

DEPARTMENT OF EDUCATION

EQUALITY AND HUMAN RIGHTS POLICY SCREENING

FOR

REVIEW OF SUPPORTING NEWCOMERS POLICY

ADDITIONAL EDUCATION NEEDS TEAM

Version 1

**There will be further versions of
this Equality screening prior to
further policy developments**

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Additional Educational Needs Team
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Further advice on equality impact assessment may be found in the Equality Commission publication [Practical Guidance on Equality Impact Assessment](#)

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1. POLICY SCOPING

1.1	Title of Policy
Review of Supporting Newcomers Policy	

1.2	Type of Policy Development
This is an Existing Policy	

1.3	Description of policy:
<p>As part of the Department of Education's (DE) policy 'Every School A Good School', all schools are to provide equity of access and provision. The 'Supporting Newcomers Policy' was published in April 2009. The aim of the policy was to support schools in welcoming newcomer pupils into their school communities, so that they are assisted in their acquisition of the language of instruction, whether it is English or Irish, in an inclusive manner, to enable them to access the curriculum in particular and participate in every aspect of school life. DE commenced a policy review towards the end of 2017 and has worked with a range of schools, statutory, community and voluntary sector stakeholders; and with broad selection of Newcomer pupils and their parents, to gather evidence of the effectiveness of current support arrangements. This evidence has informed the development of a consultation paper exploring potential options for change.</p>	

1.4	What factors could contribute to, or detract from the intended aim/outcome of the policy? (Please click on relevant boxes)
None	<input type="checkbox"/>
Legislative	<input type="checkbox"/>
Financial	<input checked="" type="checkbox"/>
Others (please specify) Click here to insert text.	

1.5	Main stakeholders affected (Please click on relevant boxes)
Pupils (Actual or Potential)	<input checked="" type="checkbox"/>
Parents	<input checked="" type="checkbox"/>
Teaching Staff	<input checked="" type="checkbox"/>
Trade Unions or Professional Organisations	<input checked="" type="checkbox"/>
Other Public Sector Organisations	<input checked="" type="checkbox"/>
Departmental Staff	<input checked="" type="checkbox"/>
Others (please specify) The Intercultural Education Service Click here to insert text.	

1.6	Who is responsible for?
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(a) Devising the policy: **DE**

(b) Implementing it: **DE and the Education Authority**

(c) In setting each school's budget, DE currently provides schools with an 'additional newcomer factor' of approximately £1000 for each registered pupil who is also a designated 'Newcomer'. This will remain the case even if the exact funding amounts change as a result of this policy review. Those direct support services made available to schools to assist them in supporting Newcomer pupils' learning needs, and to ensure effective communications between the school and the Newcomer parents, are provided by the Education Authority (EA) through its Intercultural Education Service (IES).

1.7 Other policies or objectives with a bearing on this policy

This policy does not directly impact upon, but does have some read across to DE's policy for supporting Irish Traveller and Roma pupils.

Following the report of the Taskforce on Traveller Education in December 2011, the Department agreed its Traveller Child in Education Action Framework in November 2013. As part of its response to this report, the Department agreed to apply an additional per-pupil Traveller factor in setting schools budgets, similar in concept to the Newcomer pupil factor. In April 2013, the EA established a Traveller Education Support Service (TESS) to support schools, Traveller children and young people and their families. Since April 2016, TESS has been subsumed into the EA's Intercultural Education Service (IES).

IES continues to work aims to build the capacity of schools to support current and future Newcomer, Traveller and Roma children; and to ensure a consistent level of support and specialist advice is available to all grant-aided and special schools.

The read across comes from the fact that pupils from Roma backgrounds may also be designated as Newcomer pupils. The Terms of Reference for this review, however, restrict it to reviewing current financial support arrangements for Newcomer pupils and identifying options for enhancing the effectiveness of Newcomer support services. While this review may therefore help to inform a future review of the current Traveller factor and its use by schools, any proposals for changes to this factor are beyond the scope of this review.

2. EVIDENCE

All schools with Newcomer pupils have been surveyed and invited to participate in focus groups to discuss their experiences in responding to the needs of Newcomer pupils in their classrooms. Separate surveys were undertaken with Newcomer pupils and their parents and these surveys were also followed up through a substantial series of focus groups where interpreters were available to facilitate parental engagement and feedback.

109 questionnaire responses were received from schools. Three school focus groups were subsequently held involving over 60 teachers and Principals and a further nine school visits were carried out by DE officials. 231 parent questionnaires and 511 pupil questionnaires were completed in a variety of languages including Tetum, Arabic, Polish, Portuguese; and focus groups were held which were attended by 259 parents and pupils. These focus groups were arranged with the assistance of The Executive Office Racial Equality Sub Group, the Refugee and Asylum Forum, the Review Reference Group, and teachers who had attended the school focus group meetings. Further details of this engagement process are provided in the Public Consultation document.

Since participation in the questionnaires and focus groups was voluntary, we are assigning no quantitative validity to the survey results or any particular comments made during focus group sessions, however, we consider that these collectively provided a valuable source of qualitative data on the experience of schools, pupils and their families in accessing education within NI.

2.1 What evidence/information (both qualitative and quantitative) have you gathered to inform this policy in respect of each of the categories?

Section 75 Category	Details of Evidence/Information
Religious Belief	<p>As of 1 July 2018, there were 15,467 Newcomer pupils attending school in Northern Ireland.</p> <p>Using the standard S75 classifications, the religious breakdown of these Newcomer pupils is as follows: Catholic – 55.7%, Protestant – 5%, Other Christian – 10.4%, Non-Christian – 12%, and No Religion / Religion not specified – 16.9%</p> <p>Using the religious declarations provided by parents when first registering their child with a school, in 2018/19 the religious composition of Newcomers may be summarised as follows:</p>

	<table border="1"> <tr> <td>Roman Catholic</td> <td>8614</td> <td>55.7%</td> </tr> <tr> <td>Other Christian</td> <td>1550</td> <td>10.0%</td> </tr> <tr> <td>Muslim</td> <td>1434</td> <td>9.3%</td> </tr> <tr> <td>Pentecostal</td> <td>370</td> <td>2.4%</td> </tr> <tr> <td>Hindu</td> <td>352</td> <td>2.3%</td> </tr> <tr> <td>Other Protestant</td> <td>134</td> <td>0.9%</td> </tr> <tr> <td>Baptist</td> <td>81</td> <td>0.5%</td> </tr> <tr> <td>Presbyterian</td> <td>51</td> <td>0.3%</td> </tr> <tr> <td>Buddhist</td> <td>52</td> <td>0.3%</td> </tr> <tr> <td>Church of Ireland</td> <td>43</td> <td>0.3%</td> </tr> <tr> <td>Jehovah Witness</td> <td>37</td> <td>0.2%</td> </tr> <tr> <td>Declared - Other Religion</td> <td>137</td> <td>0.9%</td> </tr> <tr> <td>Declared - No Religion</td> <td>1886</td> <td>12.2%</td> </tr> <tr> <td>Unclassified</td> <td>726</td> <td>4.7%</td> </tr> </table>	Roman Catholic	8614	55.7%	Other Christian	1550	10.0%	Muslim	1434	9.3%	Pentecostal	370	2.4%	Hindu	352	2.3%	Other Protestant	134	0.9%	Baptist	81	0.5%	Presbyterian	51	0.3%	Buddhist	52	0.3%	Church of Ireland	43	0.3%	Jehovah Witness	37	0.2%	Declared - Other Religion	137	0.9%	Declared - No Religion	1886	12.2%	Unclassified	726	4.7%
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Political Opinion	Not relevant: This information has not been collected																																										
Racial Group	<p>The designation of a pupil as a Newcomer is determined by competence in the language of instruction within the classroom.</p> <p>As of 1 July 2018, there were 15,467 Newcomer pupils attending school in Northern Ireland.</p> <p>Children and young people without the required fluency in English or Irish come from different racial, ethnic or national backgrounds. The majority of Newcomer pupils identified as White (64.4%), Other - Non White (9.5%), Mixed Ethnic group (5.8%), Indian/Sri Lankan (4.3%), Chinese/Hong Kong (4.0%), Roma (3.9%), Black African (3.7%), Black - Other (2.3%) and Other (2.1%)¹</p>																																										
Age	<p>Since this policy will impact on school age pupils only, it inherently impacts differentially on the basis of age. It is, however, a policy which applies universally across all potential users of this service (children and young people of statutory school age) and so no evidence has been gathered on this specific issue.</p> <p>10,495 Newcomer pupils were in Primary School as of 1st July 2018, approximately 67.9% of the total newcomer population. A further 2,402 Newcomer pupils (15.5%) were attending post-primary education with the remaining 2,570 children (16.6%) aged between 2 and 4 and not yet in compulsory education.</p>																																										
Marital Status																																											

¹ 'Other' – is the sum of all remaining standard S75 racial categories

	<p>While there is no specific Newcomer data for this category, in 2017 there were 8,300 marriages in Northern Ireland; in the age band 16-19 there were 50 males and 74 females. In the same period, there were 92 civil partnerships; in the under 25 age band there were 6 partners - 4 male partners and 2 female partners. (Source: Registrar General Annual Report 2017)</p>																																			
Sexual Orientation	<p>While there is no specific Newcomer data for this category, evidence from the 2017 Young Life and Times (YLT) Survey suggested that 7% of males and 17% of females were at least once sexually attracted to someone of the same sex. The aim of the YLT survey is to record the views of 16-year olds in the north of Ireland on a range of issues.</p>																																			
Men And Women Generally	<p>As of 1 July 2018, of the 15,467 Newcomer pupils in NI schools, 51.9% were male and 48.1% female.</p> <p>This can be further broken down as follows:</p> <table border="1"> <thead> <tr> <th rowspan="2"></th> <th colspan="2">Girls</th> <th colspan="2">Boys</th> <th>Total</th> </tr> <tr> <th>Number</th> <th>%</th> <th>Number</th> <th>%</th> <th>Number</th> </tr> </thead> <tbody> <tr> <td>Primary</td> <td>5883</td> <td>48.3</td> <td>6288</td> <td>51.7</td> <td>12171</td> </tr> <tr> <td>Post Primary</td> <td>1510</td> <td>48.4</td> <td>1609</td> <td>51.6</td> <td>3119</td> </tr> <tr> <td>Special</td> <td>53</td> <td>29.9</td> <td>124</td> <td>70.1</td> <td>177</td> </tr> <tr> <td>Total</td> <td>7446</td> <td>48.1</td> <td>8021</td> <td>51.9</td> <td>15467</td> </tr> </tbody> </table>		Girls		Boys		Total	Number	%	Number	%	Number	Primary	5883	48.3	6288	51.7	12171	Post Primary	1510	48.4	1609	51.6	3119	Special	53	29.9	124	70.1	177	Total	7446	48.1	8021	51.9	15467
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Disability	<p>While not excluded, we did not seek to gather specific evidence on the experience of Newcomer pupils with a disability. We are aware of several young people with significant levels of disability who have arrived in NI as part of the UK Government's Vulnerable Persons Relocation Scheme (VPRS) who will be designated as Newcomer pupils. Many of these pupils have been successfully placed in Special Schools.</p> <p>Some qualitative feedback was received concerning the experience of Newcomer pupils with Special Educational Needs (SEN); and the impact of language barriers on how promptly and effectively these have been met. We appreciate that in some cases SEN may count as a disability. Any service changes resulting from this policy review should impact positively on any Newcomer pupils with a disability.</p>																																			
Dependants	<p>While there is no specific Newcomer data for this category, the 2011 Young Life and Times Survey (of 16 year old young people) reported one in ten of their respondents had caring responsibilities. The average age of a young carer is 12 (Barnardo's).</p> <p>At 31 March 2018, there were 3,109 Looked After Children in Northern Ireland.</p>																																			

2.2 Taking into account the evidence gathered at 2.1 what are the needs, experiences and priorities of each category in relation to this particular policy?

Section 75 category	Needs/Experiences/Uptake/Priorities
Religious Belief	<p>Currently there are approx. 16,000 Newcomer pupils in NI Schools (per Oct 2018 School Census). The top priority issue identified by Newcomer pupils and their parents was for additional support to speed up the early acquisition of language competence. Some felt that while ordinary classroom teachers did what they could, additional input from specialist teachers (ESOL or CELTA trained) significantly improved language learning outcomes. Other issues raised were around means of facilitating pupils in the completion of homework, and the need for schools to communicate more effectively with parents whose language fluency is limited. A final concern was around currently limited ability of schools to facilitate and encourage pupils to retain / build upon their existing fluency in their spoken home language.</p>
Political Opinion	
Racial Group	
Marital Status	
Sexual Orientation	
Men And Women Generally	
Dependants	
Age	<p>For pupils in post primary, access to learning English rapidly and adjustments for examinations were identified as a priority.</p>
Disability	<p>Some schools, and a small number of parents, reported concerns that language barriers could prevent the early identification of SEN among arriving Newcomer pupils and, even after referral for statutory assessment, that these same language barriers could delay the issuing of a SEN statement. A small number of parents also raised concerns that a pre-existing diagnosis of SEN from their home country was not accepted and this led to lengthy delays while their children were reassessed under the current process.</p>

3. SCREENING QUESTIONS

3.1 What is the likely impact of this policy on equality of opportunity for each of the Section 75 equality categories?		
Section 75 category	Level of Impact?	Details of policy impact
Religious belief	NONE	No Impact
Political opinion	NONE	No Impact
Racial group	MINOR	<p>This policy already supports access to education for pupils identified as Newcomer pupils who may come from different racial and ethnic minority backgrounds.</p> <p>The review is restricted under its terms of reference to considering options to enhance existing services, to more effectively target funding towards those areas of greatest need and to increase schools accountability for their use of this additional resource.</p> <p>While changes to the policy will therefore impact on those same groups, at an individual level, the review should only result in enhanced or unchanged levels of support.</p>
Age	NONE	No impact beyond existing age boundaries for compulsory education
Marital status	NONE	No Impact
Sexual Orientation	NONE	No Impact
Men and Women generally	NONE	No Impact
Disability	MINOR	This policy may impact on a small number of pupils with a disability, however, at an individual level, the review should only result in unchanged or enhanced levels of support.

Dependants	NONE	No Impact
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3.2 Are there opportunities to better promote equality of opportunity for people within the Section 75 equality categories?

Section 75 category	YES/NO	Provide Details
Religious belief	NO	
Political opinion	NO	
Racial group	YES	<p>It is inherent in the objectives of a Newcomer policy that it will enhance equity of access to education for individual pupils identified as Newcomer pupils from different racial and ethnic groups.</p> <p>There is no scope to further enhance its impact for these same groups.</p>
Age	NO	
Marital status	NO	
Sexual Orientation	NO	
Men and Women generally	NO	
Disability	YES	<p>In enhancing educational access for all Newcomer pupils, changes to this policy will benefit any Newcomer pupils with a disability or SEN.</p> <p>There is no scope to further enhance its impact for disabled pupils.</p>
Dependants	NO	

3.3 To what extent is the policy likely to impact on good relations between: people of different religious belief, political opinion or racial group?

Good relations category	Impact	Details of policy impact
Religious belief	NONE	
Political opinion	NONE	
Racial group	NONE	<p>By enhancing the equity of access to educational provision for all Newcomer pupils; and by promoting more effective engagement and communication between schools and the parents of Newcomer pupils, the policy should help to reduce any existing misconceptions that the education being provided is different or in any way of a lesser standard than that received by any other child.</p> <p>By increasing the transparency of the additional support offered to Newcomer pupils, and clarifying that this is always supported by extra resource, it should also help reduce any misconception that the quality of education is harmed by having significant numbers of Newcomer pupils attending a school.</p>

3.4 Are there opportunities to better promote good relations between people of different religious belief, political opinion or racial group?

Good relations category	YES/NO*	Provide Details
Religious belief	NO	
Political opinion	NO	
Racial group	NO	

3.5 Additional considerations - Multiple identities

Please provide details of data on the impact of the policy on people with multiple identities and specify relevant Section 75 categories concerned.

There is potential for the policy to impact on people identifying under more than one S75 category, such as children or young people from specific racial or ethnic groups who also suffer from a disability. It is also likely that, as already referenced in section 1.7, a significant number of children from Roma families will be identified as Newcomers and fall within the scope of the policy.

In all cases, the changes arising from this policy review should only deliver enhancements in support and service delivery and promote better educational outcomes for all such pupils.

4. SCREENING DECISION

Not to conduct an equality impact assessment because only minor equality issues have been identified. Screening will be carried out in future as policy is developed.

Details which support the screening decision

As already stated, by enhancing the quality and effectiveness of support offered to Newcomer pupils and their families, the policy should have a direct positive impact of different racial and ethnic groups.

Additionally, by addressing misconceptions about Newcomers being an additional 'burden' or 'drain' on school resources, any changes to the current policy should help to promote better relations between, migrant, refugee and asylum seeking families and their local communities.

5. TIMETABLING AND PRIORITISING

5.1 NOT APPLICABLE AS POLICY SCREENED OUT

Criterion	Priority Rating
Effect on equality of opportunity and good relations	NA
Social need	NA
Effect on people's daily lives	NA
Relevance to a public authority's functions	NA
Total	NA

5.2 If the policy is affected by timetables established by other relevant Public Authorities please provide details

Not applicable

Note: Details of the Department's Equality Impact Assessment Timetable will be included in a Quarterly Screening Report.

6. MITIGATION

If you conclude that the likely impact is **'minor'** and an equality impact assessment is not to be conducted, you should consider: mitigation to lessen the severity of any equality impact, or the introduction of an alternative policy to better promote equality of opportunity or good relations.

Why and how will the policy/decision be amended or changed or an alternative policy introduced to better promote equality of opportunity and/or good relations?

The policy will deliver service enhancements, improve educational opportunities for individual children and young people and promote good relations among all racial and ethnic groups in Northern Ireland. No additional mitigation is required at this stage, however further screening will take place as policy develops.

7. MONITORING

Effective monitoring will help identify any future adverse impact arising from the policy, as well as help with future planning and policy development.

Please detail what data you will collect in the future in order to monitor the effect of the policy on any of Section 75 equality categories

The Department already collects data on all pupils, including data on their school attendance, educational progress and end of key stage attainment. For Newcomer pupils we also collect data on their spoken home language and the length of time for which they have been designated as Newcomers. We already use this to monitor and compare outcomes for Newcomer pupils at GCSE and A-level stages; comparing the outcomes for Newcomers and 'former Newcomers' to NI averages. We will continue to do so and believe the success of this policy should be evidenced through a gradual reduction in the current attainment gap between Newcomers (currently a significant gap) and former Newcomers (currently a modest gap) when compared to NI average attainment levels.

Additionally, this policy is proposing to introduce a requirement for schools to report on how they have used the additional resources they have received for Newcomer pupils. This additional focus will allow the Department to hold schools accountable for their use of this money. Combined with individual pupil data, this should also, over time, allow us to identify those interventions schools have made which deliver the greatest impact in the learning outcomes of their Newcomer pupils. This will allow the Department and Education Authority to identify and highlight, best-practice approaches which other schools can adopt.

8. DISABILITY DISCRIMINATION

8.1 Please state if the policy/decision in any way discourages persons with disabilities from participating in public life or fails to promote positive attitudes towards persons with disabilities.
This policy has no negative impacts for persons with disabilities. It seeks to address learning challenges arising from language barriers and will deliver enhancements in support provided to all pupils falling within the definition of Newcomer.
8.2 Please state if there is an opportunity to better promote positive attitudes towards persons with disabilities or encourage participation in public life by making changes to the policy/decision or introducing additional measures.
There are no opportunities to better promote positive attitudes towards persons with disabilities arising from this policy. It should however enhance the opportunities for all pupils falling within the definition of Newcomer.
8.3 Please detail what data you will collect in the future in order to monitor the effect of the policy with reference to the disability duties.
Analytical Services Unit already gather a range of information on Section 75 groups including disability (and/or Special Educational Needs)..

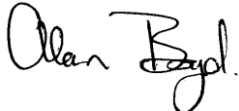
9. CONSIDERATION OF HUMAN RIGHTS ISSUES


9.1 How does the policy/decision affect anyone's Human Rights?	
The Human Rights Act (1998)	Positive Impact
The United Nations Convention on the Rights of the Child (UNCRC)	Positive Impact
The United Nations Convention on the Rights of Persons with Disabilities (UNCRPD)	Positive Impact
The United Nations Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)	Neutral Impact
UN Convention on the Elimination of All Forms of Racial Discrimination (CERD)	Positive Impact

9.2 If you have identified a negative impact who is affected and how?
No Negative impacts are anticipated

9.3 Outline any actions which could be taken to promote or raise awareness of human rights or to ensure compliance with the legislation in relation to the policy/decision.
The planned Public Consultation on this policy will emphasise the right of all children, Newcomer and non-Newcomer, to receive equal access to an effective education system which provides each child and young person with the same opportunities to access the full NI curriculum and to reach their full personal and learning potential.

10. APPROVAL AND AUTHORISATION

Screened by:	Position	Date
Judith Logan	DP, Additional Educational Needs Team	08/04/2019
Approved by:	Position	Date
	Head of Additional Educational Needs Team	08/04/2019

<u>FOR COMPLETION BY EQUALITY TEAM</u>	
Screening Decision	Agreed
Quality Assured by:	 11/06/2019
Click here to enter comments.	Already communicated to the team.
Date Directorate/Team Informed:	11/06/2019

<u>FOR COMPLETION BY POLICY TEAM</u>	
TRIM Ref No.	ED1-18-3289
Date screening form placed on Internet by policy team	18/06/2019
Date email sent to Stakeholders by policy team	18/06/2019