



Curriculum for Diversity Guide

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promoting adult learning

department for
education and skills
creating opportunity, releasing potential, achieving excellence

Curriculum for Diversity

**A guide for tutors and curriculum managers working
with black and minority ethnic adult learners**

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NIACE has a broad remit to promote lifelong learning opportunities for adults. NIACE works to develop increased participation in education and training, particularly for those who do not have easy access because of class, gender, age, race, language and culture, learning difficulties or disabilities, or insufficient financial resources.

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Foreword



The government remains strongly committed to adult learning for its own intrinsic value; to courses which individuals take for a wide range of reasons not necessarily linked to qualifications or to work. These courses can range from music to sport, keeping fit, information technology and basic education. Around three quarters of a million adults take part in such courses each year. We have set aside a safeguarded budget, through the Learning and Skills Council (LSC), of £210m per year in 2006/7 and 2007/8 for this type of learning – personal and community development learning (PCDL), including both family and neighbourhood learning.

We want to ensure that public funding is concentrated on those who need it most; that is, those who lost out at school or who have greatest financial need. We also want to reinvigorate this type of learning to improve its quality, widen participation and to ensure that local priorities are determined through consulting local communities, learners and potential learners. This is why the LSC is convening local partnerships to plan and co-ordinate PCDL, including the wide range of similar activities locally which are not funded through the LSC.

The Curriculum for Diversity and the development of this guide are at the heart of what we are seeking to achieve through our reforms of learning for personal and community development. We want to reach out to more people; and to make the learning more accessible and more relevant to people from all backgrounds. I am pleased that the guidance has been produced, drawing on the practical experience of tutors in different organisations – colleges, adult education centres and voluntary groups – and from different parts of the country.

The challenge now is to turn the words in the guidance into reality on the ground. We can do this through disseminating the guide but equally important is the stimulation of discussion at local level about what is practical and achievable. Many of you

are already carrying out the ideas and suggestions in the guide. We want to build on that to create a diversified range of good learning opportunities, accessible to all, in every area of the country.

A handwritten signature in black ink that reads "Phil Hope." The signature is written in a cursive style with a period at the end.

Phil Hope

Parliamentary Under Secretary of State for Skills

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- Katharine Dempsey
- Qaisra Shahraz
- David Shaw

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- Liverpool – from Liverpool Community Spirit, the Chara Trust and Novas Overtures (VCS)
- Bolton – from Bolton Community College
- Durham – from Durham County Council
- Hertfordshire – from Hertfordshire Adult and Family Learning Service

- Enfield – from London Borough of Enfield Adult and Community Learning

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- Birmingham City Council
- Blackburn with Darwen LEA
- Burngreave NDC, Sheffield
- Hertfordshire County Council

Thanks are due to all these people.

What is a curriculum for diversity?



A curriculum offer should have something for everyone and be as inclusive as possible in order to ensure that as wide a range of learners as possible can take advantage of it. However, in some parts of the country black and minority ethnic learners currently participate in a very narrow range of curriculum areas, many falling under the umbrella of arts and crafts, with titles like ‘Scratch your way to success’, ‘Learn how to become a DJ’, ‘Hat-making for the over-60s’ (aimed at Caribbean women) and ‘A stitch in time – make your own sari’.

This guide does not aim to explain why this might be the case; it does, however, present findings from learner and tutor focus group meetings, which touch on some of the possible reasons. The fact of the matter is that a complex picture emerges when looking at learner choices. These are as likely to be linked to the individual learner’s culture, as to an individual tutor’s success in securing funding to run a particular course.

Providers and curriculum managers may have to ask themselves fundamental questions when they look at what they have to offer adults, such as, ‘How can the curriculum be broadened and how can black and minority ethnic learners be encouraged to take advantage of this?’ One way is to start with the learner’s interests, whatever they may be and however relevant the tutor thinks they are, with the aim of developing these interests (see Illustrations 1 and 2, pp. 57–8) in other related subjects. For example, a learner studying music, or DJing for that matter, might also be inspired or mentored to study history, language, philosophy, science and world religion.

However, a true curriculum for diversity is broader still and needs to be properly examined in macro terms. A curriculum for diversity should encompass everything that a provider has to offer, including what is taught, who teaches it, what is known and expected of learners, as well as where learning takes place. It is a perspective on adult education that should permeate everything. It has implications for the recruitment and training of staff, for policy and procedure, for how racism is challenged

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See p. 26

and cultural diversity promoted, and for the methods and mechanisms used by providers to ensure that all learners can take advantage of good quality and appropriate provision.

chapter



The purpose of this guide



Aims of the guide

This guide is intended to support adult education providers, curriculum managers and tutors in thinking through how they can work most effectively with adult learners from black and minority ethnic groups.

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See p. 17



See the information on cultural competencies on the CD



See the 'Priorities for success' document on the CD

In developing the guide we have drawn on the experience of adult education providers in local authorities, colleges and the voluntary and community sector working with black and minority ethnic learners. It has been important to record some of the challenges that they face, as well as their successes, to determine what constitutes good practice and to try and establish what it means to be culturally competent.

One starting point for the guide was to explore the extent to which adults from black and minority ethnic communities participate in personal and community development learning (PCDL). Research and anecdotal evidence suggest that black and minority ethnic learners attending community-based adult education courses tend to take advantage of only a limited curriculum, centred on arts-based subjects. We also looked at the statistics on participation both nationally and from a small sample of providers in various parts of the country.

A number of providers submitted case studies to support the guide. The main purpose of these is to illustrate effective practice in encouraging participation, retention and success by different groups of black and minority ethnic learners across the adult education curriculum. From these we identified a range of examples of good practice, including:

- providing flexible and responsive services, delivered where and when it is appropriate for learners and, in some instances, services which are designed and delivered by community members after wider consultation;
- demonstrating how services can be re-oriented to both broaden a curriculum offer and ensure that local adults take advantage of it;

- working in partnership with the voluntary and community sector (VCS) to utilise its 'grass roots' skills and experience, while supporting the professional development of CVS staff; and
- illustrating the powerful messages that learners can take out into their communities through learning advocate initiatives.

We hope that through drawing on this practice, providers (and front line teaching and support staff) will be assisted in enhancing their responsiveness and effectiveness in working with adults from black and minority ethnic communities.

Who is the guide for?

The guide aims to ensure that providers know how to ensure that their PCDL provision is attractive to a wide range of learners from different social groups, and to be confident that their range of provision is such that when taken together there is something for everyone. The guide will be useful therefore to those working in Local Authority adult learning services, further education colleges and in the voluntary and community sector, facilitating PCDL funded through their local Learning and Skills Councils. However, aspects of the guide, most notably the chapter on cultural competencies, will be appropriate for anyone working with, or aiming to work with black and minority ethnic adult learners.

The two parts of the guide

The guide is split into two main parts: the first is aimed at tutors and offers practical advice and information based on what tutors and adult learners have said about their own experience in adult education. The second part, while of use to tutors, will probably be of greater interest to curriculum managers, given its focus on policy, planning and strategic matters, such as equality legislation and inspection.

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See the chapter on cultural competencies, p.13, plus additional information on the CD

How should the guide be used?

We hope that both those who are new to working with black and minority ethnic adults and those looking to improve their practice in this area will use the guide. In addition, there will be those of you who wish to ‘dip in and out’ of the guide, aiming to access specific information, for example statistics on participation in adult education nationally. We have therefore designed the guide so that people can easily access information and issues at different levels and can read more of the detail on case studies and statistical information.

There are three levels of access. The first is directly through this guide, the second through the supporting CD, and the third is through website links in the material on the CD.



CD access

The CD contains a wide range of useful resources not included in the guide, such as:

- more detailed case studies of those presented in summary in the main guide, as well as additional case study materials not included in the guide;
- statistical data on participation in PCDL nationally and in a number of different regions by provider;
- detailed information gathered from the focus group meetings held with students as part of the development work for the guide, including direct quotes and summary information from the questionnaires we issued; and
- detailed information from focus group meetings with tutors, including direct quotes and discussions around issues, challenges and achievements, and ideas for further reading and research.

The CD icons in the margin of the electronic version can be clicked to access the resources.

Web links



There are a number of web links in the margins of the text. Through an easy-to-navigate structure and clearly identified clickable website links in the electronic version on the accompanying CD, those wishing to carry out further research and investigate good practice can:

- visit all of the websites of those who contributed to the production of the guide – this will be particularly useful to those wishing to explore what, for example, various Local Authorities are doing in response to the challenges of engaging non-traditional learners in PCDL;
- check out further resources and visit virtual teaching and learning centres; and
- learn more about the international and worldwide discussion on engaging black and minority ethnic learners in adult education.

PART 1:
FOR TUTORS

chapter



2

**Personal and community
development learning**



See the press release of 20 May 2005 on the NIACE website

The government's view on the role and purpose of education

The key messages – learning is good for your health, your self-esteem and your employability, whatever your age, stage of previous education – are backed by solid evidence. There is plenty of passion for learning once it is unlocked, and one person's confidence spills over onto others. Adults are untidy as learners – they start from different places, have different experiences to draw on, and learn in different ways....

(Tony Blair, Adult Learners Week 2005)

While the government's priorities for adult learning, expressed in its Skills Strategy White Papers,¹ focus primarily on the economic need to develop a skilled and competitive workforce and address deficits in basic skills, the Strategy also recognises that:

A cultured and civilised society must sustain a wide range of opportunities to gain skills and acquire knowledge for their own intrinsic value. Investment in personal and community learning secures health and citizenship benefits for individuals and communities.

In doing so it acknowledges the deep conviction of many learners, communities and providers that there is interplay between personal learning and health, enjoyment, civic engagement, social cohesion and well-being, as well as employability and economic benefit.



See the CD for additional information on PCDL

Definition of personal and community development learning (PCDL)

PCDL is defined by the Learning and Skills Council (LSC) as 'learning for personal development, cultural enrichment,

¹DfES (2003) *21st Century Skills: Realising Our Potential*, July.

intellectual or creative stimulation and for enjoyment'. It encompasses community-based learning developed with local residents and other learners to build the skills, knowledge and understanding for social and community action. PCDL generally offers a broad range of non-vocational curriculum areas, and there is no requirement for accreditation or for progression to other learning.

PCDL is developed from what was previously known (and funded) as 'adult and community learning' (ACL), though it is important to note that the two are not synonymous, i.e. it is not simply a new name for the same provision.

The CD carries details of the LSC's funding arrangements and priorities for PCDL.



See 'Priorities for success' on the CD

Partnerships

The LSC is developing local partnerships for the 2007–8 business cycle to support PCDL planning and coordination, bringing together funders and providers of a wide range of related activities.

While these partnerships will concern themselves more with planning than with delivery, many examples of successful delivery of a curriculum for diversity demonstrate the power of partnerships which combine intelligence about target groups with the disparate skills, knowledge and approaches required to meet a wider range of interests and needs than any single organisation could tackle alone. It will be important that the PCDL partnerships established have within them sufficient knowledge of the needs and interests of adult learners from black and minority ethnic communities.



See 'LSC news release' on the CD

Funding principles

Trends in the funding for adult learning overall will undoubtedly affect PCDL, and place even greater emphasis on attracting prospective learners and meeting their needs well.

Overall spending on adult learning comprises contributions from the government (i.e. taxpayers), employers and learners. The rationale for the deciding who pays for what is based on



See the LSC 'Funding Guidance for FE in 2005/06' on the CD

the anticipated benefits to the contributors, with the expectation that individuals should pay more for learning where it is likely to lead them to higher earnings, or where there is less immediate financial return to employers or to the exchequer – as is the case for PCDL. So although pricing flexibility, learner support and fee remission will continue, the LSC's current working assumption on fees charged by providers – 37.5 per cent, rising by 2.5 per cent a year to 50 per cent in 2010 – means that, in real terms, learners are likely to have to pay more as providers strive to recoup revenue previously received from the LSC. Convincing people – especially those on lower incomes, as many black and minority ethnic people are – to prioritise learning over other livings costs will be a challenge, as the views set out in chapter 4 show, and participants are likely to have high expectations from the provision they enrol for. Possibly mitigating this to some extent is an undertaking by the LSC to develop a funding methodology that takes into account rates of deprivation in allocating funding.

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See p. 18



See 'Priorities for success' on the CD

Black and minority ethnic learners and PCDL

The safeguarded funding for what might broadly be described as non-accredited learning has three elements:

- Family learning
- Programmes supported through the Neighbourhood Learning in Deprived Communities Fund (NLDCF)
- Personal and community development learning (PCDL)

It is known from both research and anecdotal evidence that significant numbers of black and minority ethnic learners participate in programmes supported through the NLDCF (NIACE national evaluation 2005; local evaluations in Sefton Merseyside, 2004–5 and 2005–6; and in Liverpool, 2004–5). This is also true of family learning, where significant numbers of black and minority ethnic learners take their first steps and acquire basic skills through family learning programmes offered in schools and Sure Start Centres up and down the country.



See the CD for information on the national evaluation

The focus of this guide is on PCDL, which includes learning for its own sake and learning for leisure and pleasure. One of the fundamental questions asked of a number of black and minority ethnic practitioners and learners who participated in the research for the guide was, 'Would you spend your hard-earned cash on courses that are currently on offer in your area?' The response often given was that yes they would, but that the likelihood of take-up would be increased if learning were linked with culture, tradition and community engagement in some way.

This was an important question given that Local Authorities and colleges are under pressure to increase the income they raise through fees by charging more for courses and, in some places, offering less generous fee remission policies. It is also important since learners from many black and minority ethnic groups are among those least likely to be able to afford to pay for adult education. This means that it is even more crucial, when planning adult education services as a whole, for providers to ensure that they offer learning opportunities that are relevant and take into account, through discussion and consultation, the implications that race, class, culture and religion can have on participation.

A second central question in relation to assessing levels of participation in learning by learners from black and minority ethnic groups, asked to what extent learners pursue learning for its own sake, particularly when such learning requires both disposable income and leisure time. This meant grappling with the question of whether black and minority ethnic learners from all groups do enrol on courses with no intention of getting qualifications, their main motivation being to broaden their horizons, expand their knowledge and to gain enjoyment from studying with others.

The focus group meetings that took place as part of the production of this guide aimed to investigate learner experiences, and revealed a number of important findings about black and minority ethnic learners and adult education. Many black and minority ethnic learners do indeed engage in learning which is not linked to either progression or qualifications, and



www
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race in the
UK' on
Google
Books:
[http://books.
google.com](http://books.google.com)

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See p. 25 for
more detail

they are prepared to pay for this. But the learning they choose is often very practical and functional, and is frequently inextricably linked to culture, tradition and/or religion. An example of this is sari making. This activity is practical for Muslim women who can save on purchasing relatively expensive items that are worn every day as a mark of culture and religion.

Similarly, hat making for Jamaican women is practical and linked to one of their most significant weekly occurrences, the Sunday church service, during which women in Pentecostal halls up and down the country wear their individual hats with pride.

chapter

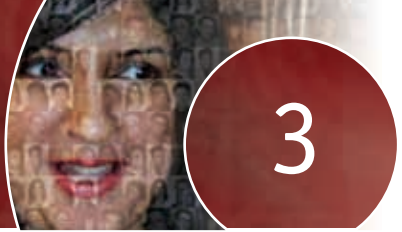


3

Cultural competencies

Cultural competencies

3



www

See the Joseph Rowntree Foundation website to download the Cultural Diversity in Britain toolkit:
www.jrf.org.uk

www

See the Homeless Link website for information on the A8 countries:
www.homeless.org.uk
Also Immigration Advisory Service:
www.ias.uk.org

www

See the Home Office website for details on the Worker Registration Scheme:
www.workingintheuk.gov.uk

The United Kingdom is probably more culturally diverse now than it has been at any other point in time. This has significant implications for adult educators, not least because they are required to have increasingly greater levels of knowledge and understanding about learners and their needs. This is particularly challenging in relation to adult education, and doubly so with reference to PCDL as it is in this area of learning that part-time tutors are most likely to reside. It is likely to take such tutors longer to learn about the culture, religion and ethnicity of their learners.

The accession of eight Eastern European (A8) countries to the European Union in May 2004 has brought with it a new wave of immigration to the UK from countries such as Latvia, Lithuania and Poland. Between May 2004 and June 2006 around 447,000 migrants from the new accession states applied to register on the Home Office's Worker Registration Scheme (WRS). Most are young adults and the majority will require support with acquiring English language skills in order to successfully access the labour market. What do adult educators need to know about them?

In addition to this, the face of society continues to change as conflicts, famine and war in other parts of the world impact on the United Kingdom. Recently various parts of the country have seen communities develop from countries in East Africa with which we have no historical contact and with whom we are not familiar. What do we need to know about them?

Though such adults are most likely to be trying to access language support services such as English for Speakers of Other Languages (ESOL), this will not be the case for all. Adult dependants will want to access PCDL programmes and will want to ensure, in many instances, that what they take advantage of relates to their culture, tradition and history.

The iceberg theory

Every one of us has our own cultural identity made up of a wide range of factors. Some are immediately visible, for

example in terms of dress or gesture; others are less obvious but nonetheless add to the essential elements that make us who we are as individuals. Social, economic and geopolitical factors all have an impact on how we relate to others and how we view the world, and are therefore also likely to have an impact on how we learn, our preferred teaching methods, and the subjects we choose to study.

The iceberg is widely used as a metaphor in theories about writing (Hemingway) and psychology (Freud), and it is also useful in relation to cultural competencies. At any one time about an eighth of an iceberg is visible above the water, the rest obscured beneath the surface. Similarly our behaviour, attitudes, values and general view of the world come from a base obscured to others that is built over the course of a lifetime through a range of influences including family, peer groups, the media and faith.

The challenge for educators is to discover how the seven-eighths beneath the surface affect learning.

The CD carries further information on cultural competencies and the reasons why they are important.

There is no consensus on exactly what everyone should know, and tutors' level of competence is not easy to measure objectively, but as a minimum educators will find it helpful to know about:

- the barriers to learning for black and minority ethnic adults;
- the ethnicity, culture, religion, and family background of the groups they work with or seek to recruit; and
- learners' language preferences and use of mother tongue.

However, educators also need to avoid the potential pitfalls of stereotyping learners according to the culture or community to which they belong. Ethnic groups are not homogenous – factors like gender, age, social class, religion, the place where they live now or the area of the 'home' country they came from can all play a part in forming an individual's choices and learning style. So all general information should of course be complemented – or superseded – by a comprehensive



Search for 'the iceberg theory intercultural learning' on Google Scholar: <http://scholar.google.com>



See: 'Intercultural Learning and Intercultural Competencies' on the CD

individual assessment of each learner. Working with classes composed of adults from a range of black and minority ethnic groups presents further complexities.

Who needs cultural competencies?

The answer is simple: everyone involved in delivering and supporting adult education, not only tutors and information and guidance workers but also people providing front-line services in areas such as reception, switchboard and catering. Cultural competencies should be firmly embedded in all policy and procedure relating to teaching and learning.

Characteristically a culturally competent organisation is one that:

- reflects diversity within its workforce;
- provides a wide range of relevant services for learners;
- institutes continuous professional development for its staff;
- meets, and exceeds, its general and specific duties with regard to the Race Relations Amendment Act 2000;
- operates from locations which are attractive to learners; and
- ensures that staff members are aware of various learning and teaching styles as they apply to race, culture and ethnicity.



For more information search for 'race relations legislation' on Google Scholar: <http://scholar.google.com>

chapter



4

Black and minority
ethnic learners'
participation
in PCDL

**Black and minority
ethnic learners'
participation in PCDL**



One of the hypotheses informing the development of this guide has been that black and minority ethnic adults participate in adult education in limited numbers and in a restricted range of curriculum areas. In order to test this, it was necessary to look at the available data.



See the CD for additional statistical information on participation in PCDL

An interrogation of a combination of nationally collected ACL data from the LSC for the academic years 2003–4 and 2004–5, and PCDL data from a sample of local providers, throws up some interesting information about participation by black and minority ethnic adults in learning. Statistical data, tables and graphs giving more detail, and further analysis in this area can be found on the CD accompanying this guide.

Participation in ACL nationally

Table 1 shows the numbers of learners from all ethnic backgrounds that participated in ACL for the academic years 2003–4 and 2004–5.

We conducted a sampling exercise to obtain a more accurate reflection of participation in PCDL. Providers based in areas with sizable black and minority ethnic populations were identified and each provider was asked to provide exact learner numbers by area of learning and ethnicity. We were then able to cross reference the data between sample providers and establish which types of PCDL adults from different black and minority ethnic communities were engaged in.

The local providers from whom 2004–5 PCDL learner data was taken were:



See the CD for statistics and case studies

- Birmingham LEA
- Blackburn with Darwen LEA
- Bolton Community College
- Bristol LEA
- Enfield LEA
- Gloucestershire LEA
- Hertfordshire LEA
- Luton LEA
- Newcastle LEA

Table 1. Actual learners involved in ACL nationally

Ethnicity	English adult (19+) population size	2003–4			2004–5		
		Female	Male	All	Female	Male	All
Bangladeshi	204300	3200	1000	4100	4000	1200	5200
Indian	539900	12400	3400	15800	13300	3400	16700
Pakistani	932700	9700	1900	11700	11100	2000	13100
Asian – other	231100	4900	1400	6300	5700	1600	7300
African	249800	6400	2400	8800	7400	2600	10100
Caribbean	475500	7800	2300	10000	7900	2200	10200
Black – other	68900	2200	900	3100	2500	900	3400
Mixed – white and Asian	121300	1100	300	1400	1200	400	1600
Mixed – white and African	53900	800	300	1100	1000	300	1300
Mixed – white and Caribbean	120400	1400	400	1700	1500	400	2000
Mixed – other	105600	1800	500	2300	2000	600	2600
White British	35734000	557500	170600	728100	546900	166100	713000
White Irish	567200	5700	1700	7400	5900	1800	7700
White – other	1316300	21600	5600	27200	23300	6200	29500
Chinese	266700	3100	1000	4200	3400	1000	4400
Other	250000	9400	3100	12500	10200	3000	13200
Not known/ provided		56900	20000	77000	54400	19400	73800



On the CD

The limitations of national ACL data

The statistics presented in this guide are a useful basis upon which to investigate participation in PCDL by adults from black and minority ethnic communities. However, they are limited in what they can tell us.

At the time of writing, the LSC was in the process of compiling statistical information on participation in PCDL nationally. Therefore, any analysis performed nationally is of ACL data and not PCDL data.

The national LSC data on ACL participation is not detailed, and does not specify the exact areas of learning that black and minority ethnic learners take advantage of. Instead, data shows only the number of learners from each ethnic minority group engaged in ACL.

Table 2 shows the percentage of adults from all ethnic groups who participated in ACL between 2003–4 and 2004–5.



Table 2: Proportionate participation of learners involved in ACL nationally (%)

On the CD

Ethnicity	English adult (19+) population size	2003–4			2004–5		
		Female	Male	All	Female	Male	All
Bangladeshi	204300	3.2	1.0	2.0	4.0	1.2	2.5
Indian	539900	2.7	0.7	2.9	2.8	0.7	3.1
Pakistani	932700	3.7	0.7	1.3	4.2	0.7	1.4
Asian other	231100	4.8	1.1	2.7	5.6	1.2	3.2
African	249800	2.8	1.0	3.5	3.3	1.1	4.0
Caribbean	475500	3.0	1.1	2.1	3.1	1.0	2.1
Black other	68900	6.0	2.8	4.5	6.9	2.8	4.9
Mixed – White and Asian	121300	1.8	0.5	1.2	2.0	0.7	1.3
Mixed – White and African	53900	3.0	1.1	2.0	3.7	1.1	2.4
Mixed – White and Caribbean	120400	2.2	0.7	1.4	2.4	0.7	1.7
Mixed – Other	105600	3.3	1.0	2.2	3.7	1.2	2.5
White British	35734000	3.1	1.0	2.0	3.1	1.0	2.0
White Irish	567200	1.9	0.6	1.3	2.0	0.7	1.4
White other	1316300	3.1	0.9	2.1	3.4	1.0	2.2
Chinese	266700	2.3	0.8	1.6	7.5	2.1	1.6
Other	250000	7.1	2.6	5.0	7.7	2.6	5.3

Headline findings

We drew eight headline findings from the data.

Headline 1: There is low participation in ACL across all black and minority ethnic groups

The data obtained from the LSC on participation in ACL shows low levels across all black and minority ethnic groups. Only a very small percentage of adults from each group are participating. Figures show that smaller black and minority ethnic groups such as those of mixed heritage participate at a higher rate proportionately than larger black and minority ethnic groups.

Headline 2: White sub-groups still account for almost all ACL learners

Learners from white sub-groups account for 90 per cent of all participants in ACL. Additional data obtained on participation in PCDL at local level also show that white participation in PCDL is high. There is a direct relationship between participation at local level and the size of black and minority ethnic communities. Local providers sampled were able to demonstrate that they were able to attract BME learners and meet and exceed their targets.

Headline 3: Black and minority ethnic learner numbers tend to reflect the size of their UK populations

Actual ACL learner numbers are highest among those black and minority ethnic groups that have the highest populations. Therefore, after 'White British', 'Indian', 'Pakistani' and 'White – other' had the highest numbers of learners on ACL courses in 2004–5 (see Table 1).

Headline 4: Proportionate participation is highest among 'Other' ethnic categories

In addition to Headline 3, participation is highest among the Asian/black/white 'other' groups in both years data. These groups may well include people from new EU countries or from other black and Asian backgrounds that are not included in the current ethnic categories. It is important therefore that systems for collecting data on ethnicity are robust enough to collect data on learners from other/new diverse backgrounds.

Headline 5: In BME groups, as with all other groups, females participate at three times the rate of men

Female ACL learners make up the majority of all ACL learners. Actual participation nationally by females is higher than among males in each ethnic category in 2003–4 (Table 1). In both years, female learners participated at a higher rate than males across all ethnic backgrounds. In both years, female learners account for 77 per cent of all ACL learners on average. Females participate in ACL (Table 2) at over three times the rate of males.

Headline 6: Participation in 'Any other' and 'Not known/provided' categories outstrips participation by any other BME group.

In both years, excluding white British learners, more learners register their ethnicity as being 'Any other' or 'Not known/provided' than in any other black and minority ethnic category. Table 1 shows that in 2004–5 over 9.5 per cent of all learners identified themselves as being 'Any other' or 'Not known/provided'. This illustrates the importance of robust ethnic monitoring procedures, and also reflects the changing face of the UK population and the possible need for a review of ethnic monitoring categories.

Headline 7: Different black and minority ethnic groups participate across many different areas of learning

PCDL data (2004–5) obtained from providers sampled suggests that black and minority ethnic learners are interested in pursuing a wide range of learning opportunities, and study a wide range of curriculum areas. These vary from arts and crafts-based subjects such as hat making, to technology-based areas such as ICT. Increasing fees and less generous fee remission policies for PCDL are likely to have an impact on take-up, particularly for those who have traditionally not had to pay for adult education – this is likely to include significant numbers of adults from black and minority ethnic communities. However, there is no such evidence available nationally.

Table 3 (see accompanying CD) illustrates which black and minority ethnic groups participate at the highest and lowest rates in each of the areas of learning, excluding white British. The 2004–5 PCDL data shows that each black and minority ethnic group participates to some extent in each of the 14 areas of learning (see Headlines 7 and 8 for further details). The areas of learning most popular with varied groups include 'Health, public service and care', 'Engineering and manufacturing' and 'Preparation for life and work'. The areas of learning least popular with black and minority ethnic groups include 'Science and mathematics' and 'Education and training'.



See Table 3
on the CD

Headline 8: Indian communities participate at a higher rate across more areas of learning than any other black and minority ethnic group

When excluding white groups, Indian learners participate at the highest rate in 'Health, public service and care', 'Science and mathematics', 'Agriculture and horticulture', 'History, philosophy and theology', 'Language, literature and culture', and 'Preparation for life and work'. Pakistani learners participate at the highest rate in 'Leisure, travel and tourism'

and 'Arts, media and publishing', while Bangladeshi learners make up the highest participants in 'Engineering and manufacturing'. Overall this means that total Asian participation is higher than any other ethnic group in nine of the 14 areas of learning.

Conclusions

1. The research conducted shows that while the changing demographics of the UK are slowly bringing about an increase in the numbers of black and minority ethnic learners participating in adult learning, ACL and PCDL courses are still mainly taken by learners from white British backgrounds.
2. The findings of much of the data given by a sample of providers challenges many of the stereotypes about the areas of learning in which black and minority ethnic adults participate. Traditionally, such learners have been stereotyped into outdated and narrow course areas. Figures show that adults from black and minority ethnic communities are involved in many new and exciting courses and can be found in different areas of learning. Innovative approaches taken by individual providers undoubtedly play a significant part in this, as do learners, confident in expressing their views about learning and in having them heard.
3. Many learners are unable or unwilling to identify their ethnicity. As a result, significant numbers of learners are categorised as either 'Any other' or 'Not known/provided'. Current categories are no longer sufficient to capture the ethnic backgrounds of large numbers of adults seeking residence in the UK.

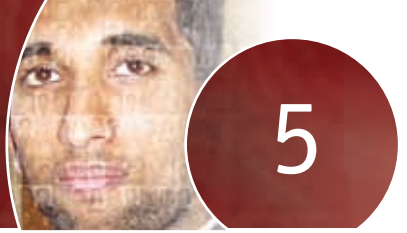
chapter



5

Views from
tutors and
learners

**Views from tutors
and learners**



This chapter recounts the first-hand experience and advice of black and minority ethnic learners and tutors. A number of focus group meetings were held with learners and tutors from a broad range of ethnic minority groups in different locations in England. Learner and tutor meetings were held separately but covered some overlapping ground, including:

- the reasons why BME adults get involved in learning;
- the barriers to participation in PCDL;
- tutors' and learners' concerns and perspectives; and
- a learners' 'specification' for a good provider.

There was a high degree of consensus and overlap between learners' and tutors' conclusions.

Details of the focus groups during which these were collected can be found on the supporting CD.



Focus Groups
on the CD

Reasons for learning

Learning has some specific functions for adults from black and minority ethnic groups, and particularly so for people still in the process of acquiring English language skills, or from small minority groups or recently arrived in Britain. These can be grouped as follows:

- *Social and community:* Learning enables people to express their traditions and language in a safe environment with others from similar backgrounds, building a sense of solidarity
- *Cultural:* Learning allows people to explore a specific aspect of their culture.
- *Economic:* Learning develops skills that enable people to meet needs.
- *Survival:* Learning develops skills needed for self-sufficiency, such as English or IT.

Learners' comments confirmed that building confidence, socialising and bonding were highly valued outcomes:

- ‘I met lots of different people and gained confidence.’*
- ‘I felt shy when I started the course, now I’m able to communicate with people easily.’*
- ‘Meeting different people from a wide range of cultures.’*
- ‘Meeting all different people and finding out about their experiences, and the time spent with my group generally.’*

For people involved in language learning and ‘learning for solidarity’ these considerations were paramount whatever the ‘headline’ subject of the course. One unintended consequence here is that people who have developed these feelings of solidarity can sometimes be reluctant to move outside their comfort zone and progress to something more challenging.

Some recurring themes emerged from the wide range of learners’ comments. Most, by far, engaged in learning for personal reasons linked to family and community. Typical responses were:

- ‘...I want to learn because it will help me to live a successful life that can lead me to being a good and positive role model for my children and for my peers.’*
- ‘My ambition is to help people who may be less privileged than myself and to put something back into the community.’*
- ‘I want to better myself and to pass on what I’ve learned to my children and the children I work with.’*

Only a very small minority were motivated by a desire for learning as an end in itself:

‘...I am an adult learner because I want to achieve something for myself. I left school before I did my GCSEs and started working at 16. I worked at the same place for 15 years. Now at home, I want to do things that I’ve missed out on – that includes my education.’

‘I am retired, and I want to learn as many subjects as possible as I am free all day every day.’

Although learners were engaged on PCDL courses, many focused on practical, instrumental concerns linked to potential employment opportunities:

‘...my ambition is to own a chain of restaurants and hair and beauty parlours in Liverpool and Merseyside.’

‘...I want to learn as much as possible, so as to increase my knowledge and job prospects.’

Many BME learners said the outcome they valued most was getting a qualification, typically citing, ‘getting my qualification and updating my CV’, ‘graduating from my course’ and ‘achieving a qualification at the end’.

Many clearly took advantage of any free or affordable provision, seizing opportunities to improve their English and gain a better insight into the education system in this country and the opportunities offered. All saw this as part of the process of aspiring to higher and better things, usually in the professions, teaching, IT and business.

Barriers to participation in PCDL

Both tutors and learners agreed that black and minority ethnic learners might be less inclined than their white counterparts to engage in learning for leisure and pleasure. Some of the reasons for this are linked to their motivations for learning, but other factors also apply. The four most common factors identified by both tutors and learners were:

- *Lack of time*: Black and minority ethnic adults are least likely to have the leisure time to participate in adult education for its own sake, particularly those working long hours in service industries and in unskilled and semi-skilled jobs.
- *Lack of money*: Over-concentrated in the poorest areas of Britain, black and minority ethnic adults are less likely to be in a position to pay for adult learning. This is a particular concern as fee remission policies become less generous and adults are being asked to pay for, or make a contribution towards, learning that was previously free of charge.
- *Insufficient perceived relevance*: Black and minority ethnic adults may not be interested in what is on offer if, as is often the case, it is based in values, cultures and traditions that they do not share.
- *Different aspirations*: There is some evidence that black and minority ethnic learners are more likely than white counterparts to want more instrumental areas of learning that provide a practical means to a particular (often employment-related) goal.

Ethnicity and gender can affect ambitions. Some Muslim women, for example, reported that they might have to gain the approval of their family before joining a particular course of study, though this is changing. Participants in one focus group reported openly challenging traditions, including the attitudes of their husbands. While some learners felt that it was religion and family that held them back, others acknowledged that things were changing and that, 'I cannot feel that my family's culture or religion has influenced me, at least not as much as it has influenced them'.

Ultimately, many learners indicated that there are challenges in being in a minority in adult education, but that 'having a strong sense of self helped me make it through to the end of the course and go on'.

In addition to the above, learners cited the following concerns as potential barriers to participation:

- The chances of learning long-term while working and supporting a family – this can limit progression.
- The prospect of having to learn with people from other cultures or who may be better-qualified or more fluent in English.
- Cultural or religious restrictions (for example some Muslim women).
- A perceived language barrier or lack of confidence in using English to find out about learning opportunities (particularly new arrivals in the UK).
- Reluctance to attend classes outside their home area, mainly due to lack of confidence in travelling and through fear of attack (an increasing concern since the terrorist attacks in New York and London).
- Tutors from different backgrounds may not understand their religious and cultural needs.



See 'Concern at rise in racial attacks' (BBC News website 22 July 2005); 'Racist attacks on the rise in rural Britain' (*Guardian* website, 27 March 2005); and 'Attacks on Muslims rise after race row' (*Independent* website, 14 October 2006)

Tutors' concerns

Most tutors felt their biggest challenge was in moving learners from their comfort zone into new areas they would not otherwise consider, while suspending their own values about what aspirations are best for people. A basic understanding of learners' background, values and parameters and a solid trusting relationship between tutors, learners and institutions can help ensure open conversations and informed choices about options.

Other approaches to support this include:

- making sure all learners are treated with dignity and respect;
- developing ways to support learners in realising their potential and achieving 'self-actualisation';
- understanding the impact of different cultures on learning and teaching styles, and curriculum planning;
- being aware of festivals and ways to work them into the curriculum, lesson planning and schemes of work;
- developing core competencies for all tutors in valuing difference and diversity;
- ensuring learners have access to a range of tutors from a

- variety of cultural backgrounds;
- engaging in ongoing training, support and continuous professional development; and
- providing interactive support to enhance lesson planning such as websites, CDs and classroom materials.

Learners' perspectives

Experiences of institutions were mixed, half-and-half, between positive and negative. Comments such as:

‘I was constantly told (because of my religion) that I was unreliable and wouldn't accomplish what I wanted in life.’

‘Yes, I had knowledge of European issues, but most of the time I felt that no one knew anything about me.’

‘Much of my experience was confrontational, particularly when I was seeking to express my culture – this was challenged by Euro-centric ideology.’

‘There was no awareness of my culture or religion.’

‘I don't really think they did [have an understanding of my culture and religion]. I am from an African Caribbean background.’

were evenly balanced by an equal numbers of learners who said that their institutions were supportive and felt their religion or culture did not affect their experience of adult education at all. Still others acknowledged institutions' sensitivity towards religious festivals like Eid and Diwali and routine observance (such as providing prayer facilities and time off on Fridays for Muslim staff).

Interestingly, many learners distinguished between their experiences of institutions as a whole (largely negative) and the significant (positive) impact of individual tutors, typically commenting:

‘Yes, they help me with the right support and financial help to keep me studying.’

‘I didn’t need any help during college because I understood all my courses, but a tutor did take a lot of interest in my course and how I was getting on.’

‘Yes, my tutor was very helpful. She kept coming to each student and asking if they needed any help individually. I think that this is good practice and every instructor/tutor should be encouraged to adopt this practice.’

‘All the tutors that I’ve worked with have been excellent. They’ve bent over backwards to keep all students on course.’

Learners called for more black and minority ethnic tutors. One commented particularly on the improvements in communication when tutors speak the same language as students. On the other hand, another notable comment was that,

‘Teachers who are not from the ethnic communities are becoming more aware also of traditions and cultures. In some cases it might be worth having teachers from the white/indigenous community teaching people from ethnic minority backgrounds. This would help learners to “open” thinking and might make it easier for learners to adapt.’

Learners’ ‘specification’ for a good provider

Learners considered that an institution’s capacity to meet the specific cultural and religious needs of learners, and ensure that these are taken into account during curriculum planning and in teaching, depends on how effective it is in:

- making sure that staff understand the specific learning needs of black and minority ethnic adults;

- using legislation to ensure that staffing is representative of the learners that services are being provided to; and
- supporting continuous professional development for all staff.

Adults at one college were particularly positive about their experiences, citing the following reasons:

- Learning was community-based.
- Many staff were from a Muslim background, as were the learners.
- All staff, irrespective of race or religion, demonstrated a full commitment to helping all learners realise their full potential.
- Staff were fully aware of the interplay between religious observance and learner behaviour, and planned accordingly.
- Staff had thorough knowledge about the local community and long experience of providing community-based services.

Learners also suggested a number of ways in which tutors might better provide for them on a cultural basis:

- Providing more community-based services.
- Offering a more culturally diverse curriculum.
- Re-thinking teaching methods and taking into account that learners from certain black and minority ethnic groups are often used to teaching and learning styles, which differ from those of European adults.
- Getting to know learners better and finding out more about their background.
- Interacting more with learners.
- Widening out Euro-centric viewpoints: 'tutors should make themselves more culturally positive ... they should not deny cultures in order to bolster up their own'.

Summary

The reasons why black and minority ethnic learners participate in adult education, and in their various areas of learning, are many and complex, but there are a number of repeated messages from both learners and tutors that will help in getting it right. Chapter 7 looks at what it might be useful for tutors to consider when working with black and minority ethnic adults.

7

See p. 39

chapter



6

Tips for
success

Tips for success



Inappropriate actions, even if thoughtless and not intentional, impact on the experience of black and minority ethnic learners. These are often compounded with certain groups of learners. For example African Caribbean learners who have had all of their statutory educational experience in Britain, and having taken a giant leap of faith back into adult education, may find their efforts are hampered because of a careless word or phrase, or simply because the institution does not ‘speak to them’ or reinforce anything about their experience or culture.

Of course, it does not have to be this way, and tutors can take a number of simple steps in order to ensure that they are supporting black and minority ethnic learners in realising their full potential and in getting to where they want to go.

It is possible to do it right and to do it well. Our focus groups, the case studies in Chapter 8, and other evidence such as that gathered from reading ALI/Ofsted inspection reports, offer proven ways that the curriculum, and the way it is delivered, can help black and minority ethnic learners succeed.

Other chapters in this guide seek to explain the context in which learning for black and minority ethnic groups happens, some of the influential factors and the reasons why people feel and behave as they do. Here we distil the learning points from this material into pointers to stimulate readers to think how their own provision measures up.

8

See p. 43



See the CD for further information on the focus groups and case studies

www



See the ALI website for their ACL inspection grades, diversity strategy, and the Chief Inspector’s Report 05–06

Tutors’ own ‘ten points to ponder’

1. Find out some of the *basics about your learners’ culture, religion and tradition*. Watch what others in the group do. If in doubt, ask! If you can’t find out, play safe and avoid actions you suspect could prove problematic, such as a male tutor offering to shake the hand of a Muslim woman.
2. Be aware that *tensions may exist between different groups of learners from the same country* (following conflicts in Somalia and Rwanda, for example) and consider how these might affect classroom dynamics.

3. Be *conscious of your own cultural values* and be prepared to put them aside to make learners feel comfortable. African students, for example, tend to hold teachers in high regard and may offer to carry bags and books and help out in the classroom – why not allow them to do this?
4. Understand that *expectations of the student/teacher relationship* may vary in different cultures. People who attended school in the Caribbean, for example, often expect a more traditional and authoritarian style from their tutor than is usual here.
5. Be aware of the extent of *religious traditions and festivals' impact on everyday life*, and plan this into your provision. Ramadan fasting, for example, is likely to have an impact on learners' ability to participate in more demanding sessions such as giving presentations.
6. *Resist stereotypical thinking*. Muslim learners, for example, are not all the same – they may come from Arabic, African or European countries, be black-, brown- or white-skinned, and interpret the Quran differently, ranging from 'fundamental' to liberal in their faith. Be aware of the differences in what on the surface might appear to be the same.
7. Explore ways of *blending different cultures, traditions and history into the curriculum* to engage black and minority ethnic learners. Irish traveller communities like to celebrate births and marriages ostentatiously through bouquets, posies and flowers – how could you use this knowledge to enlist them into learning?
8. Be careful about the *use of language to describe people*. Terminology is ever-evolving and terms used to describe black and minority ethnic adults are not always universally acceptable. Preferences even within one community can vary according to age, gender and social class.

9. Foster *close links with community organisations* which can provide a bridge between your institution and black and minority ethnic groups you may be trying to reach. Community organisations can facilitate a two-way dialogue, helping you understand and meet needs as well as persuading community members of the value of learning. Make sure you always acknowledge their contribution and the mutual benefits in the relationship.

10

See p.69



See the Office
of Public Sector
Information's
website for the
RRAA:
www.opsi.gov.uk

10. Explore all avenues for providing *mentors and role models* since these are so very important to successful learning for black and minority ethnic adults. Enlist staff, volunteers, 'senior' learners and peers or other agencies – anywhere there are suitable candidates. It shouldn't be a cheap option – invest in job descriptions, training and ongoing support. Positive Action under the Race Relations Amendment Act (see Chapter 10) could help make your staff more representative of the learners you work with.

Tips from learners

1. Remember that *whatever the course's focus*, black and minority ethnic participants are most likely to be learning in order improve their confidence and social contacts, their job prospects and, for some, their English language skills.
2. People are more likely to join in and stay the course if they know there will also be *others from their own background* studying.
3. *Delivering learning within communities* can help overcome problems with language and confidence as well as with cultural restrictions.
4. Providing *tutors from the same background* and/or language community can help in building common ground.

chapter



Embedding
equality within
the curriculum


Embedding equality within the curriculum

Embedding equality within the curriculum

7

Equality and diversity in curriculum development, design and delivery

After the success of enrolment comes the challenge of maintaining a learner's interest and commitment. The curriculum can be a powerful tool for engagement, but it can also alienate – for example, black and minority ethnic groups may not warm to an overly Euro-centric focus that draws its examples and illustrations only from Europe and ignores people, places or achievements from elsewhere in the world. Drawing on providers' direct experience, we know that successful inclusive curriculum planning includes the following features:

www

For
curriculum
guidelines see
the FAQs in
the advice
section of the
LLU+
website:
www.lsbu.ac.
uk/lluplus

www

Search
Google
Scholar,
[http://scholar.
google.com](http://scholar.google.com),
for 'guidelines
on language
and
terminology –
race'

- Curriculum planning that takes account of equality and diversity issues, aiming to be inclusive wherever possible through schemes of work, guidance to staff and curriculum audits for equality.
- Curriculum delivery that provides opportunities for learners from different backgrounds, cultures, class and status to use their existing knowledge and experience to contribute to learning, and makes it clear that these contributions are valued.
- Staff making sure the curriculum and its delivery are accessible to a diverse range of learners.
- Regular and systematic reviews of all learning materials to ensure that they contain no bias or negative stereotypes.
- Staff at all levels actively promoting equality and diversity in teaching and learning through the teaching methods used and through the choice of curriculum content.
- Examples used in course materials that are appropriate and accessible to all. There are conscious efforts made to ensure examples and illustrations are widely drawn – so French language students hear the French spoken in Africa on tapes used in the classroom for practising listening skills as well as that used in France; art, craft and design students are shown, and encouraged to experiment with, designs taken from

many different cultures; the music used in exercise classes reflects different cultures and rhythms; the research tasks used in classes helping people learn how to gather information via the web also include tasks which will require information from different parts of the globe.

- Whenever possible equality and diversity issues are identified as themes or topics for discussion or exploration within the curriculum.
- Language used in course materials is appropriate and avoids discrimination against any particular learner groups.
- Timing of classes and assessment fits broadly with known learner needs and constraints (for example prayer times).
- All learners being able to join in visits, social activity and trips, or being offered valid alternatives where prevented from doing so (for example by religious holidays or cultural considerations).

Embedding equality and diversity throughout the curriculum

While promotion of equality and diversity is a common feature in some curriculum areas more frequently chosen by black and minority ethnic learners (history or crafts, for example), tutors seem to find it more challenging to embed the issues consistently across the whole curriculum. With some thought, and access to a broad range of curriculum resources, however, tutors can explore issues of race, culture and diversity in all curriculum areas, as the suggestions below show.

Learning providers who score highly on equality and diversity:

- target courses precisely at specific communities or groups within groups – particularly beneficial in trying to attract women from (some) Asian communities, for example (see case studies from Blackburn with Darwen on ‘Flexible and Responsive Services’ and Bolton College on ‘Learning Ambassadors’ in Chapter 8);



See the document 'Equality and Diversity: Language, Terminology and Etiquette', at: www.5boroughpartnership.nhs.uk

- use the information students provide on enrolment (for example on ethnic background or religion) in the planning of programmes of study and schemes of work in order to ensure the curriculum is really relevant;
- integrate basic skills and language support into the curriculum and provide this, as well as translators, for a variety of subjects;
- recognise that progression is ultimately important – even if it does not always seem so just yet – to many black and minority ethnic learners, and tailor teaching and learning methods to meet these aims, along with remodelling the curriculum to allow for ‘small step’ achievement and progression;
- bear in mind the powerful effect of role models, particularly for learners taking their first tentative steps back into education, and take steps to ensure staff and volunteers reflect the social profile of the local area;
- recognise the importance of peer-to-peer influence, and develop their learners and ‘graduates’ as advocates for learning and for the provision they offer; and
- promote the key message that ‘race equality benefits everyone’.

chapter



8

Case studies



www

See the ALI
website
www.ali.gov.uk

In order to get a feel for how providers are working with black and minority ethnic learners in various parts of the country, we thought it would be useful to make arrangements for some project visits. The starting point for visits was initially ALI reports, particularly those reports that identified providers that had achieved grade 1 for their work around equal opportunities and equality and diversity.

We also realised, however, that providers, more often than not, engage in continuous improvement of services and that there were many adult education services that did not necessarily achieve a grade 1 through their inspections, but were participating in forward thinking and innovative projects and successfully engaging black and minority ethnic learners. And of course many services were between inspections, working strategically through their action and improvement plans.

There were several providers that NIACE was aware of that could not fully participate in the project. Where this was the case, such providers were invited to submit case studies. What follows is selection of those case studies. You will find fuller illustrated case studies and additional background information on the supporting CD.



Good practice

Within the context of the guide, good practice relates to initiatives that have served particular purposes in relation to attracting, retaining, or engaging black and minority ethnic learners in adult education. All of the following case studies have a short introduction which explains the reasons behind their inclusion in the guide, and what, we think, makes them examples of good practice.

The case studies are more aligned to the community development end of the PCDL spectrum. They identify the power that education has to build on individual capacity, in getting adults to participate in areas of their lives that are most important to them. These are often linked to the welfare of the

learner and of their families and their communities. One or two case studies do, however, demonstrate the importance of hat making and flower arranging to specific black and minority ethnic communities and show the important links between these areas of engagement and culture and tradition.

a) Birmingham LEA – Childcare Programmes

This case study illustrates a different approach to engaging with black and minority ethnic parents, getting them to take their first steps into learning and then progress on towards a career. Specifically, it shows how important childcare programmes can be as an initial hook into education, and how, once in, learners can then see benefits for themselves and their families, encouraging progression onto accredited, more employment-orientated courses.

Birmingham Adult Education Service's Quinborne Centre is emerging as a Centre of Excellence for childcare training, and is one of the main centres providing this training in the south of the city, attracting learners from up to 30 miles away.

Quinborne offers the complete range of childcare training. Learners start with generic introductory courses before making a choice about the direction they want to follow – Teaching Assistant, Classroom Assistant, or Children's Care, Learning and Development at NVQ Level 2. These provide the first steps into a career working with children and offer real opportunities for learners to progress into rewarding employment. The childcare courses have also pioneered embedded basic skills, with additional support provided to support literacy and numeracy. 2006 saw a big increase in male learners onto these courses, from a man made redundant by Rover to a qualified teacher from Africa who wanted to learn about



See the CD for a fuller, more detailed version of this case study



See the Birmingham Adult Education Service website:
www.bgfl.org/services/baes/

British education by working in a classroom setting under the guidance of a UK teacher. This represents an encouraging shift in social attitudes and a move away from gender stereotypes. Childcare presents a new employment route for men as more traditional job opportunities decrease in the region, and give these non-traditional learners the opportunity to be great role models for local communities.



On the CD

www



See the
Birmingham
Adult
Education
Service
website:
[www.bgfl.org/
services/baes/](http://www.bgfl.org/services/baes/)

b) Birmingham City Council – Punjabi for Beginners at the Martineau Education Centre

This course was set up at one of the service's larger community venues in an area with a predominantly white British population. It demonstrates the importance of meeting the needs of minority populations that may be isolated. The case study also illustrates how providers can be flexible and responsive through listening to learners and in so doing encourage participation from 'reluctant' adults, in this case Asian men.

The course was initially planned and programmed as part of ACL provision in response to enquiries from second and third generation Asian people, who were not fluent in Punjabi and wanted to increase their knowledge of their partner's or grandparents' first language. The course attracted both male and female learners, the majority from an Asian background, including some who had a working knowledge of the language but were not confident in conversation and in constructing complex sentences.

The beginner's course ran successfully for a year and further progression was planned through a new intermediate course for the following academic year.

c) Blackburn with Darwen LEA – ‘Our Zindagi’ group

Blackburn with Darwen Council is known for its ability in ensuring that learners get the sort of provision that they want, and for it to be located where learners want it. Adult education service organisers have been successful in working with learners from black and minority ethnic communities, empowering them through learning to both make choices about the type of learning that they want to engage in as well as how to organise it.

‘Our Zindagi’ is a local group organised by volunteers for ladies who are 50+ from an Asian heritage. It was formed initially to enable them to meet and socialise outside their own homes and is located at the Audley Neighbourhood Learning Centre, within walking distance for participants.

The Council’s Asian Heritage Development Officer (AHDO) was invited to talk to the group about learning opportunities to help them develop skills and interests, and the way that the Council could work with them. Focusing on leisure and healthy living, massage was chosen for an initial course (as many prospective participants experienced aches and pains) and the content, outcomes, course length, venue and timing (including tea breaks) were agreed, informing the scheme of work, later developed further by the tutor. The AHDO joined the final session to elicit feedback and suggest next steps. With English language identified as a priority by participants, a tutor was enlisted to design a course in the same flexible, tailored way.

Growing in confidence, the group also began working with a Council Neighbourhood Learning Planning (NLP) Development Officer to explore a role in community involvement. The ESOL course (see above) was an important first step. Using these skills, the group negotiated



On the CD



www
See the
Blackburn with
Darwen
Borough
Council website:
www.
blackburn.gov.uk

with a range of agencies to deliver a conference called 'Health matters to ladies over the age of 55 years' in November 2006. The work for this included researching community interests, designing the programme, costing the event and making the case for funding. Based around the conference, the group has started working with a similar group based in another location, and has formed links with the Kashmiri Association, enjoying exchange visits and meals.



See the CD
for a full case
study



See the
Bolton
Community
College
website:
[www.bolton-
community-
college.ac.uk](http://www.bolton-community-college.ac.uk)

d) Bolton Community College – Learning Ambassadors Project

This project demonstrates the importance of advocates in attracting black and minority ethnic learners to adult education – in this case, community-based PCDL. While the Learning Ambassadors training was not in itself provided under PCDL the majority had started out in this kind of provision, so the example illustrates why many black and minority ethnic learners enrol on PCDL programmes with the intention of progressing subsequently into learning linked to advancement, further training and/or employment.

Beginning in 2002, there are now Community Learning Ambassador (CLA) groups set up in all five targeted wards which are among the most deprived in Bolton Metropolitan Borough. The overall aim is to equip local community members to promote learning opportunities actively to family, neighbours, friends and peers. Through training, volunteering and paid work opportunities, CLAs promote and support ACL by:

- helping learners to overcome barriers to learning;
- providing practical and emotional support to learners – for example, helping people with enrolment and accompanying them to their first session;
- promoting learning opportunities within Bolton Community College;
- undertaking local research for statutory agencies;
- working with Area Learning Co-ordinators to identify local learning needs;
- using community development techniques to widen participation;
- staying in touch with research respondents to provide feedback on action taken; and
- attending community events and networking with local groups.

Learners join the project at any level, from basic (possibly with limited language skills) to degree holders. Training leads to Open College Network accreditation, and CLAs working as paid staff can take advantage of career development opportunities through the college.

The key elements of success in training CLAs are:

- accessibility to learners at a local level;
- effective careers advice and guidance;
- learner-led training leading to Open College accreditation at levels 1, 2 and 3;
- effective networking, partnership work and community capacity building;
- appropriate, integrated work experience;
- paid sessional employment;
- appropriate educational and emotional support for learners; and
- effective team work at all levels between CLAs, support workers, tutors, coordinators, curriculum leaders, programme manager and the college director for ACL.



On the CD



See the
Hertfordshire
LEA website:
[www.
hertsdirect.org/
scholearn/adult](http://www.hertsdirect.org/scholearn/adult)

e) Hertfordshire Adult and Family Learning Service – Black and minority ethnic communities in Hertfordshire

This case study shows how a statutory provider such as a Local Authority can better approach learners it has previously struggled to reach by working through voluntary and community sector groups that are closer to target communities. It illustrates a way of responding to the shifting demographics of its population and acting on increased awareness of learners' ethnicity, interests and needs.

To realise its vision to 'enable all black and minority ethnic communities in Hertfordshire to have equal chances to engage, actively participate and achieve in adult learning', Hertfordshire Adult and Family Learning Services (HAFLS) commissions 15 voluntary and community sector providers to deliver learning to black and minority ethnic communities across the county, making the most of their proven success in targeting and attracting under-represented learners.

Dacorum CVS has been particularly proactive in engaging black and minority ethnic adults, delivering learning in the community and also in the local prison which has a high number of offenders from black and minority ethnic backgrounds. Innovative programmes such as African drumming, cultural cookery and yoga have proved successful here.

The CVS has also run successful capacity-building activities for local black and minority ethnic community and voluntary groups, which led to training for community tutors from black and minority ethnic backgrounds. Following work on developing management structures and staff, a pilot involved community members in running learning in the community, and a programme was then developed specifically to train tutors from black and minority ethnic backgrounds through activities including:

- a City & Guilds 7307 qualification;
- a bilingual IT project; and
- delivering ‘Cultural Awareness in Schools’ sessions in schools.

Close liaison between the CVS Project Co-ordinator and local partners from statutory organisations was crucial to success.

f) Leicester City LEA – Learning Pathways

The Learning Pathways case study was chosen because it shows the importance of developing strategies to engage with hard-to-reach black and minority ethnic groups. Progress can be slow, and developmental work requires a long-term plan.

The case study shows that with a flexible approach, and allowing time for development, softer outcomes such as confidence building can be achieved, and that learners from traditionally hard-to-reach backgrounds can make progress to wherever their interest takes them.

As part of the Learning Pathways project learners were initially offered one-to-one support in order to establish what individuals wanted from their learning. Each learner then embarked upon a free short learning programme/activity to introduce them into adult learning.

Following time to reflect upon their long-term skills needs, employment opportunities and life goals, Learning Pathways workers provided assistance in helping learners to overcome any barriers they might have which were preventing participation. Barriers that learners identified included finance, childcare and language. Thereafter, learners were ready to participate in learning that was suitable for them and individually tailored. Project organisers were in a position to address some of the barriers facing learners, aiming to remove them through



On the CD



See the
Leicester City
Council
website:
[www.
leicester.gov.
uk](http://www.leicester.gov.uk) for adult
and
community
education

the provision of additional services such as childcare facilities and providing all courses at limited or no cost to learners.

Much of what has been delivered through the Learning Pathways project is at the 'softer' end of learning and is linked to PCDL. This includes:

- improved communication skills;
- increased confidence;
- increased happiness;
- a sense of well-being and purpose;
- positive attitudes towards learning; and
- retention of learners through short preparatory informal programmes.

In addition to the softer outcomes listed above, the Learning Pathways project also helped move people on to further learning, volunteer work and employment. Learners with significant skills gaps needed to undertake some 'soft skills' support together with more skills-based learning before being in a position to access the labour market, or accredited training.

Those encouraged into further learning often moved laterally rather than vertically. Any movement into further learning was regarded as an achievement, with many learners preferring to just 'dip their toe in the water' without the pressures of qualifications and continual assessment.

Working with community groups to explore volunteering opportunities was undertaken in some parts of the City, particularly with older community members who had time and energy to act as mentors and were still keen to take part in activities leading to further learning.

Pathways workers reported some of the main rewards of the project were working with new, reluctant and 'not for us' learners, and in helping them to undertake a learning experience which was positive, interesting but at the same

time challenging. Having flexibility within the role meant that workers could be truly responsive to individual learner needs and experiment by trying different approaches to engage with new learners.

Outreach workers also highlighted the importance of making strong partnership links and becoming known within the communities in which they worked as well as working alongside other professionals in a respectful environment.

g) The Pakistan Muslim Centre – Sheffield

The Pakistan Muslim Centre (PMC) was established in 1987 to provide a place for the Pakistani community to meet to address community issues. The centre provides a 'gateway' that builds capacity for the welfare of the community of interest through practical support, advice, information and promotion in health, education, training, welfare, social aspects and culture in partnership with other agencies. The following case study demonstrates the importance of the voluntary and community sector in providing adult education services for black and minority ethnic adults generally, and the specific role that specialist black and minority ethnic VCS organisations can play in attracting such learners and encouraging them to take advantage of areas or learning that they would perhaps not be confident enough to access through other educational settings.

The PMC carried out extensive research locally, regionally and nationally to find out why Pakistani communities can become socially excluded, and why adults from such communities tend not to get involved in learning activities. From the outset of the research, it became apparent that many of the reasons for lack of participation were associated with culture, language, lack of awareness on the part of providers of the needs of Muslim learners and learning being delivered outside of Pakistani communities.



On the CD



See the PMC
website:
www.pmcuk.org

On the basis of the research, the PMC decided to develop and deliver a range of initiatives to engage the disaffected, and encourage them into learning:

- A Learning Champion was recruited to promote learning within the community. This person visited a number of organisations and talked to learners with a view to identifying learning opportunities that they would be interested in.
- Female outreach workers were employed to visit women in the community and make them aware of what PMC could offer them.
- Courses were delivered at more flexible times to help encourage learners to attend (for example taxi drivers' courses were held during lunch time, and for women at times when their children were at school).
- The PMC worked in conjunction with local mosques to deliver formal and informal learning in a setting Muslims felt comfortable in.

As a result of these and other initiatives a learning programme was established and delivered from the PMC. The aim of the overall programmes was to engage the community in a range of educational activities that were initially based on 'leisure' learning, and included:

- citizenship classes for those wishing to acquire British nationality;
- communication, employability and life skills for new arrivals;
- employability and confidence building for women;
- community languages that include Arabic and Urdu;
- Islamic programmes that included Islamic Awareness, Art and Islamic Counselling;
- health activities to address emotional and well-being issues;
- construction skills; and
- PC maintenance and repair.

h) Dacorum CVS – Multicultural facilities in Hertfordshire

This case study shows how a traditional provider such as a Local Authority can better approach learners it has previously struggled to reach by consulting through the voluntary and community sector. It also shows how an initiative can support in the development of skills and knowledge in a twofold way, with participants benefitting from carrying out research into the development of a centre and thereafter taking advantage of the centre's learning offer.

Hertfordshire's work with Dacorum demonstrates the importance of working in partnership in order to maximise the benefit that adult education can have on learners.

Community leaders in Dacorum highlighted the need for a multicultural centre in the area. To support this initiative, in 2002 Dacorum CVS conducted research in the local area to identify the need of local black and minority ethnic groups for such a facility to express their religion and culture. The research was community led, and a group of people from the various black and minority ethnic communities received training from neighbourhood initiatives to undertake research within their own communities. The research was overseen by a steering group, which included leaders of relevant community groups.

Supporting the first stage of research was a series of focus groups held at a later date with members of the different black and minority ethnic communities in the Dacorum area. Focus groups were held with the Chinese community, Indian community, Muslim men, smaller communities, Muslim women and community leaders.

Discussed with the black and minority ethnic communities through interviews and focus groups were possible future learning opportunities that could be delivered through the proposed new multicultural centre. The research helped identify what the learning needs and wants of the local black and minority ethnic communities were, what barriers existed stopping the uptake of these opportunities and what would help address these issues.



On the CD



See the
Dacorum
CVS website:
www.dacorumcvs.org.uk

Conclusions

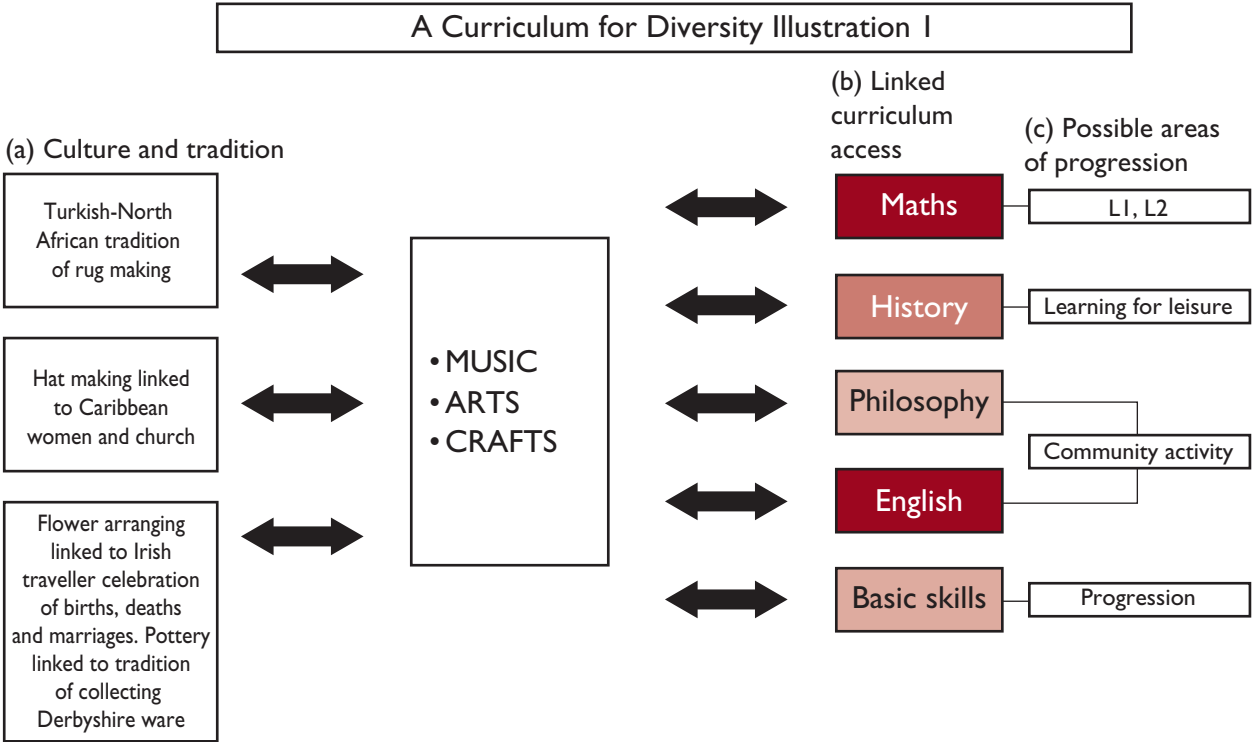
All of the case studies demonstrate that it is important for providers to carefully consider their approaches to planning provision. This relates as much to the programmes of learning that are made available as it does to who provides them, and the knowledge that tutors in particular have of their learners.

Illustrating black and minority ethnic learning

From what learners say about their reasons for learning, a complex picture emerges which relates as much to learner culture, as it does to learner aspirations – both of which are linked.

It may be useful to view black and minority ethnic participation in adult education in an illustrated form. Illustration 1 (opposite) is an attempt to show how a tutor might take a learner-centred approach in order to move learners into a broader range of learning areas having initially engaged them in areas of learning relating to culture, tradition, language, and so on.

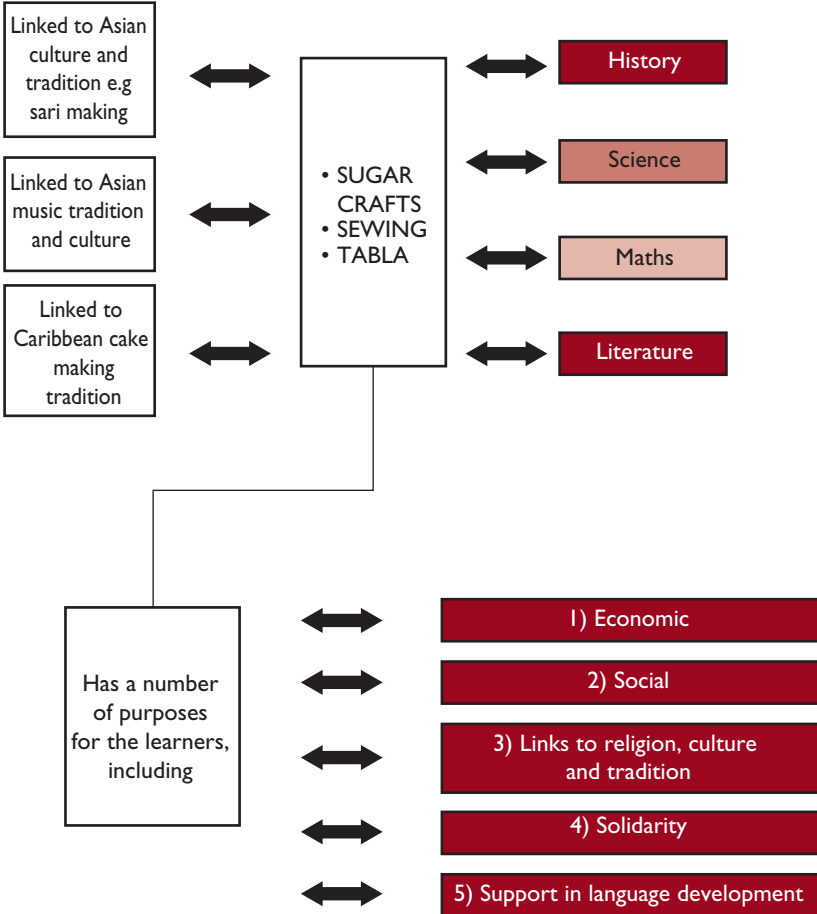
Illustration 2 (p.58) is an attempt to show some of the reasons why black and minority ethnic adults engage in PCDL. It suggests that learning for leisure and pleasure is rarely a motivation for these adults to learn, and that more instrumental motivations are often their key drivers for learning.



A Curriculum for Diversity Illustration 2

Culture and tradition

Linked curriculum access



PART 2: FOR
CURRICULUM
MANAGERS

chapter



9

Inspection



This section of the guide offers practical advice and suggestions relating to the inspection of adult education services. It is not meant to be a comprehensive tour through all aspects of inspections, but rather a whistle-stop tour of specific aspects of the inspection process, homing in on the implications that these have for equality and diversity and working with black and minority ethnic learners.

Equality and diversity are central to the inspection process, as an individual theme and as a crosscutting issue across most, if not all, aspects of adult education. This chapter offers practical advice for providers on the inspection of adult learning, focusing on specific elements that have implications for equality and diversity. It highlights the areas that inspectors are likely to focus on, explaining what to expect from the inspection process. Fuller and more general information is given on the supporting CD, as well as ideas for follow-up work and links to guides, policies and strategies that may be of use.



The Common Inspection Framework

The Common Inspection Framework provides a general framework for all inspections conducted by Ofsted and previously by the ALI. It identifies key aspects for inspection, organised under five key questions and a section on overall effectiveness. Inspectors carry out all inspections using the Common Inspection Framework. Their focus in particular is on the experience of the individual learner. The Common Inspection Framework applies to all types of provider and can be used to compare different providers' provision. Inspectors can adapt their interpretation of the Common Inspection Framework to the wide range of providers they inspect.

www

 See the ALI website,
www.ali.gov.uk,
 for information on the
 Common Inspection Framework

Five Key Questions

Achievement and Standards

KQ1: How well do learners achieve?

Quality of Teaching and Learning

KQ2: How effective are teaching, training and learning?

KQ3: How well do the programmes and courses meet the needs and interests of learners?

KQ4: How well are learners guided and supported?

Leadership and Management

KQ5: How effective are leadership and management in raising achievement and supporting all learners?

Self-assessment report

Self-assessment is a cyclical process through which providers evaluate their own performance, collecting evidence to monitor how well they are meeting the targets they set in the previous year's action plan and reconsider their strategies for reaching those targets. Most providers use the Common Inspection Framework as the basis for their own self-assessment, so that they can make direct comparisons with inspection findings

Self-assessment culminates in an annual self-assessment report and action plan in which providers:

- use evidence to assess improvement compared to previous years;
- analyse what worked, and what did not, in meeting their targets, especially in raising the standards of learners' work, improving support, and increasing rates of retention, achievement, and/or progression into work for learners;
- identify their key strengths and weaknesses, usually using all key questions in the Common Inspection Framework; and
- grade the quality of their provision.

Good self-assessment reports are excellent tools for inspectors. They provide background information that helps them see provision in its local context, providing information such as rates of unemployment, deprivation, GCSE achievement



See the ALL website, www.ali.gov.uk, for information on the Common Inspection Framework and assessment process

and post-16 participation in education, as well as local population data including black and minority ethnic groups.

Providers may also provide information about participation, retention and achievement rate of learners from different groups. Certainly inspectors will expect providers to monitor learner recruitment to identify under-representation of particular groups, and to take remedial action to address it.

Equality and diversity in inspection

Equality and diversity are central to the inspection process, as both individual themes and as areas that cut across most, if not all, aspects of adult education. All inspections include judgments on equality of opportunities. Equality of opportunity as a whole is graded under Leadership and Management. Judgements are based on the effectiveness of management action in promoting equality of opportunity. Much of the evidence will be derived from the inspection of areas of learning.

What do inspectors expect?

All aspects of an organisation's service are open to scrutiny. In respect of black and minority ethnic learners, inspectors are hoping to see evidence of a curriculum that takes into account the cultural and religious background of learners and, equally importantly, of monitoring participation, success and progression by ethnic groups. Some of the things that inspectors will expect are that:

- learners' specific needs are identified, with care taken to provide the necessary support;
- well-targeted support is offered to help overcome problems and barriers to learning;
- an adequate range of data is collected on ethnicity, additional learning needs and learners' progression;
- an organisation's equal opportunities policy sets out the approach to equality and outlines grievance, complaints and anti-bullying procedures;

- all learners and staff receive a copy of the organisation's equal opportunities policy at induction;
- attention is given to the relative participation and achievement rates of different groups;
- there is evidence of strategies and approaches to inclusive learning in supporting access to learning and ensuring that individual learner needs are met;
- equality and diversity issues are embedded in lesson/session planning and schemes of work, and so on (particularly important for subject/curriculum area inspectors); and
- learning materials include learning about equality and diversity.

Inspection focus

Inspection of areas of learning

The tables below under the headings of the five key questions (KQs) aim to support adult education providers who are anticipating an inspection through highlighting the areas that inspectors are likely to focus on and what the providers need to consider and indicating the sort of questions they need to ask themselves.

KQ1: Achievement and Standards

How well do learners achieve?

Inspection focus on...	Providers need to ask and consider...
The provider monitoring the relative retention and achievements rates of different groups of learners within Area of Learning (e.g. gender, ethnicity, disability, etc).	Are staff in the area of learning involved in monitoring data or aware of the results of this monitoring? Is the monitoring sufficiently detailed? Is there action to address the findings?
Consistent success rates across different groups of learners.	Overall retention rates may be good across the area of learning, but remember to look for pockets of poor retention (e.g. most early leavers are male). Is any one group more likely to leave the programme early? Are learners from any particular group significantly more likely to leave without qualifications?

	Inspectors analyse data from providers in order to identify and investigate any differences between groups in achievement and retention.
Sensitive and appropriate target setting.	Are there differentiated learning goals and targets that are fair, appropriate and take into account individual abilities and circumstances?
All learners gaining the learning skills and personal confidence that they need to fulfil their potential.	Are there any factors affecting achievement that are not being identified or dealt with effectively?
Monitoring of learner progression and destination.	As with retention, an apparently satisfactory progression rate may mask very low progression for particular groups of learners.
Attendance and punctuality being monitored.	This applies to all aspects of the learners' programme. Providers should identify any differences between groups and investigate the reasons for these.

KQ2: Quality of Teaching and Learning

How effective are teaching, training and learning?

Inspection focus on...	Providers need to ask and consider...
Lessons that recognise and value diversity.	Where appropriate, do teachers/trainers draw on the different experience of group members? Are the timings of sessions varied to enable full participation by different groups of learners? Do teachers/trainers direct their questions to, and seek responses from, a range of different learners? Are other cultures considered and used as examples in learning sessions?
A welcoming and open atmosphere which values diversity.	This may reflect through the general environment, and types of displays or images that are used, or through less tangible things such as the ways people treat each other. Are learners encouraged to work with others from different backgrounds through sensitive use of group work?

Learners who are aware of their rights and responsibilities.	Learners should also understand that they should treat other people in the manner by which they expect to be treated themselves.
Examples of where harassment or bullying have been challenged.	Do teachers/trainers challenge the use of inappropriate language by learners? Do teachers/trainers encourage harmonious relationships between different groups of learners?
Accommodation which is appropriate for all learners.	Providing that there are suitable alternative arrangements for learners with mobility restrictions, upstairs accommodation without lifts is acceptable. Alternative arrangements need to have been thought through and publicised. Remember that the Disability Discrimination Act places the responsibility to make reasonable adjustments on education and training providers.
Learning materials which avoid stereotypes or cultural bias, which recognise different learning styles and are suitable for different groups of learners.	Do teaching and learning materials reflect the culturally diverse nature of British society? Do tutors and curriculum managers regularly monitor materials to check for their suitability?
Availability and use of specialist equipment and relevant support such as translators or signers.	Requirements may be specific to individual learners (e.g. adjustments height tables for wheelchair users, use of adapted versions of IT systems). Providers do not need to keep every type of resource in reserve. They do need to provide appropriate facilities as the need arises.
Staff who are suitably qualified, trained and/or experienced and can meet the needs of specific groups or individuals.	For example, do those working with students from black and minority ethnic groups have appropriate training and experience? Are learner requests for a match of staff in terms of race, gender or disability, in relation to personal issues such as counselling, considered sympathetically by the provider?

Staff knowledge, understanding and skill relating to equality of opportunity.	Confidence in this area will normally be demonstrated through interactions with learners and others. Check the extent to which equality of opportunity is covered in staff induction, and other training/updates undertaken.
Fair and equal access to assessment.	The considerations included under initial assessment (above) apply. Is assessment offered at different times and at different locations to take account of work patterns (e.g. shift work)? Are a variety of assessment methods used?

KQ3: How well do the programmes and courses meet the needs and interests of learners?

Inspection focus on...	Providers need to ask and consider...
Selection procedures for learners are well documented and promote equality of opportunity.	Do the procedures ensure fair recruitment and selection? There are transparent entry criteria which are justifiable for the programme and are consistently applied. Is there appropriate action to counter any existing stereotyping within this area of learning?
Participation rates among different groups.	Is the pattern of participation roughly in line with the local community? If not, are there reasons why?
Programme planning, and programme offer, which takes into account the needs of potential learners.	Is there any evidence of research into the needs of the local community? Does the provision reflect this in any way? Is provision offered flexibly or at different times to take account of carer responsibilities, shift work, etc.? Is thought given to the learning locations?
Programme planning takes account of possible progression routes.	Progression routes may be available within the provider. If not, do staff know where learners could go next if they want to progress? Are learners who want to progress advised appropriately?

KQ4: How well are learners guided and supported?

Inspection focus on...	Providers need to ask and consider...
Publicity and information in an appropriate of formats.	Is the level of language right for learners? Are materials available in the languages of the local communities if required? Materials do not present stereotypes and encourage recruitment from under represented groups.
Support mechanisms which ensure all learners achieve their full potential.	There is relevant support that matches the needs of individual learners (e.g. specialist counselling, dyslexia support, support to manage own behaviour). Investigate links with, and use of, outside agencies, which provide additional specialist support for learners.
Active promotion of equality of opportunity during induction.	Induction covers learners' rights and responsibilities. There is appropriate reinforcement and means of checking understanding. This needs to be more than a process of handing out papers and ticking boxes. Look at, and comment on, the quality of the resources used for equality or diversity training.
Learners receive information about how to make complaints and how to recognise and deal with harassment.	Information is provided in appropriate formats and at appropriate times. Language and style are suitable.
Provision of numeracy, literacy and ESOL support to assist those needing it to achieve their core goals.	Those with additional support needs have their needs identified and received appropriate support.

KQ5: How effective are leadership and management in raising achievement and supporting all learners?

Inspection focus on...	Providers need to ask and consider...
All staff having an awareness of the provider's equality of opportunity policies and use them effectively within their area of learning.	The policies and procedures should state the principles to be applied and expectations of staff. Staff should not only know about these, but also understand what they mean for how they go about doing their jobs.

Analysis of the performance of different groups of learners and the use of these data in curriculum planning.	Is there evidence of staff using data to identify differences in performance? Do they then alter the way things are done to try to improve the position? Are the changes evaluated? This process might be part of an annual review of learning programmes within the Area of Learning.
Equality of opportunity as a regular part of staff communications within the Area of Learning.	Equality of opportunity may be a standard item on agendas, but what is discussed? Do staff identify issues which affect learners? Is action taken? Is the effectiveness of actions reviewed?
Equality of opportunity statements prominently displayed.	This might be a policy statement, posters, or a learner charter of some sort.
Measures to ensure that any sub-contractors involved in the area of learning follow good equality of opportunity practice.	Expectations of sub-contractors (including employers and placement providers) should be clearly set out by the provider; There should be arrangements to check that the required standards are being applied and maintained (e.g. through learner review meetings, documentary evidence from sub-contractors, observations, monitoring visits).
Links between the Area of Learning and external organisations which support the promotion of equality of opportunity and assists in widening participation.	Do staff in the Area of Learning work with community organisations or support groups? There are a number of possible reasons for doing this: to enrich the learning provision; to help make the learning relevant to different groups; to provide specific mentoring or support services, etc.

chapter



10

Legislative framework for race equality



See the Office
of Public Sector
Information's
website for the
RAA:
www.opsi.gov.uk

Responsibilities under the Race Relations (Amendment) Act 2000

The Race Relations (Amendment) Act 2000 (RRAA) which came into force on 2 April 2001 places a positive *general duty* on 'Accountable Bodies' to promote race equality actively. The term Accountable Bodies as used in legislation refers to a broad range of organisations covering the public sector. With regard to education this includes schools, colleges, universities and Local Authorities.

In all their functions, processes, policies and procedures these organisations must aim to:

- eliminate unlawful discrimination;
- promote equality of opportunity; and
- promote good race relations between people of different racial groups.

With regard to adult education, all universities, colleges of further education and Local Authorities are Accountable Bodies. While voluntary and community organisations are not, most operate in accordance with both the spirit and letter of the law and are built on sound equality principles.

The aim of the general duty is to make race equality central to policy making, employment practices and the provision of education. It means that an educational establishment's curriculum offer should be of interest and relevance to all learners, irrespective of their cultural, racial and religious origin. It has a particular relevance for PCDL as it is often here that black and minority ethnic learners take their first tentative steps back into education. Providers and their staff need to be aware of their responsibilities under the law and of the scope

and parameters for being proactive – in taking Positive Action,² for example, to ensure their staffing structure is representative of their client communities or to target programmes in areas where black and minority ethnic groups are under-represented.

Specific duties underpin the fulfilment of the general duty. These provide a framework for measuring progress on equality of opportunity and ensure monitoring information is collected to inform improvements in areas such as:

- participation, completion and success rates;
- drop-out rates;
- teaching and learning;
- quality assurance;
- staff recruitment, selection, support and career progression;
- partnerships and community links; and
- procurement and outsourcing.

These are all areas scrutinised as part of the ALI/Ofsted inspection process too.

To comply with the RRAA, every Accountable Body should have in place a range of mechanisms including:

- a written Race Equality Policy and Action Plan designed to help staff meet the duties of the Act; and
- arrangements for fulfilling, as soon as reasonably practicable, its duties to:
 - assess the impact of policies and procedures on applicants, staff, students and visitors from different racial groups; and



See the
Commission
for Racial
Equality's *Race
Equality Scheme
2005–8* report:
www.cre.gov.uk

²Positive Action is defined as 'Activity intended to improve the representation in a workforce or in education or training where monitoring has shown a particular group to be under-represented, either in proportion to the profile of the total workforce or of the local population.' Positive action permitted by anti-discrimination legislation allows a person to:

- provide facilities to meet the special needs of people from particular groups in relation to their training, education or welfare; and
- target job training at people from groups that are under-represented in a particular area of work, or encourage them to apply for such work. Positive action is not the same as positive discrimination, which is unlawful.

- monitor recruitment, progression and achievement by racial group and publish the race equality policy, results of assessments and monitoring.

Race Equality Impact Assessment



See the
Commission for
Racial Equality's
website,
www.cre.gov.uk,
for information
on how to do an
REIA

All Accountable Bodies are expected to carry out Race Equality Impact Assessments (REIA). An REIA is a way of systematically and thoroughly assessing, and consulting on, the effects that a proposed policy, or strategy is likely to have on people from different racial groups *before it is rolled out*. The assessment can extend to modeling the effects of the policy, possibly as a test run, picking up unintended consequences and analysing the reasons for success or failure.

There are two stages:

- *Stage 1* involves screening legislative proposals or policies (defined as the sets of principles or criteria an organisation develops to help carry out its functions or role, and to meet its duties) to see if they are relevant to race equality. *All* policies should be screened.
- *Stage 2* involves fully assessing policies identified as being relevant to make sure they do not have an adverse effect on any racial group.

Where a Race Equality Impact Assessment (on a new service plan, for example) identifies the possibility of some adverse effects on certain black and minority ethnic groups, an organisation needs to develop a Race Equality Scheme (RES) to demonstrate how any these would be countered. For example, if providing generic community-based services for all adult learners could mean that, for a range of reasons, black and minority ethnic adults were unlikely to join in, an RES could specify actions to support them in accessing such provision, or it could propose additional tailor-made provision under RRAA Positive Action provisions.



See the
Commission
for Racial
Equality's *Race
Equality Scheme
2005–8* report:
www.cre.gov.uk

Publicising policy and practice

The RRAA requires every Accountable Body to publish (make public) its Race Equality Policy and the results of assessment and monitoring. To promote openness and help potential learners make informed choices, an effective education provider might publish:

- its policy on equality of opportunity in employment;
- details of the way consultation, assessment or monitoring of the Race Equality Policy is carried out;
- a summary of responses received from consultations;
- a summary of the main findings of assessment or monitoring;
- details of any actions taken or planned to tackle equality issues and promote race equality; and
- grievance and complaints procedures.

Reviewing policy and practice

RRAA-related policies and procedures could usefully set a three- to five-year time horizon, while annual reviews will effectively pick up problems early, respond to newly-identified needs and keep stakeholders – especially learners – involved in planning and management.

Complaints procedures

Complaints about racial discrimination against staff or students should always be taken seriously and investigated. If proved, a complaint might provide grounds for disciplinary action leading to dismissal of teaching or support staff or the expulsion of students. Furthermore, people may render themselves liable to prosecution under race relations legislation.

Monitoring

Monitoring is essential in establishing how well an organisation is doing on inclusion and equality. Collecting the data is only



See the
Commission for
Racial Equality's
website,
www.cre.gov.uk



See the West
Herts College
Race Equality
Policy as a good
example:
[www.westherts.
ac.uk/about/all/
RaceEqualityPolicy.
pdf](http://www.westherts.ac.uk/about/all/RaceEqualityPolicy.pdf)

9

See p. 59

the start, and pointless in isolation – it is crucial to analyse it and act on the findings, particularly in relation to student recruitment, participation and success. Monitoring underpins inspection and self-assessment reviews, the Race Equality Impact Assessment, and Race Equality Action Plans, Schemes and Strategies.

Providers find monitoring information useful in all sorts of ways including for:



See the sections on the 'Race Relations Act', and 'Positive Action in Employment' on the

Commission for Racial Equality's website:

www.cre.gov.uk

- highlighting differences in take-up and success between learners from different racial groups;
- tracking recruitment and progression of staff from different racial groups;
- identifying reasons for the differences;
- identifying remedial action;
- reviewing the impact of policies and procedures;
- setting targets;
- making a case for Positive Action;
- supporting evaluation; and
- supporting funding applications.



See the

Commission for Racial Equality's website,

www.cre.gov.uk

The categories used for ethnic monitoring are under constant discussion as Britain's population continues to become more diverse. The categories used by the LSC are generally considered appropriate and are closely associated with the national census (allowing for comparisons between learners and the overall population). However, providers need to be sensitive to local nuances, and many develop sub-divisions of general categories to reflect these.

Learners and staff should be encouraged to declare their ethnic category when this information is requested, by explaining in detail why the information is important and how it will contribute towards service improvements and greater levels of fairness. Providing categories with which people can readily identify also helps, as do assurances about confidentiality and data protection.

Training

One-off training in equality and diversity is not enough. It needs to be an integral part of continuous professional development (CPD), because of:

- continued change in Britain's population, due to European enlargement and global changes relating to war, famine and natural disasters;
- the increased debate about what it means to be British, focused recently on religion, traditional religious and culture-related dress and the impact on community cohesion; and
- changes in legislation and infrastructure, such as the creation of a single equality commission in 2007.

The need for awareness extends beyond teaching staff, to support workers (for example in canteens or caretaking), volunteers and learners themselves. Boards of governors and everyone in management roles should be proactive in promoting racial equality and good race relations and in tackling unlawful racial discrimination throughout their responsibilities, aiming to ensure that recruitment, selection, training, development, assessment and appraisal of learners, staff and applicants is based solely on merit, ability and potential.

Definitions of discrimination

Discrimination can take many forms and can be experienced by the individual in different ways. As such, individuals can experience discrimination in a overt way, an example of which would be racist name-calling, or one student refusing to sit by another because of his/her skin colour; or in less obvious ways, such as being excluded from an activity because a tutor has planned it on a day of worship.

In order to better understand some of the complexities that govern our interactions and to begin to assess the impact that organisational culture has on people from black and minority ethnic backgrounds, the term institutional racism is



See the Institute for Learning's website, www.ifl.ac.uk, for information on Qualified Teacher Learning and Skills (QTLS)



See the Homeless Link (www.homeless.org.uk) and Immigration Advisory Service (www.iasuk.org) websites for information on A8 countries



See the Equality Act 2006 page on www.epolitix.com, and see also www.stammeringlaw.org.uk/changes/cehr.htm



For information
on the Stephen
Lawrence
inquiry, see:
[www.archive.
official-
documents.co.
uk/document/
cm42/4262/
sli-06.htm](http://www.archive.official-documents.co.uk/document/cm42/4262/sli-06.htm)

used. This term seeks to encompass both direct and indirect discrimination, linking it to institutional practices.

Discrimination and racial harassment

Direct discrimination occurs ‘when one person is treated less favourably than another is, has been or would be treated in a comparable situation on the grounds of racial or ethnic origin.’³

Indirect discrimination occurs when a person applies to another person ‘a rule or condition which if applied to everyone can be met by a considerably smaller proportion of people from a particular racial group, the rule is to their disadvantage and the condition or rule cannot be justified on non-racial grounds.’

Racial harassment is any behaviour pertaining to race, colour, ethnic or national origin and religion, which is directed at an individual or group that is found to be offensive or objectionable to the recipient(s), and which creates an intimidating, hostile or offensive environment. Whether deliberate or not, covert or overt, the defining feature is that the behaviour is racially offensive or intimidating to the recipient.

Bullying or intimidating behaviour may also be considered as racial discrimination. Such behaviour may be a single incident, or a series of incidents, and may include:

- derogatory name-calling;
- insults and racist jokes;
- ridicule of an individual for cultural differences;
- exclusion from normal workplace conversation or social events;
- unfair allocation of work and responsibilities;
- racist graffiti or insignia;
- verbal abuse and threats;
- physical attack; and
- incitement of others to commit any of the above.

³Race Relations Amendment Act 2000

Institutional racism is defined as:

The collective failure of an organisation to provide an appropriate and professional service to people because of their colour, culture or ethnic origin which can be seen or detected in processes; attitudes and behaviour which amount to discrimination through unwitting prejudice, ignorance, thoughtlessness and racist stereotyping which disadvantages minority ethnic people.⁴

Racism can be an outcome of the way in which an institution operates, rather than of individual behaviour, so that although no one individual may be responsible for the way in which, for example, students are admitted onto a particular course, the whole institution may be responsible for operating a recruitment and selection procedure which has the effect of discriminating against students on the grounds of race, religion or family background. A simple example of this would be of an adult education service providing most of its PCDL courses on a Friday afternoon, and in so doing discriminating against Muslims who could be praying at that time.

The CD has more information on bodies charged with implementing legislation and helping others to comply.



⁴The McPherson Report into the death of Stephen Lawrence (1997).

Useful links



Adult Learning Inspectorate (ALI)

www.ali.gov.uk/GoodPractice/Products/GPE/topic/equalopportunities/

The ALI provides evidence of good practice in equality of opportunities obtained through inspections. Case study information can be found via a searchable online database containing details of projects with a remit on race and equality. Projects on the database are delivered by providers including FE colleges, ACL providers, prison services, Jobcentre Plus and apprenticeships. Information can be sourced by topic, type of provision, area of learning, provider and/or region.

Black Information Link

www.blink.org.uk

This is a useful site for finding out about grass roots community-based activity as well as a range of initiatives, such as Operation Black Vote, that the 1990 Trust is currently engaged in.

Black Practitioners' and Learners Network

www.niace.org.uk/bpln

A site to find out about major developments in the field of adult education, engage in debate and discussion with like-minded people, peruse news and features items and find out about best practice. The site will be of interest to black learners and practitioners, practitioners generally who work with black adults, and anyone who is interested in challenging racism and promoting cultural diversity.

Black Training and Enterprise Group

www.bteg.co.uk

BTEG is a high profile national organisation working to improve opportunities in black communities. This is a useful sight for finding out what is happening with regard to education and training for black and minority ethnic adults.

Centre for the Advancement of Teaching and Learning (CALT)

www.ucl.ac.uk/calt/

CALT works with departments across the university of Central London to develop pedagogy – the art and science of teaching and learning. CALT aims to address the needs of those involved in teaching and supporting adult learning in line with the government’s proposals for the professionalisation of teaching in higher education

Centre for Economic and Social Inclusion (CESI)

www.cesi.org.uk

The CESI is an independent non-profit organisation dedicated to tackling disadvantage and promoting social justice. It offers research and policy services, tailored consultancy and bespoke and in-house training, running a wide range of conferences and events.

Commission For Racial Equality

www.cre.gov.uk

A useful site for finding out more information on general and specific duties under the RRAA 2000 as well as useful resources. The following links may be of use:

- *Specific Duties: Race Equality Schemes and policies* – www.cre.gov.uk/duty/specific.html
- Latest CRE research and current projects – www.cre.gov.uk/research/projects.html
- Helping you meet your obligations under the duty – www.cre.gov.uk/duty/index.html

Disability Rights Commission

www.drc-gb.org/about_us.aspx

The Disability Rights Commission has one key goal, to support in the development of: ‘A society where all disabled people can participate fully as equal citizens’. This is a useful site for those who want to know about their rights and responsibilities under various legislation including the 1995 Disability Discrimination Act.

Equal Opportunities Commission

www.eoc.org.uk/Default.aspx?page=14868

The Equal Opportunities Commission deals with sex discrimination and inequality related to gender, including good practice in the fair and equal treatment of men and women. This is a good site for regular updates on current legislation in relation to gender and forthcoming legislative changes.

Institute of Race Relations

www.irr.org.uk/about/

The Institute of Race Relations (IRR) was established as an independent educational charity in 1958 to carry out research, publish and collect resources on race relations throughout the world.

Intercultural Communication

www.intercultural.nl/html/intercultural_competencies.html

A useful site for those interested in furthering their knowledge on the subjects of intercultural communication, intercultural competencies and on the importance of understanding the relationship between culture and learning.

Joseph Rowntree Foundation Cultural Diversity Toolkit

www.jrf.org.uk/bookshop/eBooks/1922-cultural-diversity-Britain.pdf

The study draws on local case studies and in-depth interviews with 33 intercultural innovators in seven UK cities, with comparative analysis also conducted in Europe, North America and Australasia. It is aimed at policy makers and practitioners in local and regional government, neighbourhood renewal and community cohesion. It examines the connections between cultural diversity, innovation and thriving, prosperous urban communities, in relation to the economic, social and cultural mix of Britain's population, developing tools to harness the potential of diverse communities, and their powers of innovation, for use by policy makers, planners and practitioners.

Learning and Skills Council (LSC) Race Equality Scheme and Action Plan 2005–08

<http://readingroom.lsc.gov.uk/lsc/2005/internaladmin/equalitydiversity/lsc-race-equality-scheme-june-2005-may-08.pdf>

In response to the duty placed on all public authorities by The Race Relations (Amendment) Act 2000 to promote race equality, the LSC produced its three-year-long Race Equality Scheme and Action Plan to eliminate unlawful discrimination, promote equality of opportunity and promote good relations between people of different racial groups.

NILE project

www.intercultural-learning.net/nile/doc/NILE-Final-Publication-Vol_II.pdf

Network Intercultural Learning In Europe (NILE) is a Grundtvig-supported project made up of 25 European partners. The aim of the network is to share best practice in working with black and minority ethnic adults across Europe. The above URL links to a free publication, *Adult Education: Embracing Diversity 2*.

Office for Standards in Education (Ofsted)

www.ofsted.gov.uk

The official body for inspecting schools and adult education services. This site provides links to various reports and official publications as well as a FAQ and contact details section. The following sections may be of particular interest.

- Inspection reports
- Forms and guidance
- School self-evaluation
- Publications and research

Resources for A8 nationals

www.homeless.org.uk/inyourarea/london/policy/a8/resources

This is a very useful website which gives links to a number of sites offering information on various issues relating to the rights and responsibilities of migrants from A8 countries.

Sankofa Education Institute

www.sankofa.org.uk/training.htm

This is a good website for those interested in learning more about Afrocentricity. It is also an online resource, with ideas for the development of curriculum materials and training.

Teachernet

www.teachernet.gov.uk/management/curriculumdelivery/ofstedinspections/

A useful resource website with good practice case studies in a range of areas. The above link is to an inspection toolkit looking at how to survive the period before, during and after an inspection.

