

**Exclusion of Public:** No need to exclude public

**Committee:** EDUCATION AND LIFELONG LEARNING

**Date:** Wednesday 30 November 2005

**Time:** 9.00am

**Venue:**

**Title :** Minister's Report

This report updates the Committee on specific issues raised by members and on issues of current interest. **Annex A** sets out major engagements since the last report

### **1. Allegations of Abuse Against Teachers**

I should like to draw the Committee's attention to revised guidance published on 21 November by the Department for Education and Skills for schools in England. It deals with procedures for handling allegations against teachers and other school staff and has been developed in co-operation with the Home Office, the Association of Chief Police Officers, the Crown Prosecution Service and teaching unions. The guidance deals with both the handling of police action and action by school governing bodies.

Members will be aware that we are making changes to the arrangements school governing bodies in Wales are required to follow in handling allegations of child abuse against school staff in light of the recommendations of the Clywch inquiry report. As part of our response we have undertaken to reissue as statutory guidance National Assembly Circular 45/2004 'Staff Disciplinary Procedures in Schools'. In redrafting the circular we will take account of the agreements made with the Home Office, ACPO, CPS and the unions about handling of allegations against school staff.

We will also take account of the agreements in guidance to be issued to local education authorities and governing bodies regarding their duties for safeguarding and promoting the welfare of children under Section 175 of the Education Act 2002. Section 175 will be covered in a Commencement Order that will come forward for Assembly approval in January 2006 with a consultation on the associated guidance taking place during the Spring term, with a view to issuing final guidance later in 2006.

The key issues covered in the guidance issued by DfES are:

- Maintaining confidentiality while allegations are under investigation;
- Target timescales for stages of the disciplinary process which relate to the handling processes for both the police and governing bodies;
- Agreement by the police and CPS to liaise and review progress of criminal investigations to ensure they are concluded as quickly as possible;

- Better and quicker information sharing, including sharing of information for use in governing body investigations; and
- Better case management and decision making based on close inter-agency co-operation.

A copy of the DfES Guidance can be found at the following link:

[http://www.teachernet.gov.uk/\\_doc/9350/this%20one.doc](http://www.teachernet.gov.uk/_doc/9350/this%20one.doc).

## **2. Welsh Language Medium issues**

### **a) Number of HE Courses taught either wholly or partially in Welsh and the number of students studying at a relevant period**

The data is not collected in the form requested and therefore, HEFCW does not have the number of courses taught through the medium of Welsh. However, there are 65 subjects taught either wholly or partially through the medium of Welsh (which excludes Welsh and Welsh literature) and 3,730 Postgraduates and Undergraduates enrolled within those subject areas for academic year 2003/04.

The attached table at Annex B provides information broken down by broad subject area.

### **b) Iaith Pawb: Movement of pupils from Welsh first language to Welsh second language**

Iaith Pawb indicated that the Welsh Assembly Government would “research further into the question of linguistic continuity so that pupils will continue to develop their skills in Welsh as they move from one stage of their education to another. ACCAC were remitted to undertake this research and to provide advice accordingly.

ACCAC engaged consultants, Llais y Lli, to undertake the research and provided me with the following advice:

“Llais y Lli’s report demonstrates that the situation across Wales is complex. Although the headline all Wales figure demonstrates a movement of over 22% away from Welsh to Welsh Second Language in the transition from Key Stage 2 to Key Stage 3, there are considerable differences between Local Education Authority areas, with progression being at its weakest in Conwy, Ceredigion, Carmarthenshire and Anglesey (see paragraph 2.2.1). It is noticeable that there are also differences between schools within these areas (section 2.4). Movements in other parts of Wales (particularly in the Anglicised areas – paragraph 2.2.2) are minimal.

The factors that influence these patterns of progression are many but a study of Chapter 3 seems to identify four key factors:

- the existence or otherwise of a clear language progression policy on the part of the LEA;
- the existence or otherwise of a clear language progression policy on the part of the secondary school;
- the clarity of understanding between primary schools and the receiving secondary school; and
- the perceptions of parents and the advice provided to them by headteachers.

There is nothing in the report to suggest that these progression patterns are affected by the requirements of the National Curriculum

## ELL2 13-05 Paper 1

Programmes of Study or their associated assessment arrangements. There is a brief reference to the potential benefits (or otherwise) of a language continuum (chapter 6; paragraphs 81-83). This matter is dealt with more fully in the Authority's advice on Project A.

In these circumstances, the Welsh Assembly Government, in conjunction with other key bodies, should explore the possibilities of:

- LEAs, in conjunction with primary and secondary schools, formulating clear guidelines and policies on language progression, emphasising a consistent approach and continuity of learning;
- secondary schools making their policies for the teaching of Welsh and Welsh second language explicit in their school prospectuses, signalling their intentions for pupils who have studied Welsh at Key Stage 2;
- making language continuity a core feature in the Assembly's guidance on statutory transition schemes, thereby ensuring that progression in language is an issue for discussion at entry to secondary education; and
- an initiative to explain and demonstrate the benefits of bilingualism as being a skill to be nurtured throughout pupils' school experiences, to enhance the range of teaching through the medium of Welsh (especially that of mathematics and science) and to exemplify the means by which this learning and teaching can support the development of language skills."

I have now considered the advice submitted by ACCAC and have asked my officials to take forward these recommendations. A copy of the Report by Llais y Lli is attached for information at Annex C.

### **3. The Education Standard Spending Assessment (SSA) as a Percentage of the Total SSA for each LEA**

Following discussion of the paper analysing budgets set by LEAs for 2005-06 at our meeting on 13 October 2005 I undertook to provide information on local authorities' Education Standard Spending Assessment as a percentage of their overall Standard Spending Assessment. The information requested is below:-

#### **Education SSA as a percentage of total SSA , 2006-07 provisional settlement<sup>1</sup>**

	Education SSA (£000s)	Total SSA (£000s)	Education as percentage of total SSA
Isle of Anglesey	45,583	105,795	43.1%
Gwynedd	78,545	186,245	42.2%
Conwy	68,404	167,091	40.9%
Denbighshire	63,076	146,774	43.0%
Flintshire	93,942	206,188	45.6%
Wrexham	75,531	176,185	42.9%
Powys	87,233	203,274	42.9%
Ceredigion	46,271	111,862	41.4%
Pembrokeshire	78,866	181,866	43.4%
Carmarthenshire	114,709	267,303	42.9%
Swansea	137,928	327,137	42.2%
Neath Port Talbot	89,873	207,623	43.3%
Bridgend	84,261	187,337	45.0%
The Vale of Glamorgan	79,156	169,582	46.7%
Rhondda Cynon Taff	160,522	357,280	44.9%
Merthyr Tydfil	39,335	88,148	44.6%
Caerphilly	119,750	260,652	45.9%
Blaenau Gwent	46,666	110,716	42.1%
Torfaen	63,527	138,836	45.8%
Monmouthshire	52,216	117,536	44.4%
Newport	93,140	208,525	44.7%
Cardiff	184,536	429,030	43.0%
<b>Wales</b>	<b>1,903,070</b>	<b>4,354,986</b>	<b>43.7%</b>

<sup>1</sup> The SSA figures are used solely for the purpose of calculating total SSA and are in no way meant to reflect spending targets.

#### **4. 14-19 Learning Pathways**

The Welsh Assembly Government is committed to transforming 14 – 19 provision for Wales as set out in the “Learning County” in 2001 and reaffirmed in “Wales: A Better Country” in 2003.

The 14 – 19 Report on Learning Pathways in Wales prepared by the Deputy Minister will make a significant contribution to this agenda. I have asked the Deputy Minister to complete an Action Plan by end of February 2006, and this will set out strategies and completion dates for taking forward recommendations. The recommendations for action are in the key areas of:

- Courses, the curriculum and Learning Pathways

One of the main challenges is motivating and inspiring those young people who have narrow aspirations by working closely with all partners.

- Learner support

It is essential that all young people have access to the right level of support. Learner Coach will provide support and encouragement, and help them develop and apply learning skills.

- Networks and collaboration

It is essential that there is a collaborative approach to 14 – 19 Learning Pathways. There is a need to address duplication

- Vocational qualifications

Vocational qualifications are seen very much as second rate and there is a need to achieve parity of esteem.

- Funding

The importance of working in collaboration with 14 –19 Networks and YPPs and that strategic funding method continues.

- Communication

It is essential that we provide clear and high profile information to all key stakeholders.

This report will be progressed through the internal processes of the National Assembly for Wales. It will also be considered at the regional conferences in North and South Wales (December 2005) in order for stakeholders to be consulted on the recommendations within the report.

The Learning Pathways Guidance is about to be updated, the training of learning coaches will start in the new year and a DVD about Learning

Pathways is soon to be circulated to colleagues in education, employment and training.

## **5. Arrangements for Accreditation for Community Development Courses**

This work is currently supported by the Education Training Standards Committee (ETS) in Wales which provides accreditation in the fields of Youth Work, Community Development and Play. The ETS role and remit is to be responsible for the quality assurance, endorsement and accreditation of youth work and community work, community development and play in the voluntary, independent and local authority sectors

### **Functions**

Professional Endorsement of:

- courses and programmes of initial training leading to a professional qualification;
- courses and programmes of post- qualifying training;
- schemes of regional accreditation and moderation of qualifying training, both full-time and part-time, in the voluntary, independent and local authority sectors.

using the requirements for courses and programmes that have been developed by the ETS which are recognised by the JNC as conferring local and nationally qualified status in Wales.

Accreditation of:

- Staff development policies of the relevant sectors.
- Policies and procedures for quality assurance.

Both accreditation and professional endorsement by ETS have an ongoing process for review and re-endorsement and re-accreditation

..

Officials have discussed with the ETS a proposal which would support the work of the committee from the 1<sup>st</sup> January 2006. This support will include funding to facilitate the appointment of a part time Chair, professional support for the committee from an official within the Assembly Government and programme support to carry out the work programme.

The proposals have also been agreed by the Joint Negotiating Committee for England and Wales (JNC) which has devolved the responsibility for the work of the ETS to Wales.

A formal agreement between the Assembly Government and the JNC will be signed in the New Year.

The ETS committee will support the development of a person specification for the role of Chair.



## **6. Initial Teacher Training Targets**

Each year the Welsh Assembly Government sets intake targets for recruitment to initial teacher training (ITT) courses in Wales. These intake targets are notified to the Higher Education Funding Council for Wales (HEFCW), which is required to have regard to them under the provisions of the Education Act 2005. HEFCW allocates the total intake figures to individual institutions later in the year.

A Review of ITT Provision is in progress at present. The aim of the review is to consider how intake targets, courses and course availability can deliver teachers with Qualified Teacher Status to better meet the needs of maintained schools in Wales.

The terms of reference for the Review required an interim report assessing the need for ITT places and the implications for ITT providers, with recommendations for targets for ITT entry in 2006-07, to be provided by the end of June 2005. This was not an interim report on the range of items being considered in the Review itself.

The interim report has now been received (copy of material at annex D1, D2 and D3). The essence of its recommendations in respect of intake targets for ITT entry in 2006-07 is:-

- in both the primary and secondary sectors there is clear evidence of consistent over production of teachers for Wales' own needs
- Wales will need to reduce its intake targets substantially over the next few years
- for 2006-07 intake targets should be reduced by 5%
- further reductions may well be necessary in future years.

In the light of this advice, particularly the clear evidence of consistent over production of teachers for Wales' own needs, I have informed HEFCW that the intake targets for 2006-07 should be reduced compared with 2005-06, with a 5% reduction in both primary and secondary numbers applied to both undergraduate and postgraduate all Wales totals.

The intake targets for initial teacher training for the 2006-07 academic year (and the comparable figures for 2005-06) are set out in the table in annex E.

## **7. Graham Review**

The review of part-time higher education in Wales chaired by Dr Heather Graham has made encouraging early progress.

The review group has met five times since July. The review group has focussed its early work on evidence gathering and commissioning of appropriate research. The Chair of the review has written to key stakeholders inviting views on all matters relevant to the study's terms of reference, a copy of the letter is included below. The group has also had a number of discussions with stakeholders, including part-time students from a variety of backgrounds.

Dr Graham is due to report by Easter next year.

### **Stakeholder Letter**

#### **Independent Review into Part time Higher Education Study in Wales Venue: Copthorne Hotel, Culverhouse Cross, Cardiff**

I would like to invite you to present to the Review Group at their meeting being held on 14 December 2005 at 2.15 pm.

We wish to base any recommendations we make on evidence from stakeholders across the sector and from interested parties in organizations throughout Wales. We normally ask presenters to speak for approximately 20 minutes, followed by questions and discussion.

Of particular interest are thoughts on:

- the importance and value of part-time Higher Education study;
- part-time study and employment opportunities;
- reasons for which students opt for part-time;
- support needs of part-time students: financial and other demands on the institution of meeting those needs;
- the experience of particular groups of students: disabled, mature, Welsh language speakers, single parents, low educational background.

I am sure your own particular knowledge and experience will focus on just some of those, but we are very keen to draw on evidence from a wide diversity of interests and expertise.

Do let Neil Hayes or myself know if you need further information. I look forward to meeting you and thank you in advance for supporting us.

Yours sincerely,

A handwritten signature in black ink, appearing to read "Heather Graham". The signature is written in a cursive style with a long horizontal flourish extending to the right.

Dr Heather Graham

## 8. Update on minority languages in the Lifelong Learning Programme

### Background

1. The Commission published its proposal for a new generation of European education and training programmes 2007-13 in July last year. From a Welsh perspective, one major difference between this proposal and the current programme is that the future strand to promote language learning and linguistic diversity will be open to all languages including regional and minority languages (RMLs). At present it is restricted to the official languages of the EU. Therefore with the exception of the Comenius (schools) language learning strand, all the Lifelong Learning programme post 2006 will be open to projects with a RML dimension.

2. The original text proposed by the Commission, subject to joint decision-making between the Parliament and the Council, makes no specific reference to regional and minority languages. The Welsh Assembly Government made the following efforts to promote references to regional and minority languages in the programme.

### EARLALL

3. The Welsh Assembly Government drafted the position of the regional Lifelong Learning Association (EARLALL) on the new Lifelong Learning programme which, once adopted by the Association, was sent to the Commission, the European Parliament and the Council. In its position, EARLALL called for “an explicit reference that projects with a regional or indigenous minority language dimension are eligible for all strands of the new lifelong learning programme”. Officials from the EU office also met representatives from the Brussels’ offices of Catalonia, the Basque Country and Galicia to discuss this matter.

### Council

4. The lead UK department (DfES) agreed to a Welsh request for references to safeguarding and promoting regional and minority languages to be inserted throughout the text. At the relevant working group in Brussels, the UK delegation proposed including such references in the text. Unfortunately this proposal was not supported by a majority of delegations, therefore was not taken on board by the Presidency (Luxembourg).

5. During the UK Presidency, the Welsh Assembly Government again asked the Presidency to propose a reference to Regional and Minority languages in the text. For the second time this did not receive wide support from other member states nor the Commission, with the Greek delegation taking a particularly strong stance against the inclusion of any specific reference to RMLs.

6. However, member state representatives did support a reference to promoting linguistic diversity which delegations felt covered regional and minority languages. The text of the new Lifelong Learning programme

adopted by education ministers on 15 November therefore includes the following clause:

“Promoting the teaching and learning of languages and linguistic diversity should be a priority of Community action in the field of education and training”.

European Parliament

7. The European Parliament has agreed its position on the Lifelong Learning Programme at 1<sup>st</sup> reading but could not come to an agreement with the Council which means a further round of negotiation between the two bodies.

8. In view of the UK Presidency, the Welsh Assembly was not able to directly lobby the European Parliament on this issue. However, the EU office drew the attention of the European Bureau for lesser-used languages (an NGO working at European level to promote regional and minority languages) to the issue. The latter then contacted MEPs asking them to propose references to RMLS in the Parliament’s opinion. During the vote on the opinion, MEPs supported the inclusion of the following reference in the text:

“Promoting the teaching and learning of languages and linguistic diversity, including the official languages of the Community and its regional and minority languages, should be a priority of Community action in the field of education and training”.

9. As noted above the Council and the European Parliament will now renegotiate the text, therefore there is still a possibility that a specific reference to RMLs may end up in the final Decision which would reassure project promoters from Wales. The EU office will liaise with DfES and UKRep to work towards this outcome.

## **9. ELWa/ACCAC Merger Update**

### **ELWa/ACCAC MERGERS - General**

Final structures for Communications; Marketing within Economic Development and Transport; and Intelligence, Marketing, Research and Analysis within Education and Lifelong Learning were published in the week of 28 November 2005.

The deployment process for staff in the three merging organisations is now well underway and the first report was considered by the Felt Fair Committee on 21 November. Time has been allowed for staff with an interest in the publication of the Intelligence, Marketing, Research and Analysis and Legal Services structures to consider these before finalising their matching forms. A further report will be submitted to the Committee which will encompass all remaining staff. The aim is for all staff to have been informed of where their posts fit within the new structure by the end of December.

The new Director of the Education and Lifelong Learning Department, Steve Marshall, visited in the week of 14 November, met with the senior teams of the three merging organisations and with leading figures from the education sector in Wales.

The draft Orders to abolish ELWa and ACCAC were considered by Business Committee on 1 November and by Plenary on 22 November. Both Orders were passed without amendment. However I have committed to bring to ELL in January proposals to delegate to local authorities the responsibility for developing proposals, in partnership with all interested parties, for the future organisation of post -16 provision in maintained schools and further education.

The First Minister issued a statement on the arrangements for Ministerial Advisory Groups and Panels on 10 November. The groups will consist of eight or nine members and will be appointed through the Nolan type appointments process. I will Chair the Ministerial Advisory Group for Education and Lifelong Learning.

### **Ministerial Advisory Groups/Panels**

Specialist advisory panels will also be established in the following areas:

- curriculum and qualifications
- early years education and care
- additional needs
- 7 - 14 schools standards and improvement
- 14-19 education and training
- skills and lifelong learning

- children and young people's participation

These Panels will each be chaired by a member of the Ministerial Advisory Group, and their membership will be drawn by co-option and nomination from appropriate stakeholder organisations, on the basis already established for advisory groups in the education field. I will keep the Committee in touch with developments regarding the composition of these panels over the coming weeks.

### **Costs and Benefits of Mergers**

For 2006-07 a provisional additional budget of £7.2m has been earmarked to support the cost of mergers. These costs also include early estimates for the cost of the second phase of mergers. The costs are for:-

- re-structuring the departments
- developing common services and systems
- integrating ICT and telephony infrastructure and systems
- adding ASPB premises to the Assembly Government estate
- training staff of the merging Departments

Because the majority of these are corporate costs there are no separate estimates of the cost of merging any particular ASPB.

Costs of training and ICT integration in particular will continue beyond the main merger date of 01 April 2006.

Further work has now been undertaken to calculate the running costs and budgets for the new Departments for next year. The information is being used to refine estimates of the cash releasing benefits of mergers. Early indications are that WAG is on course to deliver benefits of at least £10 million by 2009.

From next April, the number of people in the new DELL will be about 800, including secondees – broadly the same as now. This is consistent with the commitment made by Ministers that the Assembly Government will do all in its power to avoid compulsory redundancies at or about the point of merger.

Over time, the merger synergies and benefits arising from 'Making the Connections' will influence the scale of the new DELL team.

An early priority will be to firm up the scope for these synergy savings and plan how best to ensure that they are realised. Non-pay costs will be looked at first, though staff numbers will fall back over the next few years in a properly planned and managed way.

**10. ESTYN Annual Remit**

In my report of 29 June 2005, I drew Committee Members attention to reports compiled and published by Estyn in response to remit work. An annex to my report provided details of reports from Estyn published in the period December 2004 to May 2005, and it was agreed that Committee Members would be provided with further summaries of published advice in the autumn and spring terms. Accordingly, an update of further remit advice published on Estyn's web-site during the period April - October 2005 is shown below.



Title of Report	Date Published
<p><b>The management of safety in physical education and outdoor activities.</b> The report provides an overview of advice available to schools on the management of safety in the provision of PE by schools, and off site outdoor adventurous activities frequently delivered as part of PE. It makes a number of recommendations for action to ensure young people's safety in participating in these activities.</p>	April 2005
<p><b>Quality and standards of Ufl / Cymru Learndirect programmes.</b> An interim report on quality and standards of Ufl / Cymru Learndirect programmes. Includes early advice on the impact Ufl/Cymru has had on widening participation and enhancing e-learning for learners across Wales, and recommendations on future funding and management options.</p>	April 2005
<p><b>A survey of the quality of provision of Trade Union Education courses in Wales that are funded by the National Council-ELWa and the Welsh Assembly Government.</b> The report evaluates the quality of courses provided by the TUC Education Service based on National Open College Network units of accreditation to support trade union representatives in the development of skills they need to undertake their trade union roles effectively, and includes a number of recommendations for improving provision</p>	April 2005
<p><b><u>Area Inspection Report: The quality of education and learning for residents of Blaenau Gwent aged 16-19.</u></b> The report evaluates the quality of education and learning in Blaenau Gwent and makes a number of recommendations for improving standards.</p>	May 2005
<p>RAISING STANDARDS AND TACKLING WORKLOAD IN SCHOOLS IN WALES. <b>THE REPORT EVALUATES THE IMPACT IMPLEMENTATION OF THE NATIONAL AGREEMENT IN WALES HAS HAD ON RAISING STANDARDS AND TACKLING WORKLOAD IN SCHOOLS, WITH A SUMMARY OF FINDINGS AND RECOMMENDATIONS.</b></p>	June 2005
<p><b>Post-16 Basic Skills Provision - Survey report on staffing arrangements including training and qualifications</b> A survey evaluating the extent to which basic skills teachers are suitably qualified, barriers to recruitment and training, and the effectiveness of staffing arrangements in post-16 basic skills provision. The report also reviews the impact of the Basic Skills Agency National Support Projects on the quality and delivery of basic skills in work-based learning – and identifies aspects of good practice.</p>	July 2005

<p><b><u>Changes in Teaching and learning promoted by the Aiming for Excellence programme</u></b> <u>A review of the impact of changes in teaching and learning in schools promoted by the “Aiming for Excellence” Programme, including advice and recommendations for further action to develop and sustain the impact of the Programme.</u></p>	October 2005
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**Minister's Engagements – November 9<sup>th</sup> – 29<sup>th</sup>**

09/11/05 – 15:00 – 15:30pm – Visit of Cuban Delegation - NAFW

09/11/05 – 17:30 – 18:00pm – MTG Gwenda Thomas re: Standing Order 31-NAFW

12/11/05 – 11:30 – 12:30pm – SPCH CAER Annual Conference - The Friendly Hotel, Tongwynlais, CF15 7LD

14/11/05 – 08:30 – 09:30am – AGM ContinYou - NAFW

14/11/05 – 15:00 – 17:00pm – MTG Steve Marshall - NAFW

14/11/05 – 17:00 – 17:45pm – Bilateral meeting with Wales Office - NAFW

15/11/05 – 09:00 – 10:00am – MTG – HE Wales - NAFW

15/11/05 – 13:30 – 14:00pm – Filming for Wave DVD Launch - NAFW

15/11/05 – 18:00 – 21:00pm – WLGA Cabinet Members/Directors Dinner - Angel Hotel, Cardiff

16/11/05 – 09:00 – 09:45am – Launch of Enterprise Week - POD. Ynysangharad Park, Pontypridd

16/11/05 – 10:30 – 12:30pm – WLGA Cabinet Members/Directors Meeting - Angel Hotel, Cardiff

17/11/05 – 09:00 – 10:00am – Return Visit to Trerobert Primary School - Trerobart Primary School, Crawshay Street, Ynysybwl, Pontypridd, CF37 2EF

17/11/05 – 11:00 – 12:00pm – National Pedagogy Conference - Future Inn, Cardiff Bay

19/11/05 – 10:45 – 11:45am – Governor's Wales Annual Conference - Powys County Hall, Llandrindod Wells

21/11/05 – 09:30 – 12:30pm – Ministerial Spatial Plan Group - Neath Civic Centre, Neath Port Talbot

21/11/05 – 14:30 – 15:30pm – MTG – Wales TUC - NAFW

21/11/05 – 15:30 – 16:30pm – MTG – Chief Executive of National Day Nurseries Association - NAFW

23/11/05 – 12:30 – 13:30pm – Launch of Wave II - NAFW

23/11/05 – 19:30 – 21:30pm – EU Presidency Conference Gala Dinner - National Museum and Galleries

24/11/05 – 09:00 – 10:30am - DWP Economic Inactivity and Ill Health Challenges and Solutions Conference - City Hall

24/11/05 – 11:00 – 12:00pm – Launch of MQ Training - University of Wales, Newport

24/11/05 – 13:00 – 13:45pm – SPCH – Universities Association for Lifelong Learning AGM and Seminar - Glamorgan Building, Cardiff University

24/11/05 – 14:00 – 14:30pm – Countryside Code Education Pack Launch - Ysgol Pencae, Highfields, Gillian Road, Llandaff, Cardiff CF5 2QA

25/11/05 – 10:00 – 11:00am – SPCH – Special Educational Needs Conference - The Selwyn Samuel Centre Llanelli.

25/11/05 – 19:00 – 22:00pm – Welsh Woman of the Year 2005 - Cardiff International Area

28/11/05 – 08:30 – 09:30am – RNIB Cymru Annual Meeting - NAFW

28/11/05 – 13:00 – 14:00pm – Annual Meeting with Chairs of Higher Education Wales CHEW - NAFW

28/11/05 – 14:00 – 15:00pm – MTG – Early Years Advisory Panel - NAFW

29/11/05 – 09:00 – 10:00am – MTG – Executive Members of Blaenau Gwent Council - NAFW

29/11/05 – 13:30 – 13:50pm – SPCH – Valorisation Conference - Hilton Hotel Cardiff

29/11/05 – 19:00 – 21:00pm – Valorisation Conference Dinner - Hilton Hotel Cardiff

## Enrolments wholly or partly through the medium of Welsh, by subject group, mode and level, 2003/04

Subject Group	Undergraduate		Postgraduate		Total
	Full-time	Part-time	Full-time	Part-time	
Medicine and Dentistry	*	*	*	*	*
Subjects allied to Medicine	40	*	*	*	40
Biological Sciences	130	*	25	*	155
Veterinary Sciences, Agriculture and related subjects	5	*	*	*	5
Physical Sciences	45	*	5	*	50
Mathematical and Computer Sciences	65	*	15	*	80
Engineering	10	*	*	*	10
Technologies	*	*	*	*	*
Architecture, Building and Planning	5	*	*	*	5
Social studies	175	40	30	*	245
Law	40	5	*	*	45
Business and Administrative studies	15	*	5	*	20
Mass Communications and Documentation	55	*	5	*	60
Linguistics, Classics and related subjects (excluding Celtic Studies)	100	40	10	5	155
Celtic Studies (including Welsh language and literature)	475	585	35	40	1,140
European Languages, Literature and related subjects	25	5	10	*	40
Eastern, Asiatic, African, American and Australasian Languages, Literature and related subjects	5	*	*	*	5
Historical and Philosophical studies	230	130	15	5	375
Creative Arts and Design	310	5	15	*	330
Education	195	345	160	55	750
Combined Studies	15	205	*	*	220
<b>Total</b>	<b>1,940</b>	<b>1,360</b>	<b>325</b>	<b>100</b>	<b>3,730</b>

Source: HESA student and module records 2003/04

Notes: All HE enrolments active in the 2003/04 academic year are included. Enrolments studying for the whole programme outside the UK and incoming exchange students are excluded.

Subject group is based on the principal subject of qualification aim.

Enrolments with at least one module taken wholly or partly through the medium of Welsh are included.

Figures have been rounded to the nearest 5 with figures less than 3 represented by "\*\*".

Due to rounding totals may not add up to their constituent parts .



**THE MOVEMENT OF PUPILS  
BETWEEN WELSH AND SECOND-LANGUAGE WELSH**

**Final Report : Abridged Version**

Heini Gruffudd  
Dr Elin Meek  
Catrin Stevens

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## **Executive Summary**

### **1. Movement from Welsh to second-language Welsh**

There is an overall movement of 22% towards second language between KS2 and KS3.

### **2. Differences between counties**

Though there is a superficial relationship between attainment levels and a tendency to move to second language there are considerable differences between education authorities, with the traditionally Welsh-speaking counties of Carmarthenshire, Ceredigion and Conwy showing the greatest movement.

### **3. Differences between schools**

There are very substantial differences between different types of schools, with some schools operating contrary to county policy. Three schools in traditionally Welsh-speaking areas account for more movement to second language than is found in the 127 English-medium schools in the Anglicised areas of Wales.

### **4. Movement from science and mathematics through the medium of Welsh to studying through the medium of English**

There is an overall movement of some 25% between KS2 and KS3. The movement is broadly concurrent with the movement to second language, with variations between local authorities. Where numbers studying these through the medium of Welsh in the primary sector are small, they are also small in the secondary sector.

### **5. Three counties differ from the rest of Wales**

On the whole Carmarthenshire, Ceredigion and Pembrokeshire behave quite differently from the other counties in Wales, by failing to provide mathematics and science through the medium of Welsh on a substantial scale. There are examples of English-medium schools with a small number of KS2 Welsh-medium pupils who manage to provide these subjects through the medium of Welsh. Learning subjects through the medium of Welsh is likely to enhance linguistic skills in Welsh.

### **6. Link between GCSE success and studying second language**

There is a clear link between high success rates in GCSE second language and schools which offer second language to substantial numbers of KS2 Welsh pupils. A number of schools acknowledge that they are playing the system. This means that KS2 Welsh pupils are not developing linguistic skills, and it also places pupils who are genuine second-language pupils at a disadvantage.

### **7. Parents' perception of studying Welsh and choosing it as a medium**

Perceptions of parents from different parts of Wales vary greatly. The parents of KS2 pupils in Anglicised areas, and parents in Gwynedd, are supportive, on the whole, of their children continuing with Welsh and studying through the medium of Welsh. Parents in traditionally Welsh-speaking areas have less confidence in their children's linguistic skills, and this is an element in the lack of linguistic progression between KS2 and KS3. The children of these parents have more Welsh in their family and community



backgrounds than children in the Anglicised areas of Wales. Although parents agree with the concept of nurturing full bilingual skills, they do not really know how to achieve this. They have not been given enough information or advice or guidance on linguistic progression and the development of linguistic skills.

#### **8. Minor losses**

Minor losses occur across the country, as most of the minor losses pupils go to English-medium schools which do not provide first-language Welsh. Language weakness is one apparent reason, and non-linguistic reasons are also evident. Amongst these is a lack of provision for children with special needs in the secondary sector, and in this respect the right of children to have a Welsh-medium education is being disregarded.

#### **9. School guidance**

Linguistic progression follows without question in Anglicised areas, and there is strong guidance in Gwynedd. In traditionally Welsh-speaking areas there are numerous examples of a lack of guidance by primary and secondary schools with parents being allowed to make a linguistic choice on non-educational grounds. There is great variation in the way school heads judge children's suitability to continue with Welsh, with many giving more weight to linguistic background and academic ability rather than to the possibility of developing full bilingual skills. School documentation does not pay sufficient attention to linguistic progression.

#### **10. Interpretation of fluency**

There was no consistency in the way pupils' fluency was interpreted, with a number of heads ignoring attainment at KS2. The heads of schools in Gwynedd and in Anglicised areas accept that it is possible to develop all levels of fluency. There was unanimity that studying subjects through the medium of Welsh enhances fluency.

#### **11. English-medium schools in traditionally Welsh-speaking area**

These schools accounted for the greatest movement to second language. When pupils chose these schools, they did not necessarily do so on linguistic grounds. Bilingual skills would not be developed in these schools. If these schools were to offer Welsh and other subjects through the medium of Welsh to Welsh KS2 pupils, it would be possible to develop language skills, without pupils having to choose a Welsh-medium school.

#### **12. Education Authorities' Policies**

The education authorities of Anglicised areas and Gwynedd took language progression for granted. Not many other authorities mentioned language progression in documentation for parents. Education authority guidance in traditionally Welsh-speaking areas was weak, and there was no monitoring.

#### **13. Language Continuum**

The heads of Welsh-medium schools, those in Gwynedd and English-medium schools which offered Welsh as a first language were strongly in favour of the assessment of Welsh and second- language Welsh on a continuum, so that pupils, who had studied Welsh as a first language in KS2 but were studying it as a second-language in KS3,

would not have an advantage over their peers. Some heads of bilingual schools in traditionally Welsh-speaking areas were strongly against the assessment of Welsh and second-language Welsh on a continuum.

## 1. Introduction

*Iaith Pawb*<sup>1</sup> notes that it seems that there is a certain amount of “slippage” in the field of linguistic progression as pupils move from primary to secondary school. This refers to the movement from Welsh to second-language Welsh, which takes place between Key Stage 2 and Key Stage 3. The same trend is seen, it is said, when comparing the number of pupils following courses through the medium of Welsh at Key Stage 2 and at Key Stage 3.

The consequence of this trend is that some pupils study courses and sit examinations which are “unsuitable educationally and linguistically” (*Iaith Pawb*). What can happen, therefore, is that pupils with linguistic ability in first-language Welsh are sitting second-language Welsh tests and examinations. Similarly, some who have been learning subjects through the medium of Welsh are moving to learning subjects through the medium of English, thereby losing linguistic skills nurtured in the primary sector.

### 1.1 The implications of moving to second language

This has educational implications from these pupils’ standpoint. As they are not continuing on a suitable learning progression for their linguistic ability, they are not likely to develop their language skills in accordance with their ability and their current knowledge. The general aim of secondary education is to develop skills gained in the primary sector, but this is not achieved as far as these pupils are concerned.

This can mean, in the case of pupils who were first-language pupils but who are now assessed as second-language ones, that they can gain high grades in GCSE examinations, and higher grades than their more able peers in first-language Welsh.

This has a further effect on the examination and assessment system, namely that pupils who are genuine second-language ones (from English-speaking homes and who have had their education through the medium of English, studying Welsh as a second language) are competing with first-language pupils, and they may suffer in the way their attainments are measured.

### 1.2 The aim of the project

The aim of this project is to discover the trends at work in the schools of Wales, identifying any significant patterns. An attempt is made to discover the reasons for any movement, whether large or small scale, and an effort is also made to discover reasons where the linguistic progression is a positive one.

The project includes a general survey of the situation in Wales, including noting differences between counties. A quantitative survey was undertaken through questionnaires for secondary and primary schools. A sample of schools was then chosen to inquire further into the trends, and the reasons for them, and to identify examples of

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<sup>1</sup> *Iaith Pawb*, *Cynllun Gweithredu Cenedlaethol ar gyfer Cymru Ddwyrdeithog*, Welsh Assembly Government, 2003, p.40.

good practice which can be emulated. This was supplemented by questioning parents, in order to find out how they perceived the situation.

Among the key topics studied will be the procedures that counties and schools have in terms of linguistic progression; the advice given to parents and pupils on linguistic progression; the influences on pupils and parents in making their choices; the influence of studying subjects through the medium of Welsh or English on the choice; the linguistic progression in terms of the learning medium in subjects other than Welsh.

### **1.3 Implementing the project**

#### **1.3.1 Initial information**

On the basis of statistical information published annually by the Welsh Assembly Government, and of other research works, we were asked by ACCAC to undertake research by questionnaire and interviews to discover patterns and attitudes in different parts of Wales, and in different types of primary and secondary schools.

#### **1.3.2 Analysing statistics**

Statistics were received from ACCAC on figures relating to language progression between KS2 and KS3 between 1996 and 2002, and also relating to the learning of mathematics and the sciences through the medium of Welsh. These gave us the means to prepare comments on national patterns, some by education authority, and some by school. It was possible to discover patterns of movement to second language and movement of medium in science and mathematics through these figures.

#### **1.3.3 Questionnaires**

To discover more about the linguistic practices of schools, questionnaires were drawn up to send to primary and secondary schools, after these had been checked by ACCAC. Questionnaires were sent to all 72 secondary schools where more than 20 pupils had studied Welsh at KS2 between 1996-2002, and to 71 primary schools. A shorter questionnaire was sent to 82 primary schools where individuals had moved from time to time to second language on transferring to the secondary sector. The questionnaires were analysed through the SPSS statistical package.

#### **1.3.4 School and authority documentation**

To get information about their policies and guidance, all the local authorities of Wales were contacted to obtain documentation, which included details of language progression between the primary and secondary sectors, including Welsh education development policies, booklets of information for parents and other relevant material. 76 secondary schools were contacted to obtain documentation on their language policies, especially on material given to parents as they considered choice of school or choice of language and medium as their children transferred to the secondary sector.

#### **1.3.5 Interviews**

To get a live picture of local circumstances, an interview framework was formed for use with primary and secondary heads and parents. 19 primary schools were visited, and a further 3 were interviewed by telephone. 17 secondary schools were visited, and a further

3 were interviewed by telephone. 4 groups of parents were interviewed in different counties, interviewing 15 parents of pupils who would be transferring from the primary sector to the secondary sector.

**1.3.6 Report**

This summary report was drawn up in consultation with ACCAC officers. A full report, including all the study's details, tables and statistics, was also compiled.

## 2. Evidence of movement from Welsh to second-language Welsh

An analysis undertaken for ACCAC<sup>2</sup> of the four years of pupils who would have moved between 1996/9 and 1999/02 from KS2 to KS3 notes that a movement of 22% took place across Wales from Welsh to second-language Welsh.

24,988 pupils were assessed in first-language Welsh at KS2 in this period, that is 17.7% of the total cohort of pupils, and 19,405 went on to be assessed in first-language Welsh at KS3, that is 78% of those assessed in Welsh at KS2. A total of 5,583 pupils changed from first language to second language over the four years of the study.

The findings of ACCAC's analysis are confirmed by education statistics published by the National Assembly.<sup>3</sup> Here it is noted that there was a fall of 21% between KS2 and KS3 in Wales generally, although these are not the same pupils.

### 2.1 Change of learning medium in mathematics and science

A similar change is found to have taken place in learning medium in mathematics. 78% of the pupils who were assessed in Welsh at KS2 had studied mathematics through the medium of Welsh. 64% of these pupils studied mathematics through the medium of Welsh at KS3.

A lower proportion had been assessed in science through the medium of Welsh at KS2, namely 62%. There was not a great change amongst these, with 59% being assessed in science through the medium of Welsh at KS3.

## 2.2. Differences between local authorities

### 2.2.1 Differences between KS2 and KS3

There were considerable differences between LEAs. The greatest movement to second language was in Conwy with 48.5% of those assessed in Welsh at KS2 being assessed in second-language Welsh at KS3. There was a movement of 41.2% in Ceredigion and of 33.4% in Carmarthenshire.

A similar pattern is found in the Assembly's statistics<sup>4</sup> where a fall of 19.7% was noted in Gwynedd, 24.8% in Anglesey, 35% in Ceredigion and 41.5% in Carmarthenshire.

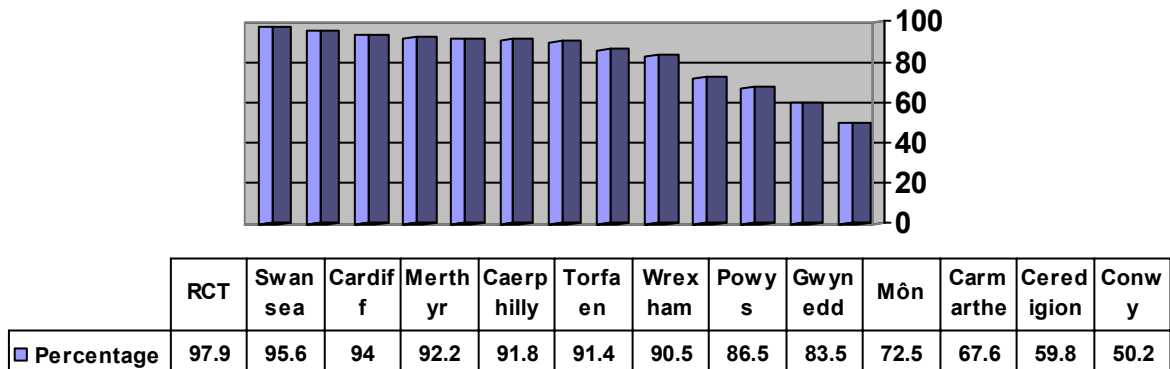
The following graph shows the percentages of pupils in different counties who continued to study Welsh at KS3, after studying Welsh at KS2. Progression is at its weakest in the counties considered to be traditionally Welsh-speaking, namely Conwy, Ceredigion, Carmarthenshire and Anglesey.

<sup>2</sup> *Analysis of National Curriculum Assessment Data to gather quantitative evidence on the movement of pupils between Welsh KS2 and Welsh Second Language at KS3, 2003*

<sup>3</sup> *Welsh in Schools*, National Assembly for Wales, 12 February 2003.

<sup>4</sup> see above.

### Percentages which continue with Welsh from KS2 to KS3, 1999-2002



#### 2.2.2 Anglicised areas

It can be seen that the local authorities of the Anglicised regions of Wales, whether in the south and south-east or in the north-east, succeed in ensuring a more cohesive progression between the primary and secondary sectors in terms of Welsh. Rhondda Cynon Taf and Swansea lose less than 5%, and Cardiff, Merthyr Tudful, Torfaen and Wrexham, to give other examples, lose less than 10%.

In these counties parents, on the whole, will have decided to give their children a Welsh-medium education by not sending them to English-medium schools, which are, often, nearer to their homes.

As we shall see later, there is a general expectation in these counties that pupils who studied Welsh at KS2 transfer naturally to secondary schools to continue to study Welsh at KS3. In these counties also, unless pupils transfer to the designated Welsh-medium secondary school, they are likely to attend English-medium schools. The clear link between Welsh-medium primary schools and Welsh-medium secondary schools creates a cohesive system in terms of language progression.

#### 2.2.3 Welsh areas

In the counties of west Wales, where the nature of schools is more bilingual, the linguistic progression is more problematic. These areas, it is generally considered, include the strongholds of the Welsh language, and it is these areas, on the whole, which have the highest percentages of Welsh speakers.

In counties where the Welsh language is stronger, as pupils attend a bilingual secondary school, they face choices which allow more movement from first language. There are some schools in Carmarthenshire and Gwynedd where such a movement is true for over

80% of pupils. The movement can occur as some schools in Welsh-speaking areas provide a mainly English-medium education, or to a much greater extent than their surrounding schools. It can also occur as pupils face more varied choices in the schools themselves in terms of language progression, with the choice of belonging to a Welsh-medium stream or an English-medium stream, and further choices in choosing the medium for other subjects. In view of such numerous choices, it is not surprising that the linguistic progression is less effective in Welsh-speaking areas.

As the school the children of the Welsh-speaking counties will attend is more likely to be an area school, choice of language will not necessarily be uppermost in the thoughts of parents in the transfer process to secondary school.

### 2.3 Difference according to attainment at KS2

Superficially, there appears to be a link between attainment at KS2 and linguistic progression from KS2 to KS3. The following percentages are noted in figures obtained from ACCAC.<sup>5</sup>

Level of Attainment KS2	Percentage studying KS3 Welsh	Numbers moving to second language
6	100%	0
5	95.8%	162
4	87%	1469
3	67.3%	2142
2	44.2%	940
1	22.1%	152

Large parts of Wales do not pay much attention to differences in attainment levels. They accept that linguistic progression is normal for pupils between KS2 and KS3, whatever their attainment level at KS2. Thus they don't treat Welsh any differently from any other subject. As we shall see later, going on to study Welsh at KS3 does not depend on the level of attainment at KS2 in the more Anglicised areas of Wales.

Gwynedd has a general policy of encouraging those who attained level 3 at KS2 to study Welsh at KS3.<sup>6</sup> The study prepared for ACCAC, however, shows that only 67% of pupils who attained this level in Wales went on to study Welsh at KS3, and a total of 2,142 pupils moved over the four-year period of the study. 55.8% of those who attained level 2 moved (a total of 940 moved).

Even though this appears to be a general pattern, it does not show the differences which occur by county. Neither does it reflect the great effect one school can have on county figures, and so this trend needs to be treated with care.

<sup>5</sup> *Analyses of National Curriculum Assessment Data*, p. 4.

<sup>6</sup> personal letter from the Director Education, February 2003.



Similarly the supposed link between attainments at KS2 and studying Welsh at KS3 is not a sound indicator of a correlation of those who speak Welsh at home with studying Welsh as a first language at KS3. As shown below there can be great variations at work in some areas and also in some schools.

## **2.4 Differences between schools**

In figures presented to ACCAC<sup>7</sup> it was found that individual schools differed substantially, to some extent according to the patterns of different education authorities, but also within education authorities. The figures discussed in this section include pupils who could be linked successfully with primary pupils: it is possible that the true figures are larger. The figures relate only to pupils who attained level 3 or above at KS2.

### **2.4.1 English-medium schools which do not offer first-language Welsh**

In Wales there are 131 English-medium schools which have an in-take of different numbers of pupils assessed in Welsh at KS2, but which do not offer Welsh to any of them.

The great majority of these schools are in Anglicised areas, and they have an in-take of three or four such pupils per year. In these schools, over 4 years, 1113 pupils moved to second language, an average of a little over 2 pupils per school per year.

However, a handful of schools accounted for a substantial proportion of these pupils:

CaU1	105
CaU2	52
CoU1	215
CnU1	122
<b>Total</b>	<b>494</b>

These 4 schools are in areas where the percentage of Welsh-speakers is around 35% or above.

Without these 4 schools, 619 pupils moved to second language in the English-medium schools in Anglicised areas, an average of 1.2 pupils per year in each school. These small movements are to be understood in the context of the discussion found in Section 4 of this study. The movement in the 4 schools above is on a different scale.

### **2.4.2 English-medium schools which offer first-language Welsh**

There are two basic types of schools to consider. One type is in Anglicised areas, where they manage to teach Welsh to different numbers of pupils, with many of them teaching Welsh to more than half the pupils assessed in Welsh at KS2. The other type is in traditionally Welsh-speaking areas, and though they offer Welsh, the great majority of their pupils have moved from Welsh to second language.

#### **2.4.2.1 Anglicised areas**

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<sup>7</sup> *Supplementary Report D – School Summary by KS2 Level in Welsh: Data Tables.*

There are 16 schools in this category. They succeed in teaching first-language Welsh to between 9.8% and 100% of their pupils who studied Welsh at KS2. Over the four years 368 out of 569 pupils kept to first language, an average of 64.6%.

The numbers in several schools are small, and in the case of these schools it is clear that a great effort is being made to teach Welsh to the pupils. 9 of these schools are in Powys, 2 in Pembrokeshire, 2 in Denbighshire, and 2 in Clwyd. The highest linguistic progression percentages were in Powys.

#### **2.4.2.2 Welsh-speaking areas**

There are four schools in traditionally Welsh-speaking areas – one in Gwynedd, one in Conwy and two in Carmarthenshire – where the movement to second language occurs in the case of the great majority of the pupils.

889 pupils moved from first language to second language in these four schools, an average of 55 pupils per school per year. On average 86.7 % of the pupils moved to second language.

It should be noted, however, that since the main statistics for this review were gathered, one of these schools (CeU1) teaches Welsh at KS3 to pupils who reached Level 3 Welsh at KS2. Consequently around 25% of the pupils in this school now study Welsh. None of these, however, study any other subjects through the medium of Welsh. This school has recently adopted the county policy and is an example of how such a change can take place.

#### **2.4.3 Bilingual schools**

##### **2.4.3.1 Bilingual Schools in traditionally Welsh-speaking areas**

There were 15 schools which can be regarded as bilingual ones, operating in traditionally Welsh-speaking areas. They operate mainly in Carmarthenshire, Ceredigion, and Anglesey but there are some in Gwynedd and Conwy too.

These schools vary greatly in terms of their language policy and the way they treat pupils who studied Welsh at KS2. The percentage moving to second language varies from between 2.6% and 48.7%. Of the 5017 pupils in this sector, 1380 moved to second language, an average of 23 pupils per year in each school.

The linguistic progression of these schools varies to some extent according to county. In Carmarthenshire 38.3% moved to second language; in Ceredigion 35.6% moved; in Gwynedd 27.3% moved; in Anglesey 15.4% moved to second language.

In the period since these figures were compiled, there is evidence that two of the schools in Carmarthenshire have changed their language progression policy substantially, with the result that more pupils are studying first-language Welsh.

##### **2.4.3.2 Bilingual Schools in other areas**

In Conwy, Pembrokeshire and Powys there were four schools operating as bilingual schools, i.e. they had a substantial number of pupils, who studied Welsh at KS2 and they were providing Welsh courses at KS3 on a meaningful scale.

In these schools 21.7% of the pupils moved to second language, and the two schools in Powys succeeded in offering linguistic progression to almost every pupil. In these schools altogether, 12.7 pupils per year, per school, moved to second language.

#### **2.4.4 Schools in Gwynedd**

In Gwynedd there are 10 schools which resemble designated Welsh-medium schools in terms of language progression between KS2 and KS3.

During the period of the study, 3248 pupils had studied Welsh at KS2 and over four years 23 pupils moved to second language, an average of half a pupil per school per year. The percentage of movement to second language was 0.7% .

In most areas the great majority of pupils attended the local school, as in the case of bilingual schools in traditionally Welsh-speaking areas.

#### **2.4.5 Welsh-medium schools**

There are 21 Welsh-medium secondary schools which have an intake of 9267 pupils who studied Welsh at KS2. They manage to teach Welsh to all these pupils at KS3.

Most of these schools are in Anglicised areas, where the social and family backgrounds of the pupils is more English than the backgrounds of pupils in traditionally-speaking Welsh areas.

### **2.5 Transfer of pupils at different KS2 levels to KS3 Welsh**

There was considerable variation as pupils transferred to KS3 Welsh according to different levels of attainment at KS2. The variation was partly according to the level of attainment, but it also depended on the type of school.

#### **2.5.1 Transfer from KS2 level 3 to KS3 Welsh**

**English-medium schools:** No-one transferred to KS3 Welsh. 234 pupils (40.1%) belonged to this group.

**English-medium schools in Welsh-speaking areas:** No-one transferred to KS3 Welsh. There were 298 pupils (60.3%) in this group.

**English-medium schools teaching KS3 Welsh:** 39.6% of the total number of KS2 Welsh pupils had gained level 3. 103 out of 207 pupils (45.3%) transferred to KS3 Welsh.

**English-medium schools in Welsh-speaking areas teaching KS3 Welsh:** 38.9% of the total number of KS2 Welsh pupils gained level 3. 34 out of 486 pupils (7%) transferred to KS3 Welsh.

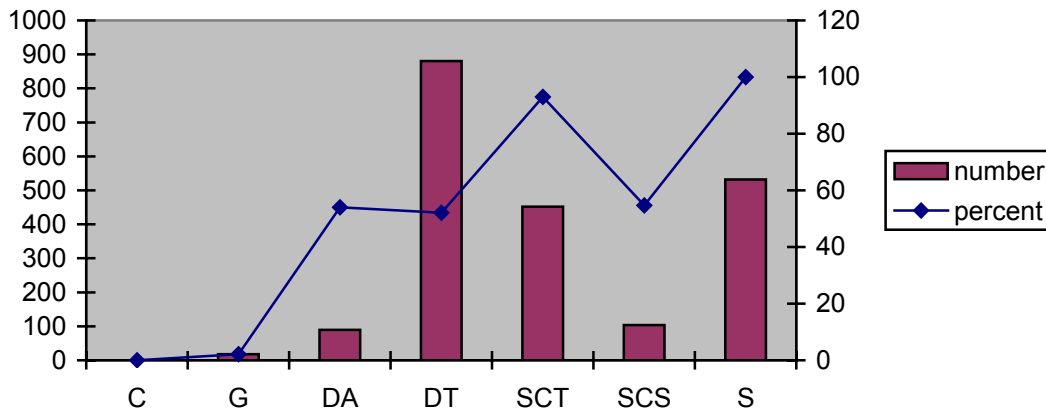
**Bilingual schools in traditionally Welsh-speaking areas:** 33.6% of the total number of KS2 pupils gained level 3. 808 out of 1688 pupils (47.9%) transferred to KS3 Welsh.

**Bilingual schools in other areas:** 23.3% of the total number of KS2 pupils gained level 3. 76 out of 165 pupils (46%) transferred to KS3 Welsh.

**Schools in Gwynedd:** 24.9% of the total number of KS2 pupils gained level 3. 790 out of 808 pupils (97.8%) transferred to KS3 Welsh.

**Welsh-medium schools:** 26.1% of the total number of KS2 Welsh pupils gained level 3. All 2599 pupils transferred to KS3 Welsh.

**Number and Percentage of pupils moving to second language from Level 3 KS2**



**KEY:**

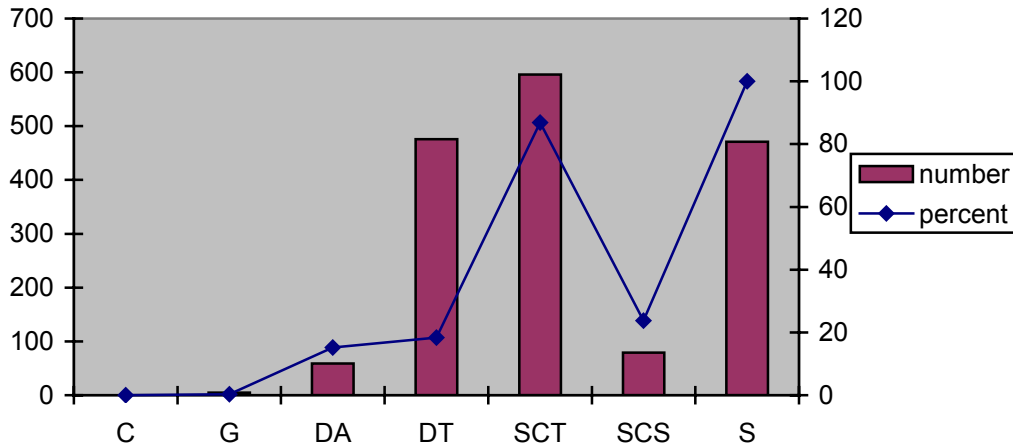
- C – designated Welsh-medium secondary schools
- G –Gwynedd secondary schools which resemble Welsh-medium Schools
- DA – bilingual secondary schools in less traditionally Welsh-speaking areas
- DT – bilingual secondary schools in traditionally Welsh-speaking areas (Carmarthenshire, Ceredigion, Anglesey and Conwy)
- SCT – English-medium secondary schools, in traditionally Welsh-speaking areas, which offer KS3 Welsh
- SCS – English-medium secondary schools, in Anglicised areas, which offer KS3 Welsh
- S – English-medium schools which do not offer KS3 Welsh

Though the percentage of movement was highest in the English-medium schools (100%), and relatively high in the English-medium schools which teach Welsh and in the bilingual schools (around 50%), the highest numbers moving to second language are in the bilingual schools in traditionally Welsh-speaking areas.

**2.5.2 Transfer from KS2 level 4 to KS3 Welsh**

The highest numbers of pupils who move are in English-medium schools, which teach some Welsh in traditionally Welsh-speaking areas.

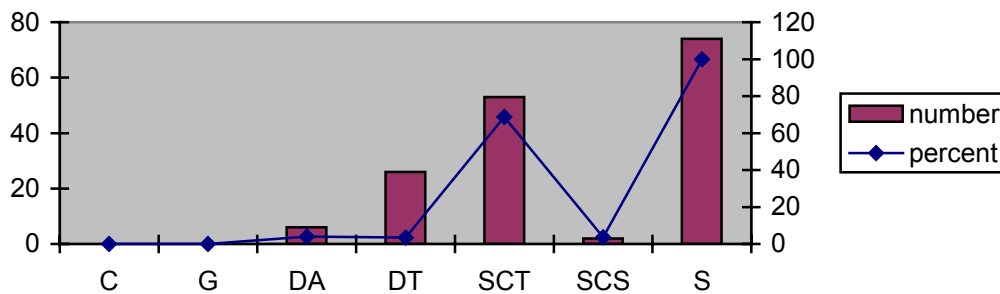
**Number and percentage of pupils who move to second language from Level 4 KS2**



**2.5.3 Transfer from KS2 level 5 to KS3 Welsh**

The movement here is less, but movement occurs mainly in English-medium schools which teach some Welsh in traditionally Welsh-speaking areas, in English-medium schools and in some bilingual schools in traditionally Welsh-speaking areas.

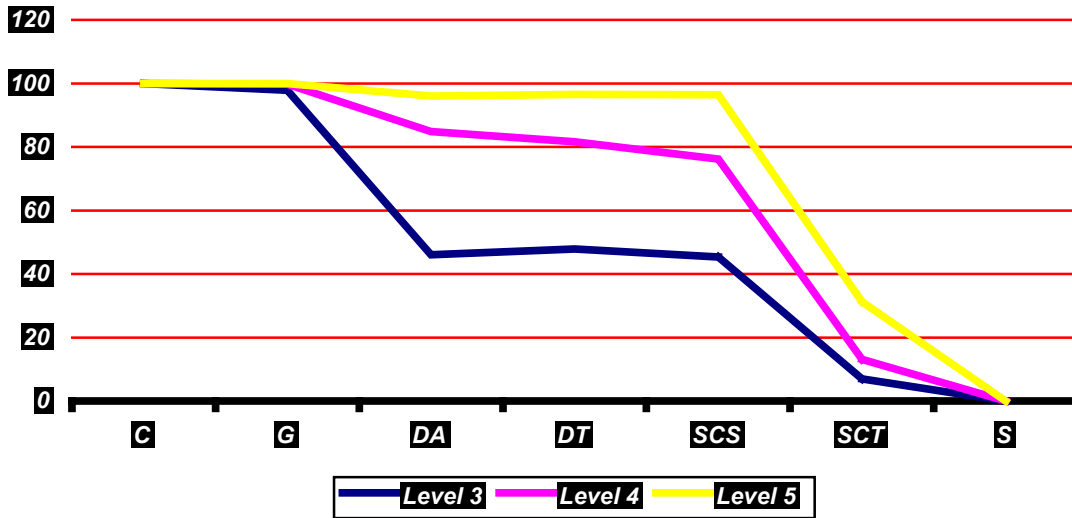
**Number and percentage of pupils who move to second-language Welsh from level 5 KS2**



**2.5.4 Patterns varying according to type of school**

Varying patterns can be seen for the movement to second language at KS3, for the different attainment levels at KS2, according to the type of school.

Progression to KS3 according to type of school, percentages



**KEY:**

- C – designated Welsh-medium secondary schools
- G –Gwynedd secondary schools which resemble Welsh-medium Schools
- DA – bilingual secondary schools in less traditionally Welsh-speaking areas
- DT – bilingual secondary schools in traditionally Welsh-speaking areas (Carmarthenshire, Ceredigion, Anglesey and Conwy)
- SCS – English-medium secondary schools, in Anglicised areas, which offer KS3 Welsh
- SCT – English-medium secondary schools, in traditionally Welsh-speaking areas, which offer KS3 Welsh
- S – English-medium schools which do not offer KS3 Welsh

**2.6 Conclusion**

In the overall figures on language progression between KS2 and KS3 it can be seen that there is substantial movement. This movement is not uniform, and it cannot be attributed to one factor alone. It does not follow consistently the link with attainment levels at KS2, and the variation by county or by education authority is a very substantial one. On studying this in more detail on the level of individual schools, it can be seen that there are many other factors at work, relating to a school’s internal organisation, and the link between the primary and secondary sectors.

The situation as it is, from the standpoint of parents, pupils and schools, is very confused. Numerous examples were found of children from Welsh-speaking families going on to study Welsh as a second language. Much of the linguistic progress made in the primary sector was seen to be lost on transferring to the secondary sector. It was also found that the medium of learning in the primary sector influenced the medium of learning in the secondary sector.

It is evident that some are taking unfair advantage of the current system, and that others are suffering as a result. In view of the great differences it is clear that there is considerable scope for offering ways of resolving the situation.

During the period of this research there were examples of four schools changing their language policy fundamentally. Two of these were bilingual schools in traditionally Welsh-speaking areas of Carmarthenshire, one a mainly English-medium school in Ceredigion and the last a mainly English-medium school in Neath Port Talbot. Some of these accepted the principle that studying Welsh at KS2 was sufficient in order to progress to studying it as a first language at KS3. Another accepted the principle that gaining Level 3 at KS2 was sufficient to progress to studying first-language Welsh at KS3. There is no evidence that difficulties arose from operating these new policies. These schools can be used as exemplars for other schools, which are contemplating change.

### **3. Factors responsible for patterns of language progression between primary schools and secondary schools**

It is possible to see different patterns emerging as we look at specific secondary schools.

The secondary schools divide broadly into five categories:

1. Designated Welsh-medium schools: mainly in Anglicised counties, but with a number in traditionally Welsh-speaking counties
2. Welsh-medium/bilingual schools in Gwynedd
3. Bilingual schools in traditionally Welsh-speaking areas
4. Other schools providing Welsh courses and courses through the medium of Welsh
5. English-medium schools

Within these categories there are further variations, and some of these are discussed below.

#### **3.1 Designated Welsh-medium schools**

All these schools manage to teach Welsh as a first language at KS3 to all the pupils whatever the pupils' attainment at KS2. If language movement has occurred in the case of primary pupils in their feeder schools, this movement will have taken place as some pupils transfer to English-medium schools.

In the case of these schools the policies of the secondary schools and the local authority are firm.

In the Welsh-medium schools it is found that a mean percentage of 32% of pupils studying Welsh at KS3 have gained less than level 4 at KS2.

The following are factors in this process:

- the education authority has a definite policy;
- the school has a definite policy;
- there is an understanding between the primary school and the secondary school;
- parents have chosen Welsh as the main medium of their children's education;
- the Heads only advise pupils to move to second language for exceptional reasons (language weakness, special needs, late-arrivals, and lack of support in the home were cited as reasons)

#### **3.2 Secondary schools in Gwynedd**

68.8% of the population of Gwynedd speak Welsh, and 30.2% of its population were born outside Wales, but 97% of the county's primary school pupils are assessed in Welsh at KS2.<sup>8</sup>

The trend towards Welsh is stronger in Gwynedd than in any other of the traditionally Welsh-speaking counties, and in most areas the linguistic pattern is similar to the pattern

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<sup>8</sup> A number of statistics and the numbers of Welsh speakers are taken from J. Aitchison and H. Carter, *Spreading the Word*, Y Lolfa, Talybont, 2004.



of designated Welsh-medium schools. This is achieved in a situation where the vast majority of pupils continue to attend their local secondary school, rather than make a definite decision to attend a designated Welsh-medium school.

The mean percentage of pupils in Gwynedd studying Welsh at KS3 but who gained less than level 4 at KS2 is 27.6%.

Movement to second language in Gwynedd is around 200 pupils annually, and the percentage of the movement is around 17%. Over the four years, 819 pupils moved from Welsh to second language, and over half of these (451) were pupils in School GwU1.

From the figures above it appears that 130 pupils in Gwynedd who gained level 4 or above in Welsh at KS2 are studying second language at KS3. All of these are in the same school, GwU1.

The following are factors which contribute to the strong linguistic progression patterns in Gwynedd:

- The county has a definite policy of inducing pupils who have reached Level 3 in Welsh KS2 to continue to study Welsh at KS4. Often specific targets are set to ensure this;
- Most of the secondary schools operate this policy, and in fact offer Welsh at KS3 to every pupil, whatever his/her attainment;
- Heads of primary schools give guidance to their pupils;
- The progression policy is clearly specified in documentation;
- The County has appointed link officers who monitor the transfer to the secondary sector. Where these are active the progression patterns are strong.

Where the education authority and the schools have firm policies, the parents tend to follow the policy and are satisfied with the policy.

The language policy of one school in particular, and two others to some extent, cut across Gwynedd's linguistic progression policy: School GwU1, where Welsh is not offered at KS3 except to a handful of pupils, and Schools GwU11 and GwU3 which offer Welsh at KS3 to about half the pupils.

The following factors contribute towards the weak linguistic progression patterns of these schools:

- There are no link officers active in these schools;
- The Heads go their own ways;
- On the whole the pupils come from the more Anglicised parts of the county;
- On the whole second-language Welsh is chosen on the basis of the language of the area or the home language rather than on the basis of attainment in Welsh at KS2;
- There is evidence that pupils from these schools gain higher GCSE results in second-language Welsh than the national average.

### **3.3. Bilingual schools in traditionally Welsh-speaking areas, apart from Gwynedd: Anglesey, Conwy, Ceredigion, Carmarthenshire**

The most evident movement to second language is in Anglesey, Conwy, Ceredigion and Carmarthenshire. This is where the greatest movement is found in terms of numbers and percentages.

#### **Carmarthenshire**

The mean percentage for the movement to second language in these schools in Carmarthenshire is 58.2%. In the traditional bilingual schools of Carmarthenshire, therefore, over half the pupils who studied Welsh at KS2 move to second language. If Carmarthenshire's English-medium schools (see below), are included two-thirds of the pupils who studied Welsh at KS2 move to second language. This is very different from Gwynedd's experience.

We understand that there has been considerable change in schools CaU10 and CaU11 since these statistics were compiled.

#### **Ceredigion**

The mean percentage for movement to second language in four bilingual schools in traditionally Welsh-speaking areas in Ceredigion is 42.2%. Another school, CeU1, also had substantial numbers of pupils who studied Welsh at KS2.

Including CeU1, the mean percentage for movement to second language in Ceredigion's schools is 52.6%. More than half of Ceredigion's pupils who attend bilingual schools move from first language to second language.

#### **Conwy**

Half of the pupils who studied Welsh at KS2 in Conwy move to second language, and in the schools apart from CoU2, which is a designated Welsh-medium school, 75% of the pupils move to second language. In one bilingual school in a traditionally Welsh-speaking area 46% of the pupils move to second language.

In Conwy there are two other schools (CoU1 and CoU4) which take in a substantial number of pupils who studied Welsh at KS2 but none of these pupils sit Welsh at KS3.

#### **Anglesey**

The mean percentage of the movement to second language in Anglesey in these bilingual schools is 32%, but this generalisation hides very different patterns in the individual schools. Two of the schools – MoU2 and MoU4 – operate quite an effective policy of linguistic progression, and two others operate more effectively than the bilingual schools of Carmarthenshire and Ceredigion. On the other hand there is great movement to second language in MoU5.

In general it can be said that schools, which are regarded as bilingual ones, on average move half of the pupils from first language to second language.

The following factors are responsible for the general movement to second language in these counties:

- Lack of information to parents from the education authorities;
- Lack of a link between primary and secondary schools regarding linguistic progression;
- Language skills are not defined clearly: in several of these schools pupils are divided into 'Welsh-speakers and good learners' 'Learners who have developed satisfactorily' and 'Other learners'. On the whole, these categories are not defined in detail with regard to levels etc.;
- Parents do not have sufficient knowledge on how to develop full bilingual skills although they agree with this aim;
- While it is possible for pupils to choose between a designated Welsh-medium school and one which offers Welsh as a second language, primary school heads are unwilling to offer advice;
- Although Anglesey and Ceredigion, in their Welsh-language plans, specify that pupils who have gained level 3 at KS2 should continue to study Welsh at KS3, schools do not follow this policy thoroughly;
- Heads tend to decide on suitability for studying Welsh at KS3 according to the pupil's home language rather than according to linguistic ability;
- Local councils do not monitor linguistic progression;
- Linguistic progression is not a consideration which is prioritised in the transfer process to the secondary sector;
- The local authority gives parents very little information;
- Secondary school documentation does not prioritise linguistic progression;
- Parents and schools are attracted to the possibility of seeing pupils gain high GCSE results in second-language Welsh;
- Parents who speak Welsh in these areas, in general, lack linguistic confidence;
- Parents in these areas, in general, lack confidence in the linguistic ability of their children;
- Some parents believe they cannot help their children with homework if their children study Welsh and through the medium of Welsh at KS3;
- Parents want their children to have the same kind of educational experiences as they had;
- Linguistic progression can be arbitrary;
- The failure to study science and mathematics through the medium of Welsh in the primary sector, as compared with designated Welsh-medium schools and schools in Gwynedd, confirms the importance of English as a language and as a medium;
- There is a general belief that pupils have learnt enough Welsh in the primary sector;
- There is a belief that English is important to get on in the world;
- At times the schools which offer strong linguistic progression patterns do not market themselves effectively;
- There is a tendency for pupils to follow friends;

- The lack of special needs provision in a Welsh-medium school was a relevant reason;
- It was also noted that travelling to a Welsh-medium secondary school was a problem;
- Several noted as a reason the lack of further and higher educational provision through the medium of Welsh.

Where the local authority does not have a firm policy, and where schools do not have a firm policy, parents are more likely to lose confidence in the linguistic skills of their children, and to choose second language.

### **3.4 Other schools providing Welsh courses and courses through the medium of Welsh: Powys, Denbighshire and Pembrokeshire**

There are many schools in other parts of Wales, and Powys in particular, where an effort is made to provide KS3 Welsh courses for pupils in schools which are mainly English-medium ones. The success of these schools compares favourably with the failure of bilingual schools in traditionally Welsh-speaking areas.

The mean percentage for the movement to second language in Powys is 11.3%, which is much less than for Carmarthenshire and Ceredigion. However, there is general discontent among parents in some areas because the secondary school does not provide an effective Welsh ethos outside the classroom.

The schools in Denbighshire are more successful than the bilingual schools in Ceredigion and Carmarthenshire in securing linguistic progression, though there are gaps. The same is true for two of Pembrokeshire's schools, which operate in Anglicised areas.

Factors which are responsible for patterns in schools in Powys, and Denbighshire and Pembrokeshire to a lesser extent:

- The county has a definite policy on linguistic progression;
- Powys Language Plan specifies the need to ensure that there is progression from first-language Welsh lessons in the secondary schools and that pupils should sit appropriate tests and external examinations in Welsh and English at KS3 and KS4;
- In several cases the parents will have chosen Welsh-medium education for their children by choosing to send them to a Welsh-medium school or to a Welsh-medium stream in the primary sector;
- Heads of secondary schools have put aside sufficient funding to allow small classes of pupils to study Welsh and subjects through the medium of Welsh.

### **3.5 English-medium Schools**

CeU1 is an example of a school which is regarded as a mainly English-medium school but which can provide Welsh at KS3. However, the numbers studying Welsh at KS3 are

very low.<sup>9</sup> The same can be said for GwU1 and CaU3, but the difference between these and English-medium schools is that the great majority of their pupils studied Welsh at KS2.

There are a number of English-medium schools where a large number of pupils have studied Welsh at KS2, but where none, or almost none, study Welsh at KS3. 818 pupils moved to second language in five of these schools.

Some English-medium schools in Anglicised areas of Wales offer Welsh as a first language and this usually means that the class size is small. There are about 117 other English-medium schools in Wales where there is no first-language provision.

Some schools pay some attention to Welsh as a subject in their documentation as they offer first-language Welsh classes to 'fluent speakers' 'fluent learners' 'natural speakers' or 'first-language Welsh-speakers'. The evidence from the external examinations of some of these schools does not suggest that they are following their own guidelines.

Among the factors which are responsible for the failure of these schools to offer Welsh are:

- Difficulty in offering special provision for small numbers due to staffing and funding reasons;
- Failure to follow what is in their documentation;
- A desire to gain high GCSE results.

### **3.6 Learning Science and Mathematics through the medium of Welsh**

There is movement occurring generally in Wales towards assessing science and mathematics through the medium of English between KS2 and KS3.<sup>10</sup> 15532 pupils studied science through the medium of Welsh at KS2, but only 11546 did so at KS3, a loss of 3986 pupils.

By KS3, 49% of those who studied Welsh at KS2 are being assessed in mathematics through the medium of Welsh.

By KS3, 46% of those who studied Welsh at KS2 are being assessed in science through the medium of Welsh.

There were substantial variations county by county on transferring to KS3. In the Anglicised counties, where Welsh-medium education depends on Welsh-medium

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<sup>9</sup> It is understood now that this school is teaching Welsh at KS3 to those who have reached Level 3 at KS2. This was done without losing parental support. This is an example of how it is possible for a school to change its policy comparatively easily.

<sup>10</sup> A document obtained from ACCAC, *Analysis of National Curriculum Assessment Data to gather quantitative evidence on the movement of pupils between Welsh KS2 and Welsh Second language at KS3*, received 2004.

schools, the movement to English as a medium is at its lowest, though there are exceptions, with those exceptions depending mainly on the language policy of schools.

### **3..6.1 Designated Welsh-medium schools in Anglicised counties**

In these counties 90% of the pupils who studied Welsh studied science and mathematics through the medium of Welsh at KS2. By KS3, 75% of the pupils who studied Welsh at KS2 study science and mathematics through the medium of Welsh.

The factors which are responsible for this comparatively strong progression include:

- The authority and the school has a strong policy;
- Parents have chosen Welsh-medium education;

### **3.6.2 Gwynedd**

The secondary schools in Gwynedd which teach Welsh to the vast majority of their pupils also teach science and mathematics through the medium of Welsh to large numbers of pupils. These schools serve their localities, as do the traditional Welsh schools in Carmarthenshire, and teaching the sciences and mathematics through the medium of Welsh does not pose any difficulty.

In this county, the movement towards teaching science and mathematics through the medium of English can be attributed chiefly to one school, and to some extent to two other schools. These three schools operate contrary to the county's expectations.

The factors which promote teaching science and mathematics through the medium of Welsh in Gwynedd include:

- Teaching the sciences and mathematics through the medium of Welsh in the primary sector;
- Clear reference to the policy in the documentation;
- Co-operation between the primary and secondary sectors.

The factors for the move towards teaching through the medium of English in Gwynedd include:

- Individual schools' policy to teach Welsh as a second language;
- Individual schools' policy to teach the sciences and mathematics through the medium of English.

### **3.6.3 Anglesey, Conwy, Ceredigion and Carmarthenshire**

In these traditionally Welsh-speaking counties 50% of the pupils who studied Welsh studied science and mathematics through the medium of Welsh at KS2, and therefore the movement towards English among these is a sign of a much broader trend to learning through the medium of English. At KS3 there was a general movement of 25% towards English-medium among those who studied mathematics through the medium of Welsh at

KS2, a move of 33% towards English among those who studied science through the medium of Welsh at KS2. 33% of the pupils who studied Welsh at KS2 are studying science through medium of Welsh at KS3, and 38% of the pupils who studied Welsh at KS2 are studying mathematics through the medium of Welsh at KS3.

In the schools where there was a tendency for large numbers of pupils to move to second language, it was found that none of the KS2 Welsh pupils were studying science and mathematics through the medium of Welsh at KS3.

The movement towards learning through the medium of English matches in general the movement towards second language in these counties, with Ceredigion and Carmarthenshire showing obvious trends towards English-medium learning.

The bilingual schools in traditionally Welsh-speaking areas vary greatly according to subjects, and percentages of the curriculum, offered through the medium of Welsh. These can vary between 20%, 40% and 60%. Although the schools' documentation note these choices, the documentation does not mention educational reasons for choosing one pathway rather than the other. This can be very confusing for parents and pupils, and it can contribute towards lack of confidence in Welsh as a subject and medium.

The bilingual schools of Carmarthenshire and Ceredigion stand out for in their lack of provision through the medium of Welsh. Though a few more have studied mathematics through the medium of Welsh at KS3 than did so at KS2, this is a reflection of the small percentages studying mathematics through the medium of Welsh in Carmarthenshire's category A schools, rather than of a tendency for secondary schools to offer the subject through the medium of Welsh.

The factors which are responsible for the tendency to study mathematics and science through the medium of English in these counties include:

- Lack of provision through the medium of Welsh in the primary sector;
- The primary sector's awareness of the lack of provision in the secondary sector;
- Parents familiar with studying the subjects through the medium of English;
- Lack of confidence coming to the fore because of choice;
- Lack of provision through the medium of Welsh in the further and higher education sectors.

#### **3.6.4 Pembrokeshire, Conwy and Denbighshire**

In Pembrokeshire the designated Welsh-medium / bilingual secondary school's policy of teaching the sciences through the medium of English has a clear effect upon the county's figures. In this school no-one studies the sciences and mathematics through the medium of Welsh.

In schools in Conwy and Denbighshire there are high levels of linguistic progression through the medium of Welsh in science, which is different from the situation in Ceredigion and Carmarthenshire.

The factors which influence the tendencies in these counties include:

- One school's policy not to teach science and mathematics through the medium of Welsh;
- The county's general policy which supports teaching science and mathematics through the medium of Welsh.



#### **4. Small Movements from Primary Schools to Second Language**

Questionnaires were sent to 82 primary schools where it was known that there was little movement to second language among their pupils on transferring to secondary school. Responses were received from 51 schools,

No annual movement occurred in 22 schools. In 13 schools one pupil moved on average each year. In 7 schools 2 moved and 3 moved in 7 schools.

##### **4.1 School advising pupils to move to second language**

32 of the schools never advised a pupil to move to second language. 15 schools rarely did so. This is in contrast to the general pattern of primary schools in traditionally Welsh-speaking areas where a large number of schools accept that moving to second language occurs on the basis of the language of the home, on the basis of academic ability, or on the basis of pupils' weakness in Welsh.

When heads advised pupils to move to second language, the following reasons were noted (one case of each unless otherwise stated):

- language weakness (six cases)
- special needs (seven cases)
- latecomers (two cases)
- lack of support at home

##### **4.2. Parents' and pupils' reasons for moving to second language**

We asked about the reasons parents and pupils had for moving to second language.

###### **4.2.1 Concern about the standard of Welsh**

This was relevant, or very relevant, in 11 cases. This was also one of the main reasons given by teachers for advising pupils to move to second language.

###### **4.2.2 Coming from an English-speaking home**

This was relevant in 7 out of the 9 schools in Gwynedd and in 7 of the 9 traditional schools, and suggests that this is more of a problem in such schools.

###### **4.2.3 Family were immigrants**

This was relevant or very relevant in 12 cases. It is clear that immigration creates linguistic problems for schools, and that there is failure to deal with it sometimes. Again, this was more of a problem in traditional schools and in those in Gwynedd, where there were 10 cases.

###### **4.2.4 Parents wishing to help with school work**

This was relevant or very relevant in 24 schools. This is a reflection of parents' concerns rather than standards of education. This was a reason seen generally in all types of primary school.

**4.2.5 Reasons concerning the home**

The three reasons above can be interpreted as ones which concern the pupil's home. Taken together, these were relevant or very relevant in 36% of the schools.

**4.2.6 Problem travelling to a school where a Welsh-medium education is available**

This was relevant or very relevant in 6 cases. Although it is not one of the most prominent reasons in the responses received, it is a sign of the difficulty of receiving a Welsh-medium secondary education in some parts of Wales, with 5 of the 6 cases relating to Welsh-medium schools.

**4.2.7 Pupils following their friends**

This was relevant or very relevant in 4 cases. It does not occur frequently, but where it does occur, linguistic progression is hindered.

**4.2.8 Special needs service defective**

This was relevant or very relevant in 7 cases. It is a matter of concern that so many noted this. It reflects the advice that a number of heads feel they must give parents in view of a lack of Welsh-medium facilities for pupils with special needs, especially with regard to literacy and oracy.

**4.2.9 Further and higher education in English**

This was relevant or very relevant in 10 cases. There is evidence that some 2% or less students from Wales are educated through the medium of Welsh in further and higher education.

**4.2.10 English as the language of work**

This was relevant or very relevant in 4 cases. This low figure is an indication that the parents of pupils who are in Welsh-medium schools, and some in schools in traditional Welsh-speaking areas and some in Gwynedd where linguistic progression is strong, are aware of the advantages of the Welsh language for getting work.

**4.2.11 Welsh resources inadequate**

This was relevant or very relevant in only 2 cases. This is an indication of parents' confidence in the resources that are now available for studying subjects through the medium of Welsh.

**4.2.12 Reasons concerned with the medium of education**

The three reasons given above were chosen to measure the pressure for learning through the medium of English stemming from the pressures of the world of work and further and higher education, and in view of the comparative shortage of Welsh teaching materials. The parents in 16% of the schools on average believed that these factors were relevant. In these schools, therefore, parents feel comparatively little concern about the medium of teaching on transferring to secondary school.

**4.2.13 Competition from an English-medium school**

Two schools felt that a nearby English-medium school was marketing itself successfully and that this was attracting parents. Seven felt that a local English-medium school had a good reputation. Pupils of every Welsh-medium school and every bilingual primary school can choose to continue their education at an English-medium secondary school, and there is likely to be constant competition. Where the linguistic progression system is strong, not many are attracted by the competition. It is seen elsewhere, however, that English-medium schools in some areas market themselves more aggressively than the local Welsh-medium schools and that they can attract many pupils who should have remained within the Welsh-medium sector.

#### **4.2.14 Other reasons**

The following were also noted as reasons parents had for choosing that their children move to second language. There was one case of each, unless otherwise stated.

- bullying
- dispute over the education of a brother or sister who was already at the secondary school
- family tradition of moving to a second-language school
- going to a church school
- special educational needs chiefly in language and literacy
- mother over-concerned because her child was dyslexic
- parents believing that the best education was at a private secondary school (3 cases)
- parents feeling that two languages are too much for the child
- lack of support at home
- desire to study science through the medium of English
- having to pay to go to a Welsh-medium secondary school
- parents' misunderstanding of the linguistic nature of a bilingual secondary school
- a view that one department in a Welsh-medium secondary school was weak.

Where the system allows freedom in terms of linguistic progression, a large number of factors can interfere with the process.

## **5. GCSE Results and Studying Welsh as a First Language or as a Second Language**

### **5.1 Attainment and disenfranchisement**

When trying to differentiate between schools in their GCSE successes attention needs to be paid to certain factors which can affect them for better or for worse. It is not possible in this study to pay detailed attention to such factors, e.g. the effectiveness of teachers and teaching methods, and so it would not be appropriate to come to specific conclusions about individual schools.

Another factor we cannot measure in this study is the correspondence between levels of attainment and levels of disenfranchisement<sup>11</sup>. Welsh schools do better on the whole than English schools in GCSE examinations or corresponding occupational examinations. The Assembly document attributes this to some degree to the relationship between attainment and social inclusion.

### **5.2 GCSE second-language results compared with first-language results, A - C**

There was some difference between success results in first-language Welsh and second-language Welsh, with a slightly higher proportion gaining grades A-C in Welsh. In 2001, 12% of Wales's 16 year old pupils sat Welsh and 67% of them gained A\* - C. In the same year 31% of Wales's 16 year old pupils sat second-language Welsh and 61% of them gained A\* - C.<sup>12</sup>

The average percentage of pupils gaining grades A\* - C in schools which presented more than 5 pupils to sit second-language Welsh in 2003 was 69%, and the corresponding percentage for schools which presented pupils to sit first-language Welsh was 72%.

In bilingual schools where substantial movement occurs from first language to second language, the second-language results are 14 percentage points higher, or 20% higher, than the average in schools throughout the country.

Interestingly in this context, the second-language results of the bilingual schools in Powys, where most of the pupils who studied Welsh continue with Welsh, match the national average.

### **5.3 GCSE second-language results A\* - A**

There is even more of a difference on looking at the 2003 GCSE results at grades A\* - A. In English, schools in Wales would have an average of 9% of pupils gaining grades A\* - A. In Welsh, the corresponding percentage was 16% in schools where at least 5 pupils were presented. In second-language Welsh, the corresponding percentage was 29%.

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<sup>11</sup> *Welsh Medium Secondary Education: Examination and Attendance Data, 2000*, The National Assembly for Wales, 2001.

<sup>12</sup> *Welsh 1<sup>st</sup> and 2<sup>nd</sup> Language Achievement in Secondary Schools 2000/01*, The National Assembly for Wales, 2002.

There is higher weighting in terms of second-language Welsh compared with English of some 3:1. In five schools in traditionally Welsh-speaking areas, where most of their pupils had studied Welsh as a first language at KS2, but only a few of them studied Welsh as a first language at KS3, the ratio was 6:1.

In three schools in more Anglicised areas which had an intake of a substantial number of first-language pupils but which did not teach Welsh as a first language, the ratio was 5:1.

In bilingual schools, where there was substantial movement from first language to second language, but where Welsh is taught as a first language to a substantial number of pupils the ratio was 5:1.

In all these cases, there is a clear link between the percentage of first-language pupils who studied Welsh as a second language and percentages who gained grades A\*-A in second language. This suggests that a great many pupils have sat an examination which is easy for them, and therefore unsuitable.

A large number of schools in Powys taught Welsh as a first language to the great majority of pupils who studied Welsh as a first language at KS2. In these schools the ratio was similar to the national expectation. Here, too, the ratio between English and Welsh was similar to the national expectation.

Schools in Powys are an example of good practice which could be recommended to the bilingual schools of Wales

#### **5.4 Welsh results A\*-A**

The 20 designated Welsh-medium secondary schools and the 11 Welsh schools of Gwynedd in this study reach expected levels in terms of A\*-A examination success in Welsh and English when considered as complete groups, though there is some variation between individual schools.

While these schools reach levels in English which match those of bilingual schools, and expected levels of success in Welsh, the percentage gaining A\*-A in Welsh is about half the percentage gaining A\*-A in second language in bilingual schools. This confirms the perception of some parents and heads that it is easier for first-language pupils to get a higher grade in second language.

The results of Welsh-medium schools are similar those of the Welsh-medium schools in Gwynedd.

Given that the great majority of pupils in these Welsh-medium schools come from English-speaking homes, it is seen that they develop their language skills to expected levels. If they had studied second-language Welsh it would be expected that a high percentage of them would have gained A\*-A, but they would not have attained the same level of language skills.

Noting linguistic success on a linguistic continuum would be a means of ensuring that first-language pupils would not lose out by sitting a first-language rather than a second-language examination.

## 6. Findings and Considerations

### Movement from Welsh to second language

1. There is an overall movement of some 22% to second language in Wales.
2. There are no definite national guidelines on linguistic progression between KS2 and KS3.
3. There is variation in the movement to second language according to authorities, with the movement in the authorities of Anglicised areas small, Gwynedd relatively small, but Carmarthenshire, Ceredigion, Anglesey and Conwy substantial.
4. The variation is great according to the nature of the secondary school:
  - Welsh-medium schools – no movement
  - Welsh-medium schools in Gwynedd – no movement
  - Bilingual schools in traditionally Welsh-speaking areas (Ceredigion, Carmarthenshire, Anglesey and Conwy) – substantial movement
  - Bilingual schools in other areas – quite some movement, but examples with very little movement
  - English-medium schools teaching some Welsh, in Welsh-speaking areas – very substantial movement
  - English-medium schools teaching some Welsh, in Anglicised areas – some movement
  - English-medium schools in Welsh-speaking areas – total movement, relatively large numbers
  - English-medium schools in Anglicised areas – total movement, small numbers
5. There is substantial movement in four schools in relatively Welsh-speaking areas.
6. Three schools account for more movement than is found in the 127 English-medium schools in the Anglicised areas of Wales taken together.
7. It is possible for English-medium schools to teach Welsh as a first language to a small number of pupils.
8. There is general movement in Wales according to levels of attainment in KS2 Welsh. No such movement exists with English.
9. The movement sometimes occurs in the case of children from Welsh-speaking homes.
10. There is no movement according to levels of attainment in KS2 Welsh in Welsh-medium secondary schools, or in the Welsh-medium secondary schools in Gwynedd.
11. The movement, according to levels of attainment, is strong in some counties, e.g. Carmarthenshire.
12. Since the period of the study (1999-2002) there have been some examples of bilingual schools in traditionally Welsh-speaking areas succeeding in preventing the movement to second language to a large extent.

### Movement from science and mathematics through the medium Welsh to studying through the medium of English

13. About two-thirds of the pupils studying KS2 Welsh study mathematics and science through the medium of Welsh at KS2.
14. There is movement of some 25% to studying science and mathematics through the medium of English between KS2 and KS3.

15. The movement to studying science and mathematics through the medium of English between KS2 and KS3 is concurrent with moving to second language, with variations between local authorities.
16. There is a link between small numbers studying science and mathematics through the medium of Welsh in the primary sector and smaller numbers studying these subjects through the medium of Welsh in the secondary sector.
17. The three counties of the south-west – Ceredigion, Carmarthenshire and Pembrokeshire – behave very differently from the other counties and account for the main movement to learning through the medium of English.
18. Learning core subjects (science and mathematics) through the medium of Welsh is found to promote linguistic skills in Welsh and to raise the status of Welsh as an academic subject in the eyes of the pupils.
19. The movement to studying science and mathematics through the medium of English varies according to the nature of the school:
  - Welsh-medium schools – some movement
  - Welsh-medium schools in Gwynedd – some movement
  - Bilingual and English-medium schools in Powys – some movement
  - Bilingual schools in Welsh-speaking areas – substantial movement, and total movement, on the whole, in Carmarthenshire and Ceredigion
  - English-medium schools – total movement
20. There was a tendency for some parents to feel that they could not help their children if they studied subjects through the medium of Welsh. On questioning, they were not found to have given help (other than support) in the primary sector.
21. There is no evidence that offering the sciences and mathematics causes a problem for parents choosing Welsh at KS3, where Welsh education systems, whether in Welsh-medium or bilingual schools, offer this option as a natural step.
22. There are examples here of schools with small numbers of KS2 Welsh pupils offering the sciences and mathematics through the medium of Welsh.

**Link between GCSE success and studying second language**

23. There is some link between second-language GCSE grade A\* - C results in the schools of traditionally Welsh-speaking areas and the number of first-language pupils who have moved to second language.
24. Second-language pupils of schools in traditionally Welsh-speaking areas were three times more likely to gain A\*-A in second-language Welsh than pupils in Wales were likely to gain A\* - A in Welsh.
25. Second-language pupils of schools in traditionally Welsh-speaking areas were five times more likely to get A\*-A in second-language Welsh than to get these grades in English.
26. There is a clear link between second-language GCSE A\*-A results in the schools of traditionally Welsh-speaking areas and the number of first-language pupils who have moved to second language.
27. Most of the KS2 Welsh pupils who study second language at GCSE sit a linguistically unsuitable examination, compared with pupils of similar attainment levels and of a less Welsh background in Anglicised areas.



### **Parents' perception of studying Welsh and choosing it as a medium**

28. Parents who choose a Welsh-medium education in Anglicised areas do not see a problem in continuing with Welsh as a first language, nor for their children to learn science and mathematics through the medium of Welsh.
29. There is a tendency for some parents in traditionally Welsh-speaking areas to think that primary school Welsh skills are sufficient for their children.
30. Parents in traditionally Welsh-speaking areas lack confidence in their children's linguistic skills.
31. All parents agreed that they wanted their children to foster equal skills in Welsh and English, but it was not evident that they realised the implications of this throughout the education system.
32. Examples were found of choosing an English-medium school because that school markets itself much more effectively than a neighbouring Welsh-medium school.
33. Some parents deny their children the right to continue to develop their linguistic skills because they do not believe they could help their children. There was no evidence, however, that these parents helped with work in the primary school.
34. Some parents chose second language on transferring to secondary education because they had not had a choice prior to this. This was evident where it was possible for the parents to choose to send their children to English-medium schools or mainly English-medium schools.

Their reasons included:

- wanting to help with English homework
  - concern about their children's standard of Welsh
  - wanting better GCSE results
  - the child already had enough Welsh
  - Welsh is not important
35. It is possible for parents to make language choices on an arbitrary basis which are contrary to their children's educational welfare, and without following educational criteria.
  36. Where no choice of English-medium school existed, there were no evident problems in continuing with Welsh.
  37. The less the choice of changing to second language, the less was the concern of parents about continuing with first-language Welsh.
  38. A school's good academic reputation gives parents confidence to trust in its education.

### **Small losses**

39. Small losses occurred across the country, in very small numbers, but taken together there was a considerable amount of movement to second language.
40. There were numerous reasons for the losses. Among them were:
  - obvious language weakness
  - coming from an English-speaking home (Welsh-speaking areas mainly)
  - lack of Welsh-medium special needs resources in the secondary sector
  - a perception that English is important in the world of education and work
41. Latecomers were a problem for some areas.

**School guidance**

42. The heads of designated Welsh-medium schools, the designated schools of Gwynedd, and some others emphasised the development of pupils' linguistic skills whatever their level of attainment at KS2.
43. There was a tendency for some heads in traditionally Welsh-speaking areas to link continuing with Welsh at KS3 with the language of the home.
44. There was a tendency for some heads in traditionally Welsh-speaking areas to link continuing with Welsh at KS3 with academic ability.
45. There was a tendency for primary heads in traditionally Welsh-speaking areas to leave the choice of continuing with Welsh to parents.
46. Linguistic progression was not questioned in Welsh-medium schools and in the Welsh schools of Gwynedd, and was strong in bilingual and English-medium schools in Powys.
47. Taken together it is seen that Welsh as a medium gets considerable attention in the bilingual schools.
48. Primary heads are afraid of offending secondary schools when there is a choice between Welsh-medium and English-medium schools.
49. Parents' meetings did not, on the whole, give priority to language progression.
50. Factors like school resources, school proximity, a tradition of going to a school, often had priority over language progression.
51. There is room for Welsh-medium and bilingual schools to market themselves better, in terms of taking advantage of developing bilingual skills and academic standards.
52. Primary and secondary schools in traditionally Welsh-speaking areas did not always follow the Welsh education plans presented by the local authority to the Welsh Language Board.
53. Having a definite policy at the primary level ensures that high percentages of pupils learn Welsh effectively.
54. Latecomers are a problem in terms of learning medium, and the problem is worse where there is no intensive period of linguistic assimilation.
55. There is often a lack of effective co-operation between primary and secondary schools on the matter of linguistic progression, with neither having detailed information about the use of Welsh as a subject and a medium in the other.
56. Primary and secondary heads acknowledged that it is not educationally acceptable to move to second language and that this undermines the status of Welsh as an academic subject.
57. The present arrangement allows schools to 'play the system'.
58. The primary schools of traditionally Welsh-speaking areas are less confident of pupils' ability to continue with Welsh.
59. Where a primary head and class teacher convey a positive message about the ability of a pupil to cope in Welsh and through the medium of Welsh, parents have confidence in the ability of their children to continue with Welsh as a subject and as a medium in the secondary sector.
60. Several criteria are used in measuring suitability to continue with Welsh, creating ambiguity in streaming pupils in traditionally Welsh-speaking schools.
61. If KS2 tests are abolished, it can be foreseen that there will be much more variation in the ways heads will interpret suitability to continue with Welsh.

**Interpreting fluency**

- 62. There was no consistency in interpreting fluency.
- 63. Some heads took the language of the home as the basis for interpreting fluency and for recommending continuing with first language.
- 64. Many heads ignored attainment at KS2 and judged according to a child's use of Welsh.
- 65. The heads of Welsh-medium schools and the Welsh schools of Gwynedd accepted the fluency of each child at his/her own level and saw that it was possible to build on it.
- 66. Secondary heads were of the opinion that studying subjects through the medium of Welsh helped to develop linguistic skills.
- 67. If parents rather than heads are responsible for measuring a child's fluency, decisions on continuing with Welsh may be made on an increasingly non-educational basis.

**English-medium schools in traditionally Welsh-speaking areas**

- 68. Where an English-medium school in a traditionally Welsh-speaking area offered some or no Welsh, the choice of school dominated the choice of language, causing a big movement to second language, even though parents might not necessarily want that.
- 69. By not offering subjects through the medium of Welsh, these schools would cause pupils' linguistic skills not to be developed.

**Education Authority policies**

- 70. The authorities of the Anglicised areas of Wales accepted that language progression was automatic, even though this was not always stated in documentation.
- 71. Welsh-medium education development plans presented to the Welsh Language Board included a description of the expected language patterns of schools, but rarely was this information in the hands of parents.
- 72. Not many education authorities mentioned language progression in documentation for parents.
- 73. Education authorities did not give parents specific documentation on language progression.
- 74. Apart from Gwynedd, education authorities did not give definite guidance to schools in traditionally Welsh-speaking areas on language progression.
- 75. Gwynedd has a catchment area language coordinator to monitor progression. Where the policy is monitored regularly, adherence to county policy is ensured.
- 76. There was no suggestion that the education authorities of traditionally Welsh-speaking areas monitored language progression.
- 77. On the whole insufficient information and advice on language progression is given by primary schools, secondary schools and education authorities.
- 78. Education authority policies tend to reflect practice rather than offer definite guidance on increasing linguistic skills in line with the guidance of *Iaith Pawb*.
- 79. On the whole Welsh-medium schools are less accessible than schools which offer less Welsh-medium provision, and this affects continuing with Welsh and learning through the medium of Welsh.
- 80. Schools and education authorities in several traditionally Welsh-speaking areas do not, at present, ensure that pupils foster the necessary linguistic skills to play a full part in their communities.

**Language continuum**

81. The heads of Welsh-medium schools, Gwynedd schools, and English-medium schools which offered Welsh first language were strongly in favour of Welsh being assessed on a continuum, so that pupils who studied it as a second language would not have an advantage over pupils from a similar linguistic background and ability who studied it as a first language.
82. Studying on a continuum would allow rewarding on the basis of syllabus according to the pupil's ability so that a true second-language pupil would not lose out.
83. Some bilingual school heads were strongly against assessing Welsh on a continuum.

## 7. Recommendations

**In view of the fact that Iaith Pawb recognises the need for satisfactory language progression, as well as a general aim of realising a bi-lingual Wales, the following recommendations are made:**

- The National Assembly Government, in consultation with other bodies such as ACCAC, the Welsh Language Board and the Basic Skills Agency should coordinate a wide-ranging marketing initiative for LEAs and schools.
- to establish the principle that bilingualism is a skill to be nurtured throughout the education system, and unnecessary slippage towards second language should not be allowed in the case of pupils who have followed the Key Stage 2 Welsh Programme of Study
- to promote Welsh medium teaching, especially that of maths and science, and the means by which Welsh medium teaching can support the development of language skills
- to ensure head-teachers of primary schools to offer sensible advice, based on educational issues, in respect of language continuity, and give appropriate attention to the benefits of language continuity to parents in parents meeting and in school documentation
- The Welsh Assembly Government should earmark sufficient funding for LEAs so that :
  - English medium schools are able to offer Welsh instead of Welsh second language to pupils who have studied Welsh at Key Stage 2
  - provide full SEN provision in respect of Welsh medium education in the secondary sector as well as the primary sector so that pupils with SEN are not liable to discrimination
- In respect of the widely varying practices throughout Wales, the Welsh Assembly Government should ;
  - remit the Welsh Language Board to ensure that LEAs set targets to increase the percentage of pupils studying Welsh at KS3 in their Welsh language education development plans and monitor the operation of those plans to ensure that progress is being made and that targets are met
  - ensure that strong links exist between schools to ensure appropriate linguistic progression; this means that different sectors have detailed knowledge of the use of Welsh as a subject and as a medium of instruction in other sectors, and

that language continuity receives attention in parents' meetings and in school documentation

- The Welsh Assembly Government should remit ACCAC to;
  - collect and publish case studies and examples of good practice in primary/secondary links
  - collect and publish case studies and examples of good practice showing constructive patterns of teaching and using Welsh in English medium schools
  - provide information to parents which outlines the advantages of continuing to study the Welsh Programme of Study at Key Stages 3 and 4, as a means of raising parents' confidence in the language skills and capabilities of their children
  - prepare guidelines for schools and head-teachers who offer Welsh at Key Stage 2 so that they offer sensible and positive guidance to pupils in respect of language progression



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Mr Alun Huws

Welsh Assembly Government

Teaching and Leadership Division

Cathays Park

CARDIFF

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4 November 2005

Dear Alun

### **Review of ITT Provision in Wales**

Thank you for your email about our Interim Report and recommendations.

I should just like to confirm that our Interim Report and recommendations comprised the following:

- (a) a paper by Professor John Howson, entitled 'Teacher Supply in Wales', submitted on 30 June;
- (b) my letter to you entitled 'Welsh Assembly Government Review of ITT Provision in Wales', submitted on 10 August.

I should perhaps also clarify the advice we gave on proposed cuts in numbers which we discussed at our meeting on 10 August. At that meeting, I explained that the five percent cuts referred to in my letter were intended to be five percent cuts for both primary and secondary numbers. As we discussed, and as my letter makes clear, a five percent cut in both primary and secondary numbers in Wales for 2005/6 is actually less than the cuts proposed for England. So, even without the intervention of our Review, cuts of this order would have been recommended.

For the longer term, we have been looking in the Review at a more substantial restructuring of ITT provision across Wales. However, we believe that making cuts of this order, now, is appropriate.

Yours sincerely

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JF/skl

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Mr Alun Huws

Welsh Assembly Government

Dear Alun

### Welsh Assembly Government Review of ITT Provision in Wales

Thank you for your letter of the 5<sup>th</sup> August.

Below I have set out some comments that can form the basis of our discussion on Wednesday morning.

### Future Targets

The report by John Howson demonstrated the consistent under employment of primary teachers in Wales. In 2004, Wales qualified a total of 1,065 new primary teachers but only 303 (35%) NQTs managed to find employment in Wales. Similar figures are recorded from 2002 onwards (the date at which GTCW began collecting statistics). A preliminary examination of the figures for secondary also points to a similar situation with consistent over production.

### Secondary – All Wales figures

	2002	2003	2004	2005
Numbers registering with GTCW	562	573	571	557



Numbers getting QTS	X	924	X	X
Employment rate		62%		

X Figures not available but as recruitment targets have not changed significantly in this period it is assumed that they are broadly similar

In both the primary and secondary sectors, therefore, there is clear evidence of consistent over production of teachers for Wales' own needs even before the demographic factors described by John Howson in his report are taken into account. From the evidence available, a strong case can therefore be made that Wales will need to reduce its intake targets substantially over the next few years and in all likelihood this will be the recommendation of the Review. However, the aim of the Review is not simply to provide advice on overall numbers; it is also required to provide detailed advice on how reductions in provision can be managed in a way that will protect specialist provision, especially in Welsh, and ensure that the sector as a whole remains in a robust position to serve the long term needs of Wales. While it may therefore be clear that cuts in numbers are needed, how these should be achieved and on what time scale is, at this stage of the Review, less clear.

From the evidence we have taken so far and from our visits to all of the providers it is clear that there are real dangers with simply making percentage cuts to the sector as a whole – certainly cuts that are larger than those currently forecast. This is for two principal reasons.

- (a) Much ITT provision is provided by lecturers who have teaching commitments across a range of different programmes – both ITT and, importantly, non ITT. If numbers of ITT students are cut to any degree, there is a serious possibility of disrupting the staffing structures of a range of different programmes and thereby rendering them uneconomic. This is particularly a problem within the primary sector where staff often teach on a range of different degrees. The Review will be offering advice on how numbers in the primary sector can be substantially reduced while maintaining essential ITT provision; however,

further work needs to be undertaken with the Sector and with the Review Panel before we can offer clear recommendations.

- (b) With the current eight providers of ITT in Wales, plus GTP, the numbers of students on many secondary programmes are currently uneconomic. It is already clear that, in order to produce a robust sector for the future, some courses will have to close and others will have to be amalgamated. The Review will be providing detailed advice on how this might be achieved but, again, we are not in a position to do that at present. Simply imposing a significant percentage cut at this point could seriously damage some of the provision that will be needed in the longer term.

## A way forward

In England, the TTA have recently announced planned reductions for intake targets for both primary and secondary courses, although decisions in relation to targets in specific subjects (secondary phase) have yet to be made.

**Table 1 ITT recruitment targets for England – source TTA**

[www.tta.gov.uk/ittplaces](http://www.tta.gov.uk/ittplaces)

Subject/phase	2004/05 actual	2005/06 (actual)	2006/07 (indicative)	2007/08 (indicative)
<b>Total secondary</b>	<b>19,500</b>	<b>18,500 (-5%)</b>	<b>17,300 (-11%)</b>	<b>16,100 (-17.5%)</b>
<b>Total primary</b>	<b>16,300</b>	<b>15,800 (-3%)</b>	<b>15,400 (-6%)</b>	<b>15,100 (-7%)</b>

The ITT target letter, issued by HEFCW in November 2004 (W04/72HE), gave notice of a 5% cut in ITT primary Intake Targets for 2005/06 and warned providers that there would be a further cut of 5% in 2006/07 targets.

These figures are therefore broadly in line with those planned in England. Our advice would therefore be that the Welsh Assembly Government should confirm the proposed 5% cuts and warn the sector that further cuts may well be necessary in future years; however, they should indicate that a final decision on future cuts must await the outcome of the current Review.

## **Incentives**

In your letter you ask us to offer some advice on the future of incentive payments to ITT trainees in the light of the recent rise in incentives offered in England. We would make the following observations.

Despite the general over production of teachers in Wales, the recruitment figures for this year from GTTR (as at 31<sup>st</sup> July 2005) still show some worrying shortages in key areas. Significantly falling behind England in terms of the incentives offered could thus lead in the medium term to serious shortages in hard to recruit areas.

One obvious way in which to pay for increased secondary bursaries would be to abandon the primary bursary. However, we would not at this stage recommend this move – despite apparent over-recruitment. There are two reasons for this:

- (a) current GTTR figures show that primary PGCE recruitment is 20% down on last year; clearly the graduate market is already responding to the reduction in job opportunities for primary teachers in Wales;
- (b) removing the bursary now would restrict the options for long term planning that the Review is currently undertaking. One option being seriously considered is to make the PGCE the main route into primary teaching. While there would be substantial advantages in such a move, we would need to consider carefully the role of incentives in maintaining supply in the graduate market which is more volatile than the undergraduate one. The Review Panel have yet to make a firm recommendation on the future balance of undergraduate and post graduate numbers; therefore, making a decision to remove primary incentives before that decision is taken would be premature.

## A way forward

Of the four different alternatives you suggest we would therefore recommend Model (b) but with some important revisions. Your Model (b) is as follows:

*(b) no change – keep the value of the incentives as they are*

*(this would give lower funding in Wales to priority secondary subjects but on non-priority and primary we would be offering between £600 and £1,800 more)*

This might be a good beginning but Wales could then remove or reduce the 'overpayment' to both primary and non-priority subjects pro-rata. This additional money could then be targeted at shortage subjects. In other words, the 'headline' could be that nothing has got worse for Primary and non-shortage subjects compared to England, but the payments will be by a different means; as a result, incentives are reduced. We would need to calculate the figures to ascertain how much is actually saved and what contribution it would make to matching the shortfall in priority subjects. It would, however, avoid the problem of option (c) which actually overpays priority subjects by £600. Before a final decision is made, we would therefore strongly advise that the costs associated with this plan be calculated.

Regards

John Furlong

## Annex A

### Current GTTR recruitment figures – July 31<sup>st</sup> 2005

Maths: on target

English: on target

Drama: substantially over target

Biology: – 16%

Chemistry: -35%

Physics: – 11%

Total science: -13.64

French : -23%

German: on target

Celtic languages: up 8%

Design and technology: -26%

IT: – 9%

Business studies :up 10%

History : up 7%

Geography : -14%

Physical education: on target

Art: - 8%

Music: up 46%

RE : on target

Total secondary : - 2.48%

# **TEACHER SUPPLY IN WALES**

**A paper by Prof. John Howson  
Education Data Surveys Ltd**

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This paper considers the issues relating to the supply of teachers into the maintained school sector in Wales. The paper forms a part of the wider review of teacher training in Wales. In view of the issues relating to relatively small numbers within individual subjects in the secondary sector, and the fact that the issues are more clearly stated in the primary sector, most specific examples in this paper are based upon the primary sector, which is normally treated as a single entity for planning purposes



# BACKGROUND

## *HOW TEACHER NUMBERS ARE GENERATED*

At present, the DfES in London is primarily responsible for the underlying data analysis used in generating the ITT targets used in Wales. Subsequent targets are produced as the outcome of an annual modelling exercise. In reaching their decisions about targets, the DfES uses a number of Models that have been created over a long period of time. These include the basic Teacher Supply Model and the Secondary Teacher Supply Model that uses data for individual subjects or groups of subjects.

The Model used to produce the targets has been the subject of some review and simplification by the DfES in recent times.

The Model needs to predict the required number of entrants to teaching from training (*completers*) both for the current year and for future years to allow for smoothing in ITT recruitment targets that could otherwise be subject to abrupt annual changes. The Model identifies 'competitors' from different routes (re-entrants, late entrants and new entrants and other entrants) and calculates the number of ITT completers required to ensure a 'competition' success rate of 92% amongst eligible completers of ITT programmes. A rate of over 95% is believed not to produce sufficient regional variation, and leads to undersupply, whereas a rate of less than 90% might mean good candidates being unable to secure teaching posts.

The key elements of the Mini-TSM (Teacher Supply Model) are shown on the attached diagram provided by the DfES. Future ITT 'targets' are set based upon desired teacher stocks and the assumed behaviour of the system. The 'targets' try to ensure the minimum over/under supply of teachers.

Essentially the Model has a number of key data generators. The DfES assume the data to be uniform in nature across England and Wales.

However, this uniformity is not always the case as far as the situation in Wales is concerned. Two examples from the inputs to the Primary ITT Model illustrate where this may not always be the case:

## **TYPES OF COURSES**

In the model, the split between undergraduate and postgraduate is assumed to be: 57% Postgraduate courses and 43% undergraduate courses. However, in Wales the split is almost exactly the other way around at present, at 43% PG and 57% UG. (620 UG and 470 PG places = 1090)

This means there is a greater time lag in the output of new teachers in Wales, as undergraduates are normally on a three year course to a degree, whereas PGCE students training mostly lasts for only one year. Thus, in Wales, changes to ITT targets take longer to impact on the number of completers because of the longer training period for those on undergraduate courses.

## **PREDICTED CHANGES IN THE SCHOOL POPULATION**

Secondly, the decline in pupil numbers over the outlook period is assumed to be a decline from 8,070,000 pupils in 2003 to 7,442,000 in 2013 across England and Wales. (DfES evidence to STRB 2004 Table 12). This is a loss of some 628,000 pupil over the decade in question.

The decline in primary school population commenced in 1999, and is expected to stop falling around 2011 and then rise gently, assuming that the current projections about birth rates are met. Over the period as a whole the decline is expected to be about 6.6%

However, the decline in secondary school population is only just starting to be felt by most schools. The school population is expected to fall every year between now and 2013, and indeed beyond that year. The decline over the period is expected to be some 8.8%

In Wales the number of 0-19 year olds is expected to decline from 734,000 in 2003 to 680,000 in 2014, a loss of some 54,000 or a decline of around 7% (WAG projections). The decline is not uniform across the various age groups. For instance, the 0-9 age groups decline by just 14,000 between 2003 and 2014, some 4%, and will reach its low point in about 2011. The 10-19 age groups suffers a much greater decline of some 40,000 or 10%, and the secondary school population in Wales is almost certainly still in decline in 2013.

Neither is the decline uniform across Wales. According to a new Statistical Bulletin SB 40/2205 issued by NAW only on 23<sup>rd</sup> June 2005 the number of 0-4 year olds will rise from 160,100 in 2003 to 162,00 in 2013, whereas the number of 5-15 year olds will fall from 417,200 in 2003 to 369,000 in 2013.

At the sub regional level within Wales the changes will be as shown in the following table:

<b>The number of:</b>		
<b>in:</b>		
<b>North Wales</b>	<b>0-4 year olds</b>	<b>5-15 year olds</b>
2003	36,200	92,600
2008	35,400	88,100
2013	34,100	83,800
<b>Mid Wales</b>	<b>0-4 year olds</b>	<b>5-15 year olds</b>
2003	9,700	27,300
2008	9,500	25,500
2013	9,000	23,500
<b>South West Wales</b>	<b>0-4 year olds</b>	<b>5-15 year olds</b>
2003	34,500	89,900
2008	34,300	85,300
2013	34,400	81,500
<b>South East Wales</b>	<b>0-4 year olds</b>	<b>5-15 year olds</b>
2003	79,700	207,400
2008	81,300	189,800
2013	84,500	180,100

These projections illustrate the shift between other regions and South East Wales during the next decade or so. Thus, North Wales is assumed to have 2,100 fewer 0-4 year olds in 2013 than in 2003, whereas South East Wales has 4,800 more by 2013. Mid Wales also has a smaller number of 0-4 year olds in 2013 than 2003, but the number in South West Wales is virtually unchanged.

Amongst the main school population of 5-15 year olds, North Wales is expected to see a drop of 8,800 or 9.5% in pupil numbers. In Mid Wales the decline is expected to be 3,800 or 14%. In South West Wales the decline is

8,400 or 9.3%. In South East Wales, the reduction in numbers is expected to be 27,300 or 13%.

These declines will increasingly affect the secondary schools as the time frame moves nearer to 2013.

On this variable, it is problematic to treat even Wales as a single entity unless the assumption can be made, as with the main model, that mobility within a region is possible, as it is with mobility between regions. Without mobility, the location of training providers can become an important factor that may produce pockets of both over-supply on the one hand and shortages on the other.

## **OTHER FACTORS AFFECTING ELEMENTS OF THE TEACHER SUPPLY MODEL**

### ***SHIFTS IN TEACHING POPULATION***

There are two contrasting factors at work in the short to medium term. On the one hand, the number of teachers reaching retirement age will rise over the short-term. The 2005 GCTW survey of registered teachers working in primary and secondary schools shows a small bulge in the 50-54 age group this is likely to increase retirements in the primary sector by around 130-150 a year between 2010 and 2015. In the secondary sector, the increase is likely to be even smaller at around 100 extra retirements per year. As many of the retirements will be amongst senior staff, including many primary head teachers, direct competition for their posts is unlikely to come from NQTs. Indeed, some of the posts might be filled by teachers returning to work in Wales from England.

In the next few years, the pension age for new staff is likely to rise to 65. For existing staff this will take effect from 2013, according to present proposals. For a five-year period this could reduce the number leaving each year by possibly as many as 400 primary teachers and a similar number of secondary teachers. This number will reduce over the period from 2015 to 2025 because of the smaller number of those in the current age cohorts that would be due to retire during those years. Nevertheless, if the pension changes do go ahead they will affect the demand for teachers in the longer-term.

The transfer of funding arrangements for induction to schools makes the employment of NQTs proportionally more expensive than in the past. Added to the fact that teachers progressing up the main scale are paid greater percentage increases than those at the top of the scale, some schools may draw staff from the large pool of out of service teachers rather than employ NQTs. It is worth noting that, in March 2005, some 8% of teachers registered with the GTCW were 'out of service', and a further 17% were not identified as working in a school in Wales.

Both the GTCW and the GTCE recorded the number of 2004 ITT completers, and where they were working. The Table shows the outcome of the data collection exercise.

<b>Newly Qualified Teachers in 2004 - employment status</b>		
	<b>Wales</b>	<b>England</b>
<b>Nursery</b>	0.0%	0.3%
<b>Primary</b>	19.3%	31.5%
<b>Secondary</b>	35.5%	40.1%
<b>PRU&amp; Special</b>	0.6%	0.8%
<b>Independent</b>	0.7%	1.4%
<b>FE</b>	n.a.	0.3%
<b>Other</b>		25.5%
<b>Other in service</b>	26.0%	
<b>Other out of service</b>	17.9%	
Source: GTCW March 2005 Annual Statistics Digest GTCE March 2005 Annual Digest of Statistics		

As all teachers working in maintained schools are required to register with the appropriate GTC, the numbers registering with the GTCW provides up to date evidence about the number of trainees entering the system as teachers. Data from the GTCW Annual Digest of Statistics suggests that the number of new primary teachers registering with the GTCW has been dropping over the past four years.

The following numbers of NQTs registered with the GTCW in the years ending in March

<b>Year</b>	<b>Numbers of NQTs</b>
<b>2002</b>	1,718 21.0% primary 361 teachers
<b>2003</b>	1,527 28.5% primary 435 teachers
<b>2004</b>	1,621 19.9% primary 323 teachers
<b>2005</b>	1,567 19.3% primary 303 teachers

These are the numbers with teaching posts. There are others who may be listed in the 'out of service' or 'others in service' categories.

Teachers registered with the GTCW who are teaching in a school in England were included in the appropriate phase between 2002 and 2004. In 2005, they were included in the 'others in service' category. This may account for part of the decline in the total between 2003 and 2005.

In the calendar year 2004, some 276 primary teachers registered with the GTCW achieved the Induction Standard.

The GTCW also have data on where newly qualified teachers trained. There were 164 registering for the first time in 2004-05 who had trained in England. Of these, 77 were trained for the primary sector. Only 30 of these primary teachers were defined as working as a teacher in the primary sector; 35 were recorded as working as supply teachers and the employment position of 12 was unknown.

It has been recognised for some time that not all ITT completers enter service immediately on achieving QTS status. Historically, these potential entrants were known as the LEPIT or Late Entry Pool of Inactive Teachers to distinguish them from the wider PIT of those who have entered and then left service. In the mini-TSM the LEPIT has been merged into the wider PIT.

However, any significant growth in LEPIT may have implications for competition success rates amongst ITT completers. A build-up of trained teachers willing to enter service, but not currently working as a teacher, will intensify competition for any teaching posts. In Wales, this may well be the current position in the primary sector.

In this paper we have not discussed other issues such as premature retirement or re-entry of older teachers from the Pool of Inactive Teachers (PIT). However, both of these contribute to 'turnover' within the teaching profession. This can essentially be regarded as a partial 'proxy' for these factors. However, 'turnover' also includes 'churn', that is the movement of teachers within the system either between posts of a similar grade or on promotion. As has been shown already, Wales is a net gainer from 'churn' as existing teachers in other regions move to posts within Wales. London is, historically, the region most negatively affected by the 'churn' factor.

## OTHER FACTORS AFFECTING TEACHER SUPPLY

### ***TURNOVER RATES***

As indicated above, 'turnover' can be used as a simple 'proxy' for movement. The WAG survey on vacancies, now conducted annually, can provide more up to date information on movement than that currently used in the TSM model. The Model has historically relied upon information that is several years out of date and is less sensitive to rapid changes in labour market at the point when they are taking place. The effects of the time lag mean that the TSM is only now receiving information about the period between 2001 and 2003 when turnover rose rapidly for a short period of time.

According to information from the Employers' Organisation for local government, who have been conducting an annual survey of teacher resignations and recruitment for some twenty years, turnover in the primary sector in Wales has traditionally been lower than for any region in England. Although it rose slightly in 2003, (the latest year figures are available) it remained some 2% points below the best region in England which was the Northern Region, where it was 11.1%

<b>Turnover rates for the primary sector</b>		
<b>Year</b>	<b>Wales</b>	<b>Average (E&amp;W)</b>
<b>1994</b>	6.7%	8.4%
<b>1995</b>	5.5%	8.6%
<b>1996</b>	5.9%	9.4%
<b>1997</b>	8.8%	11.7%
<b>1998</b>	5.0%	9.0%
<b>1999</b>	5.2%	10.3%
<b>2000</b>	5.1%	12.8%
<b>2001</b>	5.8%	13.0%
<b>2002</b>	5.6%	11.7%
<b>2003</b>	7.1%	12.3%
Source: Employers Organisation annual surveys		



## **DOMICILE IN WALES**

WAG has been monitoring the domicile of trainee teachers in Wales for the past few years. The percentage domiciled in Wales has increased from 70% in 1999/2000 to 79% in 2003/04 or 1,850 out of 2,340 first year ITT students.

The number of students from the Republic of Ireland has remained almost static, fluctuating from 100 in 1999/2000 to 110, or 5%, in 2003/04. The percentage with a domicile in England dropped from 23% in 1999/2000 to just 14%, or 320, in 2003/04.

Of the 790 undergraduates starting undergraduate ITT courses in 2003/04, 675, or 85% were domiciled in Wales. The figure for PGCE courses was 1,175, out of the 1,550, or 76%. No doubt the figure for PGCEs domiciled in England would include some who had undertaken their first degree in Wales. By contrast, 85 students with a domicile in Wales started an undergraduate ITT course in England in 2003/04 and 365 started an ITT postgraduate course in England. No breakdown by primary and secondary courses is available.

It seems that, since the introduction of tuition fees, students have been opting for undergraduate courses closer to home. This trend is likely to intensify when top-up fees are introduced in England in 2006, whatever the outcome of the fees issue is in Wales.

## **PREVIOUS DISCUSSIONS REGARDING PRIMARY TRAINING TARGETS**

The issue of whether or not the ITT targets for Wales needed adjustment is not a new one.

In November 2001, ELWa issued a paper (Reference W01/92HE) about primary intake targets following a request from NAW. The paper drew together work carried out during the year with various interested parties including the HEI providers. The paper noted in section 1.6, that the primary teacher workforce in Wales represented 6.5% of the England and Wales total whereas Wales had 8.7% of the primary intake target for ITT at that point.

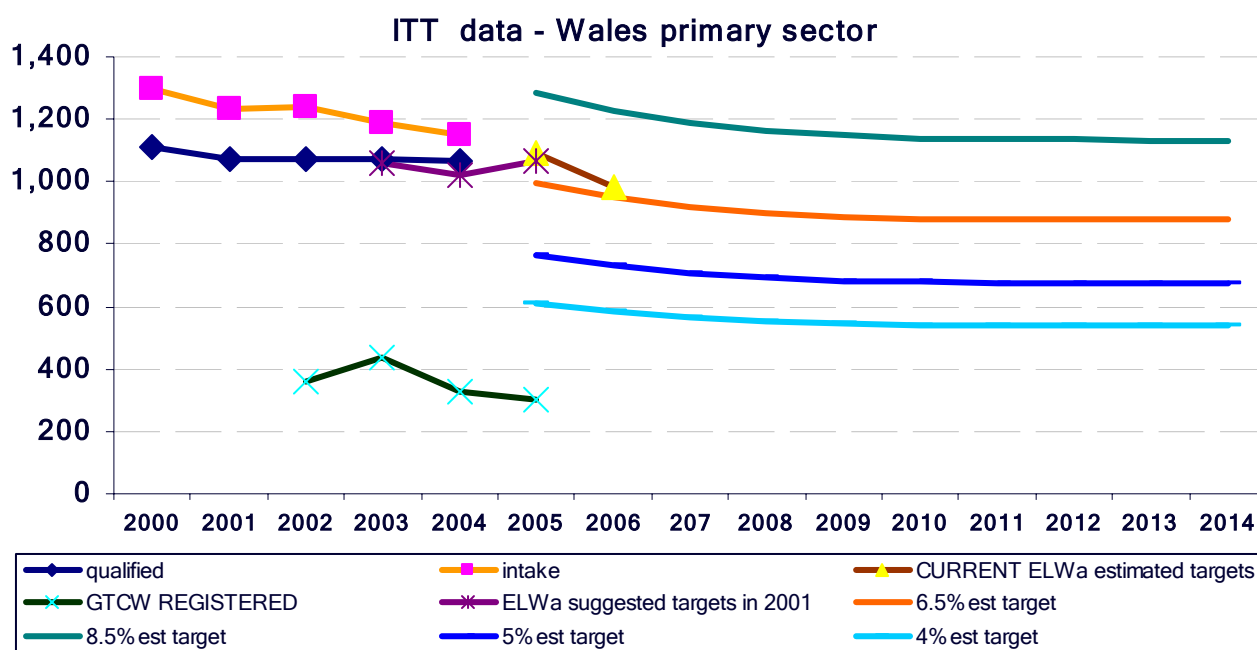
The ITT target letter, issued by HEFCW in November 2004, (W04/72HE) gave notice of a 5% cut in ITT primary Intake Targets for 2005/06 and warned providers that there would be a further cut in 2006/07 targets.

## THE FUTURE

After bringing together all the data, the issue remains as to what are the likely implications for ITT in Wales; and how the targets should be decided. At this stage, only the position for the primary sector has been discussed in any detail. However, it is clear that the decline in pupil numbers will have significant consequences for the secondary sector during the forthcoming decade that cannot just be ignored.

In attempting to model the future position for primary targets, the present planning assumptions in use by the DfES were considered. The outcomes based upon using DfES assumptions about total teacher numbers and modelling the effects at different percentages of the total workforce are shown on the accompanying graph.

At present, Wales has around 6.5% of the total primary teaching force for Wales and England.



## **POLICY ISSUES**

The extent to which the England and Wales ITT Model remains useful for Wales partially depends upon the degree of divergence over policy issues between Wales and England that affect the variable used within the Model.

There are a number of key policy questions that need to be considered before any outcome can be reached. These include:

- **What are the expectations regarding teacher training in the new 'fees' climate on the part of potential trainees? Will they be different between students in Wales and England**
- **What level of over supply is acceptable?**
- **Are undergraduate courses a general education or part of preparation for a career in teaching? Is there any greater responsibility to PGCE students compared with undergraduate students when it comes to finding a teaching post or should they compete with those on undergraduate courses? If the latter, how will debt levels affect willingness to undertake a fourth year of study?**
- **What are the needs of Welsh language schools, and how can they be protected if training targets are reduced. Is there any difference between undergraduate and postgraduate routes in the output of teachers trained through the medium of the Welsh language?**
- **Are there any implications from the recent rise in the number of trainees who are domiciled in Wales, especially on undergraduate courses?**

## CONCLUSION

Two key issues underpin this paper. Firstly, should Wales follow the practice of Scotland and Northern Ireland and develop its own teacher supply model, or should it continue as a part of the model developed in London? Secondly, no model can ever be completely accurate and it is better to err on the side of over supply than to risk a shortage of teachers. However, there is ample evidence that, unless policy changes occur, some difficult decisions will need to be made regarding the targets for both primary and secondary ITT places within Wales during the next decade. To avoid taking these decisions may result in both the expenditure of unnecessary resources and a significant cadre of trained but unemployed teachers.

John Howson

June 2005

**Annex E****Intake targets 2006-07**

	<b>Undergraduate</b>	<b>Postgraduate</b>	<b>total</b>
Primary	589	458	1047
Secondary	153	1114	1267
<b>Total</b>	<b>742</b>	<b>1572</b>	<b>2314</b>

**Intake targets 2005-06**

	<b>Undergraduate</b>	<b>Postgraduate</b>	<b>total</b>
Primary	620	470	1090
Secondary	161	1159	1320
<b>Total</b>	<b>781</b>	<b>1629</b>	<b>2410</b>