on science, the longer term planning and use of data were also seen as key elements in how well pupils engage and perform. The panel felt that the schools leadership and commitment to science and technology will ultimately reflect in pupil's enthusiasm and overall inspiration in those subjects.
- Science seems to have reduced in priority in the primary sector with the focus in being on literacy and numeracy. It was felt that literacy and numeracy are not separate to Science and can be learnt through the use of science subjects.
- The Panel have been keeping up with the new curriculum and are awaiting with interest to see the impact of these reforms. With a more cross-curricular approach and the new 'areas of learning' science might be better accommodated into the timetable particularly at primary level.

We did not have time to look further in Science as pupil's progress 16+ at this meeting but hope to look into this further this year.

We would welcome your thoughts on any issue within this letter but would particularly like you to give us your views on to the following:

1. Schools completing a sampling of exit interviews each year to understand why certain subjects are chosen when continuing in education post 16.
2. More cluster working around Science.
3. Schools using projects that cross the transition between primary and secondary schools at KS3.
4. More secondary schools making their laboratories available to their cluster primaries when they not in use.
5. That activities to inspire pupils into science careers be considered for example by the use of Careers Fayres, an inspiration event and a short 10 minute video for schools to use to inspire their pupils (in collaboration with local industries).
6. The panel would like to see the profile of science raised in primary schools with science used to develop literacy and numeracy more.

Could we please have your written response by 12 July 2018.

Yours sincerely,

COUNCILLOR MO SYKES

Convener, Schools Scrutiny Performance Panel

✉ Cllr.mo.sykes@swansea.gov.uk



City and County of Swansea

Notes of the **Scrutiny Performance Panel – Schools**

Committee Room 3A - Guildhall, Swansea

Thursday, 7 June 2018 at 4.00 pm

Present: Councillor M Sykes (Convener) Presided

Councillor(s)

C Anderson
S J Gallagher
L James
M A Langstone

Councillor(s)

A M Day
L S Gibbard
S M Jones
L J Tyler-Lloyd

Councillor(s)

M Durke
D W Helliwell
L R Jones

Co-opted Member(s)

D Anderson-Thomas

Other Attendees

Janet Waldron	Headteacher, Pontarddulais Comprehensive School
Gareth Rees	Deputy Head Pontarddulais Comprehensive School
Jeff Bird	Headteacher, Bishopston Comprehensive School
Sian Forwood	Science Teacher Bishopston Comprehensive School
Stuart Jacob	ERW Leader of Learning
David Bradley	ERW Leader of Learning
Alan Edwards	ERW Leader of Learning

Officer(s)

Helen Morgan - Rees	Head of Education Achievement & Partnership
Michelle Roberts	Scrutiny Officer

Apologies for Absence

Councillor(s): B Hopkins

1 Disclosure of Personal and Prejudicial Interests.

Cllrs Sue Jones and Mike Day

2 Notes and Conveners Letters

The notes of the Panel meeting on the 17 May 18 were accepted.

3 Data for the Performance of Science in Schools

Helen Morgan Rees, Swansea's Head of Achievement and Partnership Service along with Alan Edwards, Stuart Jacob and David Bradley who are Leaders of Learning at ERW attended the Panel, providing information on how Swansea

schools perform in Science and how this compares with other local authorities and other regions in Wales. Some of the issues highlighted and discussed include:

Data on Science Performance Swansea Schools 2015-2017

Key stage 4 level 2 Science by local authority in ERW region

Swansea performance by gender and free school meals at C grade and above

Key stage 3 level 5 Science

Swansea performance by gender and free school meals at expected level

Swansea performance by gender and free school meals at expected level +1

Key stage 3 level 6 Science

Key stage 2 level 4 Science

Key stage 2 level 5 Science

- Current performance across Swansea schools means that three quarters of learners gained a grade C or above at GCSE Level 2 Science. This performance places Swansea on a par with the national average and eleventh out of the 22 local authorities in Wales
- Although rank position is an improvement on the previous year, overall performance has decline during the last two years. However the decline in performance is in line with the national decline in performance
- At a regional level, Powys, Ceredigion and Carmarthenshire performance is higher than Swansea's. Previously Swansea has compared more favourably within the region
- Free school meal pupil performance for this indicator sees a widening gap in 2016/2017 with a difference of 23.6% points in comparison to no-fsm
- The gender difference in performance has remained stable during the last three years and is not significant
- Contextualised performance (considering similar schools with each other across Wales) show that half of Swansea schools appear in the top 50% of similar schools
- Value added information indicates varied performance across Swansea schools. In addition, there is stronger capacity and preparedness in a few schools to face the new science qualification, examined for the first time in Wales in 2018
- Schools receive an overview of their performance data and look at their science results to identify their strengths and areas of challenge are. Support provided by ERW leaders for learning.
- What would be the template of an effective science department in a school?
ERW Leader of learning responded and said:
 - Schools self-review good
 - Long term plan for topics and consistency
 - Assessment (classes doing same assessment)
 - Good teaching and learning
 - Data used and compared in school
 - High quality resources
 - Subject specialist in front of class, if not then specifically trained teacher
- Science at KS2 does not seem to have as higher profile as it used to have because of the focus on literacy and numeracy. Must recognise that science can also be used to develop numeracy and literacy

- ERW have a science programme in place to upskill teacher to teach science subjects and are currently working in a number of Swansea schools both comprehensive and primary
- Important to keep an eye on the KS4 results because of the new qualification and its impact
- Figures will be more reliable in Science subject in future years because the BTEC figures will no longer form part of those results.

4 Q&A session - Performance of Science in Schools across Swansea

Invited to attend Janet Waldron the Headteacher from Pontarddulais Comprehensive School, Jeff Bird the Headteacher from Bishopston Comprehensive School, Helen Morgan Rees Swansea's Head of Achievement and Partnership Service and Along Edwards, Stuart Jacob and David Bradley Leaders of Learning at ERW. They took part in a roundtable discussion with Councillors focussing on Science in Schools in Swansea. Those attending were given a number of background questions to prepare them for this session, including:

- How are we encouraging and inspiring pupils to take up science
- How accessible is science to all pupils
- How we link with and use private, public and university sector
- How good practice is shared and celebrated
- Recruitment and retention of science teachers
- How are young people advised of next steps in science after school
- Is the curriculum sufficiently geared to towards science

The following issues were then raised and discussed:

- Not a gender gap in science within schools in Swansea. Neither Pontarddulais nor Bishopston Comprehensive Schools experience any issues in this aspect. Both schools get a good balance of pupils taking science including double and triple science. The data across wider schools also reflect this.
- The figures begin to change as pupils move on to 6th form or college when less females choose these options. Both schools said while at school girls enjoy and do well in science.
- Panel were interested in why it is the case that few girls take up science subjects when continuing education 16+. The Panel considered speaking to those teaching KS5 subjects to establish this. The meeting reflected on whether this may be a societal issue and that more publicity around female role models in science is needed.
- Need to consider how we get pupils to take science subjects up beyond school.
- Panel thought that it may be useful to do a sampling of exit interviews with pupils leaving school moving on to further education to establish why choices are made, and maybe we can learn from this.
- JW said that at Pontarddulais Comprehensive there is a real focus on the development of science. They have been working with their cluster primary schools, starting with Foundation Phase. They have had monies from the regions to develop science with these cluster schools. Important to invest in primary years so when they come through to Secondary they are much better

prepared. This improved emphasis on science should in the longer term improve the take up of in science later.

- The issue lies more with the gap between free school and non-free school meal pupils with a widening gap in performance.
- JB said that at Bishopston Comprehensive School they do as much practical and contextual activity as possible, taking pupils from design through to completion of a project
- Skills and knowledge of the teacher important, ideally a subject specialist but if not teacher trained/developed to specifically teach science. Please to hear that ERW offer this.
- It was felt that the use of new technologies and digital activities were useful but it does not replace the need for excellent teaching. High quality teaching and learning is absolutely the way forward in science. It is also important that there is support to achieve this. There are a number of tiers of support including school to school.
- The importance and focus the school puts on science by the school is also one key element in how pupils engage and ultimately become inspired.
- Good practice is shared through science teacher group, through challenge advisors and through school to school support (not only across Swansea but wider across the region).
- JB from Bishopston Comprehensive gave a good example to where they work with primary schools at pupil's transition. They have project on flight that starts in the pupil's final year of primary and continues into secondary. They get the children to do as much practical work as possible. Also free up laboratory time that can be used by cluster primaries.
- Picture locally in science in Swansea is good in secondary particularly, it is not as bigger an issue here as it may be for other local authorities in Wales.
- University of Wales Trinity St David is offering a conversion course for teachers who wish to specialise in Science subjects.
- Recruitment of science teachers not a particular issue for Swansea.
- HWB is hugely beneficial for sharing of knowledge etc.
- University has a clear role in science particularly in linking in with schools.
- The Panel felt that the use of role models from tech and science related industries in schools to inspire pupils could be beneficial. Schools develop more links with industry.
- The meeting discussed preparing pupils for the world of work in particular what employment opportunities may be available in the future for pupils in future. City Deal was mentions and the links with what we are currently teaching. The Panel agreed that schools particularly Secondary need to have more detail so that they can look at the skills being developed in relation to the city deal. They asked if a pack could be provided to schools that gives more details like for example: what will it mean in terms of jobs, what will be the actual opportunities be, what skills will be required, types of salaries etc. They felt that it is all rather abstract a moment.
- The Panel were disappointed to hear that work experience taking pupils to work for a short time outside school in local business has stopped in many schools. Councillors heard that it is very difficult now in terms of health and safety.
- Careers fayres and other events that might inspire young people into science and technology development and help identify opportunities in science. Idea of an

event being held to help inspire and show opportunities for young people was raised. The idea of a short 10 minutes film that can be shown to young people in Schools to help inspire them to choose technology/science as a career path.

- The importance of encouraging and supporting pupil's resilience skills is having a clear impact and should continue to be encouraged.

A letter from the Panel Convener will be written to the Cabinet Member for Education Improvement, Learning and Skills outlining the Panels thoughts.

5 Work Programme 2018/2019.

A date for the pre-decision Scrutiny of changes to the Ethnic Minority and Achievement Service has been added to the Work Programme. This will take place on Wednesday 18 July and view will be reported to Cabinet on 19 July. The visit to a Foundation Phase facility will be rescheduled.

6 For Information Item

The recent Estyn Inspection published for Craigfelen Primary School was noted.

The meeting ended at 5.50 pm



Report of the Convener Schools Scrutiny Performance Panel – 18 July 2018

Pre-decision Scrutiny – Role of the Schools Scrutiny Performance Panel

Purpose	This report provides guidance on pre-decision scrutiny ahead of consideration of the Cabinet report on the Future Structure and Delivery of the Ethnic Minority Achievement Unit.
Content	<p>This covering report explains the role of the Panel in undertaking pre-decision scrutiny.</p> <p>The Cabinet report which is being considered by Cabinet on 19 July 2018 is attached.</p>
Councillors are being asked to	<ul style="list-style-type: none">• consider the Cabinet reports and proposals• agree any views on the proposed decisions for Cabinet on the 19 July 2018
Lead Councillor	Councillor Mo Sykes, Convener of Schools Scrutiny Performance Panel
Report Author	Michelle Roberts, Scrutiny Officer Tel: 01792 637256 Michelle.roberts@swansea.gov.uk

1. Introduction

- 1.1 The Schools Scrutiny Performance Panel will carry out pre-decision scrutiny on issues within its terms of reference
- 1.2 A decision on the Future Structure and Delivery of the Ethnic Minority Achievement Unit is scheduled for Cabinet on the 19 July 2018.

2. Role of the Panel

- 2.1 The purpose of pre-decision scrutiny:
 - It enables scrutiny to discuss proposed Cabinet reports, where a clear recommendation(s) exists, before decisions are taken by the Executive.
 - Acting as a 'critical friend', it enables scrutiny to ask questions about a report to develop understanding and inform and influence decision-making, for example asking about:

- the rationale for the report
 - robustness of the proposed decision and decision-making process
 - potential impact and implications and risks
 - how different options have been considered; and
 - the extent of consultation undertaken etc.
- It enables scrutiny to report its views and any issues to Cabinet. The convener, on behalf of the Panel, can attend the Cabinet meeting to share the views of scrutiny on the report prior to Cabinet decision. This may include giving support, providing other suggestions on the way forward, or flagging up any concerns.
 - The views of scrutiny are required to be formally considered by Cabinet before it makes the decision and feedback should be given including explanation for any rejection of views expressed.
- 2.2 Where possible the relevant Cabinet Member(s) will attend the meeting to respond to questions and issues raised. Relevant officer(s) involved in the development of the report(s) will also be present to assist the Panel and provide appropriate advice.
- 2.3 The Panel (through the Convener) will write to the relevant Cabinet Member with its views following pre-decision scrutiny. The Convener will have the opportunity to attend the cabinet meeting to verbally feedback the Panel's views, conclusions and recommendations about the report.

3. Cabinet Response

- 3.1 Cabinet will formally consider scrutiny views at its meeting. It may decide that any issues raised by scrutiny can be dealt with at the meeting and decision taken. It may decide that more time is needed to consider the views of scrutiny and defer decision to the next (or a special) meeting of Cabinet.
- 3.2 The relevant Cabinet Member is expected to write back to the Panel with feedback from Cabinet, and should include explanation of any rejection of scrutiny views.

4. Legal Implications

- 4.1 In accordance with the Council's Constitution "pre-decision scrutiny gives scrutiny the opportunity to influence Cabinet decision making as a critical friend". "The views of the scrutiny Panel are formally presented (either in a written report or verbally by the scrutiny Convener) to the Cabinet meeting for the Cabinet to consider and inform its decision making".

5. Financial Implications

- 5.1 There are no specific financial implications raised by this report. Financial implications of the actual cabinet report(s) are contained within those reports.



Report of the Cabinet Member for Education Improvement, Learning and Skills

Cabinet - 19 July 2018

The Future Structure and Delivery of the Ethnic Minority Achievement Unit (EMAU)

Purpose:	To recommend actions following the consultation on significant changes to the structure and delivery of the Ethnic Minority Achievement Unit (EMAU).
Policy Framework:	Strategic Equality Plan 2016 -2020 Children and Young People's Rights Scheme 2014 Corporate Plan 2017 -2022 Swansea Well-being Statement 2017
Consultation:	Access to Services, Finance, Legal, HR, Corporate Management Team (CMT)
Recommendation(s):	It is recommended that: 1) Following the staff and wider stakeholder consultations held between March and May 2018 Cabinet approve option 2 for implementation on 1 January 2019.
Report Author:	Mark Sheridan
Finance Officer:	Ben Smith
Legal Officer:	Tracey Meredith
Access to Services Officer:	Rhian Millar
HR Officer:	Nicola Reid

1. Introduction

1.1 EMAU has operated as a central local authority service for many years with the purpose of raising standards and tackling the risk of underachievement for learners from ethnic minority backgrounds, in particular those learning English as an additional language (EAL).

1.2 The EMAU service users and stakeholders (May 2018) are:

- approximately 1,475 'targeted' EAL learners ,aged 3-16 years (Referred EAL learners are Red, Amber, Yellow or Green ('RAYG') rated in order to prioritise support. 'Red' learners are those 'on the cusp' of attaining expected outcomes at the end of their respective key stage and 'amber' learners are those who are at more general risk of underachievement, mainly earlier stages of EAL acquisition. The 'red' and 'amber' pupils form the 'targeted' learners). A further 830 EAL learners 'monitored' in conjunction with schools
- 69 schools
- parents and carers from ethnic minority backgrounds who are not fluent in English or Welsh and
- other education professionals including education welfare officers (EWOs) and educational psychologists (EPs) working with learners, parents and carers who are not fluent in English or Welsh.

1.3 Demand on EMAU has generally grown year-on-year against a backdrop of reducing funding. PLASC (Pupil Level Annual School Census) January 2018 identified 12.1% (4290 learners) of the Swansea school population as having EAL with over 140 languages and dialects spoken. This is a slight increase (0.3%) on 2017 PLASC. 14.8% of the Swansea school population are from a minority ethnic background. Referral numbers remain high with 491 new referrals in 2016/17 academic year. There have been 393 referrals to date this academic year.

2. National Policy Context

2.1 Welsh Government have issued two documents regarding the delivery of services for children and young people from minority ethnic backgrounds:

- Information document 132/2014: *Minority ethnic achievement in education in Wales*, March 2014
- *Evaluation report on capacity building approaches to support the delivery of English as an additional language in Wales*, September 2015

2.2 In the information document (2014), whilst recognising that minority ethnic attainment was improving in general, the Welsh Government felt more could be done to improve outcomes by:

- better targeting funding and support at those who need it;
- building capacity to meet increased demands;

- working collaboratively with all partners; and
 - ensuring services are held to account for delivering improved learner outcomes.
- 2.3 The Welsh Government in particular felt that the capacity of teachers in schools to meet the needs of minority ethnic learners could be improved by aligning the work of services for minority ethnic learners with the National Model for Regional Working and school improvement services.
- 2.4 They also recommended greater collaborative working between Ethnic Minority Achievement Services and Traveller Education Services on a regional footprint as well as greater focus on monitoring and analysing data around outcomes.
- 2.5 The subsequent evaluation report on capacity building approaches (2015) noted that the numbers of different languages spoken by pupils, the range of previous education experience and the variety of entry points into the Welsh education system combine to make the delivery of EAL support by a central service non-viable, therefore the focus of EMAU work has increasingly become focused on capacity building for schools to meet their pupils' EAL needs.
- 2.6 The report's authors suggested that a way forward was to promote a whole school based approach to minority ethnic achievement but recognised that schools may have built up a reliance on central services. The report set out the key requirements for building a whole school approach including commitment from senior leadership, mapping EAL onto school improvement and equality policies, a focus on achievement and a using school data to measure language development.
- 2.7 The services for minority ethnic learners have largely been subject to grant funding and the conditions attached to those grants. The Minority Ethnic Achievement Grant (MEAG) was provided to local authorities to raise the achievement of children and young people from ethnic and minority backgrounds in Wales and had specific requirements that the money should be directed to supporting minority ethnic learners' achievement.
- 2.8 Aligned to the MEAG was a specific grant for the Education of Gypsy Children and Traveller Children. Both these grants were merged with several other education specific grants in April 2015 to form the Education Improvement Grant (EIG). The grant conditions no longer ring fenced funding to either group and instead left this decision to the regional consortia as part of the broader school improvement agenda. This was in line with the policy direction set out in the previous documents above.

With regard to services for Syrian refugee families and their children and other vulnerable families from the Middle East, these are currently funded through the Vulnerable Persons Resettlement Scheme (VPRS) and Vulnerable Children's Resettlement Scheme (VCRS) provided by the UK Government, Home Office. The programmes are managed by the

Partnership and Commissioning Team in the Poverty and Prevention Service and are designed to meet the funding instructions issued for 2017 – 2018.

- 2.9 The Programme's primary purpose is to resettle Refugees in a way that secures national security and public protection, has the wellbeing of the vulnerable persons and the welcoming communities at the centre of decision making and delivers value for money for the UK tax payer.
- 2.10 Currently the programme is financing support in Swansea schools from three Arabic speaking bilingual support assistants (BTA) and one part time Turkish BTA. The model of service delivery is based on pupil support to 34 children at this stage in the funding programme.

3. Funding/Budget

- 3.1 For financial year 2018 - 2019, the Welsh Government has removed the 'MEAG' (Minority Ethnic Achievement Grant) element of the EIG (Education Improvement Grant). Local authority leaders have been successful in querying this with Welsh Government ministers who have undertaken to continue funding for the financial year 2018 – 2019 and have indicated provision of funding for 2019-2020:
- £5million for 2018-19 to alleviate the impact for the main urban authorities, Cardiff, Swansea and Newport;
 - £2.5million for 2018-19 to Cardiff, Swansea and Newport, and a proportion of this funding will also be extended to Wrexham as the main demographic hub in North Wales;
 - £1.2million to the remaining 18 local authorities in 2018-19; and £8.7million to all 22 Local Authorities in 2019-20 to support this transition period further. This funding will be conditional on evidence of working progress towards more sustainable models of delivery.
- 3.2 The funding for Swansea in 2018 - 2019 has recently been confirmed as £1,237,900 for minority ethnic achievement and traveller education services. However, any specific terms and conditions for this funding are as yet unclear. Our understanding from a recent meeting with Welsh Government civil servants is that a sustainable model of service delivery is one that can be funded from the revenue support grant allocation from the financial year 2020 – 2021, albeit of course that there is no hypothecated funding within RSG, nor any certainty as to the overall levels of RSG by 2020-21. It will be necessary to review the settlement in 2020-21 to see if there ultimately is a clear fully funded grant transfer to tangibly support the indications from civil servants.

4. Staffing and Costs

4.1 Current Staffing

4.1.1 The current staffing structure is shown in the table below:

Staffing Structure 1 May 2018	Nos	FTE
Head of EMAU	1	1.0
Senior Team Leader (Secondary based)	1	1.0
Specialist teachers (6 Secondary/13 Primary)(incl. 4 Team Leaders)	19	14.8
BTAs/interpreters (incl. 3 Team Leaders) *	15	11.2
Data, administration and organisation officers (A&OA)	3	1.7
Total	39	29.7
<i>* 3 additional BTA posts (3 fte) funded via Vulnerable Persons Resettlement Programme (VPRS) (1 via contract/2 via agency) - funding held by Poverty and Prevention</i>	42	32.7

4.2 Costs

4.2.1 The costs of the current staffing structure are shown in the table below:

Costs	2018 – 19
BTA and A&OA Salaries (plus on-costs)	£298,800
Teacher salaries (plus on-costs)	£863,300
Additional hours	£3,000
Pensions	£9,800
Insurance liability	£5,100
Car allowances	£3,000
Phone charges	£3,000
Total	£1,186,000

4.3 During and after the consultation 17 staff have expressed an interest in ER/VR with six teachers signing to leave on or before the 30 June 2018. One member of staff has resigned to take another post. Therefore, currently it is anticipated that an in year saving of £210k will be made which could be devolved to schools to support minority ethnic achievement (see option 1 below).

4.4 Staff have until 22 June 2018 to sign letters of acceptance which may lead to further in year savings.

5. Consultation

- 5.1 The proposed structure that was the subject of the consultation that commenced on 28 March 2018 is detailed in the Cabinet Report dated 22 March 2018: <https://tinyurl.com/ydxg7lce>.
- 5.2 The wider stakeholder consultation commenced on 28 March 2018 and concluded on 11 May 2018. Translated consultation documents were provided in the top 11 languages with the greatest interpreting and translating need. The consultation information was included in the Swansea Schools Newsletter for dissemination to school staff and parents/carers on a weekly basis. Information was sent to individuals and organisations from/with links to minority ethnic communities. Two face-to-face drop-in meetings were organised for parents/carers with interpreters made available on 23 April 2018 in Bishop Gore School and on 8 May 2018 in Bishop Vaughan School. The proposals were discussed in the Pupil Voice Forum of 9 May 2018 where pupils and the school staff accompanying them were able to participate. In addition, the proposals were presented and discussed in the cross-phase head teachers' meeting of 10 May 2018.
- 5.3 There were a large number of respondents to the wider stakeholder consultation, including pupils, parents/carers, head teachers, school staff. There were responses from stakeholders from a number of ethnic backgrounds and from speakers of languages other than English/Welsh. The overall numbers are summarised below. More detailed information on the responses and comments are provided in the relevant sections of Appendix A.

	No. of Individuals Represented	No. of Written Comments/ Responses
Online Questionnaire (includes a range of stakeholders)	280	102
Pupils	16	16
Pupil Voice Forum	38	1 (Evaluation Report)
School Staff	24	24
Parents/Carers	146	146
Headteachers	4	4
Headteacher Meeting	67	1 (Record of Comments)
Chinese Association in Wales - Collective Response	86	1
EYST (Ethnic Youth Support Team)	1	1
Poverty and Prevention Officers	2	2
TOTAL	664	298

- 5.4 A separate EMAU staff and Trade Union consultation ran concurrently to the wider stakeholder consultation. The staff consultation commenced on 16 April 2018 and ended on 16 May 2018, in line with the legal requirement of a 30-day consultation.
- 5.5 In total 24 responses to the EMAU Staff and Trade Union Consultation were received representing 55 views. There were five collective responses and 19 individual responses. Some staff submitted an individual response as well as being part of a collective response. Further detail on the responses can be found in the relevant section of Appendix A. No EMAU staff or Unions agreed with the original proposal.
- 5.6 The majority of respondents in the wider stakeholder consultation were also against the proposal. This can be seen through the figures collected via the online questionnaire (shown below) and from the key comments from groups of stakeholders which are summarised in Appendix A
- 5.7 424 respondents completed the questionnaire either online or on paper although not all respondents answered both questions. The responses to both the paper and online questionnaire are amalgamated below:

	I agree with the proposal	I disagree with the proposal	I neither agree nor disagree with this proposal	Total
Devolve available, additional Welsh Government funding to schools, for minority ethnic learners, via a formula	34 (8%)	376 (88.7%)	14 (3.3%)	424
Move to a model of a small central advisory service that supports all schools to ensure that minority ethnic learners are included and achieve to their potential	27 (6.5%)	373 (90.6%)	12 (2.9%)	412

- 5.8 There were many strong and sometimes conflicting comments across responses in both consultations. Comments from all groups of respondents have been summarised and recorded. See Appendix A.

5.9 Key Themes

5.9.1 From the summary of key comments from all stakeholders, in both the wider stakeholder and EMAU staff consultation, a number of key themes stranding through the responses have been identified (see table below):

- The support is invaluable/the service should stay as it is and should not be cut/support is specialist
- There will be a negative impact on the progression/attainment/achievement of EAL learners
- There will be increased workload for class teachers/school staff
- BTA support is particularly valued for beginners in English/new arrivals/home school links
- There is a significant need for interpreting and translating services
- There will be an impact on the achievements/attainment of all pupils
- Equality of access to the curriculum will be impacted upon for EAL learners
- There will be a negative impact on the inclusion of learners and families/wellbeing of EAL learners
- Devolving of funding should be based on numbers of EAL learners
- Schools and school staff are not ready to take this on – three central staff will not be enough

5.9.2 These key themes are discussed in detail in Appendix A but some points are worth summarising. Firstly although many respondents suggested that there would be a negative impact on attainment there was no evidence presented that this was the case. However, the evidence base from local authority benchmarking, Welsh and UK Government data and research concludes that different models of support do not significantly impact learner attainment. The evidence base for the impact on all learners also shows that in fact high numbers of EAL learners can have a positive impact on the attainment of all learners.

5.9.3 The same evidence as well as the proportion of time offered in schools under the current model suggests that there is little evidence that there would be a significant increase in the workload of teachers or impact on the inclusion of minority ethnic learners. Both these issues would also be mitigated by devolving funds to schools with high numbers of EAL learners.

5.9.4 Although there was considerable support for the service to stay as it is very few respondents were able to address how such a service could be funded in the current budgetary context. Secondly, there was no suggestion as to how the current funding requirement of moving to a sustainable model of service delivery in line with the policy direction of Welsh Government would be met by retaining the current staffing structure.

5.10 Alternative Proposals/Models

5.10.1 Most stakeholders did not put forward alternative proposals, although many expressed the opinion that they wanted the central service to remain but did not address where future funding may come from. Where alternative proposals were put forward these varied vastly, from keeping one person centrally to maintaining the current central service and many options in between, including only teachers and only BTAs. Alternative proposals put forward by EMAU staff can be seen in the relevant section of Appendix A. Details on suggestions from other stakeholders are also contained in Appendix A.

5.11 Consultation Conclusions

5.11.1 Taking into account the main themes and alternative models put forward the following points need to be considered:

- The original model that was proposed needs to be amended with a range of options considered to reflect the differing views evidenced in the consultation
- Minority ethnic and EAL learner attainment needs to continue to be monitored at local authority level to ensure there is no future detrimental impact
- Access to bilingual support for learners needs to be factored in, along with developing a wider range of strategies to build capacity within the system such as the use of volunteers/parents and implementing the Young Interpreter Scheme.
- Interpreting and translating services for parents/carers needs to be available. Wider strategies for communicating with parents/carers need to be built up such as more linkage with communities themselves. Work needs to be done with the Welsh Interpretation and Translation Service (WITS) to build the number of more locally based interpreters in order to make these services more cost-effective
- Capacity does need to continue to be built and best practice shared within the current school improvement mechanisms, as per the original proposal
- The formula for devolving any funds to schools needs to be altered to be based on EAL learner numbers, although the assessing of stages of EAL for PLASC will still require moderation as recommended by the Welsh Government
- Any devolving of funding to schools needs to try to ensure that adequate monies are made available to schools with larger numbers of EAL learners in order that they have the potential to employ current EMAU staff. Thereby reducing the numbers of potential redundancies, retaining the specialism and ensuring minority ethnic role models in schools
- The future model needs to be transitional and sustainable in the context of reducing funding in order to meet with the terms and

conditions of the funding that Welsh Government has put forward for this year

6. Options for service delivery

6.1 All costings are based on a budget of £1.2 million in the current financial year and take into account staff known to be leaving via ER/VR, resignation. Additional information with regard to devolved funding formulas is in **the relevant section of Appendix A.**

6.2 Each option also suggests a possible model of management for those learners who are supported through the VPRS. Currently the VPRS is used to provide pupil support to a small group of learners over a limited period of five years to aid re-settlement. This model of service delivery is not in line with Welsh Government policy on minority ethnic achievement or options 2 or 3 below which are based on a capacity building model. It is, therefore, suggested that funding, day to day and line management is transferred to or retained by the Poverty and Prevention service except for option 1.

6.3 Option 1: Retain the central service until 31 March 2019, devolving any savings to all schools

6.3.1 Estimated Costs:

Staff	Cost (including on-costs)
Teachers' Salaries including Head of Unit and Team Leaders	£680,000
BTAs and A&OA Salaries	£290,000
Other costs e.g. phone/travel	£20,000
TOTAL for 2018-2019	£990,000
Funding to devolve to all schools	£210, 000
<i>Retain day to day management of VPRS posts. Funding remains with Poverty and Prevention</i>	
Cost of central staffing 2019-2020	£935,000
Cost of Central Staffing and maintaining devolved funding to schools 2019-2020	£1,145,000

6.3.2 Advantages:

- Retention of specialist posts and minimal redundancy costs in 2018-2019
- Satisfies consultation responses that stipulated continuing the central service

- Some flexibility via devolved funding for schools to develop their own provision

6.3.3 Disadvantages:

- Service provision still needs to be altered as the existing model is not effective/sustainable and staffing will reduce further by 1 July 2018
- Devolved funding is negligible for many schools
- Not sustainable as highly likely to be unaffordable in the future
- Will not meet the terms and conditions of the funding in terms of transitioning to sustainable models
- Highly likely to need further review and consultation by March 2019

6.4 Option 2: Retain small central service for new arrivals and schools with low numbers of EAL learners. Devolve remaining funds to schools with higher numbers of EAL learners using a formula to develop their own provision

6.4.1 Estimated Costs:

Staffing	Cost (including on-costs)
Salaries and other costs of existing staff to 31 December 2018	£760,000
Staffing from 1 January 2019	
Head of Unit (Soulbury EIP scale, range 8 - 11, plus 3 SPA points 3/12 of salary)	£16,500
1 fte Specialist Teacher 3/12 of salary	£12,500
3 fte BTAs – part-time posts main languages	£16,500
1 A&OA – part –time 3/12 of salary	£3,000
Other Costs	£1,500
TOTAL for 2018- 2019	£810,000
Funding to devolve to schools with larger numbers of EAL learners	£390,000
<i>Management of VPRS posts move to Poverty and Prevention – possibility of offering professional supervision</i>	
Cost of Central Staffing 2019-2020	£200,000
Cost of Central Staffing and maintaining level of devolved funding 2019-2020	£590,000

There may be some minor additional costs in relation to protected salaries.

6.4.2 Advantages:

- Ability to fulfil school improvement role for all schools and time limited pupil support/advice role for schools with small numbers of EAL learners with no devolved funding
- Increased funding for schools with larger numbers, therefore greater potential to employ existing EMAU specialist staff and to develop adequate provision
- Retention of some interpreting and translating services centrally for schools with no devolved funding
- Schools with devolved funding could buy services from central team
- Would meet 'transitioning' requirement

6.4.3 Disadvantages:

- Full model with central staffing and devolved funding may not be sustainable beyond 2019-2020
- Some schools may move in and out of the devolved funding pot from one financial year to the next
- More complex to implement in terms of staffing and setting up model of service delivery

6.5 Option 3: Devolve nearly all funding to all schools by formula retaining only one school improvement performance specialist with responsibility for monitoring minority ethnic achievement and providing capacity building support

6.5.1 Estimated Costs:

	Cost (including on-costs)
Salaries and other costs of existing staff to 31 December 2018	£760,000
Staffing from 1 January 2019	
1 School Improvement Officer/Performance Specialist(Soulbury EIP scale, range 8 - 11, plus 3 SPA points) 3/12 salary	£16,500
Other costs	£500
TOTAL for 2018-2019	£777,000
Funding to devolve to all schools	£ 423,000
<i>VPRS posts to be managed and supervised by Poverty and Prevention</i>	

Cost of Central Staffing 2019-2020	£67,000
Total cost of central staffing and maintaining devolved funding to schools 2019-2020	£ 490,000

6.5.2 Advantages:

- Increased level of funding for devolving to schools
- Post could move to the Achievement and Partnerships Service thereby meeting the Welsh Government's intention that the work of services for minority ethnic learners is aligned with the National Model for Regional Working and school improvement services
- Greater possibility of sustaining model for 2019-2020
- Cost of central staffing is potentially sustainable into the future
- Flexibility for schools to develop their own provision

6.5.3 Disadvantages:

- As funding is devolved to all schools, many schools will have inadequate funding to develop provision. Schools would need to pool funds. (The funding formula may need to be reconsidered).
- Full model with central staffing and devolved funding may not be sustainable beyond 2019-2020
- Potential for significant number of compulsory redundancies and loss of specialist staff
- No interpreting and translating services

7. HR Implications

7.1 EMAU staff and Trade Unions will need to be formally notified of the Cabinet's decision and the onward process following the Cabinet meeting on 19 July 2018.

7.2 Should compulsory redundancy notices need to be given for 31 December 2018, staff on teachers' terms and conditions will need to be served notice by 31 October 2018. Other staff have an entitlement of up to 12 weeks' notice depending on length of service. Therefore the earliest date at which notice would need to be served is 8 October 2018.

7.3 Any selection of employees for redundancy will take place early in the Autumn term to meet notice periods.

8. Financial Implications

8.1 There should be minor, if any, implications for funding the salaries of the BTAs and all A&OA staff until 31 December 2019 as the number of teachers who have signed or expected to have signed acceptance for leaving on 30 June will offset the difference.

- 8.2 There are potential financial implications if the consultation and move to a new model is not completed by 1 January 2019, as the level of funding from Welsh Government for this service is unclear for 2019-2020. The key implication is around the notice period/exit points for teachers, as there would be potential significant salary costs incurred into the new financial year 2019 – 2020. Currently, teaching unions have tentatively agreed that it may be possible to negotiate an exit date of 31 March 2019, as opposed to 30 April, if needs be. If any further consultation is deemed necessary then notice periods need to be taken into account.
- 8.3 The potentially large number of redundancies or early retirement/voluntary redundancy requests still has a significant implication for the Council in this financial year. These costs will be managed centrally and funded from the restructure reserve, if sufficient sums remain available to do so, otherwise from the retained minimum level of contingency fund determined by the S151 officer.
- 8.4 In considering responses to the consultation, the final model for recommendation and plans for transition need to consider the financial risk to the authority in the medium term and longer term given the potential lack of any Welsh Government funding beyond 2019-2020. The financial risk could be mitigated by reducing numbers of staff employed directly by the authority.
- 8.5 Subject to future final clarification as to the longer-term Welsh Government grant arrangements an ongoing more stable 2019-20 budget provision can be established as part of that, and future, budget setting rounds.

9. Legal Implications

- 9.1 There are a number of employment issues associated with these proposals due to the scale of the proposed redundancies. In relation to teachers the provisions of the Burgundy Book and the School Teachers Pay and Conditions Document (STPCD) need to be fully considered, particularly taking into account the specific notice provisions that apply to teachers. Further HR and legal advice will need to be sought once a decision is made on how to proceed following consultation.
- 9.2 The sensitive nature of the changes and high number of potential redundancies has implications if the process and consultation are found not to have been carried out within the law and in good faith. This would leave the Council open to, claims to the employment tribunal and potential judicial review. Hence, the extended period needed in order to consider all consultation responses.
- 9.3 This population of learners is a specific named group within the Equality Act 2010 requiring a full impact assessment, and careful engagement and consultation (Section 10). The Local Authority has obligations under the Public Sector Equality Duty to fully consider the needs of these learners,

to which it has a duty. Careful consideration needs to be given to the results of the consultation and if funding is devolved to schools, the Local Authority needs to ensure it is still able to fulfil its duty to these learners.

10. Equality and Engagement Implications

10.1 The Council is subject to the Public Sector Equality Duty (Wales) and must, in the exercise of their functions, have due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
- Advance equality of opportunity between people who share a protected characteristic and those who do not.
- Foster good relations between people who share a protected characteristic and those who do not.

Our Equality Impact Assessment process ensures that we have paid due regard to the above.

10.2 An Equality Impact Assessment (EIA) was commenced as a background paper to the consultation. The EIA has been revised to take full account of the consultation outcomes and the views of the range of stakeholders that were gathered. This can be found in Appendix B.

10.3 The proposal was found to be relevant to children and young people, disability, race, asylum seekers, refugees, gypsy travellers, religion, sex, poverty/social exclusion, carers and community cohesion.

10.4 The EIA notes that the overall aim of the change to service delivery will be to encourage all schools to self-evaluate and put in an action plan so that they are able to support any minority ethnic learners who attend their school without the reliance on a central service to provide support. Access to support from the central advisory team would be more equitable across schools as opposed to being linked to numbers of EAL learners and the languages they speak. The model should increase the independence of schools to develop their own provision.

10.5 The impacts on learners, schools and staff are set out in Section 3 of the EIA. The impacts on learners and schools are largely neutral but the impacts on staff employed by EMAU are largely negative due to the limited opportunities for alternative employment.

10.6 The achievement of minority ethnic learners and valuing of diversity is the responsibility of individual schools so levels of attainment and inclusion should be maintained.

10.7 Schools will have the independence and flexibility to develop their own provision. Schools will have independence and responsibilities to develop their capacity to support minority ethnic learners and to foster relationships with their families as schools will be given more autonomy.

- 10.8 All schools will have access to training around minority ethnic achievement.
- 10.9 There should be a fairer distribution of resources. There should be reductions in discrimination and feelings of isolation as all schools develop their capacity to value diversity. This should also improve community cohesion.
- 10.10 Schools will be encouraged to share best practice with regard to minority ethnic achievement.
- 10.11 It is important to note that schools are subject to the public sector equality regulation for Wales. The central team will be monitoring all aspects of the delivery of this service to ensure that children and young people continue to achieve.
- 10.12 The report also reviews the impact on opportunities for people to use the Welsh language and treating the Welsh language no less favourably than English.
- 10.13 This is to comply with the Welsh Language Standards, however, the evidence suggests that there will be minimal impact on the Welsh language and potential to improve support for minority ethnic pupils wishing to attend a Welsh language school.
- 10.14 To ensure that we understood how these proposals affected all stakeholders we consulted widely to allow us to shape these proposals and agree the way forward.
- 10.15 As stated in Section 5 of this report, a full consultation was conducted with all interested stakeholders from 28 March 2018 to 11 May 2018. A separate consultation with staff and trade unions was also held between 16 April 2018 and 16 May 2018.
- 10.16 As a result of the comments received the proposal has been amended to take into account the views received.
- 10.17 All initiatives must be designed / planned in the best interests of children and young people.
- 10.18 The best interests of children must be the primary concern in making decisions that may affect them. All adults should do what is best for children. When adults make decisions, they should think about how their decisions will affect children. This particularly applies to budget, policy and law makers.
- 10.19 The proposal will directly affect minority ethnic learners so that future arrangements will aim to ensure that these children and young people

achieve the best possible outcomes. The proposal relates to the following articles of the United Nations Convention on the Rights of the Child:

Article 3 - All organisations concerned with children should work towards what is best for each child.

Article 12 - Respect for the views of the child

Article 18 - Both parents share responsibility for bringing up their children. We should help parents by providing services to support them.

Article 28 - Children have a right to an education. Discipline in schools should respect children's human dignity.

Article 29 - Education should develop each child's personality and talents to the full.

Article 30 - Children have a right to learn and use the language and customs of their families.

10.20 As part of this process we also considered the Well-being of Future Generations Act. The Act ensures that public bodies think more about the long term, work better with people and communities and each other, look to prevent problems and take a more joined-up approach.

11. Preferred Option

11.1 It is recommended that Cabinet consider adopting option 2 as the model for a transformed minority ethnic achievement service and commit to securing sustainable funding to implement this option. Option 2 provides the best fit to the requirements of Welsh Government policy and transitional funding arrangements as well as addressing the issues raised by the consultation.

Background Papers:

Cabinet Report 22 March 2018

Appendices:

Appendix A: Consultation Summary

Appendix B: Equality Impact Assessment

Appendix A

Section 1

CONSULTATION REPONSES - Wider Stakeholder Consultation

1.1 Introduction

The wider stakeholder consultation commenced on 28 March 2018 and concluded on 11 May 2018. Translated consultation documents were provided in the top 11 languages with the greatest interpreting and translating need. The consultation information was included in the Swansea Schools Newsletter for dissemination to school staff and parents/carers on a weekly basis. Information was sent to individuals and organisations from/with links to minority ethnic communities. Two face-to-face drop-in meetings were organised for parents/carers with interpreters made available on 23 April 2018 in Bishop Gore School and on 8 May 2018 in Bishop Vaughan School. The proposals were discussed in the pupil voice forum of 9 May 2018 where pupils and the school staff accompanying them were able to participate. In addition, the proposals were presented and discussed in the cross-phase head teachers' meeting on 10 May 2018.

A separate EMAU staff and Trade Union consultation ran concurrently to the wider stakeholder consultation. The staff consultation commenced on 16 April 2018 and ended on 16 May 2018, in line with the legal requirement of a 30-day consultation. Details of this consultation are found in Section 2

There were a large number of respondents to the wider stakeholder consultation including pupils, parents/carers, head teachers, school staff, EMAU staff, Unions and other stakeholders. The numbers are summarised below.

	No. of individuals represented	No. of Written Comments/ Responses
Online Questionnaire (includes a range of stakeholders)	280	102
Pupils	16	16
Pupil Voice Forum	38	1 (Evaluation Report)
School Staff	24	24
Parents/Carers	146	146
Head teachers	4	4
Head teacher Meeting	67	1 (Record of Comments)
Chinese Association in Wales - Collective Response	87	2
EYST (Ethnic Youth Support Team)	1	1
Poverty and Prevention Officers	2	2
TOTAL	665	299

Further details on number of respondents from different groups and methods of responding are given in the sections below. The number of respondents giving similar comments in each group have been given as a percentage in order to compare across groups and identify key themes.

The majority of respondents were against the proposal. This can be seen through the figures from the online questionnaire and from the comments below. Comments were often strong but were also conflicting in some cases.

424 respondents completed the questionnaire either online or on paper although some respondents did not answer both questions. The responses to both the paper and online questionnaire are amalgamated below:

	I agree with the proposal	I disagree with the proposal	I neither agree nor disagree with this proposal	Total
Devolve available, additional Welsh Government funding to schools, for minority ethnic learners, via a formula	34 (8%)	376 (88.7%)	14 (3.3%)	424
Move to a model of a small central advisory service that supports all schools to ensure that minority ethnic learners are included and achieve to their potential	27 (6.5%)	373 (90.6%)	12 (2.9%)	412

1.2 Online Survey Responses

There were a total of 280 respondents to the online questionnaire. This figure includes 56 children and young people (CYP). 102 respondents added additional comments. This included 23 from CYP. The 'About You' questions from the online survey demonstrate that a wide cross-section of people from different ethnic backgrounds responded to the main questionnaire. A range of religious backgrounds were represented as were refugees/asylum seekers.

The majority of the online survey respondents disagree with the two elements of the proposal (see tables below).

Responses to Online Questionnaire

	I agree with the proposal	I disagree with the proposal	I neither agree nor disagree with this proposal
Devolve available, additional Welsh Government funding to schools, for minority ethnic learners, via a formula.	27 (12.1%)	187 (83.5%)	10 (4.5%)
Move to a model of a small central advisory service that supports all schools to ensure that minority ethnic learners are included and achieve to their potential	21 (9.6%)	188 (85.8%)	10 (4.6%)

CYP Online Questionnaire Responses

	I agree with the proposal	I disagree with the proposal	I neither agree nor disagree with this proposal
Give the money to schools so that they can provide the support needed by learners	3 (5.4%)	53 (94.6%)	0 (0.0%)
Have a very small team in the Council that support schools to ensure that minority ethnic learners are included and achieve the best they possibly can	1 (1.8%)	54 (96.4%)	1 (1.8%)

Online Questionnaire - About You

Are you...?

62 (29.2%) Male
140 (66.0%) Female

10 (4.7%) Prefer not to say

Is your gender the same as that which you were assigned at birth?

197 (94.7%) Yes
0 (0.0%) No
11 (5.3%) Prefer not to say

How old are you ...

2 (0.9%)	Under 16	13 (5.9%)	56 - 65
9 (4.1%)	16 - 25	8 (3.7%)	66 - 75
56 (25.6%)	26 - 35	1 (0.5%)	76 - 85
69 (31.5%)	36 - 45	0 (0.0%)	Over 85
52 (23.7%)	46 - 55	9 (4.1%)	Prefer not to say

Would you describe yourself as...

Please mark all that apply

114 (57.9%)	British	4 (2.0%)	Other British (please write in at end)
68 (34.5%)	Welsh	13 (6.6%)	Non British (please write in at end)
8 (4.1%)	English	0 (0.0%)	Gypsy/traveller
1 (0.5%)	Irish	7 (3.6%)	Refugee/Asylum Seeker (please write in current/last nationality at end)
0 (0.0%)	Scottish	4 (2.0%)	Prefer not to say
Write in here 25			

To what 'ethnic' group do you consider

140 (68.0%)	White - British	11 (5.3%)	Asian or Asian British - Bangladeshi
13 (6.3%)	Any other White background (please write in at end)	4 (1.9%)	Any other Asian background (please write in at end)
2 (1.0%)	Mixed - White & Black Caribbean	4 (1.9%)	Black or Black British - Caribbean
1 (0.5%)	Mixed - White & Black African	1 (0.5%)	Black or Black British - African
2 (1.0%)	Mixed - White & Asian	0 (0.0%)	Any other Black background (please write in at end)
1 (0.5%)	Any other Mixed background (please write in at end)	11 (5.3%)	Arab
5 (2.4%)	Asian or Asian British - Indian	4 (1.9%)	Other ethnic group (please write in at end)
4 (1.9%)	Asian or Asian British - Pakistani	3 (1.5%)	Prefer not to say

What is your religion, even if you are not currently practicing?

Please mark one box or write in

65 (30.4%)	No religion	32 (15.0%)	Muslim
103 (48.1%)	Christian (including Church of England, Catholic, Protestant, and all other Christian denominations)	2 (0.9%)	Sikh
2 (0.9%)	Buddhist	2 (0.9%)	Other
4 (1.9%)	Hindu	4 (1.9%)	Prefer not to say
0 (0.0%)	Jewish		
Any other religion or philosophical belief (please write in)			
2			

What is your sexual orientation

5 (2.4%)	Bisexual	30 (14.6%)	Prefer not to say
3 (1.5%)	Gay/ Lesbian	1 (0.5%)	Other
166 (81.0%)	Heterosexual		
Please write in			
4			

Can you understand, speak, read or write Welsh?

Please mark all that apply

37 (17.8%)	Understand spoken Welsh	38 (18.3%)	Learning Welsh
11 (5.3%)	Speak Welsh	116 (55.8%)	None of these
9 (4.3%)	Read Welsh	14 (6.7%)	Prefer not to say
7 (3.4%)	Write Welsh		

Which languages do you use from day to day?

Please mark all that apply

179(93.7%)	English
16 (8.4%)	Welsh
15 (7.9%)	Other (write in)
6 (3.1%)	Prefer not to say

Please write in
43

Do you have any long-standing illness, disability or infirmity?

By long-standing we mean anything that has troubled you over a period of time or that is likely to affect you over time.

This could also be defined Under the Disability Discrimination Act 1995 as: "Having a physical or mental impairment which has a substantial and long term adverse effect on your ability to carry out normal day to day activities."

11 (5.3%)	Yes
187 (90.3%)	No
9 (4.3%)	Prefer not to say

Does this illness or disability limit your activities in any way?

12 (6.7%)	Yes
159 (88.8%)	No
8 (4.5%)	Prefer not to say

Summary of Key Comments from Online Questionnaire

The table below summarises the key comments from the 79 written responses received via the online questionnaire from stakeholders other than pupils, who are shown below. Whilst comments were anonymous indications are that the responses include those from head teachers, school staff, EMAU staff, parents and other stakeholders. The online questionnaire comments are representative of the range of comments from the consultations.

Key Comments	% of respondents (to nearest %)
Specialist EMAU support is essential/invaluable/should stay as it is/should not be cut	49%
Negative impact on learning/standards/achievement/ attainment/progression of EAL learners	30%
Schools/class teachers - will struggle to meet the needs of all pupils/haven't got time to give individual attention to EAL learners/time for non-EAL learners will be diluted	20%
Bilingual/TA support is needed: to support pupils and families to settle/to support beginners in the classroom/to value home languages	15%
3 staff cannot deliver the services required	13%
There is a need for interpreting services/home-school links for parents	11%
EAL learners will not have equal access to the curriculum/not have individual needs addressed	10%

Other Comments (less than 10%):

There will be an impact on all pupils
Funding should be allocated purely on EAL numbers with no formula
Proposals are not in accordance with City of Sanctuary/UNCRC/are discriminatory/unfair
There should be a few advisory teachers and BTAs
Do not teach Welsh, it is a waste of time/money just teach English
Schools should be credited with funding for EAL learners who arrive in school after PLASC
£500 should not be given to all schools
3 members of staff retained centrally is disproportionate – it should be 1
Schools do not need capacity building
Leaders of schools are responsible for their learners and monitor standards/scrutinise provision
Schools do not need support to evaluate and action plan

Nursery and reception should be included in the funding (lack of English language role models in some schools)
Schools are not reliant on EMAU
Funding should remain centrally and not be devolved
Schools are not ready to meet the needs of EAL learners/take charge of funding
There needs to be a longer transition period
Questioning the costs ?
Keep a central service of BTAs only
Funds devolved to schools need to be monitored for impact
Strategic lead for EAL with retention of bilingual support/interpreting services
Experienced schools can capacity build in schools with small EAL numbers
More teachers needed in the advisory team
The Council and schools should fund the service

EAL learners will not be able to access the curriculum
Children need to be taught English
Achievement of EAL learners will be impacted on
Removing the specialist teachers will make learning difficult
More support is needed/ money should go to schools so that pupils have support more than once a week/ once a week is not enough
Could work with communities as a whole to support parents with understanding of the school systems
Could university students/parents volunteer?

1.4 School Staff Responses

24 school staff (class teachers/teaching assistants) responses were received via post (21), via face-to-face discussions at the parental meeting held in Bishop Vaughan (3).

Comments	% of respondents (to nearest %)
The additional support is needed	50%
BTA support is very important	46%
Negative impact on inclusion/integration/access to the curriculum/self-esteem/wellbeing	38%
The need for interpreting and translating	29%
Workload of teachers/difficult to give time to all pupils in the class without additional support	21%
Schools need own funding for EAL learners (not minority ethnic) to employ own staff	21%
Negative impact on the attainment of all pupils	17%
Negative impact on links with families/inclusion of parents	12%

Other Comments - less than 10%

Impact on achievement/attainment of EAL learners
More funding should be found/it should be moved away from other initiatives
Loss of highly skilled staff/expertise
Need access to GCSEs in their home language
Subject teachers do not have time to create the differentiated resources
Schools may not spend the money on minority ethnic learners
Team of 3 too small/extreme reduction/too quick

1.5 Pupil Responses

39 pupil responses were received. This includes 2 face-to-face responses at the Bishop Vaughan parents/families meeting, 10 questionnaires completed at the pupil voice forum and 4 responses by post. 23 comments were received via the online questionnaire. The comments are summarised below:

1.3 Parents and Carers Responses

146 responses were received from parents/carers via email (2), post (120) and the two face-to-face meetings (24). 63 (43%) of the responses were in languages other than English/Welsh (10 languages) and were then translated into English.

Key Comments	% of respondents (to nearest %)
The service should continue/is essential/the support is needed	31%
Bilingual support is needed/valued/makes a difference/helps access to the curriculum/helps integration	27%
There is a need for interpreting and translating services	21%

Other Comments – less than 10%:

There should be more funding
Proposal will have a negative effect on children's education
Reduction of BTAs will have a negative impact on the numbers of minority ethnic staff role models in schools
Support is most important at the early stages of learning English/in the first few years
Children need to learn about their own language/culture
The service is important for home-school links – this could be lost
Increased workload on class teachers/pressure on schools/impact on whole school
Negative impact on wellbeing/emotional support/inclusion/isolation
Centralised service is better/ could provide some languages
Nursery and reception should be included in the formula for devolving
There is not a long enough transition period
School staff do not have the expertise in language – support needs to be via a specialist

Comments	% of respondents (to nearest %)
BTA support/interpreting for pupils highly valued	38%
The support for developing English/the specialist teachers for supporting learning highly valued	23%
Parents need provision of interpreting services	12%

Other Comments – Less than 10%:

Importance of support at early stages of learning English
Negative impact on other pupils
The support/service should stay
The money should not go to every school
New arrivals need support to settle
Reduce the service slightly
Provide training for class teachers
Value the support for inclusion
Education needs more money
Ideas: support groups for parents/groups for children of the same language to meet up/resources on Hwb/apps for other languages

Pupil Voice Forum

38 pupils from 10 primary and 6 secondary schools attended the Pupil Voice Forum. There were a number of EAL learners/speakers of languages other than English/Welsh present. A presentation was given to the pupils and staff, who were accompanying the pupils about the current model of EMAU support and the proposed changes. Learners were given the option to either partake in a discussion with teachers and council officers about the EMAU service and the current consultation or complete a practical task that looked at what support EAL learners need and who can provide the support.

Comments made by participants in the discussion, as detailed in the evaluation report of the forum included:

A pupil received support in reception and year 1 from a bilingual TA. The pupil commented "I would have still got there without the TA".
It was felt that more work would need to be done in schools where EMAU staff are based to support teachers to provide the support.
A member of staff felt that they can't provide the bilingual support; they can support pupils but not with the language barrier.
One pupil commented that his bilingual teaching assistant was really necessary and has helped him achieve an A grade at GCSE.
Families and school link (the role of the TAs) were concerns.

The benefit from EMAU for non-English speakers is essential.
It was felt that it is also important to maintain the home language through group/peer support as well as through bilingual TAs.
Helping parents settle in with an initial meeting with schools.
Home language assessment is useful.
The language acquisition model A-D is crude for funding and needs to be moderated.
One pupil commented that different teachers helped with misunderstandings and that was helpful.
One suggestion was to give the money through an SLA depending on the level of EMAU support needed.

Comments made by participants in the task, as detailed in the evaluation report of the forum include:

One young person said that they did not think it was fair to give all schools the same amount of money as some schools have more EAL learners than others.
One other pupil commented that the Government should spend less money on supporting conflicts and more money on supporting children and young people
One pupil said that they had moved to Swansea from Iraq and had relied on the EMAU support provided by his Arabic teaching assistant.
Participants felt that support needed would include <ul style="list-style-type: none"> • Translators • Interpreters • Someone to teach them the new language • Other people from the home country • Dictionaries x4 • Guidance • Language lessons to learn the new language • Friends x4 • Arabic Teaching Assistant • Therapist / counsellor • Moral support • Stay in touch with friends from homeland • Family support • Teacher to educate and teach child new things x4 • Cultural knowledge • Keeping traditions from home place • Information about the new place • Clubs to go to

The Participants were asked:

What decisions should Swansea Council make about the EMAU service?

- Keep the service. Lots of people need the support. It is a vital service.
- Need support with culture and places
- Young people will feel isolated without support

- Could offer more languages for pupils to formally study

What does Swansea Council need to think about (in terms of the EMAU service)?

- Consider culture, not just place
- Think about the other factors, not just money
- Timetable the support so it's fair

Are there any other options that Swansea Council haven't thought of?

- Don't take the teachers away – just reduce their wages
- Do some fundraising
- Producing social groups of children of speakers of the same language across the county during school time
- Top-slice money from other pots

1.6 Head teacher Responses

67 head teachers were in attendance at the cross-phase head teacher's meeting on 10 May 2018 where a presentation was given. Head teachers had the opportunity to take part in a discussion and key comments were recorded. The consultation questionnaire was distributed prior to the discussion. There were no questionnaires returned. Key comments are summarised below:

What we need are bodies, under the new proposals the school will only get half of what the existing EMAU staff allocated to the school cost
We need someone to come in to teach the language
Minority ethnic children are being pushed to the back of the line and seen as an inconvenience
Head teachers do not need help with action planning
Bilingual support workers give the value not the teachers
Self-evaluation has been undertaken in schools for years we do not need someone attending the schools to show us how to do this
School to school support – CAs identify school-to-school support
Needs in this service continue to increase as the EMAU money has decreased
The current model does not work, how is the new model going to work? This needs to come at the source and be recognised
The model is not the best model to support the children, it needs to be targeted to the EAL learners
It is disproportionate to have two advisory teachers in the schools
The general feeling is for the model to be based on bilingual teaching and bilingual support
Formula - need to use actual numbers for EAL
There is a dis-incentive to allocate money on stages A-C, the formula purely needs to be with EAL numbers
Need to do more lobbying of Welsh Government

The staff in the Unit will go elsewhere they are specialist staff and if going down this road we will be unable to re-employ staff
Would it have been helpful if several models had been put forward rather than just one model?
EMAU responsibility to move to schools from LA - thought it was already with schools
The statements made in the model are wrong

Individual Head teacher Responses

Four primary head teachers submitted individual responses via email. Comments are consistent and generally concur with points from the head teacher meeting. Some head teacher comments were also evident from the online questionnaire and have been included within the summary of the online questionnaire responses. The comments below have not been percentage due to the low numbers concerned. The comments detailed below were made in more than one of the responses:

The suggested devolved funding is inadequate
Schools with no EAL learners should not have £500
Devolved funding should not be linked to stage of EAL but to EAL pupil numbers
Devolved funding should not be linked to stage of EAL but to EAL pupil numbers
Funding should be targeted at schools who most need it
Schools self-evaluate well and do not need support for this
Schools successfully support EAL learners themselves/class teachers are highly experienced and do not need training
The excellent outcomes are due to schools themselves – this is not reliant on support from a central service
As the 'MEAG' grant has reduced outcomes of EAL learners have increased
Schools are highly effective in enabling the progress and achievements of learners and this is the responsibility of schools
School-to-school work is the role of the challenge advisers – there are excellent schools who can support others
Cuts to BTA services will have a negative impact
It is essential that these learners are not overlooked/there is more resistance at national level

1.7 Responses from Other Stakeholders

Three responses were received from other stakeholders:

- EYST (Ethnic Youth Support Team)

Key points:

Agreement that individual school capacity to meet the needs of EAL learners/minority ethnic learners should be increased
Research by Show Racism the Red Card and via EYST focus groups has shown that many schools are not currently equipped to respond to racist incidents and bullying or have the knowledge to embed ethnically diverse role models into lessons
Providing EAL support is a specialist matter
The proposal to cut the central service before schools have the capability to independently support EAL learners will have a negative impact on all learners
BTAs are needed to support new arrivals and their parents
It will take time to ensure class teachers are trained to meet additional expectations in terms of EAL learners
A less drastic reduction should be considered whilst building capacity
Cutting the employment of BTAs will reduce the number of ethnic minority role models in schools – there should be retention of these staff
Focus group evidence from 22 Swansea pupils showed that specialist workers were valued/most had experienced racism and lacked faith that schools would respond appropriately so did not report/most felt their identities and histories were not reflected in the curriculum
The withdrawal of funding to support ethnic minority learners signals that equity in education is not a priority for local authorities and Welsh Government – support for EAL and ethnic minority learners should be adequately funded
An authentically diverse curriculum should be developed and teachers should be trained in cultural competence and effectively responding to racist incidents
Programmes should be in place to raise the attainment of underachieving ethnic groups

- The Chinese in Wales Association (CIWA) carried out a culturally and linguistic survey to seek the opinion of the local Chinese residents. 86 parents, representing 138 school students completed the questionnaire. 85 were first language Mandarin speakers. Also one individual from CIWA submitted an email which we have included as part of the consultation.

Key Points:

Parents were sad and dismayed to hear that funding for the service had been removed
They did not feel their voice would be heard
95% of the parents feel their children would still need additional support at school
Concerns over inadequacy of interpreting services/poor translation
85% are worried that they cannot communicate with the schools
90% did not understand the proposal of "moving to a model of a small central advisory service that supports all schools..."
Mis-match noted between Chinese interpreters registered with Welsh Interpretation and Translation Service (WITS) and the two main variants of Chinese (Mandarin and Cantonese).

Common terms used to describe additional learning needs can be stigmatising.

- Poverty and Prevention Council Officers – Vulnerable Persons Resettlement Scheme and Vulnerable Children’s Resettlement Scheme (VPRS & VCRS)

This submission from two individuals contained an alternative model for VPRS support than that contained within the original proposal. The respondents propose that the staff funded via the Home Office VPRS funding, which is held by Poverty and Prevention, remain as part of the central EMAU team. In addition to the 3 fte Arabic BTA posts already in place, funding would be provided for an additional 0.5 fte BTA post for any additional language needs over and above Arabic. A 0.5 fte teacher post would also be funded to liaise with schools over the admission of pupils and training of school staff. New job descriptions would be created on a temporary basis until March 2021, the likely end date of the funding.

Section 2

CONSULTATION RESPONSES - EMAU Staff and Union Consultation

In total 24 responses were received representing 55 views. Respondents included specialist teachers, BTAs, A&OA staff and Unions. There were 5 collective responses and 19 individual responses. It should be noted that some staff sent in individual responses as well as contributing to collective responses. In a number of these responses the same or similar comments were made in both the individual and collective submissions. The comments are summarised in the tables below:

Key Comments	% (of total responses)
Increased workload/pressure on school staff/assessment on impact on workload needed	73%
Negative impact on achievement/attainment/standards of all pupils (e.g. due to added workload on class teachers)	67%
Negative impact on wellbeing/emotional/pastoral support of EAL learners	51%
Access to/cost of interpreting and translating services for schools	45%
Loss of highly skilled, experienced staff with specialist qualifications/dissipation of specialism	44%
Loss of specialist/unique role that specialist teachers carry out e.g. initial EAL assessments, capacity building, interventions, voice for EAL learners	44%
Negative impact on achievement/attainment/standards of EAL learners	42%
Loss of specialist/unique role that BTAs carry out e.g. home language assessments, settling new arrivals, supporting in literacy and numeracy tests, developing home –school links	42%
Limit equal access to the curriculum and high quality learning for supported EAL learners	38%
Not in accordance with Equalities Act 2010/ principles of City of Sanctuary/articles of UNCRC (United Nations Convention on the Rights of the Child) etc.	38%
Schools do not have the specialist knowledge/are not ready to take on provision for EAL learners/rely heavily on the support	38%
3 staff replacing 39 cannot maintain the same high standards/levels of attainment/task is too challenging/too small	36%
Devolved money to be distributed from FY2019-2020/schools will not employ staff from January to March/maintain the current model until 31 March 2019/stagger the reduction over a longer period	27%
Head of Unit not needed as team is small/additional post should be doing advisory work	25%
Disagree with the move to Soulbury/should remain on teacher's terms and conditions	25%
Potential that schools will set-up inappropriate/detrimental practice	25%

Schools using devolved money to employ EMAU staff is unrealistic/schools will use own staff with no specialist expertise	25%
Concern over the exit strategy/workload July to December	24%
Schools have transient language needs so will be difficult to employ BTAs	20%
Sharing best practice has funding implications for schools in terms of releasing staff	20%
Uncertainty over funding will be moved from local authority to schools	20%
Negative impact on inclusion/involvement in school life with potential to become disaffected/NEET for EAL learners	11%
The cut is too quick/not enough specialist resource in place in schools	11%

Other Points/Comments – 10% or less

Comments
Retaining a central service would mean even schools with low numbers would be catered for
Funding should not be devolved/not based on evidence
Schools need and value EAL services in our schools
Detrimental to Welsh Government National Mission – ‘strong and inclusive schools...’
Proposals are purely based on funding and not best quality educational provision
Proposed model is not sustainable for schools
Proposed model does not meet the needs of schools, learners, parents
Should be more minority ethnic/multilingual role models in schools/BTAs provide this
Why is the Council cutting the EMAU budget?
Funding schools receive through different grants should be expanded to pupils who have EAL
Schools allocated funding per pupil (EAL?) – schools with greater need could employ their own teachers and BTAs
England successfully moved to this model of provision – this information is incorrect
Issue should be raised with Kirsty Williams and relevant MPs in Westminster
Proposals disproportionately affect pupils from minority ethnic backgrounds – Welsh speakers are treated more favourably
Issues with the wider stakeholder consultation
Funding levels/allocations for this year and next year not clear at time of consultation
Proposals do not meet assurances that the Local Authority will continue to prioritise frontline services for minority ethnic/EAL learners
Staff consultation is flawed/has been rushed to meet 31 May deadline to serve redundancy notices for teachers
Losing BTAs would mean not meeting Corporate Priorities – Safeguarding Vulnerable People, Improving Learner Attainment etc.
Current BTA languages are a minority compared to overall languages spoken – many EAL learners do not have BTA support/this is unfair
Change/transformation is needed/budgetary issues have to be acknowledged
It is the responsibility of all schools to address the needs of Minority Ethnic/EAL learners

ALTERNATIVE PROPOSALS/MODELS – EMAU Staff and Trade Unions

16 alternative models were proposed within the responses. These differ significantly ranging from a service of only BTAs to a service with only teachers with a number of models suggesting modified versions of the current service. These models are summarised below:

Proposed by:	Collective Response – 15 Staff
Structure:	Head of Unit or Head of Vulnerable Learner Service A & OA – as current ftes BTAs – as current ftes Specialist Teachers - none
Role/Function/Benefits:	BTAs retain current role and take on some of the current responsibilities of specialist teachers
Funding:	Savings made by having no specialist teacher posts

Proposed by:	Individual
Structure:	Head of Unit (1 fte) A & OA (1 fte) 1 Team Leader (1 fte) 6 Specialist Teachers (6 fte) 5 BTAs – key/main languages (3 fte)
Role/Function/Benefits:	School improvement/capacity building with possibility of developing regional working Retention of interpreting and translating services BTA support for most vulnerable learners Home Language Assessment
Funding:	Devolve less of the additional funding to schools

Proposed by:	Individual
Structure:	Head of Unit (1 fte) A & OA (1.7 fte) 1 Senior Team Leader (1 fte) Specialist Teachers (10.4 fte) BTAs (11.6 fte)
Role/Function/Benefits:	Specialist teachers continue as per current role but work with clusters of schools (400 red/amber pupils ?? per 1 fte teacher) BTA support continues as per current role
Funding:	Take a small amount off of each schools budget Or EMAU to be part of the 'SLA for Swansea'

Proposed by:	Individual
Structure:	Head of Unit A & OA (1.5 fte) 1 Deputy Head or Team Leader 6/7 Specialist Teachers

Role/Function/Benefits:	BTAs reduced but all current languages retained Specialist teachers responsible for a cluster – no pupil support but capacity building with schools and parents BTA – move away from on-going pupil support – one-off settling only. Mainly used for interpreting and translating.
Funding:	Schools buy-in BTA support Interpreting and translating could be offered to other Council departments who could be re-charged Additional BTA languages could be employed on a casual basis.

Proposed by:	Individual
Structure:	Head of Vulnerable Learner Service A & OA 6 Specialist Teachers BTAs – revised to meet top 10 languages
Role/Function/Benefits:	None provided
Funding:	None provided

Proposed by:	Individual
Structure:	5/6 Specialist Teachers
Role/Function/Benefits:	Capacity building and direct pupil support at KS4 Council set up own interpreting and translating service – BTAs could be used within this service
Funding:	None provided

Proposed by:	Individual
Structure:	5/6 specialist teachers
Role/Function/Benefits:	Capacity building and direct pupil support at KS4 Council set up own interpreting and translating service – BTAs could be used within this service
Funding:	None provided

Proposed by:	Individual
Structure:	As current structure but reduce working days to 3.5 Reduce number of team leaders Re-evaluate language need and reduce BTA support accordingly
Role/Function/Benefits:	Support by cluster – capacity building and training on a cluster basis Pack of what is to be offered to schools Training delivered centrally Online resources Central helpline
Funding:	Schools can opt in for central service

	If schools opt out they have devolved funding monitored by challenge advisers – they would be recharged for any usage of central services Savings would be made by reducing to 3.5 days Create a Council interpreting and translating service for schools. In time re-charge other departments for usage.
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Proposed by:	Individual
Structure:	5 specialist teachers Current team of BTAs
Role/Function/Benefits:	Work in clusters
Funding:	Small amount from each school's budget via a formula/or from the 'SLA for Swansea'

Proposed by:	Union + 2 individuals
Structure:	2 part service – one centrally funded + SLA
Role/Function/Benefits:	None provided
Funding:	Central funding SLA paying according to level of service required

Proposed by:	Individual
Structure:	1 Head of Unit (Soulbury) 2 Specialist Teachers (Soulbury) 2 BTA team leaders from top 4 languages (term-time only) 2 A&OA (term-time only) Flexible BTA unit – employed via agency
Role/Function/Benefits:	Head of Unit – strategic lead Teachers - Advisory/capacity building initiatives/training assessment/moderation BTAs – interpreting/home-school links/home language assessment/some direct pupil support Train agency/school staff Schools apply for pupil support via on-line system for most vulnerable learners for duration of need – staff sourced via agency allowing flexibility. Matrix of criteria used to identify target group
Funding:	Council to consider some additional central funding to maintain some BTA capacity. School's pay for BTA support over and above what can be provided centrally. Interpreting/translating not available centrally but sourced via thebigword and WITs.

Proposed by:	Collective – 11 staff
Structure:	6 teaching posts (not Soulbury)
Role/Function/Benefits:	Cluster working based on EAL need not existing Secondary/feeder primary clusters Each teacher to have a specific role e.g. new arrivals, asylum seekers
Funding:	Keep back some of the money to be devolved Save money by remaining on teachers terms and conditions

Proposed by:	Individual
Structure:	8 teaching posts (not Soulbury) Retain BTA translation service
Role/Function/Benefits:	Cluster working based on EAL need not existing Secondary/feeder primary clusters Each teacher to have a specific role e.g. new arrivals, asylum seekers
Funding:	Keep back some of the money to be devolved Save money by remaining on teachers terms and conditions and not employing on Soulbury

Proposed by:	Individual
Structure:	5 'practitioners' – 1 with co-ordination responsibilities Possibly retain a small BTA service
Role/Function/Benefits:	None provided
Funding:	Small amount from schools' budgets Part of 'Swansea SLA' Do not delegate

Proposed by:	Union
Structure:	6 Specialist Teachers
Role/Function/Benefits:	None provided
Funding:	Central Service costed at £400K – devolve less of the money

Proposed by:	Union -2
Structure:	Retain BTAs
Role/Function/Benefits:	None provided
Funding:	Set-up SLAs with schools Recharge other Swansea Council departments for interpreting and translating Sell translation services to other organisations outside of the Local Authority e.g. Police, NHS etc.

Section 3

SUMMARY OF PROPOSALS FOR ALTERNATIVE MODELS

The majority of wider stakeholders wanted the central service to remain as it is. There was a focus on bilingual support and the need for interpreting and translating services to remain, in particular. However, very few respondents made any suggestions of how such a service could be funded in the future.
Within the EMAU staff consultation there were a number of different options/proposals presented (see Section 2 above). These varied extensively from a service composed of just BTAs to a service composed of a small number of specialist teachers – mainly 5/6 with cluster working arrangements. There were also a number of variations of the current central service model with BTAs and specialist teachers involved. Whilst the models would cost varying amounts they exceeded the £210K for the central team in the original proposal. Suggestions for funding were to: not devolve as much funding to schools; top slice off of school budgets; have an SLA; generate income by providing interpreting and translating services outside of education.
Head teacher respondents specified: one post to remain centrally; devolving of funding to schools via EAL numbers not a formula; adequate/increased funding to allow them to employ BTAs/TAs; the need for bilingual support and interpreting and translating services.
The Poverty and Prevention, Partnership and Commissioning Team made specific proposals with regard to the staffing of the VPRS and VCRS supported families and children based on a model of direct pupil support. This does not align with Welsh Policy regarding ethnic minority achievement services which suggest a capacity building model aimed at developing whole school approaches within a sustainable funding context.

Section 4

KEY THEMES

There are a number of themes that strand through comments made across the different groups of respondents in both consultations. These are listed below:

Key Themes

1. The support is invaluable/the service should stay as it is and should not be cut/support is specialist
2. There will be a negative impact on the progression/attainment/achievement of EAL learners
3. There will be increased workload for class teachers/school staff
4. BTA support is particularly valued for beginners in English/new arrivals/home school links
5. There is a significant need for interpreting and translating services
6. There will be an impact on the achievements/attainment of all pupils
7. Equality of access to the curriculum will be impacted upon for EAL learners
8. There will be a negative impact on the inclusion of learners and families/wellbeing of EAL learners
9. Devolving of funding should be based on numbers of EAL learners
10. Schools and school staff are not ready to take this on – 3 central staff will not be enough

An analysis and professional commentary on each of the themes is given below:

1. The support is invaluable/the service should stay as it is and should not be cut/support is specialist

It was very evident that a significant number of respondents highly value the support and the service as a whole. There were many comments with regard to this with a number of respondents specifically mentioning the excellent work of individual specialist teachers and BTAs:

'EMAU provides an essential service in school. A service which has helped many pupils who are new to the English language' (Online questionnaire)

'EMAU are a vital service that is needed more and more in multicultural Swansea' (Online questionnaire)

'The support given by the EMAU service has been crucial' (School Staff)

In addition, a number of comments credit the specialism/specialist role of the service:

'Providing EAL support is a specialist matter' (Other Stakeholder)

'They are specialists' (Online Questionnaire)

'Teachers have undertaken specialist EAL qualifications' (EMAU Staff)

However, in contrast, within the head teacher responses there was a view that class teachers were already skilled in the area of teaching learners with EAL:

The teachers in my school are highly skilled at teaching pupils with additional language needs..... There is a wealth of experience in Swansea schools already (Head teachers)

Many respondents, across different groups, felt that the service should remain as it is. They deemed the proposed change to the model of service delivery as a 'cut' or closing down of the service rather than a different way of providing support for EAL learners by devolving/passing the funding to schools. There was minimal acknowledgement of the information provided in the consultation document that stated that the service in its current format is not meeting demand and that any future model needs to be considered in the context of reducing funding from the Welsh Government:

I do not agree to closing down EMAU (Parent/Carer)

A service that is oversubscribed cannot be cut (Online Questionnaire)

I would suggest the centralised EMAU service be bigger (Online Questionnaire)

Keep the service (Pupil Voice Forum)

It is absolutely essential to maintain a proper team that is supported by the LA... and fully funded (Online Questionnaire)

I think it is totally wrong to make these changes to a service that is in great demand. The work that is done in school is tremendous.... (Online Questionnaire)

In addition, whilst many respondents did not want the service to be 'cut' or wanted the current central service to remain (as above) they did not make suggestions as to how the service could be funded in the future, given that monies from the Welsh Government are predicted to decrease or potentially cease. There was general concern about the cuts and decreasing funding stranding through responses with some implications that the local authority should ensure services are funded. The main suggestions for ongoing funding for a central service came from EMAU staff consultation responses suggesting that money could be top-sliced from school budgets or a service level agreement (SLA) could be set-up. However, no head teacher or school put forward these suggestions with the preference from the head teachers being to have the devolved funding albeit a greater amount.

It was also suggested in the EMAU staff consultation responses that interpreting and translating services could be provided for other council departments and other bodies outside of the local authority to generate an income stream. However, this is currently not feasible as the authority already has a partnership agreement with WITS (Welsh Interpretation and Translating Service) for provision of these services.

2. There will be a negative impact on the progression/ attainment/ achievement of EAL learners

Many respondents, across different groups, stated that not having a central service providing support would have a negative impact on the attainment and achievement of EAL learners:

The cuts will have a detrimental effect on the achievement of EAL learners (Online Questionnaire)

The proposal will have a detrimental effect on EAL achievement (EMAU Staff)

However, within the head teacher responses it was made clear that ensuring the progress/attainment/achievement of EAL learners is specifically the responsibility of schools and that this is currently being done 'highly effectively' as it is the basis of ERW/Estyn inspections:

'The achievement of learners is already the responsibility of schools. Schools have never defaulted this to an outside agency....' (Head teachers)

Additionally there is lack of evidence, when considering the impact on EAL learner achievement/attainment, that any specific type of support model is more beneficial than any other. For example, there is no specific evidence that a central service is more beneficial than devolved funding models:

As the 'MEAG' grant has reduced outcomes of EAL learners have increased (Head teachers).

This point is further corroborated by the local authority attainment data which shows that as EMAU staffing allocations to schools have reduced by around 45% over the last four years there has not been an overall, detrimental impact on attainment. The slight fluctuations are likely to be cohort issues linked to the factors listed further below.

Summary of results for EAL pupils

Key stage	Year	non-EAL	EAL	Gap
FP (FPI)	2017	85.9	85.0	-0.9
FP (FPI)	2016	85.3	85.2	-0.1
FP (FPI)	2015	86.5	85.2	-1.3
KS2 (CSI)	2017	89.7	91.9	2.2
KS2 (CSI)	2016	87.8	91.5	3.7

KS2 (CSI)	2015	89.0	91.8	2.8
KS3 (CSI)	2017	88.8	89.1	0.3
KS3 (CSI)	2016	87.2	85.6	-1.6
KS3 (CSI)	2015	83.9	82.4	-1.5
KS4 (L2+)	2017	58.8	62.8	4.0
KS4 (L2+)	2016	66.2	67.9	1.7
KS4 (L2+)	2015	64.1	73.3	9.2

Whilst it could be argued that more specific targeting of learners 'on the cusp' by the service may have mitigated against the reductions in staffing, many EAL learners in the target group do not get significant amounts of weekly support (see 3 below).

Research such as: English as an Additional Language (EAL) and educational achievement in England: An analysis of the National Pupil Database (Professor Steve Strand, Dr Lars Malmberg, Dr James Hall University of Oxford Department of Education 29th January 2015), recognises the heterogeneous nature of the EAL group, but specifies that a number of factors impact on the attainment of EAL learners. Detailed analyses of the 2013 KS2 and KS4 results in England were undertaken in order to identify background variables associated with increased risk of low attainment among EAL students. The key factors identified were: *Identified SEN; international arrival during the key stage; pupil mobility; ethnic group; entitlement to FSM; neighbourhood deprivation; region; age; gender.*

Attainment data gathered as part of an ERW minority ethnic achievement working group also demonstrated that attainment across the ERW local authorities is comparable even though different support models are in operation from more direct pupil based support through to devolving of money to schools with no central staff.

In addition, in September 2015 Cardiff Council delegated the majority of its EMTAS posts to schools retaining only a significantly reduced central team with a school improvement remit and small team for new arrivals. As the extracts from: Cabinet 18 Jan 2018 Performance of Cardiff Schools below demonstrate since the change in model, improved attainment for EAL learners has been seen:

2.20 There were improvements in the performance of pupils with English as an Additional Language (EAL) in 2017 (87.75%). This compares to 88.47% of all pupils in Cardiff. Overall, EAL attainment has improved by 5.82ppts since 2014. (Foundation Phase)

3.19 The proportion of pupils with English as an Additional language achieving the Core Subject Indicator at the end of Key Stage 2 is 88.17%. This compares with 89.38% of all pupils in Cardiff. Overall, EAL attainment has improved by 4.47ppts since 2014.

4.21 Performance of pupils with EAL has increased by 7.67ppts since 2014 (Key Stage 3 CSI)

Similarly, the Welsh Government 'Evaluation report on capacity building approaches to support the delivery of English as an additional language in Wales' September 2015 notes that: *In England the Ethnic Minority Achievement Grant was ended in 2011 and the money went into a Dedicated Schools Grant, which meant it was not ring-fenced to provide support to pupils with EAL needs. A year later a report from the NASUWT identified significant decreases in levels of support from specialist minority ethnic achievement services and English as an additional language support services at the local authority level and within schools. However, EAL learner achievement levels at Key Stages 1, 2 and 4 have continued to improve despite these changes.*

However, it is also acknowledged that in the Cardiff model there has been retention of specialism in schools as central staff were delegated in the first instance. In addition, research by the Education Policy Institute (February 2018) recognises that *'The current good GCSE results observed on average for EAL pupils must be interpreted in the light of the fact that recent GCSE cohorts underwent primary education during the era in which the Ethnic Minority Achievement Grant (EMAG) provided local authorities with ringfenced funds'*.

As originally stipulated in the proposed model, there will be a need to continue to monitor attainment of minority ethnic and EAL learners at local authority level to ensure there are no negative impacts of changes to the model or continued reductions in funding. However, as previously stipulated, the responsibility to ensure the achievement and attainment of EAL learners, through appropriate provision, ultimately lies with individual schools. If individual schools perceive that specialist support has impacted positively on attainment of its own EAL learners, then, should funds be devolved to schools, it would be incumbent upon those schools to ensure that the necessary specialist support continues.

3. There will be increased workload for class teachers/school staff

A number of respondents referred to concern over increased workload for class teachers and school staff. This was the most significant concern stated in the EMAU staff consultation. Some respondents commented that class teachers would struggle to provide for individual EAL learner needs:

EAL learners will be clearly disadvantaged in their learning, due to not having the support they need. This will furthermore put additional strains and pressures on class teachers to meet the needs of all pupils. (EMAU Staff Consultation)

Class teachers can't cater for the needs of beginner learners in class/give them the time they need. (School Staff)

Schools will be under too much pressure with the added responsibility. (Parents)

However, workload of class teachers was not highlighted as an issue by head teachers:

Schools manage extremely well when EMAU staff are not in their classrooms

The teachers in my school are highly skilled in teaching EAL pupils.....

Allocations of EMAU support to schools and hence pupils have already dropped significantly over the last four years - by 45%. During the last two years, to mitigate against reductions in specialist teachers, 43 (62%) out of the 69 supported schools now only receive blocks of specialist teacher support rather than weekly support. Referred EAL learners are 'RAYG' rated in order to prioritise support. 'Red' learners are those 'on the cusp' of attaining expected outcomes at the end of the key stage and 'amber' learners are those who are at more general risk of underachievement, mainly earlier stages of EAL acquisition. The 'red' and 'amber' pupils form the 'targeted' learners. Out of the 1,475 'targeted' red and amber learners around 440 learners (30%) are in schools with no weekly teacher support. In addition, specialist teachers in schools with weekly allocations, in the majority of cases do not have capacity to support all of the 'targeted' learners on a weekly basis. In general, only red learners in the 26 schools with weekly teacher allocations will get direct weekly support. Even then this will only be for a minimal amount of the school week. The available specialist teacher allocation/pupil contact time per week when divided amongst the targeted pupils averages out at 13 minutes per week. Some 'targeted' EAL learners are also in receipt of BTA support, although many are not and again this will be for a small amount of time in the week – around one and a half hours (see 4 below).

Overall, during any given week, only a minimal percentage of EAL learners will be getting any direct support and for those learners this will only be for a small portion of their time in school. Therefore for the majority of the school week class teachers and schools are already solely responsible for providing for these learners. In the original proposal, funding was to be devolved to schools. Whilst some issues have been highlighted with this (see 9 below), the intention was that schools with larger EAL populations could employ additional staffing for any direct pupil support, ideally current EMAU staff, mitigating against some of the loss of central staff.

4. BTA support is particularly valued for beginners in English/new arrivals/home school links

There was significant support and value, across the groups of respondents, placed on the role of the BTAs for supporting new arrivals and beginners in English, in particular. In addition, the role played in home-school links was seen as key (see 5 below).

One pupil said that they had moved to Swansea from Iraq and had relied on the EMAU support provided by his Arabic teaching assistant. (Pupil Voice Forum)

It is the BTA support we need.... (head teachers)

Having BTAs in our school makes a huge difference... (Parents)

I feel the considerable benefit the BTAs have in the school environment for all learners attainment has been overlooked (EMAU Staff)

Whilst the value placed on this role for beginners in English is in no doubt, the inequity that currently exists in terms of provision of bilingual support cannot be overlooked. The importance of this support for pupils, parents and class teachers that is indicated in the responses is almost of concern when the amount of time learners have this support for in a week and for learners and families who do not get access to this support is considered:

We want more bilingual teachers, one-to-one teacher once a week is not enough (Parents/Carers)

It would be great if it (bilingual support) is in Tamil. (Parents/Carers)

Small daily problems – they (children) need help and support and have to wait as the bilingual teacher comes once a week

The sustainability and equity of bilingual support models therefore needs to be questioned. The demand for bilingual support will never be met for all EAL learners whether this be at central service or school level. Demand changes and diversifies over time and the number of languages is too broad. The parents quoted above also feel that although their children have bilingual support the amount of support is not enough. 289 EAL learners are currently supported bilingually in 10 languages (March 2018). A further 375 EAL learners fit the criteria used for allocating bilingual support. This equates to over 56% of pupils who fit the criteria not having access to this support. Of these pupils 328 are stage A – beginners in English. Overall, stage A learners in total have 50 home languages other than English or Welsh. Only 20% of these languages are currently being supported. As with specialist teachers the amount of bilingual support over the course of the week that the central service can offer for pupils that have this support is a minimal amount of the time that a pupil is in school. Therefore the onus is very much on the school and class teacher to provide for these learners for most of the week. As recognised in the Welsh Government 'Evaluation report on capacity building approaches to support the delivery of English as an additional language in Wales' September 2015:

'the increasing numbers and range of needs make it unrealistic to expect to be able to offer everyone a bi-lingual teaching assistant, so schools have to develop the capacity to meet the needs themselves.'

In essence, broader strategies need to be developed alongside bilingual support. In addition, the focus on early stages and bilingual support detracts away from learners at higher stages of acquisition who need support to further develop literacy skills and academic English. Additionally, whilst usage and valuing of home languages in the school environment must be advocated, there is no specific evidence that bilingual support speeds up acquisition of English. For example, when looking at the services own model of anticipated progress in EAL acquisition for 2016-17 data, 64% of stage A and B learners with bilingual support made the expected progress whilst 66% of stage A and B learners without bilingual support

also made the anticipated progress. As a learner in the pupil voice forum who had received support in reception and year 1 from a bilingual TA commented, "I would have still got there without the TA".

5. There is a significant need for interpreting and translating services

The need for interpreting and translating services was widely acknowledged across a number of respondents from many groups:

Our language abilities in English are limited and hence we need the language support. This allows us to communicate better with the teachers (Parents/Carers)

There needs to be interpreting for parents between the teachers and parents (Parents/Carers)

My parents need translation (Online Questionnaire CYP)

A crucial role of the BTAs is to translate and interpret not only for the pupils but also for school staff, parents and outside agencies. (EMAU Staff Consultation)

The need for interpreters is greater than ever (Head teachers)

The number of requests that the service processes can back up the need for interpreting and translating services for parents/carers. Currently, this academic year 387 requests have been processed with 124 of these being for multiple pupils/families. However, requests are predominantly for the languages that the service provides. 18 requests in 10 different languages have been processed for languages over and above those provided by the service. Therefore it could be assumed that parents/carers of other languages with minimal skills in English have their own independent strategies for understanding/accessing school information, schools have their own strategies in place or conversely the needs of many parents/carers are not being adequately met.

6. There will be an impact on the achievement/attainment of all pupils

Refer to the information contained in points 1, 2 and 3. In summary: ensuring the achievement and attainment of all pupils, as stated by head teachers, is the responsibility of class teachers and schools. The amount of support given to individual teachers and EAL learners currently from the central service could be deemed as negligible when the whole picture is taken into account.

In addition, the research, English as an Additional Language (EAL) and educational achievement in England: An analysis of the National Pupil Database (Professor Steve Strand, Dr Lars Malmberg, Dr James Hall University of Oxford Department of Education 29th January 2015) comments that;

'In the current study we found that the percentage of EAL students in the school had minimal association with student attainment or progress when controls for student background were included. If anything, FLE (first language English) students had marginally higher attainment and made marginally more progress in

high % EAL schools than in low % EAL schools, net of all other factors. Thus this analysis gives no evidence that FLE students suffer from attending a school with a high % EAL students.'

7. Equality of access to the curriculum will be impacted upon for EAL learners

8. There will be a negative impact on the inclusion of learners and families/wellbeing of EAL learners

A number of respondents referred to potential issues around access to the curriculum/inclusion/wellbeing.

The BTAs often attend to the emotional needs of pupils.. (Online Questionnaire)

The support given by the EMAU service has been crucial – both by ensuring the involvement and inclusion of parents and children(School Staff)

The children will be at a disadvantage and many won't be able to access a full curriculum in school without support. (Parents/Carers)

(See 3 and 4 above) Many learners do not have direct support and where there is support this is only for a small amount of time in the week. Wellbeing and inclusion were often linked to access to bilingual support and interpreting and translating services. The reliance and value placed on this by respondents in all groups, particularly parents and pupils who have access to this support was overwhelming. A sense of potential isolation could be felt in a number of the responses – *85% are worried they cannot communicate with schools* (other stakeholder). However, this brings into question what is in place/inclusion for the many learners who do not have bilingual support and many families do not have regular/easy access to interpreting. As discussed in 4 above, sustainability of bilingual support staff models and covering the needs of all is near impossible. Therefore, wider strategies and capacity needs to be built into the whole system. The responsibility already mainly lies with the school and class teachers to ensure access to the curriculum, inclusion and to have appropriate strategies for communicating with parents/carers when central staff are not available.

As one head teacher commented: *'schools are already inclusive organisations'*

9. Devolving of funding should be based on numbers of EAL learners

Where respondents supported the devolving of funding to schools the consistent opinion was that devolving should be based on EAL learner numbers i.e. not via a needs based formula or based on minority ethnic pupil numbers. There was no support for devolving £500 to each school. Head teachers felt that the devolved funding per school in the proposal was not enough to employ BTAs or TAs to equivoval levels of current support provided by the central service:

I strongly disagree with the proposal of giving £500 to schools with no EAL learners (Online Questionnaire)

Devolve to schools but not with a formula – simply based on amount of EAL learners (Online Questionnaire)

The devolved funding is inadequate The funding will be inadequate to provide any type of meaningful provision (Head teacher)

Whilst there are advantages of devolving of funding to schools based on numbers i.e. stages of EAL are more likely to be accurately assessed there are some disadvantages. Funding can end up being weighted towards schools with high numbers of near fluent EAL learners. It also does not allow any weighting for EAL learners who are late-comers into upper key stages for whom the challenge to attain expected outcomes is greater.

10. Schools and school staff are not ready to take this on – 3 central staff will not be enough

A number of respondents commented that schools/teachers were not equipped to take this on and therefore more staff would be needed centrally:

Schools are able to take direction, but not necessarily initiate best practice nor see the bigger picture (EMAU Staff)

Schools are far from ready to meet the needs of their EAL learners (Online Questionnaire)

The proposal for the advisory service option is too small and can't possibly compensate for the sterling work of the teachers (Online Questionnaire)

It was felt that more work would need to be done in schools where EMAU staff are based to support teachers to provide the support. (Pupil Voice Forum)

It will take time to ensure that classroom teachers are trained to meet additional expectations in relation to EAL students. (Other Stakeholder)

In a sense the reliance on bilingual support mentioned by many parents/carers in order for their children to understand the teacher would imply that there are not enough other relevant strategies in place within classrooms when bilingual support is not available. This was echoed by one online respondent: *What I see now in schools is the pupils who have lost the bilingual support are left to do colouring because they can't understand and can't do the classwork.*

In the current academic year 100 training sessions and 129 formal capacity building projects with individual class teachers have been planned. 100% of class teachers receiving capacity building activity up to the end of the spring term rated that they had improved their knowledge, confidence and skills in relation to teaching EAL learners.

Head teachers also commented:

I do not need to send my teachers on courses, they are skilled and experienced and in the event of needing further professional development there is a wealth of experience within Swansea schools already

The teachers in my school are highly skilled at teaching EAL pupils.....

Schools manage extremely well when EMAU staff are not in their classrooms...

There is a wealth of experience in Swansea where we can look for school-to-school support.....

Section 6

CONSULTATION CONCLUSIONS

- The original model that was proposed needs to be amended with a range of options considered to reflect the differing views evidenced in the consultation
- Minority ethnic and EAL learner attainment needs to continue to be monitored at local authority level to ensure there is no future detrimental impact
- Access to bilingual support for learners needs to be factored in, along with developing a wider range of strategies to build capacity within the system such as the use of volunteers/parents and implementing the Young Interpreter Scheme
- Interpreting and translating services for parents/carers needs to be available. Wider strategies for communicating with parents/carers need to be built up such as more linkage with communities themselves. Work needs to be done with WITS to build the number of more locally based interpreters in order to make these services more cost-effective
- Capacity does need to continue to be built and best practice shared within the current school improvement mechanisms, as per the original proposal
- The formula for devolving any funds to schools needs to be altered to be based on EAL learner numbers, although the assessing of stages of EAL for PLASC will still require moderation as recommended by the Welsh Government
- Any devolving of funding to schools needs to try to ensure that adequate monies are made available to schools with larger numbers of EAL learners in order that they have the potential to employ current EMAU staff. Thereby reducing the numbers of potential redundancies, retaining the specialism and ensuring minority ethnic role models in schools
- The future model needs to be transitional and sustainable in the context of reducing funding in order to meet with the terms and conditions of the funding that Welsh Government has put forward this year

Section 7

DEVOLVING OF FUNDING TO SCHOOLS

The overall amounts to be devolved are linked to the estimated costings of the proposed options contained in the main report and are based on numbers of pupils with EAL, as was the preference from the consultation responses, not by a points based formula.

Option 1	£210K
Option 2	£390K
Option 3	£420K

It is suggested that further discussion about how funds could be devolved for each option is considered following the decision of Cabinet.

Option 1

Funding devolved to all schools based on numbers of EAL learners, stages A – D from reception to year 11. Schools missing from the list below currently do not have any EAL learners in reception to year 11 at stages A – D.

School	Stages A-D (Rec- Y11)	£210,000.00
Birchgrove Primary	25	£1,744.19
Bishopston Primary	2	£139.53
Blaenymaes Primary	40	£2,790.70
Brynhafod Primary	25	£1,744.19
Brynmill Primary	118	£8,232.56
Burlais Primary	45	£3,139.53
Cadle Primary	68	£4,744.19
Casllwchwr Primary	2	£139.53
Christchurch Ch. in Wales	52	£3,627.91
Cila Primary	8	£558.14
Clase Primary	17	£1,186.05
Clwyd Community Primary	41	£2,860.47
Clydach Primary	7	£488.37
Craigfelen Primary	8	£558.14
Cwm Glas Primary	13	£906.98
Cwmrhydyceirw Primary	28	£1,953.49
Danygraig Primary	54	£3,767.44
Dunvant Primary	19	£1,325.58
Gendros Primary	15	£1,046.51
Glais Primary	1	£69.77
Glyncollen Primary	25	£1,744.19

Gors Community Primary	92	£6,418.60
Gorseinon Primary	12	£837.21
Gowerton Primary	24	£1,674.42
Grange Primary	11	£767.44
Gwrosydd Primary	35	£2,441.86
Hafod Primary	90	£6,279.07
Hendrefoilan Primary	29	£2,023.26
Knelston Primary	4	£279.07
Llangyfelach Primary	1	£69.77
Mayals Primary	16	£1,116.28
Morrison Primary	26	£1,813.95
Oystermouth Primary	9	£627.91
Parkland Primary	98	£6,837.21
Penclawdd Primary	8	£558.14
Pengelli Primary	1	£69.77
Penllergaer Primary	14	£976.74
Pentrechwyth Primary	17	£1,186.05
Pentre'r Graig Primary	31	£2,162.79
Penyrheol Primary	10	£697.67
Plasmarl Primary	20	£1,395.35
Pontarddulais Primary	16	£1,116.28
Pontlliw Primary	2	£139.53
Portmead Primary	19	£1,325.58
Sea View Community Primary	48	£3,348.84
Sketty Primary	27	£1,883.72
St.David's R.C. Primary	50	£3,488.37
St.Helen's Primary	169	£11,790.70
St.Illtyd's R.C. Primary	10	£697.67
St. Joseph's Cathedral Primary	206	£14,372.09
St Josephs RC	42	£2,930.23
St.Thomas' Primary	59	£4,116.28
Talcopa Primary	11	£767.44
Terrace Road Primary	116	£8,093.02
Townhill Community Primary	44	£3,069.77
Trallwn Primary	20	£1,395.35
Waun Wen Primary	73	£5,093.02
Waunarlwydd Primary	4	£279.07
Whitstone Primary	11	£767.44
Ynystawe Primary	8	£558.14
YGG Y Login Fach	2	£139.53
Birchgrove Comp	10	£697.67

Bishop Gore Comp	207	£14,441.86
Bishop Vaughan Comp	175	£12,209.30
Bishopston Comp	22	£1,534.88
Cefn Hengoed Community	32	£2,232.56
Dylan Thomas Comp	50	£3,488.37
Gowerton Comp	39	£2,720.93
Morrison Comp	25	£1,744.19
Olchfa Comp	201	£14,023.26
Pentrefhafod Comp	125	£8,720.93
Penyrheol Comp	13	£906.98
Pontarddulais Comp	13	£906.98
Total Points	3010	£210,000.00

Option 2

Funding devolved to schools with 50 or more EAL learners, stages A – D, nursery to year 11.

	Total Points	Funding allocation
Primary School	Including N excluding Post 16	
		£390,000.00
Blaenymaes Primary	49	£7,708.75
Brynmill Primary	134	£21,081.08
Burlais Primary	53	£8,338.04
Cadle Primary	80	£12,585.72
Christchurch Primary	57	£8,967.33
Clwyd Primary	53	£8,338.04
Danygraig Primary	63	£9,911.25
Gors Primary	105	£16,518.76
Hafod Primary	103	£16,204.11
Parkland Primary	122	£19,193.22
Seaview Primary	59	£9,281.97
St Davids Primary	53	£8,338.04
St Helens Primary	202	£31,778.94
St Josephs Cathedral Primary	237	£37,285.20
St Thomas Primary	70	£11,012.51

Terrace Road Primary	145	£22,811.62
Townhill Primary	53	£8,338.04
Waun Wen Primary	83	£13,057.68
Bishop Gore Comp School	207	£32,565.55
Bishop Vaughan Comprehensive	175	£27,531.26
Dylan Thomas Comp School	50	£7,866.08
Olchfa Comprehensive	201	£31,621.62
Pentrehafod Comp	125	£19,665.19
Total Points	2479	£390,000.00

Option 3

Funding devolved to all schools based on numbers of EAL learners, stages A – D reception to year 11

School	Stages A-D (Rec- Y11)	£420,000.00
Birchgrove Primary	25	£3,488.37
Bishopston Primary	2	£279.07
Blaenymaes Primary	40	£5,581.40
Brynhyfryd Primary	25	£3,488.37
Brynmill Primary	118	£16,465.12
Burlais Primary	45	£6,279.07
Cadle Primary	68	£9,488.37
Casllwchwr Primary	2	£279.07
Christchurch Ch. in Wales	52	£7,255.81
Cila Primary	8	£1,116.28
Clase Primary	17	£2,372.09
Clwyd Community Primary	41	£5,720.93
Clydach Primary	7	£976.74
Craigfelen Primary	8	£1,116.28
Cwm Glas Primary	13	£1,813.95
Cwmrhdyceirw Primary	28	£3,906.98
Danygraig Primary	54	£7,534.88
Dunvant Primary	19	£2,651.16
Gendros Primary	15	£2,093.02
Glais Primary	1	£139.53
Glyncollen Primary	25	£3,488.37

Gors Community Primary	92	£12,837.21
Gorseinon Primary	12	£1,674.42
Gowerton Primary	24	£3,348.84
Grange Primary	11	£1,534.88
Gwyrosydd Primary	35	£4,883.72
Hafod Primary	90	£12,558.14
Hendrefoilan Primary	29	£4,046.51
Knelston Primary	4	£558.14
Llangyfelach Primary	1	£139.53
Mayals Primary	16	£2,232.56
Morrison Primary	26	£3,627.91
Oystermouth Primary	9	£1,255.81
Parkland Primary	98	£13,674.42
Penclawdd Primary	8	£1,116.28
Pengelli Primary	1	£139.53
Penllergaer Primary	14	£1,953.49
Pentrechwyth Primary	17	£2,372.09
Pentre'r Graig Primary	31	£4,325.58
Penyrheol Primary	10	£1,395.35
Plasmarl Primary	20	£2,790.70
Pontarddulais Primary	16	£2,232.56
Pontlliw Primary	2	£279.07
Portmead Primary	19	£2,651.16
Sea View Community Primary	48	£6,697.67
Sketty Primary	27	£3,767.44
St.David's R.C. Primary	50	£6,976.74
St.Helen's Primary	169	£23,581.40
St.Iltyd's R.C. Primary	10	£1,395.35
St. Joseph's Cathedral Primary	206	£28,744.19
St Josephs RC	42	£5,860.47
St.Thomas' Primary	59	£8,232.56
Talycopa Primary	11	£1,534.88
Terrace Road Primary	116	£16,186.05
Townhill Community Primary	44	£6,139.53
Trallwn Primary	20	£2,790.70
Waun Wen Primary	73	£10,186.05
Waunarlwydd Primary	4	£558.14
Whitstone Primary	11	£1,534.88
Ynystawe Primary	8	£1,116.28
YGG Y Login Fach	2	£279.07
Birchgrove Comp	10	£1,395.35

Bishop Gore Comp	207	£28,883.72
Bishop Vaughan Comp	175	£24,418.60
Bishopston Comp	22	£3,069.77
Cefn Hengoed Community	32	£4,465.12
Dylan Thomas Comp	50	£6,976.74
Gowerton Comp	39	£5,441.86
Morrison Comp	25	£3,488.37
Olchfa Comp	201	£28,046.51
Pentrehafod Comp	125	£17,441.86
Penyrheol Comp	13	£1,813.95
Pontarddulais Comp	13	£1,813.95
Total Points	3010	£420,000.00

Appendix B

Draft Equality Impact Assessment (EIA) Report

This form should be completed for each Equality Impact Assessment on a new or existing function, a reduction or closure of service, any policy, procedure, strategy, plan or project which has been screened and found relevant to equality.

Please refer to the 'EIA Report Form Guidance' while completing this form. If you need further support please contact acesstoservices@swansea.gov.uk.

Where do you work?
Service Area: Education
Directorate: People

(a) This EIA is being completed for a:

Service/ Function	Policy/ Procedure	Project	Strategy	Plan	Proposal
<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

(b) Please name and describe here:

Ethnic Minority Achievement Unit (EMAU)

EMAU has operated as a central local authority service for many years with the purpose of raising standards and tackling the risk of underachievement for learners from ethnic minority backgrounds, in particular those learning English as an additional language (EAL).

The EMAU service users and stakeholders (May 2018) are:

- approximately 1,475 'targeted' EAL learners, aged 3-16 years (Referred EAL learners are Red, Amber, Yellow, Green ('RAYG') rated in order to prioritise support. 'Red' learners are those 'on the cusp' of attaining expected outcomes at the end of their respective key stage and 'amber' learners are those who are at more general risk of underachievement, mainly earlier stages of EAL acquisition. The 'red' and 'amber' pupils form the 'targeted' learners). A further 830 'yellow' EAL learners are 'monitored' in conjunction with schools
- 69 schools
- parents and carers from ethnic minority backgrounds who are not fluent in English or Welsh and
- other education professionals including education welfare officers (EWOs) and educational psychologists (EPs) working with learners, parents and carers who are not fluent in English or Welsh.

Demand on EMAU has generally grown year-on-year against a backdrop of reducing funding. PLASC (Pupil Level Annual School Census) January 2018 identified 12.1% (4290 learners) of the Swansea school population as having EAL with over 140 languages and dialects spoken. This is a slight increase (0.3%) on 2017 PLASC. 14.8% of the Swansea school population are from a minority ethnic background. Referral numbers remain high with 491 new referrals in 2016/17 academic year. There have been 393 referrals to date this academic year.

The current EMAU delivery model in the context of increased and diversifying demand, diminishing EMAU staffing levels and continuation of reductions in funding is no longer sustainable and necessitates significant transformation.

Post-consultation Update

It was proposed to reduce the central team of specialist teachers and bilingual teaching assistants to a small advisory service with remaining funding being devolved to schools on a formula basis. The proposed model of service delivery was designed to improve the capacity of all schools in the local authority to independently meet the needs of minority ethnic learners especially those with English as an additional language (EAL). The devolving of funding would allow schools more flexibility to establish their own provision and build the capacity of their staff team.

Following the formal consultation process between March 2018 and May 2018 there was significant opposition to the proposed model. Three further options have now been suggested:

1. Retain the central service until 31 March 2019, devolving any savings to all schools
2. Reduce the central service with some Bilingual Teaching Assistant (BTA) support for new arrivals and schools with low numbers of minority ethnic learners. The remaining funds would be devolved to schools with larger numbers of EAL learners using a formula based on EAL learner numbers.
3. Devolve nearly all funding to all schools by formula retaining only one school improvement performance specialist with responsibility for monitoring minority ethnic achievement and providing capacity building support

The recommended option to Corporate Briefing and Cabinet is option 2.

(c) The initial proposal for consultation was initially screened for relevance to Equality and Diversity in February 2018. The recommended option 2 is the subject of this amended EIA.

(d) It was found to be relevant to...

Children/young people (0-18).....	<input checked="" type="checkbox"/>	Sexual orientation.....	<input type="checkbox"/>
Older people (50+).....	<input checked="" type="checkbox"/>	Gender reassignment.....	<input type="checkbox"/>
Any other age group	<input checked="" type="checkbox"/>	Welsh language.....	<input checked="" type="checkbox"/>
Disability.....	<input checked="" type="checkbox"/>	Poverty/social exclusion	<input checked="" type="checkbox"/>
Race (including refugees).....	<input checked="" type="checkbox"/>	Carers (including young carers).....	<input checked="" type="checkbox"/>
Asylum seekers.....	<input checked="" type="checkbox"/>	Community cohesion	<input checked="" type="checkbox"/>
Gypsies & Travellers.....	<input checked="" type="checkbox"/>	Marriage & civil partnership	<input type="checkbox"/>
Religion or (non-)belief.....	<input checked="" type="checkbox"/>	Pregnancy and maternity.....	<input type="checkbox"/>
Sex.....	<input checked="" type="checkbox"/>		

(e) Lead Officer

Name: Pam Cole

Job title: Head of EMAU

Date: 06 March 2018

(f) Approved by Head of Service

Name: Mark Sheridan

Date: 06 March 2018

Amended on 25 June 2018 following the formal consultation

Section 1 – Aims (See guidance):

Briefly describe the aims of the initiative:

What are the aims?

Section 1 - Aims:

The overall aim of the change to service delivery was to encourage all schools to audit provision for minority ethnic and more specifically EAL learners and put an action plan in place. Access to support from the central advisory team would be more equitable across schools as opposed to being linked to numbers of referred EAL learners and the languages they speak. The proposed model increased the independence of schools to develop their own provision through devolved funding. The aim of the proposed future delivery model was to maintain achievement and inclusive practices for minority ethnic learners.

The recommended model following consultation will also aim to provide advice/guidance and time limited support for new arrivals in schools with lower numbers of EAL learners who do not have devolved funding. There would also be provision of interpreting and translating services for these schools.

As per the original proposal

the recommended model of service delivery would still aim to:

- Focus on school improvement and capacity building
- Monitor and evaluate attainment of EAL and minority ethnic learners at local authority level
- Promote school-to-school support and sharing of best practice within the current school improvement mechanisms
- Continue to improve the knowledge and skills of the school-based workforce to support minority ethnic learner achievement
- Continue to support schools to embrace diversity, pro-actively include minority ethnic learners and engage with their families

Transformation of service delivery is needed due to:

- **Continuous and on-going reductions in funding which has made the central service provision in the current format unsustainable**

In financial year 2009-2010 at its peak, combined grant and council core funding amounted to just over £2m. Since this point, there have generally been year-on-year reductions. The Welsh Government have changed funding mechanisms for financial year 2018-2019 with the indicative amount of £1.2m now confirmed. This equates to reductions of around 40% over the last nine years, with over 30% of the cuts having been in the last six years. Furthermore, there is lack of clarity about any future funding arrangements. The Welsh Government has indicated 'transitional funding' for 2019 – 2020 for all local authorities in Wales. It is undecided how this funding will be distributed but it is likely that funding for Swansea will reduce. . Potentially Welsh Government funding from 2020 onwards will cease.

- **Increasing numbers of minority ethnic/EAL learners and diversifying demand**

Demand on EMAU's services has generally grown year-on-year. The total numbers of minority ethnic learners in receipt of specialist EMAU support doubled from 1600 in the school year 2005/2006 to 3200 in 2015/2016. Termination criteria have now been introduced in an attempt to make supported pupil numbers more manageable. However, pupil numbers and referrals still remain high against the backdrop of significant reductions in staffing. Pupil Level Annual School Census (PLASC) percentages indicate year-on-year increases of around 0.8% in the numbers of minority ethnic and EAL learners. The increase from 2013 to 2017 amounts to 3.3. % for minority ethnic learners and 3.2% for EAL learners.

- **Mismatch between demand for current service provision and central resource**

There have been reductions in funding and loss of staff year-on-year for a number of years and this is highly likely to continue. At its peak, the service employed 85 staff. As of 1 September 2017, this number reduced to 43 (including 3 staff employed via the Vulnerable Persons Resettlement Programme (VPRS). As of 1 July 2018, this number has further reduced to 36 in total as seven staff have taken VR via the enhanced redundancy package or resigned.

There is now a significant mismatch between bilingual support need and provision and inequity on a number of levels. EMAU are supporting ten home languages. Criteria for allocating bilingual support to pupils now varies considerably across languages. In addition, new referrals in 2016-17 spoke over 50 languages and PLASC (January 2018) identified over 140 languages spoken amongst pupils over and above English and/or Welsh. Therefore, only early stage English learners in some languages get support and the amount of support varies depending upon the language. Provision of the current level of interpreting and translating services is also under increased strain with difficulty in meeting demand at peak times.

Over the last three years there has been around a 40% reduction in specialist teacher time allocated out to schools. This has led to significant workload issues with increased numbers of schools per teacher and escalating teacher to pupil ratios. Since September 2016, measures have been implemented to try to mitigate against these issues. Allocations to schools have been eroded over time with at least 30 schools having specialist teacher allocations of half a day or less per week resulting in 'blocking' of support rather than weekly support. Therefore, from a pupil point of view there is inequity of access to any specialist teacher support. This situation will be further exacerbated in September 2018 due to numbers of specialist teachers that have taken VR.

Currently, the work of specialist teachers straddles two support models – direct pupil support and building capacity within the schools to take on more responsibility as EMAU staffing resource reduces. There is ongoing tension between the need to drive forward the sustainable capacity building agenda and the operation of direct learner support. Allocation of specialist teacher support to schools and a number of practices and procedures hinge around pupil numbers not around evaluating schools' provision for ethnic minority/EAL learners. The two models are now incongruous.

- **Welsh Government Proposals**

The Welsh Government has recently indicated its view that services for learners with EAL and minority ethnic learners should move to more sustainable models of service delivery and has indicated transitional funds for this transformation. The recommended option suggests a model of service delivery and levels of staffing that could sustainably support minority ethnic achievement over the medium term.

- **What outcomes do we hope to achieve?**

1. Ensure capacity continues to be built across all schools to support minority ethnic learners, particularly EAL learners, to achieve to their potential via: auditing provision; developing action plans; facilitating EAL co-ordinator networks; delivering a menu of support and training; sharing guidance documents and resources
2. Maintain the progress and achievements of minority ethnic and EAL learners
3. Shift the focus of local authority support to one of school improvement rather than pupil support
4. Embed school-to-school support and sharing of best practice with regard to minority ethnic/EAL learners
5. Support schools to continue to embrace diversity, pro-actively include minority ethnic learners and engage with their parents/carers by ensuring access to interpreting and translating services

6. Ensure an equitable distribution of service and resources
7. Create sustainability in schools, the LA and region to support minority ethnic learners.

• **How will we ensure that it works as intended?**

We will:

1. Ensure overall outcomes for minority ethnic and EAL learners are at least maintained through continuing to monitor data at local authority level. If there are any dips in overall attainment for minority ethnic and/or EAL learners more in-depth analysis will need to be undertaken. Any identified underperformance in specific schools will need challenge through the current school improvement processes with support packages put in place where necessary. If any particular groups are identified as underperforming then specific strategies to raise attainment may need to be put in place across schools.
2. Monitor progress against action plans where audits on minority ethnic and EAL provision have been undertaken. Use the outcome of any such audits as a mechanism for identification of best practice and further improvement.
3. Evaluate the effectiveness of guidance documents and resources, amending and adding where appropriate.
4. Evaluate the menu of support and central training courses to ensure appropriateness and quality, adapt where necessary.
5. Ensure best practices for minority ethnic achievement/EAL learners are identified and shared via the current school improvement mechanisms
6. Monitor attendance at EAL co-ordinator networks
7. Monitor and moderate the annual EAL Needs Survey completed by all schools for PLASC
8. Monitor spending of devolved funding in schools to ensure appropriate usage and impact on learners
9. Ensure the views of learners continue to be heard through existing mechanisms such as the pupil voice forum

Who has responsibility?

- Director of People
- Chief Education Officer
- Head of Vulnerable Learners
- Head of EMAU

The initiative is being developed by the Head of EMAU and Head of Vulnerable Learner Service.

Who are the stakeholders?

- Pupils (aged 3 -19 years) from minority ethnic backgrounds including those from settled local minority ethnic communities, asylum seekers, refugees, Roma gypsies and economic migrants from within and outside of the EU, the children of overseas students
- Parents/carers from minority ethnic backgrounds in particular those who do not speak English or Welsh
- Schools and governing bodies
- Other education professionals e.g. education welfare officers, education psychologists etc.
- People Directorate
- Cabinet and all Councillors
- Welsh Government
- Press and media
- Third sector organisations – e.g. EYST, Welsh Refugee Council, City of Sanctuary, British Red Cross
- The Big Word telephone interpreting service

- Welsh Interpretation and Translating Service (WITS)
- Supply agencies – e.g. New Directions
- Swansea University and other HE/FE establishments

Section 2 - Information about Service Users (See guidance):

Please tick which areas you have information on, in terms of service users:

- | | | | |
|-----------------------------------|-------------------------------------|--------------------------------------|-------------------------------------|
| Children/young people (0-18)..... | <input checked="" type="checkbox"/> | Sexual orientation..... | <input type="checkbox"/> |
| Older people (50+)..... | <input type="checkbox"/> | Gender reassignment..... | <input type="checkbox"/> |
| Any other age group | <input type="checkbox"/> | Welsh language..... | <input checked="" type="checkbox"/> |
| Disability..... | <input checked="" type="checkbox"/> | Poverty/social exclusion | <input type="checkbox"/> |
| Race (including refugees)..... | <input checked="" type="checkbox"/> | Carers (including young carers)..... | <input type="checkbox"/> |
| Asylum seekers..... | <input checked="" type="checkbox"/> | Community cohesion..... | <input type="checkbox"/> |
| Gypsies & Travellers..... | <input checked="" type="checkbox"/> | Marriage & civil partnership..... | <input type="checkbox"/> |
| Religion or (non-)belief..... | <input type="checkbox"/> | Pregnancy and maternity..... | <input type="checkbox"/> |
| Sex..... | <input checked="" type="checkbox"/> | | |

Please provide a snapshot of the information you hold in relation to the protected groups above:

From the Pupil Level Annual School Census (PLASC) January 2018-

Based on the whole school population (3-19 years):

Pupils from minority ethnic background: **5,411 (14.8%** of pupil population)
(EAL learners: **4,290 (12.1%** of pupil population)

From January 2018 PLASC-

Pupils from minority ethnic backgrounds who have a statement of special educational need (SEN): **184 (0.51%** of pupil population)

Pupils from minority ethnic backgrounds attending Welsh Medium schools: **121 (0.33%** of pupil population)

Pupils from minority ethnic backgrounds who are also Looked After Children (LAC): **26 (0.07%** of pupil population)

18.03% (962) of all minority ethnic learners were claiming free school meals

EMAU Service Users:-

- **69** local schools are supported by EMAU specialist teaching staff (May 2018). See below:-

Primary Schools	Secondary Schools
57	12

- **Around 2,305** minority ethnic pupils, aged 3-16 years, being supported by EMAU specialist teaching staff and bilingual teaching assistants (May 2018). This includes pupils targeted for support (around 1,475) and those monitored (around 830) in conjunction with schools. (Numbers fluctuate daily due to new referrals and leavers).
- In February 2018 of the supported pupils, **54.5%** of the pupils are male and **45.5%** are female (February 2018)
- **289** pupils are in receipt of bilingual support to access the curriculum (May 2018)
- Over **140** different languages and dialects other than English and/or Welsh are spoken amongst pupils from minority ethnic backgrounds and their parents/carers (PLASC January 2018). The **10** most widely spoken languages other than English/Welsh are: Sylheti/Bengali, Arabic, Polish, Chinese (all dialects), Malayalam, Tagalog/Filipino, Urdu, Romanian, Turkish and Kurdish (all dialects)
- Pupils from all **6** main ethnic background categories attend Swansea schools (White, Mixed, Asian or Asian British, Black or Black British, Chinese or Chinese British, Any Other Ethnic Background)
- **418** formal requests for interpreting/translating were received by EMAU between September 2016 and July 2017. Of these requests **158** were for multiple families. **51** schools requested interpreting and translating services.

Information gathered on service users and held by EMAU includes:-

- **Personal information** (e.g. name, gender, d.o.b., country of origin, ethnic group, home/first language.)
- **Educational information** (e.g. School(s) attended, year group, stage of learning English as an additional language (EAL), attainment within the National Curriculum, any special educational needs, dietary requirements, attendance at community schools, etc.).

How Information is obtained/collected by EMAU via:-

- Interviews with parents/carers/pupils
- Access to the Local Authority's ONE pupil data base
- An annual needs survey undertaken across all schools in Swansea for the Pupil Level Annual School Census (PLASC)

The information gathered by EMAU on service users tells us that:-

- There are increasing numbers of pupils from minority ethnic backgrounds and those with EAL in schools across the local authority area.
- Whereas the majority of pupils from minority ethnic backgrounds attend English medium schools some attend Welsh medium schools.
- Pupil referral rates to EMAU remain high despite schools being requested to be more discerning about whom they refer. See below:-

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	2012/13	2013/14	2014/15	2015/16	2016/17	2017-18 to date (June 2018)
No of pupil Referrals	575	588	728	555	492	393

- The number of languages spoken at home by pupils is widening.
- There is a high need for interpreting/translating services for school staff, pupils, parents/carers and other education professionals.
- Pupils from minority ethnic backgrounds in Swansea schools achieve well.
- Level of proficiency in EAL is the most significant factor impacting on the achievement of pupils from minority ethnic backgrounds.
- It can take up to ten years for pupils learning EAL to develop fluency, including literacy in English
- Pupils from minority ethnic backgrounds are a mobile and transient group.
- There are increasing numbers of pupils entering Swansea schools from Romanian and Kurdish backgrounds. Some Romanian pupils are actually from Roma backgrounds although they may not identify as such.
- Asylum seeker and refugee families continue to be housed in Swansea, including those from specific schemes such as the Vulnerable Persons Resettlement Scheme (VPRS). It is estimated that 154 asylum seeker pupils of statutory schools age are in Swansea schools (May 2018)

Any actions required, e.g. to fill information gaps?

-

Section 3 - Impact on Protected Characteristics (See guidance):

Please consider the possible impact on the different protected characteristics.

Learners and their families:

	Positive	Negative	Neutral	Needs further investigation
Children/young people (0-18)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Older people (50+)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Any other age group	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Disability	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Race (including refugees)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Asylum seekers	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Gypsies & travellers	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Religion or (non-)belief	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Sex	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Sexual Orientation	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Gender reassignment	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Welsh Language	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Poverty/social exclusion	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Carers (inc. young carers)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Community cohesion	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Marriage & civil partnership	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Pregnancy and maternity	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

EMAU Staff:

	Positive	Negative	Neutral	Needs further investigation
Children/young people (0-18)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Older people (50+)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Any other age group	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Disability	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Race (including refugees)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Asylum seekers	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Gypsies & travellers	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Religion or (non-)belief	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Sex	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Sexual Orientation	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Gender reassignment	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Welsh Language	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Poverty/social exclusion	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Carers (inc. young carers)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Community cohesion	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Marriage & civil partnership	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Pregnancy and maternity	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

The impact of redundancy could have negative impacts on staff and their families due to loss of income and anxiety and stress. There should be potential for alternative employment through devolving of funding to schools with larger EAL numbers although this may be limited if schools chose to protect their own staff. In the recommended option, there are more continued employment opportunities in the central team than originally proposed.

Schools:

	Positive	Negative	Neutral	Needs further investigation
Children/young people (0-18)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Older people (50+)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Any other age group	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Disability	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Race (including refugees)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Asylum seekers	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Gypsies & travellers	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Religion or (non-)belief	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Sex	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Sexual Orientation	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Gender reassignment	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Welsh Language	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Poverty/social exclusion	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Carers (inc. young carers)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Community cohesion	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Marriage & civil partnership	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Pregnancy and maternity	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

Thinking about your answers above, please explain in detail why this is the case.

The recommended option should give schools with larger numbers of EAL learners enough funding and hence flexibility to establish their own provision. Retaining a small central service will allow access to some support/advice/guidance and interpreting and translating services for those schools with smaller numbers for whom any devolved funding would be inadequate. The focus of the central service will be more on capacity building than on-going pupil support. All schools can have access to services, such as the central training programme that build capacity. Therefore there are likely to be the following impacts:

Neutral

- The achievement of minority ethnic learners and valuing of diversity is the responsibility of individual schools so levels of attainment and inclusion should be maintained.
Many respondents suggested that there would be a negative impact on attainment, however, the evidence base from local authority benchmarking, Welsh and UK Government data and research concludes that levels or models of support do not significantly impact learner attainment. The evidence base for the impact on all learners also shows that in fact high numbers of EAL learners can have a positive impact on the attainment of all learners.
- Schools with larger numbers of EAL learners will have the independence and flexibility to establish their own provision via employing their own specialist staff specific to the school's need.
- Schools with smaller EAL numbers will retain access to support from the central service
- All schools will have access to training around minority ethnic achievement/EAL learners.
- There should be a fairer distribution of resources.
- Schools will be encouraged to share best practice with regard to minority ethnic achievement.

It is important to note that schools are subject to the public sector equality regulation for Wales. The central team will be monitoring all aspects of the delivery of this service to ensure that children and young people from minority ethnic backgrounds continue to achieve.

EMAU Staff

Neutral/Needs Further Investigation

Funding for schools will be devolved. Therefore, it will need to be used for the purposes of supporting EAL learners/minority ethnic achievement.

Schools with larger numbers of EAL learners could employ existing EMAU bilingual teaching assistants, particularly from the main language groups, for themselves thereby diversifying the school-based workforce. In addition, schools could employ EMAU specialist teachers. There are also opportunities for some EMAU staff to retain posts within the recommended model.

Potentially, there could be more opportunities for EMAU BTAs than specialist teachers as the head teachers that responded felt that BTAs were better value for money. Whilst schools can be encouraged to employ EMAU staff with their devolved funding, there is no obligation for them to do so. Therefore the outcome is to some extent unpredictable and will potentially need further investigation

Section 4 - Engagement:

Please consider all of your engagement activities here, e.g. participation, consultation, involvement, co-productive approaches, etc.

What engagement has been undertaken to support your view? How did you ensure this was accessible to all?

The formal stakeholder consultation process commenced on 28 March 2018 and concluded on 11 May 2018. Translated consultation documents were provided in 11 languages with the greatest interpreting and translating need. Details of the consultation were included weekly in the Swansea Education Newsletter, which is sent to all schools, and letters were provided in a number of languages for schools to share with parents. Information was sent to individuals and organisations with links to minority ethnic communities.

Two face-to-face drop-in meetings were organised for parents/carers with interpreters made available. These were in Bishop Gore School on 23 April 2018 and in Bishop Vaughan School on 8 May 2018.

The proposals were presented and discussed at the Pupil Voice Forum on 9 May 2018 where pupils and the school staff accompanying them were able to participate by taking part in various activities whilst the teachers had a session with senior officers. In addition, the proposals were presented in the cross-phase headteachers' meeting on 10 May 2018.

A separate EMAU staff and Trade Union consultation ran concurrently to the wider stakeholder consultation. The staff consultation commenced on 16 April 2018 and ended on 16 May 2018, in line with the legal requirement of a 30-day consultation.

There were a large number of respondents to the consultations. In total, the views of 664 respondents were represented in the wider stakeholder consultation, with 298 comments recorded. Respondents included pupils, parents/carers, school staff, head teachers and other stake holders. Respondents were from a range of ethnic backgrounds and a number of responses were received in language other than English or Welsh.

24 responses in total were received in the EMAU staff and trade union consultation representing 55 views.

What did your engagement activities tell you? What feedback have you received?

The majority of stakeholders did not agree with the proposed model. There are a number of themes that have emerged following our consultation with all the different stakeholders. These are listed below:

Key Themes

1. The support is invaluable/the service should stay as it is and should not be cut/support is specialist
2. There will be a negative impact on the progression/attainment/achievement of EAL learners
3. There will be increased workload for class teachers/school staff
4. BTA support is particularly valued for beginners in English/new arrivals/home school links
5. There is a significant need for interpreting and translating services
6. There will be an impact on the achievements/attainment of all pupils
7. Equality of access to the curriculum will be impacted upon for EAL learners
8. There will be a negative impact on the inclusion of learners and families/wellbeing of EAL learners
9. Devolving of funding should be based on numbers of EAL learners

10. Schools and school staff are not ready to take this on – 3 central staff will not be enough

How have you changed your initiative as a result?

Taking into account the main themes that emerged from the consultation, and alternative models put forward a number of points were considered and factored in to the Cabinet Report and specifically the recommended option :

The recommended option now reads as follows:

Reduced central service with some BTA support for new arrivals and schools with low numbers of minority ethnic learners. Devolve remaining funds to schools with larger numbers of EAL learners using a formula based on learner numbers and English language acquisition.

This will ensure that schools with large numbers of EAL learners have the autonomy to tailor the support required for their learners. Schools with small numbers of EAL learners will receive support from the central team.

The points below detail the key considerations taken into account from the consultation and how the recommendation seeks to address these:

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- The original model that was proposed needs to be amended with a range of options considered to reflect the differing views evidenced in the consultation. - *Three options have been included in the Cabinet Report ranging from keeping the central service to having only one performance specialist. The recommended option is deemed to most widely cover other considerations as detailed below and is the most sustainable*
- *Minority ethnic and EAL learner attainment needs to continue to be monitored at local authority level to ensure there is no future detrimental impact. – This was factored into the original proposal and will be upheld in any option decided upon moving forward. Data at local authority level will continued to be monitored to ensure there is no detrimental impact of changes to provision and challenge, support and strategies put in place if necessary.*
- *Access to bilingual support for learners needs to be factored in. - The recommended option ensures that schools with larger numbers have greater amounts of devolved funding to employ their own bilingual staff. Retention of a small BTA team centrally will allow access to bilingual support for those schools with smaller numbers of EAL learners who would not have had enough devolved funding to employ staff. However, sustainability and equity of access to bilingual support that is already an issue means there is a need to develop a wider range of strategies to build capacity within the system such as, the use of volunteers/parents and implementing the Young Interpreter Scheme.*
- *Interpreting and translating services for parents/carers needs to be available. - Schools with devolved funding have increased amounts of money in the recommended option as compared to the model originally proposed. These schools can employ bilingual staff who can also provide interpreting and translating services or can access services directly through WITS. Schools with no devolved funding and support from the central service can access interpreting and translating services from centrally employed staff or WITS. Schools with devolved funding could also access interpreting and translating services from the central team and could be recharged accordingly. Wider strategies for communicating with parents/carers need to also be built up such as more linkage with communities themselves. Work needs to be done*

- with the Welsh Interpretation and Translation Service (WITS) to build the number of more locally based interpreters in order to make these services more cost-effective.*
- *Capacity does need to continue to be built. - The recommended option ensures that there is universal entitlement to centrally run courses, guidance documents, EAL co-ordinator networks with scope for best practice to be shared within the current school improvement mechanisms. Schools with smaller numbers of EAL learners (and potentially less experience) can still have access to more bespoke advice and guidance for individual learners via the central service or can be supported by more experienced schools.*
- *The formula for devolving any funds to schools needs to be altered to be based on EAL learners not on minority ethnic learners and to be based on numbers not on a points formula linked to EAL stage and key stage. - The formula for devolving funding has been changed and now takes account of EAL learner numbers only, that is one point per pupil irrespective of key stage.*
- *Any devolving of funding to schools needs to try to ensure that adequate monies are made available to schools with larger numbers of EAL learners in order that they have the potential to employ current EMAU and other staff. This could reduce the number of potential redundancies, retain the specialism and ensure there are minority ethnic role models in schools. - In the recommended option, only schools with larger numbers of EAL learners have devolved funding. Therefore, the funding is not so greatly dissipated.*

Although many respondents suggested that there would be a negative impact on attainment there was no evidence presented that this was the case. On the contrary, the evidence base from local authority benchmarking, Welsh and UK Government data and research concludes that levels of support do not significantly impact learner attainment. The evidence base for the impact on all learners also shows that in fact high numbers of EAL learners can have a positive impact on the attainment of all learners.

The same evidence as well as the proportion of time offered in schools under the current model suggests that there is little evidence that there would be a significant increase in the workload of teachers or impact on the inclusion of minority ethnic learners. Both these issues would also be mitigated by devolving funds to schools with high numbers of EAL learners.

Any actions required (e.g. further engagement activities, mitigation to address any adverse impact, etc.):

- Provide feedback to stakeholders

Section 5 – Other impacts:

Please consider how the initiative might address the following issues - see the specific Section 5 Guidance

Foster good relations between different groups	Advance equality of opportunity between different groups
Elimination of discrimination, harassment and victimisation	Reduction of social exclusion and poverty

Please explain any possible impact on each of the above.

The proposal would give schools the ability to address the above, as they will have autonomy to further develop work in these areas.

Devolving funding to schools should advance equality of opportunity and eliminate unfairness with regard to providing individual support for pupils/families across different language groups within schools.

It is important to note that schools are subject to the public sector equality regulation for Wales. The central team will be monitoring all aspects of the delivery of this service to ensure that children and young people continue to achieve.

What work have you already done to improve any of the above?

The current service provision by EMAU works to improve the above.

Is the initiative likely to impact on Community Cohesion? Please provide details.

- Promoting awareness of linguistic, cultural and religious diversity via training for school staff
- Fostering good relationships between different groups e.g. by promoting inclusion in schools
- Ensuring that policies, procedures and practices take account of diversity at school level and create a sense of belonging whilst eliminating discrimination and unfairness

How does the initiative support Welsh speakers and encourage use of Welsh?

The majority of minority ethnic and EAL learners are in English medium schools. Under the proposed model, Welsh medium schools would have equality of access to specialist support and training.

Actions (to mitigate adverse impact or to address identified gaps in knowledge).

Section 6 - United Nations Convention on the Rights of the Child (UNCRC):

Many initiatives have an indirect impact on children and you need to consider whether the impact is positive or negative in relation to both children's rights and their best interests. Please read the UNCRC guidance before completing this section.

Will the initiative have any impact (direct or indirect) on children and young people (think about this age group holistically e.g. disabled children, those living in poverty or from BME communities)? If not, please briefly explain your answer here and proceed to Section 7.

Yes, this proposal aims to improve the capacity of all schools in the local authority to independently meet the needs of minority ethnic learners especially those with English as an additional language (EAL). The devolving of funding to schools with larger numbers of EAL learners will allow those schools more flexibility to establish their own provision and build the capacity of their staff team to ensure that minority ethnic learners continue to be included in schools and their local communities and are able to achieve their potential. Therefore, these options have a direct impact on children and young people

All initiatives must be designed / planned in the best interests of children and

young people.

Best interests of the child (Article 3): The best interests of children must be the primary concern in making decisions that may affect them. All adults should do what is best for children. When adults make decisions, they should think about how their decisions will affect children. This particularly applies to budget, policy and law makers.

Please explain how you meet this requirement:

The proposal will directly affect minority ethnic learners so that future arrangements will aim to ensure that these children and young people achieve the best possible outcomes.

The proposal relates to the following articles:

Article 3 - All organisations concerned with children should work towards what is best for each child.

Article 12 - Respect for the views of the child

Article 18 - Both parents share responsibility for bringing up their children. We should help parents by providing services to support them.

Article 28 - Children have a right to an education. Discipline in schools should respect children's human dignity.

Article 29 - Education should develop each child's personality and talents to the full.

Article 30 - Children have a right to learn and use the language and customs of their families.

Actions (to mitigate adverse impact or to address identified gaps in knowledge).

Section 7 - Monitoring arrangements:

Please explain the monitoring arrangements for this initiative:

Monitoring arrangements:

The central service will take a school improvement role to build school capacity. As part of that role, they will monitor minority ethnic learner attainment against expected end of key stage outcomes. In addition, processes will be in place to moderate the accuracy of the annual EAL individual pupil assessments for PLASC.

Actions:

Section 8 – Outcomes:

Having completed sections 1-5, please indicate which of the outcomes listed below applies to your initiative (refer to the guidance for further information on this section).

Outcome 1: Continue the initiative – no concern

Outcome 2: Adjust the initiative – low level of concern

Outcome 3: Justify the initiative – moderate level of concern

Outcome 4: Stop and refer the initiative – high level of concern.

For outcome 3, please provide the justification below:

For outcome 4, detail the next steps / areas of concern below and refer to your Head of Service / Director for further advice:

N/A

Section 9 - Publication arrangements:

On completion, please follow this 3-step procedure:

1. Send this EIA report and action plan to the Access to Services Team for feedback and approval – accesstoservices@swansea.gov.uk
2. Make any necessary amendments/additions.
3. Provide the final version of this report to the team for publication, including email approval of the EIA from your Head of Service. The EIA will be published on the Council's website - this is a legal requirement.

EIA Action Plan:

Objective - What are we going to do and why?	Who will be responsible for seeing it is done?	When will it be done by?	Outcome - How will we know we have achieved our objective?	Progress
Source additional data (as per actions) and update PLASC 2017 data to that of PLASC 2018	Mark Sheridan, Head of Vulnerable Learner Service	29 March 2018 – assuming PLASC 2018 analysis is available - otherwise as soon as possible thereafter.	Data sourced and added to EIA document	Completed
If approved by Cabinet, monitor the delivery of the new model	Mark Sheridan, Head of Vulnerable Learner Service	Ongoing	Schools' supported to provide support to this group of learners	
Update EIA following the outcome of the consultation	Mark Sheridan, Head of Vulnerable Learner Service	21 June 2018	EIA updated and approved	Completed 21 June 2018
Update EIA if Cabinet approve a different option	Mark Sheridan, Head of Vulnerable Learner Service	July 2018	Cabinet approval	
If implemented, monitor impact on learners eligible for Free School Meals	Mark Sheridan, Head of Vulnerable Learner Service	Annually	Mitigation/actions if required	

* Please remember to be 'SMART' when completing your action plan (Specific, Measurable, Attainable, Relevant, Timely).

Schools Scrutiny Performance Panel Work Programme 2018/2019

Date	Items to be discussed
Meeting 1 17 May 18	<ol style="list-style-type: none"> 1. Key issues for Education/Schools over coming year (Helen Morgan Rees) 2. Panel discuss and agree work programme for coming year
Meeting 2 7 Jun 18	Session around Science in Schools <ul style="list-style-type: none"> • Performance of schools in Science and comparisons with others • Speak to 2 Headteacher of schools who excel in Science • Leaders of Learning for Science (ERW)
Meeting 3 12 July 18 10.30am	Visit - Gowerton Primary School Green School – Foundation Phase (panel agreed to visit a school that is doing particularly well in this area)
Meeting 4 18 Jul 18 2.00pm	Pre-decision Scrutiny on the Future Structure and Delivery of the Ethnic Minority Achievement Unit (EMAU) report to Cabinet on 21 June 2018
Meeting 5 27 Sep 18 4.00pm	<ol style="list-style-type: none"> 1. Briefing on new standards for teachers and school leaders – implications/progress 2. School Improvement Service Performance update (Annual) 3. ERW Progress against Business Plan priorities locally and regionally
Meeting 6 17 Oct 18 2.00pm	School 1 – Ysgol Crug Glas Special School Amber: visit school and meet with Headteacher and Chair of Governors School include the Challenge Advisor
Meeting 7 15 Nov 18 4.00pm	<ol style="list-style-type: none"> 1. Public Questions 2. Education Other Than at School (EOTAS) - Update on progress with changes to service and accommodation 3. New Wellbeing and Behaviour Strategy
Meeting 8 11 Dec 18 4pm	<ol style="list-style-type: none"> 1. Public Questions 2. Briefing on Looked After Children Educational Outcomes 3. Briefing on the Pupil Deprivation Grant spend 4. Briefing on the availability and quality of after school/homework clubs 5. Annual Audit report (for information)

Meeting 9 18 Jan 19 4pm	1. Public Questions 2. Annual Education Performance (incl. verified data) and School Categorisation
Meeting 10 20 Feb 19 2pm	School 2 – Visit to Morriston Primary School Revisit Morriston Primary School progress and following up on the embedding of improvements (<i>as you agreed on 15 Feb</i>)
Meeting 11 21 Mar 19 4pm	School 3 – to be agreed Amber: Speak to Head and Chair of Governors of a School including preparation session with the challenge advisor
Meeting 12 2 May 19 4pm	1. Readiness for School, follow up on outstanding issues resulting from a scrutiny inquiry (<i>referred to the panel on 27 Mar 18</i>) 2. Review of the year and planning for the year ahead

In addition dates to be arranged for:

Date TBA	Items referred to the Panel from Scrutiny Work Planning Conference on 11 June – Special Education Needs (concern about increase in no. of cases going to tribunal) – School Transport ✓ Free School Meals / LAC attainment (already scheduled on panel work programme – Dec/Jan) ✓ Pupil Development Grant (already scheduled on panel work programme - Dec)
Date TBA (<i>awaiting a cabinet date</i>)	Pre-decision Scrutiny Alternative Learning Needs Reform Commissioning Review and/or ALN report legislation and implications/preparations
Date TBA – Jan/Feb	Development session to look at Draft New Curriculum
Early Feb 19	Scrutiny of Annual Budget as it relates to education matters
Date TBA	Post 16 – Pupil performance at sixth form and colleges