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 accesstoservices@swansea.gov.uk.

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

(a) This EIA is being completed for a:

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<th>Service/Function</th>
<th>Policy/Procedure</th>
<th>Project</th>
<th>Strategy</th>
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(b) Please name and describe here:

Ethnic Minority Achievement Unit (EMAU)

Transformational review of the model of service delivery provided by the Ethnic Minority Achievement Unit (EMAU) within the context of potential current and future Welsh Government funding arrangements.

EMAU have endeavoured to continue a support model that has been in place for many years to ensure that schools and EAL learners have individualised support. The current EMAU central service 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. The current model has also developed a culture of dependency compared to models of service delivery in other urban areas in England and Wales.

It is 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 is 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 will allow schools more flexibility to establish their own provision and build the capacity of their staff team.

(c) It was initially screened for relevance to Equality and Diversity on: February 2018

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

- Children/young people (0-18).......................... ☒ Sexual orientation................................. ☐
- Older people (50+).................................... ☐ Gender reassignment.............................. ☐
- Any other age group .................................. ☐ Welsh language....................................... ☐
- Disability .............................................. ☒ Poverty/social exclusion ......................... ☒
- Race (including refugees).............................. ☒ Carers (including young carers).................... ☒
- Asylum seekers........................................ ☒ Community cohesion ............................... ☒
- Gypsies & Travellers.................................. ☐ Marriage & civil partnership....................... ☐
- Religion or (non-)belief............................... ☒ Pregnancy and maternity............................ ☐
- Sex...................................................... ☒
(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
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 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 attends 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. The aim of the future delivery model would be to ensure that minority ethnic learners themselves are included in schools and their local communities and are able to achieve their potential. The model of service delivery would:

- Focus on school improvement and capacity building and move away from pupil support.
- Enable the progress and achievements of minority ethnic learners to be monitored and evaluated
- Promote school-to-school support and sharing of best practice.
- Improve the knowledge and skills of the school-based workforce to support minority ethnic learners to achieve to their potential.
- Develop the capacity of schools to embrace diversity, pro-actively include minority ethnic learners and engage with their parents/carers.
- Develop schools capacity to enable minority ethnic learners to have a voice.

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 an indicative amount of £1.2m expected. 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 beyond financial year 2018 - 2019 and it is highly likely that funding will reduce significantly going forward.

- 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.

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 2017) identified 145 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.

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 be moved to a regional footing and has indicated funds for this transformation. Swansea would advocate that the proposed model should be adopted as the regional model of service delivery and represents a minimum staffing required to cover the Swansea area.

  However, Welsh Government have not provided any detail regarding their proposal. Swansea will continue to engage with regional groups to shape any proposals.

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

  1. Raising the capacity of all schools to support minority ethnic learners to achieve to their potential.
  2. Ensure the progress and achievements of minority ethnic learners are monitored and evaluated.
  3. Promote school-to-school support and sharing of best practice.
  4. Develop capacity of schools to embrace diversity, pro-actively include minority ethnic learners and engage with their parents/carers.
  5. Develop schools capacity to enable minority ethnic learners to have a voice.
  6. Ensure an equitable distribution of service and resources.
  7. Create sustainability in schools, the LA and region to support minority ethnic learners and reduce dependency.

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

  By having a small central advisory service we can ensure that:

  1. Schools are supported to self-evaluate and create action plans
  2. Guidance documents and resources are developed
  3. There is a menu of support and central training courses
  4. Best practices is identified and school-to-school support facilitated
  5. EAL co-ordinator networks are created
  6. The annual EAL Needs Survey for PLASC is completed by all schools and is monitored and
7. Data on learner achievement and outcomes is collated and analysed

**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 bigword telephone interpreting service
- Welsh Interpreting and Translating Service (WITS)
- Supply agencies – e.g. New Directions
- Swansea University

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**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)................. ☒
- Older people (50+)............................ ☐
- Any other age group ......................... ☐
- Disability ........................................ ☒
- Race (including refugees)..................... ☒
- Asylum seekers................................. ☒
- Gypsies & Travellers........................... ☐
- Religion or (non-)belief....................... ☐
- Sex.............................................. ☒
- Sexual orientation............................ ☐
- Gender reassignment.......................... ☐
- Welsh language............................... ☒
- Poverty/social exclusion...................... ☐
- Carers (including young carers)............. ☐
- Community cohesion.......................... ☐
- Marriage & civil partnership.................. ☐
- Pregnancy and maternity...................... ☐
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 2017-

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

Pupils from minority ethnic background: 5,338 (14.6% of pupil population) (EAL learners: 4,220 (11.8% of pupil population)

Pupils from minority ethnic backgrounds who have a statement of special educational need (SEN): 178 (0.5% of pupil population)

Pupils from minority ethnic backgrounds attending Welsh Medium schools: 117 (0.3% of pupil population)

Pupils from minority ethnic backgrounds who are also Looked After Children (LAC): 31 (0.09% of pupil population)

18% of minority ethnic learners were claiming free school meals

EMAU Service Users:-

- 68 local schools are supported by EMAU specialist teaching staff (February 2018).
  See below:-

<table>
<thead>
<tr>
<th>Primary Schools</th>
<th>Secondary Schools</th>
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<td>56</td>
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- Around 2,345 minority ethnic pupils, aged 3-16 years, being supported by EMAU specialist teaching staff and bilingual teaching assistants (February 2018). This includes pupils targeted for support (around 1,545) and those monitored (around 800) in conjunction with schools. (Numbers fluctuate daily due to new referrals and leavers).

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<thead>
<tr>
<th>Nursery Pupils</th>
<th>Primary Pupils</th>
<th>Secondary Pupils</th>
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<td>160</td>
<td>1,584</td>
<td>601</td>
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- Of the supported pupils, 54.5% of the pupils are male and 45.5% are female (February 2018)
- 336 pupils are in receipt of bilingual support to access the curriculum (February 2018)
- 145 different languages other than English and/or Welsh are spoken amongst pupils from minority ethnic backgrounds and their parents/carers (PLASC January 2017). 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/collections 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:-

- The total minority ethnic pupil population in Swansea schools more than doubled between 2010 and 2014 and continues to grow year-on-year.
- All schools in Swansea have at least one minority ethnic learner (PLASC January 2017)
- There are increasing numbers of pupils from minority ethnic backgrounds in schools right 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 who they refer. See below:-

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<td>No of pupil referrals</td>
<td>575</td>
<td>588</td>
<td>728</td>
<td>555</td>
<td>492</td>
<td>332</td>
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- 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 highly mobile and transient group. Transience is being exacerbated by the increase in the number of children of overseas students attending Swansea schools.
- There are increasing numbers of pupils entering Swansea schools from Romanian and Kurdish backgrounds.
- Asylum seeker and refugee families continue to be housed in Swansea, including those from specific schemes such as the Syrian Resettlement Programme (SRP).

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

- Information on numbers of AS/refugee families to be sourced, if data is available including numbers of school-aged arrivals under the Syrian Resettlement Programme.
- It would be useful to collate information on religion, if available.
- Data to be updated once PLASC January 2018 information is available (mid to late March)
Section 3 - Impact on Protected Characteristics (See guidance):
Please consider the possible impact on the different protected characteristics.

**Learners and their families:**

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**EMAU Staff:**

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The impact of redundancy could have negative impacts on staff and their families due to loss of income and anxiety and stress. The potential for alternative employment through devolving funding to schools is limited as schools may choose to protect their staff.
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Thinking about your answers above, please explain in detail why this is the case.

The proposal to transform the EMAU to a capacity building service from one concentrating on pupil support will have the following impacts:

**Positive**

- The achievement of minority ethnic learners and valuing of diversity will be wholly the responsibility of individual schools and will not be defaulted to the responsibility of an outside agency and its staff.
- Schools will have increased 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.
- All schools, not just those with targeted provision, will have access to training and support to build their recognition of the value of diversity.
- There should be a fairer distribution of resources via universal access to the central training and support programme and through devolved funding via a formula which targets funding towards English as an additional language learners at earlier stages of English acquisition (i.e. the most vulnerable to underachievement) but also distributes a baseline amount to all schools.
- All schools will develop their capacity to provide for minority ethnic learners and their families thereby improving the choice for parents/carers and pupils.
- 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.
- Schools will be encouraged to share best practice.

EMAU staff – Potentially schools could employ EMAU bilingual teaching assistants, particularly from the main language groups, for themselves thereby diversifying the school-based workforce.

**Negative**

- Access to individualised or group support for EAL learners may be reduced if schools cannot dedicate enough resource.
- It is likely to take time to develop the new model of support and to build the skills of the school-based workforce. Therefore there may be a time lag before the positive impact of the transition is realised.
- During the transition period there may be a negative impact on pupil progress.
- Lack of sustainable funding may impact on schools’ capacity to address individual EAL learner needs
- Lack of clarity over future plans for the provision for minority ethnic achievement by the Welsh Government may impact on future service delivery models.
- Schools may use devolved funding to buffer own budgets/offset potential redundancies thereby retaining existing school staff with limited specialist expertise.

EMAU staff – There are no posts for bilingual teaching assistants in the proposed central team, if schools do not employ former EMAU staff using their devolved funding then there may be substantial job losses for this group of staff.
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?
Consultation papers will be produced in the ten key languages of minority ethnic pupil population. This will include sound files for those languages which do not have a written form. Responses will be accepted in mp4 format via the voice recording tool on most mobile devices. A child friendly version of the consultation papers will be produced. An online form will be used to aid the ease of responding.
Face-to-face meetings with staff will be convened. Communication with primary and secondary heads will be in writing and attendance at their representative groups, YCA, SCCASH and Cross Phase Group. Officers will attend the Pupil Voice Forum if applicable.

What did your engagement activities tell you? What feedback have you received?
Consultation has not yet been agreed by Cabinet.

How have you changed your initiative as a result?
See above

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

Section 5 – Other impacts:
Please consider how the initiative might address the following issues - see the specific Section 5 Guidance

<table>
<thead>
<tr>
<th>Foster good relations between different groups</th>
<th>Advance equality of opportunity between different groups</th>
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</thead>
<tbody>
<tr>
<td>Elimination of discrimination, harassment and victimisation</td>
<td>Reduction of social exclusion and poverty</td>
</tr>
</tbody>
</table>

Please explain any possible impact on each of the above.

The proposal should enhance schools’ abilities to address the above as they will have autonomy to further develop work in these areas without defaulting responsibility to an outside agency (EMAU). Self-evaluation and audit processes with regard to ethnic minority achievement will lead to action plans that should support these underlying principles.

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.

What work have you already done to improve any of the above?
The current service provision by EMAU works to improve the above.
**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 outcomes for 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 will allow schools more flexibility to establish their own provision and build the capacity of their staff team to ensure that minority ethnic learners themselves are 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.
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 the implementation of school action plans and ensure they include EAL and minority ethnic learners and their achievement.

- National Reading Test scores
- National Numeracy Test scores
- L1 & L2 (inclusive) indicators
- End of key stage indicators
- Self- evaluation processes
- Moderating EAL annual needs survey
- Review progress against school action plans
- Core visits to all schools

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:

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:

<table>
<thead>
<tr>
<th>Objective - What are we going to do and why?</th>
<th>Who will be responsible for seeing it is done?</th>
<th>When will it be done by?</th>
<th>Outcome - How will we know we have achieved our objective?</th>
<th>Progress</th>
</tr>
</thead>
<tbody>
<tr>
<td>Source additional data (as per actions) and update PLASC 2017 data to that of PLASC 2018</td>
<td>Pam Cole (Head of EMAU)</td>
<td>29 March 2018 – assuming PLASC 2018 analysis is available - otherwise as soon as possible thereafter.</td>
<td>Data sourced and added to EIA document</td>
<td></td>
</tr>
</tbody>
</table>

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