

OUR LANGUAGE: ITS FUTURE

CULTURE COMMITTEE AND EDUCATION
AND LIFELONG LEARNING COMMITTEE

POLICY REVIEW OF THE
WELSH LANGUAGE

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CHAIRS' FORWARD

The Culture Committee inherited from the Post-16 Education and Training Committee a Plenary request to conduct a comprehensive policy review into the Welsh language. The committee adopted terms of reference which sought to define more closely the National Assembly's established objective of creating a bilingual Wales and suggest a concrete strategy of actions for achieving that objective. The Committee also decided to ask the Education and Lifelong Learning Committee to undertake a review of the Welsh language in education.

It was clear from the outset that a situation where only 18% of the population of Wales speak Welsh is unsustainable. There was evidence that the traditional Welsh speaking rural heartlands were facing tremendous difficulties while towns and cities throughout Wales, but especially in the South East, were experiencing huge demands for Welsh medium education. Early years education was identified as the prime area for investment in order to create an education continuum which would increase the numbers of Welsh speakers.

Following the setting up of the National Assembly of Wales in 1999 there has been an expectation that the Government of Wales will take up the responsibility for promoting bilingualism by fostering the growth of the Welsh language. The chapels were the bastions of the Welsh language in the nineteenth and first part of the twentieth century and the decline of the language followed the same trend as that of the nonconformist denominations. Welsh language education and broadcasting in turn injected an element of vitality into the language but failed to bring about long term growth. The responsibility for the future of the language lies with the Government of Wales in partnership with a range of bodies and agencies.

A number of organisations which gave evidence had long held and often conflicting views about the actions necessary to sustain the language and bilingual communities. While addressing the issues raised in these submissions the committee decided that a holistic strategy based on language planning is the only way forward.

The strategy that evolved establishes the language as a crosscutting subject for all policy areas within the Assembly and sets up a policy unit to co-ordinate action plans. The Fforwm Iaith will act as a facilitator to bring together all the various bodies, organisations and agencies with an interest in the language and to promote holistic language planning. There are also a range of measures to address the socio-economic difficulties facing rural areas based on the need to create sustainable communities.

We are grateful to committee members for the conscientious and constructive way they undertook their responsibilities. We believe that both Part 1 and Part 2 of this report offer strategies which will promote language growth and ultimately lead to a truly bilingual Wales.

Policy decisions are a matter for government and the ultimate challenge of creating a bilingual Wales must be taken up by the Government of Wales supported by the good will of the people of Wales.

(Rhodri Glyn Thomas' Signature)

Rhodri Glyn Thomas A.M
Chair, Culture Committee

(Gareth Jones' Signature)

Gareth Jones A.M
Chair, Education and
Lifelong Learning Committee

A BILINGUAL WALES

“In a truly bilingual Wales both Welsh and English will flourish and will be treated as equal. A bilingual Wales means a country where people can choose to live their lives through the medium of either or both languages; a country where the presence of two national languages and cultures is a source of pride and strength to us all”. (Culture and Education and Lifelong Learning Committees – March 2002)

SUMMARY OF RECOMMENDATIONS - PART I

Roles and Structures

- The Assembly should provide strategic leadership in developing a bilingual Wales. (Cabinet)
- The Welsh Assembly Government should set up a strategic cross-cutting unit at a high level within the Assembly to take forward a Welsh language strategy, and to monitor its implementation across the different policy areas. (Cabinet)
- The Welsh Assembly Government should ensure that the Welsh language becomes a cross-cutting theme throughout the Assembly and through the work of ASPBs. The remit letters of ASPBs should in future contain a specific requirement to support the Welsh language. (Cabinet)
- The Welsh Language Board should be adequately funded to fulfil its statutory remit as the main agency for delivering the targets set to increase the number of Welsh speakers and promote and market the value of bilingualism. (Minister for Culture, Sport and the Welsh Language)
- The Mentrau Iaith should be funded on a three year cycle in line with Government policy in order to facilitate better planning and development. (Minister for Culture, Sport and the Welsh Language)
- The Mentrau Iaith should take the lead in driving forward initiatives at a local level under the direction of the Welsh Language Board. (Minister for Culture, Sport and the Welsh Language)
- Resources should be provided to enable the Mentrau Iaith to establish a national co-ordinating framework, to enable the Mentrau to co-ordinate their activity across Wales, extend best practice, and address development and training needs. (Minister for Culture, Sport and the Welsh Language)
- A Fforwm Iaith should be created to bring together bodies and organisations with responsibility for the Welsh language, on a quarterly basis, to share ideas, co-ordinate approaches, and contribute to policy development. The Fforwm Iaith should be chaired by the Minister for Culture and given administrative support by the cross-cutting Welsh language unit in the Assembly. (Minister for Culture, Sport and the Welsh Language)
- Local authorities should be encouraged to respond to the proposed Assembly policy by producing their own local plans. (Minister for Finance, Local Government and Communities)

Language Planning

- The Committee's language planning priorities are:
 - to increase the numbers of people able to speak Welsh
 - to strengthen the language in communities
 - to strengthen language use within families

(Minister for Culture, Sport and the Welsh Language)
- The Committee endorses the merits of holistic language planning and views the implementation of holistic language planning as one of the key factors in safeguarding and improving the future of the Welsh language. (Minister for Culture, Sport and the Welsh Language)
- The Committee recommends that language transmission within families, and use of the language in communities and increasing opportunities for using Welsh outside school are priority areas for increased resources. (Minister for Culture, Sport and the Welsh Language)
- The Committee further recommends that the proposed Assembly cross-cutting unit, in conjunction with the Welsh Language Board, embark on a marketing campaign which promotes and underlines the benefits of language transmission and language use. (Minister for Culture, Sport and the Welsh Language)
- There is a need for better data on the usage of and attitude towards the Welsh language in order to inform policy development. (Minister for Culture, Sport and the Welsh Language)

Education and Lifelong Learning

- The Committee recommends that the Assembly Minister should provide new guidance to improve the coherence between School Organisation Plans, Education Strategic Plans and Welsh Language Education Schemes. This guidance should focus on increasing the understanding of accountability and responsibility, and co-operation between schools, LEAs, the Welsh Language Board and the Welsh Assembly Government. (Minister for Education and Lifelong Learning)
- The Committee recommends that the Assembly Minister, with local education authorities and the Welsh Language Board, should prepare a national strategic framework to ensure that rigorous mechanisms are in place for co-ordinating the planning, evaluation and development of Welsh-medium and bilingual education. (Minister for Education and Lifelong Learning)
- The Committee acknowledges the crucial role of Welsh language immersion teaching during Early Years, and recommends that this provision should be expanded and the key role of the *Mudiad*

Ysgolion Meithrin recognised.(Minister for Education and Lifelong Learning)

- The Committee recommends that the Assembly Minister should commission ACCAC, Estyn and the Welsh Language Board to establish an agreed set of criteria for assessing current levels of continuity. A thorough analysis of the reasons for the apparent lack of continuity should be undertaken, and appropriate measures should be adopted. **(Minister for Education and Lifelong Learning)**
- The Committee recommends that thorough research should be undertaken into the feasibility of measuring pupils' competence in Welsh along a linguistic continuum. **(Minister for Education and Lifelong Learning)**
- The Committee recommends that the national strategic framework should contain a specific commitment to ensuring that the right of pupils with special educational needs have access to provision to meet their needs, in their language of choice on the basis of equality throughout Wales, is acknowledged and acted upon. **(Minister for Education and Lifelong Learning)**

The Culture Committee endorses the above key recommendations by the Education and Lifelong Learning Committee. It further recommends:

- The proposed Welsh Assembly Government's Strategic Language Unit, in co-operation with the proposed Language Forum, should find means of promoting the provision of Welsh medium Educare. **(Minister for Education and Lifelong Learning)**
- Mudiad Ysgolion Meithrin, working with Mentrau Iaith, should be supported in developing projects within communities where parents learn Welsh along with their children. **(Minister for Culture, Sport and the Welsh Language)**
- The Welsh Assembly Government should ensure that adequate resources are available to meet any additional demand for both Welsh medium and non-Welsh medium education for three year olds. **(Minister for Education and Lifelong Learning)**

Economic Development and Sustainable Communities

- The Committee believes that developing sustainable communities is a key priority. This should not be limited to Welsh speaking or heartland communities, although this would clearly have an impact on the language in those areas. **(Minister for Finance, Local Government and Communities and Minister for Environment)**

- For Welsh speaking communities to be sustained, it is important that adequate job opportunities are available within reasonable daily travelling distance of those communities. (Minister for Economic Development)
- The role of the Welsh Development Agency and the Wales Tourist Board in supporting the Welsh language through economic activity should be strengthened. To this end, the agencies are asked to consider how this could be achieved within existing structures, and in co-operation with other organisations working at a local level. (Minister for Economic Development)
- The remit letters of the Welsh Development Agency and the Wales Tourist Board should be changed to incorporate support for the Welsh language. (Minister for Economic Development)
- The successful strategies pursued by Menter a Busnes and other local organisations should feed into future economic planning by the lead agencies. (Minister for Economic Development)
- Government departments, Assembly Sponsored Public Bodies and non-answerable bodies such as S4C and the BBC should be asked to consider devolving to the regions when making their management and strategic decisions. (Cabinet)
- Deficiencies in transport infrastructure affect numerous areas of Wales not just Welsh speaking areas. The Welsh Assembly Government needs to ensure a Wales-wide approach to remedying this problem whilst recognising that it is of particular significance to rural communities including the Welsh-speaking heartlands. (Minister for Environment)
- The Committee supports the establishment of a community fund to assist community businesses such as village shops, pubs and post offices. The fund should be accessible to all but would be of particular benefit to rural areas. The Welsh Development Agency and ELWa should investigate the practicalities of establishing such a fund. (Minister for Finance, Local Government and Communities and Minister for Economic Development)
- Public service provision and private services commissioned by the public sector for the elderly, the ill and young children, should be in the language of people's choice. (Cabinet)
- The Committee believes that the importance of bilingualism to the tourist industry should be re-enforced, and that the Wales Tourist Board should encourage more Welsh speakers to set up tourism related businesses , and encourage tourism businesses in all parts

of Wales to make more use of their area's indigenous culture.
(Minister for Economic Development)

Housing and Planning Policies

- That the Welsh Assembly Government should facilitate access to housing and employment to ensure the sustainability of communities, particularly in Welsh-speaking heartland areas.
(Minister for Economic Development and Minister for Finance, Local Government and Communities)
- That the Minister be asked to find ways of strengthening the Home Buy Scheme, particularly in rural areas. This should include consideration of a substantial raising of the current limit on the price of houses for which the scheme is applicable and an increase in the funding made available for the scheme. (Minister for Finance, Local Government and Communities)
- Whilst the Committee welcomes the fact that statistical data on housing stock is being collected, it wishes to stress that such data is particularly necessary for areas where there is a perceived lack of affordable housing. (Minister for Finance, Local Government and Communities)
- The Committee supports the introduction of 'Welcome Packs' to potential in-comers to Wales, but ask that such packs be properly scrutinised by the Welsh Language Board before being made widely available through a range of organisations including local authorities, solicitors and schools. The Welsh Assembly Government should seek to establish a concordat with organisations representing Estate Agents to facilitate the distribution of such packs. (Minister for Finance, Local Government and Communities)
- Local Authorities should be encouraged to use all the powers available to them, including housing and planning powers, to enable local people to secure homes, either by purchase or rent, within their own community; but that in the exercise of these powers, there shall be no discrimination on the basis of language. (Minister for Finance, Local Government and Communities)
- To facilitate local authorities in undertaking such responsibilities, the Government of Wales should clarify the term "local need" for use within the unitary development plans of local authorities. (Minister for Environment)
- The Committee endorses the principle in Planning Policy Wales that the Welsh language and the threat to predominantly Welsh speaking communities must be taken into consideration when considering planning applications and developments. The Committee believes it represents a positive step in the protection of 'Welsh-speaking heartland' communities. It welcomes the commitment made by the

Minister for Transport, Planning and the Environment to reviewing the effectiveness of the policy within the next year. It further believes that considerations relating to the language should be a significant factor in compiling Unitary Development Plans. (Minister for Environment)

- The Committee recommends that planning permission should be required before changing the status of a permanent dwelling into a holiday home in areas when the number of holiday homes exceed a threshold of the existing housing stock. The Environment Minister should consider this recommendation alongside other measures to ensure sufficient availability of housing stock for people within their communities. (Minister for Environment)

Translation

- The aim is to publish Welsh and English documents simultaneously, with the exception of complex technical documents. However, translation requirements should be prioritised, with documents requiring decisions taking precedence over background papers. (Minister for Culture, Sport and the Welsh Language)
- The Committee's key priority in this area is to encourage more day to day bilingual administration with a move away from reliance on translation. To this end, it asks the Welsh Assembly Government to promote day to day bilingual working and to disseminate good practice to other public bodies. (Minister for Culture, Sport and the Welsh Language)
- A National translation strategy should be developed by the Welsh Language Board in conjunction with the Association of Welsh Translators. The strategy should cover issues such as standards and regulation, training and qualifications, career pathways, developments in Information Technology, and address ways in which the numbers of translators could be increased. (Minister for Culture, Sport and the Welsh Language)
- In addition to greater regulation, all translators should be required to take a professional qualification and be affiliated to a professional body. (Minister for Culture, Sport and the Welsh Language)
- An annual directory of accredited translators should be produced. (Minister for Culture, Sport and the Welsh Language)
- The Committee welcomes the discussions between the University of Wales and ELWa about developing a national training course for professional translators, and awaits a positive outcome. (Minister for Culture, Sport and the Welsh Language and Minister for Education and Lifelong Learning)

Legislation

- The 1993 Act should be used as fully as the powers in it permit, so that the limits of those powers are reached before any comprehensive new legislation is sought. **(Cabinet)**
- The Committee further recommends that in terms of potential new legislation, the Richard's Commission should investigate the possibilities of enabling powers to allow the Assembly to amend the 1993 Welsh Language Act by order. **(Cabinet)**

SUMMARY OF RECOMMENDATIONS - PART II

(All references to 'The Assembly Minister' relate to the Minister for Education and Lifelong Learning)

- **The Committee recommends that the Welsh Language Board should be given sufficient resources to fulfil its statutory responsibility to ensure the implementation of the schemes approved by it.**
- **The Committee recommends that the Assembly Minister should provide new guidance to improve the coherence between School Organisation Plans, Education Strategic Plans and Welsh Language Education Schemes. This guidance should focus on increasing the understanding of accountability and responsibility, and co-operation between schools, LEAs, the Welsh Language Board and the Welsh Assembly Government.**
- **The Committee recommends that the Assembly Minister, with local education authorities and the Welsh Language Board, should prepare a national strategic framework to ensure that rigorous mechanisms are in place for co-ordinating the planning, evaluation and development of Welsh medium and bilingual education.**
- **The Committee recommends that the proposed Strategic Unit, in co-operation with the proposed Language Forum, should play a crucial role in improving coherence in strategic planning. The Unit should take account of the strategies and plans of the organisations referred to above and work closely with the National Assembly's Department for Training and Education to ensure the delivery of the aims of the national strategic framework.**
- **The Committee acknowledges the crucial role of Welsh language immersion teaching during Early Years, and recommends that this provision should be expanded and the key role of the Mudiad Ysgolion Meithrin recognised.**
- **The Committee notes that the Assembly Minister has commissioned an audit of Welsh-medium Early Years provision, and recommends that the findings of this audit should inform future policy development.**
- **The Committee recommends that expansion of Early Years provision should also involve increasing bilingual provision, with some degree of immersion teaching, in accordance with parents' wishes.**
- **The Committee recommends that the Assembly Minister should give priority to defining Welsh language provision in schools. The detailed work already undertaken by a group of experts, chaired by the Welsh Language Board, to clarify the manner in which language**

immersion and bilingual education is categorised will form the basis of this consideration.

- The Committee recommends that the Assembly Minister should commission ACCAC, Estyn and the Welsh Language Board to establish an agreed set of criteria for assessing current levels of continuity. A thorough analysis of the reasons for the apparent lack of continuity should be undertaken, and appropriate measures should be adopted.
- The Committee recommends that schools should comply with the WJEC examinations entry regulations and enter pupils for the most appropriate GCSE language examination.
- During the forthcoming review of school curriculum and assessment arrangements, and in the light of the forthcoming review of 14 to 19, ACCAC should include a thorough review of Welsh in education, both in relation to programmes of study and attainment levels in Welsh as a first and second language, to establish whether current arrangements are appropriate in assisting young people to learn the language.
- LEAs and schools should consider ways of improving standards in Welsh second-language, with clear guidance being provided by the Welsh Assembly Government.
- There should be a commitment to reducing the number of pupils who enter no examination in Welsh as a second language at the end of Key Stage 4.
- English-medium primary and secondary schools should develop policies for making more use of Welsh as a medium of instruction in appropriate subjects, taking account of appropriate guidance, the wishes of parents and the availability of suitably trained staff.
- Dual literacy and other features of bilingual teaching methodologies should be developed and used more extensively at both primary and secondary levels, subject to full consultation. This should include relevant guidance and in-service training for teaching staff.
- The Committee recommends that thorough research should be undertaken into the feasibility of measuring pupils' competence in Welsh along a linguistic continuum.
- Pilot projects aimed at delivering Welsh for intensive periods and increasing the number of entry points to Welsh-medium education should be established and funded. The detailed research into the feasibility of courses based on the Intensive Core French model, undertaken by a group of experts under the chairmanship of the Welsh Language Board, should provide useful guidance.

- The Committee recommends that the Assembly Minister should commission the GTCW to undertake a comprehensive audit of the current numbers of Welsh language and Welsh-medium teachers and the nature of the training necessary for projected levels of demand to be met.
- The Committee recommends that the Assembly Minister should consider funding, in the context of successive budget planning rounds, the introduction of pilot language learning sabbaticals in all sectors to expand the pool of practitioners able to teach Welsh and through the medium of Welsh.
- The Committee recommends that the General Teaching Council for Wales should incorporate Welsh-medium and bilingual CPD within its current development of a national CPD framework.
- The Committee recommends that ACCAC should carry out a review of the process for identifying and responding to the need for Welsh-medium and bilingual teaching and learning materials, at a national level.
- The Committee recommends that the ICT Advisory Panel, established by the Assembly Minister in response to the Committee's policy review of ICT in education, should play an important role in ensuring that ICT (including video-conferencing and e-learning) is used to extend the availability of academic and vocational subjects through the medium of Welsh.
- The Committee recommends that the Future Skills Wales partnership should devise a clear and co-ordinated strategy for collating and disseminating information on careers where bilingual skills are required.
- The Committee recommends that the National Council - ELWa should:

Ensure that Welsh-medium and bilingual education and training is developed within a strategic framework, which takes into account the importance of:

- Local partnerships in responding to local need;
 - Making providers aware of the requirements of the National Council - ELWa and those of employers; and
 - Heightening awareness of the benefits of bilingual skills amongst learners.
- Ensure that the work commissioned by FENTO to adapt FE teaching standards for the bilingual sector is given a high profile and adopted by institutions;

- **Adopt a strategic approach, on the basis of reliable data, to the recruitment, training and re-training of staff to teach bilingually and through the medium of Welsh in the FE sector;**
- **Develop the potential provided by ICT to establish effective means of:**
 - **Enabling learners to derive maximum benefit from the resources available;**
 - **Disseminating models of good practice;**
 - **Identifying the need for Welsh speakers in the workplace; and**
 - **Marketing bilingual and Welsh-medium provision.**
- **The Committee supports the modified proposals of the Board (University of Wales Board for Welsh-Medium Teaching) in principle, particularly as regards increasing the numbers of Fellowships and Doctorates, in order to facilitate significant growth in Welsh-medium teaching. The Committee recommends that in relation to implementation, HEFCW should be commissioned to consider the proposals in more detail; to examine matters of costs and practicability; and to report to the Assembly Minister.**
- **The review of the funding structure, currently being undertaken by the National Council – ELWa, should take account of the need to develop the professional skills of Welsh for Adults practitioners and promote a clear career structure.**
- **The National Council-ELWa should seek to take a co-ordinated approach to Welsh for Adults.**
- **A Virtual Centre should be established, subject to the availability of funds, with the aim of developing Welsh for Adults within the broader post-16 sector.**
- **The Committee recommends that the national strategic framework should contain a specific commitment to ensuring that the right of pupils with special educational needs have access to provision to meet their needs, in their language of choice on the basis of equality throughout Wales, is acknowledged and acted upon.**
- **The Committee recommends that the Assembly Minister commission an audit of SEN provision currently available through the medium of Welsh.**
- **The Committee recommends that LEAs should be encouraged to establish mechanisms for sharing resources and disseminating good practice at a regional level. The Welsh Assembly Government should pass the necessary secondary legislation to facilitate this co-operation.**

- **The Committee recognises the value of situating Welsh-medium and bilingual education provision within the international context, and firmly believes that much can be gained from active collaboration. The Committee recommends that contacts already established by the Assembly Minister with partners in Canada and the Basque Autonomous Community be pursued and reinforced, and that further opportunities to share models of good practice with other communities be explored.**

PART I

Culture Committee

THE REVIEW

1.1 In a debate on the Welsh language held on 4 July 2000, the National Assembly adopted the following resolution:

The National Assembly:

- Notes the commitment made in the 'A Better Wales' document to fostering the benefits of bilingualism.
- Recognises the contribution that the foundation of S4C and the Welsh Language Board has made to Wales, and welcomes other positive steps that have flowed from the Welsh Language Act 1993.
- Welcomes the further progress made for the Welsh language in the first year of devolution, which has included:
 - the full implementation of national curriculum requirements for Welsh at key stage 4 in non-Welsh speaking schools;
 - the signature by the UK Government of the European Charter for Regional or Minority Languages;
 - the increase in resources to the Welsh Language Board from the 1999-2000 budgeting round.
- Endorses the resolution passed by the Post-16 Education and Training Committee on 16 February.
- Calls upon the Post-16 Education and Training Committee to allocate time in its forward work programme as soon as possible to conduct a comprehensive policy review into the Welsh language in order to form a strategy for the future; and
- Welcomes the opportunity which will be afforded by the forthcoming quinquennial review to consider in depth the activity and operation of the Welsh Language Board.
- Resolves to adopt policies which support the communities of Wales and which will ensure that the Welsh language flourishes in those communities.
- Confirms its belief that the Welsh language belongs to all the people of Wales, be they Welsh speakers or non-Welsh speakers, and resolves to co-operate with public, private and voluntary organisations to maximise the opportunities for people in all parts of Wales to participate in the bilingual culture and public life of Wales”.

1.2 In November 2000, following an Assembly Cabinet reshuffle, the functions of the Post 16 Education and Training Committee along with those of the Pre 16 Education Committee were reallocated between two new Committees – Culture and Education and Lifelong Learning. The Culture Committee inherited the commitment to undertake a policy review of the Welsh language and on 7 February 2001 adopted the following terms of reference:-

“To seek to define more closely the National Assembly’s established objective of ‘creating a bilingual Wales’. The Committee will aim to suggest a concrete strategy of actions for achieving that objective.

The review will pay particular attention to the following themes:

- ***enabling people to use either language or both in all aspects of national life and in their communities;***
- ***supporting Welsh as a family and community language;***
- ***providing opportunities for people to learn Welsh, and to use it;***
- ***promoting equal respect for both Welsh and English, and maintaining national consensus and goodwill about bilingualism.***

The Committee will examine the work of the Welsh Language Board, and it will also examine the role and contribution of a range of other organisations. These will include agencies involved in economic development, tackling social exclusion, improving learning, and improving the quality of life”.

1.3 The **review began** on 2 May 2001 with a presentation from the Welsh Language Board. A further 10 evidence sessions were held; the last on 6 February 2002. 58 organisations and individuals gave evidence direct to the Committee and 127 additional written submissions were received. In an attempt to reach as many people as possible, 6 of the Committee’s meetings were held at different venues throughout Wales. The Committee held evidence sessions in Aberystwyth, Denbigh, Swansea, Newport, Pontypridd and Pontyberem. A list of all respondents is at Annex II.

1.4 This report reflects the key concerns which emerged from the review and embraces the underlying principle that the Welsh Assembly Government needs to address the future of the Welsh language in an holistic way, across every field of its responsibility. The review itself started this process by involving all subject and regional committees and the Equality of Opportunity Committee.

PRIORITIES

2.1 During the review, it became clear to the Committee that the creation of a bilingual Wales could not be achieved solely through the traditional routes for supporting the language – cultural and educational policies. The terms of reference for the review had encouraged people to look more widely than this, and the subsequent evidence brought the Committee to the conclusion that any meaningful policy would need to be holistic in nature. It believes that all of the Assembly's policies should, as a matter of course, include the sustainability of the Welsh language in their objectives and implementation.

2.2 The following priority areas suggest ways in which this might be achieved:-

- Roles and Structures
- Language Planning
- Education and Lifelong Learning
- Economic Development and Sustainable Communities
- Housing and Planning Policies
- Translation
- Legislation

ROLES AND STRUCTURES

The Evidence

3.1 The relationship between the Assembly and the Welsh Language Board and the roles adopted by them has been one of the central questions addressed by this review. The role of the Assembly, the Language Board and other public bodies in Wales in securing the future of the Welsh language was an issue upon which the majority of contributors expressed views.

3.2 There were different views about the mechanisms and structures that would be required to make a difference. Many of the views were about the role of the Assembly itself, including its internal Welsh language scheme; others involved the role of the Welsh Language Board, local government, Mentrau Iaith and other bodies.

National Assembly for Wales

3.3 The role of the Assembly was seen as crucial by most respondents. They believed that the Assembly needed to demonstrate leadership, both in terms of setting the policy framework and promoting the value of bilingualism; and ensuring Assembly Sponsored Public Bodies (ASPBs) and others made the language an integral part of their strategic and operational plans. There were many calls too for the Assembly to treat the language as a cross-cutting theme in all of its policies. To achieve this, many people suggested that there should be:

- *A high level cross-cutting policy unit within the Assembly to develop and oversee implementation of policy on the language;*
- *A standing committee on the Welsh language.*

3.4 In terms of the Committee, parallels were drawn with the handling of equal opportunities issues and it was felt that the language deserved no lesser treatment.

The Welsh Language Board

3.5 This review began just before the publication of the recommendations of the quinquennial review of the Welsh Language Board (carried out by Newidiem). There were 26 recommendations in all – the complete list can be found in committee paper CC-13-01(p.4). Some of the most significant are listed below:

- That the Welsh Language Board (WLB) review its strategy in the light of the National Assembly's current review of its own strategy for the Welsh language and produce a revised planning document which sets out concrete targets on a five-year basis for the increased use of the Welsh language in defined sectors and identified communities.

- That the WLB invite a bottom-up contribution to policy and strategy development by involving partner organisations and key sector representatives in the development process.
- That the National Assembly's Culture Committee, in the course of its current policy review, take this opportunity to consider developing an inclusive strategy for the Welsh language which recognises the impact of other public bodies on the language, sets out how actions in support of the language are to be co-ordinated, and identifies mechanisms by which the language may be brought increasingly into the mainstream of public administration in Wales.
- That the WLB discuss with the National Assembly the degree to which it can continue to initiate and monitor public body Welsh language schemes and explore ways of devoting aspects of this monitoring process to other appropriate auditing bodies.
- That the WLB and the Assembly work closely together to develop a positive culture of support for the Welsh language in all areas of public administration and development.

3.6 During the period of the review, the Welsh Language Board has acted upon the recommendations and restructured its management and operations. It has presented evidence to this and other committees on its work. Its "Vision and Mission Statement" has been presented to the Minister and to this Committee in support of its evidence. "Vision and Mission" had previously been welcomed by Plenary in November 2000.

3.7 Newidïem also recommended that the WLB consider how it could strengthen its regional presence in Wales. Of those respondents who directly commented upon the Language Board, several agreed that such a presence was vital to enable it to become more involved in the process of preparing local, regional and national development plans and strategies.

3.8 The development and strengthening of partnerships was also a key issue identified for the Board. One respondent commented that "the WLB cannot by itself ensure language maintenance. It has to encourage its partners in the public, private and voluntary sectors and ensure that available funding is prioritised and targeted for the maximum effect of the future of the language". The funding of the Language Board was an area that elicited some comment; several respondents took the view that the Board's budget and resources needed to be enhanced in order for it to become fully effective.

3.9 The extent and definition of the Language Board's powers was also commented upon. One respondent commented that "the Board must have its powers and responsibilities clearly defined so that it can assist bodies in the development of their Welsh Language Schemes to a greater extent".

3.10 In terms of the direct role of the Welsh Language Board, respondents commented that its central role should be one of language planning and ensuring that there is compliance with the 1993 Act.

3.11 Very few respondents advocated the abolition or reconstitution of the Board although one did advocate its replacement by a “Welsh cultural and language authority”.

Local Authorities

3.12 There were not many direct comments about the role of local government in supporting the Welsh language, although the Committee did take oral and written evidence from many local authorities. Some were praised for their efforts in promoting the language internally and for seeking to provide services bilingually. Others asked for the National Assembly to take a lead in realising the objectives of their Development Plans.

3.13 On a more general note, there were comments that local authorities should adopt the objectives of the Assembly to create a bilingual Wales and to include details of this in their community strategies.

Mentrau Iaith

3.14 In their evaluation of Menter Cwm Gwendraeth, Professor Colin Williams and Dr Jeremy Evas concluded that “It is a little premature to assess the full impact of the Mentrau Iaith in seeking to regenerate the Welsh language in their respective areas, but one should not underestimate their potential. To date, this is the most effective means of initiating and maintaining a regenerative strategy at the local level. Mentrau are likely to become the key instrument in Wales for stabilising linguistic fragmentation in areas where there is a high proportion of Welsh-speakers”.

3.15 Many of the comments made about the Mentrau Iaith during the review, agreed on the positive impact they could have in developing the language in the community. One respondent commented that the Mentrau have “....undoubtedly had a positive impact on the community-based use made of the Welsh language and have developed a body of good practice over the years”. Much was made of the potential that the Mentrau offer to increase opportunities for people to use the language at a community level and to raise the profile of the language. Mentrau Iaith Cymru saw its own future as “strengthening its role and status as a national co-ordinating body....to allow it to act as an umbrella organisation able to provide support, guidance and advice at all levels. It could also develop partnerships and act strategically at a national level”.

3.16 A Review of the Mentrau Iaith commissioned by the Welsh Language Board in 2001, supported the view that “the Mentrau Iaith have had a positive influence on the use made of the Welsh language at the community level. On the whole, there are many examples of good practice...”. However, the report

also stated that “much of many of the Mentrau's work is rather patchy and unfocused and there is a need to share and develop examples of good practice”.

3.17 The Welsh Language Board's commissioned review proposed 70 recommendations on the way forward for the Mentrau, dealing with their relationship with the Board itself and other bodies, as well as the need for them to widen ownership of language planning initiatives on a local level.

New Bodies

3.18 There were many calls for new bodies to be established to support the language.

3.19 Several individuals called for the Assembly to establish an independent commission to look at the crisis in Welsh-speaking rural heartlands and to suggest solutions. One group called for an Economic Development Authority to be established specifically for Welsh-speaking communities – a call echoed by other organisations working in the economic field.

3.20 There were suggestions for a national working party on language, comprised of national organisations working in the language field chaired by the Welsh Language Board and funded by the Assembly. One contributor wanted to see the Assembly invest in a number of new institutions to support the language. These included a National Standardising Centre for Terminology, a Centre for Language Planning, a National Centre for Teaching Welsh, an Advisory Board on Bilingualism - to study the effect of socio-economic change including regional planning, the economy, transport, communications, media and international development - and a Bilingual Resource Centre to prepare software applications for businesses.

3.21 A particular proposal was put forward by Mentrau Iaith Cymru to establish a “Powerhouse” organisation – a National Language and Economic Development Body for Wales – to promote the economy, education and training, community development and the Welsh language. Such a body would “develop ideas, promote research and needs assessments, fund innovative schemes, stimulate entrepreneurialism, provide advice and support to local businesses, monitor and evaluate the effectiveness of economic development and land use policies on the Welsh language”.

The Committee's Consideration

National Assembly

3.22 There was no dispute in Committee that the Assembly should lead, and be seen to lead, on policy on the Welsh language. Furthermore, it was the Committee's view that a high level cross-cutting unit was required to develop policy on the language and monitor its subsequent implementation across the range of Assembly responsibilities. The unit would thus provide the spur for

the holistic approach to the language which the Committee wished to see achieved within the Assembly.

3.23 As to the standing committee on the Welsh language, some Members initially felt that this would provide the necessary focus on policy and for the proposed cross-cutting unit. On balance however, the Committee felt that this would not contribute to an holistic approach to the language since it would confine policy on the language to a single committee. Instead, the Committee felt that the Welsh language should be the responsibility of all committees, with the Culture Committee taking a co-ordinating role and responsibility for overall policy. Mechanisms would therefore need to be found for the cross-cutting unit to report to the Culture Committee, and for liaison with other committees on language issues.

Welsh Language Board

3.24 The Committee had previously accepted the findings of the Quinquennial Review of the Language Board. Some concern was expressed however, about the Board's dual responsibilities for language planning and regulation, but this was rejected by members of the Committee. The Committee concluded that the Board should be maintained and strengthened as the other lead agency for language planning. The Committee also saw a role for the Welsh Language Board in developing new partnerships between the Mentrau Iaith and other local groups and organisations.

Local Authorities

3.25 The Committee felt that local authorities could have a more prominent role to play in fostering the use of the Welsh language. Some had already developed strategies for their area as well as their statutory Welsh language schemes. These advocated greater co-ordination between relevant agencies, something which the Committee felt was important at all levels.

Mentrau Iaith

3.26 The Committee reached the view that the Mentrau Iaith had an important role to play in stimulating and co-ordinating activity at the local level. The Committee agreed that in order to put the Mentrau on a firmer footing and allow for better development of projects, their funding should be extended to a three year cycle rather than the present year on year. The Committee believed that resources should be provided to establish a national co-ordinating framework for the Mentrau Iaith. This would enable the Mentrau to co-ordinate their activity, extend best practice and address development and training needs.

New Bodies

3.27 Members rejected proposals put forward during the review for new bodies or organisations. They did however, believe that there was much to be gained by greater co-ordination and co-operation by all the bodies with an

interest in language planning and provision of services in Welsh. The Committee recognised the need to co-ordinate activity between the different bodies and organisations with a responsibility for the Welsh language. The Committee also believed that a formal mechanism needed to be created to enable organisations and community groups to feed into the development of the Assembly's future policies.

3.28 The Committee concluded that a Fforwm Iaith (language forum) should be created, which would bring together bodies and organisations with a responsibility for the Welsh language, on a quarterly basis, to share ideas, co-ordinate approaches, and contribute to policy development. The Fforwm Iaith would be based on the "Cymru'n Creu" model, which was established to address a similar need within the culture sector. The Fforwm Iaith would be chaired by the Minister and given administrative support by the cross-cutting Welsh language unit in the Assembly.

Recommendations

- **The Assembly should provide strategic leadership in developing a bilingual Wales.**
- **The Welsh Assembly Government should set up a strategic cross-cutting unit at a high level within the Assembly to take forward a Welsh language strategy, and to monitor its implementation across the different policy areas.**
- **The Welsh Assembly Government should ensure that the Welsh language becomes a cross-cutting theme throughout the Assembly and through the work of ASPBs. The remit letters of ASPBs should in future contain a specific requirement to support the Welsh language.**
- **The Welsh Language Board should be adequately funded to fulfil its statutory remit as the main agency for delivering the targets set to increase the number of Welsh speakers and promote and market the value of bilingualism.**
- **The Mentrau Iaith should be funded on a three year cycle in line with Government policy in order to facilitate better planning and development.**
- **The Mentrau Iaith should take the lead in driving forward initiatives at a local level under the direction of the Welsh Language Board.**
- **Resources should be provided to enable the Mentrau Iaith to establish a national co-ordinating framework, to enable the Mentrau to co-ordinate their activity across Wales, extend best practice, and address development and training needs.**

- **A Fforwm Iaith should be created to bring together bodies and organisations with responsibility for the Welsh language, on a quarterly basis, to share ideas, co-ordinate approaches, and contribute to policy development. The Fforwm Iaith should be chaired by the Minister for Culture and given administrative support by the cross-cutting Welsh language unit in the Assembly.**
- **Local authorities should be encouraged to respond to the proposed Assembly policy by producing their own local plans.**

LANGUAGE PLANNING

The Evidence

4.1 The key document submitted to the Committee was the Welsh Language Board's "Vision and Mission" which was welcomed by Plenary in November 2000. The document identifies four types of language planning, all of which it suggests are required for language survival:

- Acquisition planning
- Usage Planning
- Status Planning
- Corpus planning.

4.2 The Committee did not itself discuss language planning in great detail but it does support the principles of a "Vision and Mission".

4.3 The Committee did however receive other important evidence and this, and the Committee's conclusions are set out below.

Language Acquisition Planning

4.4 The Committee received a good deal of evidence on the importance of intergenerational language transmission. There was support for the view that a language cannot function at community level unless it is passed on by parents. Some organisations felt that the situation was likely to get worse in future years. One commented, "The intergenerational gap is broadening as the number of births to 20-29 year old women declines and the number of babies born to mothers over-35 increases. This slows down the process of intergenerational transmission. It does, however, allow more time for fostering motivation and promoting language acquisition among 20 somethings". The same organisation called for greater investment to raise the language skills of parents and potential parents, so improving the language skills of young children.

4.5 One academic praised the Welsh Language Board's innovative initiatives in providing information on Bounty packs for new mothers and by training Midwives and Health Visitors to encourage new parents to consider the language of the home. He went on to emphasise the important role of Mudiad Ysgolion Meithrin in its contribution to Welsh language education.

4.6 Various solutions were put forward as to how the Assembly could improve language transmission. These included the establishment of Special Linguistic Development Zones, which would reflect the differing attitudes and status of the language between counties such as Gwynedd and Monmouthshire.

4.7 Better marketing was also put forward as a solution. One organisation felt that a national publicity campaign should be launched to emphasise the importance of language transfer in the home. Both the Welsh Language

Board and the Mentrau Iaith wanted the Assembly to conduct a sustained campaign to market bilingualism within Wales.

4.8 There were also calls to establish a Centre for Language Planning that would be a partnership between the National Assembly, the Welsh Language Board, local authorities and academia.

Usage Planning

4.9 Responses to the consultation exercise showed a healthy upturn in the social, cultural and community use of the language. The development of the Mentrau Iaith, the work of the Welsh learners organisation CYD, and that of many other local organisations provided increasing opportunities for everyday language usage. The work of the Urdd and Young Farmers Associations also provided young people with opportunities to use the language outside the classroom. There were calls however for the Mentrau Iaith to be “properly supported and better financed”. One organisation called for the development of a scheme to employ language animateurs who would offer intensive language planning expertise within communities.

4.10 The picture was not all rosy. One local authority detailed the lack of opportunities for Welsh medium contact for a great majority of pupils outside school hours, even though there was a clear demand for it amongst Welsh speakers; other respondents noted the loss of Welsh usage amongst young adults within 5-10 years of leaving school.

4.11 In respect of the instrumental use of the language, a mixed picture emerged. Many public sector organisations such as local authorities were aware of the advantages of bilingualism to their staff and provided incentives and the time for the staff to learn the language. There was also evidence that employers placed increasing value on bilingual skills, a fact noted by ELWa who saw one of its most important tasks as being to raise student and trainee demand to match the increased need.

4.12 Many respondents felt that more should be done to increase the use of Welsh in the private sector. The lack of everyday usage in the private sector was reflected in the results of a survey commissioned by the Federation of Small Businesses in 1999, when only 8% of their members said that they used the Welsh language on a daily basis.

4.13 The aims and work of Menter a Busnes were seen by several respondents as being worthy of support, indeed the organisation was seen as performing a key strategic role in heightening the awareness of economic opportunities for language usage.

Status Planning

4.14 The majority of responses on the status of the language related to the need for the Welsh language to gain more recognition, functions and capacity. Although the 1993 Act has appeared to raise the status of the language, many

respondents called for the Welsh language to have “official” status in the same way as the Basque and Catalan languages. The Welsh Language Board itself commented that the most important thing the Assembly could do to raise the status of the language would be to take ownership of the Board’s “Vision and Mission” strategy. Elsewhere, the use of Welsh in the Assembly was seen as a factor in raising its status and sending positive waves to those making language choices.

4.15 There was anecdotal evidence that amongst young people the status of the language was at a low ebb. Secondary school pupils told a review session held by the Mid Wales Regional Committee that language was not seen to be “cool” amongst their peers.

The Committee’s consideration

4.16 It was suggested that language planning should be a priority for the Committee, with language transmission within families and use of the language in communities as priority areas for resources. The Committee agrees. The Committee also believes that the main aim should be to make Welsh a living community language, increasing the numbers who can understand, speak and choose to use it.

Recommendations

- **The Committee's language planning priorities are:**
 - **to increase the numbers of people able to speak Welsh**
 - **to strengthen the language in communities**
 - **to strengthen language use within families**
- **The Committee endorses the merits of holistic language planning and views the implementation of holistic language planning as one of the key factors in safeguarding and improving the future of the Welsh language.**
- **The Committee recommends that language transmission within families, and use of the language in communities and increasing opportunities for using Welsh outside school are priority areas for increased resources.**
- **The Committee further recommends that the proposed Assembly cross-cutting unit, in conjunction with the Welsh Language Board, embark on a marketing campaign which promotes and underlines the benefits of language transmission and language use.**
- **There is a need for better data on the usage of and attitude towards the Welsh language in order to inform policy development.**

EDUCATION AND LIFELONG LEARNING

Introduction

The body of evidence considered by the Education and Lifelong Learning Committee, and their recommendations, are set out in Part II of this report. The Education and Lifelong Learning Committee identified six key recommendations, which are given below.

Key Recommendations

- **The Committee recommends that the Assembly Minister should provide new guidance to improve the coherence between School Organisation Plans, Education Strategic Plans and Welsh Language Education Schemes. This guidance should focus on increasing the understanding of accountability and responsibility, and co-operation between schools, LEAs, the Welsh Language Board and the Welsh Assembly Government.**
- **The Committee recommends that the Assembly Minister, with local education authorities and the Welsh Language Board, should prepare a national strategic framework to ensure that rigorous mechanisms are in place for co-ordinating the planning, evaluation and development of Welsh-medium and bilingual education.**
- **The Committee acknowledges the crucial role of Welsh language immersion teaching during Early Years, and recommends that this provision should be expanded and the key role of the *Mudiad Ysgolion Meithrin* recognised.**
- **The Committee recommends that the Assembly Minister should commission ACCAC, Estyn and the Welsh Language Board to establish an agreed set of criteria for assessing current levels of continuity. A thorough analysis of the reasons for the apparent lack of continuity should be undertaken, and appropriate measures should be adopted.**
- **The Committee recommends that thorough research should be undertaken into the feasibility of measuring pupils' competence in Welsh along a linguistic continuum.**
- **The Committee recommends that the national strategic framework should contain a specific commitment to ensuring that the right of pupils with special educational needs have access to provision to meet their needs, in their language of choice on the basis of equality throughout Wales, is acknowledged and acted upon.**

The Culture Committee endorses these recommendations. It further recommends:

- **The proposed Welsh Assembly Government's Strategic Language Unit, in co-operation with the proposed Language Forum, should find means of promoting the provision of Welsh medium Educare.**
- **Mudiad Ysgolion Meithrin, working with Mentrau Iaith, should be supported in developing projects within communities where parents learn Welsh along with their children.**
- **The Welsh Assembly Government should ensure that adequate resources are available to meet any additional demand for both Welsh medium and non-Welsh medium education for three year olds.**

ECONOMIC DEVELOPMENT AND SUSTAINABLE COMMUNITIES

The Evidence

6.1 The Committee has received a great deal of evidence about the influence of economic development on the language and local communities, particularly in the predominantly Welsh speaking areas. The Committee has already accepted that there is a direct relationship between in and out migration and the state of the language; it also accepted that economic issues are a key contributory factor to this demographic change.

6.2 Evidence on the relationship between the state of the language and economic and community development came from a broad cross-section of organisations: not only the business and community sectors, but also local government, academics, and language groups. All agreed that the economy had a fundamental impact on the Welsh language and in particular on those rural and urban areas Welsh is a community language.

6.3 A number of submissions maintained that many Welsh speaking communities are economically disadvantaged and located in Objective 1 areas. That this led to out-migration particularly by young people was undisputed. The lack of suitable as well as available employment opportunities was highlighted by, inter alia, the Economic Development Committee. That Committee also felt that the Welsh language is a valuable resource for economic development. It suggested that the language offers a wide range of direct and indirect opportunities for businesses and this in turn could present a positive and vital image for Wales.

6.4 Some contributors felt that the National Economic Development Strategy (NEDS) did not sufficiently address the lack of provision towards the continuation of Welsh as a community language. The same criticism, it was said, applied to the Single Programming Documents (SPD) on Objective 1 funding. There were few references in either to the Welsh language or the provision of employment or training which can utilise those skills. For Welsh speaking communities to be sustained, it is important that adequate job opportunities are available within reasonable daily travelling distance of those communities.

Economic Development

6.5 It was suggested that the National Assembly should promote the Welsh language heartlands as an attractive place for people to set up and develop businesses. This, it was said, would require action across the Assembly's policy areas and may require current thinking to be challenged.

6.6 It was further suggested that bilingualism can be a benefit, not a hindrance, to successful commerce. Different levels of government should look to raising awareness of the Welsh language and emphasise the benefits of maintaining a workforce which is able to provide services bilingually.

6.7 Particularly relevant in this context was the development of **cultural tourism**. The Wales Tourist Board (WTB) has defined the make-up of Wales's cultural tourism product as follows: "Performing, visual and literary arts, museums, built and social heritage, historic landscapes and gardens, crafts, architecture, design, film, religion, broadcasting, food and sport. Included in these are the Welsh and English languages, traditional, contemporary and emerging, professional and amateur forms of cultural expression".

6.8 The Welsh language and Wales' bilingual culture are important factors in identifying Wales as different and unique within the United Kingdom. The Economic Development Committee in its evidence to this review highlighted the fact that the Welsh language was a key factor "that bodies such as the Wales Tourist Board should integrate into their marketing strategies in order to enhance the image they are trying to promote".

6.9 WTB's evidence to the Committee recognised this fact, "time and time again the Welsh language has proven to be a unique selling-point for Wales and a wonderful lead in to other cultural and social aspects that makes our tourism offering in Wales so distinctive".

6.10 The Tourist Board's role in promoting Wales as a bilingual nation was largely praised during the consultation, although some respondents did feel that not enough was being done in this direction. One respondent, praised WTB's "Achieving Our Potential" document as being "peppered with constructive references to the contribution of the language, culture, heritage, identity and national image to the success of Welsh tourism" and that the document "offered an opportunity to implement a variety of projects which use Welsh culture in a creative and dignified way".

6.11 Early in the review, the Committee heard of the potentially negative effects of the tourist industry to the Welsh language. A report found that the "tourist industry and its indirect effects have contributed to the decline of the national tongue and continue to threaten its future as a vibrant community language.....considerable disquiet still exists within our host communities regarding the Anglicised nature of the tourist industry in Wales". The development of cultural tourism with a clear message that Wales was a bilingual country was considered to be an antidote to this threat. Evidence emerged that there was a shortage of Welsh speakers in the tourist industry in Wales and that as a consequence of that, very few businesses made any creative use of indigenous culture.

6.12 One important piece of evidence called for a "step change in our efforts to boost the presence of culture in tourism if it is to have any positive result on the future of the language". Amongst the measures advocated to improve the situation was that cultural tourism should be given a more central role and definitive focus within the WTB's activities, possibly in the form of a dedicated unit outside Cardiff, in a predominantly Welsh-speaking area. It was felt that the new Unitary Development Plans could assist in ensuring an economic foundation which could sustain Welsh speaking communities by:

- estimating how much industrial land would be required during the scheme's duration then distributing this supply according to the Unitary Development Plan Strategic Development framework and designating appropriate sites;
- establishing policies which would promote the creation of a sustainable economy whilst safeguarding environmental and social interests.
- Developing local job objectives within the Welsh Assembly Government's all Wales strategy.

6.13 The creation of an organisation with statutory powers to promote the economy, education and training, community development and the language was proposed. It was suggested that such a body should draw on the expertise of the Welsh Development Agency, ELWa, Wales Tourist Board, Countryside Council for Wales, Menter a Busnes and Antur Teifi.

6.14 The Economic Development Committee however, did not see the need for new bodies to oversee or promote the incorporation of Welsh language considerations into economic development policies. It felt that existing bodies such as the Welsh Development Agency and Wales Tourist Board, could adapt their policies to any locally targeted requirements.

6.15 Others proposed that, in the area of Economic Development, there should be a mechanism that brought together the Mentrau Iaith, the Welsh Language Board, the Welsh Development Agency and the Wales Tourist Board, in order to provide the additional focus for economic development in the Welsh language. It would support innovation and training of people to start Small to Medium Sized Enterprises and ensure that successful ventures, which had been supported by language planning, were mainstreamed in the National Economic Development Strategy. The Committee also believed that the strategies pursued by Menter a Busnes and other similar organisations should feed into future economic planning by those lead agencies.

Sustainable Communities

6.16 During discussion, the Committee believed that developing sustainable communities was a key priority. This was not limited to Welsh speaking or heartland communities, although this would clearly have an impact on the language in those areas.

6.17 The Committee felt that the work of Mentrau Iaith in creating networks within communities had been an effective mechanism, as had been the role of Menter a Busnes, in promoting and assisting with the setting-up of indigenous businesses. Both bodies should find a new role in developing effective models within communities and co-operating with each other and other partners such as local authorities to create economic activity. The Committee agreed that supporting and enabling communities to help themselves was a

fundamental part of the process that would allow the Welsh language to flourish.

6.18 Some organisations felt that the Assembly and relevant Assembly Sponsored Public Bodies should be relocated from Cardiff into the Welsh-speaking heartlands. This should increase the range of opportunities for young people to find professional and attractive careers. The Welsh Language Board, Wales Tourist Board, Arts Council for Wales, S4C, Assembly Departments and educational establishments were proposed as candidates for this.

6.19 S4C was asked by the Committee to submit further evidence on the feasibility of relocation. After careful consideration, S4C concluded that the benefits would not justify the cost of relocation. The issue of devolving its administrative offices and those of the Assembly Sponsored Public Bodies should be part of the National Assembly's agenda and be given priority by Ministers whenever new governmental structures were considered.

6.20 The poor condition of the **transport infrastructure** in Wales was commented on by several organisations. One suggested that it was unacceptable and a key factor in the continuing failure to attract major employers to rural Wales.

6.21 The CBI suggested that business can do most to assist the survival and development of the language by providing employment in Welsh speaking areas. The CBI felt however that Wales is too small a market to allow development of purely local businesses.

6.22 However it was suggested that business cannot create more jobs unless the National Assembly for Wales creates the right business environment by:-

- addressing deficiencies in transport and planning policies
- incentivising language use, not penalising non-use.
- the establishment of a Community Fund for rural communities to establish co-operative companies to safeguard local services such as village shops, public houses, post offices and petrol stations. A Community Development Bank for indigenous businesses was also suggested.

6.23 It was felt that the Welsh language should be treated in the business world as a skill as it is in education whereby teachers receive an allowance or a grant to teach a shortage subject such as Welsh. Supporting employers in this way would raise the status of the language and encourage its use.

6.24 The Federation of Small Businesses suggested that a major means of promoting the local economy would be to increase the emphasis, opportunity and importance of small businesses. This would require specific policies by the Assembly through advice, assistance and financial measures. It would also require a revolutionary change in attitude towards education, training, business activity and entrepreneurship. They felt that this was especially true

in Welsh speaking areas where there has traditionally been a tendency to follow a career in the public sector.

6.25 The Economic Development Committee felt that the language was an important element of the cultural sector which it considers particularly important in the development of the Welsh economy. They saw it as a valuable tool in helping to protect and develop rural communities.

6.26 Finally, the Equality of Opportunity and this Committee accepted that the language should be put in an equal opportunities context. This Committee also agreed that public service provision should be available in the language of people's choice. The Committee believed that this was particularly important for the elderly, the ill, and young children who might often find it difficult or impossible to use their second language.

Recommendations

- **The Committee believes that developing sustainable communities is a key priority. This should not be limited to Welsh speaking or heartland communities, although this would clearly have an impact on the language in those areas.**
- **For Welsh speaking communities to be sustained, it is important that adequate job opportunities are available within reasonable daily travelling distance of those communities.**
- **The role of the Welsh Development Agency and the Wales Tourist Board in supporting the Welsh language through economic activity should be strengthened. To this end, the agencies are asked to consider how this could be achieved within existing structures, and in co-operation with other organisations working at a local level.**
- **The remit letters of the Welsh Development Agency and the Wales Tourist Board should be changed to incorporate support for the Welsh language.**
- **The successful strategies pursued by Menter a Busnes and other local organisations should feed into future economic planning by the lead agencies.**
- **Government departments, Assembly Sponsored Public Bodies and non-answerable bodies such as S4C and the BBC should be asked to consider devolving to the regions when making their management and strategic decisions.**
- **Deficiencies in transport infrastructure affect numerous areas of Wales not just Welsh speaking areas. The Welsh Assembly Government needs to ensure a Wales-wide approach to remedying this problem whilst recognising that it is of particular significance to rural communities including the Welsh-speaking heartlands.**

- **The Committee supports the establishment of a community fund to assist community businesses such as village shops, pubs and post offices. The fund should be accessible to all but would be of particular benefit to rural areas. The Welsh Development Agency and ELWa should investigate the practicalities of establishing such a fund.**
- **Public service provision and private services commissioned by the public sector for the elderly, the ill and young children, should be in the language of people's choice.**
- **The Committee believes that the importance of bilingualism to the tourist industry should be re-enforced, and that the Wales Tourist Board should encourage more Welsh speakers to set up tourism related businesses , and encourage tourism businesses in all parts of Wales to make more use of their area's indigenous culture.**

HOUSING AND PLANNING POLICIES

The Evidence

7.1 Research by the University of Wales, Aberystwyth has shown that in 1961, 279 communities (out of a total of 993) throughout Wales, covering an area of 37% across Wales recorded that at least 80% of their community could speak Welsh. By 1991, only 32 of those communities remained. This percentage of 80% is extremely important to the future prospects of the Welsh language since it denotes the threshold required by any language to survive as a thriving community language. Academics have also pointed to the fact that this was part of a global trend of population movement and decline.

7.2 It has been argued that whilst several factors have contributed to the decline in the use of the Welsh language, two of the most influential factors which have hastened this decline, particularly in rural communities, are the in-migration of non-Welsh speakers and the out-migration of local people due to the lack of affordable housing and of local employment.

7.3 Given the European law on the free movement of people, goods and capital, the Committee did not believe that it was a practical option (even if it was desirable) to seek restrictions on people's right to move into or within Wales. The Committee did however believe that the reasons for out-migration should be afforded priority. It agreed that key areas for examination were housing and planning policies within the context of sustainable communities.

The Committee's consideration

Housing

7.4 The Local Government and Housing Committee has assisted the Committee in its deliberations on these matters. That Committee noted that the Assembly had shown continuing commitment to ensuring local people were given the opportunity to remain in their own communities. They felt, however, that it would be unacceptable and impracticable to enforce restrictive practices to address the housing problems of rural Wales.

7.5 Nonetheless this Committee recognises that there already exists provision to enable local people to be given priority (irrespective of language) in the allocation of rented accommodation; and for the purchase of houses in certain areas (including the Lake District) to carry restrictive conditions as to their occupancy.

7.6 The Committee believes that people should have a right to live within their own community, irrespective of language; and that such a right is equally valid in English speaking communities. The Committee supports the attempts of local and central governments to respect and facilitate those rights. It also recognises that enabling Welsh speakers to secure housing within their own Welsh speaking communities is important in safeguarding the future of the language.

7.7 Other specific measures discussed by both the Local Government and Housing Committee and this Committee were ways in which the Social Housing Grant (SHG) and Home Buy schemes could assist people into home ownership. Other measures discussed were the need to obtain planning permission before changing the status of a permanent dwelling into a holiday home and the introduction of 'Welcome Packs' to incomers to Welsh-speaking heartland areas.

Planning

7.8 During the course of the review there were many calls for the Assembly's Technical Advice Note 20, which deals specifically with the Welsh language, to be strengthened. The recent publication of "Planning Policy Wales", however, sets out a clear principle supported by Technical Advice Note 20 by stating that every local authority in Wales must take the Welsh language and the threat to predominantly Welsh speaking communities into consideration when considering planning applications and developments. The Committee welcomed this development and the Environment Minister's commitment to reviewing the effectiveness of the policies in 2003. The Committee would, however, itself keep the matter under review.

7.9 This Committee, in putting forward its recommendations, recognises that it is for other Ministers and Committees to pursue the detail of practical implementation.

Recommendations

- **That the Welsh Assembly Government should facilitate access to housing and employment to ensure the sustainability of communities, particularly in Welsh-speaking heartland areas.**
- **That the Minister be asked to find ways of strengthening the Home Buy Scheme, particularly in rural areas. This should include consideration of a substantial raising of the current limit on the price of houses for which the scheme is applicable and an increase in the funding made available for the scheme.**
- **Whilst the Committee welcomes the fact that statistical data on housing stock is being collected, it wishes to stress that such data is particularly necessary for areas where there is a perceived lack of affordable housing.**
- **The Committee supports the introduction of 'Welcome Packs' to potential in-comers to Wales, but ask that such packs be properly scrutinised by the Welsh Language Board before being made widely available through a range of organisations including local authorities, solicitors and schools. The Welsh Assembly Government**

should seek to establish a concordat with organisations representing Estate Agents to facilitate the distribution of such packs.

- Local Authorities should be encouraged to use all the powers available to them, including housing and planning powers, to enable local people to secure homes, either by purchase or rent, within their own community; but that in the exercise of these powers, there shall be no discrimination on the basis of language.
- To facilitate local authorities in undertaking such responsibilities, the Government of Wales should clarify the term “local need” for use within the unitary development plans of local authorities.
- The Committee endorses the principle in Planning Policy Wales that the Welsh language and the threat to predominantly Welsh speaking communities must be taken into consideration when considering planning applications and developments. The Committee believes it represents a positive step in the protection of Welsh-speaking 'heartland' communities. It welcomes the commitment made by the Minister for Transport, Planning and the Environment to reviewing the effectiveness of the policy within the next year. It further believes that considerations relating to the language should be a significant factor in compiling Unitary Development Plans.
- The Committee recommends that planning permission should be required before changing the status of a permanent dwelling into a holiday home in areas when the number of holiday homes exceed a threshold of the existing housing stock. The Environment Minister should consider this recommendation alongside other measures to ensure sufficient availability of housing stock for people within their communities.

TRANSLATION

The Evidence

8.1 One of the original aims of the review was to 'normalise' the language: to make it easy for Welsh to be used in the workplace. This has undoubtedly happened in the Assembly itself and this is due in no small measure to the simultaneous translation facility in operation. Some have argued, however, for less translation and more natural bilingual administration and for more encouragement to bilingualism to enable Welsh speakers to use the language at work.

8.2 The review debated translation services both within and outside the Assembly. There were a number of calls for prioritisation and better targeting of scarce translation facilities. Others felt that any retreat from the principle of full bilingualism would provide organisations with the excuse that producing Welsh language versions of documents would be too costly. As part of the wider picture, there were calls for an all-Wales strategy for translation to be developed and that there were serious concerns about the lack of regulation or control within the translation industry and the lack of any structured training programme for translators. It was also put to the Committee that the translation industry had grown enormously in recent years, but it was still not meeting demands. It was felt that this represented a huge economic opportunity in Wales, which had been missed. It was suggested that one way of addressing the need for additional translators in the future was to include translation in the curriculum.

The Committee's consideration

8.3 Members raised the issue of delays in receiving Welsh versions of Committee papers, and whether there was wastage in the system through the translation of documents that were never read and simply sat on the shelf. This led to a discussion about whether all documents should be translated or whether some form of prioritisation should be developed. The general view was that there should be prioritisation. The presumption should be that not all documents would be translated and some Members suggested that papers which required decisions should have first priority, with background papers taking second place. Members doubted whether translating every single document was an effective means of promoting bilingualism; resources might be more usefully allocated to greater simultaneous translation, or other ways of supporting the language.

8.4 Members took the opportunity to acknowledge the tremendous work done by the Assembly's Translation Service and the high quality of the simultaneous translation.

8.5 The standard of Welsh issued by the Assembly in certain documents was another important issue of concern to Members. Officials of the Assembly Translation Service said that they tried to maintain the highest possible

standards and that ensure that every document was properly edited before publication. There was a strong feeling that the translation industry needed to be regulated in a more rigorous manner.

8.6 The Welsh Language Board were currently working with the Association of Welsh Translators on the production of a strategy for translation and, at the Committee's invitation had agreed to draw up a costed project which would include ways of developing the Association in order for it to operate as the Board's regulatory engine. It was suggested that there should be an annual directory of accredited translators which would also identify specialist translation.

8.7 Members discussed the lack of suitable training for professional translators. They felt that national training courses should be available throughout Wales. It was suggested that this should be raised in the Education and Lifelong Learning Committee and that ELWa should be encouraged to open discussions with the University of Wales about developing courses, possibly by creating a specialist unit.

8.8 Members also discussed the need for standardising terms used by translators (and others) and also the need to promote a plain form of Welsh that was easily understood. It was suggested that the Language Board and Canolfan Bedwyr at the University of Wales, Bangor, should give this further consideration and report back to the Committee at a later stage.

Recommendations

Inside the Assembly

- **The aim is to publish Welsh and English documents simultaneously, with the exception of complex technical documents. However, translation requirements should be prioritised, with documents requiring decisions taking precedence over background papers.**
- **The Committee's key priority in this area is to encourage more day to day bilingual administration with a move away from reliance on translation. To this end, it asks the Welsh Assembly Government to promote day to day bilingual working and to disseminate good practice to other public bodies.**

Outside the Assembly

- **A national translation strategy should be developed by the Welsh Language Board in conjunction with the Association of Welsh Translators. The strategy should cover issues such as standards and regulation, training and qualifications, career pathways, developments in Information Technology, and address ways in which the numbers of translators could be increased.**

- In addition to greater regulation, all translators should be required to take a professional qualification and be affiliated to a professional body.
- An annual directory of accredited translators should be produced.
- The Committee welcomes the discussions between the University of Wales and ELWa about developing a national training course for professional translators, and awaits a positive outcome.

LEGISLATION

The Evidence

9.1 Early in the review, the Committee asked for the Counsel General for Wales' view on:

- What it was possible to achieve for the Welsh language through the Government of Wales Act 1998
- How the 1993 Welsh Language Act rested alongside the Government of Wales Act 1998
- Whether, in his view, the Assembly could create a bilingual Wales without further primary legislation.

9.2 The Counsel General felt that the legislative starting point for answering these questions were the opening words of the 1993 Act. These provide that “in the conduct of public business and the administration of justice in Wales, the English and Welsh languages should be treated on the basis of equality”. These words were far reaching in their effect and together with Sections 32, 33, 47 and 102 of the 1998 Act formed a collection of very wide powers.

9.3 The Counsel General agreed with the Welsh Language Board proposal that Section 32 of the 1998 Government of Wales Act was very wide in its ambit, but reminded the Committee that the National Assembly for Wales has no primary legislative powers and such powers as it has to make secondary legislation were limited by the Transfer of Functions Orders. Nevertheless, the Counsel General considered that the 1993 Act and other Acts were “engines for change and if properly used in the public sector... could assist in creating a bilingual society...”

9.4 In conclusion, the Counsel General did not feel that there was a pressing need for a new language Act at this time, but before one could expound a more definite opinion, the potential of existing legislation should be tried and tested.

9.5 During the consultation, the positive impact of the 1993 Act was recognised and it was suggested that by enabling the legitimisation of the use of Welsh across the public sector in particular, it had raised the status and the profile of the language. A minority of organisations however, felt that a new language Act was required and for a variety of reasons:

- to declare Welsh as the national/indigenous language of Wales
- to make sure that Welsh survives as a living community language
- to make Welsh an official language in Wales (ie on a par with English)
- to extend provisions to the private (and in particular the public corporations which have been privatised) and voluntary sector
- to place the language in the technological revolution
- to allow the selection of jurors who understand Welsh

- to give people the right to speak Welsh in their workplace
- to recognise regional variations.

9.6 Alongside the call for new legislation, many respondents called for Welsh to be recognised as an official language in the same way as the Basque and Catalan languages in their respective countries. Respondents argued that affording official status to the Welsh language would be a symbolic step which would demonstrate the value that Wales places on the language. However, the Committee received legal advice which suggested that by virtue of the Welsh Language Act 1993, Welsh does indeed currently enjoy 'official' status, in that in the conduct of public business and the administration of justice in Wales the English and Welsh languages should be treated on a basis of equality.

9.7 There were opposing views. One commented that additional legislation would not guarantee extra numbers of Welsh speakers and that it could lead to polarisation of society within Wales. The business sector too felt that any attempt to compel it to use the language would be counterproductive. It believed it was more important to develop consensus and goodwill, particularly amongst small businesses, and especially in areas where Welsh is the minority language. The Economic Development Committee advised that the private sector should be consulted further if consideration was to be given to extending statutory obligations to it.

The Committee's consideration

9.8 The question of new legislation gave rise to some of the Committee's most vociferous debates with Members expressing a variety of views on the way forward and about the kind of things that possible new legislation might cover. The Committee gave particular consideration to whether there was scope under the Welsh Language Act 1993 for further bodies to be brought within the scope of that Act. The Office of the Counsel General informed the Committee that there were still organisations specified in the Welsh Language Act itself that had not yet prepared schemes nor had they been given notice by the Board to do so, but some had already prepared voluntary language schemes. The Minister also informed the Committee that she would be seeking a legal view about the possible extension of Section 6 of the 1993 Act to cover utility companies and housing associations.

Recommendations

- **The 1993 Act should be used as fully as the powers in it permit, so that the limits of those powers are reached before any comprehensive new legislation is sought.**
- **The Committee further recommends that in terms of potential new legislation, the Richard Commission should investigate the possibilities of enabling powers to allow the Assembly to amend the 1993 Welsh Language Act by order.**

PART II

Education and Lifelong Learning Committee

INTRODUCTION

10.1 The Committee is pleased to have had the opportunity to play its part in this policy review. The Committee started taking evidence in January 2002 and completed its deliberations in June 2002. In the main introduction to this report, reference is made to the plenary resolution of 4 July 2000. This included an endorsement of the following resolution passed by the Post-16 Education and Training Committee on 16 February that year:

“The Committee welcomes the Welsh Language Board's document ‘The Welsh Language: A Vision and Mission 2000-5’ as a major contribution to the task of drawing up a strategy for the continued revitalisation of the Welsh language and the creation of a bilingual Wales. The Committee agrees that the four main challenges are those noted in the “Summary of the Welsh Language Board's Position” and strongly supports the emphasis on Welsh-medium education as the basis for growth.

The Committee notes that achieving such an ambitious task as the creation of a truly bilingual Wales must involve a co-ordinated strategy, with targets, of the kind described in the Board's document.

The Committee strongly supports the aim of creating a bilingual Wales as an achievable national aim, and wishes to see the implementation of an effective strategy to ensure that this aim is achieved.

The Committee welcomes the fact that the Executive accepts the Board's document as an important contribution and guide to determining priorities for the future work of the Board within the resources voted by the Assembly.”

10.2 During the policy review, the Committee heard evidence from the Welsh Language Board, which was set in the context of the ‘Vision and Mission’ document.

Terms of Reference

At the start of the review, the Committee agreed the following terms of reference:

“To seek to define more closely the promotion of the Welsh Language and the benefits of bilingualism and education and lifelong learning in achieving the National Assembly’s vision of fostering Wales’ unique and diverse identity. The Committee will aim to suggest a strategy for actions in the area of education and training to help achieve that vision.

This policy review will complement that currently being undertaken by the Culture Committee, which covers other issues relevant to the use and status of the Welsh language.

This policy review will focus on Early Years education through to lifelong learning and will pay particular attention to the following themes:

- ***Providing opportunities for people of all ages to learn Welsh;***
- ***Improving opportunities for studying Welsh as a second language;***

- ***Developing Welsh medium education and training across a wide range of subjects and at all levels; and***
- ***Promoting equal respect for both Welsh and English.”***

Our Approach

- The Committee appointed Catrin Redknapp as expert adviser, to provide briefing and to help assess the evidence;
- The Committee commissioned a position statement (Annex III) from the Department for Training and Education (DfTE), giving a broad overview of the Welsh language in education;
- A wide consultation was undertaken with local education authorities, schools, further and higher education institutions, professional bodies, teachers’ unions and other organisations and individuals involved with education and training. A description of the roles and functions of relevant education organisations is at Annex IV and the consultation process is summarised at Annex V;
- In addition to the Welsh Language Board, relevant education organisations, including Estyn, ACCAC, ELWa, General Teaching Council for Wales, teachers’ unions, schools and others presented evidence to the Committee. All the papers presented orally to the Committee are listed and referenced at Annex VI. These can be viewed via the Committee’s pages on the National Assembly’s website www.wales.gov.uk. This evidence complements the written evidence obtained during the consultation process;
- The Committee also heard evidence from school pupils representing the full spectrum of Welsh language provision. Twelve pupils presented their experiences directly to the Committee, and others appeared before the South West Wales Regional Committee. In addition, Catrin Redknapp visited several schools and heard pupils’ views on their experience of learning Welsh. This evidence is described at Annex VII.
- Finally, the Committee evaluated the evidence in open session.

10.3 It should be noted that, unless otherwise stated, all references in Part II to ‘The Committee’ relate to the Education and Lifelong Learning Committee and references to ‘The Assembly Minister’ relate to the Minister for Education and Lifelong Learning.

Our Vision

10.4 The Committee endorsed the following vision for the development of bilingual and Welsh-medium education:

“The Committee wants to see a progressive, substantial increase in provision over the next ten years, in response to the rising demand for bilingual and Welsh-medium education. Good quality Welsh-medium and bilingual education should be readily accessible throughout Wales. Opportunities should be increased for people to develop and apply these linguistic skills in everyday life. Bilingualism is an opportunity, to be nurtured and prized.”

KEY RECOMMENDATIONS

11.1 The Committee's recommendations are highlighted in the relevant sections of Part II and summarised at the start of the report but the Committee considers that the following are the most important:

Key Recommendations

The Committee recommends that the Assembly Minister should provide new guidance to improve the coherence between School Organisation Plans, Education Strategic Plans and Welsh Language Education Schemes. This guidance should focus on increasing the understanding of accountability and responsibility, and co-operation between schools, LEAs, the Welsh Language Board and the Welsh Assembly Government.

The Committee recommends that the Assembly Minister, with local education authorities and the Welsh Language Board, should prepare a national strategic framework to ensure that rigorous mechanisms are in place for co-ordinating the planning, evaluation and development of Welsh-medium and bilingual education.

The Committee acknowledges the crucial role of Welsh language immersion teaching during Early Years, and recommends that this provision should be expanded and the key role of the *Mudiad Ysgolion Meithrin* recognised.

The Committee recommends that the Assembly Minister should commission ACCAC, Estyn and the Welsh Language Board to establish an agreed set of criteria for assessing current levels of continuity. A thorough analysis of the reasons for the apparent lack of continuity should be undertaken, and appropriate measures should be adopted.

The Committee recommends that thorough research should be undertaken into the feasibility of measuring pupils' competence in Welsh along a linguistic continuum.

The Committee recommends that the national strategic framework should contain a specific commitment to ensuring that the right of pupils with special educational needs to have access to provision to meet their needs, in their language of choice on the basis of equality throughout Wales, is acknowledged and acted upon.

STRATEGIC PLANNING

12.1 The Committee is aware that there is considerable diversity in the vitality of the Welsh language within Wales. However, the Welsh language belongs to us all, and opportunities to develop bilingual skills and to apply them should be available throughout the nation. The Committee acknowledges that much excellent work has been achieved in Welsh language and bilingual education. However growth has, in many cases, taken place in a largely ad hoc manner, with little strategic planning.

12.2 The Committee is firmly of the view that Welsh-medium and bilingual education should be sustained and developed within a national framework. This framework should ensure that rigorous mechanisms are in place for co-ordinating the planning, evaluation and development of Welsh-medium and bilingual education. At the same time, however, the framework should respond to the varied linguistic nature of Wales and recognise that different local education authorities (LEAs) have different priorities. This framework should be able to take account of existing supply, projected demand and knowledge of what works, in terms of appropriately trained staff, teaching methods and teaching materials. Establishing this national framework should involve acknowledging the role of the Welsh Language Board in relation to maintaining a strategic overview of Welsh-medium and bilingual education and training in Wales.

12.3 Some LEAs have made a substantial contribution to Welsh-medium and bilingual education. These LEAs have, over a number of years, developed and implemented policies that have successfully promoted the Welsh language. The Committee considers that successful policies should be developed and widely disseminated. It should acknowledge that:

- The Welsh Assembly Government will provide appropriate overall guidance and a strategic framework;
- The LEA is the most appropriate authority to formulate and implement policy at local level and has the relevant statutory authority; and
- LEAs will fully adopt the vision incorporated within the national strategic framework.

12.4 The Committee also believes it is important that the statutory roles and responsibilities of the various education organisations mentioned in this chapter are respected.

12.5 The Committee considers it essential, as a first step, that the Assembly Minister should provide new guidance to improve the coherence between the various plans and schemes currently in place concerning strategic development. This should provide a firm basis for planning through continuing partnership and collaboration. The three relevant schemes are:

School Organisation Plans

12.6 Each LEA is required, under Section 26 of the School Standards and Framework Act 1998, to prepare a School Organisation Plan (SOP) for its area, looking ahead over a five-year period and reviewed annually. The National Assembly's Department for Training and Education (DfTE) issues guidance on the preparation of these plans. SOPs deal with the planning of all school places, including places in Welsh-medium schools. The SOP seeks to ensure that LEAs think systematically about the effective use of resources, in consultation with schools. These plans are monitored and evaluated by officials in DfTE.

Education Strategic Plans

12.7 LEAs in Wales are required to prepare Education Strategic Plans (ESPs) under the terms of Section 6 of the School Standards and Framework Act 1998. These plans form an essential part of the Welsh Assembly Government's policy for raising levels of educational attainment. Education Strategic Plans should describe the school improvement activities that LEAs propose for their area and the rationale underpinning these. The main focus should be on those activities that the authority believes will have the greatest impact on raising standards in schools. They include the broad educational aims and targets that LEAs have agreed with schools and also describe the policies by which these are to be attained. As in the case of School Organisation Plans, the Education Strategic Plans are monitored and evaluated by officials in DfTE.

Welsh Language Education Schemes

12.8 Under Section 5 of the Welsh Language Act 1993, all LEAs have to prepare a Welsh Language Scheme that deals specifically with education. These schemes form part of the main Welsh Language Schemes, where local authorities set out how they will treat Welsh and English on a basis of equality in dealing with the public. The Welsh Language Education Schemes have to be approved by the Welsh Language Board, under Section 14(1) of the Welsh Language Act 1993. The Board is responsible for monitoring the implementation of these schemes, in consultation with LEAs. The Committee was told, however, that there is a need for increased resources so that this monitoring role can be carried out more effectively.

12.9 The Committee recognises that each of these is a useful planning tool. The Committee considers, however, that the level of coherence between them in relation to Welsh-medium and bilingual education could be improved.

- **The Committee recommends that the Welsh Language Board should be given sufficient resources to fulfil its statutory responsibility to ensure the implementation of the schemes approved by it.**
- **The Committee recommends that the Assembly Minister should provide new guidance to improve the coherence between School Organisation Plans, Education Strategic Plans and Welsh Language Education Schemes. This guidance should focus on increasing the understanding of accountability and responsibility, and co-operation between schools, LEAs, the Welsh Language Board and the Welsh Assembly Government.**

12.10 For effective strategic planning to be successful, there should be a focus on two main areas:

- Accurate and reliable data; and
- A clear understanding by all parties of the content and objectives of the provision available to pupils and their parents.

12.11 There should be a commitment to the commissioning of research in order to assess the demand for Welsh-medium education, particularly with reference to Early Years provision and the first seven years of statutory education. Assessment of current demand and projected growth would have direct bearing on two main areas:

- Geographical location of Welsh-medium and bilingual provision; and
- Recruitment, training and re-training of teaching staff.

12.12 In addition, there is a need to adopt an agreed and easily identifiable set of definitions and categories for the different models of linguistic provision available in Wales.

12.13 Both these issues are addressed later in this chapter.

- **The Committee recommends that the Assembly Minister, with local education authorities and the Welsh Language Board, should prepare a national strategic framework to ensure that rigorous mechanisms are in place for co-ordinating the planning, evaluation and development of Welsh medium and bilingual education.**
- **The Committee recommends that the proposed Strategic Unit, in co-operation with the proposed Language Forum, should play a crucial role in improving coherence in strategic planning. The Unit should take account of the strategies and plans of the organisations referred to above and work closely with the National Assembly's Department for Training and Education to ensure the delivery of the aims of the national strategic framework.**

COMMON THEMES

Continuity and Progression

13.1 Measuring an individual's competence in any language is clearly a complex exercise. All speakers display varying levels of ability in the four main skills (listening, speaking, reading and writing), and rates of progression in these skills are generally influenced by a range of factors. In the case of speakers who deal with two (or more) languages, the picture becomes considerably more diverse. Speakers usually display varying levels of proficiency in their languages; for example, a speaker's oral skills may be considerably more refined in one language than in another, whilst reading skills in the two languages may not show the same degree of variation. Even within the broad category of oral skills, a speaker may show considerable mastery of idiomatic and colloquial usage in one language, whilst competence in more formal registers is greater in the other language. The scope for individual permutations and profiles is, therefore, endless. It should also be noted that the order in which skills are acquired is not always the same for the two languages.

13.2 All speakers having some degree of contact with two languages could be considered to occupy some point along a linguistic continuum, with varying levels of correspondence between their abilities in the two languages. The notion of continuity is highly relevant to the issue of how language skills are taught and assessed. In the evidence received, the limitations of approaching competence in the light of the established distinction between 'Welsh as a first language' and 'Welsh as a second language' were considered, and the possibility of assessing speakers' competence along one continuum was introduced.

13.3 Similarly, alternatives were presented to the contrast normally drawn between Welsh learnt as a language and Welsh used as a medium for learning other subjects. The most significant area of discussion in this regard was the potential offered by the use of Welsh in addition to English as a medium of instruction with pupils whose contact with Welsh has traditionally been limited to second language classes.

13.4 Promoting speakers' progress along a linguistic continuum also has to involve a consideration of how the transition from one stage of education to the next safeguards continuity of provision. The Committee learnt of the role of *Mudiad Ysgolion Meithrin* in providing opportunities for young children, together with their parents, to make the initial steps along this continuum. The importance of building upon these foundations as children move to statutory education was highlighted. The Committee also heard that current trends display marked erosion as pupils and students progress through the sectors. Research carried out by the Welsh Language Board (*Continuity in Welsh Language Education* 1998) found that, whilst 20.9% of primary school pupils attend schools where Welsh is used as a medium for at least some subjects, the proportion drops to 12.9% in secondary schools. In FE institutions, 2.31% of students were formally assessed in Welsh in 1996/97. The proportion of students following some or all of their courses through the medium of Welsh in HE at this time was 1.6%.

Access and Equal Opportunities

13.5 A recurrent theme in the evidence received was the concern that Welsh-medium and bilingual education and training should be available to all pupils and students in Wales. There was concern that provision that was technically available was not always accessible because of practical considerations of distance and transport options. The availability of Welsh-medium provision in the local community,

within reasonable travelling distance, was highlighted as a key priority for the early years sector. However, the same considerations emerged in the context of provision for 5 to 16 year-olds.

13.6 Central to the principle of access was the ability of pupils (and their parents) and students to make choices on the basis of detailed information and real options. It was recognised that this, in turn, was wholly dependent on adequate levels of staffing and funding.

13.7 Equality of opportunity was highlighted as a central theme of Welsh-medium and bilingual Special Educational Needs. Concern was raised at the considerable variation in the provision available in different parts of Wales. The Committee learnt that the same shortcomings affected all parts of the country to some extent, however. Many of these stemmed from the shortage of specialists and practitioners able to work through the medium of Welsh. Processes of diagnosing and assessing special needs were significantly affected.

Data, Evaluation and Research

13.8 The relative paucity of information on current provision was a recurrent theme during our evidence gathering, and spanned the full gamut of education and training, from nursery to university. The need to improve levels of data collection and analysis was relevant to two main areas:

- *Understanding of current and projected levels of demand for Welsh-medium provision*

As noted earlier, accurate and reliable data are a prerequisite to effective strategic planning. Assessment of projected growth should lie at the core of all decisions regarding the location of Welsh-medium and bilingual provision, and crucially, the recruitment and training of staff.

- *Evaluation of the effectiveness of different models and methodologies of Welsh-medium and bilingual teaching*

13.9 The Committee learnt that there has been no systematic review of the development of bilingual and Welsh-medium education in Wales. Whilst Welsh language immersion teaching programmes and various bilingual teaching methodologies have been successfully delivered, detailed and comprehensive evaluation of current practice has not been undertaken. There was a call for high quality educational research into models of good practice to be commissioned, in order for Welsh-medium and bilingual provision in Wales to continue to evolve. It was also felt that this played a key role in nurturing a culture of scholarship within the sphere of educational research in Wales.

Resources: Staff, Teaching and Learning Materials

13.10 Meeting current and projected levels of demand for bilingual and Welsh-medium provision clearly involves securing sufficient numbers of adequately trained staff. The fundamental need for a comprehensive evaluation of staffing needs is mentioned above. The difficulty of recruiting and retaining sufficient numbers of teachers to teach Welsh (particularly Welsh as a second language) and to teach other subjects through the medium of Welsh was also a salient feature of the evidence gathered.

13.11 The Committee learnt of the importance of the availability of Welsh and bilingual teaching and learning materials, which were of the same standard and quality as those available in English. The need for further co-ordination of the production of Welsh-medium and bilingual materials was

expressed, and a strategy for identifying and responding to needs at all stages of education at a national level was called for.

Beyond the Classroom

13.12 The Committee strongly believes that education and training play a major role in creating a bilingual Wales. At the same time, however, the Committee acknowledges that language acquisition cannot be fully achieved within the sphere of formal education alone. Furthermore, linguistic competence is only truly meaningful when it is applied in everyday situations. Consequently, measures to increase the number of Welsh speakers should be set within the broader context of developing bilingual speakers within communities. Institutional promotion of bilingualism cannot be viewed in isolation. It is, rather, to be situated in the context of the factors affecting linguistic behaviour in domestic, social and informal settings, including intergenerational transmission.

13.13 In this sense, it is important to bear in mind that the findings of this part of the review lie within the much broader framework of the overall review. Pupils, students and their parents, and also teaching staff, belong to communities, and the Committee is very aware of the vital threads linking education policy and practice with concerns which are much wider in scope, including the sustainability of communities, and economic development.

13.14 The Committee supports the key recommendations of the *Extending Entitlement* report which states “*support for young people in Wales should be structured around an entitlement for all young people to a range of services in the language of their choice...*”. The Committee learnt that services accessed by young people across Wales are currently the focus of an audit of provision, need and resources, being carried out by local authorities. It is envisaged that these audits will provide a coherent picture of the accessibility of young people’s services across Wales. *Canllaw Online*, a bilingual website, provides information on *Extending Entitlement* issues. An additional website, *Llais Ifanc*, has the role of involving young people in decision-making.

EARLY YEARS / PRE-SCHOOL PROVISION

Preamble

14.1 As noted in the evidence, a young child's first experience of language is within the home environment. It was felt that there should be a particular focus, therefore, on increasing opportunities for infants to hear and to start speaking Welsh during the early stages of their cognitive and linguistic development. This also included encouraging parents to use the language, or to start learning the language, with their children. This aspect of the review highlighted the very important ways in which the various stages of an individual's lifelong learning experience are linked, and illustrated the valuable role played by the environment of the home - both in terms of the language spoken and in terms of attitudes towards bilingualism - in the transmission of Welsh from one generation to the next. The needs of parents wishing to learn Welsh were considered in the Committee's deliberations on the provision of Welsh for Adults.

14.2 Whilst provision for young children under three years of age does not fall within the remit of this Committee, it was felt that recent and proposed developments in the provision for three-year-olds had important implications for younger children, notably in relation to Early Years Integrated Centres. It is envisaged that these centres will offer various forms of provision, from early years education and wrap-around care facilities, to more extensive services for new parents and adult learning opportunities.

14.3 The Committee is aware that other providers involved in the care of young children under the age of three, notably private all-day nurseries and childminders represented by the National Child Minding Association (NCMA), do not fall within its remit. Yet they impinge significantly on the acquisition of Welsh during the initial years of a child's development. This stage is obviously of crucial importance.

14.4 The importance of adopting a consistent and holistic approach to Early Years provision highlighted the current scarcity of Welsh-medium full-day care.

Mudiad Ysgolion Meithrin

14.5 Welsh-medium education in Wales has developed significantly over the last fifty years. There has been a consistent increase in the number of schools teaching through the medium of Welsh, and in the numbers of non-Welsh-speaking parents opting for this provision for their children. As a result, Welsh-medium provision has come to cater for two broad categories of pupils with very different linguistic needs: first-language Welsh speakers, and those speakers coming into contact with Welsh for the first time at school, through immersion teaching. Immersion teaching programmes are based on the belief that children acquire language in the first instance without any real awareness of the processes involved. By focussing on the content rather than on the language itself, immersion teaching seeks to reproduce this natural process of acquisition.

14.6 A significant proportion of young children from Welsh-speaking or bilingual homes, and children embarking on an early immersion programme, attend nursery schools run by the *Mudiad Ysgolion Meithrin*, from the age of two-and-a-half.

14.7 It was noted in the evidence that an early exposure to Welsh provided the optimum conditions for acquiring the language. The advantages of introducing Welsh to speakers at this stage of their development were presented on the following grounds:

- Capacity of young children to acquire language;
- Most appropriate age for the nurturing of positive attitudes towards bilingualism;
- Parents presented with a realistic choice and enabled to make informed decisions regarding the subsequent medium of education for their children; and
- Means of reducing the need for second-language teaching at primary and secondary levels.

14.8 The valuable role played by *Mudiad Ysgolion Meithrin* in providing a favourable climate for early development of language skills in Welsh was acknowledged. Figures provided by *Mudiad Ysgolion Meithrin* indicated that, in June 2001, 403 Parent and Child groups - *Cylchoedd Ti a Fi* - and 578 Nursery Groups - *Cylchoedd Meithrin* - were members of the organisation. It was estimated that the centres catered for some 13,367 children daily. The important role of the *Cylchoedd Ti a Fi* in providing infants and their parents with opportunities to hear Welsh being used as a medium for play and other activities, thus promoting early progress along the continuum, was highlighted. Facilitating the transition to the *Cylch Meithrin*, at the age of two-and-a-half, and subsequently to Welsh-medium primary education, was identified as the objective most conducive to the successful acquisition of Welsh at this stage. The practice of clustering nursery groups with the local Welsh-medium primary school was noted as an important element of ensuring consistency of teaching methods, facilitating planned provision, and fostering early links with the parents of younger children.

The Committee heard that *Mudiad Ysgolion Meithrin*'s success was due to a number of factors:

- The proven efficacy of immersion language teaching;
- The embedding of the activities of the *Cylchoedd* in the local community; and
- The support provided for groups and parents, including opportunities to learn Welsh alongside the children.

14.9 The Committee was told that plans by the Assembly Minister to expand the provision of nursery places for three-year-olds offered the potential to foster bilingual skills amongst the young, providing provision is made available through the medium of Welsh in all communities. The Committee welcomes the fact that particular attention will be paid to the Welsh language and the need to link with complementary initiatives, such as *Surestart* and the *Childcare Strategy for Wales*. The aim is to extend provision to ensure that a place is available to every three-year-old by September 2004. The Committee also welcomes the fact that the Assembly has recently announced funding, over the next three years, for *Mudiad Ysgolion Meithrin*, Wales Pre-School Playgroups Association and the National Child Minding Association.

14.10 A key area of concern for the *Mudiad Ysgolion Meithrin* was the likely impact of extending part-time nursery education to all three-year-olds in the maintained sector. The choice sometimes facing parents is that between paying fees for their children to attend the local *Cylch Meithrin*, or LEA-funded nursery provision at a Welsh-medium school. These schools are frequently a considerable distance away, a factor which prompts many parents to opt for local LEA-funded English-medium provision.

14.11 The Committee was told there was a danger that expanding part-time provision for three-year-olds in the maintained sector could threaten the viability of provision for two-and-a-half year-old children. It was also important to respect the wishes of those children and parents requiring local Welsh-medium nursery provision.

14.12 *Mudiad Ysgolion Meithrin* stressed the importance of establishing rigorous mechanisms for monitoring and evaluating the efficacy of the methods employed to teach Welsh in the Early Years. Research recently undertaken by Professor Colin Baker at the University of Wales, Bangor, into the linguistic development of young children was deemed to be a valuable contribution to this area. An all-important associated consideration was the availability of appropriately qualified and trained staff.

- **The Committee acknowledges the crucial role of Welsh language immersion teaching during Early Years, and recommends that this provision should be expanded and the key role of the *Mudiad Ysgolion Meithrin* recognised.**
- **The Committee notes that the Assembly Minister has commissioned an audit of Welsh-medium Early Years provision, and recommends that the findings of this audit should inform future policy development.**
- **The Committee recommends that expansion of Early Years provision should also involve increasing bilingual provision, with some degree of immersion teaching, in accordance with parents' wishes.**

14.13 The Committee considers that a holistic approach to effective language acquisition during the Early Years relies on improved levels of all-day Welsh-medium and bilingual care. To this end, the Committee recommends that Welsh-medium and bilingual provision should be expanded, in partnership with *Mudiad Ysgolion Meithrin* and the WPPA. The Committee considers that these developments should feature scope to increase Welsh-medium and bilingual education within the local community, possibly by developing Early Years Integrated Centres and that the Early Years Centres should support and contribute to these developments.

STATUTORY EDUCATION (5 to 16)

Preamble

15.1 The Committee heard evidence concerning this sector from a wide variety of sources, including teachers, pupils, LEAs, Estyn, ACCAC and others.

15.2 As noted above, Welsh-medium education in Wales has developed significantly over the last fifty years. The first official Welsh-medium school was opened in 1947 in Llanelli. Since then, there has been a consistent increase in the number of schools teaching through the medium of Welsh, and in the numbers of non-Welsh-speaking parents opting for this provision for their children. Welsh-medium provision, as noted earlier, is characterised by the fact that it caters for two categories of pupils with very different linguistic needs: first-language Welsh speakers, and those speakers coming into contact with Welsh for the first time at school.

15.3 The main feature of early immersion language teaching is that it aims to ensure levels of linguistic proficiency amongst pupils of non-Welsh-speaking backgrounds that are equivalent to those displayed by pupils from Welsh-speaking homes by the age of 11. Levels of proficiency in English are maintained, both through formal education and also through the presence of the language outside the school environment. Furthermore, most of the skills acquired through the medium of Welsh are transferable and can be equally applied in English.

Definitions and Models

15.4 Reference has already been made to the crucial role of a national, co-ordinated strategy in the effective delivery of Welsh-language provision. For this provision to offer the appropriate climate for language growth there needs to be an agreed and easily identifiable set of definitions for the different models of linguistic provision available in Wales. Such a measure is deemed to lie at the core of:

- Establishing clear objectives for educators and pupils regarding linguistic outcomes;
- Providing unambiguous information to parents and their children regarding the options available;
- Assisting LEAs in developing and co-ordinating their strategy for Welsh-medium and bilingual provision, including resource planning and staff recruitment;
- Allowing systematic evaluation of the relative strengths and weaknesses of different models of language teaching.

15.5 The Committee learnt that considerable lack of clarity surrounds the present categorisation of schools in Wales in relation to the Welsh language provision available. The 1988 Education Reform Act defined Welsh-speaking Schools as:

“Those where more than half of the following subjects are taught partly or wholly through the medium of Welsh -

a) Religious Education, and

b) Subjects other than English or Welsh, which are Foundation Subjects in relation to pupils at the school.”

15.6 The same definition was also incorporated into the 1996 Education Act.

15.7 In Welsh-speaking schools, Welsh is a core subject, along with English, Mathematics and Science, and all pupils between the ages of 5 and 16 receive lessons in Welsh. In schools that are not Welsh-speaking, Welsh is taught as a foundation subject up to the age of 16.

15.8 The Committee heard, however, that in reality, the picture is far less systematic and consistent. Individual LEAs employ a number of different categories to refer to their Welsh-medium and bilingual schools (e.g. ‘bilingual schools’, ‘traditional Welsh schools’, ‘Welsh-medium schools’, Category A, Category AB etc.), and the same type of school is sometimes given a different definition or title in two different LEAs. Further confusion is introduced by the differences in the percentages of the curriculum taught through the medium of Welsh. Pupils currently receive their education:

- Entirely or mainly through the medium of Welsh, or
- Partly through the medium of Welsh, or
- Entirely through the medium of English, with Welsh taught as a subject.

15.9 The first two kinds of provision are available either in schools where all pupils receive the same (or virtually the same) linguistic provision, or in schools where Welsh-medium streams or units co-exist alongside English-medium streams.

15.10 There was a call in the evidence for a clear set of definitions, to be used by all the LEAs, and recognised by all parties as the basis for planning, implementing and evaluating teaching strategies.

15.11 This emphasis on defining schools, however, should not obscure the crucial need to focus on defining different models of language provision. If pupils are to progress along a continuum towards greater fluency in Welsh, it is important that choices about the most appropriate language provision are based on an understanding of the different kinds of provision within schools.

15.12 Evaluating the success of current kinds of provision is not easy, for pupils are, of course, products of their communities as well as of their schools. However, the crucial role of designated Welsh-medium schools (and other schools offering the same provision) in delivering bilingualism in the four linguistic skills to all pupils is acknowledged. A strategy to facilitate expansion of this model should be based on a comprehensive audit of demand.

15.13 At the same time, opportunities for promoting Welsh language growth in other schools should be encouraged through the following routes:

- Availability of the ‘designated Welsh-medium model’ in schools where English is also used as a medium for some subjects; and
- Use of Welsh as a medium and the use of bilingual teaching methods for some parts of the curriculum in English-medium schools, in accordance with parents’ wishes.

- **The Committee recommends that the Assembly Minister should give priority to defining Welsh language provision in schools. The detailed work already undertaken by a group of experts, chaired by the Welsh Language Board, to clarify the manner in which language immersion and bilingual education is categorised will form the basis of this consideration.**

Continuity

15.14 One of the key features of the evidence relating to the development of linguistic skills in Welsh was the need for a planned transition from one stage of education to the next. For early language immersion provision to be successful, it has to be regarded as an on-going process, with pupils building on their proficiency in Welsh rather than allowing a gradual erosion of skills to take place as they move through the system. Similarly, successful models of later immersion (see below) enable pupils to make further progress in the language by using it as a medium of learning as they progress through their education. The Committee also heard of the experience of Canadian pupils encouraged to pursue the use of French as a medium for learning other subjects following the success of intensive models of teaching French.

15.15 Some respondents were concerned at the extent of the decline in pupils' contact with Welsh as they transferred from Key Stage 2 to Key Stage 3. Levels of discontinuity were seen to involve two main categories of pupils:

- Pupils studying Welsh as a first language at Key Stage 2 transferring to studying Welsh as a second language in Key Stage 3, and studying no subjects through the medium of Welsh; and
- Pupils studying Welsh as a first language at Key Stage 2 continuing to study Welsh as a first language in Key Stage 3, but studying no subjects through the medium of Welsh.

15.16 Differences of interpretation emerged in relation to the extent of this discontinuity:

- In 2000-01, just over 1% of 'fluent' speakers did not continue to learn Welsh as first language when they transferred from primary to secondary school. It should be noted that there are no agreed criteria for defining 'fluency' in this context. This figure is derived from a comparison of the percentage of pupils learning Welsh as a first language, in their first year in secondary school, with data provided by primary headteachers on the percentages of 11-year-old pupils considered to be fluent speakers in the previous year: (Welsh in Schools SB 48/2001).
- More substantial levels of discontinuity were also presented to the Committee. These figures were based on a comparison of the percentages of pupils entered for Key Stage 2 and Key Stage 3 assessments in Welsh as a first language. In 2001, 14.1% of pupils were assessed in Welsh as a first language at the end of Key Stage 3 compared with 12.5% in 1997). If the progress of the same cohorts of pupils between Key Stage 2 (1998) and Key Stage 3 (2002) is traced, the percentages assessed in Welsh as a first language are as follows:
Key Stage 2 – 17.5%
Key Stage 3 – 14.1%

15.17 Further statistics were presented by the Welsh Language Board: 40% of children who have received their primary education bilingually or through the medium of Welsh begin their secondary schooling by following the curriculum through the medium of English.

15.18 The Committee also learnt that there is considerable variation between LEAs in traditionally Welsh-speaking areas in relation to the proportion of pupils who are taught and assessed in Welsh first language in Key Stage 3 and Key Stage 4. In Gwynedd 78.5% of the Year 9 cohort was assessed in Welsh first language as a subject (2001), whilst in Carmarthenshire only 29% of the pupils fell into this category. In Year 11, 82% of pupils in Gwynedd were taught in Welsh as a first language; in Carmarthenshire the corresponding percentage was 28.5.

15.19 Estyn's evidence to the Committee noted that:

"Too many pupils in bilingual secondary schools follow Welsh second language courses and sit GCSE Welsh second language even though they may have undertaken National Curriculum assessment in Key Stage 2 and Key Stage 3 in Welsh first language. This strategy serves to boost schools' overall results, with more pupils gaining A-C in Welsh second language. However, in terms of pupils' progression in the Welsh language, this is an artificial boost and they receive less of a challenge as a result."*

15.20 The Welsh Joint Education Committee's examination entry regulations make clear that pupils studying Welsh as a first-language should not be entered for a second-language examination. It is inappropriate and educationally unsound for pupils who are capable of sitting a first-language examination to be entered for a second-language examination. In effect, the second-language course would represent regression and not progression for pupils who have followed the Welsh programme of study in Key Stage 3.

15.21 The WJEC itself is responsible for ensuring that its entry regulations are enforced. The WJEC regulations are published annually in both the general regulations booklet and the specification for GCE and GCSE Welsh second-language. Further, for each examination cycle, heads of examination centres are required to sign declarations to certify that all candidates entered for GCE and GCSE Welsh second-language examinations fulfil the entry requirements.

15.22 Concerns were raised by other respondents about the lack of continuity experienced by large numbers of pupils as they progressed through the system. This practice was felt to be undesirable for the following reasons:

- It encouraged underachievement, and represented the only aspect of the curriculum where a decline in skills and standards was readily allowed to happen;
- It did not provide the most suitable learning environment for those pupils who were in a genuine sense 'second-language' learners; and
- It defied the whole notion of language regeneration.

15.23 Examples were provided of good practice in relation to promoting a progressive accumulation of language skills in Welsh. These included bridging projects funded by the Welsh Language Board by means of its grants to assist *Athrawon Bro* in safeguarding Welsh as a teaching medium in the transition from Key Stage 2 to Key Stage 3.

- **The Committee recommends that the Assembly Minister should commission ACCAC, Estyn and the Welsh Language Board to establish an agreed set of criteria for assessing current levels of continuity. A thorough analysis of the reasons for the apparent lack of continuity should be undertaken, and appropriate measures should be adopted.**

- **The Committee recommends that schools should comply with the WJEC examinations entry regulations and enter pupils for the most appropriate GCSE language examination.**

Welsh as a Second Language, and Bilingual Teaching Methodologies

15.24 Evidence submitted by a number of respondents, including some of the school pupils who contributed to the Review, pointed to a number of key issues associated with the teaching of Welsh as a second language. The progress made by many pupils learning Welsh as a second language was acknowledged, as was the valuable work carried out by the *Athrawon Bro* and Centres for Latecomers. The Committee heard that the *Athrawon Bro* represent a key aspect of the language support service for pupils and their teachers, offering classroom support, teaching materials and assistance with policy matters. As noted above, they also have an important role to play in the bridging projects designed to ensure continuity of linguistic provision between Key Stages 2 and 3.

15.25 Commenting on standards in Welsh second language in primary schools, Estyn noted the following:

“Inspection evidence indicates that Welsh second language is one of the subjects where standards are highest in key stage 1 and lowest in key stage 2. In key stage 1, standards are good or very good in 57% of classes and unsatisfactory in about 2% of classes. In key stage 2, standards are good or very good in 44% of classes and unsatisfactory in 11% of classes.”

15.26 The Committee learnt that a number of schools were successful in setting clear objectives and developing fluency in Welsh in everyday situations by the end of key stage 2. Other pupils, however, were not making enough progress, and too many were unable to converse in Welsh in key stage 2.

15.27 Estyn provided the following evidence in connection with Welsh second language in secondary schools:

“Inspection evidence shows that the proportion of key stage 3 classes with good or very good standards in Welsh second language (37%) is amongst the lowest in the National Curriculum. Standards are unsatisfactory or poor in 12% of classes, a much higher proportion than in any other National Curriculum subject, apart from information technology. The proportion of classes with good or very good teaching (45%) is also lower than in any other National Curriculum subject and teaching is unsatisfactory in 12% of classes.”

15.28 The Committee is concerned that not enough pupils are achieving fluency in Welsh by the end of Key Stage 3, and that too many pupils are failing to enter an examination in Welsh second language at the end of Year 11. Some respondents mentioned the unrealistic targets of attainment within the times allocated for the subject in the case of the Short Course, although Estyn noted that the short course A*-C result in Welsh was better than that in either French or German. Dissatisfaction amongst Key Stage 4 pupils was identified as a particularly challenging area by a number of respondents.

15.29 Some of the concerns about the teaching of Welsh as a second language referred to the possible negative impact of establishing Welsh as a compulsory subject for all pupils to the end of Key Stage 4. NASUWT Cymru posed the question of whether such compulsion within certain areas of Wales as well as for certain categories of pupils provided good return on the investment. It was feared

that current policy could serve to alienate some pupils, thus creating strong anti-Welsh feelings. The responses of some of the school pupils who presented evidence drew the Committee's attention to some of the evident weaknesses of the current arrangements. However, the Committee also heard from these pupils that they would have welcomed the opportunity to learn Welsh if the conditions for learning had been different, and if there had been a greater emphasis on acquiring interactive language skills. Furthermore, the Committee felt that it was not appropriate to review the status of Welsh as a compulsory subject at this stage, and that a longer timescale was needed before an accurate analysis of trends and evaluation of policy could be undertaken.

15.30 There was support for the belief that language acquisition is at its most effective when it is used as a medium for the teaching of other subjects. The Committee was told that better levels of achievement in Welsh could be attained if greater attention were focussed on an interactive use of the language, mainly oral work. It was suggested that PE, art, drama and music might be appropriate subjects.

15.31 A number of examples were provided of good practice in innovative curricular patterns for the effective delivery of Welsh through a small amount of bilingual teaching in subjects other than Welsh.

15.32 It was noted that 'bilingual teaching' covers a range of approaches and objectives. Attention therefore needs to be focussed on a clear understanding of what is meant by the term. One approach to bilingual teaching allows pupils to receive their education in the language of their choice, with separate provision, either within the same class or separately, in Welsh and English. An alternative approach aims to develop the bilingual skills of all students, either through monolingual sessions in the two languages, or through methods which use the two languages as dual media. This could include, for example, classroom teaching through the medium of English, and Welsh-medium assessment for those who request it, or oral presentations in Welsh, and written work and assessments in English. An associated means of furthering pupils' bilingual skills, presented to the Committee by Dr Cen Williams, is 'translanguaging', which involves receiving information in one language through the passive skills of listening or reading, and then using that information, through the active skills of talking or writing, in another language. Estyn's discussion paper, *Developing dual literacy (2002)* is a useful tool in this regard.

15.33 The Committee also heard about the potential benefits of dual assessment of pupils' linguistic skills in Welsh. Such an approach, it was suggested, could be adopted to measure pupils' attainment in Welsh on a second language scale and their corresponding attainment on the first language scale. This dual assessment would have the effect of:

- Rewarding the efforts and success of second language learners and their teachers;
- Raising expectations for pupils to progress further and gain recognition on the first language scale;
- Providing a clear structure for the secondary sector to build on the progress made at primary level; and
- Encouraging parents to support Welsh in the curriculum up to the age of 16.

15.34 However, Estyn told the Committee that insufficient research has been undertaken into the possibility of offering dual accreditation, particularly at GCSE level.

The Committee recommends that:

- **During the forthcoming review of school curriculum and assessment arrangements, and in the light of the forthcoming review of 14 to 19, ACCAC should include a thorough review of Welsh in education, both in relation to programmes of study and attainment levels in Welsh as a first and second language, to establish whether current arrangements are appropriate in assisting young people to learn the language.**
- **LEAs and schools should consider ways of improving standards in Welsh second-language, with clear guidance being provided by the Welsh Assembly Government.**
- **There should be a commitment to reducing the number of pupils who enter no examination in Welsh as a second language at the end of Key Stage 4.**
- **English-medium primary and secondary schools should develop policies for making more use of Welsh as a medium of instruction in appropriate subjects, taking account of appropriate guidance, the wishes of parents and the availability of suitably trained staff.**
- **Dual literacy and other features of bilingual teaching methodologies should be developed and used more extensively at both primary and secondary levels, subject to full consultation. This should include relevant guidance and in-service training for teaching staff.**
- **Thorough research should be undertaken into the feasibility of measuring pupils' competence in Welsh along a linguistic continuum.**

Later Immersion

15.35 The evidence drew attention to the lack of flexibility of the current framework and the obstacles placed in the path of those wishing to 'opt into' Welsh-medium education after initial choices have been taken at a very early stage in a child's education. The need to ensure more points of entry into the Welsh-medium sector was highlighted, and programmes aimed at providing later immersion in the language were discussed. The Committee was told of one school in the north that has implemented such a programme very successfully over a number of years, and learnt that other schemes designed to offer intensive Welsh provision are currently being developed. The Committee heard additional evidence from Professors Joan Netten and Claude Germain on pilot projects of the Intensive Core French programme in parts of Canada.

The Committee recommends that:

- **Pilot projects aimed at delivering Welsh for intensive periods and increasing the number of entry points to Welsh-medium education should be established and funded. The detailed research into the feasibility of courses based on the Intensive Core French model, undertaken by a group of experts under the chairmanship of the Welsh Language Board, should provide useful guidance.**

Recruitment, Training and Professional Development

15.36 The chief concern underlying several of the comments made in relation to this area was the difficulty of recruiting and retaining sufficient numbers of teachers to teach Welsh, particularly Welsh as second language, and to teach other subjects through the medium of Welsh. The attraction of career opportunities outside the teaching profession was felt to have an important influence in this respect. The Committee was told that difficulties are particularly acute at secondary level, although the availability of teachers able to deliver the Welsh second language component at Key Stage 2 was also an area of concern.

15.37 There was a call for an evaluation of the success of incentive grants to attract teachers of Welsh and through the medium of the language, and also for the development of further initiatives to ensure a sufficient supply of teachers.

15.38 The importance of accurate data was stressed in relation to planning targeted and co-ordinated recruitment and retention strategies. The role of the General Teaching Council for Wales in undertaking surveys to this end was highlighted.

15.39 In its evidence to the Committee, HEFCW referred to its role in supporting bilingual initial teacher education and training (ITET). It was noted that some £126,000 had been made available by the Council for the HATT (Hyfforddi Athrawon/Teacher Training) project to develop a bilingual open and distance learning PGCE in Wales. A consortium of institutions is developing this project. In addition, HEFCW referred to its funding of an all-Wales project for the development of training for Welsh-medium mentors in schools.

15.40 The success of *Cynllun Colegau Cymru (Welsh Colleges Scheme)* was acknowledged - providing opportunities for primary ITET students to develop their proficiency in Welsh - and there was a call for additional funding to be made available to extend partnerships to include secondary ITET. It was pointed out that the provision of Welsh-medium courses in ITET was variable in extent and conditioned by such considerations as the viability of teaching groups and the availability of qualified staff.

15.41 The value of training in bilingual teaching methodologies was also stressed. The Committee received a wealth of evidence relating to possible ways of incorporating bilingual teaching methodologies within initial teacher education and training. As noted above (Welsh as a second language, and bilingual teaching methodologies), 'bilingual teaching' covers a range of approaches and aims. The Committee learnt that ITET provision should reflect a clear understanding of what is meant by the term, and equip teachers with the skills to develop pupils' bilingual capacities. Amongst the approaches identified in this context was the use of Welsh and English as dual media, and 'translanguaging'.

15.42 Proposals for retaining existing teachers included job-sharing and part-time work; it was also pointed out that the ability and numbers of active supply teachers had to be considered.

15.43 The Committee also heard of the potential offered by re-training and extended language-training programmes for teachers wishing to teach through the medium of Welsh. The Committee was informed by Dr Cen Williams, University of Wales, Bangor, of the work already undertaken in the north west between 1989 and 1996 to develop and deliver language conversion and language improvement courses to teachers. These courses were designed primarily for secondary school teachers, but also adapted for a limited number of primary school teachers and several lecturers in the FE sector. The

main focus of these courses was on encouraging teachers to take responsibility for their own linguistic accuracy, assisting them to use Welsh accurately within their specific subject areas, and increasing their awareness of sources of linguistic support and guidance relating to terminology.

15.44 The importance of including opportunities for developing Welsh-medium and bilingual continuing professional development within the current development of a CPD framework was highlighted. Some examples of successful partnerships (e.g. with *Menter a Busnes*) in the provision of INSET were given, although it was also suggested that more extensive use could be made of consortia/partnership arrangements to create more viable training groups in some areas. Also, more use should be made of short intensive CPD courses.

15.45 The Committee endorses the proposals in *Reaching Higher: A strategy for the higher education sector in Wales*, recently published by the Welsh Assembly Government, to fund pilot language learning sabbaticals for practitioners, in the context of successive Budget Planning Rounds.

- **The Committee recommends that the Assembly Minister should commission the GTCW to undertake a comprehensive audit of the current numbers of Welsh language and Welsh-medium teachers and the nature of the training necessary for projected levels of demand to be met.**

15.46 It is acknowledged that the extent of current shortfalls and the limited pool of potential recruits into the teaching profession will place some constraints in this regard. Particular attention should therefore be given to the role of re-training to improve the language skills of Welsh-speaking teachers currently lacking the confidence to use the language in their subject areas.

- **The Committee recommends that the Assembly Minister should consider funding, in the context of successive budget planning rounds, the introduction of pilot language learning sabbaticals in all sectors to expand the pool of practitioners able to teach Welsh and through the medium of Welsh.**
- **The Committee recommends that the General Teaching Council for Wales should incorporate Welsh-medium and bilingual CPD within its current development of a national CPD framework.**

Teaching and Learning Materials

15.47 There was repeated reference to the importance of the availability of Welsh and bilingual materials, which were of the same standard and quality as those available in English. Whilst there was recognition of the valuable work carried out by ACCAC in the identification of needs, and by the WJEC in the production of materials, there was some concern about commissioning and preparing publications within required time-scales.

15.48 The Committee heard of the need for further co-ordination of the production of Welsh-medium and bilingual materials. A strategy for identifying and responding to needs at all stages of education at a national level was required. It was pointed out that production and marketing in a mass society (characterised by competition between centres and suppliers) was quite different from minority language situations where there is a shortage of materials. There should be an emphasis on rationalising production and enhancing distribution of information.

15.49 There was awareness of the potential for the development of ICT in two main areas:

- Enhancing the profile of Welsh in terms of prestige and linguistic normalisation

Welsh, it was pointed out, had to be seen as a modern working language. Examples of good practice at local level were provided (e.g. creation of web pages), and the desirability of developing these on an all-Wales basis was discussed;

and

- Applications

The need for Welsh versions of recent education software was highlighted. The Assembly's role in supporting the co-ordination of ICT development in education was welcomed.

The Virtual Teacher Centre (VTC Cymru) site needed to be developed in order to meet the needs of teachers in Wales.

The launch of the BBC Digital Curriculum was awaited with anticipation, but reservations were expressed regarding the sustainability of broadband technology in Welsh-speaking rural areas.

- **The Committee recommends that ACCAC should carry out a review of the process for identifying and responding to the need for Welsh-medium and bilingual teaching and learning materials, at a national level.**
- **The Committee recommends that the ICT Advisory Panel, established by the Assembly Minister in response to the Committee's policy review of ICT in education, should play an important role in ensuring that ICT (including video-conferencing and e-learning) is used to extend the availability of academic and vocational subjects through the medium of Welsh.**

CAREERS

16.1 The evidence relating to careers highlighted the following themes:

- The need for linguistic continuity between school and work;
- Bilingualism as an extra work-related skill;
- Bilingualism as an asset that adds value to businesses; and the
- Contribution of local employers and employees to the sustainability of communities.

16.2 The Committee learnt that there is need for clear and co-ordinated strategies for collating and disseminating information on careers where bilingual skills are required. This was seen to involve marketing bilingualism as a work-related skill to pupils in secondary education.

16.3 *Menter a Busnes* presented a number of examples of current good practice. Within the broad objective of promoting economic development in Wales, heightening Welsh speakers' awareness of career opportunities where their bilingual skills can be developed and applied was seen as an all-important aspect of the work carried out by them. One of the main features of *Gorwelion*, an initiative by Menter a Busnes which seeks to widen horizons concerning the value of bilingual skills in the workplace, is the close co-operation it has established with employees, schools and Careers Wales in identifying the skills needed for the workplace. A valuable tool in improving levels of information about the career opportunities available in the local community is the *Swyddiadur*, and its web-based equivalent, *JobsCymru.com*. Other examples of their partnership with education include the publication of teaching materials for school Business courses, and INSET programmes delivered in partnership with CYDAG, aimed at sharing information about Welsh in a work-related context with teachers of Welsh as a second language.

16.4 The Committee welcomes these initiatives to raise awareness and understanding of enterprise and business in general and to broaden horizons concerning the value of bilingual skills in the workplace. The Committee also acknowledges the work of Education Business Partnerships and Community Consortia for Education and Training (CCETs) in promoting the need for people to develop their skills, particularly skills relevant to the needs of the local community. Developing skills in Welsh are considered an important element of such activity.

16.5 The Committee welcomes the recently published Skills and Employment Action Plan for Wales 2002. The purpose of the plan is to provide a strategic framework for policies and programmes in this area and to give details of specific action that is being taken by the Welsh Assembly Government and its partners to improve our skills and levels of employment. The learning aspects of the plan are designed to integrate the emerging corporate strategy of the National Council – ELWa and the Higher Education Funding Council. The plan complements the policies and proposals contained in *A Winning Wales* and *The Learning Country*. Responsibility for taking the plan forward rests with the Future Skills Wales partnership, which is under the chairmanship of the Welsh Assembly Government, and incorporates all the relevant bodies, including the National Council – ELWa, Careers Wales, ACCAC, Estyn, Fforwm and many others.

16.6 The Committee acknowledges the work of Education Business Partnerships and Community Consortia for Education and Training (CCETs) in promoting the need for people to develop their skills,

including use of the Welsh language, to meet the needs of employers. CCETs are particularly important in helping to develop skills relevant to the needs of their local community.

- **The Committee recommends that the Future Skills Wales partnership should devise a clear and co-ordinated strategy for collating and disseminating information on careers where bilingual skills are required.**

POST-16 EDUCATION AND TRAINING

Further Education and Vocational Training

17.1 The Committee was told that post-16 education in Wales fails to provide linguistic continuity for those pupils who receive Welsh-medium and bilingual secondary education.

17.2 Since April 2001, the National Council - ELWa is responsible for funding, planning, securing and promoting post-16 education and training in Wales (except for HE). In its evidence to the Committee the National Council - ELWa noted:

“Having invested heavily in Welsh language and Welsh medium education as part of the national curriculum, it is vital that there is provision for students when they enter the post-16 sector.

[...] Equally important is addressing the drop in participation at different stages of bilingual education because students do not see the value of remaining in the Welsh language system. Further work needs to be undertaken on the reasons for this, including the possible impact of post-16 provision on pre-16 participation.”

17.3 The Committee welcomes the fact that the National Council – ELWa has set up a Bilingualism Unit, to develop a strategy for the delivery of post-16 Welsh-medium and bilingual education and training.

17.4 Statistical data provided by the National Council - ELWa included the following observations:

17.5 The highest level of bilingual/ Welsh-medium provision is concentrated in six institutions in the north and west; and

17.6 The number of students enrolled on courses who are assessed in Welsh has increased, but as a proportion of all the students enrolled on these courses the number assessed in Welsh/ bilingually has fallen. Further statistical details can be found in Annex 1A of the National Council's paper.

17.7 The National Council - ELWa made reference to three main sources of data and information regarding Post-16 provision:

- *The funding of bilingual and Welsh Further Education provision (Canolfan Bedwyr Research for the Further Education Funding Council for Wales)*

17.8 Research commissioned by FEFCW in 1999/2000 revealed that current methodology for funding FE bilingual and Welsh provision did not stimulate growth. The reasons centred on the following main areas:

- Lack of learning resource materials;
- Shortage of staff able to teach in Welsh;
- Low priority given to Welsh-medium teaching; and

- Perceptions of the students (peer pressure, additional effort required because of lack of materials, limited number of tests and examinations in Welsh, lack of confidence in Welsh language ability).

17.9 The Committee welcomes the fact that the report's recommendations are to be taken into account in the development of the National Council - ELWa's new national funding system and in the development of the National Council's strategy.

- *Continuity in Welsh Language Education (Welsh Language Board 1998)*

17.10 A study showed that just over 2% of students were formally assessed in Welsh in FE institutions in 1996-97 (figures were not provided for sixth-form students).

- *A Study of the Need for Welsh/ Bilingual Language Skills in North Wales SMEs and Indications for Human Resources Development and Training with regard to Welsh (Cwmni Iaith for Celtec, 2001)*

17.11 The report concluded that support for Welsh-medium training has been less than effective, and has not been delivered according to demand. It was found that providers often failed to offer Welsh language training. There was a demand for language skills in business, but a failure to provide the kind of Welsh language training required for the needs of the economy.

17.12 Vocational training was identified as an area in particular need of development in the post-16 sector, not least because vocational qualifications prepared young people directly for the workplace. In addition, students following vocational courses are those most likely to remain in their localities and join the local workforce.

17.13 The main features meriting closer scrutiny were:

- Means of identifying need in terms of Welsh-medium and bilingual provision; i.e. strategies employed to obtain accurate data about the skills needed by employers;
- Marketing of the provision on offer; and
- Dissemination of information about employment where bilingual skills are required.

17.14 Anecdotal evidence suggests that FE colleges experience considerable difficulty in recruiting staff with appropriate language skills to enable them to teach through the medium of Welsh/ bilingually in some vocational areas. The need for rigorous means of assessing the extent of the need for suitably qualified staff was highlighted. The Committee heard that bilingual teaching methods and an understanding of the needs of the bilingual teaching setting have not featured prominently in the training of lecturers and trainers until recently. The Committee was informed, however, by Dr Cen Williams, University of Wales, Bangor, of the work undertaken to develop teaching skills in bilingual settings. This involved drawing together examples of the bilingual teaching methods used in FE colleges, and noting examples of good practice for wider dissemination.

17.15 Sgiliaith told the Committee of its role in offering training sessions in bilingual teaching methodology. The Committee also learnt that FENTO, the body guiding standards and training in the FE sector, has commissioned work to adapt FE teaching standards to teaching in the bilingual situation.

17.16 Several weaknesses were identified in relation to the availability of Welsh-medium materials in this sector. The Committee learnt of two projects - the web-based Welsh-medium materials project by Dysg and the Welsh-medium NVQs Project by the Welsh Assembly – working in collaboration with Sgiliaith. These involve the preparation of resources, terminology and the translation of specifications, together with the marketing of materials and guidance on how to use them. The Committee was told that the spreading of limited funding between three bodies represents a considerable obstacle to effective development in the field, and co-ordination and forward planning is difficult.

17.17 The Committee learnt that FE institutions frequently encounter problems in relation to examination specifications and papers of all awarding bodies with the exception of WJEC. Specifications in Welsh often appear considerably later than their English equivalents, and sometimes Welsh-medium examination papers are faxed through to centres on the day of the examination.

17.18 There was repeated reference to the importance of harnessing the potential offered by ICT to promote and co-ordinate Welsh-medium and bilingual education and training in the post-16 sector. The possibilities were seen to be applicable to students' learning and also to the promulgation of good practice and the training needs of staff. The Committee learnt from *Coleg Digidol* and the University for Industry (Ufi Cymru) of current developments in e learning. The emerging technologies offer significant potential for increasing accessibility and enhancing the range of Welsh-medium and bilingual provision. In addition, the opportunities for CCETs to increase their levels of bilingual provision by maximising use of the resources in place were outlined.

The Committee recommends that the National Council - ELWa should:

- **Ensure that Welsh-medium and bilingual education and training is developed within a strategic framework, which takes into account the importance of:**
 - **Local partnerships in responding to local need;**
 - **Making providers aware of the requirements of the National Council - ELWa and those of employers; and**
 - **Heightening awareness of the benefits of bilingual skills amongst learners.**
- **Ensure that the work commissioned by FENTO to adapt FE teaching standards for the bilingual sector is given a high profile and adopted by institutions;**
- **Adopt a strategic approach, on the basis of reliable data, to the recruitment, training and re-training of staff to teach bilingually and through the medium of Welsh in the FE sector;**
- **Develop the potential provided by ICT to establish effective means of:**
 - **Enabling learners to derive maximum benefit from the resources available;**
 - **Disseminating models of good practice;**
 - **Identifying the need for Welsh speakers in the workplace; and**
 - **Marketing bilingual and Welsh-medium provision.**

Higher Education

17.19 In its evidence to the Committee, the Higher Education Funding Council (HEFCW) noted that the number of recorded Welsh medium enrolments has remained fairly static over the last five or six

years at around the equivalent of 1,000 full-time students. HEFCW provides support for Welsh medium provision in HE in three main ways:

- Welsh medium premium;
- Welsh medium provision fund; and
- University of Wales Board for Welsh Medium Teaching.

17.20 The Welsh medium premium is paid for enrolments on to Welsh-medium courses and modules, and is equivalent to a weighting of 0.26 on the standard unit of resource. A total of £1.1 million was allocated in 2001-02 to ten institutions, three more than the previous year. HEFCW suggested that this increase was due to institutions recognising the benefit in accurately recording their Welsh-medium enrolments to qualify for premium funding and also the Welsh-medium provision fund. Initial teacher training numbers account for a sizeable proportion of the premium allocations. As noted by HEFCW, the premium is designed to take into account the costs associated with Welsh-medium provision, and also to encourage institutions to increase and develop this provision where possible. The Welsh-medium provision fund was established in 2000-01. Funding is allocated to institutions pro-rata to the Welsh-medium enrolments. Strategies for maintaining, developing and extending Welsh-medium provision are a requirement for this funding to be released. The University of Wales Board for Welsh Medium Teaching was established in 2000 on behalf of the whole HE sector. Its purpose is to increase the number of students studying through the medium of Welsh, and to extend the range of provision available. Its activities are focussed on promoting and marketing Welsh-medium provision to potential students, encouraging more collaborative work within the sector, and developing new provision.

17.21 During the Committee's Policy Review of Higher Education, evidence was presented by the University of Wales Board for Welsh Medium Teaching (The Board). The Board presented their proposals for developing Welsh as a medium of teaching and delivery in HE. The Board proposed the setting up of a National Virtual Centre for Welsh-Medium teaching in higher education. Its main features were:

- Staff based in existing colleges, and using ICT to communicate; and
- Services offered to the whole sector, rather than to a few institutions within that sector.

17.22 The main emphasis would be on assisting staff teaching through the medium of Welsh to package their teaching materials in order for them to be used by students at other institutions. Amongst its strengths would be the avoidance of duplicating staff expertise and resources.

17.23 In its HE report, the Committee gave support to the Board's proposals and the Assembly Minister invited the Board to submit more information on likely costs. In *Reaching Higher: A strategy for the higher education sector in Wales*, the Assembly Minister states that the following measures will be taken:

- HEFCW to commission a report into current levels of demand and supply in Welsh-medium higher education;
- HEFCW to enter into dialogue with the Board for Welsh Medium Teaching; and

- Funding for practitioners, including pilot language learning sabbaticals.

17.24 A working party has been established by the Board, to examine in greater detail how the work of the National Centre could integrate into a wider strategy for developing teaching in Welsh. Following the first meeting of the working party in February 2002 and in the light of wider consultation, modifications were made to the original plan. These discussions highlighted the importance of safeguarding the current Welsh-medium provision at Aberystwyth, Bangor and Trinity College, Carmarthen before seeking to extend the provision across the sector.

17.25 During this policy review, the Board's evidence centred on the four following areas:

- *Reduction of staffing levels at the centre;*

It was agreed that some of the funding should be redirected from the Centre and used to strengthen the position of Welsh-medium staff at the institutions. This would be achieved by removing some posts at the Centre.

- *Extension of the Doctorate and Fellowship schemes;*

17.26 An increase in the numbers in receipt of Fellowships and Doctorates would result in a more substantial increase in the supply of Welsh-medium staff and in the provision of courses.

- *Structural changes*

17.27 Modifications would seek to ensure:

- A central place for Welsh-medium teaching within the planning processes of institutions;
- An increase in numbers of Welsh-medium lecturers;
- Co-ordination of growth at national level; and
- Availability of sufficient funds.

17.28 Savings made by reducing staffing levels at the National Centre would release funding for the Doctorate and Fellowship schemes, thereby developing a pool of Welsh-medium lecturers.

17.29 The Committee also received evidence advocating the creation of a Welsh-medium federal college, with branches in more than one geographical site. This would require a substantial increase in the number of Welsh-medium lecturers over a short period: a figure of 200 additional lecturers within 5 years was suggested. The Committee had previously heard similar evidence during its policy review of higher education but, after due consideration, decided not to support this proposal.

17.30 The Committee welcomes the Minister's recently published strategy for higher education - *Reaching Higher* and notes that an evaluation of levels of demand and supply will be undertaken by HEFCW. This includes a target for increasing the proportion of students in Welsh higher education institutions undertaking some element of their course through the medium of Welsh from the current level of 3% to 7% by 2010.

- **The Committee supports the modified proposals of the Board in principle, particularly as regards increasing the numbers of Fellowships and Doctorates, in order to facilitate significant growth in Welsh-medium teaching. The Committee recommends that in relation to implementation, HEFCW should be commissioned to consider the proposals in more detail; to examine matters of costs and practicability; and to report to the Assembly Minister.**

Welsh for Adults

17.31 Welsh for Adults (WfA) teaching is delivered by a variety of providers: HE and FE colleges, LEAs and the WEA (Workers' Education Association). These are co-ordinated within a total of eight Welsh for Adults Consortia, based on the old county boundaries. The Consortia provide a means of disseminating information amongst organisers, organisations, tutors and learners, and seek to further co-operation between the various providers. The Welsh Language Board has responsibility for a strategic overview of the field, and employs one full-time officer to carry out this work. This officer works with the National Council-ELWa to develop the strategic plans of the Consortia and issues relating to marketing, sponsorship and research. Since September 2001 a Welsh for Adults Examinations Officer has been in post in the WJEC, with responsibility for developing examinations on five levels within the European Qualifications Framework and the ALTE (Association of Language Testers in Europe) framework.

17.32 WfA provision is funded entirely by the National Council - ELWa. Current funding stands at £3.1million per year. £100,000 is allocated to support the activities of the Development Officer, the Examinations Officer and the ALTE project, and the examination provision in the WJEC. Funding is allocated on the basis of a weighting of 1.25 (1.0 for provision, 0.2 for development and 0.05 for the Consortia). This compares with a programme area weight (PAW) of 1.5 for English for Speakers of Other Languages (ESOL). Concern was expressed at this disparity. An increase to 1.5 in the short term and fair funding as a result of the current survey of the Recurrent Funding Methodology were deemed essential if the field is to develop successfully.

17.33 The Committee was told that learners reach high levels of attainment, even if this is not reflected in the numbers who sit the WfA examinations. Numbers of learners have grown in recent years. A total of 21,011 students were enrolled on courses in 2001, compared to 13,330 in 1994. Growth has been particularly marked in the area of Welsh in the workplace.

17.34 The Committee heard repeated calls for the professional status of practitioners in the field to be recognised. Owing largely to inadequate funding, opportunities for developing a career in teaching Welsh to Adults were very limited. The eight WfA Consortia rely to a large degree on part-time tutors employed on an hourly basis; the need to offer stability and career prospects, and to provide appropriate training and professional development opportunities, was expressed.

17.35 There was a call for students who learn Welsh at work to be released during normal hours and, wherever practicable, to be given a correspondingly lighter workload.

17.36 The need to tailor courses to match the specific linguistic needs of employees in their particular occupations was also expressed. Such measures require adequate funding to ensure necessary research and development of materials.

17.37 The Committee was told of the need for national co-ordination. This would enable important improvements to be made in the following areas:

- Development of activity in marketing and publicity;
- Development of teaching and learning resources;
- Staff training; and
- Development of Welsh in the workplace provision.

17.38 The Committee was told that a Virtual Centre would facilitate much-needed co-ordination at a national level.

The Committee recommends that:

- **The review of the funding structure, currently being undertaken by the National Council – ELWa, should take account of the need to develop the professional skills of Welsh for Adults practitioners and promote a clear career structure.**
- **The National Council-ELWa should seek to take a co-ordinated approach to Welsh for Adults.**
- **A Virtual Centre should be established, subject to the availability of funds, with the aim of developing Welsh for Adults within the broader post-16 sector.**

SPECIAL EDUCATION NEEDS (SEN)

18.1 The Committee is aware of the importance of Welsh-medium and bilingual SEN provision as an equal opportunities issue, and supports the belief that pupils have the right to access this provision in the language of their choice.

18.2 The Committee received evidence from a variety of organisations and practitioners, including the voluntary sector, LEAs and professional bodies. The Committee was told that, whilst there was a general shortage of specialists - including speech therapists, psychologists and others – this shortage was particularly acute for those requiring Welsh-medium and bilingual provision.

18.3 Concern was expressed at the considerable variation between the provision available in different parts of Wales. The shortfall in bilingual professionals is compounded by a scarcity of materials to diagnose and assess pupils' needs. As in other areas previously noted, the Committee learnt that there is a paucity of detailed information with which to quantify the problem. Several respondents stressed the need for a national, co-ordinated strategy to address these issues and standardise provision. Such a strategy should play an important role in disseminating models of good practice and planning appropriately for the recruitment and training of staff. It was also suggested that establishing a Welsh-medium therapy resource centre would greatly assist the task of sharing resources and good practice.

18.4 Evidence presented to the Committee by *Mudiad Ysgolion Meithrin* highlighted the importance of appropriate Welsh-medium and bilingual SEN provision in the Early Years sector. Early detection of Special Educational Needs and prompt delivery of the required provision were seen as important elements of promoting a child's progress along the linguistic continuum.

18.5 The RNID Cymru told the Committee that the shortage of Welsh-speaking speech therapists was exacerbating the feeling of exclusion from their local communities experienced by hearing-impaired Welsh-speaking young people, especially if they rely on lip-reading.

18.6 Representatives from the speech and language therapy (SLT) profession, both from the NHS and HE sectors, presented evidence to the Committee. Their presentation covered the two main areas of SLT provision:

- The nature of the provision offered to children in the education and health sectors; and
- The education and training of SLT practitioners.

18.7 The Committee learnt that these two areas encompassed a wide range of important issues, including the recruitment and retention of staff, support networks for practitioners working through the medium of Welsh, and joint training of teachers, learning support assistants and speech and language therapists. Reference was also made to the need for research into the relationship between types of communication difficulties and the ability to develop two languages. There was, in addition, scope for heightening awareness of Welsh language and bilingualism issues amongst monolingual practitioners, and for marketing and promoting the profession.

18.8 The Therapy Working Group in Wales, a group established as a sub-group of the Welsh Advisory Group on Special Educational Needs (WAGSEN), considered the difficulties apparent in the effective provision of therapies, including speech and language therapy. On 24 April the Therapy Working Group made a presentation of its findings to the Assembly Ministers for Education and Lifelong Learning and Health and Social Services.

18.9 Currently, and in the light of the Working Group's recommendations, the All Wales Steering Group for SEN and Health professionals are working to develop an action plan for the effective delivery of speech and language therapy services. The plan will be presented to the Assembly Ministers in September 2002. The Committee awaits the outcome with interest.

18.10 The Committee welcomes the Welsh Dyslexia Project, funded by the National Assembly, to develop a testing procedure that will allow in-school testing of all children in their preferred language, either English or Welsh. This will highlight specific learning difficulties in reading, writing and spelling.

18.11 The Committee is aware that the Education Bill, currently completing its passage through Parliament, includes powers to enable LEAs to co-operate at a regional level to better plan SEN provision. The Education Bill provides, for the first time, for the establishment of a separate SEN Tribunal for Wales. Once the Bill receives royal assent, it is envisaged that this Welsh Tribunal will start work from September 2003.

18.12 Maintaining a range of expertise and knowledge for a relatively small number of children with low incidence SEN can be difficult for some LEAs. To address this problem, the Assembly Minister has established an All Wales Steering Group (AWSG) with the aim of ensuring that greater effectiveness can be derived from planning SEN provision on a wider scale. The Committee welcomes this initiative.

18.13 The Committee also welcomes the fact that, for the first time, Wales has its own SEN code of practice focusing on Welsh issues, including the Welsh language. The National Assembly approved this in November 2001 and LEAs have been required to have regard to it from April 2002. The key elements of the Code of Practice are:

- Strengthening inclusion;
- Improving working with parents;
- Involving the child;
- Simplifying previous procedures; and
- Clarifying the role of SEN Co-ordinating Officers (SENCOs).

18.14 As regards access to special educational needs provision in the language of choice, the SEN Code of Practice for Wales makes it clear that *"In the context of special educational needs, these schemes (individual LEA Welsh Language Schemes) should ensure that their services, in so far as it is appropriate in the circumstances and reasonably practicable, are delivered in Welsh and/or English according to the needs and wishes of the pupil and the parents."*

- **The Committee recommends that the national strategic framework should contain a specific commitment to ensuring that the right of pupils with special educational needs to have access to provision to meet their needs, in their language of choice on the basis of equality throughout Wales, is acknowledged and acted upon.**
- **The Committee recommends that the Assembly Minister commission an audit of SEN provision currently available through the medium of Welsh.**
- **The Committee recommends that LEAs should be encouraged to establish mechanisms for sharing resources and disseminating good practice at a regional level. The Welsh Assembly Government should pass the necessary secondary legislation to facilitate this co-operation.**

INTERNATIONAL PERSPECTIVES

19.1 The Committee's attention was drawn to the advantages of situating Welsh-medium and bilingual provision within a broader international context. It became evident that many of the features of language provision in Wales are common to other settings characterised by the co-existence of two (or more) languages. It was also noted, however, that a number of historical, political and socio-cultural features account for important differences between communities. Placing Welsh-medium and bilingual provision within this broader context should, therefore, include identifying models of good practice and opportunities for collaboration, whilst at the same time being aware of the nature and implications of significant points of contrast.

19.2 The evidence provided some examples of partnerships between individual schools and establishments in lesser-used language communities, many of them Comenius-funded projects.

19.3 In addition, the Committee heard evidence from Professors Joan Netten and Claude Germain (Canada) and Nick Gardner (Basque Autonomous Community).

19.4 The Canadian experience focussed on the Intensive French Programme, which has been successfully piloted in parts of Canada, and which is considered to be a highly effective way of improving pupils' language skills in French. Both Intensive French and Intensive English programmes were developed in Quebec in the late 1970s. Several provinces have been involved in isolated attempts to develop intensive French programmes (Quebec, British Columbia and Ontario), but a co-ordinated attempt to develop and evaluate the Intensive French programmes was only made in 1998.

19.5 Intensive French has been adopted as an alternative programme in Newfoundland and Labrador for September 2002, and pilot classes are planned for New Brunswick, Saskatchewan and Nova Scotia. The programme French is characterised by the following features:

- Intensive period of instruction in French;
- No subject areas studied in French; and
- Re-organisation of the normal curriculum timetable (amount of time given to some subjects reduced for 5 months).

19.6 Positive outcomes of the programme are reflected not only in encouraging levels of fluency in French but also in appropriate levels of progress in English and other subjects. Pupils' perceptions of success in learning French in turn encourage them to continue their study of French and use the language.

19.7 The Committee was particularly interested in the opportunity offered by the programme for pupils to be given an additional point of entry into French-medium education. As noted earlier (Later immersion), research into the feasibility of courses based on the Intensive Core French model has been undertaken recently, and is expected to inform pilot projects aimed at intensive delivery of Welsh.

19.8 Nick Gardner's presentation focussed on language planning and education policy in the Basque Autonomous Community (BAC). The Committee was told that there are three models of language provision in the BAC:

- Model A: Basque taught as a subject and Spanish used as medium of instruction for the vast majority of subjects;
- Model B: Curriculum taught in Basque and Spanish, with both Basque and Spanish taught as subjects; and
- Model D: Curriculum taught in Basque, with Spanish taught as a subject.

19.9 Increase in the demand for Basque-medium education since the 1980s has resulted in a significant shift away from Model A. This move towards greater Basque language input has come about partly through the setting up of new Basque-medium schools in the public sector, but a gradual conversion of existing schools has been more common. Amongst the features common to Wales and the BAC is the challenge of maintaining levels of Welsh/Basque language provision in vocational training. The Committee was also interested to hear of the measures adopted in the BAC to secure required staffing levels, through teacher recruitment and notably in-service training and sabbaticals.

- **The Committee recognises the value of situating Welsh-medium and bilingual education provision within the international context, and firmly believes that much can be gained from active collaboration. The Committee recommends that contacts already established by the Assembly Minister with partners in Canada and the Basque Autonomous Community be pursued and reinforced, and that further opportunities to share models of good practice with other communities be explored.**

PART I

ANNEXES

Annex I

EVIDENCE PRESENTED TO THE COMMITTEE

The majority of these papers can be found on the National Assembly's website at www.wales.gov.uk in the committees section*. Hard copies can be obtained from the National Assembly's libraries.

Evidence submitted by:	Committee:	Paper Reference:
Culture Sport and Welsh Language Division	Culture Committee 2 May 2001	CC 07-01(p.1)
Welsh Language Board/Bwrdd yr Iaith Gymraeg	Culture Committee 2 May 2001	CC 07-01(p.2)
Dr Mark Tewdwr-Jones	Culture Committee 16 May 2001	CC 08-01(p.3)
Dr Dylan Phillips	Culture Committee 16 May 2001	CC 08-01(p.4)
Prof Colin Williams	Culture Committee 16 May 2001	CC 08-01
Winston Roddick QC, National Assembly's Counsel General	Culture Committee 24 May 2001	CC 09-01
Urdd Gobaith Cymru	Culture Committee 6 June 2001	CC 10-01(p.1)
Welsh Books Council	Culture Committee 6 June 2001	CC 10-01(p.2)
CYD	Culture Committee 6 June 2001	CC 10-01
Ceredigion County Council	Culture Committee 6 June 2001	CC 10-01
National Library of Wales	Culture Committee 6 June 2001	CC 10-01(p.3)
Young Farmers Clubs of Wales	Culture Committee 6 June 2001	CC 10-01
Denbighshire County Council	Culture Committee 4 July 2001	CC 12-01(p.1)
Gwynedd County Council	Culture Committee 4 July 2001	CC 12-01(p.2)
Popeth Cymraeg	Culture Committee 4 July 2001	CC 12-01(p.3)
National Centre for Language and Culture	Culture Committee 4 July 2001	CC 12-01
Cefn	Culture Committee 4 July 2001	CC 12-01
North Wales Bilingual Forum	Culture Committee 4 July	CC 12-01

	2001	
Peter Doran, Director, Torch Theatre, Milford Haven	South West Wales Regional 6 July 2001	SWWR 04-01
Welsh Consumer Council	South West Wales Regional 6 July 2001	SWWR 04-01
Nic Wheeler, Chief Executive Pembrokeshire Coast National Park	South West Wales Regional 6 July 2001	SWWR 04-01
Rhian Daniels, Student at Ysgol y Preseli	South West Wales Regional 6 July 2001	SWWR 04-01
Mari Grug Davies, Student at Ysgol y Preseli	South West Wales Regional 6 July 2001	SWWR 04-01
Mari Williams, Student at Fishguard High School	South West Wales Regional 6 July 2001	SWWR 04-01
Lucy Bowyer, Student at Fishguard High School	South West Wales Regional 6 July 2001	SWWR 04-01
Welsh Language Society	Culture Committee 18 July 2001	CC 13-01(p.1a)
National Eisteddfod of Wales	Culture Committee 18 July 2001	CC 13-01(p.1b)
City and County of Swansea	Culture Committee 24 October 2001	CC 15-01(p.1)
Pembrokeshire County Council	Culture Committee 24 October 2001	CC 15-01(p.2)
Professor Harold Carter	Culture Committee 24 October 2001	CC 15-01
Mudiad Ysgolion Meithrin	Culture Committee 24 October 2001	CC 15-01(p.4)
CYTUN	Culture Committee 24 October 2001	CC 15-01(p.6)
Merched y Wawr	Culture Committee 24 October 2001	CC 15-01
Agriculture and Rural Development Committee	Agriculture and Rural Development Committee 24 October 2001	ARD 15-01
Commission for Racial Equality	Culture Committee 7 November 2001	CC 16-01(p.1)
Cymuned	Culture Committee 7 November 2001	CC 16-01(p.2)
Local Government and Housing Committee/ Cymuned	Local Government and Housing Committee 7 November 2001	LGH 13-01 (p.6)

Welsh Development Agency	Culture Committee 15 November 2001	CC 17-01(p.1)
Wales Tourist Board	Culture Committee 15 November 2001	CC 17-01(p.2)
CBI Wales	Culture Committee 15 November 2001	CC 17-01(p.3)
Wales TUC	Culture Committee 15 November 2001	CC 17-01
Newport County Council	Culture Committee 15 November 2001	CC 17-01
David Davies AM	Culture Committee 15 November 2001	CC 17-01
Economic Development Committee/Menter a Busnes	Economic Development Committee 16 November 2001	EDC 16 -01(p.2)
Economic Development Committee	Economic Development Committee 16 November 2001	EDC 16-01(P.3)
Federation of Small Businesses (Wales)	Culture Committee 21 November 2001	CC 18-01(p.2)
ELWa	Culture Committee 21 November 2001	CC 18-01(p.3)
Local Government and Housing Committee	Local Government and Housing Committee 21 November 2001	LGH 15-01(p.3)
North Wales Regional Committee/Dafydd Iwan	North Wales Regional Committee 30 November 2001	NWR 05-01
Health and Social Services Committee	Health and Social Services Committee 5 December 2001	HSS 17-01(p.6)
South East Wales Regional Committee/ Torfaen County Borough Council H Griffiths, Headteacher Ysgol Gyfun Gwynllyw, Pontypool Sue George, University of Newport Elen Rhys, ACEN Phil Richards, Business Connect Chris Hoyle, CSV Cymru Mr Gareth Gregory, Newidiem Steffan Webb, Menter Iaith Rhondda Cynon Taf	South East Wales Regional Committee 7 December 2001	SEWR - 06-01
Mid Wales Regional	Mid Wales Regional	

Committee/ Powys County Council Powys Youth Forum Brecon Beacons National Park Mr Alun Evans OBE Mr Allan Wynne Jones Laura Phillips, Ysgol Uwchradd Llandrindod Catrin Williams, Graduate of University of Aberystwyth Ffion Thomas, Ysgol Uwchradd Llanfyllin	Committee 7 December 2001	MID 05-01(p.1) MID 05-01(p.2) MID 05-01(p.3) MID 05-01(p.4) MID 05-01(p.5) MID 05-01 MID 05-01 MID 05-01
BBC Wales	Culture Committee 9 January 2002	CC 01-02(p.1)
S4C	Culture Committee 9 January 2002	CC 01-02(p.2)
Golwg	Culture Committee 9 January 2002	CC 01-02(p.4)
Arts Council of Wales	Culture Committee 9 January 2002	CC 01-02(p.5)
Mercator	Culture Committee 9 January 2002	CC 01-02(p.6)
Environment, Planning and Transport Committee	Environment, Planning and Transport Committee 9 January 2002	EPT 01-02(p.3)
Local Government and Housing Committee	Culture Committee 17 January 2002	CC 02-02(p.1)
Wales Council for Voluntary Action	Culture Committee 23 January 2002	CC 03-02(p.1)
Menter a Busnes	Culture Committee 23 January 2002	CC 03-02(p.2a + p.2b)
Duke of Edinburgh Award Scheme	Culture Committee 23 January 2002	CC 03-02(p.3)
Roy Thomas	Culture Committee 23 January 2002	CC 03-02(p.4)
Association of Welsh Translators	Culture Committee 23 January 2002	CC 03-02(p.5)
Rhondda Cynon Taff County Borough Council	Culture Committee 23 January 2002	CC 03-02(p.5)
Carmarthenshire County Council	Culture Committee 6 February 2002	CC 04-02(p.1)
Pembrokeshire County Council	Culture Committee 6 February 2002	CC 04-02(p.2)
Cylch yr Iaith	Culture Committee 6 February 2002	CC 04-02(p.3)
Mentrau Iaith Cymru	Culture Committee 6 February 2002	CC 04-02(p.4)
Cwmni Iaith Cyf	Culture Committee 6	CC 04-02(p.5)

	February 2002	
Welsh Local Government Association	Culture Committee 6 February 2002	CC 04-02(p.6)
Equality of Opportunity Committee	Equality of Opportunity Committee 6 March 2002	EOC 02-02 Delyth Evans AM in attendance
The Presiding Officer Paul Silk, Clerk to the Assembly David Lambert, Presiding Office's Legal Adviser Gwen Parry, Director, Assembly Communication Services Meinir Pritchard, Head, Assembly Translation Service John Walter Jones, Chief Executive, Welsh Language Board Meirion Prys Jones, Welsh Language Board	Culture Committee 2 May 2002	CC 09-02(p.1)

* No reference number to a committee paper indicates that the written submission received was not received electronically or that oral evidence only was given.

Annex II

LIST OF RESPONDENTS TO THE REVIEW

Organisations/Individuals Responded

1. Agriculture and Rural Development Committee (NAfW)
2. Agriculture and Rural Development Committee - Glyn Davies, Chair
3. Arad Goch
4. Arts Council of Wales
5. Association of Welsh Community Health Councils
6. Association of Welsh Translators and Interpreters
7. Baker, Professor Colin
8. Batcup, Madoc
9. BBC Wales
10. Beer, Kenneth
11. Bird, Margaret
12. Bowyer, Gwynn
13. Brake, Phillip - University of Wales, Aberystwyth, Centre for Continuing Education
14. British Council
15. British Medical Association Cymru Wales - Dr RBK Broughton
16. Bro Taf Health Authority
17. Caerphilly County Borough Council - David A Thomas
18. Cairns, Alun - AM, SWWR Chair
19. Calon Gynnes Cymru, Y Bala - Gwynedd Council
20. Campaign for the Protection of Rural Wales
21. Carmarthenshire County Council
22. Carter, Professor Harold
23. CBI Wales
24. Cefn
25. CERED - Theatr Felinfach
26. Ceredigion County Council
27. CEWUNION - Angela Pulman, Community Enterprise Wales
28. Charles Lloyd Foundation
29. City and County of Swansea
30. Clwyd Alyn Housing Association
31. Commission for Racial Equality
32. Consignia
33. Council of Museums in Wales
34. Countryside Council for Wales
35. Cwmni Iaith Cyf
36. Cwmni'r Frân Wen
37. CYD
38. Cyfeillion Llŷn - Dr Robyn Lewis
39. Cylch Cinio Cymraeg Caerdydd
40. Cylch yr Iaith
41. Cymru Annibynnol/Independent Wales Party

42. CYMUNED
43. CYTUN - Rev. Aled Edwards,
44. Dafis, Awel Fflur
45. Dafis, Llinos
46. Davies AM, David
47. Davies, Lord Gwilym Prys
48. Davies, Robin
49. Denbigh County Council
50. Dewi Sant Housing Association
51. Duke of Edinburgh Award Scheme
52. Dyffryn Cennen Community Council
53. Economic Development Committee (NAfW)
54. ELWa
55. Employment Service
56. Environment Agency Wales
57. Environment Planning and Transport Committee (NAfW)
58. Equality of Opportunity Committee (NAfW)
59. Estyn
60. Evans, B
61. Federal University of Wales
62. Federation of Small Businesses (Wales)
63. Flintshire County Council
64. Golwg - Dylan Iorwerth
65. Greaves, Violet
66. Gruffudd, Heini
67. Gwyn, Robin
68. Gwynedd Council
69. Gwyther, Christine - AM, Chair Economic Development Committee
70. Health and Safety Executive - Terry Rose
71. Health and Social Services Committee (NAfW)
72. Henley, Prof Andrew - School of Management and Business, Aberystwyth University
73. Hughes, Nan
74. Ifan, Gwyn Siôn
75. Imaginet
76. Inland Revenue Wales - Peter R Robins
77. Isle of Anglesey County Council
78. John, Lawrence
79. Jones, Allan Wynne
80. Jones, B
81. Jones, M Arnold
82. Lewis, Dr Hywel Glyn
83. Local Government and Housing Committee (NAfW)
84. Lloyd, D
85. McDougall, John
86. Meek, Elin
87. Menter a Busnes

88. Menter Bro Myrddin
89. Menter Cwm Gwendraeth
90. Menter Iaith Dinbych - Conwy
91. Menter Iaith Gwynedd
92. Menter Iaith Maldwyn
93. Mentrau Iaith Cymru - Cefin Campbell
94. Mercator
95. Merched y Wawr
96. Mid Wales Regional Committee (NAfW)
97. Miners, WE
98. Morgan, Baudewijn
99. Mudiad Ysgolion Meithrin
100. National Centre for Language and Culture
101. National Eisteddfod of Wales
102. National Library of Wales
103. National Museums and Galleries of Wales
104. New Opportunities Fund
105. Newcome, Lynda
106. Newport County Council
107. North Wales Bilingualism Forum
108. North Wales Regional Committee (NAfW)
109. Owen, J
110. Owen, Mr Stephen
111. Parri, Robin
112. PCS - Jeff Evans
113. Pembrokeshire Coast National Park - Nic Wheeler
114. Pembrokeshire County Council
115. Pembrokeshire & Derwen NHS Trust
116. Phillips, Dr Dylan
117. Phillips, Laura
118. Plaid Cymru Parliamentary Team
119. Plaid Cymru Party of Wales
120. Popeth Cymraeg Welsh Unlimited
121. Powys County Council
122. Powys Welsh for Adults Consortium - Mr T. Alun V. Evans, Chairman
123. Powys Youth Forum/Powys CC - Alan Whittick
124. Presbyterian Church of Wales
125. Rhondda Cynon Taff County Borough Council
126. Roberts, Dafydd
127. Roberts, Diana - Director, Popeth Cymraeg Welsh Unlimited
128. Roberts, Elfed
129. Roberts, William Owen - Writers' Guild of GB
130. Roddick QC, Mr Winston
131. Royal National Institute for the Blind
132. S4C
133. Sgript Cymru

134. Smith, Peter
135. Smith, Prof. J Beverley
136. Snowdonia National Park
137. South East Wales Regional Committee (NAfW)
138. South Wales Fire Service
139. South Wales Police
140. South West Wales Regional Committee (NAfW)
141. Sports Council for Wales - Deris Williams (Regional director)
142. Swansea NHS Trust - Central Clinic
143. Tewdwr-Jones, Dr Mark
144. Torch Theatre - Peter Doran
145. Theatr Gwynedd
146. Thomas, Ffion Mair
147. Thomas, Gwenda - AM, Chair Local Government and Housing
Committee
148. Thomas, Gwyn
149. Thomas, Roy
150. Torfaen County Borough Council
151. Tourism South and West Wales - Peter Cole, MD
152. TUC Cymru
153. UCAC
154. Urdd Gobaith Cymru
155. Wales Association of Community and Town Councils
156. Wales Federation of Young Farmers Clubs
157. Wales Council for Voluntary Action
158. Wales Tourist Board
159. Welsh Development Agency
160. Welsh Books Council
161. Welsh Committee of the Writers' Guild
162. Welsh Consumer Council
163. Welsh Independent Producers
164. Welsh Joint Education Committee - Dr Emyr Davies
165. Welsh Language Board/Bwrdd yr Iaith Gymraeg
166. Welsh Language Society
167. Welsh Liberal Democrats
168. Welsh Library Association
169. Welsh Local Government Association
170. Welsh National Opera - Geraint Talfan Davies, Chair
171. Welsh National Parks - Chris Gledhill
172. Williams, Alwena
173. Williams, Arthur
174. Williams, Catrin
175. Williams, Prof Colin
176. Williams, Dr Emyr Wynn Williams
177. Williams, Glyn
178. Wrexham County Borough Council

PART II

ANNEXES

Annex III

POSITION PAPER: THE WELSH LANGUAGE IN EDUCATION IN WALES

Purpose

1. This paper is intended to set out, in broad terms, the position on the Welsh language in education in Wales.

Background

2. The paper is submitted as part of the scene-setting for the Committee's review of the Welsh language in education, in parallel with the Culture Committee's wider review. It is in 3 sections: early years; schools; and post 16.

Early Years

3. The Welsh Affairs Committee Report on Childcare in Wales indicates that Early Years Education is crucial to the future of the Welsh Language. Organisations, such as Mudiad Ysgolion Methrin, have been extremely active in this area and the Welsh Assembly Government has agreed that their work should not be jeopardised by the proposed expansion of early year's provision to all 3 year olds. It also believes that parental choice to have children educated bilingually or through the medium of Welsh should be actively supported and provision integrated into the strategy at both national and local level. Training qualifications should be available to staff in both English and Welsh.

4. The audit recommended by the Assembly and which is now underway will include establishing current provision through the medium of Welsh. Once the outcome of this audit is known and the identification of future demand has been completed, the Assembly has recommended that the Minister should review the funding of Welsh medium early years provision.

Welsh-medium Schools : Primary

5. On most measures, the level of Welsh medium primary provision and take up has remained fairly constant or shown slight growth over the last five to ten years. Details of numbers of schools and pupils are in paragraphs 20 to 23 below. .

6. The number of pupils being taught in designated Category A Welsh medium schools has grown a little faster over the last ten years than the general increase in pupil numbers, so 17% of primary age children in Wales are now taught in Welsh medium schools, compared with 16% a decade ago.

7. The current combined capacity of the 440 existing Welsh medium primary schools is approximately 55,150 places (or 18% of the Wales total primary capacity). There is thus more overall provision than pupils, with 9,754 unfilled places. This represents a higher level of spare capacity than the average for Wales (18% compared with 14%). However, most of the surplus capacity is in traditional Welsh-speaking rural areas where the pupil population is falling ; whereas in urban areas, where demand for places is growing, some schools are at or near capacity.

8. Looking at pupils in all categories of primary school, 18% of primary age children are taught in classes that use Welsh as the sole or main medium of instruction, although only 16% of primary school children are considered to be fluent in Welsh. Similarly, at the end of Key Stage 1, 19% of

pupils were assessed in Welsh, although headteachers considered only 17% of that age group were fluent.

9. Altogether around 20% of primary age pupils are taught in classes where Welsh is used as the medium of teaching to some degree. This figure has fluctuated only slightly in recent years, with no overall trend of increase or decrease.

10. Average class sizes are lower in Welsh medium primary schools. Excluding nursery and special classes, the average Category A primary class has 23.1 pupils and the average in a Category B school is 23.5, whereas the average in English medium primary schools is 26.3.

Welsh-medium schools : Secondary

11. 23% of secondary schools offer Welsh as the medium of instruction for at least half their foundation subjects. The number of such “Welsh speaking” schools has grown from 44 to 53 in the last decade. 18% of secondary pupils now attend these schools, compared with 15% ten years ago, although not all the pupils in these schools learn through the medium of Welsh, since several have separate English and Welsh medium streams. These are all defined as Welsh speaking schools even when the pupils in the Welsh stream are a minority. Information is not collected on the number of classes that are taught through the medium of Welsh. It is not therefore easy to assess the extent to which the total amount of Welsh medium teaching delivered in the secondary sector has increased. As an indicator, 14% of secondary pupils up to Year 11 study Welsh as a first language and this has increased from 12% a decade ago. In addition to teaching through the medium of Welsh, all maintained schools now teach Welsh either as a first or second language to pupils up to Year 11.

Planning of School Provision

12. Responsibility for supplying sufficient school places lies with the local authorities. They have a statutory duty to ensure that children are educated in accordance with the wishes of their parents, so far as that is compatible with the provision of efficient education and the avoidance of unreasonable public expenditure. The target for 2010 set out in “Better Wales” is that provision for Welsh medium education must be in balance with demand. This does not imply that LEAs should be actively seeking to drive up demand or make provision in advance of need, although it can be argued that supply may help shape demand.

13. The amount of Welsh medium provision made by the different LEAs varies considerably, reflecting mainly variations in the extent to which Welsh is in common usage throughout the country. All authorities now run at least one Welsh medium primary school and all make provision for secondary education through the medium of Welsh, although this may be in a neighbouring LEA area. By contrast, in Gwynedd, virtually all primary schools and all secondary schools teach mainly through the medium of Welsh.

14. Two new Welsh medium primary schools opened in September 2001 in Powys and Monmouth, and Cardiff are planning to build a two form entry school in Llanedeyrn to open in September 2002. Swansea also intends to expand provision. From the latest round of School Organisation Plans it is clear that several authorities in traditionally less Welsh speaking areas are reviewing their provision and considering expansion. On the other hand, some authorities with an existing high proportion of Welsh speaking schools are experiencing declining pupil populations and high levels of surplus capacity. Carmarthen and Pembrokeshire are both consulting on school closures and amalgamations

: this may reduce the numbers of Category A schools but should not result in fewer pupils receiving Welsh-medium education in these areas.

15. There is a perception that where new Welsh medium provision is made it is in relatively poor quality buildings. In fact, a significant number of recently opened Welsh-medium schools occupy new or substantially renovated buildings, and new premises are under construction or planned for a number of Welsh-medium schools. The new primary school in Monmouthshire is in renovated buildings ; the new primary school in Cardiff will be in a new building from September 2002. New Welsh-medium secondary school premises are being provided in Caerphilly and Rhondda Cynon Taff under PFI arrangements.

16. Given that pupil numbers are generally falling and there are high levels of surplus capacity across Wales, the process of catering for any increase in demand for Welsh medium places has to be part of an LEAs overall strategy for rationalisation of provision and balancing supply and demand. Inevitably any such increase in demand must be accompanied by decreasing demand in existing schools. The key-planning document in this context is the School Organisation Plan (SOP). Since 1999, each authority has had to publish a SOP, updated every year and covering a five-year forward planning period, which summarises data on demand for and supply of school places. It must also set out the authority's policies on relevant issues such as the appropriate size of schools and their action plans for adding or removing school places, so as to ensure demand is met and resources used effectively. Authorities should show through their SOPs that they are planning their provision of Welsh medium education alongside their planning for all other types of schooling, so as to cater for the range of parental preferences and to utilise resources and existing accommodation to best effect.

17. The Welsh Language Board also charges authorities with producing Welsh Education Schemes for approval. These schemes must set out policies and targets for Welsh medium education and show how demand is being met. In relation to supply of school places, trends in pupil numbers and plans for action, the schemes cover much the same ground as SOPs but are updated at different intervals.

Summary of the current policy position on schools provision

18. LEAs have a duty to provide Welsh medium education in response to parental demand (and in so far as that is compatible with efficient use of resources). It is for the authorities to assess that local demand and to cater for it in the context of their overall provision of school places and management of their education budget. Because levels of demand and of provision vary greatly across the different areas of Wales, local authorities are best placed to assess local needs, and this approach was endorsed by the Committee in their study on the Supply of School Places.

Numbers of Welsh Medium schools and Pupils in Welsh Medium education

Primary

19. As at January 2001 there were 440 primary schools in Wales (27% of all primary schools) which used Welsh as the sole or main medium of instruction (Category A) and a further 91 schools (5% of the total) used Welsh for teaching part of the curriculum(Category B). Although four new Category A Welsh medium primary schools have been opened in the last five years, the total number of such schools has actually fallen over that period (from 449) because some small schools have amalgamated or federated and Infant and Junior schools have merged.

Pupils in maintained primary schools (including nursery pupils)

	Jan 1992	Jan 1996	Jan 2001
In classes where Welsh is the sole or main medium of instruction	43,984 16.0% (of total pupils)	50,327 17.2%	51,087 17.9%
In classes where Welsh is used for part of the curriculum	10,552 3.8%	10,906 3.7%	6,860 2.4%
In classes where Welsh is taught as second language	165,019 60.2%	209,103 71.6%	223,328 78.1%
Being taught no Welsh	54,761 20%	21870 7.5%	4,511 1.6%
All pupils	274,286	292,206	285,786

20. The most marked trend in these figures is the decrease in numbers of pupils being taught no Welsh at all, matched by an increase in those being taught Welsh as a second language. It is likely that the majority of pupils who are not being taught Welsh are in special classes or nursery and reception classes (where National Curriculum requirements do not apply).

Secondary

21. There are 53 Welsh-speaking secondary schools in Wales. As indicated in paragraph 11 "Information is not collected on the number of classes that are taught through the medium of Welsh. It is not therefore easy to assess the extent to which the total amount of Welsh medium teaching delivered in the secondary sector has increased". However, the following table may be of interest :

Pupils taught Welsh in Years 7 to 11 in secondary schools

	Jan 1992	Jan 1996	Jan 2001
Taught Welsh as a first Language	19,416 11.7	21,845 12.4	26,135 14.0
Taught Welsh as a second language	87,545 52.6	111,647 63.2	157,300 84.5
Being taught no Welsh	59,429 35.7	43,132 24.4	2,646 1.4
All Pupils	166,390	176,624	186,081

23. From September 1999, statutory requirements for Welsh at key Stage 4 have been implemented in full. This has accounted for the drop in the numbers of pupils who are being taught no Welsh. In all probability, the 1.4% of pupils who are recorded as being in this category are either pupils exempted by virtue of a statement of SEN or are those who meet the criteria for the very limited exemptions available in the final year of key stage 3 or at key stage 4.

Schools : a second entry point into Welsh-medium education?

24. For the most part, choices about Welsh-medium education are exercised early. Parents choose Welsh-medium or English-medium education either when their children enter nursery/early years settings as early as age 3 or when children reach the statutory school age of 5 (or at any point in between). Once the choice of English-medium education is made, there is very limited scope to opt into Welsh-medium thereafter.

25. In September, I visited Newfoundland & Labrador, and New Brunswick, to examine a variety of immersion and intensive second language models employed in schools in those Provinces to deliver French to pupils from Anglophone backgrounds. I viewed them in action in schools and I had several opportunities to discuss them in more details with Ministers and officials of the Provincial Governments, elected members and officials of School Boards, and with teachers and headteachers.

26. We saw much that similar to the Welsh situation, and much that was different. The model which appeared to offer the most scope for adaptation and implementation in Wales was the Intensive Core French model. In brief, its main characteristics are :

- an intensive period of study ;
- use of the target language as a means of communication ; and
- a focus on language learning rather than on the learning of subject matter in the second language.

27. The Intensive Core French programme appears to offer way of securing what does not exist (with very limited exception) in Wales which is a second entry point into Welsh-medium education for pupils whose parents opted for an English-medium school at the usual entry point – age 5 or earlier.

28. I have asked that the possibility of adapting the Intensive French model for this purpose should be examined further, with a view to establishing a pilot project to test its wider feasibility. Subject to the views of the group of experts which the Welsh Language Board have put together at my request (see below), the most appropriate point at which to implement a pilot would be with Welsh Second Language pupils in Year 6 – the final year of primary school – with a view to enabling those pupils to achieve a range of outcomes including :

- making the transition into a Welsh-medium secondary school ;
- studying more subjects through the medium of Welsh in a bilingual or predominantly English-medium secondary school setting than would otherwise have been the case; or
- achieving a sufficiently strong base of linguistic proficiency so as to be able to participate in a much wider range of Welsh language educational and social activities in, and outside, school

29. I have, therefore, set in motion the following actions :

- the report of the visit has been submitted for consideration by the group of experts already established under the chairmanship of the Welsh Language Board (the next meeting is on 14 December);
- it has also been submitted to ACCAC and Estyn (both of whom are to join the group of experts) ;
- the group is to draw up advice on the feasibility of adapting the Intensive model for a pilot in Wales – to include recommendations on the necessary preconditions for a pilot ; and
- the group is also to outline the steps required to identify primary schools (and partner secondary schools) to undertake the pilot project.

30. Copies of the Report of my visit to Canada have been provided separately to the Committee.

Schools : teacher provision

31. The recent General Teaching Council for Wales (GTCW) survey of teacher recruitment in secondary schools identified:

- a lower number of applicants than average for posts teaching Welsh as a second language (4.5 applicants compared to the average of 6.5 for all subjects included in the survey);
- a lower number of applicants for posts where teaching is through the medium of Welsh (on average 3.6 applicants for all subjects included in the survey).

32. The survey produced a 76% response rate – but that may be substantially biased if, as might be likely, schools with particular recruitment problems responded more frequently than those who did not. The survey was only concerned with subject areas where there was anecdotal evidence of shortages – Chemistry, English, Maths, Modern Foreign Languages, Physics, RE, Welsh as a 2nd Language.

33. The numbers of teachers teaching through the medium of Welsh has increased slightly between 1998/99 and 2000/01 (2,762 to 2,812 – 1.8%) while the number of pupils in ‘Welsh speaking schools’ increased by 0.5%. The numbers teaching Welsh as a 2nd language increased from 7,907 to 8,277 (4.7%) in the same period. At the same time, the number of teachers in all primary and secondary schools in Wales increased by 4.6%.

34. The figures above do not suggest an increasing shortage of Welsh language teachers overall. The fact that it is difficult to recruit teachers in specific instances could be due to a number of factors. In particular, the supply of Welsh medium teachers could be affected by geographical immobility. The pool of teachers is small and dispersed and teachers may be unwilling to move long distances to take up new posts. Nor is there (generally) the possibility of recruiting from outside Wales.

Schools : examinations and qualifications

35. A wider range of qualifications is available in Welsh than ever before. Not all examinations are available in the Welsh medium. However, for the major examinations and subject to demand, the WJEC makes its Entry Level, GCSE and GCE A and AS level papers available in Welsh. The WJEC also has arrangements with other awarding bodies to make papers available in Welsh, for subjects which are not provided by the WJEC. ACCAC has arrangements with awarding bodies to support the provision of Welsh medium examinations for vocational qualifications and the Assembly has provided substantial funding to support the provision of Welsh medium Key Skills tests.

Schools : Welsh as a subject

36. The teaching of Welsh as a subject – either as a first language or as a second language - is now firmly embedded into the National Curriculum. Successive administrations have taken the view that the recommendations which were made at the time that the position of Welsh in the National Curriculum was first considered in the late eighties still hold good - that all pupils in Wales are entitled to be taught Welsh and for that to be meaningful there should be continuity and progression throughout the whole period of statutory education. It is, therefore, a compulsory subject for all pupils from Key Stage 1 to Key Stage 4 at maintained schools (with the exception of those pupils who meet the limited exemption provisions which apply in certain defined circumstances).

37. The most recent Annual Report of Her Majesty's Chief Inspector (for the school year 1999-2000) indicates that for Welsh as a first language the bulk of the work is satisfactory or better at key stage 1 (98%) and key stage 2 (96%) but that the amount of good work is lower than the previous year in both key stages. At key stages 3 and 4 standards have been rising over the last three years. However, standards are higher in key stage 3 than in key stage 4, and in Year 10 compared with Year 11. For Welsh as a second language, the equivalent figures for satisfactory or better work at key stage 1 and key stage 2 are 98% and 92% respectively. It is clear, however, that the final year of primary school presents the greatest challenge in terms of the amount of unsatisfactory work. Estyn attribute this mainly to a lack of progress across the key stage in pupils' ability to sustain extended conversation in the second language. In secondary schools, standards of Welsh as a second language show a slight

improvement at key stage 3 but steady improvement at key stage 4 over the two previous years has not been sustained : there was an increase in the amount of unsatisfactory work.

Schools : The Curriculum Cymreig

38. It is a common requirement that 'pupils are given opportunities, where appropriate, in their study of [all National Curriculum subjects] to develop and apply knowledge and understanding of the cultural, economic, environmental, historical and linguistic characteristics of Wales'. The common requirement applies to all schools, irrespective of the medium of instruction.

39. An Estyn report '*Y Cwricwlwm Cymreig – The Welsh dimension of the curriculum in Wales : good practice in teaching and learning*' published earlier this year indicated that the Cwricwlwm Cymreig can provide firm starting points and clear terms of reference for pupils. Not only can the increased awareness of Welsh culture and identity, reflecting both its distinctiveness and diversity, make an important contribution to pupils' personal and social development, it can also help pupils gain a better understanding of other societies and cultures.

Schools : classroom materials

40. The availability of high quality Welsh language and bilingual materials to support the teaching of Welsh, other subjects through the medium of Welsh and the Cwricwlwm Cymreig is crucial. However, in many instances the commercial market fails to provide such materials.

41. ACCAC has a commissioning strategy in place which seeks to maintain and improve the general level of provision, particularly in respect of the distinctive features of the curriculum in Wales and in areas where significant underprovision is identified. The strategy is informed by a needs identification and prioritisation process through which ACCAC consults teachers etc on the most appropriate materials to be commissioned. In the past, most of the commissioned material was print but more recently ACCAC is seeking to ensure a better balance between print and non-print materials.

42. During its examination of ICT matters the ELL Committee heard a great deal about the dearth of curriculum-relevant, high quality content which is available electronically – content that is either Welsh-medium or Wales specific in Welsh or English to support the delivery of the National Curriculum in Wales, and particularly the distinctive Welsh aspects and the Cwricwlwm Cymreig. The Committee also heard that good work was being done locally on the production of materials but that opportunities for wider access and dissemination by electronic means was severely limited. The establishment of the ICT Advisory Panel, which is overseeing the appointment of the National Grid for Learning Cymru (NGfL Cymru) team to identify and develop locally-generated content for ICT application, will help address this issue.

Post 16

The National Council - ELWa

43. So far as the National Council part of ELWa is concerned the remit letter issued by the Minister for Education and Lifelong Learning sets out the requirements for Welsh language provision. In essence, it requires the Council to include in its operational plans proposals to meet the needs identified for post 16 Welsh Medium Education, Welsh for Adults, workplace Welsh, and skills training opportunities through the medium of Welsh. The Council's Welsh medium strategy is to include encouragement of more young people to follow training through the medium of Welsh and greater recognition of Welsh for Adults courses.

44. The strategic direction offered by the remit letter clearly anticipates the supply of post 16 Welsh medium provision being firmly linked to the National Council's regional needs assessments. At the same time, the National Council needs to encourage demand through the promotion of the concept of training through the medium of Welsh. Details of current levels of provision funded through the National Council – ELWa are set out in Annex B.

45. Responsibility for 6th form funding transfers from LEAs to the National Council in April 2002.. The Council will before then begin its review of all funding regimes in respect of post 16 learning provision, including 6th form provision. The Committee will recall discussion on the National Council's proposals for its funding review at its meeting on 14 November, and the National Council's supporting paper (ELL 17-01(p.5)) setting out safeguards. There is evidence that there is a lack of opportunity in many parts of Wales to continue education after 16 or 18 through the medium of Welsh and this too merits attention..

46. Further Education and Higher Education institutions in Wales fall within the definition of a "public body" for the purposes of the Welsh Language Act and therefore have to prepare Welsh language schemes. Provisional schemes have been drawn up by a number of institutions and all have to have schemes in place by 2002. One objective of these schemes is to clarify how institutions will develop and target Welsh medium and bilingual provision.

Summary of Post –16 (National Council – ELWa) Provision

47. The National Council – ELWa is preparing a joint Welsh Language Scheme with the Higher Education Council - ELWa, as required under the Welsh Language Act 1993. The target date for submission is May 2002.

A. National Council – Inherited Policies and Funding

48. The National Council - ELWa has inherited a mixture of support initiatives for Welsh language education and training in the post-16 sector as follows:

- **Welsh for Adults (WfA) provision** – is funded entirely by the National Council and involves a wide range of providers who work together in WfA consortia. As the name indicates, this provision is to teach adults Welsh and in the current academic year £3.1m is being spent.
- **National Officer for WfA and WfA examinations** - £100k is provided per year to pay for a National Officer to develop WfA and to fund examinations for learners.
- **Bilingualism Unit** – £55k will be provided this financial year to the new Sgiliaith Unit at Coleg Meirion Dwyfor. The Unit was conceived to serve further education institutions by developing

learning resources and offering training and advice on bilingual teaching methodologies. It will now embrace post-16 in its wider meaning, by working with school sixth forms and other providers.

- **Bilingual post-16 provision** - £1.69m has been allocated for 2001/02 as premium funding for FE institutions providing courses through the medium of Welsh and/or bilingually. This is on top of the standard unit of funding. The total funding to FE colleges for Welsh medium and bilingual provision is expected to be some £10 million. Money is allocated using the Recurrent Funding Methodology, which is under review, with a target date of Autumn 2003 for the implementation of major changes.
- **Bilingual Materials via the Internet Project** - £100k will be provided to Dysg to manage this project, which produces new internet based learning materials. Like the Unit, the project is broadening into the wider post-16 sector.

B. Sources of information

49. There are several sources of information which can help to inform future policy development:

The funding of bilingual and Welsh FE provision (Canolfan Bedwyr Research for FEFCW)

50. Commissioned by the Further Education Funding Council in 1999/2000 this considered how FE bilingual and Welsh provision is funded and concluded that the current methodology had not stimulated growth in Welsh medium/bilingual education. It suggested reasons:

- the current approach does not tackle the genuine lack of learning resource materials and making good the deficiency is slow and expensive;
- there are too few staff capable of teaching in Welsh;
- where Welsh medium education is not a core activity, it receives little awareness and recognition in institutions, and it is therefore a low priority; and
- the reluctance of some students to follow bilingual courses for varying reasons such as: peer pressure; eagerness to sever links with 'school traditions'; perceptions that Welsh courses are more work perhaps because of a lack of learning materials and the fact that too few awarding bodies offer tests or exams in Welsh; and students' lack confidence in their Welsh language ability.

51. The researchers considered the premium for Welsh language and bilingual courses in the recurrent funding methodology and explored alternative funding models. This concluded that it would be best to take into account wider sociological factors as well as numbers of students on courses, types of qualifications, numbers of courses, infrastructure costs etc. In addition, it suggested that payments should reflect teaching methods used (several models were analysed) to support best practice. The report was received by FEFCW in early 2000 and is available on the FEFCW web-site. Its recommendations will be taken into account in the development of the new national funding system, and also in the development of the National Council's strategy and policies.

Continuity in Welsh Language Education (Welsh Language Board)

52. This research in 1999 found that the future of Welsh is dependent upon the creation of speakers by the education system to maintain the current proportion of Welsh speakers in the population (18.7% according to the 1991 census) or increase it. It reported that, although 20.9% of primary school pupils attend schools where Welsh is the sole, main or part medium of teaching, the proportion drops to 12.9% in secondary schools. In FE institutions less than 2% of students were assessed in Welsh (statistics were not provided for sixth form students and so this is undoubtedly an under-recording of the true position post-16). These data mask regional variations, but overall the fact that only 12.9% of pupils complete education up to the age of 16 in Welsh means that too small a proportion do so to maintain the current proportion of speakers in the population of Wales.

A Study for the Need for Welsh/Bilingual Language Skills in North Wales SMEs and Indications for HR Development and Training with regard to Welsh (Cwmni Iaith for Celtec)

53. Commissioned by Celtec (in early 2001) the report concluded that support for Welsh medium training has not been as effective as it could have been. It identified a lack of initiatives to support training and provision, and a failure to ensure that Welsh language training is delivered according to demand or facilitated by providers (even though Celtec had expected its providers to have a Welsh language policy). The research found employer demand for Welsh language skills in business but training providers did not deliver the kind of Welsh language training provision required for the economy's needs. Looking to the future, the report recommended, amongst many things, that ELWa should:

- respond to local need by working with strategic and local partnerships;
- make providers aware of ELWa's requirements;
- make learners aware of the benefits of Welsh language skills, including the needs of employers;
- co-ordinate resource development and get providers to work together; and
- support development of a key skills course in bilingual communication - as compulsory or strongly recommended for all trainees.

Statistical Evidence

54. Data is provided at Table A about bilingual/Welsh medium provision and at Table B about Welsh for Adults.

55. From Table A it is clear that:

- the number of institutions offering such courses fluctuates but activity is heavily concentrated in six institutions in north and west Wales;
- the number of students enrolled on these courses who are assessed in Welsh has increased but total numbers are very small.
- as a proportion of all the students enrolled on these courses, the number assessed in Welsh/bilingually has declined; and
- the proportion of all students enrolled on courses funded by the former FEFCW assessed in Welsh/bilingually is very low.

56. From Table B it is clear that the numbers enrolled on Welsh for Adults courses:

- grew substantially for 1994/95 to 1999/00 but have fallen somewhat in 2000/01. It is too early to say why this has happened and whether it represents a longer term trend; and
- due to the method of data collection, it is not possible to analyse the progression of learners but there is strong evidence from other sources that only a small proportion of students become fluent.

Table A

Welsh medium/bilingual courses in further education institutions

Academic Year	1993/94	1994/95	1995/96	1996/97	1997/98	1998/99	1999/2000	2000/01
Number of institutions providing courses	17	16	19	19	17	11	12	15
Number of enrolled students assessed in Welsh	2023	2288	2830	5550	4431	3503	4895	5483
Number of enrolled students on same courses not assessed in Welsh	1882	2346	3875	5498	4521	6821	6232	6022
Welsh assessments as a % of all enrolments on these courses	51.8%	49.4%	42.2%	50.2%	49.5%	33.9%	44.0%	47.7%
Total enrolments funded by FEFCW/National Council	136468	193735	255039	298873	304348	308381	353972	435106
Welsh assessments as % of total enrolments funded by FEFCW/National Council	1.5%	1.2%	1.1%	1.9%	1.5%	1.1%	1.4%	1.3%
Data source: Midfess C								

Table B

Funded enrolments on WfA courses between 1994/95 and 2000/01

Academic Year	1994/95	1995/96	1996/97	1997/98	1998/99	1999/00	2000/01
Number of funded enrolments	15894	18966	20762	21643	21500	23634	21011

Source: RFM (fundable Form C - best of FEES/MIDFESS including predictions)

1994/95 and 1995/96 are obtained by filtering by [subject of study]='Q520' and FE programme area=18A. No data on sponsored provision were available for 1995/96.

1996/97 is based on enrolments where [programme area]=18A and [superclass code]=FK.357

Higher Education

57. The number of Welsh medium enrolments in higher education has remained fairly static over the past 5 or 6 years, at around 1,000 full-time equivalent (fte) students. This represents around 1,500 actual students as many do not take the whole of their course through the medium of Welsh. In academic year 1999/2000, the latest for which data are available, nearly 1,050 fte Welsh medium enrolments were recorded, a slight rise on AY1998/99 which dipped to 970 fte from 1040 fte in AY1997/98.

58. The HEFCW will allocate a total Welsh medium premium of £1.1 million in AY2001/02 to ten institutions (three more than last year) to acknowledge the extra costs associated with delivering provision through the medium of Welsh. A further sum of £284,000 will be released subject to the receipt of acceptable strategies for the maintenance, development and extension of Welsh medium provision. This is to encourage institutions to take a longer term approach to planning the development of their Welsh medium provision. The Council is also providing £50,000 towards the cost of the University of Wales Welsh Medium Teaching Unit, and £126,000 for the development of a bilingual open and distance learning Post-Graduate Certificate in Education by a consortium of four institutions.

59. The Welsh Language Board and the UoW Welsh Medium Teaching Development Officer contribute to the Council's feedback on institutions' strategies for Welsh medium provision. HEFCW officers also work closely with colleagues from the National Council so that, in addition to improving Welsh medium provision in their own particular sectors, the approaches taken by the two Councils cohere, facilitate progression and mutually benefit from good practice and developments in all areas of post-16 education and training, or elsewhere.

60. Expanding Welsh medium provision in the HE sector will involve a wide range of activities with potentially significant resource implications - market research, stimulating demand, promotion and recruitment, developing courses and related materials, providing linguistic support for students, taking advantage of ICT, and creating a cohort of suitably qualified staff. The Welsh medium strategies being developed by institutions together with their Welsh Language Schemes, and the role of the UoW Welsh Medium Teaching Unit, will be key elements in creating a strategic and collaborative approach to these issues.

61. The HEFCW gives extra funding to HE institutions for Welsh medium provision, and has set aside funding to underpin plans for taking forward Welsh medium provision on an institution-wide strategic basis. In academic year 1999-2000 just over 2900 students enrolled with HE institutions in Wales received any teaching through the medium of Welsh; about half of these students were enrolled on teacher training courses.

Other post-16 provision

62. Ufl learndirect is a growing source of distance learning which can be accessed at learning centres, in the workplace or at home. The Assembly has contributed to the cost of setting up the Welsh language cyswllt dysgu learndirect website. Learning materials are also being progressively made available in Welsh. The initial priorities for Ufl include IT skills, basic literacy and numeracy, skills for SMEs, and the skill needs of the multi-media, retail, automotive and environmental service industries. A complementary development is the Wales Digital College. This fully bilingual service, utilising digital TV, began broadcasting in November 2000. The Assembly, working with ELWa and ACCAC, funds a project to strengthen the delivery of national vocational qualifications through the medium of Welsh.

63. Young people also need to have an understanding of the Welsh dimension including the language and an opportunity to explore Welsh culture outside the formal education setting. The Youth Service is ideally placed to promote this work through its voluntary engagement with individuals and groups of young people. In some counties in Wales there are Welsh speaking and bilingual youth clubs where there is a recognition of Welsh culture and, of course, the language. The Youth Work Statement for Wales states that youth work opportunities amongst other things should be about

“ encouraging and enabling young people to express their thoughts, emotions, aspirations and cultural identity through creative and challenging activities, particularly those which increase their understanding of bilingualism, heritage and cultures of Wales”

It is important that the language work in formal settings continues to be supported by the wide range of youth organisation in Wales.

Financial implications

64. There are no new financial implications to this paper

Compliance

65. This paper does not give rise to any new compliance issues.

Minister for Education and Lifelong Learning
December 2001

Annex IV

ROLES AND FUNCTIONS

During the report, various organisations involved in education and lifelong learning are referred to. Their roles and functions are briefly described below.

The Welsh Assembly Government

The Welsh Assembly Government sets the broad strategy for education and lifelong learning in Wales. The Assembly Minister (Jane Davidson AM) issues guidance on a wide range of topics and provides funding to LEAs, the further and higher education funding councils (the National Council – ELWa and HEFCW), Estyn, ACCAC and others.

The Welsh Language Board

The Welsh Language Board is an Assembly Sponsored Public Body (ASPB) . It was established in December 1993 under the terms of the Welsh Language Act 1993. Its main function is to promote and facilitate the use of the Welsh language. Under the Government of Wales Act 1998, the Board became answerable to the National Assembly.

The Welsh Language Board's main aim is to make it easier for everyone to use Welsh in all walks of life, to increase people's confidence in their ability to use the language, to encourage more people to speak, read or write it in new situations, and to pass on the language to their children.

The Welsh Language Board seeks to work in partnership with public sector bodies, private businesses and voluntary organisations, offering advice and resources to help service providers in Wales to give a natural choice of language to their customers.

Local Education Authorities

LEAs are responsible for all statutory education within their area. They work closely with schools and colleges in delivering a broad and balanced curriculum. They are funded partially by the National Assembly, with the balance raised from local taxation.

Estyn

Estyn is the office of Her Majesty's Chief Inspector of Education and Training in Wales. Estyn is independent of, but funded by, the National Assembly for Wales under Section 104 of the Government of Wales Act 1998. The Chief Inspector and her staff are civil servants.

Estyn is involved in a wide range of educational and training activity, including the responsibility for inspecting:

- Early years provision in the non-maintained sector;
- Primary schools;
- Secondary schools;
- Special schools (including independent special schools);
- Pupil referral units;

- Independent schools;
- Further education;
- Voluntary youth agencies;
- Local education authorities (LEAs);
- Teacher education and training;
- Work-based training;
- Careers Wales companies;
- The education, guidance and training elements of New Deal; and
- Adult education.

Estyn's other duties include providing advice work in accordance with a remit specified annually by the Assembly Minister for Education and Lifelong Learning.

ACCAC

Awdurdod Cymwysterau, Cwricwlwm ac Asesu Cymru/the Qualifications, Curriculum and Assessment Authority for Wales (ACCAC) is an ASPB and is the National Assembly for Wales's principal advisory body on all aspects of the school curriculum, examinations, assessment and vocational qualifications.

ACCAC is responsible for:

- Ensuring quality and standards in external general and vocational qualifications;
- Keeping under review all aspects of the school curriculum and statutory assessment arrangements for maintained schools; and
- Commissioning Welsh and bilingual classroom materials to support the teaching of Welsh, other subjects through the medium of Welsh and Wales-specific aspects of the curriculum.

ACCAC is required to exercise its functions for the purposes of advancing education and training in Wales with a view to promoting equality and coherence in education and training.

Welsh Joint Education Committee (WJEC)

The Welsh Joint Education Committee (WJEC) was established in 1948 as a consortium of local education authorities. Now established as a company limited by guarantee and a charity, the WJEC provides a range of educational services which include:

- Offering a range of academic and vocational qualifications;
- Supporting these qualifications through in-service training for teachers (INSET), training materials and easy access to subject officers;
- Providing a range of educational resources including Welsh-medium resources and support for the Curriculum Cymreig;
- Producing Welsh and bilingual-related resources;

- Providing a national INSET programme for teachers of Welsh, and teachers teaching through the medium of Welsh;
- Providing services for the National Youth Orchestra of Wales and the National Youth Theatre of Wales and validation of courses in Art & Design; and
- Accrediting centres for records of achievement

The WJEC offers examinations through the medium of Welsh at all levels. These include the Certificate of Educational Achievement, GCSE, A and AS Level (including special S Level papers) according to demand: a Welsh version of an examination paper will be prepared when one or more candidates wish to sit a particular examination in Welsh. At present, the WJEC is responsible for marking Standard Assessment Tasks (SATs) at Key Stages 2 and 3 (KS2/3).

On behalf of local education authorities in Wales, the WJEC provides services in connection with the Welsh language and culture of Wales and the expressive arts. In addition, MEU Cymru and the European Unit are part of the WJEC.

The General Teaching Council for Wales (GTCW)

The General Teaching Council for Wales is the statutory, self-regulating professional body for teachers in Wales. It seeks to raise the status of teaching by maintaining and promoting the highest standards of professional practice and conduct in the interests of teachers, pupils and the general public.

The Council aims to provide an independent, representative and authoritative voice for the teaching profession in Wales and provides advice to the National Assembly and other organisations on teaching issues.

Key aspects of the Council's work include:

- Advising the Assembly and others on teaching issues such as continuing professional development and recruitment to the teaching profession;
- Working to improve morale in the teaching profession and raising the status of teachers amongst the general public; and
- Maintaining and promoting high professional standards through its register, the Professional Code and its professional conduct and competence work.

ELWa - Education and Learning Wales

ELWa (Education and Learning Wales) embraces both the National Council for Education and Training for Wales (National Council - ELWa) and the Higher Education Funding Council for Wales (HEFCW). Both these organisations are ASPBs and operate under the ELWa brand name.

National Council - ELWa

The National Council - ELWa is an Assembly Sponsored Public Body established under the Learning and Skills Act 2000. Its statutory name is the National Council for Education and Training for Wales.

On April 1st 2001, it took over the majority of the functions of the four Training and Enterprise Councils and the Further Education Funding Council for Wales. It assumed responsibility for funding, planning and promoting all post-16 education and training in Wales with the exception of Higher Education.

The National Council - ELWa has responsibility for further education, private and voluntary sector training provision, adult continuing education and, with effect from April 2002, sixth form provision.

Higher Education Funding Council (HEFCW)

The Higher Education Funding Council is an Assembly Sponsored Public Body established in May 1992 under the Further and Higher Education Act 1992.

The Council assumed responsibility for the funding of higher education in Wales in April 1993. It administers funds made available by the National Assembly for Wales to support education, research and associated activities at thirteen higher education institutions. It also provides funds for prescribed higher education courses at further education colleges.

The Council is responsible, under the Education Act 1994, for the funding of initial teacher training for school teachers and the accreditation of providers of initial teacher training in Wales.

In addition to its funding responsibilities, the Council provides advice to the National Assembly for Wales on the funding needs, aspirations and concerns of the higher education sector in Wales

Mudiad Ysgolion Meithrin

Mudiad Ysgolion Meithrin is a voluntary organisation, which establishes and supports the provision of Welsh-medium early years care and education in the voluntary sector. This is delivered through Cylchoedd Ti a Fi (Welsh-medium parent/carer and child groups) and Cylchoedd Meithrin (Welsh-medium playgroups).

Every Cylch Meithrin is a registered charity, and is managed by a committee of parents and associates. They are supported by a national network of professional development officers, who provide pastoral care and advice, and who also monitor quality in the groups.

All the cylchoedd are firmly rooted in the local community, and they serve that community, as well as marketing the advantages of becoming bilingual and attending Welsh-medium education, to parents and prospective parents.

Wales Pre-School Playgroups Association (WPPA)

The Wales PPA seeks to enhance the development, care and education of pre-school children in Wales. It seeks to give adults confidence to make the best use of their knowledge and resources, for the benefit of themselves and pre-school children.

The University of Wales Board for Welsh Medium Teaching

The University of Wales Board for Welsh Medium Teaching was established in 2000 on behalf of the whole HE sector. Its purpose is to increase the number of students studying through the medium of Welsh, and to extend the range of provision available. Its activities are focussed on promoting and marketing Welsh-medium provision to potential students, encouraging more collaborative work within the sector, and developing new provision.

Annex V

CONSULTATION

A consultation letter was issued on 18 January 2002 and responses were required by 28 February 2002. The committee invited some 2000 consultees including every school, further and higher education institution and local education authority in Wales to participate in the consultation.

70 responses were received and these are listed overleaf. Those marked (✓) are available from the Assembly's website – www.wales.gov.uk – under committees/Education and Lifelong Learning Committee/policy reviews/welsh language in education.

A copy of the consultation paper and a list of consultees are also available from the above website.

Direct Consultation Responses

Organisation/Individual	Available on website
ACCAC	
Association of Teachers and Lecturers, Wales	
Audit Commission in Wales	
Birchgrove Comprehensive	
Canolfan Bedwyr	
Cardiff University	
Carmarthenshire College	
Carmarthenshire County Council	
CBI Wales	
Consortiwm Cymraeg i Oedolion Gorllewin Morgannwg	
CYDAG	✓
Cymdeithas yr Iaith	
Cymuned	✓
Dafydd Glyn Jones	
Department of Education, University of Wales, Swansea	
Department of Welsh, Cardiff University	
Dr Cen Williams	
Dr Hywel Glyn Lewis	
Dyfed, Welsh for Adults Consortia	✓
Dysg	
ELWa - HEFCW	✓
ELWa - National Council	✓
Employment Service, Office for Wales	
Estyn	
Fairwater High School	
Fforwm and Sgiliaith	
Gellifaelog Primary School	
General Teaching Council for Wales	
Gwylon Phillips	✓
Gwynedd Council	
Higher Education Wales	✓
Independent Wales Party	
Institute of Welsh Affairs	
Menter a Busnes	
Merched y Wawr	✓
Merthyr Tydfil County Borough Council	
Monmouthshire County Council	
Mudiad Ysgolion Meithrin	✓
NASUWT	
National Museums and Galleries of Wales	✓
Neath Port Talbot LEA	✓
Newport LEA	

NUT Cymru	✓
P.A Davies	
Popeth Cymraeg	
Powys County Council	
RhAG	
Rhondda Cynon Taff LEA	
RNID Cymru	✓
S4C	✓
SCOVO	
The National Deaf Children's Society	✓
The Open University in Wales	
Torfaen LEA	✓
UCAC	✓
University Council for the Education of Teachers, Wales	
University Board for Welsh Medium Teaching	
University of Wales, Bangor	
Vale of Glamorgan Council	
W Gwyn Lewis	✓
Wales TUC Cymru	✓
Welsh Books Council	✓
Welsh Dyslexia Project	
Welsh for Adults Consortia	
Welsh Joint Education Committee	
Welsh Language Board	
Welsh Language Speech and Language Therapy Committee (WLSLTC)	
Ysgol Bryn Hedydd, Rhyl	
Ysgol Gyfun Gellifedw, Swansea	
Ysgol Uwchradd Glan Clwyd	✓

Annex VI

EVIDENCE PRESENTED TO THE COMMITTEE

All these papers can be found on the National Assembly's website at www.wales.gov.uk in the committees section.

Name	Paper Reference	Date
The Welsh Language Board - Planning the future of Welsh-medium and bilingual lifelong learning	ELL 01-02(p.4)a	16 January 2002
The Welsh Language Board - Response to The Paving Document	ELL 01-02(p.4)b	16 January 2002
Ysgol Bro Ddyfi	ELL 02-02(mins)	30 January 2002
Newtown High School - Development of Welsh-medium Education	ELL 02-02(p.3)	30 January 2002
Ysgol Gyfun Gymunedol Penweddig, Aberystwyth Brief Background for the Education and Lifelong Learning Committee	ELL 02-02(p.4)	30 January 2002
RhAG	ELL 03-02(p.1)	7 February 2002
Fforwm and Sgiliaith	ELL 03-02(p.2)	7 February 2002
CYDAG	ELL 03-02(p.3)	7 February 2002
Association of Teachers and Lecturers, Wales	ELL 04-02(p.3)	13 February 2002
National Union of Teachers, Wales	ELL 04-02(p.4)	13 February 2002
Universities Council for the Education of Teachers, Wales	ELL 04-02(p.5)	13 February 2002
UCET Wales speaking notes	ELL 04-02(mins)	13 February 2002
NUT Wales speaking notes	ELL 04-02(mins)	13 February 2002
ACCAC	ELL 05-02(p.1)	6 March 2002
NASUWT	ELL 05-02(p.2)	6 March 2002
ELWa-National Council	ELL 05-02(p.3)	6 March 2002
Bilingual Wales - A suggested definition	ELL 05-02(p.4)	6 March 2002
Welsh for Adults Consortia	ELL 06-02(p.3)	20 March 2002
Dr Cen Williams	ELL 06-02(p.4)	20 March 2002
Expert Adviser's report on visits to secondary schools in North Wales	ELL 06-02(p.7)	20 March 2002
UCAC	ELL 07-02(p.2)	24 April 2002
University Board for Welsh Medium Teaching	ELL 07-02(p.3)	24 April 2002

Estyn	ELL 07-02(p.4)	24 April 2002
Welsh Language Speech and Language Therapy Committee (WLSLTC)	ELL 08-02(p.1)	2 May 2002
Mudiad Ysgolion Meithrin	ELL 08-02(p.2)	2 May 2002
Ysgol Emrys ap Iwan	ELL 08-02(mins)	2 May 2002
Ysgol Eirias	ELL 08-02(mins)	2 May 2002
Monmouth Comprehensive	ELL 08-02(mins)	2 May 2002
Experience of bilingual teaching in other countries - Canada	ELL 09-02(p.2)	8 May 2002
Experience of bilingual teaching in other countries - Basque Country	ELL 09-02(p.3)	8 May 2002

South West Wales Regional Committee - 15 March 2002

Oral Evidence taken on behalf of Education and Lifelong Learning Committee

Carmarthenshire County Council	SWWR 02-02(p.1)
Ysgol y Gwendraeth	SWWR 02-02(mins)
Ysgol Bro Myrddin	SWWR 02-02(p.3)
Amman Valley Comprehensive School	SWWR 02-02(p.4)
RhAG	SWWR 02-02(p.5)
Trinity College Carmarthen	SWWR 02-02(p.6)
Carmarthenshire College of Technology and Art	SWWR 02-02(p.7)

Annex VII

EVIDENCE FROM SCHOOL PUPILS

One important aspect of the review was the gathering of data about Welsh language provision from secondary school pupils across Wales. Pupils were invited to share their experience of learning and using Welsh at school. Two main methods of data collection were employed:

- a) Presentations before the ELL Committee and South West Wales Regional Committee; and
- b) Meetings with pupils during visits to schools in February and April 2002

Geographic distribution of the schools

Every effort was made to secure representation from across Wales; locations extended from Holyhead to Monmouth, and from Abergele to the Gwendraeth Valley.

Nature of the Welsh language provision

The schools selected provided a broad spectrum in terms of Welsh language provision. Designated Welsh-medium schools offering all subjects (with the exception of English) through the medium of Welsh were represented, as were English-medium schools where Welsh is taught solely as a subject (second language). The Welsh language provision offered by other schools ranged from nearly all subjects being taught through the medium of Welsh and Welsh taught as a first language, to a limited number of subjects offered through the medium of Welsh (and Welsh taught as a first language) to a limited number of pupils.

Exposure to Welsh within the community

The schools varied substantially not only in terms of language provision but also in terms of patterns of linguistic usage within the local community. Whilst no attempt is made here to classify the areas represented according to degrees of linguistic vitality, it must be noted that the differing levels of contact with Welsh in the school environment were further characterised by important differences with regards to pupils' exposure to Welsh outside school. These situations range from communities where Welsh is habitually spoken as an everyday language by a significant proportion of the population and where pupils have opportunities to use Welsh in social activities outside school, to those where the language is rarely heard outside the school environment. Similarly, pupils' exposure to Welsh within their families varied widely.

Preliminary arrangements and information provided for the schools: appearances before the ELL Committee

Once initial contact had been made with the school, it was explained to Headteachers and their representatives that the purpose of the meetings with pupils was to explore their views and attitudes in relation to their experience of Welsh at school. This also involved discussing some aspects of pupils' linguistic behaviour outside school. They were invited to arrange for a small number of pupils

(two or three) to attend one of the meetings of the ELL Committee. Pupils were invited to prepare a brief presentation structured along the following guidelines:

1. Brief explanation of school background (year; primary school attended)
2. Linguistic background (patterns of language use at home and in social networks)
3. Degree and nature of contact with Welsh at school (Welsh as a subject - first and second language; Welsh as a medium; extra-curricular activities)
4. Awareness/ self-evaluation of competence in Welsh
5. Attitudes towards their experience of Welsh at school (evaluation of different aspects of their learning - positive and negative; any factors that have caused them to change their attitudes?)
6. Looking towards the future: uses and significance of Welsh in terms of their career and future lives

Preliminary arrangements and information provided for the schools: School Visits

The Directors of Education of the four relevant LEAs were approached, and they granted approval for the six headteachers to be contacted. Arrangements were made for visits to take place during normal school hours, in February and April 2002. Schools were informed of the main areas of discussion, but pupils were not asked to prepare presentations in advance of the meetings. It was pointed out to schools that the aim was not to evaluate specific teaching methods.

Education and Lifelong Learning Committee

Presentations to the ELL Committee took place in January and May 2002. A total of six schools were represented. Factors such as age and confidence influenced the degree to which pupils' observations had to be prompted by questions. Pupils contributed both in Welsh and in English, according to individual circumstances.

South West Wales Regional Committee

Presentations to the SWW Committee took place in Ammanford in March 2002. Three schools were represented. The headteachers were contacted and pupils were asked to prepare a brief presentation.

School visits

Meetings lasted between twenty and forty minutes. A total of ten groups were seen. Groups consisted of between three and twenty pupils, representing Years 7 to 11. Pupils were assured that the intention was not to evaluate individual levels of linguistic competence, and they were reminded that comments about individual teachers were not being sought. The composition of each group determined, to a large extent, the precise nature of the sessions, and again factors such as age and ability influenced the degree to which pupils' observations had to be prompted. However, all discussions were structured along the guidelines issued to the schools appearing before the Committee (see above). Sessions were held both in Welsh and in English, according to pupils' particular circumstances.

General Observations

It should be noted that, despite the measures taken to ensure as wide a spectrum as possible in terms of the language provision available to pupils, the nature of the sample selected for this exercise limits the extent to which the observations made here can be applied on an all-Wales basis. Furthermore, many of the views volunteered by the pupils reflected not only the nature of the provision offered by the schools but also an array of socio-cultural factors and personal circumstances. However, whilst there are clear limitations to the conclusions which can be drawn from an impressionistic evaluation such as this, a number of important issues were highlighted in the pupils' observations.

1. Pupils' perceptions of their linguistic competence in Welsh

(i) General tendencies

Almost all pupils, and particularly the older ones, revealed a keen awareness of their degree of competence in Welsh. These self-perceptions would appear to correlate closely with pupils' degree of usage of the language.

Pupils' levels of proficiency in Welsh, it would seem, are influenced by three main factors:

- a) Nature of the language provision at school
- b) Linguistic background (i.e. language spoken by parents and other family members)
- c) Opportunities and incentives to use Welsh outside the school environment

It should be noted that these three variables are not presented in any order of priority, since the nature of the evaluation does not allow reliable quantitative conclusions. In broad terms, however, the information provided by the pupils suggested that the likelihood of attaining high levels of proficiency in Welsh increased as the intensity of their contact with the language increased, and when the linguistic environment outside the classroom reinforced their linguistic skills.

Pupils attending designated Welsh-medium schools generally expressed confidence about their ability to speak Welsh and use the language as a medium for their studies. However, important variations emerged here, with some pupils noting the difficulties experienced by them in understanding and communicating with speakers of Welsh in other parts of Wales. Such observations characterised the responses of pupils who had limited exposure to Welsh outside school. At the same time, however, illustrations were provided of the ways in which pupils' links with Welsh-speaking communities were increased through school-based activities, and of the very positive contribution of such initiatives.

Pupils from bilingual schools in bilingual communities generally felt that their level of competence in Welsh enabled them to function with ease through the medium of the language, with varying numbers of subjects being studied in Welsh.

The lowest levels of perceived competence in the language were recorded amongst pupils studying Welsh as a second language, with no other subjects being studied through the medium of Welsh. Within this group, competence in Welsh appeared to be lowest amongst those pupils who had minimal or no contact with the language outside the classroom.

(ii) Evaluation of progress in Welsh since Year 6

When asked to reflect on whether their Welsh had improved since Year 6, most pupils in Years 7, 8 and 9 studying Welsh as a subject and at least some subjects through the medium of Welsh indicated that they now felt more competent in the language. There were instances of older pupils encouraging greater use of Welsh amongst younger pupils, by example. Some pupils did note, however, that their proficiency in Welsh had not improved since Year 6, and attributed this lack of progress to the greater tendency in secondary school to be influenced by English-speaking peers.

Pupils in Years 7, 8 and 9 studying Welsh solely as a subject generally felt that they were more competent in the language now than in Year 6.

When the same question was put to the older pupils a number of responses were put forward:

Some pupils felt that their competence in Welsh had improved, and that they had more opportunity to use the language also. This feature tended to characterise pupils who studied at least some of their subjects through the medium of Welsh.

Other pupils believed that their competence in Welsh (particularly written Welsh) had improved, although usage had declined. When asked to elaborate, many pupils noted that English-speaking peers were now exerting more influence on them.

Others felt that their Welsh had deteriorated since Year 6. The two main reasons quoted were the influence of English-speaking peers, and a lack of opportunity to practise their spoken Welsh in class. The observations of some pupils studying Welsh solely as a subject suggested a significant lack of progress in the language.

(iii) Linguistic insecurity

One revealing feature of pupils' awareness of their competence in Welsh was the feeling of inadequacy expressed by some when comparing themselves with speakers they considered to be 'good' or 'fluent'. Some of these comments included references to the perceived inadequacy of the Welsh spoken in their family/ community. Others made comparisons between their attempts to speak Welsh and the Welsh spoken by their grandparents, whom they believed to be more competent in the language. There were some suggestions that it was difficult for pupils anxious to practise and improve their Welsh to integrate with more fluent speakers. Not surprisingly, there appeared to be a close correlation between self-esteem with regards to competence, on the one hand, and consistency of usage on the other.

It was also noted that, amongst those who were most aware of their limitations in Welsh, the vast majority indicated that they would like to be able to improve their skills in Welsh. Some less confident users of Welsh, however, felt indifference towards the language rather than a wish to integrate more fully into a Welsh-speaking environment.

2. Welsh taught as a subject

A number of pupils welcomed the fact that learning the language at Key Stage 3 had enabled them to improve their command of the language. Whilst some referred to more formal aspects of the written

language, the majority of these pupils were most enthusiastic about the creative use of the language (e.g. theme work, script-writing, role-play).

However, far less positive observations were made by other pupils, notably by those learning Welsh as a second language in settings where the language was rarely used outside the classroom. They felt that they had made very little progress in the language, and suggested that their inability to speak and in some cases even understand the language reflected an over-emphasis on learning vocabulary and not enough emphasis on acquiring communication skills. There tended to be a perception amongst these pupils that Welsh was a 'difficult' language to learn. Comparisons were made with the progress made in languages other than Welsh. Underlying many of these observations was a regret at not having been taught the language in a meaningful context.

3. Welsh as a medium for other subjects

For the majority of pupils, studying subjects through the medium of Welsh presented no particular linguistic difficulties with the exception of the need to familiarise themselves with some initially unfamiliar terms. What was mentioned, however, was the disparity in terms of the resources available in the two languages (websites and revision materials were mentioned).

Some concern was expressed at the potential consequences of not offering mathematics and science through the medium of Welsh in some Welsh-medium schools. They felt that there was no sound reason for not teaching these subjects in Welsh, and that using English alone encouraged the perception that Welsh was in some way ill-equipped to deal with these subjects.

A small minority of pupils, however, felt that studying through the medium of Welsh placed an additional burden on them, and that lack of familiarity with terms in Welsh was an obstacle. Such observations tended to coincide with limited support and encouragement for Welsh outside the school environment. There was some suggestion also that awareness of the probable need to switch to English-medium learning at FE/HE level coloured pupils' attitude towards studying all subjects through the medium of Welsh.

4. Use of Welsh outside school

Significant variations were noted, with pupils' linguistic behaviour ranging from consistent use of Welsh with family and most friends to little or no Welsh outside school. Several general tendencies emerged:

- Amongst those pupils who spoke Welsh consistently to their parents, a significant proportion noted that their use of Welsh with friends was less consistent
- A very small minority noted that whilst they spoke Welsh to one or both parents they spoke to their siblings in English. The use of English with siblings was a tendency amongst some pupils of Welsh-medium schools, even when those siblings also attended Welsh-medium schools.
- Some pupils observed that their social activities afforded limited opportunities to use their Welsh. One or two suggested that there was a certain stigma attached to speaking Welsh in some circles - it was not considered 'cool'.

- Others, however, referred to the valuable opportunities provided via the school to extend their use of Welsh to extra-curricular activities.
- Others clearly viewed Welsh as a central part of their socio-cultural experiences, and listed as exceptions the activities and events outside school where they did not speak Welsh.

5. Perceived value and usefulness of Welsh in the future

When asked about how useful Welsh was likely to be for them once they had completed their schooling, pupils offered a number of responses:

- Some were aware of the potential benefits of possessing good bilingual skills when planning their career.
- Others indicated that, even if their future careers did not directly require competence in Welsh, the importance of Welsh as an integral part of their identity meant that they would continue to use the language.
- Some pupils felt that Welsh would be useful for some occupations (e.g. nursing) if they chose to remain in their local area.
- Others, however, expressed doubts over whether they would use Welsh in the workplace. Of these, some believed that they would continue to use the language only with the family, whilst others felt that their contact with Welsh would be minimal once they had left school. Amongst this last category some pupils considered that learning a language other than Welsh would be more useful as a means of enhancing career prospects.

6. Other attitudinal factors

Almost all pupils noted that the Welsh language represented an important aspect of Wales' distinct identity, and there was a recognition that the language could be regarded as a source of pride even amongst those pupils who were not enthusiastic speakers of the language. Amongst the comments made by pupils, were:

- Wales' linguistic identity is based on the presence of English as well as Welsh
- it should be possible to safeguard the language without teaching all subjects through the medium of Welsh

Concluding remarks

Despite the clear limitations to any conclusions drawn from this impressionistic evaluation, it is felt that the contributions made by the pupils added an extremely valuable dimension to the review. Their observations served to highlight a number of key issues:

- Varying levels of achievement and expectations in Welsh at Key Stage 2 resulting in significant variation in terms of the transition to Key Stage 3 (challenge of ensuring that progression along a linguistic continuum is appropriate for all pupils)
- Challenge of maintaining appropriate rates of progression along the continuum as pupils move to Key Stage 4
- Weaknesses of the present arrangements for teaching and studying Welsh as a second language in Key Stage 3 and Key Stage 4
 - pupils' awareness of their limited progress in the language
 - pupils' regret at not having been taught the language in a meaningful context
- Impact of the overall linguistic ethos of the school on linguistic behaviour and attitudes
- The extent of the influence of fellow pupils and older pupils on individual linguistic behaviour (encouraging either the use of English or the use of Welsh)
- The degree to which pupils' readiness to use the language can be influenced by perceptions of competence
- The influence of informal social networks (including the family and immediate neighbourhood) on pupils' linguistic competence and use

Participating Schools

Appeared before ELL Committee

Eirias High School, Colwyn Bay

Ysgol Emrys ap Iwan, Abergele

Ysgol Bro Ddyfi, Machynlleth

Newtown High School, Newtown

Ysgol Gyfun Penweddig, Aberystwyth

Monmouth Comprehensive School, Monmouth

Appeared before SWW Regional Committee

Ysgol Gyfun Bro Myrddin, Carmarthen

Amman Valley Comprehensive School, Ammanford

Ysgol y Gwendraeth, Drefach, Llanelli

School Visits

Ysgol Uwchradd Caergybi, Holyhead

Ysgol Uwchradd Bodedern, Bodedern

Ysgol Friars, Bangor

Ysgol Tryfan, Bangor

Ysgol gyfun Rhydywaun, Penywaun, Aberdare

Ysgol Gyfun Gwynllyw, Pontypool

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GLOSSARY OF TERMS

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accredited translators

Translators who are members, and have met the standards, of a professional translation organisation (such as 'The Association of Welsh Translators and Interpreters').

acquisition planning

The branch of language planning dealing with the learning of a language, either through the family or through education.

Association of Welsh Translators (and Interpreters)

The professional body representing translators and interpreters who work in the Welsh language. It receives an annual grant from the 'Welsh Language Board'.

bilingual education

Education which uses two languages as a teaching medium: in this case, Welsh and English.

bilingual service provision

Providing a service or services in two languages.

bilingual Wales

For the purposes of this report, this has been defined as follows, on page 4: "In a truly bilingual Wales both Welsh and English will flourish and will be treated as equal. A bilingual Wales means a country where people can choose to live their lives through the medium of either or both languages; a country where the presence of two national languages and cultures is a source of pride and strength to us all. "

bilingualism

The concept of two languages existing in society, or of individuals having skills in two languages.

corpus planning

The branch of language planning dealing with such matters as the need for coining and standardising terminology, and the need to develop a form of language that is popular, used and useful.

CYD

A voluntary organisation supporting learners of Welsh. It

receives an annual grant from the 'Welsh Language Board'.

early bilingualism

The learning of two languages at an early age, for example through 'Mudiad Ysgolion Meithrin'.

European Charter for Regional or Minority Languages

A charter which seeks to promote regional and minority languages across Europe. It was ratified by the UK Government in March 2001.

Welsh-speaking heartland communities

Communities in which a high proportion of the population speak Welsh.

holistic approach

An approach which recognises that different aspects of something are closely interconnected and can be explained only by reference to the whole.

holistic language planning

'Language planning' which demonstrates a 'holistic' approach, e.g in calling for all bodies and spheres of activity to give bilingualism a central place in their activities.

Iaith Cyf

A 'language planning' agency based across Wales. In 2000, it produced for the Welsh Language Board a comprehensive and independent review of the work of the mentrau iaith.

immersion teaching

A method of teaching Welsh in school to children from English speaking homes using accelerated and intensive methods of learning.

Language/linguistic continuum

A scale for measuring language skills, ranging from complete beginners to those who are completely fluent.

Language Forum

A Forum of all the main organisations with an interest in the Welsh language to enable them to discuss particular opportunities or problems. See paragraphs 3.28 of the Report for more details.

language maintenance

The process of maintaining the continued use of the

language.

language planning

The development of deliberate and structured policies to stimulate the use of the language.

Language/linguistic standardisation

The establishment, usually for official purposes, of single standard terms on a consistent basis.

language transmission (in the family / within families)

The natural process by which language is passed on from one generation to the next.

Menter a Busnes

An organisation promoting increased business activity by Welsh speakers.

Menter iaith

A local organisation which seeks to promote the use of Welsh in a particular area. At present, there are 23 of these in Wales. They all receive an annual grant from the 'Welsh Language Board'.

Mentrau iaith

The plural of 'menter iaith'.

Mudiad Ysgolion Meithrin

A voluntary organisation promoting 'Welsh medium' nursery education. It receives an annual grant from the Welsh Language Board.

natural bilingual administration

Administration in which people who are bilingual are encouraged to operate in both languages.

S4C

The Welsh language television service.

simultaneous translation

Translation which takes place as a person is speaking, usually via headphones.

status planning

The branch of language planning dealing with the raising of a language's status in society.

strategic language planning

'Language planning' based on a declared or published

strategy.

Translanguaging – a skill for developing bilingualism

Translanguaging simply means (i) receiving information in one language and (ii) using or applying it in the other language. It is a skill that happens naturally in everyday life, e.g. when a child receives a telephone message for his/her mother in English and conveys the message to her in Welsh.

Urdd (Gobaith Cymru)

A voluntary organisation which promotes the use of Welsh by young people. It receives an annual grant from the Welsh Language Board.

usage planning

The branch of 'language planning' dealing with developing and increasing the use of a language by its speakers.

Welcome Packs

Information packs designed for people moving to a Welsh speaking area, either from another part of Wales or from outside the country.

Welsh (Language) Education Schemes

Schemes prepared by local education authorities under the Welsh Language Act 1993'. These include targets for developing 'bilingual education' and 'Welsh medium education' from the early years to the end of the school period.

Welsh Language Act 1993

The Act of Parliament which established the 'Welsh Language Board' and gave effect to the principle that, in the delivery of services and in the administration of justice in Wales, Welsh and English should be treated on a basis of equality.

Welsh Language Board

The statutory body, sponsored by the National Assembly for Wales, set up under the 'Welsh Language Act 1993' to promote and facilitate the use of the Welsh language.

Welsh Language Scheme

The statutory means by which public bodies give effect to the principle of equality set out in the 'Welsh Language Act

Welsh medium (education)

Education provided entirely, or mainly, through the medium of Welsh.

Welsh speaking communities

Communities and networks where Welsh is spoken to a significant extent