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# Evaluation of Welsh-Medium Provision in Initial Teacher Education

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## Evaluation of Welsh-Medium Provision in Initial Teacher Education

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Views expressed in this report are those of the researcher and not necessarily those of the Welsh Government

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## Glossary

<b>Acronym</b>	<b>Definition</b>
CYDAG	Cymdeithas Ysgolion Dros Addysg Gymraeg
CPD	Continuous Professional Development
EWC	Education Workforce Council
HEFCW	Higher Education Funding Council for Wales
HEI	Higher Education Institution
ITE	Initial Teacher Education
ITT	Initial Teachers Training
NMWCTET	North and Mid Wales Centre for Teacher Education and Training
NQT	Newly Qualified Teacher
PGCE	Postgraduate Certificate in Education
PLASC	Pupil Level Annual School Census
QTS	Qualified Teacher Status
SEWCTET	South East Wales Centre for Teacher Education and Training
SWWCTE	South West Wales Centre of Teacher Education
TCLC	Teachers' Certificate of Language Competency
WMIS	Welsh Medium Improvement Scheme

## 1. Introduction

1.1 In December 2017, the Welsh Government appointed OB3 Research, in conjunction with Arad Research and Dateb, to undertake an evaluation of Welsh-medium provision in Initial Teacher Education (ITE).

1.2 The aim of the evaluation is to understand the current support provided to develop Welsh-medium and Welsh language teaching within ITE. The overall objectives of the evaluation are to:

- review the evidence, findings and recommendations available via existing reviews and evaluations to assess the overall contribution of Welsh-medium provision within ITE
- identify the strengths and weaknesses of existing provision
- assess the coherence of current provision in meeting policy objectives
- assess how existing arrangements fit with educational reforms, in particular the ITE accreditation criteria, the new curriculum and the Welsh Government's Welsh language vision of reaching a million speakers by 2050 *Cymraeg 2050*
- assess the extent to which current arrangements meet the needs of individuals (ITE students and beginning teachers) and organisations (schools and consortia).

1.3 For the purposes of this evaluation, we set out to define Welsh-medium ITE provision at the outset. A definition was agreed with the evaluation steering group whereby a student was considered to participate within Welsh-medium ITE if they were or had been involved in at least one of the following elements:

- provision delivered by ITE Centres through the medium of Welsh (e.g. lectures and subject based seminars, tutorials and teaching resources etc)
- provision delivered by ITE Centres to improve trainees' Welsh language skills, including provision available via WMIS

- provision delivered by ITE Centres (and via the Welsh-Medium Improvement Scheme [WMIS]) to equip trainees to teach in Welsh-medium school settings (e.g. pedagogical aspects)
- experiences gained by trainees of teaching through the medium of Welsh during school placements.

1.4 The methodology adopted included desk based research, interviews with Welsh Government officials and other key stakeholder organisations, fieldwork with trainees and staff from ITE providers, as well as a package of fieldwork across a range of primary and secondary schools.

### **Structure of this report**

1.5 This report is presented in twelve chapters as follows:

- chapter one: this introduction to the report
- chapter two: an outline of the evaluation methodology, our approach to delivering community benefits and the profile of those who contributed to the fieldwork
- chapter three: a review of relevant policy and strategic documents relating to the Welsh language, education reform and ITE reform
- chapter four: an overview of current Welsh-medium ITE provision including the approaches adopted by each of the three ITE Centres and initiatives such as the Welsh-Medium Improvement Scheme (WMIS), the Teachers' Certificate of Language Competency (TCLC) and the Cynllun Colegau Cymru
- chapter five: an overview of data and trends relating to Welsh-medium ITE take- up and the language profile of the teaching workforce
- chapter six: findings from the fieldwork in relation to the profile of ITE students

- chapter seven: findings from the fieldwork in relation to Centres' Welsh-medium ITE provision
- chapter eight: findings from the fieldwork in relation to the additional initiatives of WMIS, the TCLC and the Cynllun Colegau Cymru
- chapter nine: findings from the fieldwork in relation to the extent to which provision is meeting the needs of trainees, teachers and schools
- chapter ten: findings from the fieldwork in terms of future priorities and changes required
- chapter eleven: our conclusions and recommendations for this evaluation.

## **2. Methodology**

2.1 This chapter sets out the method deployed for undertaking the evaluation and offers a view about the strengths and limitations of the approach adopted. The chapter also summarises the approach to delivering community benefits as part of the study and offers a profile of ITE trainees, teaching staff and schools who contributed to the evaluation.

### **Method**

2.2 The evaluation, which was undertaken between December 2017 and April 2018, encompassed the following elements of work:

- an inception stage which included attendance at an inception meeting with the study Steering Group, scoping interviews with ITE providers, accessing relevant information and documentation in relation to ITE provision and preparing an evaluation inception document
- desk based research which included a detailed literature review of Welsh Government policy and strategy documents as well as published data on participation in Welsh-medium ITE
- preparing research instruments which included semi-structured discussion guides for use with a range of contributors including current trainee teachers, current teachers and teacher training co-ordinators and mentors from schools
- conducting face to face interviews with 21 policy and strategic stakeholders (including nine Welsh Government representatives and representatives from the Higher Education Funding Council for Wales (HEFCW), Cymdeithas Ysgolion Dros Addysg Gymraeg (CYDAG), Coleg Cymraeg Cenedlaethol and the four regional educational consortia)
- conducting a mix of focus groups and individual interviews with 14 (Excluding University of South Wales. Interviews were held with 4 contributors from University of Wales Trinity Saint David, 4 from Bangor University, 2 from

Aberystwyth University and 4 from Cardiff Metropolitan University) representatives from four of five ITE providers operating across three centres (including representatives responsible for WMIS at Aberystwyth University), namely:

- North and Mid Wales Centre for Teacher Education and Training (NMWCTET), provided by Bangor University and Aberystwyth University
  - South West Wales Centre for Teacher Education (SWWCTE) provided by University of Wales, Trinity St David at Swansea and Carmarthen
  - South East Wales Centre for Teacher Education and Training (SEWCTET) provided by the University of South Wales and Cardiff Metropolitan University.
- conducting seven focus groups with a total of 52 trainee teachers identified and selected by ITE providers. Of these 25 trainees were undertaking a primary teaching course and 27 were undertaking a secondary teaching course. In all, three focus groups were held for trainee teachers studying at NMWCTET, three focus groups for trainee teachers studying at SWWCTE and two focus groups for trainee teachers studying at SEWCTET
  - undertaking a mix of focus groups and individual interviews with 73 representatives at 18 schools (8 primary and 10 secondary). The profile of these schools was as follows:
    - the eight primary schools were all Welsh-medium schools
    - five of the secondary schools were Welsh-medium, four were bilingual (two Type A, one Type B and one Type C) and one was an English-medium school (Bilingual Type A schools are [defined](#) as schools where at least 80% of subjects apart from English and Welsh are taught only through the medium of Welsh to all pupils. One or two subjects are taught to some pupils in English or in both languages. Bilingual Type B schools are defined as schools where at least 80% of subjects (excluding Welsh and English) are taught through the medium of Welsh but are also taught through the medium of English. Bilingual Type C schools are defined as

schools where 50% to 79% of subjects (excluding Welsh and English) are taught through the medium of Welsh but are also taught through the medium of English)

- geographically, six of the schools were located in the south-east, six were based in mid or the south-west and the remaining six were based in north Wales
- the sample provided an adequate coverage of the ITE Centres' work, with all secondary schools within the sample collaborating with at least two (often three) ITE Centres each. On average, primary schools collaborated with fewer ITE Centres, mostly those which were within close geographical proximity.

The profile of school based contributors is set out at Table 2.1.

**Table 2.1: Profile of school based contributors**

	Number
ITE Co-ordinator (or other senior representative)	17
Language Mentor (Secondary only)	6
ITE (Subject) Mentor	19
New teachers who undertook their ITE through the medium of Welsh	27
New teachers who undertook their ITE through the medium of English	4
Total interviewees	73

- arranging a de-briefing session for all researchers to identify and discuss key evaluation themes and findings, analysing all qualitative fieldwork write-ups and preparing a draft evaluation report
- considering possible approaches and models for the future and setting out recommendations on preferred options.

### **Community Benefits**

2.3 It was agreed that as part of this evaluation the research team would offer opportunities for students based at contributing universities to participate in the research. An offer was made to all five universities for a few of their students to observe fieldwork either at their university of participating schools. In the event,

three students at one university were eager to gain this experience. Two observed focus group discussions with current ITE students and one observed a visit to a school and found the experience a positive one. It emerged that travel costs to visit schools was a barrier for students so it was agreed that these costs would be reimbursed.

### **Methodological considerations**

- 2.4 Two of the ITE Centres were able to share databases for their partner schools in order to inform the sampling selection. Whilst the third did not do so, it was evident from discussions with ITE providers that there is a significant overlap across the schools with which they collaborate and so it was expected that a sample of schools for visit from these two databases would allow for the capturing of feedback on the work of all three ITE Centres.
- 2.5 A sample of 20 schools (10 primary and 10 secondary) was originally identified and approached for this evaluation. Of the 18 schools visited, four were substitute schools. Despite identifying and approaching substitute schools for the remaining two, it proved impossible to make arrangements to visit them as part of this evaluation due to a variety of reasons including other educational commitments and events taking place within schools over the research period.
- 2.6 Our original intention had been to interview a total of 60 trainee teachers via focus group discussions. However, the numbers participating (at 52) was slightly lower than planned as no focus group was held at one ITE provider location. Despite this, we take the view that the sample secured offers a robust and reliable base for the evaluation given the consistent nature of the themes raised during these discussions although some caution should be exercised given the fact that the views of current students at one institution are not reflected within the evaluation. Of those interviewed, 14 were studying at SEWCTET, 21 were studying at NMWCTET and 17 were studying at SSWCTE.

- 2.7 In the same manner, our original intention had been to interview a sample of 40 practising teachers who had previously participated in Welsh-medium ITE provision. In the event, the evaluation sample included 27 such individuals as several of the schools visited (particularly primary settings) only had one such teacher available to meet with us.
- 2.8 One challenge for this evaluation has been to identify practising new Welsh-speaking teachers who have not participated in any Welsh-medium ITE provision. Feedback from ITE providers suggest that relatively few Welsh-speaking trainees opt to follow the English-medium ITE course. Indeed, our school visits only identified four such individuals (although a further few contributors such as ITE mentors had not participated in Welsh-medium ITE provision and their views have been reflected within the report). Efforts made to boost the number of these contributors by approaching specific schools which were known to the Welsh Government to employ such individuals proved unsuccessful.

### 3. Policy and strategic context

3.1 This section discusses the policy context in terms of the Welsh language, education reform and initial teacher training reform.

#### Welsh Language

3.2 Since devolution, a series of national strategies, action plans and accompanying legislation have served to support the Welsh language and Welsh-medium education. [Iaith Pawb](#) (2003) set out a national action plan for a bilingual Wales, which has been built upon in successive national strategies, notably the [Welsh-medium Education Strategy](#) (2010), [Welsh Language Strategy](#) 2012-2017 A Living Language: A Language for Living (2012) and most recently [Cymraeg 2050](#) (2017) which is discussed below. In addition, the Welsh Language (Wales) [Measure 2011](#) gave the Welsh language official status in Wales and created a new legal framework for the use of the Welsh language in the provision of public services.

#### *Cymraeg 2050 and its Work Programme*

3.3 Welsh-medium ITE has a role to play in realising the Welsh Government's target of reaching a million speakers by 2050 as set out in Cymraeg 2050 and its related Work Programme. The Welsh Government sets out three key targets in relation to the number of teachers teaching Welsh or teaching through the medium of Welsh:

- increasing the number of primary teachers who can teach in Welsh from its current level of 2,900, to 3,100 by 2021, to 3,900 by 2031 and to 5,200 by 2050
- increasing the number of secondary teachers who can teach Welsh from 500 to 600 by 2021, to 900 by 2031 and to 1,200 by 2050
- increasing the number of secondary teachers who can teach through the medium of Welsh from 1,800 to 3,200 by 2031 and 4,200 by 2050.

3.4 Achieving these targets presents considerable challenges, particularly in the context of the current situation with regard to recruiting teachers to Welsh-medium education.

### *Welsh-medium Education Strategy*

- 3.5 The 2010 Welsh-medium Education Strategy underlined the importance of ensuring a Welsh-medium education workforce that is ‘sufficient in quality and in number to meet the growing needs of Welsh-medium provision in all sectors’. The evaluation of the Strategy, published in 2016, found that:
- the implementation of the 2010-2015 Strategy had not made a significant contribution to the critical mass of the Welsh-medium teaching workforce
  - many headteachers feel that the supply of Welsh-medium practitioners is insufficient, and
  - a shortage of practitioners in some subjects has resulted in difficulties in filling vacancies.
- 3.6 The recommendations presented in the Evaluation of the Welsh-medium Education Strategy informed the Welsh Government’s [Welsh in Education Action Plan](#) 2017-2021, published in December 2017. The Action Plan commits the Welsh Government to working in partnership with the Education Workforce Council to develop a comprehensive and systematic method of assessing the supply of, and demand for, Welsh-medium practitioners within the sector. Priority actions for workforce planning and professional learning are: developing a clearer picture of practitioners’ Welsh language skills and ability to teach through the medium of Welsh; increasing Welsh language and Welsh-medium teachers and support staff by 2021; ensuring that future ITE programmes foster student teachers’ appreciation of the Welsh language and provide opportunities for them to develop their proficiency in Welsh.

### **Welsh Government education reform**

#### *Education in Wales – Our National Mission*

- 3.7 This evaluation of Welsh-medium initial teacher education is taking place at a time of significant reform to arrangements for initial teacher education and to curriculum

and assessment arrangements, which have implications for the way in which teachers are trained and for professional standards across the workforce.

- 3.8 [Education in Wales: Our National Mission](#) - Action Plan for 2017-2021 is the key policy document that sets out how the school system in Wales will move forward over the period up until 2021 to secure the effective implementation of a new curriculum. The Action Plan provides information on the range of actions being taken forward nationally and by other intermediary partners. It refers to the planned reforms to the system of ITE and sets out a range of priorities for professional learning, including building capacity to 'teach Welsh as a living language and ensure that greater numbers can work effectively in Welsh-medium and bilingual settings'.

*Initial Teacher Training Reform*

- 3.9 Initial teacher training provision in Wales has been subject to a number of reviews and developments over the last ten years with current Welsh Government plans expected to have a fundamental bearing upon the provision from September 2019 onwards.

*Review of Initial Teacher Training Provision in Wales (2006)*

- 3.10 The 2006 [Review of Initial Teacher Training Provision in Wales](#) conducted by Professor John Furlong made a series of recommendations to improve teacher training provision across Wales. One key recommendation implemented by the Welsh Government was a reorganisation of teacher training and the introduction of three Initial Teacher Training (ITT) Centres across Wales. The review also recommended that there was a need to reduce the number of ITT places available whilst protecting, even increasing, the number of Welsh language trainees.

*A Review of Initial Teacher Training in Wales (2013)*

- 3.11 A later review by Professor Ralph Tabberer of teacher training quality and consistency in 2013 ([A Review of Initial Teacher Training in Wales](#), July 2013) reported that despite improvements having been made to provision since the Furlong review was published, progress had been slow and ITT standards were

considered to be adequate rather than good. The review reported that the new Centres had been slow to 'implement the stronger and more coherent management approach that they need in order to consolidate ITT best practices and to ensure consistently high standards'.

- 3.12 Despite its wide-ranging recommendations, Professor Tabberer's review did not offer any specific recommendations in relation to Welsh-medium provision within teacher training provision. It did however suggest a number of related recommendations including the need to maintain flexible teacher training incentives to 'attract high performing candidates in specific areas of need', for providers to 'review their training models and pedagogic models' and to consider making 'joint appointment in priority subjects and adopt common performance management approaches' for staff.

*Teaching Tomorrow's Teachers (2015)*

- 3.13 In March 2014, Professor John Furlong was appointed by the Welsh Government as an Initial Teachers Training Advisor for a two-year period to help raise standards within the sector. In his report (['Teaching Tomorrow's Teachers'](#), March 2005) he considers the challenges facing the initial teacher education sector and offers a number of recommendations on how to raise the quality of provision, although none of these deal specifically with Welsh-medium provision. In his review, Professor Furlong reinforces his concerns around the quality of provision in Wales as well as the need for provision to be better aligned with the needs of schooling within this century and for teachers to be able to teach students to 'learn how to learn'. He makes a series of recommendations including revising the Standards for Newly Qualified Teachers (NQTs), establishing a revised accreditation process for providers, phasing out the primary undergraduate course and replacing it with a four-year degree course as well as monitoring the impact of financial incentives upon recruitment to the sector. Finally, the review also considers the merits of adopting three possible future ITE delivery models including: (i) maintaining the five current HEI providers, (ii) developing a national single university centre and (iii) consolidating provision into three regional universities.

### *The Teacher Education Accreditation Group*

- 3.14 In the autumn of 2015 a task and finish group was established to address Professor Furlong's recommendation of establishing revised accreditation processes for ITE provision. Draft accreditation criteria were developed and published for consultation during the autumn of 2016.
- 3.15 In a [Written Statement](#), Kirsty Williams, Cabinet Secretary for Education announced the publication of the final accreditation criteria which initial teacher education programmes in Wales would be required to meet from September 2019 onwards. The '[Criteria for the accreditation of initial teacher education programmes in Wales](#)' sets out the fundamental requirements that ITE providers must demonstrate for the future to improve the quality and consistency of provision. These five requirements are:
- an increased role for schools
  - a clearer role for universities
  - joint ownership of the ITE programme
  - structured opportunities to link school and university learning, and
  - the centrality of research.
- 3.16 As part of this move towards accreditation, the Welsh Government appointed the Education Workforce Council (EWC) to accredit individual ITE programmes, who then established the Initial Teacher Education Accreditation Board (the 'Board'). Partnerships were required to submit their programmes to the EWC Board for accreditation by the start of December 2017 and the outcome is expected in June 2018. The new ITE programmes are expected to be marketed to prospective students from summer 2018 onwards.

### *Curriculum reform*

- 3.17 In March 2014, Professor Graham Donaldson was tasked by the Welsh Government to conduct a fundamental Review of Curriculum and Assessment Arrangements in Wales from Foundation Phase to Key Stage 4. His 2015 report, '[Successful Futures](#): Independent Review of Curriculum and Assessment

Arrangements in Wales’, considered the fundamental purposes of education and recommended curriculum and assessment arrangements that can best fulfil those purposes. The report set out four core purposes of the new curriculum, which constitute the starting point for all decisions relating to the design and content of the new curriculum. They set out the vision that all children and young people in Wales will be:

- ambitious, capable learners, ready to learn throughout their lives
- enterprising, creative contributors, ready to play a full part in life and work
- ethical, informed citizens of Wales and the world
- healthy, confident individuals, ready to lead fulfilling lives as valued members of society.

3.18 Professor Donaldson’s report made a series of recommendations on changes to curriculum structure and assessment arrangements. All recommendations were accepted by the then-Minister for Education and Skills and in October 2015, the Welsh Government published [‘Qualified for Life’](#), setting out plans for developing and implementing a new curriculum. Qualified for Life also underlined the need to ‘reform ITT so that new teachers entering the profession are the best qualified and best trained’ in order to deliver the Welsh Government’s vision for the new curriculum arrangements.

*Professional standards for teaching and leadership*

3.19 As noted above, Professor John Furlong concluded in his 2015 review of initial teacher education, that the curriculum reform process arising from Successful Futures ‘necessitates a fundamental re-conceptualisation of all of the teaching Standards in Wales - from the Standards for qualified teacher status right through to the Standards for head teachers’. Following a period of engagement and trialling with practitioners and stakeholders led by Professor Mick Waters, proposals for new teaching and leadership standards were subject to a public consultation and subsequently published in September 2017. Newly Qualified Teachers (NQTs) commencing induction on or after 1 September 2017 are required to work to the new standards. All other serving teachers and leaders will move to the new

standards by September 2018 to allow a year for a managed transition. The standards include descriptors relating to the use and development of Welsh language skills.

### **The Coleg Cymraeg Cenedlaethol's review of ITT entry requirements**

- 3.20 In January 2013 the Welsh Government wrote to the Higher Education Funding Council for Wales (HEFCW) outlining the new entry requirements for ITT providers from 2013 onwards. The letter stipulates that 'a new entry requirement will come into effect making it mandatory for all ITT Providers to ensure that all entrants are assessed as having functional personal skills in literacy applicable in a professional teaching contest'. In its communication to HEFCW, the Welsh Government requested that HEFCW, in collaboration with the Coleg Cymraeg Cenedlaethol present a report by July 2013 on the implementation of a specific Welsh-medium entry requirement and the implications that this may have on the quality and supply of applicants taking up Welsh-medium ITT places should a statutory requirement be introduced.
- 3.21 In its Interim Advice on Initial Teacher Training to the Welsh Government the Coleg Cymraeg Cenedlaethol (Coleg Cymraeg Cenedlaethol (July 2013) Interim Advice on Initial Teacher Training) highlights that there is no agreed definition of what constitutes Welsh-medium provision across the sector and that providers claim that the course is available 100 per cent through the medium of Welsh despite a significant proportion of the teaching being conducted through the medium of English. The review recommends that any definition of Welsh-medium ITT provision be based upon the student experience of that provision, rather than one which is based upon the competence of a student who has pursued the option to teach through the medium of Welsh. It recommends that Welsh-medium ITT provision be defined by the following minimum thresholds where students had:
- undertaken the school-based practice through the medium of Welsh at a Welsh-medium or bilingual school
  - prepared materials in Welsh

- submitted all written work (where relevant) through the medium of Welsh, and
- pursued at least two thirds of the institution-based programme through the medium of Welsh.

- 3.22 The second key area covered by the Interim Advice relates to the proposed introduction of Competence Certificates to address the existing view that the arrangements for certifying whether newly qualified teachers were appropriately qualified or competent to teach through the medium of Welsh was varied. The Coleg Cymraeg Cenedlaethol acknowledges that there had been prior discussions about this idea for some time but that the issue had not been progressed. The Interim Advice recommends that an all-Wales Competence Certificate be developed within two years, with the process being facilitated and supported by the Coleg. The Certificate would be available to any ITE students and not necessarily those who had studied a Welsh-medium programme.
- 3.23 A third area of discussion within the Interim Advice relates to the implications of the Welsh Government's decision, following the Tabberer Review, to introduce a B grade in English Language and Mathematics at GCSE as an entry requirement for ITT applicants from 2014/15 onwards. The Coleg Cymraeg Cenedlaethol recommended that a similar approach be adopted for the Welsh language provided detailed consideration be given to the implications of doing so and an appropriate lead-in time offered to ensure that potential applicants be aware of the new requirement.
- 3.24 The fourth and final areas discussed within the Interim Advice related to the WMIS. The Coleg Cymraeg Cenedlaethol recommended that the scheme be continued and enhanced to ensure that 'as many students as possible benefit' from it. It also recommended that 'all students in receipt of the WMIS Incentive Supplement, as a condition of their award, achieve the levels of proficiency required to receive the Competency Certificate'.

## **Estyn inspections of ITE**

3.25 It is worth reflecting upon the findings of Estyn's most recent reviews of ITE Centres, undertaken between 2012 and 2015, which paints a somewhat unsatisfactory picture of provision, although follow up visits suggest that all three centres had been able to implement sufficient progress thereafter:

- North and Mid Wales Centre for Teacher Education and Training ([May 2015](#)): Estyn found current performance and prospects for improvement to be unsatisfactory. One recommendation made was the need to 'improve trainees' abilities to develop pupils' skills in literacy, numeracy, ICT and Welsh'. The follow up visit (Monitoring Report [June 2017](#)) considered that the Centre had made sufficient progress since core inspection
- South East Centre for Teacher Education and Training ([May 2013](#)): Estyn's inspection found the centre's current performance to be adequate and prospects for improvement to be unsatisfactory. The follow up visit (Monitoring Report for [July 2014](#)) considered that the Centre had made sufficient progress since the core inspection in May 2013
- South West Wales Centre of Teacher Education ([May 2012](#)): Estyn found the provider's current performance to be adequate and prospect for improvement to be good. One key recommendation was to 'improve trainees' knowledge and understanding of the Welsh language'. The follow-up visit (Monitoring Report for July 2014) considered that the Centre had made sufficient progress since the core inspection in May 2012.

## **4. An overview of Welsh-medium ITE provision**

- 4.1 This chapter provides an overview of the schemes which supplement ITE provision in Wales including the Welsh-Medium Improvement Scheme (WMIS), the Teachers' Certificate of Language Competency (TCLC) and the Cynllun Colegau Cymru. It draws, as appropriate, on findings and evidence presented in other reviews of these schemes.

### **The Welsh-Medium Improvement Scheme (WMIS)**

- 4.2 WMIS was first established as the Welsh-Medium Incentive Supplement Scheme in 1988 for secondary ITE trainees. In 1990 the scheme was extended to primary sector trainees but support for this cohort was later withdrawn in 1992.

#### *Review of Welsh-Medium Incentive Supplement Scheme (WMIS)*

This review (Martin Rolph (15 November 2004) 'Review of Welsh-Medium Incentive Supplement Scheme' (Welsh Assembly Government) unpublished), undertaken in 2004, explores how WMIS was promoted and delivered at that time and offers an assessment of its effectiveness in attracting more students to train to teach through the medium of Welsh. The review also offers recommendations for the future of the scheme. It found that at the time:

- a payment of £1,200 was made available to Postgraduate Certificate in Education (PGCE) students undertaking secondary initial teacher training who intended to teach through the medium of Welsh. The review found that this fee was inadequate (as the amount had remained unchanged since the scheme's inception in 1988) and recommended that it be modestly increased (to a £1,500 to £2,000 range). Furthermore, the review recommended that the incentive for those studying mathematics and science PGCE courses be set at a higher rate than other subjects
- WMIS applicants had to study a PGCE course where a significant amount of the course was taught through the medium of Welsh but the incentive was only attached to a limited number of PGCE courses at the time. The review recommended that eligibility for the incentive be revised and formally

published and be available to any initial teacher training secondary PGCE courses delivered by HE providers which met these minimum eligibility guidelines

- decisions on eligibility of individual students was made by the institutions running courses, with payments made to students in two halves (during the start of the second term and during their third and final term)
- each institution was expected to provide 30 hours of common language enhancement provision for improving language skills for specific subject areas. However, the review found that 'in practice, probably only Aberystwyth is currently managing to resource the full 30 hours, with the others achieving somewhat less'
- students were expected to come together for three weekend sessions amounting to 18 hours in all
- the number of WMIS participants fluctuated in the 50 to 80 range (65 in 2000/01, 79 in 2001/02, 72 in 2002/03 and 54 in 2003/04)
- the review concluded that 'there is no definitive objective information on the difference the scheme makes as compared with no intervention'
- despite drawing this conclusion the review noted providers' subjective views that WMIS:
  - had a role to play in encouraging trainee teachers to enrol for initial teacher training through the medium of Welsh, where they would not otherwise have done so
  - improved the quality and confidence of trainee teachers to teach through the medium of Welsh
  - did not provide enough of an additional financial incentive to compensate for the additional work involved, which meant that a 'number of trainee teachers' had 'decided not to undertake' it through the medium of Welsh.
  - generated very positive course evaluations as completed by trainees and that the additional work had been valuable for trainees.

4.3 The review concluded that ‘it seems unlikely that WMIS is or could be a major factor in increasing numbers on Welsh-medium initial teacher training courses.... A more significant outcome of the WMIS scheme seems to be that it satisfies a need to help improve the competence and confidence of trainee teachers to teach through the medium of Welsh’.

#### *Current WMIS arrangements*

4.4 Since the 2004 WMIS review was undertaken a number of changes have been implemented to the scheme. This section provides an overview of the current implementation model.

4.5 WMIS is a scheme financed by the Welsh Government and available to graduates who are training to teach through the medium of Welsh in secondary schools. It currently accommodates those who want to teach subjects other than Welsh. All participants receive a financial incentive of £1,600 to participate and £2,000 is awarded to those training to teach Maths, Physics and Chemistry.

4.6 The scheme is managed by Aberystwyth University which employs a national co-ordinator to oversee its delivery. Aberystwyth University makes available Welsh Government funding to each ITE Centre (£6,000 each in 2017/18) to employ or contract a language tutor to deliver provision and support the work of trainees.

4.7 As part of the WMIS scheme, trainees are expected to undertake a minimum of 25 hours of Welsh language skills lessons whilst on their ITE course.

4.8 The most recent annual reports for 2016/17 prepared by individual ITE Centres suggest that:

- WMIS trainees tend to make good progress in terms of their Welsh language skills over the course of the academic year although a small proportion of trainees do not experience a change in the grade awarded to them over the course of the year
- the support provided by language mentors across partner schools is considered to be a very important aspect of the provision for trainees

- trainees who do not get teaching placements within secondary schools where there is an opportunity to teach their subject through the medium of Welsh do not make as much progress as those who get this opportunity. In the same manner the lack of leadership within particular school departments can also impact upon the progress achieved by trainees. Broadly, the drop in the number of ITE students studying their course through the medium of Welsh makes it less challenging for Centres to find these teaching placements but that trend is a concern in itself
- there is some evidence that WMIS trainees are given targets and differentiated Welsh language skills provision but this is not consistently the case
- the focus on Welsh language skills development within the ITE provision is upon drilling and reinforcing subject terminology.

4.9 One annual report provided by an ITE Centre for 2016/17 reports that the scheme is problematic in that those wishing to teach a subject other than Welsh but have with a joint degree (where Welsh is one of their degree subjects) have to join the WMIS scheme (but don't necessarily require the support provided). The report calls for the entry requirements to WMIS to be amended to ensure that it is focused on trainee needs, rather than their previous qualifications or subject choice. In particular the report makes the case that there needs to be a recognition that many trainees will not have studied their subject through the medium of Welsh after leaving school and that their Welsh Language GCSE qualification may not reflect their current language skills, given that they would have achieved this at least five years prior to joining the WMIS scheme.

*Proposed future WMIS arrangements*

4.10 Over the course of this evaluation, the Welsh Government has announced its intention to enhance the Welsh-medium financial incentive for the 2018/19 academic year onwards. The WMIS financial incentive of £2,000 will continue to be made available to participants but in addition, the establishment of the new Iaith Athrawon Yfory Incentive Scheme will make available a further financial incentive of £3,000 to students. The first payment of £500 for eligible persons will be paid on

completion of an eligible postgraduate ITE secondary programme in Wales leading to QTS. The majority of the payment, £2,500, will be payable on successful completion of induction at a maintained Welsh medium or bilingual secondary school or teaching Welsh in any maintained secondary setting in Wales.

#### *Schools' involvement*

- 4.11 During 2016/17, 34 secondary schools were contracted to participate in the WMIS scheme i.e. 72 per cent of all 47 Welsh-medium and bilingual secondary schools across Wales participate in the scheme. A progress report for 2016/17 notes that efforts to target other schools 'in order to recruit them to participate in the scheme' (Aberystwyth University (July 2017) 'Welsh-Medium Improvement Scheme Report' p.5) is ongoing, suggesting it has been challenging to secure the participation of the remaining schools.
- 4.12 Each participating school is required to sign a contract with Aberystwyth University which requires them to (Adapted from Aberystwyth University Cynllun Gwella Cyfrwng Cymraeg Pecyn Ysgolion 2017-18):
- allocate a language mentor who will be responsible for the WMIS scheme within their school
  - provide eight hours of language seminars during each school placement period to WMIS participants and report upon attendance to Aberystwyth University
  - observe two lessons for each WMIS trainee and provide a report to the national co-ordinator within five days of the observation to include grades for the trainee based upon the scheme's criteria
  - prepare a short summary report for trainees which summarises their literacy standards and their ability to develop the literacy skills of pupils
  - attend the annual language mentors national training held in the autumn.
- 4.13 Each participating school receives a financial payment of £400 for mentoring up to two WMIS trainees during a single teaching placement, £600 for mentoring between

three and five trainees and £750 for mentoring more than five trainees. Payment is made to schools in January and/or June as appropriate.

- 4.14 Aberystwyth University is expected to hold training sessions for school Language Mentors and during 2016/17, six training sessions were held for these staff.

*National one day courses*

- 4.15 Two national courses are held for WMIS participants in Aberystwyth over the course of each academic year. WMIS participants are expected to attend these and if absent, £200 is deducted from the trainees' grants for each course missed. Attendance levels are therefore good with 97 per cent of trainees attending the first and 88 per cent of trainees attending the second course in 2016/17. The courses aim to build upon the provision available at each ITE Centre – notably developing learners' literacy skills in the classroom and the moderation process for the Competency Certificate. The October 2016 course structure included sessions on language differentiation, building oracy skills, motivating pupils to learn and the resource 'Gair yn Gymorth'. Information gleaned from event feedback forms suggest that attendees regard these events positively –at least 80 per cent of attendees considered the presentations received during the October 2016 event to be either good or excellent.

*WMIS Participants*

- 4.16 During the last academic year (2016/17), a total of 71 trainees had registered on the WMIS scheme which was lower than the 90 who had registered during the previous academic year (2015/16) (Aberystwyth University (July 2017) Welsh-Medium Improvement Scheme Report). During 2016/17 a total of ten trainees left the scheme, the majority of whom left ITE entirely, citing work pressures as the main reason for doing so. One trainee who had left the scheme during 2015/16 re-joined during the second phase of the 2016/17 academic year. The number of trainees who registered and completed the scheme by provider is illustrated in Table 4.1.

**Table 4.1: WMIS Trainees 2016/17**

	Registered September 2016	Completed First term 2016/17	Completed Second term 2016/17
North and Mid Wales Centre for Teacher Education (Bangor University)	18	17	16
North and Mid Wales Centre for Teacher Education (Aberystwyth University)	12	11	11
South West Wales Centre of Teacher Education (University of Wales Trinity Saint David, Swansea campus)	20	17	*16
South East Wales Centre for Teacher Education (Cardiff Metropolitan University)	21	20	19
Total	71	65	62

Source: WMIS database (2016/17 cohort)

\* Including one trainee who re-joined the scheme during 2016/17 having previously left during 2015/16

- 4.17 On joining WMIS each participant is required to undertake an initial language assessment and is awarded a grade of between 1 (the highest) and 4 (the lowest) for their skills. An analysis of data available for 70 participants from the 2016/17 cohort shows that 9 (13 per cent) were awarded the lowest grade, 23 (33 per cent) were awarded a grade 3, 25 (36 per cent) were awarded a grade 2 and 13 (19 per cent) were awarded the highest grade. For the ease of analysis, variations within each grade level have been combined i.e. those achieving a 2-, 2 and 2+ have all been grouped as a level 2 grade. There are notable differences in the initial assessment grades awarded to participants by Centre, with those studying their ITE course at SEWCTE particularly lower than NMWCTE (Which constitutes two institutions) and SWWCTE.

### **Teachers' Certificate of Language Competency (TCLC)**

- 4.18 The purpose of the Teachers' Certificate of Language Competency is to recognise the linguistic skills levels (in speech and in writing) of ITE trainees on completion of their course and demonstrate their ability to teach through the medium of Welsh.

- 4.19 It was first introduced in 2015/16 as a pilot, part-funded by the Welsh Government and delivered by the Coleg Cymraeg Cenedlaethol which has continued to administer the scheme since. The scheme is currently in its third year of delivery. It is offered to Primary PGCE trainees who are pursuing their ITE through the medium of Welsh and to Secondary PGCE trainees who are enrolled on the WMIS scheme. Since it was first introduced, the TCLC has also been extended to include Secondary PGCE trainees undertaking their ITE course through the medium of Welsh but who are not enrolled on WMIS. The Coleg Cymraeg Cenedlaethol is also currently considering extending the TCLC to undergraduate ITE trainees.
- 4.20 The certificate comprises two elements. The first assesses the trainees' written Welsh skills via a written examination and this accounts for 40 per cent of the mark. The second part assesses trainees' practical ability to teach through the medium of Welsh which accounts for the remaining 60 per cent of the mark. The practical assessment considers trainees' standard of personal literacy as well as their ability to apply and develop learners' literacy skills. For WMIS participants, these assessments involve the preparation of teaching and learning resources during their second school teaching placement, which are then assessed by school language mentors. In order to gain the certificate, both parts must be passed.
- 4.21 During its pilot year (2014/15) a total of 145 individuals from across PGCE primary and secondary applied for the Certificate and during 2015/16 a total of 178 individuals did so.
- 4.22 WMIS is intended to support ITE trainees to succeed in attaining the TCLC and in this respect the TCLC is considered a 'natural progression' ('dilyniant naturiol' Prifysgol Aberystwyth Cynllun Gwella Cyfrwng Cymraeg Pecyn Ysgolion) for WMIS participants.
- 4.23 Table 4.2 shows the 2016/17 results for 62 WMIS trainees who attempted the TCLC by ITE Centre. In all, 90 per cent (56 trainees) were awarded a satisfactory or higher outcome. 23 per cent (14 trainees) were awarded an excellent outcome and 25 per cent (22 trainees) were awarded a good outcome. The skills level of 10 per cent (6 trainees) was assessed as being of an unsatisfactory standard to achieve the certificate. When comparing these achievements to the initial assessment

grades presented at section 4.16 then it is notable that the proportional improvements from one level to the next are fairly small e.g. 87 per cent of trainees would be considered as being satisfactory or better at the outset of the course. This points to the challenges of evidencing the improvements made by trainees via the TCLC within the short timeframes set by ITE courses.

**Table 4.2: Teachers' Certificate of Language Competency 2017 results**

	Unsatisfactory	Satisfactory	Good	Excellent	Total
North and Mid Wales Centre for Teacher Education (Bangor and Aberystwyth Universities)	0	4	14	9	9
South West Wales Centre of Teacher Education (University of Wales Trinity Saint David, Swansea campus)	3	9	1	3	16
South East Wales Centre for Teacher Education (Cardiff Metropolitan University)	3	7	7	2	19
Total	6	20	22	14	62

Source: WMIS database (2016/17 cohort)

Note that an excellent achievement would be equivalent to a grade 1 initial assessment and an unsatisfactory outcome equivalent to a grade 4 initial assessment

### *Review of the Teachers' Certificate of Language Competency*

4.24 The Coleg Cymraeg Cenedlaethol commissioned one of its Directors, W Gwyn Lewis, to undertake a review ((March 2017) 'Teachers' Certificate of Language Competence – Specification Review Report' for the Coleg Cymraeg Cenedlaethol (unpublished)) of the Teachers' Certificate of Language Competence with a view to exploring how the scheme could be further developed to support the aims and objectives of Cymraeg 2050 and the revised ITE requirements across Wales. The review explored how the scheme had operated over a two year period since first being introducing in 2015/16.

4.25 The review identifies the main strengths of the TCLC as being:

- an effective tool for developing the Welsh language skills of the trainees and how they can develop the Welsh language skills of the pupils they will teach
- a scheme which is consistently delivered by each of the ITE Centres

- a credible national certificate as a result of being delivered under the auspices of the Coleg Cymraeg Cenedlaethol
- a scheme which builds upon the recognised and robust procedures of the WMIS scheme for secondary ITE trainees.

4.26 A large number of issues were raised within the report, including:

- differences in how the TCLC is being applied for primary and secondary ITE trainees (including the fact that there is no designated language mentor available to primary trainees and that a financial incentive is only available to those secondary ITE trainees who are enrolled on the WMIS scheme)
- the lack of ongoing or further linguistic support for ITE trainees after they complete the course and during their first years of teaching
- the need to raise awareness of the TCLC qualification amongst school heads
- the need to address the issue that ITE trainees can pass their Welsh-medium PGCE course and gain Qualified Teacher Status (QTS), but fail the TCLC
- the need to investigate the progression and linguistic continuum between the TCLC and the Cynllun Colegau Cymru scheme. Cynllun Colegau Cymru is a framework to teach Welsh or improve the Welsh language skills of primary trainees studying ITE courses which leads to Qualified Teacher Status (QTS) in Wales. It is discussed further at section 4.31 onwards of this report.

4.27 Furthermore, the review highlights the issue that the final award for trainees is either a 'pass' or a 'fail' despite the fact that trainees' skills level is graded into four grades (namely Excellent, Good, Adequate or Unsatisfactory). The review acknowledges that there may be a need to investigate the possibility of renaming the 'fail' category and giving due consideration to the Welsh Government's concept of a 'Welsh language continuum'. Welsh Government officials who contributed to the evaluation reported that the Welsh Government was currently developing a Welsh language continuum concept which would allow for the Welsh language skills of individuals to be mapped against a continuum, effectively starting as a Welsh learner and progressing to proficiency

4.28 A final point raised within the review relates to the introduction of new professional teaching standards by the Welsh Government which could be considered to render the TCLC 'unnecessary because the QTS would make high standards in Welsh (and English) a mandatory condition' (W Gwyn Lewis (March 2017) 'Teachers' Certificate of Language Competence – Specification Review Report' for the Coleg Cymraeg Cenedlaethol (unpublished) p.11).

*ITE Centre reports*

4.29 The most recent annual reports for 2016/17 prepared by individual ITE Centres suggest that:

- the TCLC exam is proving challenging for applicants who were awarded a grade 3 or below
- one of the main challenges for trainees is to develop the literacy skills of learners and encourage them to apply them in the classroom. The lack of improvement across this area was considered to be one of the main reasons why trainees did not make as much progress as expected
- even those trainees who achieve at least a 2+ or below will require further support to improve their Welsh language skills after completing their ITE course. The support required would need to include written skills.

**Cynllun Colegau Cymru**

4.30 Cynllun Colegau Cymru is a framework to teach Welsh or improve the Welsh language skills of primary trainees studying ITE courses which leads to Qualified Teacher Status (QTS) in Wales. It was first introduced in 1998 and has since evolved in response to key developments such as a review of the scheme (in 2001) and changes to the National Curriculum (in 2009). In 2013, the Coleg Cymraeg Cenedlaethol adopted responsibility for the Scheme's external examination and individual ITE Centres are responsible for its delivery.

4.31 The scheme is available to ITE primary sector trainees whose first language is not Welsh on both BA and PGCE courses.

### *Review of Cynllun Colegau Cymru*

4.32 In May 2017 a Review of Cynllun Colegau Cymru (Ymgynghoriaeth Sbectrw m 'Review of Cynllun Colegau Cymru' May 2017) was prepared for the Coleg Cymraeg Cenedlaethol in light of the fact that the scheme, which had been in existence since 1998, needed to be modified in order to respond to the Welsh Government's goal of creating one million Welsh speakers by 2050. The review was based upon desk research and primary research with stakeholders, schools and trainees. It found that between 450-550 trainees participate in the scheme on an annual basis (451 during 2016, 529 during 2015 and 518 during 2014) with the majority of these studying a PGCE course. The review also found that the structure of the scheme includes:

- an assessment of the Welsh language skills level of prospective teachers via a number of specific assessments during the training period
- students are expected to keep a portfolio of their assessments as a benchmark of their Welsh language abilities
- at the end of the training period, students are awarded a certificate which notes their attainment level at either Stage 1 (the lowest), Stage 2 or Stage 3 (the highest)
- students are assessed annually within their host organisation and this process is moderated by an independent moderator approved by the Cynllun Colegau Cymru Steering Group
- the Coleg Cymraeg Cenedlaethol is responsible for appointing the moderator. 'The Moderator is required to visit each centre to examine all elements of the Scheme, prepare a written report for the Coleg, present the report to the Steering Group in an annual meeting and work on other tasks linked to the development of the Scheme as required.'

4.33 The key findings and recommendations offered by the review are:

- rebranding the scheme to include a change of name and raise awareness of the new scheme amongst a wider audience
- developing a 'national course' to underpin the scheme, particularly at beginner level, to provide greater consistency across the Centres
- that the level of contact hours provided by Centres is insufficient 'to ensure the level of fluency necessary to make a fundamental difference to the way Welsh is taught' in English-medium primary schools and that it would be worth exploring the possibility of extending the academic year to July from 2019 onwards for BA and PGCE courses in order to increase the Welsh language contact hours for trainees. This would ensure that more trainees would reach Stage 3 (the highest level of language fluency and accuracy) by the time they complete their course – at present only 17 per cent of BA trainees and 11 per cent of PGCE trainees reach Stage 3
- allowing space within ITE Centres' timetables to stream trainees according to their language backgrounds given that the linguistic background of students is so varied
- there was a lack of awareness and understanding about the scheme across schools and the review recommended appointing a national co-ordinator for the scheme to promote the work, provide language support for trainees and work with ITE centres' partners schools to ensure trainees are afforded appropriate opportunities whilst on teaching placements.
- exploring how newly qualified teachers can continue to receive support and develop their language skills, during their induction year and beyond in light of the lack of an aftercare plan for newly qualified teachers
- the need to develop more online resources and promote current resources, such as via Y Porth digital platform, to trainees and schools. [Y Porth](#) is the main platform for delivering and managing Welsh-medium provision for student member of the Coleg Cymraeg Cenedlaethol studying in universities across Wales.

## 5. An overview of data and trends relating to Welsh-medium ITE and the language profile of the teaching workforce

5.1 This section includes data relating to the current profile of the teaching workforce in Wales, summarising the language profile of the workforce. It also provides an overview of data on the Welsh language skills of trainee teachers.

### Language profile of the teaching workforce

*The school teaching workforce in Wales – Education Workforce Council's Register*

5.2 The data presented in this section draws on the Education Workforce Council's (EWC's) 2017 Annual Digest. It is based on data collected through the EWC Register of Education Practitioners. The data is drawn from the EWC register current on 1 March 2017:

- there were **36,182** school teachers registered with the EWC. The number of registered teachers has been in decline gradually in recent years. The 2017 figure represents a fall of 4.4 per cent since 2013
- **12,036** (33.3 per cent) of teachers were registered as being Welsh speakers, based on information they provided on registration
- **9,928** (27.4 per cent) of registered teachers were able to teach through the medium of Welsh, based on information provided on registration. The percentage of Welsh-speaking registered teachers and the percentage of teachers able to teach through the medium of Welsh have increased marginally over the past five years.

*The school teaching workforce in Wales – PLASC data*

- This data draws on Welsh Government data collected through the Pupil Level Annual School Census (PLASC). PLASC data provides a breakdown of teachers teaching Welsh as a subject and teaching through the medium of Welsh. Table 5.1 below provides an overview of the data (primary, secondary and middle schools) of the past five years. The data also reveals that in 2016/17:

- **3,294** teachers were teaching Welsh as a first language and an additional **2,065** were teaching other subjects through the medium of Welsh. This totals **5,359**, which accounts for just over half (54 per cent) of all teachers registered with the EWC who are able to teach through the medium of Welsh
- there were **808** qualified teachers able to teach Welsh or through the medium of Welsh but were not doing so.

**Table 5.1: Teaching of Welsh in primary, middle and secondary schools by category, 2012/13 to 2016/17**

	2012/13	2013/14	2014/15	2015/16	2016/17
Qualified teachers teaching Welsh as a first language	<b>3,276</b> 12.8%	<b>3,393</b> 13.3%	<b>3,251</b> 12.9%	<b>3,380</b> 13.6%	<b>3,294</b> 13.4%
Qualified teachers teaching Welsh as a second language only *	<b>9,812</b> 38.5%	<b>9,923</b> 38.9%	<b>9,942</b> 39.5%	<b>9,831</b> 39.5%	<b>9,949</b> 40.4%
Qualified teachers teaching other subjects through the medium of Welsh	<b>2,158</b> 8.5%	<b>2,108</b> 8.3%	<b>2,120</b> 8.4%	<b>2,045</b> 8.2%	<b>2,065</b> 8.4%
Qualified teachers able to teach Welsh or through the medium of Welsh, but not doing so	<b>918</b> 3.6%	<b>824</b> 3.2%	<b>883</b> 3.5%	<b>680</b> 2.7%	<b>808</b> 3.3%
Not qualified to teach Welsh or through the medium of Welsh.	<b>9,349</b> 36.6%	<b>9,235</b> 36.2%	<b>8,995</b> 35.7%	<b>8,938</b> 35.9%	<b>8,513</b> 34.6%
<b>Total</b>	<b>25,513</b>	<b>25,483</b>	<b>25,191</b>	<b>24,874</b>	<b>24,629</b>

Source: Welsh Government Pupil Level Annual School Census (PLASC)

Note: \* These are teachers teaching in English-medium primary schools. The data does not show, but may include, teachers with Welsh language skills or teachers qualified to teach through the medium of Welsh but who are currently teaching in English-medium primary schools

5.3 Extrapolating the data on the secondary school teacher workforce (Table 5.2) also presents a number of points of interest. This data reveals that:

- the number of qualified teachers teaching Welsh as a first language in secondary schools has fluctuated during the past five years, with **378** Welsh first language teachers in secondary schools in 2016/17

- the number of qualified teachers teaching other subjects through the medium of Welsh has decreased gradually over the past five years from **1,870** (in 2012/13) to **1,664** (in 2016/17). As noted earlier in this report the Welsh Government has set a target of 2,200 by 2021 and 3,200 by 2031
- in 2016/17 there were **410** qualified teachers able to teach Welsh or through the medium of Welsh but who were not doing so.

**Table 5.2: Teaching of Welsh in secondary schools by category, 2012/13 to 2016/17**

	2012/13	2013/14	2014/15	2015/16	2016/17
Qualified teachers teaching Welsh as a first language	<b>388</b> 3.1%	<b>444</b> 3.6%	<b>337</b> 2.8%	<b>484</b> 4.1%	<b>378</b> 3.3%
Qualified teachers teaching Welsh as a second language only	<b>617</b> 4.9%	<b>593</b> 4.8%	<b>698</b> 5.8%	<b>626</b> 5.4%	<b>659</b> 5.8%
Qualified teachers teaching other subjects through the medium of Welsh	<b>1,870</b> 15.0%	<b>1,851</b> 15.0%	<b>1,751</b> 14.6%	<b>1,659</b> 14.2%	<b>1,664</b> 14.7%
Qualified teachers able to teach Welsh or through the medium of Welsh, but not doing so	<b>525</b> 4.2%	<b>430</b> 3.5%	<b>471</b> 3.9%	<b>317</b> 2.7%	<b>410</b> 3.6%
Not qualified to teach Welsh or through the medium of Welsh.	<b>9,079</b> 72.8%	<b>9,016</b> 73.1%	<b>8,744</b> 72.9%	<b>8,604</b> 73.6%	<b>8,202</b> 72.5%
<b>Total</b>	<b>12,479</b>	<b>12,334</b>	<b>12,001</b>	<b>11,690</b>	<b>11,313</b>

Source: Welsh Government Pupil Level Annual School Census (PLASC)

Data excludes teachers in middle schools

## Language profile of ITE trainees

### *Context*

5.4 The Welsh Government produces an annual statistical bulletin providing information about students training to become teachers on ITE courses that lead to Qualified Teacher Status (QTS). It covers students studying in Higher Education Institutions in Wales and also students from Wales studying across the UK. Some of the broad points included in the most recent published bulletin ([May 2018](#)) are set out below:

- The number of secondary school ITE students has been declining steeply for some years. In 2016/17, there were **545** first year ITE students on secondary level courses, **326** (37 per cent) short of the target.
- The number of primary school ITE students had been fairly steady for 5 years but fell during 2015/16. In 2016/17 there were **700** first year ITE students on primary level courses, **50** (7 per cent) short of the target.

### *Welsh-medium ITE*

5.5 The annual statistical bulletin includes data on students enabled to teach in Welsh. This includes students who are either completing a course that leads to a certificate for bilingual education or a course that is designed to enable students to teach in English and Welsh. The number of students training to teach through the medium of Welsh has remained fairly constant over the past 10 years, at a time when the number of students training to teach in English only has fallen substantially. The 2016/17 statistical bulletin notes: 'there were 10% more students training to teach in Welsh in 2016/17 than there were in 2007/08, [however] the numbers of students training to teach in English only has almost halved over the same period of time' (Welsh Government ([May 2018](#)) 'Statistical Bulletin – Initial Teacher Education Wales, 2016/17). However, more recently the numbers of students training to teach at secondary level through the medium of Welsh have been falling, which is an area of concern (see Table 5.3).

**Table 5.3: First years on ITE courses in Wales designed to enable students to teach in Welsh and school level**

	School level	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17
Enabled to teach in Welsh	Primary school	145	195	180	135	150	145
	Secondary school	120	105	140	120	95	90
	All	<b>265</b>	<b>305</b>	<b>320</b>	<b>255</b>	<b>245</b>	<b>235</b>
Not enabled to teach in Welsh	All	<b>1,495</b>	<b>1,440</b>	<b>1,330</b>	<b>1,245</b>	<b>1,065</b>	<b>1,010</b>

Source: HESA Student Record

Note: *First years* refers to students enrolled on their first year on courses of Initial Teacher Education (ITE) leading to Qualified Teacher Status (QTS) provided through Welsh HEIs. This includes teachers training to obtain QTS by undertaking a first degree course which combines a degree - usually a BEd, BA or BSc - with QTS or a PGCE course which leads to QTS. There are alternative employment-based routes to obtaining QTS however these are not covered in this data.

Ability to teach in Welsh or not has been based upon [HESA's definition](#) of whether the ITT course is bilingual or not. Individuals identified as those able to teach in Welsh include those who have followed courses which lead to a formal certificate of bilingual education and courses which do not lead to a formal certificate in bilingual education but are designed to enable students to teach bilingually.

### *Subjects of study of secondary students training to teach in Welsh*

- 5.6 Table 5.4 shows the subjects of study of students enrolled on their first year of Welsh-medium secondary school ITE courses. It reveals significant reductions in recent years in the numbers of students studying to teach Welsh as a subject and Modern Languages. There also continue to be relatively low numbers of teachers training to teach Science subjects through the medium of Welsh.

**Table 5.4: Subject of study of first years on Welsh-medium secondary ITE courses, 2011/12 to 2016/17**

	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17
General Science	*	*	*	*	*	*
Biology	5	5	10	*	5	5
Chemistry	5	5	5	5	5	5
Physics	5	5	5	*	5	*
Mathematics	5	5	5	10	5	5
DT	15	5	10	5	5	*
IT	*	*	*	*	5	*
Art	5	5	5	5	*	*
Business	*	*	*	*	*	*
Drama	*	*	*	5	*	5
English	*	5	*	10	*	*
Geography	5	5	5	*	5	5
History	5	5	5	10	5	5
Modern Languages	*	5	35	20	10	15
Music	5	*	*	5	*	*
PE	5	*	10	10	15	10
RE	5	*	*	*	*	*
Welsh	60	50	45	35	25	35
<b>All</b>	<b>120</b>	<b>105</b>	<b>140</b>	<b>120</b>	<b>95</b>	<b>90</b>

Source: HESA Student Record

Data are rounded to the nearest 5. 0, 1 and 2 are rounded to 0 and denoted by \* in the table.

*Data relating to students eligible for WMIS*

- 5.7 Table 5.5 shows that of the 71 WMIS trainees who registered on the scheme for the 2016/17 academic year, trainees were studying across a total of 17 subject areas. The most common subjects studied were Physical Education, followed by History and Maths. It is notable when comparing the data with that of Table 5.4, that very few modern languages students undertaking their ITE PGCE course through the medium of Welsh participate on the WMIS scheme.

**Table 5.5: Subject areas of secondary PGCE students in receipt of WMIS funding (2016/17)**

Art and Design	3
Biology	5
Business	1
Chemistry	4
Drama	4
Design and Technology	4
English	1
Geography	5
History	9
IT	1
Maths	9
Modern Languages	4
Music	2
Physical Education	11
Physics	5
Religious Education	3
Total	71

Source: Welsh Government Database (January 2018)

- 5.8 Information was supplied on the first school placement opportunity provided for the cohort of 2016/17 WMIS trainees in 61 cases. In all, placements were offered across 29 secondary schools with the number of individuals placed varying from one to a maximum of six per school.

*Welsh-medium PGCE in the context of intake targets and actual intake 2016/17*

- 5.9 It is interesting to consider the data set out in the two previous tables in the context of total numbers of students on PGCE courses in Wales and intake targets set by the Welsh Government. Separate Welsh-medium targets are not included in the annual Initial Teacher Training intake targets circular issued by HEFCW. Data for 2016/17 reveals that the intake to PGCE courses (English and Welsh-medium courses combined and across all three ITE centres) was below the targets set for the majority of secondary subjects. Intake was below the target in 15 out of 18 secondary subjects. Intake to primary PGCE courses 2016/17 was also lower than the target. This illustrates the ongoing recruitment difficulties faced by ITE Centres.

5.10 The data also serves to highlight the varying proportions of Welsh-medium PGCE students across different subject areas. Based on the numbers of WMIS-supported students in Table 5.5 above (which is more detailed than the data available through the HESA student record in Table 5.4) the proportion range from 30 per cent of students in Art and Design studying in Welsh to 5 per cent in IT. In most subject areas the proportions of students studying secondary PGCE through the medium of Welsh are below 20 per cent. It is worth considering this data in the context of targets set out in the Welsh Government's Welsh in Education Action Plan 2017-21 to increase the proportion of learners in Welsh-medium education and to increase the number of secondary teachers who teach subjects through the medium of Welsh.

**Table 5.6: PGCE target intake, actual intake and proportion of WMIS students per subject, 2016/17**

Postgraduate Subject	Intake target	Total students on PGCE courses	% Welsh medium students per secondary subject (based on WMIS data 2016/17)
<b>Primary</b>	<b>450</b>	<b>425</b>	<b>N/a</b>
Mathematics	77	60	15%
Chemistry	43	30	13%
Physics	31	20	25%
Modern Languages	74	35	11%
Welsh	48	35	N/a
IT	40	20	5%
Art & Design	45	10	30%
Biology & Integrated Science	68	35	14%
Drama	22	15	26%
Business Studies	13	15	7%
Design & Technology	52	30	13%
English	81	65	8%
Geography	32	25	20%
History	42	50	18%
Music	27	10	20%
Outdoor Activities	5		N/a
Physical Education	53	60	18%
Religious Education	32	25	12%
<b>Total secondary</b>	<b>785</b>	<b>530</b>	-
<b>Total</b>	<b>1235</b>	<b>955</b>	-

Source: HESA Student Record and Welsh Government Data

## 6. Profile of Welsh-medium ITE trainees

6.1 This chapter offers an overview of the number and profile of trainees who enrol on to Welsh-medium ITE provision and their motivations for doing so.

### Trends in participating numbers

6.2 The fieldwork with ITE providers, trainees, teachers and other school representatives reinforces the trends outlined in chapter 5 which show that there has been a general decline in the number of trainees participating in Welsh-medium secondary ITE provision over the last few years whilst the numbers of Welsh-medium primary ITE participants has remained fairly consistent.

6.3 Data gathered from ITE providers as part of the fieldwork about the number of participants enrolled on to Welsh-medium courses during 2017/18 is set out below:

NMWCTET	
Bangor University	<ul style="list-style-type: none"> <li>In all, 41 participants are enrolled on to the Welsh-medium PGCE primary course during 2017/18, which is comparable with the number enrolled in recent years (between 40 and 50)</li> <li>Around 20 to 30 participants typically enrol on an annual basis on to the Welsh-medium BA Primary Education with QTS</li> <li>In all 17 participants are enrolled on to the Welsh-medium PGCE secondary course during 2017/18 (from a total of around 60 participants enrolled on the PGCE secondary course altogether)</li> </ul>
Aberystwyth University	<ul style="list-style-type: none"> <li>Around 12 participants are enrolled on the Welsh-medium PGCE secondary course during 2017/18 (out of a total of 50 enrolled on the PGCE secondary course altogether)</li> </ul>
SEWCTET	
Cardiff Metropolitan University	<ul style="list-style-type: none"> <li>About 30 participants are enrolled on to the Welsh-medium PGCE secondary course during 2017/18</li> <li>In all 24 students enrolled on to the Welsh-medium PGCE primary course during 2017/18. Of these 22 are still in attendance. This figure is similar to previous years (e.g. 25 participants completed</li> </ul>

	the course in 2016/17 and 23 completed in 2015/16)
SWWCTE	
University of Wales Trinity Saint David	<ul style="list-style-type: none"> <li>• 19 participants are enrolled on to a Welsh-medium PGCE secondary course during 2017/18 and a further five participants are undertaking a PGCE secondary course in Welsh. This compares with 20 participants who enrolled on a Welsh-medium PGCE secondary course during 2016/17</li> <li>• 21 participants enrolled on to the Welsh-medium BA Primary Education with QTS during 2017/18, compared with 38 in 2016/17 and 29 in 2015/16</li> <li>• 28 participants enrolled on to the Welsh-medium PGCE Primary with QTS during 2017/18, compared with 33 during 2016/17 and 25 during 15/16</li> </ul>

6.4 The decline in the number of Welsh-medium PGCE secondary participants was attributed to a number of factors, with several of these also being common to English-medium provision. It was suggested by ITE provider and school based representatives that:

- teaching is no longer regarded as an attractive career by the general public and it has suffered from significant negative press coverage over the last few years with prospective trainees deterred by the high workload. Whilst some contributors provided evidence that this was starting to change, it was acknowledged by several school based representatives that prospective Welsh-medium trainees were deterred even further by the additional workload involved in preparing Welsh language teaching materials
- there is now a much greater level of competition for Welsh language skills amongst prospective employees across a broader range of careers and sectors. The introduction of the new Welsh Language Standards, in particular, was thought to have generated demand for individuals with professional Welsh language skills across a wide range of public and private sector organisations. Consequently, it is more challenging for the education sector to recruit from its traditional market

- the introduction of the Welsh Government's policy requiring ITE trainees to hold a grade B GCSE in English and Maths has reduced the sector's recruitment pool even further. By comparison there was some evidence that prospective ITE applicants who did not satisfy these new requirements are looking at study options outside Wales, where entry requirements are sometimes lower. It is worth noting that the new [entry requirements](#) for student teachers from September 2018 onwards will require them to have achieved a standard equivalent to a grade B at GCSE in English and/or Welsh and in mathematics as set out in the Criteria for the accreditation of initial teacher education programmes in Wales.
- there has been a drop in the number of students pursuing A level courses through the medium of Welsh as well as a drop in the number of students taking Welsh as a subject at A level, thereby reducing the possible recruitment pool. Published [data](#) shows that the number of students taking Welsh first language as a subject at A level has dropped from 281 during 2008/09 to 218 by 2016/17, in line with an overall drop in the number of A level students over this time period but no data is available to substantiate the claim that the number of students studying through the medium of Welsh has dropped
- the perception that financial incentives in England are more generous than in Wales is thought to hamper Centres' ability to recruit from amongst those who are undecided on their study location. In reality the situation is slightly more complex depending on the applicant's choice of subject and higher education achievement but at the top end of the scale this perception holds true: trainee teachers (Trainees who have achieved a 1<sup>st</sup>, 2:1, 2:2, PhD or Master's level qualification in Maths may receive a scholarship of up to £22,000 and an early-career payment of £10,000 from 2018/19 onwards) will be able secure funding of up to £32,000 if training in [England](#) compared with up to £25,000 in Wales. Trainees who have achieved a 1<sup>st</sup>, PhD or Master's level qualification in Maths, Physics, Chemistry, Welsh or Computer Sciences may receive funding of £20,000 as well as up to £5,000 via the WMIS scheme from 2018/19 onwards,

- 6.5 The fieldwork with ITE Centres suggests that significant efforts are deployed by course staff to identify, encourage and persuade Welsh speakers to apply and undertake Welsh-medium ITE provision:
- ‘I spot them when they arrive for their interview day ... I know the schools’ [‘Dwi’n sbotio nhw pan ma nhw’n dod mewn ar ddiwrnod cyfweiliad ... dwi’n nabod yr ysgolion’].
- 6.6 This was reinforced by trainees who contributed to the focus groups: two such individuals specifically mentioned that they had either considered or applied for the English-medium course but had been persuaded by staff in their respective institutions to follow their course through the medium of Welsh. One of these contributors had not spoken Welsh regularly since leaving school and was concerned about their standard of Welsh. However, their Welsh language assessment completed at the start of term suggested that they would be capable of pursuing the Welsh-medium course and the trainee switched during the first week of term.
- 6.7 It is understood that a greater number of PGCE trainees self-report as being fluent Welsh speakers at the start of their course than those who choose to undertake the course through the medium of Welsh. [HESA](#) data shows whether the student deems themselves to be a Welsh speaker. Students define themselves as one of four categories - a fluent Welsh speaker, a Welsh speaker who is not fluent, not a Welsh speaker or not known. However, representatives from ITE Centres and, to some extent, trainees argued strongly that there is no evidence of an untapped pool of Welsh speakers who would be capable of, but chose not to, participate in the Welsh-medium provision. Indeed, of the 52 trainee teachers who participated in focus groups during the evaluation only one was pursuing his PGCE Secondary in English. Rather, Centres suggested that they did have trainees with some limited grasp of the Welsh language but who would not be in a position to cope with undertaking their ITE course through the medium of Welsh: trainees frequently referred to these individuals as ones who could hold a brief, informal conversation in Welsh but had either lost confidence since leaving school or had very limited written skills.

6.8 It was frequently the case that ITE Centres and trainees (particularly those training in the south-east) referred to the lack of confidence amongst those who were unsure about studying their course through the medium of Welsh. This was considered to be a common issue amongst trainees who had not studied their A-level or first degree courses through the medium of Welsh, as well as those studying science and technology subjects. It was thought that ITE bilingual provision (where a smaller proportion of provision was available in Welsh as was the case across some secondary subject areas) was particularly appealing for this target group, as it offered trainees a greater degree of reassurance that they would be able to do well on the course.

### **Profile of Welsh-medium ITE trainees**

- 6.9 The focus groups with trainees revealed that the majority had participated in either Welsh-medium or bilingual primary and secondary education. It was noteworthy that the majority of PGCE trainees had studied their undergraduate degree through the medium of English and so recognised the need to familiarise (or re-familiarise) themselves with Welsh language subject terminology.
- 6.10 In terms of their language background, a high number of focus group contributors came from either Welsh speaking families or from families where at least one parent was a Welsh speaker and these generally regarded themselves as being very confident in the language: indeed, a small number admitted to lacking confidence in their English language skills. Overall, fewer came from non-Welsh speaking backgrounds and these contributors were more likely to be studying with a south-east ITE provider and had concerns as to whether their Welsh was good enough for the course. It was not uncommon to hear that trainees who contributed to focus group discussions had not spoken Welsh since leaving school, and a handful of contributors had lived outside Wales for some time prior to enrolling on the course. One such contributor noted:

‘I worry about my Welsh because there are some people here who are just ‘wow’ but I am trying my best’. [‘Fi’n poeni am fy Nghymraeg achos ma rhai pobl yma jyst yn ‘wow’ ond dwi yn trio fy ngorau’.]

### **Motivation to enrol on Welsh-medium ITE provision**

- 6.11 The fieldwork found that the majority of trainee teachers and new teachers who contributed to the evaluation had already decided to undertake Welsh-medium ITE provision prior to enrolling on the course. One of the main drivers for deciding to do so was that it was perceived as offering greater opportunities to secure teaching positions, particularly in parts of Wales where the majority of schools are Welsh-medium or bilingual. Another important driver was that it was considered a natural progression for trainees (particularly if they had undertaken their school or higher education through the medium of Welsh and came from a Welsh speaking family) and that they had simply not considered any other alternative. Others tended to reinforce a view that they had simply 'wanted to give something back' to their community and felt a sense of duty to ensure 'that the language thrived'.
- 6.12 Some of these trainees, despite being committed from the outset to undertaking a Welsh-medium PGCE, were concerned about their ability to cope with the language, particularly in terms of completing Welsh language assignments.

## **7. Availability and nature of Welsh-medium ITE provision**

7.1 This chapter considers the nature of Welsh-medium ITE provision including the extent to which ITE provision is available through the medium of Welsh as well as Welsh language skills provision and school placement opportunities.

### **Welsh-medium ITE provision**

7.2 The fieldwork found that the extent to which ITE provision is delivered through the medium of Welsh differs across ITE providers. On the one hand some provision is delivered wholly in Welsh (other than the odd specialist lecture or seminar) whilst in other cases the only Welsh-medium aspect of provision is Welsh language 'gloywi iaith' sessions and the school placements. The following examples illustrate this variation:

- the vast majority of the BA Primary Education Welsh-medium course at SWWCTE and NNWCTET is delivered in Welsh other than the occasional specialist module which is made available in English
- all SWWCTE student teachers following the PGCE secondary course through the medium of Welsh receive Welsh language provision on a weekly basis when they are in the university. Around half of secondary subjects have Welsh-speaking tutors who provide Welsh-medium or bilingual support in their specialist subject areas
- at NNWCTET, PGCE Welsh-medium secondary trainees at Bangor University receive their professional study provision through the medium of Welsh whilst subject specific provision is delivered bilingually
- at NNWCTET, PGCE Welsh-medium secondary trainees at Aberystwyth University attend generic lectures delivered in English but access supporting materials bilingually. All but one secondary subjects have Welsh-speaking tutors who provide Welsh-medium or bilingual support in their specialist subject areas
- at SEWCTET, PGCE Welsh-medium secondary trainees at Cardiff Metropolitan University attend English lectures but receive Welsh language

Professional Development sessions. A few subject tutors speak Welsh but Welsh language subject provision is dependent upon the number of Welsh speakers enrolled annually by subject

- at SEWCTET, two of the seven primary ITE team are Welsh speakers at Cardiff Metropolitan University and so students are split into Welsh and non-Welsh groups. Trainee teachers reported that the core provision (language, maths and science) lectures were available in Welsh but that the rest (e.g. art, music and English) were delivered in English.

7.3 It was suggested by some school contributors that promoting a course as a 'Welsh-medium course' was in fact 'misleading' in cases where most or all lectures are delivered in English and where the only substantive element of Welsh-medium provision is school placement experience and Welsh language support via the WMIS scheme. This was particularly the case for PGCE secondary courses across SEWCTET and SWWCTE where the subject tutor was not a Welsh speaker:

Teacher L was in his first year of teaching at a Welsh-medium secondary school after completing a History Welsh-medium PGCE at Cardiff Metropolitan University. He previously studied for an undergraduate joint degree in History and Welsh, with aspects of the first year of study being undertaken in Welsh. He considers himself a fluent and confident Welsh speaker and comes from a Welsh-speaking background. He did not realise that none of his PGCE course would be available through the medium of Welsh at the outset and was surprised to find that all lectures and materials were available in English only. His subject mentor was not a Welsh speaker and was not able to properly assess his school placement teaching. He was offered the opportunity to complete his assignments in Welsh but chose not to, as had he done so, these would have been translated into English for assessment purposes.

7.4 However, it was considered important by some ITE provider representatives that this model of provision be available as its flexibility attracted a particular cohort of trainees who lacked confidence to undertake a full ITE course through the medium of Welsh.

- 7.5 The main issues in providing Welsh-medium provision (particularly across the secondary sector) are considered to be two-fold. First, the low number of students enrolled at individual HE institutions makes it financially and logistically challenging to deliver provision that is entirely through the medium of Welsh. In the case of the NMWCTE for instance, of the six trainees studying PGCE secondary Maths at Bangor University only two are currently undertaking the course through the medium of Welsh.
- 7.6 Second, within the secondary sector the lack of Welsh language skills amongst the university staffing cohort makes it difficult for some subject specific content to be delivered in Welsh. A number of Welsh-medium trainees who took part in focus group discussions reported that they receive their subject related seminars or tutorials in English, quite simply because subject specialists within HEIs are not themselves Welsh speakers and/or able to teach through the medium of Welsh. This manifests itself as a real issue when it comes to assessing teaching during school placements – with examples cited of non-Welsh speaking tutors observing Welsh-medium lessons and other non-subject specialists or contracted tutors undertaking the assessments. Some head teachers indicated that this raised questions about parity in the support being provided to Welsh-medium trainees compared with their counterparts studying through the medium of English.
- 7.7 The fieldwork revealed that some ITE provision is delivered bilingually. In the secondary sector this typically involves the provision of English language professional development lectures with accompanying slides and materials in both Welsh and English. Only one example was identified of an ITE provider using simultaneous translation to ensure that these lectures are provided bilingually for the benefit of Welsh-medium trainees. It was also the case that this provider makes arrangements for any trainee Welsh language presentations to be translated for the benefit of the whole group (although this was not always welcomed by trainees due to a view that this was awkward and cumbersome).
- 7.8 It was not unusual to hear that smaller subject based seminars or tutorials, where led by a Welsh speaker, are held bilingually. In these cases, the tutor delivers the sessions in both English and Welsh and materials are usually provided bilingually.

Overall trainees valued being able to discuss their subject through the medium of Welsh and access Welsh language terminology and in some cases trainees felt that their tutor went above and beyond their call of duty:

‘she’s fantastic. She always provides us with extra things ... that non-Welsh students don’t receive’ [‘ma’ hi’n ffantastig. Ma’ hi wastad yn rhoi peth ychwanegol inni ... dyw’r rhai di-Gymraeg ddim yn eu cael.’]

7.9 However, some trainees did suggest that these bilingual subject sessions took twice as long as a result:

‘these subject sessions are twice as long as they need to be’ [‘mae’r sesiynau pwnc ‘ma dwbl yr amser mae angen iddyn nhw fod’].

7.10 A small number of trainees who contributed to focus group discussions also suggested that in such bilingual sessions of this kind, the Welsh language is not used to the same extent as English:

‘it’s nearly all in English with a little bit of Welsh’ [‘mae o’i gyd bron yn Saesneg hefo tipyn bach o Gymraeg’].

7.11 Some trainees who took part in focus group discussions expressed frustration that generic lectures as well as subject specific seminars were delivered mostly in English as they felt at a real disadvantage because of this. They argued that English only sessions did not equip them as well to teach their subjects through the medium of Welsh and observed that they were largely reliant on their Welsh language tutorials or ‘gloywi iaith’ sessions to focus on ‘translating terminology from the lectures’. The feedback from some new teachers interviewed during school visits echoed this with one such teacher explaining that he had found it difficult to adjust to a Welsh-medium placement due to having received most of his lectures in English i.e. he was not familiar with the appropriate or current terminology for his subject at the start of his first placement.

7.12 One common theme to emerge from trainees related to the lack of Welsh-medium teaching materials available to them whilst on school placement – although in some cases this was due to a lack of awareness or restricted access to resources such as [Hwb](#). There was a general call for more Welsh-medium materials to be made

available to trainees – particularly when ITE subject content was largely available in English, in order to equip trainees with Welsh language terminology. It was also argued that this would reduce the time spent translating materials and documents which was estimated to take ‘many additional hours every week’ for Welsh-medium trainees.

### **Quality**

7.13 Overall, feedback from trainees, schools and other stakeholders suggested that the quality of Welsh-medium provision, where available is good and that the main issue is its inconsistent availability across Wales. Stakeholders echoed this view and thought that Welsh-medium ITE is ‘generally of a higher calibre’ than English-medium ITE. Feedback from trainee teachers suggests that the provision of smaller group sessions accounts for some of this in that they felt that they were getting more personalised support.

7.14 One of the main criticism in terms of quality of Welsh-medium provision related to the inequality of resources, and that ITE course related materials are provided at a later date than English resources:

‘The Welsh course is not of the same standard as the English one, they say we’ll get the Welsh resources later.’ [‘Dyw’r cwrs Cymraeg ddim ar yr un safon a’r Saesneg, mae nhw’n dweud cewn ni’r deunyddiau Cymraeg yn hwyrach.’]

### **Initial Welsh language skills assessments**

7.15 The fieldwork revealed that all ITE Centres administer Welsh language skills assessments for trainees at the outset of the course. However, there is no single national assessment test in place and as a result providers adopt different methods. ITE providers believed that there is a need for a standardised assessment tool to be implemented.

## **Course assignments**

- 7.16 ITE Welsh-medium trainees reported that they can select a language in which to submit their course assignments, although providers do encourage them to complete at least one assignment in Welsh and offer additional support from staff to do so. This flexible approach is welcomed by trainees who contributed to focus group discussions, particularly those who lacked confidence in their written Welsh at the start of the course. Trainees were more likely to prepare their course assignments in Welsh if they felt more confident writing in Welsh than English and also where their tutor was able to mark a Welsh language assignment. One trainee focus group discussion revealed a real mix in terms of the language selected by contributors to complete their course assignments, with four of the six contributors opting to submitting their assignments in English. Some trainees who opted to prepare their assignments in Welsh did, on occasion, consider themselves to be at a disadvantage if their own subject tutor lacked the Welsh language skills to mark their work:

Two secondary ITE trainees at one ITE Centre had opted to prepare their assignments in Welsh. As their subject tutor did not speak Welsh these assignments were marked by the Welsh language co-ordinator and trainees felt at a disadvantage compared to their fellow trainees who stood to benefit from the feedback of a subject expert.

## **Welsh language ‘Gloywi iaith’ provision**

- 7.17 All ITE providers make available at least some provision to develop or improve the Welsh language skills of all trainee teachers (be they on the Welsh or English-medium secondary or primary courses). These were often referred to as ‘gloywi iaith sessions’ during the fieldwork. All Welsh-medium secondary ITE trainees are required to participate in these sessions as a condition of their WMIS funding. The fieldwork did not identify any PGCE secondary trainees who had opted for the Welsh-medium course who were not WMIS participants. The sessions also prepare trainees for the examination associated with the TCLC, where appropriate.

7.18 ITE Centres make available these gloywi iaith sessions in different ways. In the case of the primary sector (where WMIS funding does not make it a mandatory element) trainees participating on:

- the BA Education Welsh-medium course delivered by the University of Wales Trinity Saint David receive weekly 'gloywi iaith' sessions. Trainees who are considered to be less confident in their language skills also receive an intensive three day induction course at the outset of their course which focuses on Welsh history and some Welsh grammar. Feedback from trainees who had attended this course thought it had helped improve their confidence
- courses delivered by Bangor University (be they studying in Welsh or English) are assigned to one of four groups, according to the age range to be taught (i.e. 3-7 or 7-11) and Welsh language ability. Each group receives weekly Welsh language lessons. Typically, two of these groups are targeted at students who do not speak Welsh at all and the other two are targeted at students with varying degrees of Welsh language skills
- Welsh-medium courses delivered at Cardiff Metropolitan University participate in a mixed ability 'gloywi iaith' sessions every Friday afternoon. These sessions focus on personal literacy skills but also how to improve the literacy skills of pupils.

7.19 In the case of the secondary sector, Welsh-medium PGCE trainees typically attend weekly 'gloywi iaith' sessions when not on school placements, amounting to a total of 25 hours per academic year. This typically involves three or four hour sessions at those Centres where trainees undertake the university element of their course in 'blocks', or one hour weekly session for courses where trainees are expected to be at university one day a week over the whole academic year.

*Additional Welsh language provision for English-medium PGCE students*

7.20 In the case of English-medium PGCE courses, one Centre has introduced weekly Welsh language sessions for all student teachers from 2017/18:

### **Cynllun Cymraeg i Bawb**

This is a new scheme being piloted by the University of Wales Trinity Saint David during the 2017/18 academic year with the objective of providing Welsh language lessons to all English-medium ITE students. Their Welsh language skills are assessed informally, based on previous experience and attainment in Welsh (usually Welsh as a second language at GCSE) and trainees are allocated to groups by ability. Students receive two hours of language learning per week, working towards being able to deliver a micro-lesson in their subject area using as much Welsh as they can/are confident to use.

The rationale for this approach is that it links to the new Professional Teaching Standards, which require all teachers to demonstrate a commitment to developing their Welsh language skills. It seeks to promote positive attitudes and to demonstrate that students – whatever their skills in Welsh at the beginning of their ITE course – are able to make progress along a continuum.

The pilot is being evaluated internally by the university with a view to building on the approach over the coming years.

### **Feedback about the gloywi iaith sessions**

- 7.21 Trainees and new teachers were generally very clear that ‘gloywi iaith’ sessions played a significant part in improving their Welsh language skills. However, the approach taken to delivering the gloywi iaith element of ITE courses differed across Centres and it was clear that there is scope for improvement and, possibly, greater consistency across Centres.
- 7.22 Across all Centres, trainee teachers appeared to have little understanding at the outset that they would be required to undertake these sessions and that it was a condition of their WMIS funding that they did so. It was suggested that greater efforts be made to communicate this clearly to applicants, particularly within promotional materials and website guidance.

- 7.23 The other common issue raised by trainees, new teachers and some school representatives related to the intensive nature of the work involved with these additional gloywi iaith sessions. Many trainees were overwhelmed by the additional work involved, particularly the homework which is set in between gloywi iaith sessions and the additional assignments which are required of them in order to satisfy the conditions of WMIS funding.
- 7.24 Despite these complaints about the additional heavy workload associated with Welsh-medium provision however, ITE providers were keen to point out that the drop-out rate amongst Welsh-medium ITE trainees was comparable to that of English-medium ITE trainees and there was not much evidence to suggest that trainees were switching language part way through e.g. during this academic year of the 74 WMIS trainees who had enrolled, 11 had left the course completely and only one had transferred to the English-medium course.
- 7.25 A further point made by several trainees who contributed to focus group discussions was the assignments set as part of the gloywi iaith sessions are not particularly well aligned with the content of their ITE course and tend to be 'stand-alone' in nature. Trainees would welcome a change whereby the assignments set could be more relevant to their course work and to teaching more generally e.g. submission of a lesson plan which could be assessed for its language content. As one such trainee commented:
- 'we have to develop completely useless resources for the gloywi iaith course and when you consider the pressure we're under, it's a waste of time' ['ni'n gorfod creu deunyddiau hollol ddi-bwrpas ar gyfer y cwrs glowyi iaith ac o ystyried y pwysau gwaith mae'n wastraff amser'].
- 7.26 Furthermore, a final issue raised by trainees and teachers related to the differentiation of provision. Feedback from trainees and current teachers who had participated in a more differentiated approach to developing their Welsh language skills provision were very positive about these experiences, adding that it had been focused on their needs and circumstances. The testimony of one new teacher reinforces this view:

Teacher Y completed a Welsh-medium PGCE primary course at Bangor University during 2016/17 and had secured a teaching position in a Welsh-medium school immediately after. She considered herself to be fluent and very confident in Welsh having studied her A Levels and degree course through the medium of Welsh, having received a Coleg Cymraeg Cenedlaethol scholarship for undertaking the latter in Welsh. She completed an 'audit' of her Welsh language skills at the outset of the course which included a 'grammar task, a written exercise, a task to identify language errors and a 'trans-languaging' task'. The outcome of this audit showed that she did not need the additional Welsh language lessons but rather was invited to attend the last 'three quarters of an hour' of the language sessions in order to prepare for the TCLC examination. This teacher appreciated this approach as it allowed her to concentrate on other aspects of her coursework instead.

- 7.27 The research found that secondary ITE trainees attend the same 'gloywi iaith' sessions within their university, primarily because low participant numbers mean that it is not feasible to run more than one group. The fieldwork revealed that this means that trainees with an A level qualification in Welsh and who often have undertaken part of their degree through the medium of Welsh are required to participate in the same provision as those who have not studied Welsh or through the medium of Welsh since their GCSEs. Indeed, in one trainee focus group a participant explained that they intended to teach Welsh as a second subject and questioned whether they needed to participate in the weekly gloywi iaith sessions at all. During a school visit, the experience of a new teacher illustrates this point further:

Teacher B considered herself to be a completely fluent Welsh speaker coming from a Welsh speaking home, having studied at a bilingual school through the medium of Welsh and undertaken a joint Welsh and History degree (with most of the History modules through the medium of Welsh). She was currently teaching at a bilingual (Type A) secondary school through the medium of Welsh. Despite this, she participated alongside other trainees in the gloywi iaith sessions as part of her

Welsh-medium PGCE course and found the experience 'pointless and painful'. She added that the course had served to undermine her confidence in her own Welsh language abilities and the individual did not believe that her language skills had improved as a result of participating. The individual did however acknowledge that the focus on how to model language to pupils had been a useful aspect of the provision.

- 7.28 One counter-argument offered by ITE providers for not differentiating between trainees was that it is advantageous to hold mixed-ability language sessions as the weaker ones benefit greatly from being exposed to Welsh language conversations as this prepares them for the Welsh-medium school settings which they were about to visit.
- 7.29 On reflecting upon their experience of ITE, current teachers interviewed would have appreciated a more individualised approach to the development of their Welsh language skills particularly given that their skills had been initially assessed but not used to inform provision:

'I would have liked to identify my weaknesses and tackle them' ['bydden i wedi hoffi adnabod fy ngwendidau a taclo nhw'].

### **School Placements**

- 7.30 Most secondary school staff who contributed to this study reported having experienced a reduction in the number of ITE trainees on placement over the last few years and attributed this to a reduction in the number of trainees undertaking Welsh-medium ITE generally. It was not uncommon to hear that the number of trainees per year had fallen from 'about four to five a year to two to three now'. It was therefore surprising to hear that providers operating across the south east are finding it challenging to source an adequate number of Welsh-medium school placements for their secondary trainees.
- 7.31 Perhaps in contrast is the experience of two primary schools based in the south-west which have been designated as 'lead schools' for ITE provision in collaboration with University of Wales Trinity Saint David. These schools are involved in a pilot

initiative to provide placement opportunities for a much greater number of students than in the past. These schools are financially remunerated for the additional PGCE and BA trainees placed over the course of the year. Whilst welcoming of the new approach being piloted, its introduction has not been without its challenges, not least in terms of uncertainty about the structure of the pilot initiative and the level of support commitment required from individual schools. However, both schools regarded its introduction as a positive step forward for the sector.

- 7.32 At the time of undertaking the fieldwork, Welsh-medium PGCE secondary and primary trainees who contributed to the focus groups had been on one school placement and most had secured a placement experience at a Welsh-medium or bilingual school. Some exceptions were identified across SWWCTE where trainees who felt less confident about teaching through the medium of Welsh had requested an English-medium teaching experience for their first placement followed by a second Welsh-medium experience.
- 7.33 School representatives reported that it can be a challenge for them to plan and accommodate trainees as they are not always given a clear indication at the beginning of the academic year how many trainees they can expect to receive on placement. This often presents difficulties for schools in terms of timetabling (e.g. to free subject and language mentors for the required number of lessons to support trainees at their school). In addition, schools often collaborate with two or more ITE providers and this brings about logistical difficulties, not least because trainees are released for placement at different times e.g. one ITE provider will release the trainee for four days a week whilst in other cases trainees are released for five days a week, but for a shorter duration:
- ‘The biggest pain is the fact that we have to deal with different colleges who have different arrangements and different procedures.’ [‘Y poen mwyaf yw’r ffaith ein bod yn gorfod delio gyda gwahanol golegau sydd â gwahanol gweithdrefnau a threfniadau gwahanol’].
- 7.34 Schools reported that trainees placed with them have mixed Welsh language ability and it was not uncommon for trainees to have better oral than written skills. Several subject and language mentors highlighted weaknesses as being poor mutations and

a general lack of understanding of grammar rules. In terms of the information received about each trainee, school representatives observed that they receive less detail about a trainee who is placed with them for their first placement (schools who receive a trainee on their second placement benefit from receiving the first school's language assessment of that trainee). Although all schools receive information about the grade which the trainee has obtained in their initial assessment it was argued that they would welcome more detail e.g. which aspects of their language requires support and improvement.

- 7.35 School placements were considered by all contributors to play a vital part in developing and improving trainees' Welsh-medium teaching skills and in encouraging them to look for work in the Welsh-medium sector on completing their course. It was observed that time spent on placements is much longer than their time at university and they are frequently 'immersed' in a Welsh language environment whilst at school. Obtaining hands-on experience of teaching through the medium of Welsh in classrooms was considered by both trainees and current teachers as the best way of developing their skills and confidence to teach through the medium of Welsh.

School representatives (co-ordinator and mentors) at one bilingual secondary school argued that the 'informal' language support provided by the school proves invaluable in helping trainees improve their Welsh language skills. The importance of speaking Welsh in the staff room, attending and participating in Welsh language staff meetings is in itself an opportunity to 'immerse' trainees (and indeed any new teachers) in a Welsh language culture.

- 7.36 Whilst trainees and new teachers saw school placements as vital in developing their Welsh language and pedagogical skills, it was acknowledged that the quality of experience gained does vary from one school to another.
- 7.37 In the same manner trainees suggested that the role played by language mentors is very important in helping them improve their Welsh language skills, terminology and ability to teach through the medium of Welsh. Trainees reported being able to access support from their language mentor for one hour a week either on an

individual basis or on a joint basis if there was more than one trainee on placement at the same school. However, the support provided was found to vary from one school to another and this was reinforced by some stakeholders. Language mentors reported that trainee attitudes towards these sessions varied, with some more prepared to engage than others. Some language mentors also highlighted the difficulties of mentoring larger number of trainees, especially when their language skills levels and support needs differed.

7.38 In terms of good practice, a few examples were identified whereby schools collaborate to support trainees on placements and this was regarded by them as being very effective. In one case, a school representative explained that they are delivering joint language mentoring support to their trainees whilst in another area a group of some six secondary schools each take their turn to host and train all trainees, including in Welsh-medium pedagogy.

7.39 Generally, trainees reported that language mentors typically play an important role in:

- reviewing teaching resources and work sheets produced in Welsh although it was observed by a couple of language mentors that trainees can be reluctant to ask for their resources to be reviewed in this way as it would require them to produce the materials well in advance and their workload is such that this is rarely possible
- observing their lessons and identifying inappropriate use of English terms within their teaching such as 'so' and 'really' and offering advice on language modelling and addressing poor grammar e.g. mutations, spelling
- advising them on how to immerse their pupils in Welsh during lessons and to assess Welsh language literacy.

7.40 It was notable that the one non Welsh-medium trainee who contributed to the focus group discussion was offered the opportunity to teach some lessons through the medium of Welsh whilst on placement but did not have access to a language mentor at the school. This trainee thought that they would have been able to benefit from such an arrangement despite not being on the WMIS initiative.

- 7.41 In terms of the guidance issued by Aberystwyth University to language mentors it was generally felt that this had improved over time and there is now a detailed and stringent assessment approach in place. This enables universities to identify weak trainees and respond quickly to address the issues, essentially targeting additional support where it is most needed. In one case a language mentor observed that a weak trainee had been assessed three times more than other trainees due in part to the identification of language weaknesses within the assessment forms.
- 7.42 A number of school representatives, including new teachers, questioned whether PGCE secondary trainees are getting enough teaching time whilst on placement and this point was equally relevant to trainees following either the Welsh or English-medium route. It was noted that PGCE secondary trainees are expected to teach between 40 and 60 per cent of a full teaching workload whilst on placements compared with a BA primary trainee who can expect to teach between 50 and 70 per cent of their time.

## **8. Additional initiatives of WMIS, the Teachers' Certificate of Language Competency and the Cynllun Colegau Cymru**

- 8.1 This chapter discusses the additional Welsh language related initiatives available across ITE provision, namely the Welsh-Medium Improvement (WMIS) scheme, the Teachers' Certificate of Language Competency (TCLC) and the Cynllun Colegau Cymru.

### **The Welsh-Medium Improvement (WMIS) Scheme**

- 8.2 The fieldwork revealed that the WMIS scheme is by now a well-established and recognised initiative across the secondary sector. A number of school representatives, ITE provider staff and stakeholders recognised that the scheme has evolved over time and appreciated the advantages of having a single national approach in place to raise standards across ITE secondary provision.
- 8.3 However, one of the main issues raised by stakeholder and school representatives related to the scheme's remit being confined to trainees following the Welsh-medium secondary PGCE route into teaching. Several contributors raised questions as to whether this was equitable for trainees, suggesting instead that all ITE trainees would benefit from being able to access similar Welsh language skills training at university and language mentor support whilst on placement and where they did so, should be financially incentivised and reimbursed in the same manner, regardless of their chosen route into the education sector. One such school (catering for pupils aged 3 to 19 years old) noted:

'The secondary has WMIS but there is nothing similar in the primary. As a mid school, this lack of consistency stands out even more. I think consistency would be beneficial'. ['Mae'r Cynllun Gwella gyda nhw yn yr uwchradd ond does dim byd cyfatebol i'r cynradd. Fel ysgol ganol, mae'r diffyg cysondeb hwn yn sefyll allan yn fwy amlwg. Rwy'n meddwl y byddai cael cysondeb yn fuddiol.']

- 8.4 In the same manner some trainees reflected that their counterparts on the English-medium ITE course had frequently queried the scheme's rationale for being targeted at Welsh speakers only:

‘why do you get Welsh language sessions, you can speak it? We need it’.

- 8.5 It was noted for instance that primary trainees participating on the Cynllun Colegau Cymru as well as other primary sector Welsh-medium trainees were already engaged with Welsh language skills training as part of their course but yet were not financially reimbursed for doing so. It was suggested that a financial incentive for the primary sector may help encourage more trainees to undertake their ITE through the medium of Welsh. Generally, consultees would welcome greater parity across ITE provision – both in terms of the support offered as well as the financial incentive provided.
- 8.6 A small number of contributors expressed concern that the significant additional requirements imposed upon WMIS participants was unjust and ‘put off’ individuals from pursuing teaching in the Welsh-medium sector as an option.
- 8.7 Furthermore, in terms of the scheme’s rationale a few contributors questioned the logic for excluding trainees who intended to teach Welsh as a secondary subject (accepting of course that they should not require the Welsh language skills support provided) as it was felt that the additional financial incentive available via the WMIS scheme should be available to any individuals who were considering a teaching career in the Welsh-medium or bilingual sector. Accepting of course that trainees undertaking a PGCE secondary course in Welsh as a subject with either a 1<sup>st</sup>, PhD or Masters qualification can qualify for at £20,000 bursary, those with a 2:1 qualify for a £10,000 bursary and those with a 2:2 qualify for a £6,000 bursary.

#### *The scheme’s administration*

- 8.8 Overall, contributors took the view that several aspects of WMIS, such as making funding payments to trainees, is being administered efficiently by Aberystwyth University and language mentors expressed positive views about the training and guidance received.
- 8.9 Trainees and new teachers alike thought that the workload requirements of them as a WMIS participant was significant and several school representatives observed that the demands placed on trainees had increased drastically since the scheme

was first introduced, with current expectations now considered as being 'too extreme'.

- 8.10 From the perspective of trainees and new teachers it would appear that the scheme can be inflexible as it does not take into consideration any deadlines set for the submission of ITE assignments (which of course varies from one ITE provider to another). Trainees and new teachers alike also complained about the scheme's 'archaic' approach given the need for them to print and post their language assignments directly to Aberystwyth University.

#### *Financial incentive*

- 8.11 It was noteworthy how few trainees and new teachers were aware of the financial incentive at the point of making their application or when starting their course, suggesting that its availability had no bearing upon their decision to enrol on a Welsh-medium ITE course. One current Welsh-medium PGCE secondary trainee observed:

'I didn't know about the extra money until somebody here asked me for my bank details so it was just a nice little surprise.' ['Do'n i ddim yn gwybod am yr arian ychwanegol nes bod rhywun yma yn gofyn i fi am fy manylion banc so oedd e jyst yn syrpreis bach neis'].

- 8.12 A common theme discussed within trainee focus groups related to the lack of any information about the financial incentive being made available in the public domain, unlike other financial incentives associated with teacher training courses.
- 8.13 In the majority of cases where trainees and new teachers had become aware of the incentive (typically during their application interview with the ITE provider), the additional financial incentive was considered to have been of relatively minor importance in their decision to opt for the Welsh-medium route. However, coupled with the additional support promised by ITE providers it was of critical importance to a handful of those interviewed who had been persuaded to change their language of study either during their interview or in the first week or so of their course. These were typically trainees who were less confident in their own Welsh language skills.

- 8.14 Most trainees and new teachers argued that they would have decided to undertake their PGCE secondary course through the medium of Welsh anyway and that the financial incentive was often regarded as a welcome bonus.
- 8.15 The fieldwork revealed that the financial incentive has a greater role to play in ensuring that trainees continue with their Welsh-medium course as a number of contributors argued that it serves to compensate them for the significant, additional work associated with course. Indeed, a number of trainees admitted that they would possibly not have continued with the ‘gloywi iaith’ sessions in the absence of financial support once they realised they were not a mandatory requirement of the course:

‘if there was no funding I wouldn’t have continued [with the Welsh language sessions]’ [‘sele dim arian bydde ni ddim wedi parhau [gyda’r sesiynau iaith’.]

- 8.16 Very little direct evidence was gathered during the fieldwork to suggest that the offer of a financial incentive was attracting inappropriate trainees to follow a Welsh-medium PGCE secondary course (rather than another ITE course) although many contributors reflected upon anecdotal evidence that this could happen. The main possibility was thought to be students enrolling on to a PGCE secondary Welsh-medium course in order to access the financial incentive but intending to teach in the primary sector. Yet, given how little awareness there was amongst prospective trainees we take the view that this would be highly unlikely. Furthermore, the focus groups with trainees who were participating on a Welsh-medium PGCE secondary course revealed a very strong desire to secure a teaching role through the medium of Welsh in the secondary sector.

#### *Day courses*

- 8.17 WMIS participants are required to attend two Saturday courses in Aberystwyth in order to qualify for part of their financial incentive. Trainees who attended focus group discussions and new teachers both conveyed mixed views about these events. Reflecting upon the content of this year’s provision, trainees recalled the sessions having been useful in developing their understanding of Welsh-medium pedagogy and good practice which they could adapt into their own subject teaching. Broadly, trainees thought that the second session had been more beneficial than

the first, mostly as the content was considered to be more useful and relevant to them and there was less duplication with what they had already covered during the gloywi iaith sessions at their home Centres. According to one such trainee:

‘the second [day course] was much better than the first ... it showed us how to introduce literacy in the classroom. The first went over what we’d already had at university.’

- 8.18 Quite a few comments were made about the logistics of these courses. Trainees’ main concerns related to having to attend them on a Saturday and having to travel to Aberystwyth. A smaller number had concerns about their timing given that the first day course took place during trainees’ first placement (SEWCTET) and in this respect the timing was ‘not ideal’.
- 8.19 At a broader level, trainees (particularly those who were not getting an opportunity to discuss their subject in Welsh at their ITE provider) argued that they would have welcomed provision which was more geared towards their chosen subject. A call was also made for providing resources and materials with trainees via alternative methods (e.g. online methods) so as to reduce the need to travel to two events. However this would reduce the opportunities for trainees to engage with other students, particularly those from the same subject specialism, and this element was highlighted as being of value to many trainees.

### **Teachers’ Certificate of Language Competency (TCLC)**

- 8.20 One of the fieldwork’s key messages was how little awareness school representatives had of the TCLC. Perhaps understandably, given the TCLC’s relatively recent introduction, the majority of senior staff and subject mentors had not come across the TCLC. Very little, if any, consideration is given to it during the recruitment and appointment of new staff not least as any individual appointed as ITE trainees will not have had the opportunity to achieve the qualification at that point in time. Rather, school representatives favoured traditional methods such as applications, observing a lesson and interviews as means of assessing the Welsh language skills of applicants.

- 8.21 Most contributors believed that, should it continue, the TCLC should achieve a better profile across the education sector and that the Welsh Government, ITE Centres and the Coleg Cymraeg Cenedlaethol should do more to promote the qualification to schools.
- 8.22 A small number of the new teachers interviewed had secured the TCLC and whilst they had been pleased to secure the award did raise questions around its value given that ‘nobody has ever asked about it’.
- 8.23 Trainees who contributed to the focus group discussions were aware that they would be required to sit an examination at the end of their course in order to secure the TCLC. These included trainees on both Welsh-medium PGCE secondary courses as well as some primary trainees. Broadly, there was not much of an appetite for an examination process to validate their Welsh language skills. Most trainees thought that securing the award would be helpful in terms of enhancing their CV but a number did question its value to them in securing a teaching position, particularly given that they could secure their NQT status regardless of the TCLC’s outcome. Indeed feedback from two trainees during one secondary school visit suggested that:

Neither trainees had understood that the Certificate was not a mandatory requirement of the WMIS and were only informed of this after Christmas. Despite both saying that they would have undertaken it anyway, they felt that they had been misled by their provider. They also argued that the volume of work associated with the language sessions and the Certificate has been much greater than originally envisaged: they understood that it would be ‘a series of lessons on Monday mornings to help raise our language standards... and possibly of use in the course ...I hadn’t realised that there would be so much work involved.’

- 8.24 Many stakeholders and school representatives thought that it was inappropriate for a trainee to be able to achieve a QTS status yet fail the TCLC, suggesting instead that the TCLC should become an embedded part of the qualification process rather than an ‘additional, separate thing’.

- 8.25 Many stakeholders and some school representatives thought that NQTs should get the opportunity to re-apply for the TCLC in order to secure a higher grade and in effect build it into an NQT's Continuous Professional Development (CPD). Some took this concept further, suggesting that the TCLC could be adopted as a method for grading all teachers' Welsh language skills and be built into CPD requirements for all teachers. Several contributors observed that once trainees have completed their ITE and achieved their NQT status they cannot access any further Welsh language skills support or training and that there is no long term plan to ensure that practitioners continue to use and develop their Welsh-medium teaching skills.
- 8.26 Concern was also expressed by several stakeholders that the TCLC is considered as a language assessment tool suitable only to those participating on the WMIS scheme. It was thought that other ITE trainees equally stand to benefit from securing the qualification, particularly given the close collaboration between the Coleg Cymraeg Cenedlaethol and Aberystwyth University in the TCLC's development. Whilst the fieldwork revealed that other ITE trainees are engaged with the TCLC it was widely suggested that it could be extended all ITE trainees, but in doing so would need to be modified to accommodate the language skills of Welsh learners and those less fluent.
- 8.27 Many of these contributors also thought it inappropriate that a trainee could 'fail' the TCLC examination process and receive an 'unsatisfactory' grade at the end not least as this served to undermine trainees' confidence in their language skills even further. In this respect several stakeholders called for the TCLC to be revised and broadened to become a tool which could be used to assess and grade language skills across a wider continuum of ability, from a complete beginner to a proficient level. A few stakeholders suggested that this approach should be underpinned by the Welsh Government's current work on developing a Welsh language continuum model whilst others suggested that the TCLC, in the absence of a current continuum model, could be modelled upon existing language attainment levels as set out by the Welsh for Adults sector.
- 8.28 It was also suggested by some stakeholders and new teachers that the examination process associated with the TCLC could be removed and for the language skills of

all ITE trainees to be assessed via a single assessment process. One such contributor observed:

‘We just need a single assessment which would provide a linguistic competency level for ALL students. It doesn’t need to be a certificate. Nobody needs to sit an exam.’ [‘Mae just angen un asesiad sy’n rhoi lefel hyfedredd ieithyddol i BOB myfyriwr. Does dim angen iddo fod yn dystysgrif. Does dim angen i neb sefyll arholiad.’]

### **Cynllun Colegau Cymru**

- 8.29 Very few stakeholders and school representatives were in a position to comment on the Cynllun Colegau Cymru scheme primarily due to it being focused on addressing the needs of trainees intended to teach within English-medium primary schools who were not included in the evaluation sample. Where they were aware of the scheme , the nature of their comments were strategic in nature. It was suggested that Cynllun Colegau Cymru is somewhat isolated from other interventions such as WMIS and the TCLC and contributors would welcome closer alignment and better integration with these approaches.

## **9. Extent to which provision is meeting the needs of trainees and schools**

9.1 This chapter considers the extent to which Welsh-medium ITE provision is meeting the needs of trainees, new teachers and schools.

### **Trainees**

9.2 Nearly all trainees who attended the focus group discussions thought that their Welsh language skills were improving whilst on their Welsh-medium ITE course. Others thought that the course, and the 'gloywi iaith' sessions in particular, had given them reassurances that their language was acceptable and correct.

9.3 The types of improvements identified by trainees included greater understanding of grammatical rules, improved ability to model good language in the classroom, better familiarisation with subject terminology, identification of common language mistakes (in their own work as well as in the work of pupils) and greater levels of confidence to correct linguistic errors in pupils' work. Amongst the comments made were:

'my Welsh has improved since starting the course'

'I think your confidence increases when you go back to school ... you use your Welsh all the time'.

9.4 Trainees frequently thought that these improvements had come about as a result of a combination of different elements of ITE, most notably the 'gloywi iaith' sessions and their school placement experiences, and it was difficult for them to identify which had been the most influential.

9.5 Several trainees reported a change in their level of confidence to use the Welsh language and this was particularly evident amongst trainees who had undertaken their higher education through the medium of English. One such contributor noted:

'I'm confident in Welsh now. When I submitted my application, I was so concerned that my Welsh wasn't good enough' [Dwi'n hyderus yn y Gymraeg nawr. Pan o'n i'n rhoi cais i fewn, o'n i mor bryderus doedd fy Nghymraeg ddim yn ddigon da.]

9.6 Trainees frequently mentioned that the ‘gloywi iaith’ sessions had helped them to understand mutation rules:

‘I now understand why I mutate ... it’s like somebody opens the door for you .. for me it was just like ‘wow!’ [‘dwi’n dallt pam fod fi’n treiglo rwan ... mae o fath a sa rhywun yn agor drws i chdi ... i fi oedd o jest fath a “wow”!’]

9.7 A small number of trainees from focus groups held at two institutions were slightly more circumspect about ‘gloywi iaith’ sessions and said that whilst they had improved their knowledge of the Welsh language, the approach taken had served to alienate them and undermine their confidence to use the language. A couple of contributors observed that:

the approach needs to move away from ‘ramming it down people's throats until they are scared to open their mouths’ [‘ramio fo i lawr corn gyddfa pobl nes eu bod nhw ofn agor eu cega’]

and the tutor ‘was really abrupt and blunt ... not so much that [the tutor] treated us like children but less like adults’.

9.8 Trainees presented a more mixed picture about the extent they thought university based provision was adequately preparing them with appropriate pedagogy to teach through the medium of Welsh – those who were undertaking a higher proportion of their course through the medium of Welsh broadly felt that they had gained a better grasp of their subject terminology in advance of their first placement compared to those who were unable to access any subject based support in Welsh.

9.9 An interesting message conveyed by secondary trainees in one focus group was that they did not feel the ITE course had equipped them with an adequate understanding of the context within which Welsh-medium and bilingual schools operated. Reflecting on their placement experiences they felt that they could have been better prepared to deliver lessons which required both Welsh and English language terminology and inputs, to ensure that pupils understood the lesson. In the same manner a similar argument was conveyed by school representatives about the need to better equip trainees to be able to ‘immerse’ pupils in Welsh, so as to accommodate Welsh learners within a Welsh-medium lesson.

## **New teachers**

- 9.10 Similarly, most new teachers who had participated in Welsh-medium ITE provision reflected that their Welsh language skills had improved whilst on the course. Aspects of the ‘gloywi iaith’ sessions were considered to have been very useful for teachers in post:
- ‘looking back, the work we did on correcting grammar has been really useful to me when it comes to marking work’.
- 9.11 A teacher who had been teaching for two years reflected that he had found the ‘gloywi iaith’ sessions:
- ‘very useful - in terms of improving Welsh language skills but also in terms of sharing experiences with other students. Some were in similar situations to myself – that is, they hadn’t used Welsh regularly or professionally recently, and that was comforting in a way.’ [‘yn ddefnyddiol iawn – o safbwynt gwella sgiliau Cymraeg ond hefyd o ran rhannu profiadau gyda myfyrwyr eraill. Roedd rhai yn yr un sefyllfa â fi – hynny yw, heb fod wedi defnyddio’r Gymraeg yn rheolaidd neu’n broffesiynol ers amser, felly roedd hyn yn gysur mewn ffordd.’
- 9.12 It was not uncommon to hear from new teachers that there was no ‘formal’ follow on language support available to them since having completed their ITE course. Rather, schools offer mentoring support to new teachers across a wide range of aspects according to their needs. Two of the secondary schools visited were thought to offer very good language support: one operated their own ‘Cynllun Gwella’r Gymraeg’ which (amongst other elements) made available on-line tasks for teachers which were then marked by staff in the Welsh department. A number of secondary schools also offered support to teachers from colleagues should they wish to proof read any of their teaching resources.
- 9.13 Stakeholders and some school representatives also held the impression that once trainees complete their ITE, there is no further provision available to enable teachers to progress their Welsh language skills. Whilst it was recognised that Professional Standards are being introduced and that these should in principle address this issue, some stakeholders and indeed ITE providers questioned

whether the requirements in terms of the Welsh language are too generic and will not genuinely incentivise ongoing learning and development:

‘Every trainee should receive more support than one session a week for a year. There is a need to continue developing their skills’. [‘Dylai bod y myfyrwyr yn cael mwy o gynhaliaeth nag un sesiwn yr wythnos am flwyddyn yn unig. Mae angen parhau i ddatblygu eu sgiliau.’]

- 9.14 Primary school teachers were the least likely to be able to tap into any school based support:

Two teachers at one primary school who contributed to the research reported that they would welcome a language refresher or improvement course having been in post for a few years. Having explored the opportunities to do so, they could not find a Welsh for Adults course locally at the right level for them. One commented ‘I would have gone on any Welsh course if it were available locally’. [‘bydden i yn mynd ar unrhyw gwrs Cymraeg os byddai ar gael yn weddol leol’.]

- 9.15 One of the main challenges raised by new secondary teachers was the intensity of the ITE provision and, whilst this was not a specific issue relating to Welsh-medium provision, the additional ‘gloywi iaith’ sessions and the need to prepare for the TCLC was thought to have added to the workload unnecessarily. In order to address this issue several new teachers suggested the ‘merging’ or ‘improving alignment’ of the PGCE course and the WMIS scheme. This could involve, for instance, using the assignments or teaching plans produced for the PGCE course as the basis for assessing TCLC attainment rather than trainees having to produce additional materials solely for the purposes of achieving the TCLC.

### **Welsh-medium and bilingual schools**

- 9.16 The fieldwork revealed that secondary schools find it difficult to recruit teachers with appropriate Welsh language skills to be able to teach through the medium of Welsh in some subjects. The most commonly cited were Science subjects and English. Recruitment appears to be less of a challenge across the primary sector.

- 9.17 A small number of schools thought that their recruitment difficulties was partly influenced by their geographical location e.g. those in very rural, remote areas reported being confined to a low population catchment area whilst some schools based in the south-east valleys observed that they struggled to recruit candidates with the strongest Welsh language skills. It was also suggested that some secondary schools find it difficult to recruit for some subjects if their local ITE provider does not cater for that subject.
- 9.18 It was frequently the case that secondary schools reported receiving very few applications for advertised teaching posts. Several school representatives observed that the situation has worsened over the last few years and that the number of applications per vacancy has dropped since the start of the decade. As one such contributor explained:
- ‘A drop was seen in the number of applications for a Welsh teacher from 23 very strong applications. Within two years ... we advertised again for a Welsh teacher and received one application, and that was from somebody who had been on a teaching placement with us. We’re in a similar situation now trying to appoint an English teacher’. [‘Gwelwyd cwmp yn nifer yr ymgeisyddion ar gyfer swydd athro Cymraeg o 23 a nifer fawr yn geisiadau cryf dros ben. O fewn dwy flynedd ... hysbysebwyd eto am athro Cymraeg a chafwyd 1 cais, a hynny gan rhywun a oedd wedi bod ar ymarfer dysgu gyda ni. Ry’n ni mewn sefyllfa debyg ar hyn o bryd wrth geisio penodi athro Saesneg’]
- 9.19 It was common practice for schools to approach those ITE providers whom they collaborated with to secure information on their current cohort of ITE Welsh-medium teachers to target. Some secondary schools hinted that recruitment from this cohort early in the year, just after Christmas, is much easier and more fruitful than later on in the academic year when ‘the choice dwindles’. Indeed, several contributors reported that strong Welsh-medium ITE trainees will have been ‘snapped up by February’. Despite this, schools and other stakeholders alike argued that the cohort of Welsh speaking trainees is exhausted for recruitment purposes, regardless of the trainees’ Welsh language competencies or language of studying their ITE course due to the general shortage of applicants available.

- 9.20 The fieldwork revealed that some secondary schools resort to appointing non-Welsh speaking staff on occasion to some vacancies: 'it's better for us to have somebody, than not at all'. These appointees would be supported to learn Welsh 'on the job'. Some examples were also identified whereby secondary schools moved existing teachers to teach a shortage subject. One such example was the 'Gyda'n Gilydd' project which aims to help existing teachers to teach non-specialised subjects. It was also fairly common for secondary schools to appoint staff 'with very weak Welsh' and to provide the necessary support and training to them to develop their Welsh language skills. The fieldwork also revealed that some secondary schools draw upon the good will of teachers who have recently retired as a 'stop gap' solution to their recruitment difficulties.
- 9.21 A number of examples were identified whereby secondary schools appoint individuals without a teaching qualification as a means of addressing their recruitment difficulties: in one such case, a secondary school had recently advertised for a teaching position stating that they would consider appointing an individual without a teaching qualification. In another example a secondary school had recently appointed an art teacher without the necessary teaching qualification and had to allocate a qualified teaching assistant to support this person in their role. In this respect, several secondary schools were engaged with schemes such as the Graduate Teaching Programme (GTP) and Teach First and regarded these as increasingly important methods of recruitment.
- 9.22 School representatives thought that the language skills of trainees placed with them varies. Examples were provided of exceptionally good trainees as well as weaker trainees who struggled with spelling, mutations and use of correct grammar. A few school representatives noted that they had observed a change in the profile of trainees over time with an increase in the number of trainees from English-speaking backgrounds who they considered to have weaker Welsh-language skills than those from Welsh-speaking backgrounds.
- 9.23 Primary school representatives reported experiencing fewer recruitment difficulties to posts which required teaching through the medium of Welsh. Those from local authority areas with a higher proportion of Welsh speakers tend to experience fewer

difficulties than others. For instance, one school representative from north-west Wales reported:

‘we are in a very Welsh-speaking area and I haven’t had any major concerns with the Welsh language skills of any trainee teachers that I have worked with’

9.24 In contrast a primary school representative from the south east noted that:

‘With everyone I’ve mentored, language ability has been an issue that I’ve had to raise with the university’. [‘Gyda pob un dwi wedi mentora, mae safon iaith wedi bod yn broblem dwi wedi gorfod codi gyda’r Brifysgol’]

#### *Developing pedagogical knowledge*

9.25 School representatives thought that ITE provision generally equips trainees with appropriate pedagogical methodologies to teach within Welsh-medium settings. A few school representatives noted that they would like to see a greater focus on literacy within the ITE course as well as more focus on equipping trainees to assess literacy through the medium of Welsh.

9.26 School representatives recognised that schools themselves had an important role to play in reinforcing these pedagogical methods during teaching placements. However, it was suggested that the limit set on trainees’ teaching time during school placements restricted schools from achieving this. Several school representatives would welcome an increase to the teaching time allowed for trainees:

‘Trainees need to have more time to teach in the classroom’ [‘Mae angen i hyfforddeion gael mwy o amser ar lawr dosbarth’].

9.27 Several stakeholders took the view that not enough focus was currently being given across ITE provision to the pedagogical elements of teaching through the medium of Welsh in schools, particularly in terms of equipping trainees with the ability to immerse pupils in Welsh: for instance, developing a better understanding of how to teach pupils who come from different linguistic backgrounds to themselves e.g. for a first language Welsh speaker coming from a Welsh speaking community to understand how to immerse pupils from a non-Welsh speaking family and community in Welsh. Generally, stakeholders wished to see a greater emphasis upon this in the future.

- 9.28 One important theme to emerge from the fieldwork related to concerns amongst some secondary school representatives about NQTs ability to teach in a bilingual context. In very few cases teachers are expected to teach classes bilingually and it was not felt that ITE provision adequately prepares trainees for these circumstances.

At one bilingual secondary school, new appointees are expected to teach some humanity subjects to a dual language class of children. Contributors who had experienced this (either on placement or as a teacher) generally found this was a challenging requirement with a need to familiarise themselves with subject terminology in two languages, commit to the additional work of preparing bilingual resources and delivering a lesson in two languages without slavishly repeating what is said in one language in the other.

### **Meeting the needs of those not on the Welsh-medium course**

- 9.29 Although the feedback draws on the views of only one trainee and four existing teachers who had not participated on the Welsh-medium course, one of the key messages to emerge over the course of the fieldwork is that the Welsh language skills provision for trainees who have opted for an English-medium ITE course is elementary and does not accommodate the needs and skills of trainees who already have some level Welsh language skills. One such trainee commented that he participated in beginner Welsh lessons as part of his ITE course:

‘on the English course it’s like a one size fits all ... learning about colours in Welsh, and numbers ... and I have two As in Welsh GCSEs ... so I know the colours and numbers’. [ar y cwrs Saesneg mae e fel one size fits all ... gyda dysgu lliwiau yn y Gymraeg, a rhifau ... a mae gynnai ddau A yn TGAU Cymraeg ... so dwi’n gwybod y lliwiau a’r rhifau’].

9.30 A similar experience was cited by another new teacher:

Teacher J undertook her PGCE through the medium of English and now teaches English and Music as an NQT in a bilingual secondary school. She considers Welsh to be her second language and acknowledges that she struggles with formal and professional Welsh. Whilst the school has been very supportive in helping her further her Welsh language skills there is no formal language support or training available to her: largely as the school could not resource this financially. She felt that, as an individual with limited Welsh language skills, whilst on her PGCE course she fell between two stools – her Welsh was not strong enough to allow her to pursue the Welsh-medium option yet too advanced for the introductory Welsh lessons available for complete beginners. She would, however, have considered opting for the Welsh-medium course had the focus been on ‘developing confidence and less challenging skills rather than upon correct language and grammar’.

9.31 Stakeholders in particular thought that there was lack of suitable language provision available to ITE trainees with some grasp of the language yet who were not yet confident and competent to opt for the Welsh-medium route. It was suggested that a ‘Welsh language improvement course’ could be offered to this particular cohort of trainees.

9.32 Our fieldwork involved interviews with two teachers who were not currently teaching through the medium of Welsh. One was teaching through the medium of English at a bilingual school whilst the other had moved out of the Welsh-medium sector due to promotion opportunities, as illustrated below:

Teacher X is Head of Subject at an English-medium secondary school in a local authority with very few Welsh-medium secondary schools. Having studied for an undergraduate degree through the medium of English he undertook a PGCE through the medium of Welsh. Despite being concerned about his ability to teach his subject through the medium of Welsh he always intended to do so and took up his first teaching role at a bilingual secondary school. In due course, he was keen to move back to his home area and also progress into a head of department role. No such opportunities came his way within the Welsh-medium sector and in the event, he secured a promotion at an English-medium school.

## **10. Future priorities (and policies) and changes required**

- 10.1 A number of key priorities and themes for action were raised over the course of the fieldwork. This chapter discusses each of these 'strategic themes' in turn.

### **Increasing the number of Welsh-medium teachers**

- 10.2 It was widely acknowledged that the ambitions and targets set out for increasing the number of teachers who can teach through the medium of Welsh within Cymraeg 2050 is very much a 'game changer' for the education sector in Wales which would require a radical, well-resourced approach to be realised. All groups of contributors acknowledged that ITE provision has an important role to play in helping to realise these ambitions and it was generally accepted that one of the fundamental changes required was to attract more individuals to study ITE through the medium of Welsh. A few ideas were put forward by contributors but they recognised the enormity of this challenge in light of the current negative image which the teaching profession suffers.
- 10.3 The most commonly cited solution offered by contributors was a well-resourced marketing campaign to target school pupils at Welsh-medium and bilingual schools as well as undergraduates with positive messages about the teaching profession and to actively encourage them to consider teaching as a profession and a Welsh-medium route to becoming qualified. It was commonly accepted that there had been no national recruitment effort to attract prospective teachers in recent years in Wales, be that for the Welsh-medium or English-medium sector. Based upon the feedback of current trainees very little information is available in the public domain about the routes into Welsh-medium teaching (for the secondary sector) and it's not easy to find out about Welsh-medium ITE and the additional financial incentives via WMIS.
- 10.4 Others suggested the setting of Welsh-medium enrolment targets for ITE providers although ITE providers were concerned about the challenges this would bring about. Stakeholders argued strongly that if the Cymraeg 2050 targets be realised

then setting and monitoring national recruitment targets would halt, and hopefully reverse, the current decline in Welsh-medium trainee numbers.

- 10.5 A few contributors also suggested that there would be merit in considering financially incentivising NQTs to take up, as well as retain, Welsh-medium teaching posts in secondary schools via a 'golden hello' initiative. Such a scheme (As being introduced by the Welsh Government via the Iaith Athrawon Yfory Incentive Scheme from September 2018 onwards), it was argued, could make available a small financial payment to eligible teachers either on securing their first teaching position or after two to three years of holding a Welsh-medium teaching role. This, it was suggested, would help the education sector compete against other employment sectors which were successfully attracting Welsh speaking employees. Contributors suggested that the value of the payment could take into account differences in subject recruitment difficulties.
- 10.6 Finally in terms of recruitment, the fieldwork revealed that another important target group which needs some consideration in the context of Cymraeg 2050 are Welsh speaking teachers who are currently teaching in English-medium schools. It was suggested that opportunities for targeting and offering secondment opportunities into the Welsh-medium sector or financially incentivising them to transfer (on the basis of compensating them for additional work involved in transferring into a Welsh-medium teaching role) could be explored.

### **Integrating Welsh language into ITE provision**

- 10.7 Many contributors argued that Welsh language skills development and Welsh-medium pedagogy should be an embedded aspect of ITE provision as opposed to being delivered via a range of additional schemes targeted at different cohorts of ITE trainees. Indeed, a key message from stakeholders and some providers suggests that current provision is a 'mish-mash' of interventions, introduced at different points and for different purposes. There was a general consensus, particularly amongst stakeholders, that there is a need for an overarching framework of provision which adequately considers the language development needs of all ITE trainees and that this coherent framework replaces existing

schemes such as WMIS and the Cynllun Colegau Cymru. As one such contributor noted:

‘Welsh-medium provision cannot be an add-on any longer. And if it’s part of the Professional Standards, it has to be core to ITE provision’. [‘All y ddarpariaeth cyfrwng Cymraeg ddim bod yn add-on mwyach. Ac os yw yn rhan o’r Safonau Proffesiynol, mae’n mynd i orfod bod yn greiddiol i ddarpariaeth AGA’.]

- 10.8 Several stakeholders argued that Welsh language skills development should be embedded into mainstream ITE provision, as opposed to it being made available via separate initiatives such as WMIS and the Cynllun Colegau Cymru. It was hoped that the current accreditation of ITE providers would help with this integration of provision but there was a common call that ITE provision needed:

‘a strategic plan for the development of Welsh language skills’ for all trainees.

- 10.9 In this respect, there was a general call for Welsh language competency to be considered as part of the teaching practice assessment of ITE trainees, rather than it being assessed separately i.e.

‘shouldn’t their language be part of their assessment? At the moment trainees receive one level for their lesson and another for their language.’

- 10.10 It was frequently argued that all ITE trainees should participate in some Welsh language skills training whilst on the course, regardless of their chosen sector or language. Furthermore, it was suggested that this provision should be tailored to the needs of each learner and that, in cases where they do not at present, providers should make available differentiated learning opportunities along a Welsh language continuum of skills. One such contributor argued that ITE needs to offer:

‘a continuum of learning that is bespoke to the needs of the individual’.

- 10.11 The fieldwork found that more often than not, ITE trainees are currently allocated into one of two ‘boxes’ which fails to recognise the continuum of language abilities which trainees have. Whilst small in number, contributors thought it important that those trainees who have some Welsh language skills but not enough (or do not wish) to follow a Welsh-medium training route be better catered for within the provision – with a strong emphasis placed on raising their confidence.

- 10.12 It was suggested by a small cohort of contributors that it might be worthwhile offering an intensive Welsh language course to those who require it prior to them commencing their ITE course. However, some caution was expressed by Welsh Government officials about this possibility in light of a previous unsuccessful pilot to deliver a one-month intensive Welsh language course which had not been well attended and experienced a high number of early leavers. More recent efforts by one ITE provider was deemed to have been more successful. In this case summer enhancement classes are offered to trainees who wish to join Welsh-medium ITE provision. This model could be replicated and extended to a much wider cohort of ITE trainees, not only those opting for the Welsh-medium route.
- 10.13 Some contributors would welcome the introduction of Welsh language individual development plans for all ITE trainees which would identify their language training needs at the outset and which trainees could continue to implement on an ongoing basis. These plans would support trainees and teachers in their quest to achieve the new Professional Standards, given that Welsh language skills development and the application of language within the curriculum will become their responsibility.
- 10.14 Aligned to this possible new model of working it was frequently suggested that the TLCL would need to be adapted to accommodate a much wider spectrum of Welsh language abilities and which would allow individuals to make progress along its 'attainment levels' over time. In light of this, some contributors queried the appropriateness of an examination, preferring instead for the award to be based upon an assessment of teaching materials and resources as well as classroom observations.

### **Develop ITE provider capacity**

- 10.15 One of the fundamental challenges for the ITE sector to meet some of the strategic objectives identified by contributors to this evaluation was thought to be Welsh language and Welsh-medium teaching capacity issues across the ITE provider network. The fieldwork revealed that trainees would welcome greater Welsh language capacity in those subjects not currently staffed by Welsh speakers.

- 10.16 A few contributors suggested that it would be of value for the sector to explore how how Welsh language subject capacity, from within the ITE provider network as well as from within schools, can be shared and utilised to ensure that a greater proportion of ITE provision can be made available bilingually. Stakeholders and ITE providers alike recognised that this has not been possible in the past due to the competitive nature of recruitment between providers, which has become more pronounced in recent years as trainee numbers decline. It was suggested that providers could explore how to 'pool Welsh-medium resources and staff' as well as consider video-conferencing and skype provision for trainees.
- 10.17 Stakeholders in particular recognised that there is currently a huge gap in terms of the research being undertaken by ITE providers relating to Welsh language and Welsh-medium pedagogy. It was hoped that the accreditation process would result in an increased focus on research in the future but efforts to ensure that this included Welsh language pedagogy was needed.

### **Ongoing Welsh language skills provision for new teachers**

- 10.18 The fieldwork suggested that there is a lack of ongoing Welsh language skills provision for trainees once they achieve their QTS and indeed NQT status and where it is available, either via educational consortia or individual school level provision, the provision varies and awareness amongst new teachers is fairly low. Contributors did not think that the Welsh language skills provision available via the Sabbatical Scheme, targeted at existing teachers on a sabbatical arrangement, should be extended to new teachers but rather called for existing consortia Welsh language skills provision to be better targeted and aligned with ITE provision and the Welsh language continuum. The Sabbatical Scheme is a language course funded by the Welsh Government for teachers, lecturers, instructors and classroom assistances who want to raise their standard of Welsh and gain confidence in the use of language.
- 10.19 Many contributors (including new teachers) thought it would be beneficial for the education sector to map out and (where gaps exist) deliver a wide spectrum of Welsh language skills provision which would be suitable for all new teachers. It was

suggested by one contributor that the sector needed to engage with the National Centre for Learning Welsh to explore how it could engage with the Welsh for Adults infrastructure and for education consortia to be involved in the implementation. It was also suggested that individual schools should adopt their own development plans, aligned with the professional standards, to ensure that the Welsh language skills of their workforce be developed on an ongoing basis. The focus of these plans, it was suggested, should be broader than Welsh language skills and cover pedagogical knowledge to teach in bilingual contexts e.g. to teach bilingual classes through the medium of both Welsh and English as well as to immerse school pupils within Welsh-medium classes.

## **11. Conclusions and Recommendations**

11.1 This chapter presents our concluding thoughts and offers a series of recommendations for the Welsh Government, in collaboration with its stakeholders, to consider. It considers five key issues:

- the continued decline in the number of prospective trainees and the difficulties associated with recruitment to Welsh-medium ITE
- the complexity and fragmented configuration of current provision and the need to simplify and develop greater consistency across Welsh-medium ITE
- the need to increase Welsh language capacity of ITE secondary provision and explore opportunities for closer collaboration between providers and schools
- making the most effective use of financial incentivisation to attract trainees and retain teachers to teach through the medium of Welsh
- the need to consider on-going opportunities for new teachers to develop their Welsh language skills and their pedagogical understanding and knowledge in relation to different Welsh-medium and bilingual settings.

### **Recruitment to Welsh-medium ITE**

11.2 A key finding of this evaluation is that, as a consequence of the continued decline in the number of trainees participating in secondary ITE courses through the medium of Welsh, secondary schools are finding it increasingly difficult to recruit. Without intervention it is likely that this trend will continue. The Cymraeg 2050 strategy sets out ambitious targets for increasing the number of secondary teachers who can teach through the medium of Welsh from its current level of 1,800 to 2,200 by 2021 and 3,200 by 2031 as well as the number of secondary teachers who can teach Welsh as a subject to 600 by 2021 and 900 by 2031. Even discounting for those who are likely to leave the profession over the next thirteen-year period, ITE provision needs to nearly double the number of trainees being trained annually in order to realise these targets. A step change is therefore required in the efforts to

promote and recruit to the profession and any such promotional campaign needs to be well-resourced and targeted effectively.

- 11.3 A further key finding of the evaluation is that trainees are often unclear how much provision will be delivered through the medium of Welsh prior to beginning of their courses – not least because this level of information is not always readily available in the public domain in an easy to understand manner but also because the actual Welsh-medium ITE offer and provision varies between providers. This finding points to the need to address two things – the need to agree upon a clear definition of what constitutes Welsh-medium ITE provision and the need to better communicate the ‘offer’ to prospective trainees. Aligned to this we also think that there would be merit in adopting the term ‘bilingual provision’ where this better reflects the nature of taught provision at university.
- 11.4 We are aware that the Welsh Government has commissioned separate and specific research focusing on the recruitment and retention of teachers in Wales. Accordingly, the findings of this report should be considered alongside the recommendations offered by that specific review of recruitment and retention.
- 11.5 We recommend that in order to achieve the ambitions set out in Cymraeg 2050 that:

**Recommendation 1:** The Welsh Government, in collaboration with its accredited ITE partnerships, develop and agree upon the minimum provision which constitutes Welsh-medium ITE provision. We would caution against setting the bar at too high a level which may risk alienating some prospective trainees with lower levels of confidence in their Welsh language skills at the outset. We would suggest that this definition should be informed by existing provision whilst also specifying what is expected of Welsh-medium ITE trainees:

- subject specialism support (i.e. subject tutors) is available to trainees through the medium of Welsh
- at least half of taught provision (lectures, seminars, tutorials) can be accessed in Welsh or bilingually
- access to support from a language mentor at school placements

- at least one school placement undertaken in a Welsh-medium or bilingual school
- at least one assignment is prepared by a trainee in Welsh.

**Recommendation 2:** The Welsh Government, in collaboration with its accredited ITE partnerships, develop a stronger and identifiable Welsh-medium ITE brand. We further recommend that ITE partnerships offer greater clarity to prospective applicants about which aspects of their ITE course are delivered through the medium of Welsh or bilingually.

**Recommendation 3:** The Welsh Government, in collaboration with its accredited ITE partnerships, deliver a well-resourced marketing campaign targeted at school pupils in Welsh-medium and bilingual schools as well as undergraduates at HEIs in Wales with a view to raising awareness and increasing interest in Welsh-medium ITE courses.

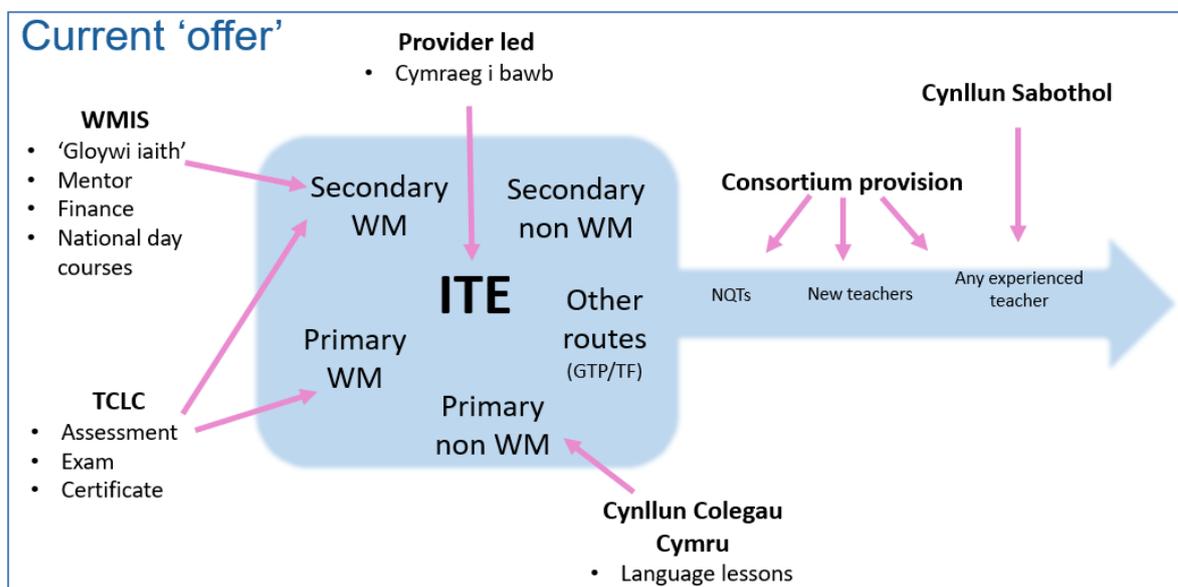
### **Simplification**

- 11.6 We conclude that the current ‘offer’ to train and equip ITE trainees to teach through the medium of Welsh is highly complex and somewhat disjointed as illustrated in Figure 12.1. It is also important to point out that ITE providers have to cater to the needs of trainees with varying levels of Welsh language skills when they first enter their ITE courses. At present a range of different ‘initiatives’ are in place targeting different cohorts of ITE trainees – some of these are national schemes whereas others are local and provider-led. Furthermore, some of these provisions are well established schemes, such as the support available via the WMIS scheme which has been in place for some 30 years, whilst others, such as the TCLC, are relatively new and not particularly well recognised across the sector.
- 11.7 Based on the evidence presented by providers, students and schools, there is a strong argument for rationalising and simplifying the provision which is geared to either supporting ITE trainees to learn or improve their own Welsh language skills or to better equip them to teach in Welsh. We would stress however that it would be

vital to retain the elements of good practice that each of these initiatives currently demonstrate, as identified within this evaluation.

- 11.8 The evaluation found that the provision currently available via the WMIS scheme does make a positive contribution to the development of Welsh language skills of trainees and we conclude that this is a valuable and important aspect of intervention that should be retained as a principle within any future ITE offer.

**Figure 12.1: Welsh language skills and Welsh-medium provision for trainees and teachers**



- 11.9 We think that in an ideal world any future provision focused on the development of Welsh language skills of trainees and equipping them to teach in Welsh ought to be embedded into the core offer by ITE partnerships. Furthermore, the current accreditation process offers an opportunity for the Welsh Government to achieve this by incorporating such requirements into ITE partnerships' core provision and assessing this on an ongoing basis. However, we are concerned that by doing away with any 'additional' intervention there is a danger of losing good practice and priority. We are also mindful that, at the time of writing, the accreditation process is ongoing and the outcome is not known. As such we offer two possible recommendations for the Welsh Government to consider, once the accreditation process has been completed:

**Recommendation 4a:** We would recommend that the Welsh Government develops a single intervention programme which aims to support the development of Welsh-language skills amongst all primary and secondary ITE trainees and develop their abilities to teach through the medium of Welsh or in bilingual settings. We take the view that this programme of intervention should draw and build upon elements of good practice which exists across current interventions. If this option be pursued then we would recommend that the current financial resources allocated to administer the two schemes of WMIS and the Cynllun Colegau Cymru be merged to fund the programme. It would be feasible to integrate elements of the TCLC into this initiative, such as the assessment of resources and teaching practice.

**Or Recommendation 4b:** We would recommend that the Welsh Government works with appointed ITE partnerships to embed Welsh language skills provision into a mandatory offer within ITE, removing the need for any ‘add-on’ initiatives such as WMIS and the Cynllun Colegau Cymru. In this case we would recommend that the financial resources currently available to administer the schemes of WMIS and the Cynllun Colegau Cymru be awarded directly to ITE partnerships. Should this approach be taken, we would stress the need for the Welsh Government to be satisfied that all ITE partnerships meet agreed and clearly defined requirements and that there is a commitment by ITE partnerships to increase their capacity to deliver Welsh-medium ITE across the full range of subject specialisms.

**Recommendation 5:** Irrespective of which of the above options is pursued, we would recommend that appropriate and tailored Welsh language skills development provision be made available to all ITE trainees, regardless of whether they pursue a teaching career in the primary or secondary sector, or Welsh-medium or English-medium sector so that each and every trainee teacher has the opportunity to progress along the Welsh language continuum. It is imperative that these trainees are able to access Welsh language support that is suited to their level of proficiency in Welsh thereby moving away from the two-tiered approach (complete beginner or proficient speaker) which is a characteristic of some provision at present.

**Recommendation 6:** We would also recommend that the following good practice elements of current approaches be retained (and extended where appropriate):

- the use of school-based language mentors (who are financially reimbursed) to support both secondary and primary trainees pursuing a Welsh-medium ITE course
- a clear outline of what is expected of school-based language mentors in supporting trainees, including language support and observation.

11.10 A key finding of the evaluation is that differentiated Welsh language skills provision is considered to be the most effective provision and we take the view that this good practice, where it exists, should be extended across the network. We conclude that mixed-ability Welsh language skills provision is undesirable and that ITE providers should stream all trainees according to their linguistic ability so that trainees have the opportunity of joining the group most suitable to their needs. We further conclude that any future provision should be based upon personal development plans for each trainee which have been informed by a consistent language assessment tool used by all ITE providers. We anticipate that future provision should, if required, involve the provision of short, intensive classes over the summer for those trainees who require a refresher or immersion provision. In addition, we believe that there would be merit for ITE providers to explore how they could better utilise the skills of ITE trainees with excellent Welsh language skills to support those with weaker skills.

11.11 We conclude that a greater focus of any future Welsh language skills development should be placed upon raising the confidence of trainees to use the language in the classroom as well as developing their skills in Welsh-medium/bilingual pedagogy. In particular we think that there is potential benefit in placing a greater emphasis upon developing trainees' abilities to immerse their pupils in Welsh (and becoming better equipped to be able to teach pupils from different linguistic backgrounds to themselves) as well as become better equipped to teach in dual-language classrooms.

**Recommendation 7:** We recommend that the Welsh Government, in conjunction with accredited ITE partnerships, develop a single language tool for assessing the Welsh language skills of trainees at the outset of the ITE course in a consistent manner. We would also recommend that this tool which could be used at the outset and end of ITE provision be aligned with, and allows for comparison, with the Professional Standards and with data collected via the planned annual workforce census data due to be collected from 2019 onwards.

**Recommendation 8:** We strongly recommend that future Welsh language skills provision be made available to trainees in accordance with their needs as assessed via a personal development plan at the outset of their ITE course. These development plans should identify what trainees require in advance of, as well as during their ITE course, as opposed to assuming that all trainees require a minimum number of study hours, regardless of their ability. Having said this we would recommend that those in need of Welsh language skills support continue to receive at least 25 hours of support per academic year. These development plans should take into consideration the needs of trainees in terms of:

- developing confidence
- Welsh language skills development
- pedagogical knowledge and
- abilities to immerse pupils in Welsh and teach in dual-language classrooms.

**Recommendation 9:** We further recommend that all ITE partnerships explore opportunities to provide intensive Welsh language skills provision to those trainees in need of additional support prior to their course, via late summer classes as is currently being delivered by some. There may be merit in partnerships delivering such courses through collaborative models of delivery.

11.12 Based on the findings of the evaluation, we conclude that there are a number of issues associated with the TCLC that raise questions about its suitability, particularly given that ITE trainees can achieve their QTS but fail the TCLC. We

also take the view that its purpose and fit is somewhat at odds with emerging Welsh Government thinking around promoting a Welsh language skills continuum. We recognise that the TCLC is still in its infancy and concur with the views of many contributors that if it is to be maintained, its remit and functionality would need to be modified and broadened. For instance, we think that there would be scope in extending such a certification tool so that it was applicable to a greater number of trainees and teachers, from complete learners to proficient speakers along the Welsh language skills continuum, be they trainees or existing teachers.

- 11.13 However, we take the view that the introduction and requirements set out as part of the new professional standards for teaching raises questions about the relevance of a separate accreditation tool for the future. Ideally, the language competencies of trainees and teachers would be better monitored via these standards and as such we offer the following recommendation:

**Recommendation 10:** We recommend that the Welsh Government adopt elements of the TCLC (as set out in recommendation 4a) to assess the Welsh language competencies of trainees at the start and end of ITE provision and for the Welsh language competencies of new teachers to be assessed via the professional standards for teaching and leadership.

### **Developing capacity**

- 11.14 The evaluation found that Welsh-medium provision varies from one ITE provider to another and one key factor accounting for this variation is Welsh language capacity across the ITE provider network. The feedback from trainees suggests that those without access to a Welsh-speaking secondary subject tutor in particular felt at a disadvantage compared to their counterparts. We recognise the difficulties associated with increasing the Welsh language capacity of ITE secondary provision and have considered a number of possible models to address this, including the development of a single centre of expertise for Welsh-medium ITE, the development of a collaborative approach across ITE providers (where such expertise is shared) as well as a model where an increased use of school capacity

is made. There are advantages and disadvantages to all three models, as well as delivery challenges. For instance, developing a single centre of expertise may be practical from a delivery perspective but could serve to alienate prospective applicants due to the need to travel/be based at one centre. We conclude however that working in collaboration with schools would be the best approach for addressing the gaps in capacity across current Welsh-medium ITE provision.

**Recommendation 11:** We recommend that the Welsh Government, in collaboration with ITE partnerships and partner schools, explore a number of options to increase the Welsh language secondary subject capacity of the ITE network. These options could include making greater use of school-based capacity (recognising that this would need to be financially resourced) and collaboration between ITE partnerships (e.g. the sharing of subject tutors) where appropriate.

### **Incentivisation**

- 11.15 The evaluation found that the WMIS current financial incentive is not an important factor in attracting individuals to apply for a Welsh-medium PGCE course not least as very few were aware of the incentive in advance of joining the course; rather it plays an important role in retaining trainees to participate in Welsh language skills sessions once enrolled on a course. In light of our recommendation that Welsh language skills provision should become embedded across all ITE provision for all trainees we do not think it would be appropriate to financially reimburse a specific cohort for engaging with this provision, given that it would no longer entail an additional workload.
- 11.16 We are mindful that the Welsh Government has proposed to enhance the Welsh-medium financial incentive for the 2018/19 academic year onwards and we take the view that this enhancement is required and appropriate, in light of the difficulties associated with attracting applicants to the profession. However, we think that there would be merit in raising this further in line with the highest financial incentive available in England for those in Wales wishing to teach Welsh and through the medium of Welsh in light of the significant recruitment challenges faced and the

need to meet the objectives set out in Cymraeg 2050. This would help ensure that the teaching profession is able to better compete with other professional sectors that are recruiting from the same pool of candidates. In addition, we think it is more important that these financial incentives encourage a greater proportion of trainees to move into a Welsh-medium or bilingual setting and allow such schools to retain a higher proportion of their workforce. As such we make the following recommendation:

**Recommendation 12:** We recommend that the current financial incentive associated with the WMIS scheme for secondary trainees be abandoned. Rather we recommend that the Welsh Government offer a higher financial incentive of up to £10,000 to each individual who successfully complete a Welsh-medium PGCE secondary course and enter the teaching profession. We would suggest that this incentive be awarded at key points:

- an initial payment of £2,500 on successful completion of Welsh-Medium Qualified Teacher Status
- an early-career payment of £2,500 in the third year of teaching
- a further early-career payment of £5,000 in the fifth year of teaching.

11.17 A key finding of this evaluation is that at present ITE providers do not have any contracted targets to achieve in terms of the recruitment of Welsh-medium ITE trainees. We take the view that whilst setting such targets may not be particularly effective we do think that there would be merit in communicating clearer expectations to those accredited ITE partnerships on how many Welsh-medium trainees they should be aiming to recruit on an annual basis so that the ambitions of Cymraeg 2050 can be translated into action. These expectations should also be incorporated into partnerships' accreditation review processes on an ongoing basis.

## **Continuity of support and development**

- 11.18 One important message raised during this evaluation is the need to consider on-going opportunities for new teachers to develop their Welsh language skills and their pedagogical understanding and knowledge in relation to different Welsh language and bilingual settings. We recognise that some provision is available to teachers – either via their educational consortia or via their own school – but a clear message from this research points to a need for this provision to be formalised, better structured (in the sense of being available to all) and better promoted to new teachers. We concur with the view of many contributors that the intensive Welsh language provision available to trainees during their ITE course seems to disappear as they enter the workforce, with very little awareness of other personal development opportunities until they become experienced teachers (and therefore eligible and appropriate for the Sabbatical Scheme). This is particularly important in light of the need for teachers to demonstrate their commitment to improving their Welsh language skills as part of demonstrating their professional standards.
- 11.19 We further consider whether it would be appropriate to link any financial incentivisation with the proposed Welsh language continuum being developed by the Welsh Government so as to ensure that individuals are motivated to further their skills from one level to the next over the shortest time period possible. In light of the fact that the Welsh language continuum is still in its development stage we do not make a firm recommendation to this effect but would note that it might be worthwhile considering such an option for the future. We anticipate that such a model would reward trainees or teachers on the achievement of each level, with those already achieving the highest level being awarded the full amount available.

11.20 We therefore make the following recommendation:

**Recommendation 13:** We recommend that the Welsh Government, in conjunction with educational consortia, explore how it could deliver on-going opportunities for new teachers to continue with the development of both their Welsh language skills as well as their pedagogical skills to immerse pupils in Welsh and teach in dual-language classrooms, so as to address the perceived gap in support that currently exists after gaining a QTS. This could be delivered as an extension to existing regional professional learning programmes offered to NQTs during their induction period and be aligned to support the new Professional Standards for teachers.