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Evaluation of the Welsh Language Charter and associated programmes

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Evaluation of the Welsh Language Charter and associated programmes

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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

Acronym/Key word	Definition
<i>Athrawon Bro</i>	Peripatetic teachers, employed by local authorities in some areas of Wales, who provide a range of services including support for the teaching of Welsh in English-medium schools.
Awards (Welsh Language Charter and <i>Cymraeg Campus</i>)	Certificates issued to schools in recognition of achieving bronze, silver and gold awards.
Consortium Officers	Officers working for one of the four regional education consortia. In relation to this evaluation, officers who manage or coordinate programmes to support the Welsh language and Welsh-medium education.
<i>Criw Cymraeg</i>	A group of pupils who meet to discuss and support activities to promote the use of Welsh in a school. <i>Criwiau Cymraeg</i> usually include pupils from different school years. There are <i>Criwiau Cymraeg</i> in the primary and secondary sectors.
<i>Cymraeg Bob Dydd</i>	A programme delivered in English-medium secondary schools to provide opportunities for English-medium secondary school pupils to extend their use of Welsh in extra-curricular activities.
<i>Cymraeg Campus</i>	A programme delivered in English-medium primary schools to promote Welsh and a 'Welsh ethos' within schools and to provide a range of activities that enable children to enjoy learning Welsh.
Framework for the Welsh Language Charter/ National framework for the Welsh Language Charter	Building on the Welsh Language Charter and existing associated programmes, the Welsh Government wishes to create a single combined framework to promote the informal use of Welsh. All schools, whatever their linguistic context, will work within the same framework to achieve the aim of ensuring that learners are: confident to use their Welsh language

	skills; foster positive attitudes towards the language, and increase the use of the language inside and outside school.
<i>Gwe laith</i>	<i>Gwe laith</i> ('Language Web') is used by the Welsh Language Charter in primary schools, <i>PCAI</i> / Welsh Language Charter in secondary schools and <i>Cymraeg Campus</i> . An online questionnaire completed by children at various points to record their social use of Welsh in school, on the playground and within the community.
Regional consortium/consortia	A body that provides education services to support schools in a region. There are four consortia: GwE (North Wales); ERW (West and Mid Wales); Central South Consortium; and the School Support Service, ESW / EAS (South East Wales).
Practitioners	Teachers or headteachers.
<i>PCAI</i>	' <i>Prosiect Cefnogi Arferion Iaith</i> / Supporting Language Use Project'. A programme delivered in Welsh-medium secondary schools to increase the use of Welsh by young people.
Validation/Validation process	(Primary Welsh Language Charter and <i>Cymraeg Campus</i>). A visit to a school by representatives from the consortium to verify if a school has achieved the bronze, silver, or gold award they have worked towards.
Welsh Language Charter	A programme delivered in Welsh-medium primary schools to increase children's social use of Welsh. In this report 'Welsh Language Charter' is used to refer to the programme delivered in Welsh-medium primary schools. The 'Framework for the Welsh Language Charter/ National framework for the Welsh Language Charter' is used to refer to the combined

	framework currently being developed by the Welsh Government.
Welsh Language Charter Coordinator/Coordinators	Teachers who are responsible for leading on the design and delivery of the Welsh Language Charter in schools.
Welsh Language Charter in secondary schools	A Welsh Language Charter programme delivered in Welsh-medium secondary schools. It is based on the Welsh Language Charter (primary). During the evaluation period Welsh-medium secondary schools were at different stages in introducing the Welsh Language Charter in secondary schools, with some continuing to follow the <i>PCAI</i> programme.

1. Introduction

- 1.1 This report presents the findings of an evaluation of the Welsh Language Charter and associated programmes. Arad Research was commissioned to undertake the evaluation, in partnership with researchers from IAITH. The research was carried out between January and November 2019.
- 1.2 The aim of the Welsh Language Charter, which is funded by the Welsh Government, is to increase the informal use of Welsh by children and young people. The Welsh Language Charter was established in Gwynedd, before being introduced in Welsh-medium and bilingual primary schools throughout Wales.
- 1.3 The Welsh Language Charter is one of a series of programmes aimed at increasing children and young people's informal use of Welsh in social situations. Other programmes are delivered and are tailored for:
- pupils in English-medium primary schools (*Cymraeg Campus*);
 - pupils in Welsh-medium secondary schools (*Prosiect Cefnogi Arferion Iaith / Supporting Language Use Project (PCAI)*); and
 - pupils in English-medium secondary schools (*Cymraeg Bob Dydd*).

Further information about these four programmes is provided in Chapters 3, 5, 7 and 9 of this report.

Welsh Government policy and strategic context

- 1.4 The Welsh Government's aim in its Welsh language strategy, *Cymraeg 2050*, is to achieve a million Welsh speakers by the middle of this century (Welsh Government 2017a). The education system has a key role to play in reaching this goal. This will require an increase in the numbers of learners receiving Welsh-medium and bilingual education, and changes to the curriculum to ensure that in the future all learners in Wales are able to develop their Welsh language skills for social use and work purposes.
- 1.5 In addition to achieving a million Welsh speakers by 2050, *Cymraeg 2050* includes a target to increase the percentage of the population who speak

Welsh every day, and who are able to speak more than a few words of Welsh, from 10 per cent (in 2013-15) to 20 per cent by 2050. One of the aims of the strategy is to establish positive practices in the use of the Welsh language, and provide ‘formal and informal opportunities to use the language socially’ (Welsh Government 2017a:48). The strategy states that there is a need to ‘plan provision for children and young people which not only gives them the opportunity to use or practise Welsh, but instils in them positive attitudes towards the language’ (Welsh Government 2017a:56).

- 1.6 The *Welsh in Education: Action plan 2017-21* (Welsh Government 2017b) was published to draw together the relevant strands of *Welsh 2050* and *Education in Wales: Our National Mission* (Welsh Government 2017c). The *Action plan 2017-21* sets out the steps that need to be taken to develop Welsh and Welsh-medium provision in the statutory education phase, and specifically as part of the new curriculum which will include a single continuum for learning Welsh.
- 1.7 In the context of the new curriculum, there is a commitment to developing transformational approaches to learning, teaching and assessing Welsh. The intention is to increase the number of confident Welsh speakers within the statutory education system, and to ensure that, in the future, all learners are able to use Welsh after leaving school. In addition, embedding and expanding the informal use of Welsh will be a core part of the areas of learning and experience within the new curriculum.
- 1.8 During the evaluation period, a series of guidance and other documents were published to support the development of the new curriculum. These included the *Siarter Iaith framework: An initial guide for schools* (Welsh Government 2019). The Government’s intention is to move towards creating a single national framework with every school, ‘regardless of their linguistic nature’ (Welsh Government 2019: 5), working to achieve the aim of ensuring that learners:
 - are confident in using their Welsh language skills;
 - foster positive attitudes towards the language; and

- increase the use of the language inside and outside the school.

1.9 The Welsh Government intends to move from the current arrangements, where four separate programmes exist for the Welsh-medium and English-medium sectors (and the primary and secondary sectors), towards a single framework. The *Siarter Iaith Framework: An initial guidance for schools* notes:

‘This framework will provide guidance for schools not yet involved in the journey by offering clear starting points and objectives. At the same time it offers guidance and opportunities for schools already involved to develop further, by building on the good work already accomplished, and allowing them to continue with the enthusiasm that the Siarter Iaith and associated programmes have created.’ (Welsh Government 2019:5)

1.10 At the time of writing the evaluation specification, the Welsh Government intended to bring the four programmes together under the Welsh Language Charter banner from September 2019. The Welsh Government, alongside partners in the regional consortia and local authorities, are continuing to work towards this arrangement. The four programmes have not yet been transferred to a new combined system. As such, arrangements for implementing the individual programmes for the current academic year, 2019/20, reflect the same arrangements that were in place in previous years.

Aims and objectives of the evaluation

1.11 The aim of the evaluation, as presented in the specification, was to provide guidance to the Welsh Government in developing the national framework for the Welsh Language Charter. Originally, this was planned in two stages:

Stage 1: assess how the Welsh Language Charter and associated programmes are delivered in their current form, and

Stage 2: examine whether the proposed framework for the Welsh Language Charter has been designed in such a way as to enable the programme’s aim to be realised for the future.

1.12 The objectives of the evaluation were as follows:

- interpret and develop the theory of change underpinning the current Welsh Language Charter and other associated programmes;
- assess the degree to which the current programmes are being implemented in alignment with the theory of change;
- identify what aspects of the programmes are working well, and why;
- identify what aspects of the programmes have not worked as well;
- interpret and develop the theory of change underpinning the proposed framework for the Welsh Language Charter;
- come to conclusions regarding the way in which the proposed framework has been designed;
- provide advice and guidance for the Client as the work to develop and refine the programme continues in 2018-19 and beyond;
- develop potential proposals for designing an evaluation of the Language Charter's outcomes in the future.

1.13 It was not possible to follow a research plan based on two distinct stages, because there was no clear transition period to distinguish between the existing system and a new system. Instead, fieldwork was completed over a longer period, and theories of change for the four programmes and the national framework for the Welsh Language Charter were considered as an ongoing and integrated part of the evaluation.

Research areas

1.14 The evaluation specification outlined four key areas for examination. These areas provided a structure for reporting on the research findings.

Figure 1.1. Summary of the key research areas

Strategic planning

Encompassing:

- the design of the programmes;
- the guidance provided in relation to delivering the programmes;
- exploring other methods of delivering and implementing the programmes that would encourage greater stakeholder ownership;
- exploring other ways of delivering and implementing the programme that would be likely to encourage greater ownership of the programme amongst the school community and stakeholders;
- the relationship between the programmes and other strategic plans at school, authority and consortium level.

Working in partnership

Encompassing:

- existing collaboration between schools and different stakeholders;
- collaboration between the primary and secondary sectors in supporting pupils' informal use of Welsh;
- current collaboration between schools and external organisations / stakeholders.

Methods of collecting, recording and interpreting evidence

Encompassing:

- the evidence and data collected and the rationale for doing so;
- the use of the evidence and data collected;
- the design and use of the *Gwe Iaith* (Language Web) questionnaire.

Monitoring progress and quality assurance

Encompassing:

- strengths and weaknesses of the process implemented to date;
- different or additional evidence that would enhance monitoring progress;
- the most appropriate methods of implementing a monitoring and assessing process and ensure its sustainability for the future.

1.15 Taking the above research areas into account it is important to recognise the complexities and challenges associated with the requirements of the evaluation. The specification required the evaluation to consider four programmes at different points of development and delivery across Wales. There are variations in approach between the four programmes and they operate in different linguistic contexts. As noted above, the evaluation was

undertaken at a time when plans were being developed for a single national framework, but details of when and what would change in practice on transition to the new system were not available.

A note on the structure of this report

- 1.16 The report considers the four programmes individually in the first instance. The background to each programme is outlined, followed by evaluation findings in relation to each one. This is followed by an interpretation of the theory of change that covers the four programmes' common features, and the considerations that are unique to each one. The chapter also includes a discussion on the development of a theory of change for the national framework.

2. Methodology

2.1 A combination of qualitative and quantitative methods was used in the evaluation to explore research objectives and key areas (see Figure 1.1). The aim of the mixed-methods design was to ensure that the evaluation was based on an evidence base that combined depth and breadth. The research was undertaken during January-November 2019. Figure 2.1 presents an overview of the research; the remainder of this chapter provides more detail on each method.

Figure 2.1. Overview of the methodology

Programme	Participant(s)	Method
All programmes	Welsh Government officers	Face-to-face and telephone semi structured interviews
	Stakeholders: Officers from the four consortia; Urdd officers; local authority officers; a representative from Estyn and a <i>Menter Iaith</i>	Face-to-face and telephone semi-structured interviews (18)
Welsh Language Charter (Welsh-medium primary schools)	Practitioners	Online Survey (172 responses); Face-to-face interviews during 18 school visits
	Headteachers	Face-to-face interviews during school visits (12)
	Governors	Telephone interviews (4)
	Pupils	Learner discussion group in each of the 18 schools
	Parents	Five parent focus groups, and two sessions of brief one to one parent interviews (25 parents)
<i>Cymraeg Campus</i> (English-medium primary schools)	Practitioners	On-line survey (181 responses) Telephone interviews (8)
<i>PCAI</i> Welsh Language Charter (Welsh-medium secondary schools)	Practitioners	Telephone interviews with practitioners in eight schools
<i>Cymraeg Bob Dydd</i> (English-medium secondary schools)	Practitioners	A combination of telephone and face-to-face interviews in eight schools
	Learners	Discussion groups with learners in three schools

Qualitative interviews with stakeholders

- 2.2 Update meetings were held between members of the evaluation team and Welsh Government officers throughout the evaluation period. Interviews were also held with Welsh Government officers to discuss the background and development of the Welsh Language Charter and associated programmes. The interviews were accompanied by a review of relevant policy documents and programme documentation. Sources reviewed included: grant agreement letters, national and regional guidance and documentation, and examples of reports and resources prepared by the regional consortia.
- 2.3 Interviews were held with stakeholders including Gwynedd Council officers (to understand the original development of the Welsh Language Charter in that county); officers from the four regional consortia (to collect evidence on the implementation of the Welsh Language Charter); officers from five local authorities (to understand their role in supporting the Welsh Language Charter and *Cymraeg Campus*); Urdd managers and officers (to discuss the implementation of the *Cymraeg Bob Dydd* programme); and a member of staff from Estyn and a *Menter Iaith*, to place the programmes within a wider context.

Fieldwork in schools

- 2.4 In the research specification, priority was given to the primary school Welsh Language Charter programme. The research programme was designed to reflect this, and as such, the evidence on the delivery of the primary Welsh Language Charter is more developed than for the other programmes.

Welsh Language Charter: school visits

- 2.5 Visits to 18 schools took place as part of the evaluation. In an attempt to reflect the diversity of schools they were randomly selected within a sampling framework that ensured a cross-section of region, school size, percentage of children who speak Welsh at home, and the length of time schools have delivered the Welsh Language Charter.

- *Regional Consortia*: At least three schools were visited in each of the four regions, thus over-sampling the two regions with fewer participating schools.
- *School size*: A sample was drawn of nine schools with fewer than 150 pupils, and nine with more than 150 pupils. There was a range of school size across the sample of eighteen schools.¹
- *Percentage of children who speak Welsh at home*: The information on the percentage of pupils who speak Welsh at home available on StatsWales was used. This data was used as a guide to ensure that a cross-section of contexts was included, whilst recognising that there are some limitations to this data.
- *Length of time that schools have been using the Welsh Language Charter*: As information was not available on how long individual schools had been involved with the programme, a sample was drawn which included schools which had reached different award levels (bronze, silver, gold). Welsh Language Charter schools work towards awards starting with the bronze. As a rough guide, the schools who have reached the gold award have been involved with the programme for a longer period.

2.6 The starting point for the visits was an interview with the school's Welsh Language Charter coordinator and with the headteacher. The original intention was to interview other teachers who were not coordinators, but it became apparent whilst conducting the fieldwork that interviewing other staff would not be practical during one visit.

2.7 Group discussions were held with pupils in years 3-6 during the visits to discuss their experiences of participating in the Welsh Language Charter. The pupils were asked about activities they had completed as part of the Welsh Language Charter, their views on the activities and the programme,

¹ 151 pupils on average in primary schools with an infant and junior section. Source [Pupils by school and type of school, 2019](#)

and any suggestions they had on how to improve the programme in the future.

- 2.8 Schools were asked to share the evaluation team's contact details with the governor leading on Welsh Language Charter matters, in order to arrange an interview with them. This resulted in only four interviews, therefore very few findings draw on governors' experiences.
- 2.9 Two different methods were used to collect evidence from parents to gauge their views and understanding of the Welsh Language Charter. There was engagement with 25 parents. Five discussion groups were organised - two in one region and one each in the other three regions. Schools were asked for assistance in sharing invitations to participate in discussion groups. Five evening discussion groups took place, with between two and five parents attending each one. Parents were offered a thankyou payment in recognition of the time and costs of attendance, in accordance with procedures agreed with Government Social Research (GSR). The original intention was to collect parents' views via evening discussion groups only, but some headteachers advised that inviting parents to participate in structured discussion groups would not be appropriate in their areas. In light of this advice, the original intention to hold focus groups with parents continued in five schools, and a series of shorter, one-to-one conversations with parents were held in two schools. These conversations were held during school hours when parents were in school for other reasons, e.g. for a school fair or an open afternoon.

Welsh Language Charter: practitioner survey

- 2.10 To give all relevant schools an opportunity to contribute to the evaluation, an online questionnaire was designed to be distributed to all schools that were part of the Welsh Language Charter programme. A questionnaire was prepared for coordinators in Welsh Language Charter schools (namely Welsh-medium primary schools). The questionnaire set out to collect practitioners' observations and views on the following issues: their experience of delivering the Welsh Language Charter; their experience of completing *Gwe Iaith* questionnaires and the validation process; the role of

parents, and their views on whether the programme has led to more positive attitudes towards the use of Welsh among pupils. A copy of the questionnaire is provided in Appendix 2.

2.11 The questionnaire was distributed in June 2019, via e-mail, to the headteachers of all primary schools taking part in the Welsh Language Charter programme (399 schools). Headteachers were asked to forward the questionnaire to the programme coordinator at the school. The questionnaire was completed by 172 practitioners. Not all questions in the questionnaire required an answer, and responses to each question were not submitted by all respondents.

2.12 It is not possible to calculate the survey response rate accurately. Based on the number of invitations sent, the response rate was 43 per cent. As questionnaires were sent to schools' general email addresses for the headteacher's attention, with a request that they be forwarded to the person responsible for the programme at the school, it is not known how many of the email messages reached their intended destination.

Cymraeg Campus: telephone interviews with practitioners

2.13 Telephone interviews were held with eight *Cymraeg Campus* programme coordinators in English-medium schools. They were randomly selected within quotas to ensure a cross-section of school location and size.

Cymraeg Campus: practitioner survey

2.14 As with the questionnaire for Welsh Language Charter school practitioners, an online questionnaire was designed to be distributed to all schools participating in the *Cymraeg Campus* programme. The questionnaire set out to collect practitioners' observations and perspectives on the following issues: their experience of operating *Cymraeg Campus*; their experience of completing *Gwe Iaith* questionnaires and the verifying process; the role of parents, and their views on whether the programme has led to more positive attitudes towards the use of Welsh among pupils. A copy of the questionnaire is provided in Appendix 2.

2.15 An email invitation was sent to the Headteachers of all 496 schools delivering *Cymraeg Campus* in June 2019 and they were requested to forward the questionnaire to the programme coordinator at the school. The questionnaire was completed by 184 practitioners. As with the Welsh Language Charter questionnaire, not all questions in the questionnaire on *Cymraeg Campus* Welsh were required, and not all respondents submitted responses to every question. Based on the number of invitations sent, the response rate is 37 per cent. However, it should be noted that it is not known how many of the emails sent to schools reached the appropriate person within the school.

PCAI: telephone interviews with practitioners

2.16 Interviews were held with staff members at eight randomly selected Welsh-medium or bilingual secondary schools, within a sampling framework that ensured a regional cross-section. The discussion covered the *PCAI* programme and the secondary Welsh Language Charter programme, that some of the contacted schools had begun to deliver.

Cymraeg Bob Dydd: school visits and telephone interviews

2.17 Interviews were held with eight *practitioners* who were the schools' *Cymraeg Bob Dydd* coordinator. Four interviews were held during school visits, and four were held by telephone, at the practitioner's discretion. Discussion groups were held with pupils during three school visits.

Analysis

2.18 The focus of the analysis was the research questions outlined in Figure 1.1. Notes taken during fieldwork were analysed under the headings derived from these evaluation questions and topic guides. In addition to the thematic analysis, the research explored any differences according to stakeholder group, region or programme, within the limitations of the sampling and selection methods.

Interpreting and developing a theory of change

- 2.19 One of the evaluation's objectives was to develop and interpret the theory of change for the programmes. The purpose of a theory of change is to explain how a programme is intended to achieve its aims and objectives, by highlighting the assumed links between long-term inputs, activities, outputs, outcomes, and impacts. A theory of change also seeks to identify and describe the assumptions associated with these actions, and to place them within the broader policy and / or strategic context of the programme. Developing a theory of change, therefore, is a way of understanding and explaining the early and medium-term changes that need to occur to achieve a longer-term outcome.
- 2.20 In the early days of the evaluation, alongside the desk research and fieldwork, a theory of change workshop (workshop no.1) was held in February 2019. The workshop's purpose was to provide an opportunity to discuss elements of the Welsh Language Charter's theory of change and to contribute to its development. Welsh Language Charter officers from three of the four regional education consortia attended the workshop, to discuss their understanding of the programme (the Welsh Language Charter for primary schools in particular) and a rough draft of a theory of change was drawn up, based on the discussions. The initial workshop discussions were drawn upon in designing the research instruments utilised during fieldwork.
- 2.21 The theory of change continued to be developed at specific stages during the evaluation. When the fieldwork was complete, the evaluators used the evidence collected to refine and further develop the draft theory of change. This draft was discussed at a workshop with Welsh Government policy and research officers (workshop no. 2) in November 2019. The purpose of this workshop was to test whether the theory of change reflected their understanding of the wider aims, objectives, and context of the programme. These contributions led to further development and refinement of the theory of change. The theory of change developed through this process is discussed in Chapter 11 of the report.

2.22 It is important to note that theories of change did not previously exist for the programmes. The theories were developed through a process that ran parallel to the other elements of the evaluation, with some refinement following completion of fieldwork. The theories of change for the four individual programmes are, to a degree, retrospective, and in the case of the national framework, which is not yet fully developed, the theory is limited to the information available at the time about the aim and objectives of the framework. It is expected that the theory of change will be adapted and further developed as work continues on the development of the national framework for the Welsh Language Charter.

Ethics and data protection

2.23 The evaluation was undertaken in accordance with Government Social Research (GSR) principles. An ethics checklist was completed at the start of the evaluation, and was reviewed during the study.

2.24 Participants were provided with privacy notices and supporting information about the evaluation, explaining the aim and objectives of the research, and their contribution to the evaluation; they were informed that their contribution to the study was voluntary. For discussions with school pupils, child-friendly information sheets and research questions were produced, and information was provided for schools to share with parents. Respondents were notified that all contributions were on the basis of anonymity and that the evaluation report would not include any information that could be used to identify individual participants.

Limitations and challenges

2.25 There are some limitations to the methodology adopted for the evaluation. They need to be borne in mind when reading the evaluation findings.

Reliability of the information and evidence provided

2.26 The evaluation draws on the evidence offered by a wide range of contributors (officers, teachers, learners and parents), and in written documentation. The experiences and levels of involvement of individual schools or stakeholders

with the programmes may have influenced their understanding of how the programmes are delivered. This, in turn, may have influenced the evidence they provided. The evaluation sought to weigh up the evidence by examining and comparing findings from different sources, drawing conclusions where possible about differences in interpretation. However, it needs to be borne in mind that the evidence may have been affected by different interpretations of the objectives and approaches of the programmes.

Sample bias in the surveys

- 2.27 An invitation to complete the survey was sent to all relevant schools; responses depended on schools' choice to complete the questionnaire or not. This may have influenced the nature of the practitioner sample that contributed, and those who chose to participate are not necessarily representative of all practitioners. The survey was shared with practitioners by contacting headteachers, but it is not possible to know how many individuals who were Welsh Language Charter coordinators in their schools accepted the invitation to contribute.

Sample bias during school fieldwork

- 2.28 Although attempts were made to secure a cross-section of schools, the number visited is relatively small, therefore they are not guaranteed to be representative. Discussion groups were held with pupils during visits. Practitioners were responsible for selecting pupils to participate, and feedback collected from these pupils may not represent the views of all pupils.

Attribution

- 2.29 The evaluation was not intended to systematically evaluate the impact of the Welsh Language Charter programmes. However, the research instruments developed, and the discussions held, invited individuals to reflect on the link between the programmes and any changes they had observed. It should be acknowledged that it is not always possible to attribute the perceived effects and outcomes reported by contributors to the implementation of the Welsh Language Charter or associated programmes.

Fieldwork spanning two school years

- 2.30 The fieldwork with Welsh Language Charter and *Cymraeg Campus* schools took place during two school years (summer term 2018/19 and autumn term 2019/20). There was no change to the delivery of the programmes during these periods, but it should be borne in mind that factors such as regional support, workload or resource availability may have differed between the two school years.

Development of the national framework for the Welsh Language Charter

- 2.31 As this evaluation was being undertaken, and as the theory of change was being developed for the national framework for the Welsh Language Charter, only initial guidance was available to schools and stakeholders. The national framework for the Welsh Language Charter is not operational, and therefore interviewees' comments are based on their experience of delivering the four individual programmes over the last few years. However, in many cases, interviewees had seen the new national framework (or indeed had been involved in its design). Therefore, there was no clear division between evidence for what was presented as part of the individual programmes for some years, and interviewees' perceptions of what will happen.

Evidence about the four programmes

- 2.32 More attention was given in the fieldwork to the Welsh Language Charter programme in primary schools, than to the other programmes. This resulted in less evidence for the other three programmes.

3. Background: Welsh Language Charter in Welsh-medium primary schools

3.1 This chapter provides an overview of programme delivery. It is based on background documentation reviewed during the evaluation, along with information shared verbally by the Welsh Government and consortium officers interviewed.

Aim

3.2 The Welsh Language Charter is a programme delivered in Welsh-medium primary schools. The guidance published by the Welsh Government, *Siarter Iaith Gymraeg, Ysgolion Cynradd* explains the aim of the Welsh Language Charter as follows: ‘The simple objective of the Language Charter is to provide a clear framework, which can be used to promote and increase the use of Welsh by children in a social context. In a nutshell, the Charter’s main aim is to encourage [...] our children and young people to speak Welsh in all areas of their lives’ (Welsh Government 2016a:2).

Background

3.3 The Welsh Language Charter was established in Gwynedd in 2011/12 following research commissioned by Gwynedd Council into pupils’ language use in the county’s schools (Roberts and Thomas 2010). The research report recommended ‘placing an expectation on all of the county’s primary schools to be proactive in encouraging and promoting social use of Welsh’ (translation provided by Arad). The report identified the need for tailored strategies to support the use of Welsh, and the need to develop a standard template to enable all schools to report on the delivery of their plans. A coordinator was employed in Gwynedd to develop the ‘*Gwe Iaith*’ monitoring system to support the delivery of the Welsh Language Charter.

3.4 Following its delivery in a small number of schools, by 2013 the Welsh Language Charter was introduced in every school in Gwynedd. The programme was extended across the North Wales region and then to other regions across Wales (see Figure 3.1). The aim of the Welsh Language Charter was defined in the original guidance produced by Gwynedd Council

and *Hunaniaith* as follows: ‘to increase children’s social use of Welsh [... and] to get children to speak Welsh’ (Gwynedd Council and *Hunaniaith* 2014:1).²

- 3.5 The aim was modified somewhat in the national guidance published by the Welsh Government, with an additional reference to ‘inspir[ing] our children and young people to use their Welsh in all aspects of their lives’ (Welsh Government (2016a: 2). The Charter aims to enrich pupils’ experiences of the Welsh language in a variety of social contexts, both within and outside school. The intention is that this will lead to an increase in the use of Welsh among pupils in a range of social situations. In the first years of delivering the Welsh Language Charter the focus was on the social use of the language outside lessons. By the time the programme was introduced throughout Wales, the Welsh Language Charter had evolved and additional elements were introduced. In particular, pupil voice was developed more prominently as part of its delivery, with a specific role for ‘*Criwiau Cymraeg*’ and/or school councils in prioritising and deciding on activities.³

² *Hunaniaith* is a language initiative, operating since 2009, as part of Gwynedd Council’s language unit.

³ *Criw Cymraeg* are a group of pupils who meet to discuss and support activities to promote the use of Welsh. They represent a range of school years, with membership changing from year to year.

Figure 3.1 Introducing the Welsh Language Charter across Wales

2008-2010	Research in Gwynedd. Publication of <i>Report on the Social Use of the Welsh Language by Gwynedd Primary Sector Children</i> .
2011/12	Welsh Language Charter established in Gwynedd and launched in a conference in June 2011. A small number of schools in Gwynedd begin to deliver the Charter.
2013	The Welsh Language Charter is delivered in all primary schools in Gwynedd.
2015/16	Welsh Government provides support for Gwynedd in order to extend the Welsh Language Charter to Conwy, Denbighshire, Flintshire and Wrexham.
October 2016	The South East Wales Education Achievement Service (EAS) presents the Welsh Language Charter to Welsh-medium schools in the south east region.
March 2017	Central South Consortium becomes part of the Welsh Language Charter and delivers the programme in the central south Wales valleys, Cardiff and the Vale of Glamorgan.
May 2017	ERW delivers the Welsh Language Charter across the south west and mid Wales region.
April 2019	<i>Siarter Iaith Framework: Initial guidance for schools</i> is published

3.6 Based on information the evaluators received from regional consortium officers in April 2019, 399 schools were participating in the Welsh Language Charter in the 2018/19 academic year.⁴

An overview of the funding arrangements for the Welsh Language Charter

3.7 For the financial year 2019/20 grant funding of £500,000 was distributed to the consortia to deliver the Welsh Language Charter.⁵ The grant funding received by individual consortia varied, part of which was based on a formula equivalent to approximately £500 per Welsh-medium primary school and £1,000 for each Welsh-medium secondary school in the region. The grant is

⁴ During the drafting of this report, the Welsh Government provided the number of schools participating in the programme in 2019/20 namely 423.

⁵ Based on information shared by the Welsh Government, consortia are also able to use the funding for other programmes that support informal language use. This includes *Cymraeg Campus* and *PCAI* programmes.

used to support the delivery of the Welsh Language Charter and associated programmes including regional officers' salaries and administration costs.

- 3.8 Grant arrangements for the Welsh Language Charter have changed in recent years. Until 2017/18 the Welsh Government issued a grant letter to consortia outlining conditions or expectations regarding the use of the grant to deliver the Welsh Language Charter:

‘Support local authorities in the region to support their schools in delivering the principles and monitoring the impact of the Welsh Language Charter.

Encourage links between schools at a local and regional level to promote effective and Strategic partnerships.

Facilitate the sharing of good practice between schools within the region and nationally through network meetings and through the Welsh Language Charter section of the Hwb website.⁶

Implement the process of school validation annually within the region.

Collect local authority and regional data from the Language Web for submission to the Welsh Government.

Collect regional case studies for submission to Welsh Government.’

(Source: Welsh Government Grant letter to regional consortia 2017/18; Award of funding in relation to the national programme to support children and young people’s informal language use, July 2017).

- 3.9 The above points were described as ‘targets’ in the letters issued to regional consortia. However, there were no quantitative targets that consortia were expected to meet when implementing the grant. Since 2018/19, funding to support the Welsh Language Charter has been incorporated into the main education grant, the Education Improvement Grant.⁷
- 3.10 The Welsh Language Charter’s implementation arrangements reflect the Welsh education system’s three tier model set out in the strategic plan *Education in Wales: Our National Mission* (Welsh Government 2017c). In keeping with what is described as the role of the middle in this model, consortia are responsible for delivering the programme at a regional level

⁶ [Hwb](#) is the digital platform for learning and teaching in Wales.

⁷ The purpose of the Education Improvement Grant (EIG) is to improve educational outcomes for all learners and reduce the impact of deprivation on learner outcomes.

and leading on planning. Schools that deliver the programme and provide experiences aimed at improving their learning and wellbeing occupy the third tier (Welsh Government 2017c:10).

Delivering the Welsh Language Charter

- 3.11 Language Charter coordinators in schools, with the support of pupils, lead on planning activities delivered as part of the Welsh Language Charter activities. The guidance produced by Gwynedd Council to support the delivery of the Welsh Language Charter (and shared with the other consortia) outlined the importance of participation by all members of the school community ‘to ensure full ownership’ (Gwynedd Council and *Hunaniaith* 2014:1). This was reinforced in the guidance issued by the Welsh Government in 2016 to support the delivery of the Welsh Language Charter nationally, which noted that the Welsh Language Charter requires whole-school participation by ‘every member of the school community, and members of the school workforce and council, the pupils and their parents, school governors and the wider community’ (Welsh Government 2016a:2).
- 3.12 Programme delivery varies from school to school, depending on each school’s own context and priorities (see Chapter 4 for more information). However, there are common features across all schools.
- 3.13 Welsh Language Charter activities are supported by a national branding campaign, with two characters, *Seren* and *Sbarc*, acting as programme mascots (‘superheroes’). The Welsh Government is responsible for the branding, and shares resources that use images of the superheroes to promote awareness of the programme among teachers, children and parents.
- 3.14 The guidance for the Welsh Language Charter in primary schools published by the Welsh Government explains that ‘an appropriate method of setting a baseline and of evaluating success has been developed in connection with the objective of increasing children’s use of Welsh in a social context’ (Welsh Government 2016a:4). This is the *Gwe Iaith*, an online questionnaire completed by pupils to record their social use of Welsh in the classroom, in

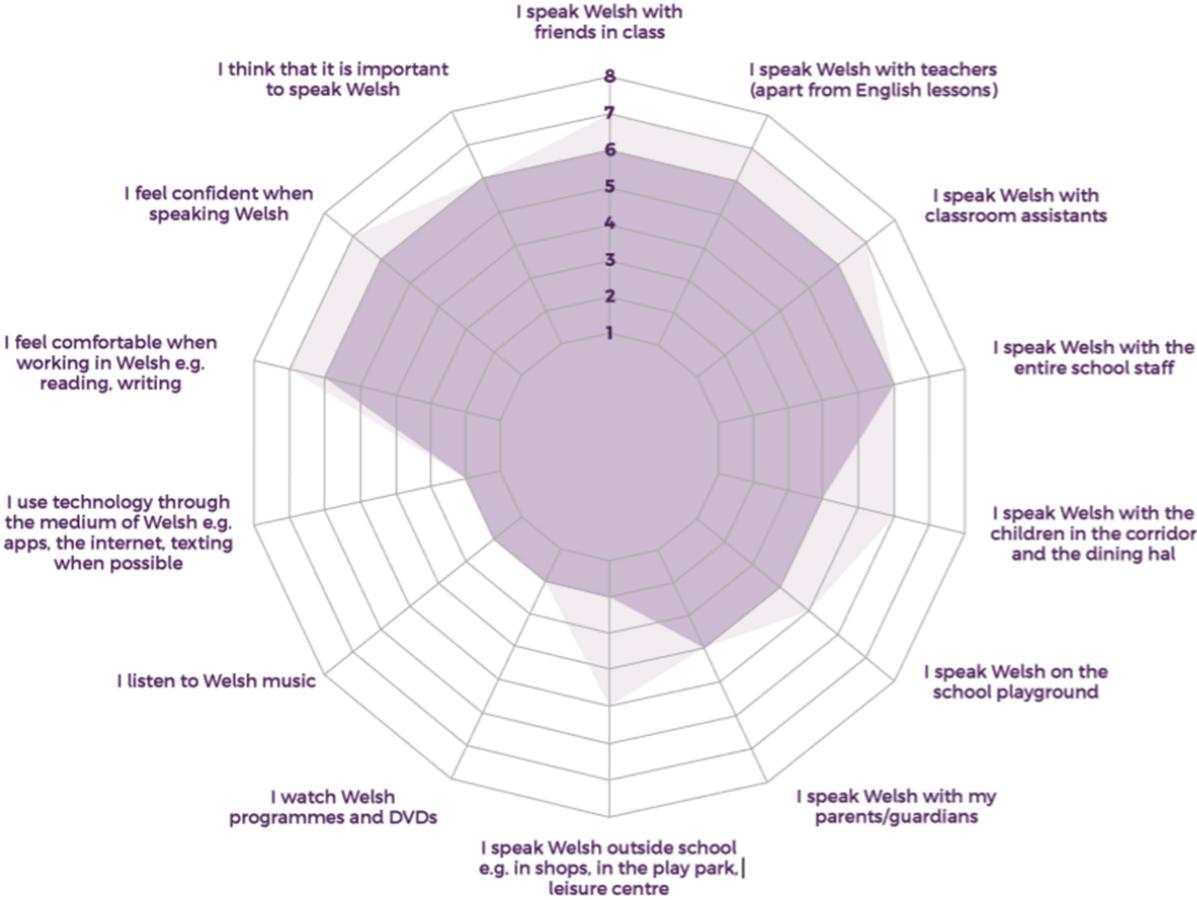
the playground and within the community. The *Siarter Iaith Gymraeg, Ysgolion Cynradd* document issued by the Welsh Government sets out the purpose of the *Gwe Iaith* data:

‘This data will provide firm evidence on the language situation in each school. Information will be presented in the form of graphs or web pictures and used to establish a baseline, and from there each school can set its own individual vision. The responses to the questionnaires will show the strengths as well as which specific language elements each school should focus on. The questionnaire is re-run with the same questions after a period of time. The answers and the data that comes from it will enable schools to observe what effect any activities have had.’ (Welsh Government 2016a:4; translation by authors of the text provided in the Welsh version of the guidance. An English language version of the guidance is also provided on Hwb).

- 3.15 The *Gwe Iaith* questionnaire is coordinated by consortium officers, who send a weblink to schools in their region. Most schools ask pupils to complete the *Gwe Iaith* questionnaire twice a year, in September and again during the summer term, to assess whether there has been an increase in the use of Welsh in comparison with the ‘baseline’. The questionnaire asks about pupils’ use of Welsh – in the classroom, in the playground, and in the community. The data is fed back to the consortia, who hold school level data and who in turn provide information to individual schools.
- 3.16 The online information displays the results in the form of a school-level web (an example is shown in Figure 3.2) with the results of the summer questionnaires laid over the corresponding results from the beginning of the year to illustrate changes in responses. Schools are only able to view and analyse their own results, whilst consortium officers are able to see the results from all schools in their region.
- 3.17 Schools visited during the evaluation described a series of activities that are listed in their Welsh Language Charter action plans. However, it is important to note that it was not always clear which activities were specific ‘Welsh Language Charter activities’ and which were part of the school’s regular calendar of events but which also support the Welsh Language Charter’s aims. Some schools noted that aspects of the Charter’s delivery are interwoven within the school’s regular timetable and activities or within the

curriculum (for example guest speakers; themed work in class; school trips and visits). Based on the results of the questionnaire administered at the beginning of the academic year, schools identify priorities or aspects of language use that require further attention. Members of *Criwiau Cymraeg* are frequently involved in these decisions, under the guidance of Welsh Language Charter coordinators.

Figure 3.2: Example of a school’s ‘Gwe laith’ results



Source: Welsh Government 2016a:24

3.18 The award system is a prominent element of the Welsh Language Charter. The concept of rewarding schools ‘on the basis of their efforts’ (Welsh Government 2016a: 4) is central to the programme’s design and schools work towards bronze, silver and gold awards as they deliver their action plans. Schools are expected to include increasingly challenging targets in their action plans as they work towards the various awards. The *Siarter Iaith Gymraeg, Ysgolion Cynradd* guidance document (Welsh Government 2016a) provides examples of targets and actions that schools may consider as a means of delivering their vision for promoting the social use of Welsh. The guide states:

‘We encourage school councils, pupils, workforces, parents and governors to innovate and offer challenging and achievable original targets and steps to act upon.’ (Welsh Government 2016a:4)

3.19 The Welsh Government’s Welsh Language Charter guidance states that schools should ‘[aim] for the gold award over a three-year period’ (Welsh Government 2016a:4). However, in practice neither national officers nor regional consortium officers encourage schools to achieve the gold award within this timescale. Consortia report there is an emphasis on encouraging schools to move towards awards at a pace that suits them.

3.20 A stage of the programme referred to as the Welsh Language Charter ‘validation process’ (*proses ddilysu*) is coordinated by consortium officers. Schools inform their consortium that they have completed their bronze, silver or gold action plan and are ready to receive a visit from the consortium officer or their representatives. In some regions, consortium officers visit schools, whilst other consortia arrange for teachers from different schools in the region to conduct the validation visit. The ‘validation’ visit is an opportunity for consortia to verify and review evidence that a school has met the targets or outcomes that were set out in its action plan. During the visit, verifiers (in Welsh, *dilyswyr*) interview teachers, pupils, governors and parents to discuss the programme’s delivery. There is an emphasis on ensuring that the pupil’s voice features prominently during these visits. Following the visit, the consortium informs the school whether they have shown sufficient evidence of completing their action plan and receive the relevant ‘award’.

4. Findings: Welsh Language Charter in Welsh-medium primary schools

4.1 This chapter presents evaluation findings relating to the Welsh Language Charter in Welsh-medium primary schools. The evaluation specification identified four key areas to be examined, namely: strategic planning; working in partnership; methods of collecting, recording and interpreting evidence; and monitoring progress and quality assurance. The structure of the chapter corresponds to these key areas. Findings are based on evidence collected during discussions with practitioners, learners, parents, governors and stakeholders, through a survey of practitioners and desktop research.

Strategic planning

4.2 This section discusses the roles, responsibilities and contribution of various stakeholders as they deliver and support the programme. It also considers the suitability and quality of guidance provided by different stakeholders, and the links between the programme and wider strategic priorities.

Role of the Welsh Government

4.3 Discussions regarding programme design and the role of the Welsh Government in delivering the Welsh Language Charter were held with Welsh Language Division policy officers and consortium officers. Interviewees reported that government officers facilitated collaboration between lead Welsh language officers within consortia as the Charter was rolled out across the various regions during 2016-18. Welsh Government officers explained there was less emphasis on strategic planning at the national level when the programme became operational in the four regions. It was noted that the Welsh Government's role focused on funding, administering the grant awarded to the consortia, and supporting the branding associated with the Welsh Language Charter.

4.4 An 'unintended' side-effect of this, in the view of consortium officers, is that there is insufficient national guidance in relation to programme delivery and monitoring. In particular, consortium officers raised questions about the expectations on schools for delivering and sustaining the programme over

the long-term: they expressed uncertainty regarding arrangements for supporting and validating schools once they had achieved the gold award. The officers also raised questions about how best to ensure continuity for the Welsh Language Charter, and the need to ensure it is appropriate for the secondary sector (these points are returned to in subsequent sections of the report). There was a welcome among consortium officers for the idea of developing a national framework for the Welsh Language Charter that would confirm the programme's status within the new curriculum arrangements. However, officers noted that more robust guidelines were needed in relation to the requirements for delivering the programme under the new framework.

The role of regional consortia and local authorities

- 4.5 The evaluation found commitment and support for the programme among consortium and local authority officers. Whilst the Welsh Government provides funding for the Welsh Language Charter, regional consortia are responsible for managing and supporting the programme in their areas. Based on the evidence collected, this arrangement encourages consortia to have a sense of ownership of the programme. Individuals have been identified to lead and coordinate the Welsh Language Charter, either at a regional level or in collaboration with local authority officers and *athrawon bro*.
- 4.6 Consortium representatives reported that they see the link between the Welsh Language Charter and wider priorities relating to the Welsh language. There was clear agreement amongst consortium officers that the programme supports the objectives of *Cymraeg 2050*, specifically the aim of establishing 'positive language use practices supported by formal and informal opportunities to use Welsh socially' (Welsh Government 2017a). One regional consortium officer described the Welsh Language Charter as 'a vehicle for realising the vision of *Cymraeg 2050*'.
- 4.7 During interviews with consortium and local authority officers, it was explained that the Welsh Language Charter was embedded in planning arrangements at regional and local authority level. Specific references to the Welsh Language Charter are included in the current Business Plans of two of

the four regional consortia. The Business Plan of one other consortium includes reference to school-level plans to support the informal use of Welsh but does not name the programme. Consortium and local authority officers noted that the Welsh Language Charter has received a greater amount of attention within the Welsh in Education Strategic Plans produced by local authorities.

4.8 Consortia adopt different approaches to using and allocating the funding given to them by the Welsh Government. Some consortia retain the funding in its entirety and coordinate all activities that support the programme. Alternative funding models are used where the consortium allocates a proportion of the funding to local authorities, which provide support and training for schools. One consortium officer reported that they allocate a sum of £200 to each school in the region to support Welsh Language Charter activities, but funding is not distributed directly to schools in every region. Due to these differences, the nature and level of support provided to schools varies from region to region.

4.9 All schools visited valued the guidance provided by Welsh Language Charter officers in the consortia. Schools recognised that consortia are vital to the delivery of the programme, and reported that consortium officers provide practical support tailored to their needs. The arrangements in place to support the Welsh Language Charter vary across the regions, with local authorities playing a key role in some areas. The structures in place in the four consortia can be summarised as follows:

- Consortium 1: one regional coordinator for a large number of schools, consequently local authority Welsh language officers assist the consortium coordinator by supporting schools and organising the validation process that determines whether schools receive Welsh Language Charter awards.
- Consortium 2: the consortium is divided into three areas, with a coordinator for each area. There are different arrangements within the region including a) the coordinator supporting and visiting each school in

their area, and b) dedicated teachers leading on the Welsh Language Charter within their clusters.

- Consortium 3: three teachers released for one day per fortnight to support the schools in the region. A challenge adviser advises teachers and delivers the validation process.
- Consortium 4: a small team, including teachers seconded to the consortium, provides training and support for all schools.

4.10 Evidence collected from headteachers and Welsh Language Charter coordinators within schools indicates that consortium officers and their local authority partners provide a number of key functions:

- Providing annual training and workshops for schools to promote the Welsh Language Charter and to explain the requirements when working towards the different awards;
- Leading on validation processes;
- Visiting schools to offer support and ideas for their Language Charter action plans;
- Developing materials and advice on possible ways of embedding the Welsh Language Charter within the new curriculum framework.

4.11 There was agreement among school representatives that consortium officers provide appropriate advice and training to support programme delivery and preparation for validation processes. Schools noted that consortium officers offer practical support by providing materials to assist them to incorporate activities to support the Welsh Language Charter across the curriculum.

4.12 As a result of support and ideas provided by the consortium, one school used the £500 they received to deliver the Welsh Language Charter to purchase a small weather station that was used by pupils as part of science lessons. This resulted in pupils contacting farmers via text messages to share information and sharing weather vocabulary with English-medium schools. This demonstrates that it is possible to use a variety of methods to strengthen links with the community and support the Charter's aim of increasing the use of Welsh.

4.13 The Welsh Language Charter schools survey findings support the qualitative evidence collected and indicate that schools are satisfied with the advice and support they receive from consortia. Practitioners were asked to consider the support they receive from regional / local Welsh Language Charter officers and to indicate to what extent they agreed or disagreed with the statements: 'We receive sufficient advice to support the Welsh Language Charter' and 'The advice meets our requirements'. Of the 165 respondents who answered these questions, just under two thirds (64 per cent) stated that they strongly agreed or agreed that they receive enough advice from regional or local officers to support the Welsh Language Charter. Over three quarters (68 per cent) answered that they strongly agreed or agreed that the advice available to them meets their requirements. Survey respondents noted that schools support each other by discussing Welsh Language Charter activities and sharing ideas within their clusters or school networks.

4.14 During summer 2019, the Welsh Government published initial guidance for the national framework for the Welsh Language Charter. However, there were concerns amongst officers from the four regional consortia that the Welsh Language Charter does not have sufficiently prominent status within the new curriculum arrangements. Officers noted that this could affect the profile of the programme. Consortium officers emphasised the need for clear guidance from the Welsh Government to ensure that schools understand the relevance of the Welsh Language Charter to the new curriculum. This point was raised at a workshop attended by representatives from three of the four consortia:

'We are very concerned that the Welsh Language Charter will not be recognised as an integral part of the new curriculum. The support of Welsh Language Charter coordinators will be required for a period of approximately three years in establishing the delivery of the new Curriculum. At present, not enough headteachers or teachers understand the potential of the Welsh Language Charter and those intentions would be lost without the expert guidance of the regional coordinators.'
(Regional Language Charter coordinator) [translation of original quotation in Welsh]

4.15 In response to concerns regarding the status of the Welsh Language Charter within the development of the new curriculum, one consortium has set out to demonstrate how the Charter offers a way of enriching learners' experiences within the curriculum framework. Regional Welsh Language Charter coordinators have prepared a guide mapping the national framework for the Welsh Language Charter to the statements that support the four purposes of *A Curriculum for Wales*. The guide includes a flow chart that outlines how delivering the Welsh Language Charter enables the Curriculum's 'Enrichment and Experience' general principles to be fulfilled. This demonstrates an example of regional consortia taking the lead in promoting the relevance and value of the Welsh Language Charter in the context of curricular and policy developments.

The role of schools in implementing the Welsh Language Charter

4.16 One feature of the design of the programme is that each school is required to decide how to plan and deliver the Welsh Language Charter in a way that is relevant to their own situation. Schools create action plans, set their own 'targets', and collect evidence of the various activities delivered. This was welcomed by all headteachers and Welsh Language Charter coordinators interviewed. Practitioners interviewed stated that they have flexibility to work towards the awards at a pace that suits them. Schools and consortia reported that this means that 'each school follows its own path'.

4.17 Headteachers of schools visited reported that they were committed to supporting the aim of the programme to increase the use of Welsh both inside and outside the school. They also noted that the Welsh Language Charter was consistent with their priorities and mission as Welsh-medium schools. Welsh Language Charter coordinators reported that they 'frequently' use time designated for planning, preparation and assessment (PPA) to prepare or deliver Welsh Language Charter activities. Some coordinators reported completing Welsh Language Charter tasks outside school hours (including planning and organising activities and compiling evidence to support validation processes).

4.18 The survey of Welsh Language Charter schools asked to what extent they agreed or disagreed with the statement: ‘The Welsh Language Charter is supported by the school’s senior management team’. Of the 161 who answered this question, a clear majority of respondents (88 per cent) stated that they strongly agreed or agreed that the programme was supported by the senior management team. The survey invited comments on other factors that facilitated or presented challenges in delivering the Welsh Language Charter. In the additional comments provided, coordinators explained that the fact that senior management teams ensure that they are released to plan activities and attend regional events or meetings with cluster schools assists the delivery of the programme.

4.19 However, some headteachers emphasised during interviews that there are challenges in delivering a programme that is not a statutory part of the curriculum. Headteachers referred to the fact that there is no direct financial support for schools for activities that are part of the Welsh Language Charter:

‘Money is needed to release staff to plan the development and delivery of the Charter and to forge partnerships with the community – this is impossible to do with a full teaching timetable.’ (Headteacher, primary school) [translation of original quotation in Welsh]

‘The money received in the first year of the scheme focused everyone’s thinking on how to fulfil the Charter. Without funding the status of the scheme has taken a hit. Enthusiasm for the aim of increasing the social use of Welsh continues, but the status of the scheme is weaker this year.’ (Class teacher, primary school) [translation of original quotation in Welsh]

4.20 Some interviewees referred to the fact that the flexibility given to schools in implementing the Welsh Language Charter also carries risks: some teachers and consortium officers suggested that the nature of the programme meant that schools were also free to deliver the Welsh Language Charter without ‘conviction’. Some schools felt that more explicit guidance from the Welsh Government was needed to promote the programme and to ensure quality and consistency in the way the programme is delivered:

‘More national leadership is needed to ensure quality and consistency.’ (Language Charter coordinator, primary school)

‘It seems to be up to all schools to do as they please.’ (Language Charter coordinator, primary school) [translations of original quotations in Welsh]

- 4.21 Consortium officers reported that they are aware of senior management teams in some schools who do not pay as much attention to the Welsh Language Charter as they respond to the other pressing priorities during a period of transformation (curriculum reform especially). In response, consortium and local authority officers encourage schools to deliver the Welsh Language Charter in a manner that embeds and integrates aspects of curriculum work, including digital competence, literacy, mathematics, geography and science.
- 4.22 Schools that reported that they had worked towards embedding the Welsh Language Charter as part of their school level planning provided examples of approaches they had adopted to support this:
- Incorporating the Welsh Language Charter within School Development Plans. This included reference to Charter activities as part of schemes to support literacy, oracy and communication (i.e. creating a link between the Welsh Language Charter and oral standards/skills). Schools stated that they see this as a way of encouraging whole-school ownership of the Welsh Language Charter. Some consortia set an expectation that schools refer to the delivery of the Charter as part of their School Development Plan.
 - Arranging for the *Criw Cymraeg* to give a presentation to the governing body on Welsh Language Charter activities. According to the schools where this took place, it led to an increased awareness of the programme amongst governors.
 - Ensuring that the Welsh Language Charter is addressed when communicating with parents (e.g. by creating Welsh Language Charter / *Criw Cymraeg* Twitter accounts to share information about Charter activities on a regular basis).
- 4.23 Evidence indicated that delivering and embedding the Welsh Language Charter is dependent on leadership at school level. Consortium officers reported that the most influential factor in the delivery of the Welsh Language

Charter is the extent to which headteachers and teachers support and own the aims of the programme.

- 4.24 The Welsh Language Charter schools survey asked respondents to indicate whether a designated person was responsible for coordinating the Welsh Language Charter in the school. Of the 171 who answered this question, 96 per cent of respondents stated that a designated person was responsible for coordinating the Welsh Language Charter in their schools. Schools stated during interviews and in written comments in responses to the survey that Welsh Language Charter coordinators require significant additional time when planning a programme of activities and working towards the targets associated with achieving the awards.
- 4.25 The survey asked respondents to note: 'Who is involved in the process of planning Welsh Language Charter activities in your school?' Answers to this question reveal that the Welsh Language Charter coordinator is involved in planning Charter activities in almost all cases, and the *Criw Cymraeg* or a similar group contribute to the planning process in about three quarters of schools. The senior management team contributes to planning activities in fewer than half of schools.

The role of pupils in implementing the Welsh Language Charter

- 4.26 Pupil participation is central to the design and delivery of the programme. Pupils contribute to the process of planning activities, they are a 'target audience' for these activities, and they also provide evidence collected in the *Gwe Iaith* questionnaires. The Welsh Language Charter, therefore, is a programme that revolves around pupils, with the pupil's voice an important element.
- 4.27 During school visits there was clear enthusiasm for the Welsh Language Charter amongst pupils who participated in discussion groups. Many pupils were members of the *Criw Cymraeg* (or similar) in their schools and took pride in their role in setting priorities for the Welsh Language Charter each year. Pupils had a clear understanding of the Charter's aims and were committed to supporting the school's efforts to increase the use of Welsh.

- 4.28 Coordinators and pupils across a range of schools provided examples of the contributions made by members of *Criwiau Cymraeg* or ‘Welsh ambassadors’ (as they are known in some schools) to the programme. They included presentations in assemblies to fellow pupils on Language Charter priorities for the coming year; presentations about the Welsh Language Charter to parents, governors and external stakeholders (county councillors, local community organisations); senior ambassadors in Years 5 and 6 supporting the use of the language outside the classroom amongst the school’s younger children by leading playground games and other activities; older children also assisting younger children to complete the *Gwe Iaith* questionnaire. This demonstrates that pupils take responsibility for some aspects of programme delivery and for promoting its value among fellow pupils and wider audiences. However, it should be noted that this evidence is based on the comments of selected groups of enthusiastic pupils and does not necessarily reflect the experiences of all pupils.
- 4.29 Headteachers and Welsh Language Charter coordinators reported that working towards the awards encourages enthusiasm amongst pupils. It was also noted that this process conveys the message that the whole school is collectively striving to deliver its action plan.
- 4.30 As part of the survey, schools were asked to indicate to what extent they agreed or disagreed with the statement: ‘Pupils at the school are enthusiastic about the Welsh Language Charter’. Of the 161 who answered this question, over three-quarters of respondents (78 per cent) strongly agreed or agreed with the statement. A small minority (6 per cent) answered that they disagreed or strongly disagreed with the statement.
- 4.31 The comments presented by schools in the survey in relation to pupils’ attitudes to the programme indicated that:
- Membership of *Criwiau Cymraeg* provides opportunities for pupils to lead on, or contribute to, planning activities by seeking the views of peers; to present to governors and other teachers; to be involved in delivering activities; and to give presentations as part of validation processes.

- The *Seren* and *Sbarc* characters are not appropriate for Key Stage 2 pupils, and the branding and images associated with the programme need to be reconsidered, especially in light of the vision for a single national framework that covers primary and secondary schools.
- *Gwe laith* questions become ‘dated over time’, especially in those areas where the Welsh Language Charter has been delivered over a longer timeframe: children become bored with [completing] the same questionnaire (see section on *Methods for collecting, recording and interpreting evidence*).
- In some schools, Welsh is the language of the home or the community for the majority of the school’s pupils and ‘Welsh culture and technology have received attention for many years’ (Language Charter coordinator). As a result, some now question the programme’s influence on pupils in these areas, and believe that the programme adds ‘burdensome paperwork to something that already happens here’.

The role of parents

- 4.32 Evidence collected during the evaluation presents a mixed picture of parents’ engagement with the Welsh Language Charter and their understanding of the programme. As part of the survey, schools were asked to answer the question: ‘Does the school share information with parents about activities to support the Welsh Language Charter?’ Of the 168 who answered this question, almost all practitioners reported that they share information about activities supporting the Welsh Language Charter with parents (93 per cent of respondents). Over three-quarters of respondents (78 per cent) also stated that parents had ‘been involved in activities to support the Welsh Language Charter’ in their school.
- 4.33 However – based on the sample of discussion groups and one to one interviews – there is no strong evidence that indicates parents are aware of the programme or participate in Welsh Language Charter activities or events. This suggests that parents do not necessarily associate school activities with the programme. Some parents who participated in group discussions recalled a few activities or tasks but did not realise that they were part of a whole-

school programme – although evidence from schools confirmed that there were frequent references to the Welsh Language Charter in newsletters and social media etc. Parents who participated in group discussions supported the aim of increasing the use of Welsh outside school and acknowledged their influence on their children’s language use practices:

‘It is both the school and the parents’ responsibility to promote speaking Welsh.’ (Parent of child in primary school) [translation of original quotation in Welsh]

- 4.34 Most schools visited reported that encouraging participation among parents can be challenging; several Welsh Language Charter coordinators noted that engaging with parents as part of the delivery of the Welsh Language Charter was ‘a tough nut to crack’. Schools noted that receiving input from parents was generally difficult, and that the Charter competed for attention with many other items of news and information. Some schools reported that parents’ attitudes (including parents who are able to speak Welsh but choose not to) are a barrier as schools try to encourage the social use of the Welsh:

‘It’s difficult to get the children’s enthusiasm to use Welsh if the parents don’t support it.’ (Language Charter coordinator, primary school) [translation of original quotation in Welsh]

- 4.35 Evidence from several sources (interviews with headteachers and coordinators, and survey responses) indicated that schools recognise the influence parents’ attitudes and language use practices have on pupils’ own use of Welsh. It was noted that there are limits to what the Welsh Language Charter can achieve, without parental support to reinforce the messages the programme promotes.

Involvement of other partners in supporting the Welsh Language Charter

- 4.36 All schools visited as part of the evaluation reported that their governing bodies receive reports on Welsh Language Charter activity as part of their scrutiny duties. Evidence revealed that information about the programme is shared with governing bodies. However, only a small sample of governors contributed to the evaluation and it was not possible to examine the extent to which governors ‘drive’ or ‘lead’ aspects of the programme.

4.37 Some schools and consortium officers reported that other stakeholders (*Mentrau Iaith*, the Urdd, community and voluntary organisations) supported the delivery of the Welsh Language Charter by acting as a link to the wider community. However, these links are determined by school-level plans and the roles of partner organisations are mainly to support and complement Language Charter activity (see the *Working in partnership* section for further comments).

Conclusions in relation to strategic planning

- There is strong commitment to the programme amongst regional and local authority officers, and schools. In the view of practitioners and stakeholders who contributed to the evaluation, the Welsh Language Charter supports the objectives of *Cymraeg 2050*.
- Questions were raised by consortium officers regarding the clarity of guidance provided by the Welsh Government in relation to how schools are expected to implement the programme in the long term, including in the context of the new curriculum.
- Evidence collected demonstrates that schools are encouraged to develop action plans for the Welsh Language Charter that reflect their individual context and priorities. The evaluation found that schools value the opportunity to deliver a programme in a flexible and purposeful way.
- Leadership, support and ownership at school level are vital to the delivery of the Welsh Language Charter.
- Schools reported that the programme requires significant additional investment of time for planning and delivery. Most schools visited as part of the evaluation noted that they do not receive any additional financial support to deliver the Welsh Language Charter.
- Pupils are central to the process of determining the priorities and activities of the Welsh Language Charter. Members of *Criwiau Cymraeg* enjoy and benefit from the responsibilities given to them.

- Schools share information about the Welsh Language Charter with parents. However, it is not clear that parents have a strong understanding of the programme. Practitioners noted that they were aware of the importance of parental influence on pupils' language use practices and the need for parents to reinforce the messages promoted by the Welsh Language Charter.

Working in partnership

4.38 This section considers the partnerships and cooperation observed as part of the delivery of the Welsh Language Charter. This includes collaboration within schools, between schools (whether through clusters or between individual schools), between primary and secondary schools, and finally, collaboration between schools and external organisations.

Collaboration within schools

- 4.39 The *Siarter Iaith Gymraeg Ysgolion Cynradd* (Welsh Government 2016a) requires the participation of all members of the school community. The national framework for the Welsh Language Charter continues this theme with the expectation that 'leadership [is] shown at a whole school level', and the objective that the 'whole school workforce understands the aim and objectives of the Welsh Language Charter and their role in supporting implementation' (Welsh Government 2019:8). The research carried out as part of this evaluation has shown that there is collaboration within schools.
- 4.40 In the schools visited, Welsh Language Charter coordinators encouraged input from colleagues through a variety of methods. In some schools headteachers and Welsh Language Charter coordinators sought to ensure that responsibility for delivering or supporting the Welsh Language Charter was shared across the school. However, this was not apparent in all schools. Some schools reported that responsibility rests wholly or completely on the shoulders of one or two individuals. In the schools visited there appeared to be no correlation between how responsibility was assigned for programme delivery and the size of the school or the level of award achieved. In schools

where internal collaboration was reported, there was evidence of one or more of the following characteristics:

- Action plans where responsibility for leading on various activities to support the Welsh Language Charter had been allocated to members of staff across a school;
- Headteachers and Welsh Language Charter coordinators reported that they had worked with teachers to embed Welsh Language Charter activities (or activities that support Charter aims) within the curriculum at Foundation Phase and Key Stage 2. Other teachers did not view the activities as an additional burden but rather as a means of enriching the curriculum while supporting the priorities of the Welsh Language Charter. In some instances, guidance and advice had been provided by consortium officers to encourage this.
- Time is allocated to discuss the Welsh Language Charter during staff meetings, to ensure awareness of the Charter's aims and targets amongst all members of staff;
- Attempts to ensure that support/ancillary staff (e.g. kitchen staff, carers) are also aware of, and contribute to Welsh Language Charter targets;
- Members of *Criwiau Cymraeg* and the Welsh Language Charter coordinator give presentations to the governing body on Welsh Language Charter activities.

Collaboration between schools

4.41 The Welsh Language Charter survey asked practitioners to answer a question on collaboration between schools in delivering the Welsh Language Charter. Respondents were asked to indicate whether the programme 'has led to links between the school and other schools – primary or secondary – in implementing the programme', with the following options: 'yes, new links'; 'yes, strengthened existing links'; and 'no change'. Of the 163 who answered this question, around a third of schools (32 per cent) reported that the Welsh Language Charter had led to new links with other schools. Just under half of schools (48 per cent) noted that the Welsh Language Charter had strengthened links already in place. More than 20 per cent of schools

reported that delivery of the Welsh Language Charter had not resulted in links with other schools.

- 4.42 During interviews teachers provided examples of collaboration between schools. Collaboration between schools frequently happened within clusters where links and partnerships already existed. Practitioners also provided examples of collaboration that resulted from links with former colleagues in different schools.
- 4.43 Evidence revealed that collaboration happens in numerous ways, and collaboration between schools exists across different regions and within clusters of schools at a local level. The evaluation heard about visits organised by schools to schools in other regions of Wales that had been on their 'Welsh Language Charter journey' for many years. The aim of the visits was to hear about the types of activities undertaken and teachers' impressions of what had worked well with different groups of pupils. One consortium officer explained that they use Professional Learning Communities to share good practice in expanding and developing the work of the Welsh Language Charter.
- 4.44 There were several examples of Welsh Language Charter coordinators meeting as a cluster of schools to discuss activities and joint planning of events. Links had existed previously but schools indicated that there was a new dimension to collaboration across the cluster since the implementation of the Welsh Language Charter. Schools noted that they had collaborated with other schools on a variety of activities or celebrations, covering sport, drama, oracy skills and science. These activities often supported transition priorities, health and wellbeing, and curriculum themes. Schools explained that they had shared resources through Hwb to support the Welsh Language Charter.
- 4.45 Although the evaluation found a number of examples of collaboration between schools, teachers noted that there is duplication in terms of creating resources, organising activities, and liaising with partners. Practitioners expressed the view that there is scope to formalise collaboration and ensure that more schools have access to resources or ideas for activities that are

suitable for different age groups, suggesting that existing mechanisms (e.g. Hwb) are not used to their full potential.

Collaboration between primary and secondary sectors

- 4.46 A number of consortium officers and teachers emphasised the need to ensure that plans to promote the social use of Welsh in the primary sector are continued in secondary schools. One regional officer stated that it is important to ‘maintain the momentum’ as pupils transfer to secondary education. There were some examples of co-operation between the sectors, but these were mainly part of transition activities that pre-dated the Welsh Language Charter. Again, this raises the question of what constitutes a ‘Welsh Language Charter activity’ and the challenge of sometimes identifying the boundary between programme activities and core school activities. The new framework refers to the aspiration for ‘continuity and a seamless pathway of learner support’, a concept welcomed by officers and practitioners, who saw the need to sustain the work done in primary schools. Some practitioners suggested that they could be taking fuller advantage of opportunities that exist to share good practice between the sectors, and identify the successful features of the primary Language Charter and transfer them to the secondary, where relevant. They suggested that this could be in the form of primary Language Charter coordinators mentoring or sharing experiences with leaders in the secondary sector, or maintaining the role of *Criwiau Cymraeg* as they transfer to secondary school.
- 4.47 Support is available to Welsh-medium secondary schools to develop activities to encourage informal use of the Welsh, and this has received greater attention during the last year or two (see Chapter 9). With a view to changing to operating under one national Language Charter framework, teachers noted the potential for increased demand and opportunity to share ideas between the sectors.

Collaboration between schools and external stakeholders

4.48 Schools are expected to work in partnership with the wider school community to support pupils' use of Welsh in delivering the programme. Evidence collected during schools visits and through the survey shows that such activities are patchy, partly due to the variations in the number of Welsh partners and organisations operating in different areas. Some schools in areas where a higher proportion of the population speak Welsh reported that they collaborated with local organisations where long-standing links existed:

'The school is an integral part of all the activities of this small rural area [...]. We accept invitations to be part of *Merched y Wawr*, the WI, church, chapel, flower club, 60+ club, community council, festival committee [...] etc. We are in a strong position to push ahead for the gold [award] and strengthen the Welsh language within these societies.' (Headteacher, primary school) [translation of original quotation in Welsh]

4.49 On the other hand, many of the schools visited were located in more urban areas, and/or in areas where Welsh is less widely spoken in local communities. In these schools practitioners referred to difficulties in developing ideas to create links with community partners: examples were provided of Welsh Language Charter coordinators browsing other schools' social media to gather ideas about individuals or organisations they could work with. Some reported practical challenges in establishing and maintaining links with external partners, including organising time, parents' inability to travel and pay, and the perception that some organisations had limited capacity to be able to work with schools.

4.50 Based on interviews conducted during visits, it appears that schools almost always initiate and lead collaboration with external partners, with individual teachers compiling lists of individuals and organisations in order to arrange provision of events under the Welsh Language Charter banner. Schools and external partners identified the potential for closer collaboration in the design and delivery of the programme. A representative of one community enterprise expressed a view that schools sometimes produce action plans for the Welsh Language Charter in an 'isolated way' without sufficient connection with the strategic plans of other organisations funded by the Welsh Government. This individual suggested that there is scope to ensure better

alignment and links between, for example, the strategic plans of *Mentrau Iaith* and Language Charter action plans. This could include schools inviting local partners to contribute to the development of their action plans and identifying activities that could be undertaken jointly.

- 4.51 Pupils who participated in discussion groups indicated that they were keen to collaborate with other schools or with external organisations. When asked about the highlights of delivering the Welsh Language Charter, most groups identified activities which included the involvement of external organisations, whether a visitor to the school or an activity taking place outside school. Similarly, pupils said that their wish-lists for activities they would like to do included 'more people coming into school' and 'doing more with other schools'.

Conclusions in relation to working in partnership

- *Collaboration within schools*: One teacher usually coordinates the Welsh Language Charter and the level of input from other teachers varies, although in general it was seen that a number of school staff contribute to organising and delivering activities.
- *Collaboration between schools*: There were examples of collaboration between schools but there was no evidence that this was a core aspect of programme design or delivery.
- *Collaboration between primary and secondary sectors*: there has been little collaboration beyond transition activities, but in the view of practitioners who contributed to the evaluation there are opportunities and a desire for further collaboration to support the delivery of the new national framework.
- *Collaboration between schools and other organisations*. In some areas schools collaborated with external organisations and built on links with existing organisations. Other schools reported spending more time researching and creating links with partners to support the delivery of the Welsh Language Charter.
- Collaboration between schools and other organisations is patchy and, despite a positive reception from pupils, such activity does not appear to be planned purposefully. Based on the evidence gathered, the evaluation concludes that there is potential for more structured collaboration and joint planning between schools and external partners.

Methods of collecting, recording and interpreting evidence

4.52 Collecting evidence about pupils' language use through the *Gwe laith* is a central element of the delivery of the programme. The results of the questionnaires, which are completed by pupils, are used to set a 'baseline' of pupils' social use of Welsh at the beginning of the academic year. Pupils are asked to complete the questionnaire again during the summer term (Welsh Government 2016a:2).

Gwe laith questionnaires

4.53 The use of *Gwe laith* questionnaires is part of the delivery of the Welsh Language Charter in all schools. The survey of Welsh Language Charter schools asked respondents to answer a question on how pupils complete *Gwe laith* questionnaires, with the following options: 'On paper'; 'Online/on a computer'; or 'It varies: some classes on paper and some online'. Of the 154 practitioners who answered this question, the majority said that pupils completed the questionnaires on a computer (84 per cent); 14 per cent noted that the process varied in their school, with some classes completing paper-based questionnaires and other completing the questionnaire online. Only 2 per cent of respondents stated that pupils completed the paper questionnaire.

4.54 As part of the survey, practitioners were asked to indicate the extent to which they agreed or disagreed with a series of statements in relation to the *Gwe laith*. In general the responses were positive. However, practitioners were not unanimous in their views. 160 practitioners answered these questions.

- 56 per cent of respondents strongly agreed or agreed that *Gwe laith* 'data collection and input arrangements work effectively'; 27 per cent neither agreed nor disagreed, and 16 per cent disagreed or strongly disagreed.
- 50 per cent strongly agreed or agreed that the 'language and terminology of the questionnaire is suitable'; 20 per cent neither agree nor disagree, and 28 per cent disagree or strongly disagree.

- 64 per cent strongly agreed or agreed that the *Gwe Iaith* 'results are a good basis for planning the activities of the Welsh Language Charter in our school'; 21 per cent neither agreed nor disagreed, and 12 per cent disagreed or strongly disagree.

4.55 Based on survey responses and data from school visits it appears that the majority of practitioners use the results of the *Gwe Iaith* as a 'starting point' and as a tool to plan and prioritise activities for the coming year, rather than as a means of measuring impact and change. Practitioners noted that they use the data 'to emphasise aspects of the Charter we need to improve' and 'target the weakest areas':

'The Criw Siarter Iaith have looked at the data and identified the weaknesses. Then [they] try to think of activities that would help address these weaknesses.' (Teacher, primary school) [translation of original quotation in Welsh]

4.56 Survey respondents noted that they use *Gwe Iaith* data as a means of identifying 'weaknesses' and prioritising the areas that require attention. It is clear from the evidence that some practitioners feel there are limitations to the data as a source of measuring impact or increases in the use of the Welsh language over time:

'Comparing Gwe Iaith data from year to year is difficult because each cohort is different, but it is useful for planning for the year ahead in October.' (Teacher, primary school) [translation of original quotation in Welsh]

4.57 Some practitioners shared their concerns about the usefulness and robustness of the *Gwe Iaith* data, noting that when pupils self-complete the questionnaire there is a risk that they misunderstand or respond more positively because they want to please teachers. There is also the risk that teachers could influence responses:

'I feel that the younger pupils do not understand what the questions mean and that this affects the data. And because pupils change, maybe latecomers, year 6 leaving, it is not possible to compare accurately.' (Teacher, primary school) [translation of original quotation in Welsh]

4.58 During interviews and in survey responses teachers stated that the questions are not suitable for Foundation Phase pupils. Teachers also referred to problems with the terminology, and felt that the questionnaire was not relevant to their context or their school community.

4.59 During school visits teachers expressed a variety of views on the *Gwe Iaith* questionnaires. Teachers in schools who had implemented the Welsh Language Charter over a longer period tended to have a more negative view of the usefulness of the data. They felt they were able to 'predict the results', as there would tend to be a relatively low score every September, a higher score towards the end of the summer term, before falling again after the school holidays:

'Because the results of our Gwe Iaith are very healthy it is not suitable for us as it does not give much guidance when it comes to creating an action plan.' (Teacher, primary school)

'The results of the questionnaire cannot be relied upon to measure the progress and impact of the Welsh Language Charter in our school. There are several reasons for this - changing the attitude of children and their families and changing their habits is a process that takes years - it is not realistic to expect a real impact from one term to the next.' (Teacher, primary school)

'Children of this age are not mature enough to measure the difference between 'not very often', 'sometimes', 'often', 'always' etc. and so choose anything as the answer to a few questions.' (Teacher, primary school)

[translations of original quotations in Welsh]

4.60 Some schools where a high proportion of the children speak Welsh at home questioned the usefulness and relevance of the questionnaires, as pupils would always answer all questions with high scores.

4.61 Other schools were positive about the usefulness of *Gwe Iaith* data and gave examples of the *Criw Cymraeg* using the results to draw up a plan for the year. There were also examples of pupils using the results in maths lessons, creating graphs illustrating the use of Welsh in different social situations; other schools noted that they shared *Gwe Iaith* data with parents, governors and others. A small number of schools suggested that it would be helpful if the questionnaire were available for parents to explore the extent to which

parents encouraged or supported the use of Welsh socially. Pupils interviewed during discussion groups were interested in the process of scrutinising and analysing change over time in the data collected through the questionnaires. Other teachers gave examples of older pupils assisting younger pupils to complete the questionnaire.

Using and interpreting the data

- 4.62 Based on the evidence collected, there appears to be more than one interpretation of the purpose of the *Gwe Iaith* among teachers. In some cases, schools were clear that the *Gwe Iaith* was a tool to understand language use practices of one cohort or school year at one point in time. The data collected is used as a means of determining the priorities of Welsh Language Charter action plans. In these cases, the data is considered to be of fairly limited use, and schools do not view it as a means of analysing or measuring changes in language use over the year.
- 4.63 The evidence highlights that some schools do see the purpose of the *Gwe Iaith* as a way of measuring the 'progress and impact' of the Welsh Language Charter. This is possibly due to the kind of language and the terminology used in documents produced by the Welsh Government and the way consortia discuss concepts (e.g. the use of terms such as 'baseline', 'measuring progress' and 'understanding effect'). Other schools also interpret the purpose of the *Gwe Iaith* in this way, but question the reliability and quality of the data collected as a basis for measuring progress and impact, referring to the limitations of the data. This demonstrates inconsistency and confusion regarding the purpose and usefulness of the data collected through *Gwe Iaith* questionnaires.

Conclusions in relation to collecting, recording and interpreting evidence

- The majority of practitioners were of the opinion that data collected through the *Gwe laith* questionnaires provides a useful snapshot of the social use of the language. *Gwe laith* questionnaires were welcomed as a tool to support planning by a number of practitioners and pupils.
- Some noted that completing the *Gwe laith* questionnaires can be repetitive for pupils in schools that have been part of the programme for a number of years.
- There are variations in how the purpose of data collected through the *Gwe laith* is interpreted. Some schools use data from the *Gwe laith* as a planning tool, to understand language use practices within a cohort or school year at the beginning of an academic year and to set priorities and identify tailored interventions. Other schools consider that the purpose of the *Gwe laith* data is to measure the progress or impact of the Welsh Language Charter as a programme. It is possible that the language used has contributed to this and has influenced teachers to interpret the *Gwe laith* in this way. The *Gwe laith* can contribute to understanding how language use practices change (or not) within one cohort of pupils during an academic year. However, there are limitations to the *Gwe laith* as a method of measuring impact, including the fact that the data collected is self-reported. The evaluation concludes that it is not a robust source for measuring progress and demonstrating the programme's impact on language use over time.
- When considering the development of a national framework for the Welsh Language Charter, there is a need for a shared understanding of the purpose(s) of the *Gwe laith* and the expectations on schools and consortia when using the data. This includes the use of the data: to support planning; to understand changes in language practices within a class or year group; and the limitations of the data.

Monitoring progress and quality assurance

- 4.64 This section presents findings on methods of monitoring progress and quality assurance that are part of the Welsh Language Charter. The use of the term 'monitoring progress' in the heading and in corresponding sections for the

other programmes is derived from the specification for the evaluation. The concept of monitoring in the context of the Welsh Language Charter programme is somewhat problematic as, during discussions with Welsh Government and consortium officers, the validation and award processes were not described as ‘monitoring’ functions. However, validation visits include an element of monitoring as consortium representatives verify that schools are delivering their plans. This section includes evidence in relation to the bronze, silver and gold awards presented to schools as part of the delivery of the programme, and associated validation processes undertaken by regional consortia. It considers the roles of coordinators and consortium officers in supporting methods of assessing progress, in addition to the strengths and weaknesses of the processes in place.

Welsh Language Charter awards

- 4.65 Welsh Government and consortium officers were asked during interviews for their views on the model of giving awards, based on their engagement with schools and the feedback they had received in relation to the awards. Welsh Government and consortium officers reported that the awards provide clear structure and progression steps to schools. Officers also noted that the awards provide a model that recognises schools’ efforts in implementing the programme, engage teachers and pupils, and drive schools to work towards increasingly challenging outcomes in relation to the use of Welsh over time. Whilst acknowledging that they were generalising, some consortium officers noted that the awards system had received a very positive response from schools during the first years of the Welsh Language Charter’s implementation. Consortium officers explained that schools like the concept of a journey towards the gold award as their plans evolve and are delivered over time.
- 4.66 However, Welsh Government and consortium officers underlined that schools should not regard the Welsh Language Charter as a programme with an end point: consortia are keen that schools that have achieved the gold award continue to deliver activities to promote the social use of Welsh. At the same time, there was evidence that schools felt uncertain about what was expected

of them after they achieve the gold award. At present, there is no guidance or system to monitor schools during the 'post-gold' phase that ensures that activities to promote language use are sustained and embedded as part of a school's processes on an ongoing basis.

- 4.67 During school visits there was evidence that most headteachers and coordinators were very supportive of the concept of providing awards in recognition of schools' progress in delivering the Welsh Language Charter. Headteachers noted that the awards were recognition of the work of Language Charter coordinators – who invest considerable time and effort into the programme – and members of *Criwiau Cymraeg*, who play a key role in supporting programme delivery. School staff explained that the awards work as an incentive and emphasised the need for a whole-school effort in order to reach the next award. By explaining that everyone has a role to play in working towards awards, schools encourage the concept of collective participation in, and ownership of, the programme. Schools also reported that the awards foster pride and enthusiasm in relation to the use of Welsh:

'In our experience working towards an award as a whole school can change pupils' attitudes – it means that children associate using the language with a sense of pride in having achieved something.'
(Headteacher, primary school) [translation of original quotation in Welsh]

- 4.68 Other headteachers referred to the fact that the Welsh Language Charter supports aims and a vision at a whole-school level, and that working towards awards reinforces this. In particular, they referred to the 'value' of awards as recognition of pupils' contribution to the programme. Headteachers emphasised that pupil voice was a strong element of the programme, and including awards as part of a programme that is largely driven and led by children was seen as being important:

'We emphasise that the children have won the award. This reinforces what we are trying to embed as a school in all aspects of the curriculum, the idea of taking responsibility.' (Headteacher, primary school)
[translation of original quotation in Welsh]

4.69 Not all schools that contributed to the evaluation held positive views in relation to the awards. Some headteachers and coordinators voiced criticism of the awards system. The points most frequently raised by interviewees and individuals were a combination of opposition in principle to an awards system, and dissatisfaction with some aspects of the awards process. Some expressed scepticism about whether awards are an effective way of supporting the programme's basic aim: some practitioners questioned the value of the concept of awards, suggesting that rewarding schools does not ensure a long-term increase in the use of Welsh outside school.

4.70 Related to the point above, others noted that gold, silver and bronze awards are not an indication of the quality or impact of the plans delivered within schools, nor are they a reflection of the ethos of schools. Others expressed the view that awards were unnecessary: a minority of schools expressed the view that Welsh-medium schools should not be rewarded for delivering activities that schools should be undertaking as a matter of course. Finally, some teachers expressed the view that presenting awards did not necessarily reflect the efforts and progress made by schools, or take into account changes in language use as children enter and leave school:

‘Although we strive 100% every year it can be very difficult as children and their backgrounds change every year.’ (Language Charter coordinator, primary school) [translation of original quotation in Welsh]

4.71 There was also evidence from some practitioners indicating dissatisfaction with aspects of the current arrangements in relation to awards. Teachers noted that the terminology associated with awards is difficult to understand or is not appropriate for primary age children. Other schools said that they felt the outcomes and expectations were too similar across the different awards, which makes it difficult to plan new activities.

4.72 As part of the survey of Language Charter schools, school representatives were asked to indicate the extent to which they agreed or disagreed with the following statement: ‘The award system adds value to the Welsh Language Charter in our school’. The answers to this question highlighted difference of opinion on the issue. Of the 160 practitioners who answered this question,

just over half of respondents (51 per cent) strongly agreed or agreed that awards added value to programme delivery. More than one in five respondents disagreed or strongly disagreed. This data is consistent with the diverging views expressed during interviews with school staff.

Language Charter validation process

- 4.73 Regional consortium officers reported that the validation process requires a significant time commitment, especially as the number of schools participating in the programme increases. In response to this, consortia have introduced different validation models, e.g. rather than using consortium staff to undertake validations, one consortium has trained a team of teachers (Language Charter coordinators mainly) to act as verifiers (*dilyswyr*).
- 4.74 A minority of schools stated that the validation process was onerous – especially due to the requirement to collect and present ‘evidence of progress’ (Welsh Government 2016a:5) in implementing the Welsh Language Charter. Consortia have tended to conduct validation visits during the summer term. Schools reported that this presented difficulties during a period of the school year that was already busy with other extra-curricular events ‘competing for attention and time’:

‘A validation visit in the summer term takes place during a very busy time (report writing/sports/summer concert). It would be better for a school to choose when they are ready to go for awards instead of a consortium deciding this.’ (Deputy headteacher, primary school) [translation of original quotation in Welsh]

- 4.75 Among those schools that reported satisfaction with validation arrangements, several explained that they make plans to collect and record evidence of how the Charter is delivered on a consistent basis throughout the year, which eases the burden by the time the validation visit takes place. These schools also emphasised that responsibility for leading on actions and collecting evidence to feed into the validation process was also shared across members of staff, in order to avoid a situation where the burden falls on the shoulders of only one person.

- 4.76 During a visit to a school that had achieved the gold award the headteacher explained that the school was 'in a mature position with regard to its delivery of the Welsh Language Charter'. The headteacher noted that the school had recently received a validation visit, a year after receiving the gold award, so that the school was able to demonstrate that it was 'maintaining the standard'. The headteacher felt that one visit to monitor the maintenance of the standard was sufficient. However, no formal arrangements have been agreed across all regions for the 'post-gold' phase.
- 4.77 Some schools explained that there is ongoing liaison with consortium officers who support programme delivery, and who assist them in preparing for validation visits. Those schools reported that they regularly monitor their action plans:
- 'We constantly revisit the action plan – highlighting the achievements of the previous year's plan, and identifying areas to be developed further or requiring further attention. The (Welsh Language Charter) plan is a living document.' (Language Charter coordinator, primary school) [translation of original quotation in Welsh]
- 4.78 Schools reported that validation processes provide valuable experiences for members of *Criwiau Cymraeg* as they accompany verifiers during tours of the school. Welsh Language Charter coordinators noted that *Criwiau Cymraeg* members present examples of activities to verifiers and discuss their work during the year, which is an opportunity for them to practise their presentation skills.
- 4.79 As part of the validation process schools are required to ensure that evidence of various activities to promote the Welsh Language Charter is on 'record' (Welsh Government 2016a:5). Although there are references in the Welsh Government's guidance to 'evaluat[ing] progress' and 'impact' of the Welsh Language Charter activities as part of the validation process (Welsh Government 2016a:5), the evaluation has not found that the validation process places an emphasis on understanding the effects of delivering the programme on language use. Based on the evidence collected, it could be said that the validation process and the associated awards primarily reward

activity, with the assumption that this activity supports the social use of Welsh and fosters positive attitudes towards the language.

Quality assurance and understanding impact

4.80 A key question that follows on from the comments on the awards and validation arrangements is the programme's contribution towards the aim of promoting the social use of Welsh. What is the quality of evidence in relation to impact? We have already referred to the limitations of the *Gwe Iaith* as a method and a source for measuring impact (see section 4.54 onward).

4.81 Schools reported that implementing the Welsh Language Charter was making a difference by 'creating excitement', and instilling pride in relation to the Welsh language amongst pupils. It was noted that competitions, schoolyard games and reward systems (e.g. *tocynnau iaith* or language tokens) had been successful as methods of encouraging the use of Welsh.⁸ On the other hand, several schools noted that there were limitations to what the Charter could be expected to achieve:

'The majority of our pupils are first language Welsh speakers so the use of Welsh comes naturally in class, on the yard, in the home and socially.' (Language Charter Coordinator, primary school)

'Language tokens have helped with increased use on the yard – however English is the language spoken beyond the school gate.' (Headteacher, primary school) [translations of original quotations in Welsh]

4.82 The survey of schools asked to what extent they agreed or disagreed with the statement: 'The Welsh Language Charter has led to more positive attitudes towards the use of the Welsh language among pupils in our school'. Of the 159 who answered this question, almost 70 per cent indicated that they strongly agreed or agreed. In response to another statement, a lower percentage, 57 per cent, stated that they strongly agreed or agreed that the 'Language Charter has increased the social use of Welsh among pupils in our school'. The survey data reveals that just over a quarter, 26 per cent,

⁸ Some schools distribute language tokens as a way of encouraging children to use Welsh in the classroom and on the school yard. Prizes are given to children or classes at the end of a school term or year for collecting language tickets.

strongly agreed or agreed with the following statement: 'There isn't any more Welsh to be heard on the schoolyard since the school has been part of the Welsh Language Charter'.

- 4.83 There is a need for caution when examining the data presented above. It reveals headteachers' and teachers' perceptions of the changes seen in their schools. Comments from some interviewees suggest that there are gaps in the evidence relating to pupils' language use, noting that the impact of the programme cannot be measured on the basis of the data currently collected. Although the awards system provides a method of tracking progress or the 'journey' of schools involved in the programme it has been suggested that there remain questions about the programme's impact that cannot be fully answered:

'There is an emphasis on carrying out activities. In order to achieve awards we must demonstrate that we have completed visits and activities. We see the enthusiasm and [language] use during those activities. Does this make a difference to language use over time? We hope it does – but we're not absolutely certain.' (Headteacher, primary school) [translation of original quotation in Welsh]

- 4.84 Examples of challenges in attempting to assess programme impact were presented by school staff during interviews and in written responses to the evaluation survey:

- When presenting evidence of impact as part of validation processes, it was noted that schools tend to collect evidence of having completed activities, events or visits. It was suggested that awards and validation arrangements place an emphasis on monitoring that activities have been delivered, and there is an insufficient discussion about the quality of experiences offered through the Charter or of the suitability of activities undertaken.
- Isolating the impact or added value of the Welsh Language Charter is problematic as there is a fundamental link between the programme and the development of Welsh language skills as part of the curriculum. The Charter aims to enrich learners' experiences of the language but pupils' ability to benefit from wider opportunities depends on the skills they have

and also on the quality of teaching and learning in the classroom in developing Welsh language skills.

- School context, families' linguistic context, community and geographical context are all factors likely to influence the social use of Welsh.

Referring to these external factors, some headteachers and Welsh Language Charter coordinators noted that it was not appropriate to compare impacts between different schools. Some schools suggested moving towards agreeing different goals for different types of schools, depending on their context.

- 4.85 Many schools expressed a view that too much emphasis should not be placed on trying to demonstrate and prove the impact of the programme. Headteachers and coordinators in these schools felt that the most important thing was being involved in the programme and that there was a need to accept that establishing and embedding a programme of activities to promote the Welsh language as part of the new curriculum was, in itself, a success:

'We need to be careful not to place too much focus on monitoring and trying to measure – too much measurement and evidence gathering can work against the excitement and fun that is at the heart of the Welsh Language Charter.' (Headteacher, primary school) [translation of original quotation in Welsh]

Conclusions in relation to quality assurance and understanding impact

- The awards system motivates schools to continue to work towards increasingly challenging outcomes. Evidence suggests that awards foster pride and enthusiasm among many pupils in relation to the use of Welsh.
- Pupils contribute to achieving awards and celebrating these efforts is seen by schools and consortia as an important aspect of the Welsh Language Charter.
- Some headteachers and teachers have reservations about whether rewarding schools supports the fundamental aim of the programme.

- Currently there is a lack of clarity regarding the expectations on schools after they achieve the gold award. Guidance is needed at a national level to ensure schools sustain progress after they receive the gold award.
- Information collected by schools and submitted to consortia as part of the Welsh Language Charter monitoring procedures tends to focus on evidence of having held activities or events. There is no emphasis on monitoring the quality of the experiences provided, and the data collected does not enable an analysis of the impact of the Welsh Language Charter on the use of Welsh in the long term. As a result there are gaps in our understanding of the contribution of the Welsh Language Charter towards the aim of promoting the social use of the Welsh language.
- Moving towards a different system of reporting on progress for schools that have reached the gold award should be considered. These arrangements could place greater emphasis on self-evaluation and reflective learning.

5. Background: *Cymraeg Campus* in English-medium primary schools

5.1 This chapter provides an overview of programme delivery. It is based on background documentation reviewed during the evaluation, along with information shared verbally by Welsh Government and consortium officers interviewed.

Aim

5.2 *Cymraeg Campus* is a programme delivered in English-medium primary schools. According to the handbook originally prepared for schools by ERW, the programme aims to:

‘provide a clear framework, which can be used to promote and increase the use of Welsh by children in a whole school context. In a nutshell, the Charter’s main aim is to promote a strong Welsh ethos in schools and to provide a range of enriching activities that propel the children to enjoy learning Welsh.’ (ERW 2016: 3).

Background

5.3 Following the implementation of the Welsh Language Charter in Gwynedd, officers at ERW saw the potential for a similar programme for the English-medium sector. Using the same principles, they established a programme that would target the sector.

5.4 The programme was piloted in one school in each of the region’s five counties before other primary schools in the region were invited, and encouraged, to participate in 2016. A handbook (ERW 2016) was prepared to explain the aim and how to implement the programme.

5.5 Welsh Government officers contacted ERW and sought permission to adopt a *Cymraeg Campus* approach across Wales. By 2018/19, following further discussions between senior officers from the four consortia, the programme had been adopted across the four regions (see Figure 5.1).

Figure 5.1: Delivering *Cymraeg Campus* across Wales

2015/16	Developing <i>Cymraeg Campus</i> . July 2016: Formal launch at an ERW regional consortium event.
2017/18	Introduction of <i>Cymraeg Campus</i> in other regions. 2017/18: Introduction in some schools in the GwE region. 2017/18: Introduction in EAS region. Summer 2018: <i>Cymraeg Campus</i> launched across the Central South regional consortium, with the programme becoming operational during 2018/19.
2018/19 onwards	<i>Cymraeg Campus</i> implemented in EAS region with support offered to 80 schools across the five counties.
2018 onwards	The programme extended and strengthened in the four regions.
2019	By February 2019 approximately half of the English-medium primary schools in Wales (496 schools) had opted to participate in the programme, and at the time of drafting this report, the numbers were continuing to rise.

Overview of Cymraeg Campus funding arrangements

5.6 No specific funding has been allocated to the *Cymraeg Campus* programme. Welsh Government officers reported that consortia are using funding allocated to the Welsh Language Charter programme to support *Cymraeg Campus*. Based on discussions with Welsh Government and regional consortium officers, it is not possible to identify what proportion of the funding is used to support *Cymraeg Campus*.

Delivering Cymraeg Campus

5.7 A handbook was produced by ERW which sets out the structure and requirements of *Cymraeg Campus* (called the 'Welsh Language Charter' in the handbook). This handbook is shared with consortia and schools as a guide to implementing the programme, alongside resources and further ideas Hwb network. The handbook provides information on the various steps schools are required to take once they have embarked on the programme. In addition to defining the aim of *Cymraeg Campus* (see paragraph 5.3) the handbook provides a description of the programme's main elements:

- **Bronze, Silver and Gold Awards.** Following the Welsh Language Charter model, there are three awards within *Cymraeg Campus*, namely bronze, silver and gold. Each award has ten targets, which become increasingly challenging. Each target has a set of 9-10 criteria, and the handbook explains that all the criteria must be met in order to achieve a target. Actions linked to the criteria and targets are recorded in an evidence file. The targets and criteria are summarised in Appendix 3.
- **The Role of *Criw Cymraeg*.** The handbook states that it is essential for schools to have a *Criw Cymraeg* to lead on activities to promote the use of Welsh. Usually membership is comprised of two pupils from each school year. The *Criw Cymraeg* is expected to meet weekly with the Welsh Language coordinator to discuss and update information regarding the programme.
- **Online Questionnaire.** An online questionnaire forms part of the programme and is presented in the handbook as an 'appropriate method of setting a baseline and of evaluating success'. The questionnaire asks ten questions on the use of Welsh in the classroom, on the playground and beyond school lessons. All pupils in years 3-6 note their answers 'at the beginning of the process and towards the end' according to the handbook. The use of a questionnaire in the form of *Gwe Iaith* replicates the Welsh Language Charter, although the questions have been modified to tie in with

specific *Cymraeg Campus* targets. The first target is 'Establish a visible Welsh ethos' and the first question in the questionnaire corresponds to that, asking pupils to score the statement: 'I can see Welsh signs and displays around my school'.

- **Whole-school agreement:** The handbook requires a whole-school agreement signed by the headteacher, Welsh coordinator, *Criw Cymraeg* and a governor.

5.8 When a school has completed the award's ten targets, they contact their local authority's Welsh in Education officer who evaluates their progress. The handbook explains: 'The officer will take into consideration a range of evidence including listening to learners and meeting with designated staff to be able to judge whether the school has achieved the award'.

5.9 Although other authorities have emulated ERW's *Cymraeg Campus* principles, there is some variation in how the programme is implemented across Wales: for example, two local authorities in the GwE region have adapted it to include Foundation Phase pupils in the questionnaires. According to data received from the four consortia in February 2019 there were 496 schools participating in the programme.⁹

⁹ The number is likely to be higher at the time of writing this report (spring 2020) as some have joined the programme since the data collection point for the evaluation (February 2019). According to information accessed at the same time there were 989 English-medium schools in Wales, and also a small number of bilingual and dual stream schools. See: [StatsWales, Schools data](#)

6. Findings: *Cymraeg Campus* in English-medium primary schools

6.1 This chapter presents findings on the *Cymraeg Campus* programme, following the same structure as Chapter 4: strategic planning; working in partnership; collecting, recording and interpreting evidence; and monitoring progress and quality assurance. This chapter does not go into the same detail as the chapter on the Welsh Language Charter as less fieldwork was completed on the programme (this is explained in 2.4). Findings are based on evidence collected via telephone discussions with a sample of practitioners, a survey of practitioners, interviews with consortium officers and desk research.

Strategic planning

Role of the Welsh Government; regional consortia and local authorities

- 6.2 The consortia set the strategic direction for delivering *Cymraeg Campus* and ensure that support is in place from consortia or local authority officers. The exact functions and inputs of consortia and local authorities vary from region to region, depending on the region's working arrangements. The Welsh Government has no role in supporting programme delivery apart from receiving high-level monitoring information.
- 6.3 Local authority officers support schools with *Cymraeg Campus* delivery but the level of support varies depending on how many schools one officer supports. This point was raised by regional officers who felt that the capacity within consortium teams and local authorities influenced the level of support, and therefore schools' experience of the programme. In one local authority, for example, where a relatively small number of schools are part of the programme, it was noted that local *Cymraeg Campus* officers are able to visit Welsh language coordinators within English-medium schools every month for discussion and to provide support. Practitioners in another area said that their *athro bro/athrawes fro* supported over sixty schools, so they knew they could not expect frequent contact.

- 6.4 The guidance provided by regional and local authority officers (typically *athrawon bro*) to schools to support *Cymraeg Campus* was viewed as essential to the implementation of the programme. Schools value the role of these officers in promoting the programme and providing practical support in a manner that is tailored to schools' needs. However, they expressed concerns that officers who support them have a heavy workload.
- 6.5 As part of the survey, practitioners were asked to what extent they agreed or disagreed with the following statements: 'We receive sufficient advice to support *Cymraeg Campus*'; 'We receive advice at appropriate times' and 'The advice meets our requirements'. Of the 177 practitioners who answered these questions, about three quarters (between 72 and 75 per cent) stated that they strongly agreed or agreed with the statements, and a small minority (between 4 and 10 per cent) of respondents replied that they disagreed or strongly disagreed with the statements. They were also asked: 'Is there any additional support you would like to support the implementation of *Cymraeg Campus*?' More than half of respondents (58 per cent) answered 'yes'.
- 6.6 Examples of the additional support that schools would appreciate were provided in interviews and in written responses to the survey. The most points most frequently raised were:
- Requests for more resources, ideas and examples of good practice.
 - Further contact and further support from consortia and local officers to ensure that they are on track.
 - Increased support from their consortia to facilitate collaboration and sharing of good practice between schools.
 - More training for staff (teachers and teaching assistants) to place them in a stronger position to deliver the programme.

The role of schools in implementing Cymraeg Campus

- 6.7 The programme design emulates the Welsh Language Charter model, but unlike the Welsh Language Charter programme, a more definite path has been set in terms of targets and criteria. Schools are required to collect and submit evidence for each criterion during the validation process. The

approach in that regard is more structured than the equivalent process for Welsh-medium schools delivering the Welsh Language Charter, where schools have more freedom to decide on their own priorities and action plans.

6.8 The survey of *Cymraeg Campus* schools asked practitioners to identify whether there is a 'designated person who is responsible for *Cymraeg Campus* in the school'. Of the 174 practitioners who answered this question, they all stated that there was a designated person coordinating the programme. As with the Welsh Language Charter, schools reported that *Cymraeg Campus* language coordinators have significant demands on their time as they plan a programme of activities and work towards the targets associated with the awards.

6.9 Welsh language coordinators in English-medium schools noted in interviews and survey responses that programme delivery would be aided by having more non-contact time to prepare resources and activities. Lack of time to deliver the programme was a common complaint. Linked to this was a desire for specific funding for schools to release staff to be able to plan. In their answers to the survey questions, coordinators explained that finding time to organise activities, and to meet the success criteria for each target, can be challenging:

'In our case, *Cymraeg Campus* has taken too long and we would like guidance on how we can reduce the workload while continuing to undertake the programme.' (Welsh Language coordinator, primary school)

6.10 Interviewees expressed concerns that lack of time and money to support the programme limited the likelihood of achieving the desired impact of *Cymraeg Campus*. Respondents noted that increased financial support to cover the costs of delivery would enable schools to deliver the programme more strategically and would free coordinators to dedicate more time to work towards targets more purposefully. In their view, this would also enable coordinators to plan and organise activities and hold meetings with the *Criw Cymraeg* more frequently.

- 6.11 Evidence collected through the survey highlighted similar concerns regarding the time available to support the programme. Respondents were asked to what extent they agree or disagree with the statement: 'The administrative work associated with *Cymraeg Campus* is too onerous'. Of the 176 who answered this question, more than half the coordinators (55 per cent) stated that they strongly agreed or agreed with this statement. They were also asked to what extent they agree or disagree with the statement: 'There is sufficient time within the school timetable to implement *Cymraeg Campus*'. Fewer than a third of respondents (29 per cent) strongly agreed or agreed with this statement.
- 6.12 Creating a whole-school agreement is one of the requirements set out in the *Cymraeg Campus* handbook. The handbook notes the need that 'all stakeholders understand the requirements of the Charter and are fully committed to working enthusiastically to ensure success in achieving this award.' As part of the survey the programme coordinators were asked to identify who is involved in the process of planning *Cymraeg Campus* activities in their school. Of the 182 responses to this question, almost all respondents indicated that *Cymraeg Campus* language coordinators (96 per cent) and *Criw Cymraeg* members (95 per cent) were involved in activity planning. Fewer than half of respondents (40 per cent) reported that other pupils at the school were involved in the planning process, and around a third (32 per cent) of respondents reported that a member or members of the senior management team contributed to activity planning.
- 6.13 Respondents to the survey were asked to what extent they agreed or disagreed with the statement: '*Cymraeg Campus* is supported by the school's senior management team'. Of the 176 who answered this question, most respondents (85 per cent) stated that they strongly agreed or agreed with the statement. Nearly a third of respondents (32 per cent) said that they strongly agreed or agreed with the statement: 'Not all school staff support *Cymraeg Campus*'. More than half of respondents (51 per cent) said that they strongly agreed or agreed that 'a lack of Welsh language skills among staff was a barrier to delivering the programme'. Consortium officers felt that the

programme worked best where there was clear commitment and prioritisation from the senior management team. However, a small minority (11 per cent) of those who responded to the questionnaire strongly agreed or agreed with the statement that ‘increasing the social use of the Welsh language is a priority for the school at this time’.

- 6.14 This evidence indicates that the implementation of the *Cymraeg Campus* programme is not without its challenges in some schools. However, officers working with schools across Wales reported that they believed that the programme was leading to a change in mindset and in the status of Welsh in the schools that deliver *Cymraeg Campus* Welsh. They explained that they had seen the Welsh language delivered as a stand-alone subject only over the years, and that *Cymraeg Campus* appeared to encourage schools to think about the language in a more cross-cutting and strategic way:

‘The programme has successfully structured ideas and opportunities for all schools and supported non-Welsh speaking teachers to use bespoke and precise methodology in delivering the language and all Welsh opportunities and experience.’ (Regional consortium officer) [translation of original quotation in Welsh]

Pupil participation in delivering Cymraeg Campus

- 6.15 Pupil participation is central to the design and delivery of the *Cymraeg Campus* programme. Welsh language coordinators in the schools involved in the evaluation felt that pupils’ use of the Welsh language had increased and that more positive attitudes towards the language were being fostered through the programme:

‘The core group of pupils in the *Criw Cymraeg* take part in a Welsh language service each week. This gives them responsibility and develops their language skills. All pupils are hearing more Welsh also – I’m working with all the school staff to incorporate Welsh into themes for each class, developing key sentences and vocabulary to encourage more incidental Welsh.’ (Welsh coordinator, primary school)

- 6.16 Survey data shows that *Criwiau Cymraeg* are involved in planning activities in almost every school that took part in the survey. The survey asked practitioners to indicate to what extent they agreed or disagreed with the statement: ‘Pupils at the school are enthusiastic about *Cymraeg Campus*.’ Of

the 175 who answered this question, 79 per cent stated that they strongly agreed or agreed with the statement.

Parental involvement

- 6.17 Parents' views were not collected as part of the fieldwork for *Cymraeg Campus*. The survey asked schools: 'Does the school share information with parents in your school about activities to support *Cymraeg Campus*?' 85 per cent of respondents stated that they shared information with parents. In the interviews, they explained that the level of parental interest and enthusiasm is varied. There were examples of positive feedback from parents but examples too of lack of support and apathy.
- 6.18 Telephone interviews with school representatives provided examples of activities held to engage with parents. In one school a coffee morning was organised by the *Criw Cymraeg*, where parents were encouraged to order their drinks in Welsh. Leaflets were prepared for parents with key vocabulary and terms. Examples were also given of other activities where Welsh activities were a method of promoting links between the school and parents.
- 6.19 Some practitioners noted that they share information - word of the week, information on Welsh tasks completed - but there is little response or feedback from parents. A small number of schools reported resistance from some parents to activities to support Welsh: some parents in these schools felt that English-medium schools should be 'English-focused'.

Working in partnership

- 6.20 This section considers the partnerships and cooperation seen in the delivery of *Cymraeg Campus*. This covers the collaboration within schools, between schools, and collaboration with external stakeholders.

Collaboration within schools

- 6.21 In the handbook there is emphasis on participation by the whole school community to achieve the awards. Unlike the design of the Welsh Language Charter, where there is an emphasis on identifying priorities and planning activities that are tailored to the needs of the school, *Cymraeg Campus*

schools are working towards a set of common success criteria. Schools are required to ensure that school staff collectively contribute to increasingly challenging targets when working through the awards.

6.22 Practitioners interviewed reported that they were working to develop the confidence and knowledge of colleagues so that they could support *Cymraeg Campus*. This is done by conducting sessions on *Cymraeg Campus* during in-service training for staff, or by working with teachers to adapt lesson plans to identify opportunities to incorporate Welsh into themes or tasks in the classroom. During the interviews and in the survey, practitioners referred to the need for further training to ensure that teachers can use Welsh ‘confidently and consistently in a range of situations outside the classroom’, which is one of the criteria for reaching the gold award.

6.23 Comments made in response to the survey highlight some of the barriers to collaboration within schools:

- Practitioners lack confidence in their Welsh skills and lack the confidence to try and use Welsh in the classroom;
- Negative staff attitudes towards Welsh in some cases; around a third of respondents indicated that they strongly agreed or agreed with the statement that not all staff in their schools support the programme;
- Lack of resources to support staff;
- Onerous demands associated with some targets lead to staff losing enthusiasm;
- Teachers find it difficult to engage with the programme due to other duties and responsibilities.

6.24 There was evidence of support for the programme among senior management teams, with the majority of survey respondents strongly agreeing or agreeing with the statement that the programme was supported by the senior team.

6.25 According to Welsh Government officers, one external factor that will support schools ‘capacity to deliver the programme, over time, is the requirement within Professional Standards for Teachers to ‘demonstrate and evidence a

personal commitment to incremental development of skills in the use of the Welsh language'.¹⁰ The officers noted that the Professional Standards could assist to create conditions to support collaboration within schools in relation to Welsh, by raising awareness and skills.

Collaboration between schools

- 6.26 Establishing a link with a Welsh-medium school / Welsh stream is one of the criteria for achieving the targets for all levels. Schools were asked to indicate whether the statement: '*Cymraeg Campus* has led to links between the school and other schools' is accurate for their school. Of the 182 who answered this question, 46 per cent stated that the programme led to new links, 24 per cent answered that it had strengthened existing links, and the remainder reported that there had been no change. Some interviewees said that their schools had established new relationships and that this had been beneficial. The interviewees expressed positive views on this element of the programme, although a very small number of questionnaire respondents stated that they would like more assistance to create links and finding schools to form a partnership with them. The evaluation found no examples of regular collaboration between English-medium primary and secondary schools, although stakeholders at a national level noted that this was taking place.

¹⁰ [Professional standards for teaching and leadership](#)

Collaboration between schools and external stakeholders

- 6.27 Schools participating in the programme (whether bronze, silver or gold) are expected to invite Welsh speakers to the school. Practitioners and the officers who support them explained that this is a challenging aspect for many English-medium schools, as these schools are generally unaware of the organisations and events available to support Welsh-medium activities. This was echoed in survey responses with several respondents explaining that they would appreciate support to locate businesses or societies that could visit the school.
- 6.28 Membership and participation in Urdd activities is a core part of *Cymraeg Campus* language targets and criteria, with a criterion at all levels for pupils to compete in stage and literary competitions every year, and to participate in Urdd sports activities. There is also a criterion regarding pupils' membership of the Urdd, and by the time the school is working towards the gold level there is a target that most Key Stage 2 pupils will be members of the Urdd.
- 6.29 The requirement for most pupils to join the Urdd is not welcomed by all schools. 31 out of the 184 survey respondents spontaneously commented on concerns about the Urdd membership target. The issues raised were that it was difficult to make a connection with the Urdd, that there was too much emphasis on one organisation, that they preferred to use other providers for activities, and that the cost of membership was a barrier to parents in their school. Some teachers expressed a strong view that it was not appropriate to include items that incur a cost, as it places financial pressure on families and puts pressure on schools to justify that expenditure to parents, including parents in deprived areas. A number of schools commented further on Urdd membership, and several survey respondents (in answer to open-ended questions) asked whether they had to include the Urdd and whether a school could receive an award without their pupils being members of the Urdd:

'The Urdd has been a sticking point for the award – if we have no members, do we still get the award?' (Teacher, primary school)

Methods of collecting, recording and interpreting evidence

- 6.30 The main method of collecting and recording evidence for *Cymraeg Campus* is the ten-question questionnaires completed online by year 3 to 6 pupils at the beginning and end of working towards an award. It is an adaptation of the *Gwe Iaith* questionnaires used in Welsh-medium schools and is a suitable method of 'setting a baseline and of evaluating success' according to the handbook.
- 6.31 No strong opinions were expressed by practitioners or officers about the use of the questionnaires, and it seems to be accepted as a straightforward element of the programme. The survey asked the extent to which practitioners agreed or disagreed with a series of statements about the use of the questionnaires. Of the 173 who answered the question, around three-quarters strongly agreed or agreed that 'the frequency at which we collect data through the questionnaires in our school is appropriate', that the 'language and terminology of the questionnaires is suitable', and that 'the results are a good basis for planning *Cymraeg Campus* activities in our school'. A smaller majority (62 per cent) strongly agreed or agreed that the questionnaires were an 'effective method of monitoring and recording the impact of *Cymraeg Campus* in our school'.

Monitoring progress and quality assurance

- 6.32 There is a more structured approach to the *Cymraeg Campus* programme compared to the Welsh Language Charter programme. Consortia representatives and local authorities thought that this approach suited the schools well and that schools appreciated having a list of criteria to work towards. Representatives noted that the programme's design 'clearly sets out the expectations to schools' of how to reach the various awards.
- 6.33 The practitioners interviewed reported that they felt that the awards and associated targets set a 'framework' and 'focus' (in their words) to activities to promote Welsh. The survey data supports this: nearly three quarters of schools who completed a questionnaire (74 per cent) answered that they strongly agreed or agreed that the 'award system (gold, silver and bronze)

adds value to *Cymraeg Campus* in our school'. More than half of respondents (51 per cent) stated that they strongly agreed or agreed that 'arrangements for validating the awards are working effectively in our school'.

- 6.34 Concerns about the award system were raised by a minority of schools during interviews and in survey responses. Although a minority of participants expressed criticism of some parts of the programme, a number of points were raised consistently.
- 6.35 It was noted that the targets, and the associated criteria that schools need to meet, are too numerous. To complete the requirements for the bronze award, 94 criteria are to be met across ten targets according to the handbook (detailed in Appendix 3). Schools reported that this was 'very challenging' and 'demoralised' some practitioners and pupils. The practitioner survey findings indicated that a significant number felt that collecting and providing evidence for every success criteria was a 'significant burden' on them, particularly in the context of requirements associated with other aspects of the curriculum, and the limitations of the workforce's bilingual skills. About a third of practitioners referred to the targets and criteria in their survey responses, stating that they were too numerous or too challenging:

'Trim down the targets - for an initial award, the number is overwhelming. I suggest that showing some evidence in each target would be enough to show moves towards a Welsh ethos – breaking each one down into ten steps is far too much. They should be suggested pieces of evidence to satisfy the criteria rather than a list from which has to demonstrate.'

(Teacher, primary school)

- 6.36 It was suggested by practitioners in the survey and interviews that there needs to be more flexibility in the way schools are expected to gather evidence against targets, and flexibility in the number of targets to work towards.
- 6.37 The evidence highlighted that there was confusion about the targets and that officers and schools had different interpretations. Although the programme handbook stated that all success criteria must be met to achieve each target, officers at national and regional level had different interpretations as to whether this was necessary to reach the award. It was clear from the

questionnaire responses that many schools interpreted the list of targets as a required list, although they were uncertain whether they were accurate in their interpretation:

‘I feel that some targets need to be clearer. Is it expected that every target be fully achieved in all classes or a few?’ (Member of senior management team, primary school)

‘I’d like to see more consistency in validation across the consortia, for example, are all targets expected to be achieved? It’s too open to interpretation at the moment’. (Local authority officer) [translation of original quotation in Welsh]

- 6.38 Other doubts expressed by practitioners regarding the award system was that some of criteria for reaching the silver and gold awards were too challenging in terms of the expectations set on schools. Some practitioners noted in their survey response that the ‘excessive’ requirements of the gold award lead to losing colleagues’ support for Welsh and de-motivating them rather than instilling positive attitudes towards Welsh. Some practitioners believed that aspects of the gold award specifically require a level of knowledge and skills in Welsh that many teachers in English-medium primary schools do not have:

‘The Bronze award is lovely and realistic for second language schools. It had a clear impact on staff and children’s perceptions of the language and was a pleasure to oversee. As the awards progress, expectations become somewhat over ambitious and far too over the top for second language schools working on tight timetables. The silver and gold targets are difficult to sustain and achieve alongside an over saturated curriculum and have the reverse effect. Targets need to be shortened and lowered above bronze level.’ (Member of senior management team, primary school)

Conclusions in relation to the *Cymraeg Campus* programme

- Both survey and interview respondents welcomed the programme's structured design. In their view, this provided a focus for Welsh language coordinators as they delivered activities to promote the Welsh language.
- Pupils are enthusiastic about the programme.
- More support and guidance is required in some areas to improve programme delivery: appropriate training and support is needed to ensure that schools are in a position to be able to deliver *Cymraeg Campus* and achieve the programme aims.
- More structured arrangements for sharing resources, activities and sharing good practice are required to support programme delivery.
- Welsh language coordinators face challenges in finding time to organise activities and work towards the criteria for each target.
- Schools wish to receive more information on how to contact businesses or associations who could support the programme in their school.
- The targets and associated criteria are too numerous and challenging for schools, especially as they work towards the silver and gold awards. The requirements to achieve the gold award in particular, de-motivate some teachers.
- There is an element of uncertainty in relation to expectations regarding validation.

7. Background: Welsh Language Charter in secondary schools / Supporting Language Use Project (PCAI)

7.1 This chapter provides an overview of programme delivery. It is based on background documentation reviewed during the evaluation, together with information shared verbally by Welsh Government and consortium officers who were interviewed.

Aim

7.2 The *PCAI* (Supporting Language Use Project) aims to increase the use of Welsh by young people in Welsh-medium secondary schools (Welsh Government 2017d:2). During the evaluation period, Welsh-medium secondary schools were at different stages in developing their delivery of the secondary Welsh Language Charter. The secondary Welsh Language Charter shares the same aim as the Charter delivered in primary schools, which is to increase the social use of Welsh amongst children and young people.

Background

7.3 The *PCAI* pilot project was developed by the Welsh Language Board in 2007/08 to identify good practice in promoting the social use of Welsh among secondary pupils. The aim of the project was to provide opportunities for older school pupils to plan and carry out activities that influence younger pupils' social language practices, and could be developed into good practice for the future.

7.4 Following the abolition of the Welsh Language Board in 2012 and the transfer of its responsibilities to the Welsh Government, further changes were made to the programme. It had become apparent over time that there was a need to create further opportunities for young people to speak Welsh outside school in order to ensure that Welsh is not 'solely the language of education' (Welsh Government 2017d:6). From 2013 *PCAI* included a community element with the support of partners such as the Urdd and *Mentrau Iaith*, to encourage young people to participate in social and cultural activities through the medium of Welsh.

- 7.5 Welsh Government funding is allocated to Welsh-medium secondary schools who wish to develop activities to encourage the informal use of Welsh amongst pupils, via regional consortia. Consortia are expected to use the funding to increase informal and social use of Welsh amongst pupils. Within these arrangements, schools are free to deliver projects that reflect their priorities and needs with regard to promoting young people's use of Welsh. Schools and regional consortia are not required to report to the Welsh Government on any element of grant funding used to support the informal use of Welsh.
- 7.6 Since 2018, consortia have been moving towards delivering a secondary Language Charter programme, and developing a structure and a set of activities that corresponds to the primary Language Charter programme. In some regions, this includes using an adaptation of the *Gwe laith* questionnaire. There is no award system in the secondary sector. There are variations in the arrangements for delivering the secondary Language Charter's objectives across Wales. For example, one local authority has developed a local strategy for supporting the social use of Welsh in the secondary sector. This strategy, rather than the Welsh Language Charter as a separate programme, directs the activities undertaken with secondary school pupils in this local authority.
- 7.7 Consortia reported that they planned to pay increasing attention to the informal use of Welsh in the secondary sector. However, consortia and schools are currently free to determine the nature of their activities or events, and it is not clear that the *PCAI* programme provides a common or structured method to support this: based on the evidence gathered it was not evident that a consistent or recognised approach had been established across consortia.

8. Findings: Welsh Language Charter in secondary schools / Supporting Language Use Project (PCAI)

8.1 This chapter presents evaluation findings in relation to the Welsh Language Charter in secondary schools / *PCAI*, following the same structure as previous chapters: strategic planning; working in partnership; methods of collecting, recording and interpreting evidence; and monitoring progress and quality assurance. In the following sections there is no systematic separation between findings relevant to *PCAI* and those relevant to the secondary Language Charter. The findings reflect the uneven position where schools are at different stages of delivering the secondary Language Charter.

Strategic planning

Planning and delivering the programme at school level

8.2 Language coordinators – individuals who have been assigned to coordinate *PCAI* activity in their schools – reported that there is support for the programme within the school. The majority stated that meetings were held in schools to explain the aim of *PCAI* / Language Charter to staff and pupils, and to the governing body. Several coordinators explained that supporting the use of Welsh socially was central to the operation of their schools, and many activities were things that schools would support and promote in any case.

8.3 In some schools, pupil committees are established to develop and deliver the Welsh Language Charter. Pupils who are members of these committees meet with their school language coordinator to formulate objectives, decide on activities, and take responsibility for organising them. Schools reported that pupils who are members of these committees are enthusiastic and show a willingness to take responsibility for the Welsh Language Charter.

8.4 Consortium officers explained there was support for the Welsh Language Charter among school staff, but some teachers were unsure of the expectations on them in relation to supporting the social use of Welsh. Teachers in some schools noted that Language Charter/*PCAI* activity is relevant to elements of the Welsh Baccalaureate, where learners are

required to engage with the community, or local charities. Teachers gave examples of activities that are part of school life and also support the aims of the Welsh Language Charter – although teachers and pupils do not necessarily link these activities to a formal programme.

Guidance to support the programme/activities in the secondary sector

- 8.5 The level of guidance provided to headteachers and staff in relation to the delivery of Language Charter schemes for headteachers and staff varies within consortia, local authorities and individual schools. In one consortium an officer invited the language coordinators of three Welsh-medium schools and primary school representatives in their catchment areas to meetings to discuss the introduction of a secondary Language Charter. The purpose of the initial meetings was to share examples of action plans and experiences from the primary Language Charter validation process, and to explore opportunities for cooperation between primary and secondary sectors.
- 8.6 Another consortium arranged for an external bilingualism specialist to speak with school staff, to promote schemes and activities to support the social use of Welsh. One school reported that they had previously received support from the consortium at the time when they started to deliver the *PCAI* programme, but that the level of support had reduced and was now provided only if requested.
- 8.7 One local authority has developed a Language Strategy for the secondary sector, which has been operational for several years. The strategy's purpose is to provide guidance to ensure that schools proactively promote Welsh to parents and the wider community; support and challenge schools to produce a language action plan; and provide encouragement and training for schools. The local authority officer noted that this strategy drives action plans and offers a structure to schools. In addition to promoting the social use of Welsh among pupils, there are curricular aspects to the strategy. This includes ensuring that 'every pupil has reading, writing, oral and listening curricular experiences through the medium of Welsh' which build on experiences of previous key stages. The Strategy also aims to ensure 'an increase in the number of candidates who follow KS5 courses specifically or partly through

the medium of Welsh by developing the confidence of candidates, teachers and leaders.’ (Gwynedd Council 2019:17).

8.8 Several regional officers stated they had not received guidance on the delivery of the secondary programme (*PCAI* or secondary Language Charter) from the Welsh Government. A coordinator in one consortium explained there was a lack of clarity about the expectations in terms of delivering the Welsh Language Charter in secondary schools. A language officer in one local authority stated that lack of teacher time was a barrier to delivering the Charter in the secondary sector. One senior manager in a school reported that there is no time to complete the ‘laborious paperwork’ associated with preparing an action plan to support the programme.

8.9 Various regional coordinators indicated they would appreciate additional national resources to assist them in designing and implementing the programme – particularly when faced with challenges of delivering a programme in the secondary sector ‘[which is] more dispersed and there are so many other demands on staff’. Some ideas identified were:

- Creation of a national website or discussion forum for the secondary Language Charter – a resource that could be referred to, or used to share experiences and ideas;
- Maintaining a bank of leaflets/materials;
- A directory of guest speaker contact details;
- Marketing resources/posters to promote the Welsh Language Charter, aimed at the secondary sector.

The relationship between the programme and other schemes

8.10 As part of the evaluation interviews were held with schools who have started to deliver a secondary Language Charter programme, using a £1,000 grant to support activity. In these schools, the secondary Language Charter (or the secondary Language Strategy in one county) is part of the school development plan. One school noted that they had taken steps to embed the programme within the school’s plans, and had produced School Development Plan targets for the use of Welsh, based on their Language

Charter targets. However, some language coordinators reported that promoting social use of Welsh was not a high a priority in their school development plan, compared with other curricular priorities. One language coordinator said that the school had not paid close attention to collecting data on pupil participation and feedback on the activities. The school recognised that there had been no emphasis on recording the change in language practice as a result of activities, noting that 'exam results are more of a yardstick in the school'.

Working in partnership

Collaboration between schools

- 8.11 Evidence collected during the evaluation showed that some collaboration takes place between schools to discuss planning and delivery within their region. With regard to planning, an example was provided of coordinators meeting to discuss their ideas for starting the delivery of the secondary Language Charter. In another region a Welsh language gig was organised for all Year 5-8 pupils in a school catchment area. In another example, schools collaborated to organise an eisteddfod.
- 8.12 There were examples of secondary and primary schools incorporating the Welsh Language Charter into Key Stages 2 and 3 transition activities. Other examples of collaboration included working with other schools and the wider community in organising summer fêtes and concerts.

Collaboration between schools and external stakeholders

- 8.13 The Urdd and *Mentrau Iaith* are the main stakeholders working with schools to support the delivery of the programme. Schools also referred to input from young farmers' clubs, *papurau bro*, youth clubs, local eisteddfodau, universities, and individuals working in the arts. Many of these partners promote, highlight, or provide opportunities for pupils to use Welsh in other domains, both socially and culturally.

Methods of collecting, recording and interpreting evidence

- 8.14 Schools reported they had used the *Gwe Iaith* questionnaire with pupils. One school explained that administering the questionnaire across a whole school was a huge challenge. The practitioner noted that the questionnaire was useful because it 'reinforces what we already know' about language use practices. One school shared *Gwe Iaith* outcomes with parents and provided information on the aims and objectives of the programme.
- 8.15 In some schools *Gwe Iaith* results are used to set priorities or targets for Language Charter plans, which mirror arrangements under the primary Language Charter. One coordinator explained that they share information about the outcomes of *Gwe Iaith* during staff meetings, management team meetings and with the *Criw Cymraeg*.
- 8.16 There are differences between schools in terms of which pupils are included as part of the process of collecting data through the *Gwe Iaith*. Some schools collect *Gwe Iaith* data from all pupils whilst, in other schools, data is collected only from Year 7 pupils. Some teachers noted that they recognise the limitations of this data and its value in understanding pupils' current language use and any changes in their use of Welsh following involvement in Language Charter activities.

Conclusions in relation to Welsh Language Charter in secondary schools / the Supporting Language Use Project (PCAI)

- Secondary school practitioners welcome the programme and recognise the need for activities to promote the use of Welsh amongst pupils in the secondary sector.
- This evaluation has taken place at a time when the programme of activities in Welsh-medium secondary schools is shifting from *PCAI*, a programme that the Welsh Government inherited from the Welsh Language Board, to the Welsh Language Charter in secondary schools. As a result of this, there is no consistency in terms of what is delivered across schools, and regional arrangements for supporting schools vary between consortia.
- The *PCAI* programme is drawing to an end. Although the programme's name continues to be used, it seems to lack a clear identity. For some years there were no common and detailed set of objectives to inform the activities that took place within schools. The monitoring and accountability system also appears to be relatively loose: schools were responsible for setting projects, delivering them and reporting back to their consortium.
- In this transition period, the secondary Language Charter programme continues to be established and embedded within school procedures.
- There are currently no national guidelines for delivering the secondary Language Charter. Evidence suggests that the greatest challenge in delivering the Welsh Language Charter in secondary schools is lack of time. Coordinators would also appreciate more resources to support programme delivery.

9. Background: *Cymraeg Bob Dydd* in English-medium secondary schools

9.1 *Cymraeg Bob Dydd* is a programme that provides opportunities for pupils at English-medium secondary school to extend their use of Welsh. This chapter provides an overview of programme delivery. The information is drawn from background documentation reviewed during the evaluation, along with information shared verbally by Welsh Government officers and Urdd officers during interviews.

Aim

9.2 *Cymraeg Bob Dydd* activities aim to provide opportunities for pupils in English-medium secondary school to extend their use of Welsh in extra-curricular activities (Urdd Gobaith Cymru 2018). The programme targets are:

- 15+ of GCSE, AS and A level Welsh learners are more confident to speak Welsh outside the classroom;
- 15+ of GCSE, AS and A level Welsh learners make greater use of their Welsh language skills;
- 15+ of GCSE, AS and A level Welsh learners using Welsh with other pupils at school;
- An increase in the number of pupils choosing to study AS and A level Welsh second language.

Background

9.3 The programme originates from a pilot scheme in 2012. At the time, the Urdd was commissioned by the Welsh Government to work in a limited number of English-medium secondary schools to extend the use of Welsh outside the classroom, in addition to offering residential courses for pupils in Years 10-13. Following the pilot period, an invitation to tender to deliver the programme was issued, and since then, the Urdd has won contracts to coordinate *Cymraeg Bob Dydd*. The Urdd was awarded £138,200 to deliver the

programme for the financial year 2019/2020. A review of the early years of the programme was published in 2016 (Welsh Government 2016b).¹¹

9.4 *Cymraeg Bob Dydd* offers support to English-medium schools across Wales, assisting them to organise and arrange opportunities for young people between 14-18 years of age to use Welsh outside usual lessons. In the reporting year 2019/20, the *Cymraeg Bob Dydd* programme was delivered in 37 schools across Wales, with the Urdd providing courses and workshops for pupils in these schools.

9.5 Schools' involvement in the *Cymraeg Bob Dydd* programme begins when they are contacted by one of the programme officers. Following this, schools are expected to complete a simple application form stating their reasons for wanting to participate in the programme, and activities the school may wish to be involved in. A sum of £500 is available to each school participating in the programme, to spend on Urdd activities or courses. The Urdd arranges for officers or freelancers to attend schools to run workshops through the medium of Welsh. These including rapping, art, songwriting workshops, and trips. Some schools are supported to run Welsh lunch clubs on a weekly basis, and the Urdd organises trips to a gig or festival. The programme also offers residential courses that provide learners with an opportunity to spend time in Urdd centres.

¹¹ [Review of the Everyday Welsh project 2016.](#)

10. Findings: *Cymraeg Bob Dydd* in English-medium secondary schools

10.1 This chapter presents evaluation findings relating to the *Cymraeg Bob Dydd* programme. As with the previous chapters, it sets out findings against four key areas, namely: strategic planning; working in partnership; methods of collecting, recording and interpreting evidence; and monitoring progress.

Strategic planning

Role of the Welsh Government

- 10.2 The programme design and the role of the Welsh Government in delivering the *Cymraeg Bob Dydd* were discussed with Welsh Language Division policy officers and with Urdd officers.
- 10.3 Monitoring meetings between Urdd and Welsh Government officers are held around once a quarter, with a more detailed meeting held once a year. The Urdd submits an annual report and quarterly updates to the Welsh Government, which includes a summary of activities undertaken during the period, numbers participating, and extracts from practitioner and pupil feedback forms. Urdd officers stated that they were 'given quite a bit of freedom' to carry out the programme as they saw fit but would welcome further scrutiny and discussion of the reports from the Welsh Government.
- 10.4 During the past year (2019/2020), the Welsh Government and the Urdd had agreed to change programme delivery to work more intensively with a slightly smaller number of schools across Wales.¹² However, programme officers expressed the view that some schools would prefer less intensive input. Development was in its early days at the time interviews were held, and practitioners had not received feedback on its impact.
- 10.5 Urdd officers also noted there had been more discussion with officers at the regional consortia recently, in order to prioritise schools to be invited to participate in the programme and to select them in a more strategic way.

¹² In the previous year, 41 schools had taken part in *Cymraeg Bob Dydd*.

Officers also explained they are beginning to discuss the selection of schools in Welsh in Education Strategic Plan forums.

The role of the Urdd and schools

- 10.6 Following confirmation that a school has been accepted onto the *Cymraeg Bob Dydd* programme, a *Cymraeg Bob Dydd* officer arranges a meeting with a member of the senior management team and/or the head of the Welsh department to discuss which activities or courses may benefit pupils.
- 10.7 *Cymraeg Bob Dydd* officers have a list of different types of activities in Welsh, including music, arts, drama and dance sessions from which schools can choose. They arrange for freelance workers (artists and musicians) to attend schools to hold workshops through the medium of Welsh. Officers also arrange trips to Welsh events or gigs. Schools reported that they were content with the freedom they had to select activities or courses to support and supplement school-run activities as part of the project.
- 10.8 It is possible for schools to arrange for their pupils to attend Urdd residential courses at one of their centres. Schools can prioritise groups or pupils, depending on their requirements as a school. In some cases, schools prioritised Key Stage 3 pupils, so that they were able see the language in action 'as part of everyday life', as one practitioner explained. Schools are also able to prioritise promoting the informal use of Welsh through a residential course for Key Stage 4 pupils who are considering choosing to study Welsh as an A level subject. Schools' methods of selecting pupils vary, with some inviting specific pupils to attend the courses. Practitioners reported that the cost of attending residential courses was a barrier for some pupils.
- 10.9 Practitioners reported that they were content with the flexibility of *Cymraeg Bob Dydd* and they felt able to provide activities targeted at specific pupils or groups as well as for the whole school. 'Lunch clubs', for example, have been described as a method of strengthening relationships between the project, officers, and schools, and are used as a way for officers to promote other activities and opportunities pupils can experience with the Urdd. One

Cymraeg Bob Dydd officer noted: 'it's an opportunity to put a face to a name and get used to us, as a member of staff at the school'.

- 10.10 According to practitioners' comments during interviews and comments in the Urdd's annual reports, residential courses have enabled pupils to use Welsh and raised their confidence in using Welsh outside the classroom. They reported that pupils enjoyed communicating and socialising in Welsh with pupils from other schools, with Urdd staff and with members of the public.

Working in partnership

Partnership between the Urdd and schools

- 10.11 Collaboration between the Urdd and *Cymraeg Bob Dydd* schools is an essential part of the project design. Schools interviewed during the evaluation were satisfied with the level and nature of contact they had with project officers, with practitioners stating that project officers suggested ideas and listened to the school's feedback in delivering the programme. However, Urdd officers and school staff reported there were some challenges to working in partnership. They noted that distributing information to pupils can be challenging, because project information needs to be shared through a programme coordinator or member of staff to reach pupils. To counter this challenge, officers attempt to visit schools as often as possible and arrange meetings with staff and pupils, to have direct contact and to provide information about residential courses and other activities.
- 10.12 The programme must also work around the policies schools have in place regarding the number of activities that can be organised within each school year, and how much time is required between holding activities or events. Schools stated that they would appreciate more notice when activities are available so that they can make relevant preparations in line with school policies. Teachers said they would also appreciate officers organising activities at the beginning of the school year, to remind pupils and teachers of the project, and to explain the aims and purpose of the project to new pupils and teachers.

10.13 Officers reported that communication with schools can be a challenge, and that schools' response to a possible visit or activity varies according to specific times of the year, for example at examination and Christmas periods. Officers noted that it is sometimes difficult to organise activities with schools, as they prioritise other extra-curricular activities. This point was echoed in interviews with practitioners, many of whom explained that scheduling group or whole year activities can be difficult for them.

Other partnerships

10.14 There was only limited evidence of *Cymraeg Bob Dydd* schools working with consortia, or with other schools as part of the project, but there were a few examples. One school reported they had shared examples of what had worked well for them with other schools. This was done through the consortium. The school organised a Welsh language learning competition, with pupils speaking to external adjudicators. The school used some of its funding on prizes for pupils, with three pupils in each year gaining awards.

10.15 There were examples of pupils working together and contacting pupils from other schools after meeting during residential courses. The project also promotes cooperation and interaction between pupils of different ages within a school. An example of this is several sixth formers leading activities for Key Stage 3 pupils, as part of residential courses.

10.16 *Cymraeg Bob Dydd* schools stated they would appreciate greater collaboration within their consortium, and the exchange of ideas with other schools as part of the programme, to 'find out on what other schools choose to spend their money, and what has worked well for them' (Secondary school teacher). It was explained this would be a way of sharing good practice as well as identifying and building on aspects of the project that had worked well:

'It would be nice to contact leaders or coordinators in other schools to share ideas. It would also be good to have competitions between schools.' (Teacher, secondary school)

10.17 Another theme raised during interviews with practitioners was a desire to collaborate with stakeholders from the business world, to demonstrate to pupils there is a benefit to using Welsh outside school, and when looking for employment in the future:

‘It would be great to have further partnerships with the business world, or with Welsh speaking employers to model the use of Welsh in the world of work.’ (Secondary school teacher)

Methods of collecting, recording and interpreting evidence

10.18 As the *Cymraeg Bob Dydd* project sits outside the Welsh Language Charter programme, methods of collecting and recording evidence are different. There is no expectation that schools collect and record detailed evidence as part of the programme, other than completing an evaluation questionnaire and keeping a record of numbers participating. The data available in relation to the project is monitoring data (number of schools, number of visits) recorded by the Urdd, and submitted quarterly and annually to the Welsh Government for expenditure monitoring purposes.

10.19 The Urdd also collects and records evidence from their residential courses using *Dweud dy Ddweud* (‘Have Your Say’) feedback forms. Qualitative and quantitative information is collected from pupils who attend courses. The forms include questions about change in pupils’ confidence and Welsh language skills, and whether the course has helped pupils to decide whether they intend to continue studying Welsh at school. Programme officers noted that there is a focus on raising awareness and encouraging the informal use of Welsh. Officers consider the data currently collected to be adequate as a means of measuring progress.

Progress monitoring and quality assurance

10.20 As part of the project, each participating school receives courses or workshops worth the equivalent of £500 from the Urdd. Schools are not required to evaluate or measure progress. The Urdd’s annual reports to the Welsh Government are a record of activities they have delivered to schools and include a summary of evaluation forms completed by young people.

Whilst the annual and quarterly reports include monitoring data and feedback from teachers and pupils listing how they benefit from the programme, it was difficult for the evaluation team to understand the link between these outcomes and the activities in which they had taken part.

10.21 During interviews, practitioners provided anecdotal evidence of individuals who, in their view, had decided to continue to study Welsh as a subject at A or AS Level as a result of their experiences on the *Cymraeg Bob Dydd* project – specifically attendance at a residential course. Practitioners also cited examples of increased pupil confidence in, and use of, the language. However, other practitioners noted it was not possible to attribute these effects specifically to the project, as there are wider influences on pupils, including curriculum delivery and day-to-day teacher support. Officers and practitioners emphasised that the project has a supporting role and ‘enhances their opportunities’, rather than something that drives young people’s decisions.

10.22 Based on the annual reports reviewed during the evaluation, monitoring arrangements and data collection methods currently in place do not enable a detailed understanding of the programme’s effects. The Urdd report regularly to the Welsh Government on their performance against the programme’s aims and targets. However, these reports do not provide information on the link between programme activities and any increase in confidence or use of Welsh, or any increase in the number of pupils choosing to study Welsh as a subject. In planning a future evaluation, it will be necessary to ensure that monitoring arrangements and data collection and analysis methods are sufficiently robust to gain a meaningful understanding of programme effects.

Conclusions in relation to *Cymraeg Bob Dydd*

- The partnership between Urdd officers and school practitioners is a key part of the project design. Officers and practitioners interviewed reported that there was effective collaboration in programme delivery.
- Schools and officers reported there were some challenges in delivering the project, specifically finding a convenient time to hold activities with pupils, and ensuring that information reached all target groups.
- Schools reported they would appreciate further opportunities to collaborate with their consortia, with other schools and with representatives from the world of work.
- Schools are not required to collect and record evidence for the programme, and available project data is limited to monitoring data. As this is a relatively small project to support schools, project officers and practitioners felt that existing data collection arrangements are appropriate.
- Urdd officers record the number of activities undertaken and collect feedback forms from pupils. There are no processes to monitor progress or assure quality beyond these arrangements. There is anecdotal evidence of progress shared in annual reports, but beyond that, some project officers and practitioners felt that no change could be attributed to the project, in the light of wider influences on pupils.
- More robust monitoring arrangements and data collection methods need to be developed to understand the effects of the programme.

11. Theories of change for the Welsh Language Charter and associated programmes

Introduction

- 11.1 As part of the evaluation, the research team was tasked with analysing and developing the theory of change that underpins the Welsh Language Charter and associated programmes, along with the theory of change that underpins the proposed national framework. This chapter begins by presenting a generic theory of change for all four programmes, based on the elements they have in common. This is followed by a description of the theory of change that is unique to each of the four programmes: primary Welsh Language Charter, *Cymraeg Campus*, *PCAI* (secondary Welsh Language Charter) and *Cymraeg Bob Dydd*. The chapter concludes with a discussion on the issues that will merit further consideration as the operational details and theory of change for the national framework for the Welsh Language Charter are developed. The basis for the theory of change presented below is an analysis of: Welsh Language Charter documentation, comments received at two stakeholder workshops held during the evaluation, and the researchers' observations on the evidence and findings of the evaluation process.
- 11.2 Theories of change for the Welsh Language Charter and associated programmes did not exist before the evaluation was commissioned. The theories were developed and reviewed at specific stages during the fieldwork, and ran in parallel with other aspects of the evaluation. The final theories of change were further refined following fieldwork completion. In this sense, there is a retrospective element to the theories of change. The discussion with stakeholders on the theory of change underpinning the national framework took place based on the information available at the time about the content, format and objectives of the framework.

An overview of the theory of change and its usefulness in the context of the Welsh Language Charter

11.3 Theory of change is an approach that explains how a programme is intended to achieve its aims and objectives, by making explicit the assumed links between programme inputs, activities, outputs, outcomes, and long-term effects. The approach provides an opportunity to reflect on early and medium-term changes that may result from a programme, and the factors that influence them in different contexts. The *Magenta Book*, the UK Government's guide to evaluation, states that understanding the theory of change requires:

- an understanding of how the intervention is expected to work in practice, e.g. the problem the intervention aims to address; the change it aims to bring about; the causal chain of events that are expected to bring about the change; the main actors; the groups expected to be impacted; and the expected conditions required for the intervention to succeed;
- exposing the assumptions upon which the intervention is based and the strength or weakness of the evidence supporting these assumptions;
- an examination of the wider context, such as other policy changes or changes in economic, social and environmental factors;
- designers and implementers of the intervention have the opportunity to stress-test the intervention design and ensure they agree on how the intervention is expected to work.

(HM Treasury 2020:24)

11.4 This chapter presents a theory of change for the Welsh Language Charter and associated programmes. It examines to what extent there is shared understanding of programme aims and intended impacts. It presents and challenges the assumptions upon which the programmes are based, with reference to the evidence gathered during the evaluation.

11.5 A theory of change can be applied at different points in the life cycle of a programme or project:

'theory of change thinking can be applied at different stages through the programme cycle [...]. These include pre-planning stages of scoping and strategic analysis, design and planning, and throughout implementation. It can be used to support [...] implementation decision-making and

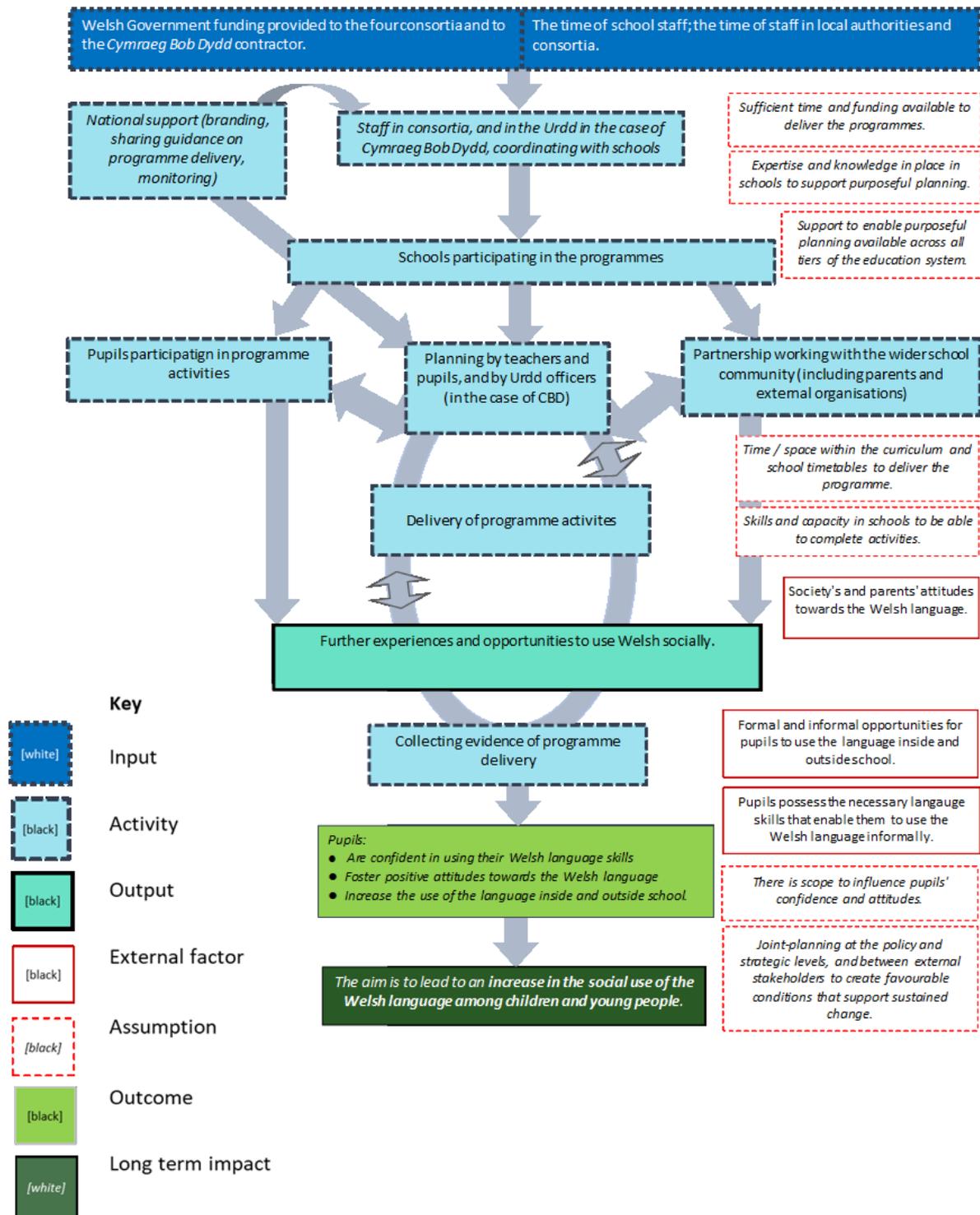
adaptation; to clarify the drivers, internal and external, around an existing initiative; monitor progress and assess impact.’ (Vogel 2012:12)

- 11.6 Although the Welsh Language Charter and associated programmes have been operational for several years, adopting a theory of change approach presents a timely opportunity to explore a series of issues in relation to the four programmes. By critically reflecting on the robustness of these theories of change, we present observations and considerations for the future design and implementation of the national framework for the Welsh Language Charter.

Theory of change for the Welsh Language Charter and associated programmes

- 11.7 This section discusses the issues that are common to the theory of change for all four programmes.
- 11.8 The high-level theory that underpins the programmes is the assumption that it is possible to influence children’s social use of Welsh through a series of school-based interventions and activities. This process is supported by the consortium officers, local authorities and delivery partners who coordinate, assist, or implement the programmes. Whilst the inputs available to support the four programmes vary, achieving the programme goals depends upon each school’s willingness to invest additional time and resources in delivering the programme. The theory of change is based on the participation of practitioners and pupils, who are encouraged to take responsibility for aspects of planning programme activities.
- 11.9 In terms of programme outputs, it is expected that delivery of the Welsh Language Charter and associated programmes will enrich pupils’ experiences of the Welsh language in a variety of social contexts, both within and outside school. The intention is that this will lead to an increase in the use of Welsh among pupils, and a better understanding of the opportunities to use the language in a range of social situations. Figure 11.1 outlines the various steps involved in delivering the Welsh Language Charter programme as it currently exists.

Figure 11.1: Interpretation of the theory of change for the Welsh Language Charter and associated programmes



Relevant assumptions and external factors

- 11.10 The basic assumption implicit within the four programmes is that intervention is required to increase the use of Welsh amongst children and young people. It is also assumed that the four programmes' common aim of positively influencing children's social use of Welsh can be achieved by means of purposeful planning within schools. The theory is that children and young people will choose to use more Welsh outside school when exposed to opportunities to use Welsh socially through the Welsh Language Charter and associated programmes.
- 11.11 Several other assumptions are implicit within the programmes, including issues related to teacher capacity and skills. Firstly, it is assumed that headteachers and their staff can allocate time and resources to deliver the programmes, in most cases without additional financial support, based on evidence from schools. Secondly, programmes depend on teachers' ability to design and deliver the programmes in a purposeful and effective way. As such, it is assumed that teachers can plan ahead and have an understanding of the types of interventions that are likely to influence their pupils' language use. It is assumed there is a willingness and enthusiasm among senior management teams and teachers to undertake programmes that involve planning and encouraging the use of Welsh outside the classroom. Another assumption common to all four programmes is that increasing the use of Welsh is dependent on increasing confidence among pupils, and that increasing confidence in skills leads to an increase in the use of Welsh.
- 11.12 It is important to recognise that a range of other external factors influence the theory of change for these programmes. The programmes depend on the availability of opportunities for pupils to use the language socially, and that programmes delivered across Wales are relevant to communities in a variety of linguistic contexts. The linguistic context of families and the amount of Welsh spoken at home are likely to influence pupils' social use of Welsh. Variations in the use of Welsh across communities in Wales indicate that conditions and opportunities available for pupils to use Welsh also vary.

- 11.13 Another factor that influences programme delivery and outcomes are the linguistic skills that pupils develop through the education system. It is assumed that the curriculum develops language skills (and positive attitudes towards Welsh) which means that pupils are able (and eager to) take up opportunities that arise from the programmes. This assumes that teachers themselves have the necessary linguistic skills and the ability to develop these skills among pupils, and that sufficient and suitable resources are available to enable them to achieve this. The 'ethos' of schools and the importance placed by teachers on the social use of Welsh is a factor that is also likely to influence the operation and success of the programmes.
- 11.14 Evidence from the evaluation suggests that pupils' response to the programmes is influenced by social attitudes towards Welsh, and the importance placed on Welsh by their parents in particular. Society's perceptions of the importance and relevance of Welsh is a significant external factor. This includes perceptions of the value of Welsh for the labour market and its cultural importance.
- 11.15 An additional significant external factor is the wider policy context. *Cymraeg 2050* is committed to ensuring opportunities to use the language socially. The strategy includes a section on the social use of the Welsh language which emphasises the need to 'instil in [children and young people] positive attitudes towards the language' (Welsh Government 2017a:56). Therefore, there is a key relationship between the Welsh Language Charter and associated programmes, and the progress made towards the *Cymraeg 2050* strategy targets. The effectiveness of implementing the strategy will influence how children and young people use and regard Welsh. In turn, the effectiveness and impact of the Welsh Language Charter and associated programmes will influence the strategy's outcomes. There is also a correlation between the Welsh Language Charter programme and the objectives of the Welsh Government's Welsh in Education Action Plan 2017-21.

Specific features of the primary Welsh Language Charter theory of change

11.16 The primary sector Welsh Language Charter includes elements that distinguish it from the other programmes. In terms of available inputs, Welsh Government funding is allocated to regional consortia to coordinate the programme, with a portion of this funding distributed directly to schools in some regions. The delivery of the primary Welsh Language Charter is supported through nationally developed marketing and branding materials.

11.17 In delivering the programme, schools are encouraged to produce an action plan that reflects their vision and their priorities in order to ‘inspire [...] children and young people to use their Welsh in all aspects of their lives’ (Welsh Government 2016a:2). These plans are expected to be informed by data and information collected by pupils on their social use of Welsh at the beginning of the school year. It is expected that *Gwe Iaith* questionnaires ‘provide firm evidence about the language situation [in] every school’ (Welsh Government 2016a:4) as a basis for planning Welsh Language Charter activities.

11.18 The primary Welsh Language Charter programme includes an award system whereby schools receive bronze, silver or gold ‘awards’ as they deliver their plans and achieve a series of targets. The award system is intended to establish and sustain the enthusiasm of participants. In order to achieve the outcomes for each award, Welsh Language Charter schools are required to work in partnership with the wider school community.

Primary Welsh Language Charter: relevant assumptions and external factors

11.19 A series of assumptions and dependencies underpin the design and implementation of the Welsh Language Charter (in addition to those issues identified that are common to all programmes).

11.20 Firstly, it is assumed that schools are able, and choose, to invest time in establishing an understanding of pupils’ social use of Welsh and that they are committed to seeking to strengthen its use. Welsh Government guidance states that *Gwe Iaith* questionnaires are a suitable ‘baseline’ (Welsh

Government 2016a:4). It also states that schools can see, by 'revisiting the questionnaire' with the same questions after a period of time, 'what impact has been made in connection with promoting and developing the use of Welsh by primary school pupils' (Welsh Government 2016a:4). The guidance refers to this as a means of 'evaluating the success' of interventions (Welsh Government 2016a:4). The *Gwe laith* is therefore assumed to be an effective means of supporting planning and tracking changes in language use. The *Gwe laith* is a method of collecting data on language use and recording change or progress within one academic year that does have some value. Comparing the *Gwe laith* data of a class or cohort of pupils at the beginning and end of a school year may indicate a change in their use of Welsh in different situations. However, it is important to understand the limitations of this data: there is a need to be aware that factors other than Welsh Language Charter activities may influence pupils' language use; *Gwe laith* data is neither a robust source for measuring the success and long-term outcomes of the programme more widely, nor is it suitable for comparing progress between schools or areas. Looking ahead, it will be necessary to develop more robust evaluation methods to measure impact.

11.21 Evaluation evidence also suggests variations in the way different groups interpret *Gwe laith* data and its purpose. Whilst some view it as a planning tool, other practitioners view it as a method of measuring progress or as a measure of programme effectiveness. Welsh Government guidance contributes to these different interpretations through the use of terms such as 'baseline', 'measuring success' and 'measuring impact' when discussing the *Gwe laith* data.

11.22 There is an assumption that the system of rewarding schools participating in the Welsh Language Charter is an appropriate method of supporting and influencing pupils' language use, which is the programme's intended outcome. It is also assumed that it is important that 'all efforts are rewarded' (Welsh Government 2016a:3) and that the award system is an effective way of identifying and celebrating progress as schools deliver the programme. The bronze, silver and gold awards are also seen as an incentive for schools

to develop increasingly ambitious plans over time and provide milestones to be celebrated at a whole-school level. Most of the teachers who contributed to the evaluation reported that they perceived the value of the awards as being something for schools to aspire towards: evidence shows that pupils, especially members of *Criwiau Cymraeg*, take pride in contributing to achieving an award.

- 11.23 After reaching the gold award, the aim for schools is to sustain the requirements of the award over time. There is no intention for schools to 'complete' the Welsh Language Charter. National and regional policy officers stated that they hope that schools integrate the Charter's activities and outcomes into their school-level strategic planning on an ongoing basis. However, discussions with Welsh Language Charter coordinators and consortium officers highlighted the risk that some schools see their engagement with the Charter as being linked to the validation process, and take a 'compliance-driven' approach to the programme.
- 11.24 It is assumed that teachers have the capacity and skills to lead on the Welsh Language Charter within their schools, including time to coordinate, implement, and deliver self-evaluation activity. Evaluation evidence showed that, in general, schools and teachers displayed commitment and goodwill towards supporting the Charter's delivery. Schools invest time and resources to deliver the programme, which signals that they support the Charter's aim. However, language planning is a specialist discipline and organising a series of varied activities requires time (including contacting and planning with external partners) and funding. Without input from Welsh Language Charter coordinators to plan curriculum-focused activities in a strategic way, there is a tendency for a number of schools to repeat activities annually or invite the same individuals or organisations to lead sessions with pupils. It could be questioned whether such activities are developed in response to purposeful planning, or simply indicate that schools are organising activities based on what is most convenient.

11.25 The Welsh Language Charter national guidance states the need for the support and participation of all members of the school community (Welsh Government 2016a: 2). It is assumed that the school's senior management, staff team, and the wider school community (governors, parents) are committed to the programme. It is assumed that they support the principle of promoting the social use of the Welsh language and that they will engage with programme delivery. The evaluation has confirmed high levels of support and commitment to the Welsh Language Charter across Welsh-medium primary schools. As previously noted, many headteachers and school staff devote time and resources to delivering the Charter - although it is not a statutory element of the curriculum. Evidence from teachers, governors and parents suggests the wider community generally does not have a prominent role in programme delivery. The evaluation found that key individuals – usually Welsh Language Charter coordinators – tend to take responsibility for driving the Charter within their schools.

Specific features of *Cymraeg Campus* theory of change

11.26 The theory of change for *Cymraeg Campus* largely reflects the theory of change for the primary Welsh Language Charter. Whilst *Cymraeg Campus* is delivered across English-medium primary schools, the programme also shares many of the Welsh Language Charter's features, and its fundamental aim of promoting and increasing the use of Welsh amongst children reflects the original programme's aim as developed for the Welsh-medium sector.

11.27 There is an assumption that these aims can be achieved by encouraging schools to deliver an action plan that results in schools receiving bronze, silver, and gold awards in recognition of their progress. One difference between *Cymraeg Campus* and the primary Welsh Language Charter in Welsh-medium schools is that there is less emphasis on developing and tailoring action plans that are unique to each school in the English-medium sector. Instead, it contains a set of related and common targets and criteria that all schools work towards in order to achieve each award.

11.28 The programme guidance states that criteria are based on actions ‘deemed to be good practice, and that every school should therefore be able to implement’. (ERW 2016:3). There are implicit assumptions within this statement: firstly, that good practice has been researched and tested; and secondly, that schools in different circumstances (in terms of staff language skills, pupils’ linguistic backgrounds, learning and social circumstances) are able to deliver the programme, whatever their starting points.

Relevant assumptions and external factors

11.29 It is assumed that the delivery of *Cymraeg Campus* will enhance pupils’ experiences of Welsh and raise the status of the language within schools. The theory is that schools, by working towards the required criteria for the various awards, will: increase understanding and respect for Welsh among pupils; increase the use of Welsh in a variety of situations within and outside the classroom, and so build pupils’ confidence in their language skills; and move towards teaching aspects of some subjects in Welsh (ERW 2016: 17-19).

11.30 Evidence from schools that contributed to the evaluation suggests the programme is successful in raising awareness of Welsh amongst pupils and staff. The structured and formulaic format of *Cymraeg Campus*, together with the criteria required for each award, set out clear steps for schools to follow to promote the benefits of learning and using Welsh.

11.31 Specific external factors and challenges are associated with achieving the aim of increasing the use of Welsh amongst pupils in the English-medium sector. Estyn’s latest Annual Report indicates that schools start from a low baseline:

‘In too many schools, pupils’ Welsh speaking skills are weak, and Welsh does not have a high enough profile. Pupils often develop a suitable understanding of basic questions and vocabulary in the foundation phase, but this good early progress stalls in key stage 2. Pupils lack the capacity to speak confidently. This often reflects the weak quality of provision and the limited confidence of teachers in speaking the language in a range of situations.’ (Estyn 2020:77)

11.32 It is assumed that pupils in English-medium primary schools have language skills that will enable them to use Welsh informally, and have sufficient vocabulary in Welsh to begin learning aspects of other curriculum subjects through the medium of Welsh (ERW 2016:17-19). The ‘success criteria’ for reaching the silver and gold awards refer to pupils who can speak Welsh in a range of situations inside and outside the classroom (ERW 2016:18-19). These expectations highlight important challenges and questions regarding the level of Welsh language skills that pupils develop in the English-medium sector.

Specific features of *PCAI* / secondary Welsh Language Charter theory of change

11.33 The theory of change for *PCAI* is based on grant funding that allows schools to design and deliver projects that promote the social use of Welsh and which have a positive influence on pupils’ language practices. Funding is provided for activities led by older pupils in secondary schools with an emphasis on attempting to influence younger children’s language use in social contexts.

Relevant assumptions and external factors

11.34 It is assumed that schools understand the types of activities or projects that are most likely to succeed in encouraging the social use of Welsh. It is also assumed that it is possible to report on project outputs and outcomes supported through *PCAI*, and that schools feed the results of their projects to consortium officers so that they can, in turn, provide monitoring reports to the Welsh Government. However, the evaluation found that these lines of accountability were not entirely clear. There is scope to strengthen the scrutiny and evaluation aspects of the programme in order to better understand the changes that derive from the activities in secondary schools.

Specific features of *Cymraeg Bob Dydd* theory of change

11.35 *Cymraeg Bob Dydd* aims to extend pupils’ use of Welsh through a series of short and ‘light’ interventions. It includes targets to increase confidence and use of the language and increase the number of pupils choosing to continue to study Welsh. *Cymraeg Bob Dydd* activities do not form part of a series of

steps towards awards or milestones at school level (as in the case of the Welsh Language Charter and *Cymraeg Campus*) but rather it offers activities and support to individual pupils within schools. *Cymraeg Bob Dydd* is not implemented in all schools and not all pupils within the schools that participate in the programme take part in activities. As such, the structure and scale of the programme differs from the other three programmes.

Relevant assumptions and external factors

- 11.36 It is assumed that experiences during residential courses will increase pupils' confidence, provide them with experiences in using Welsh in social situations, and encourage learners to decide to continue learning the language. This assumption is based on the expectation that experiences and activities for pupils are effective as a catalyst for increasing language use, i.e. it is assumed that the Urdd, as the organisation running the programme, understands what types of interventions are likely to increase language use and influence pupils' decisions to continue learning the language.
- 11.37 The assumption requires that English-medium secondary school pupils have a level of Welsh language skills that can be built upon. It is also assumed that there is support at school level and that there are opportunities for learners to continue to study Welsh across the different phases of education.
- 11.38 The programme has moved towards working more intensively with a smaller number of schools. It is not clear, however, if this is based on a review of what has proven effective over time in working with schools on the programme. It is assumed that schools targeted welcome the opportunity for their pupils to be involved in a greater number of extra-curricular activities.
- 11.39 Steps will need to be taken to ensure that the impact of working more intensively with a smaller number of schools is measured. It is important to note, however, that *Cymraeg Bob Dydd* is a less intensive programme than the other programmes included in this evaluation. Furthermore, although a significant number of pupils can participate in the programme during an academic year, the number of participants is small in relation to the number of pupils in all English-medium secondary schools. Therefore in planning the

programme's future delivery and methods for evaluating its effectiveness, issues relating to the intensity and scale of the programme will need to be taken into account.

National framework theory of change and future evaluation

11.40 Initial guidance relating to the national framework for the Welsh Language Charter was published in April 2019. The framework is described as 'one national framework, which builds on existing projects including the Welsh Language Charter (Siarter Iaith), *Cymraeg Campus* and the 'Supporting Language Use Project' (Welsh Government 2019:5). There is no reference to *Cymraeg Bob Dydd* in the context of the intention to build on existing programmes. This raises a question about the relationship between *Cymraeg Bob Dydd* and the other programmes.

11.41 The framework, as defined in the initial guidance, aims to:

'embed positive habits and attitudes towards the language through purposeful planning within schools and to promote informal use of it among learners inside and outside school, bringing together various partners to implement. Facilitating the use of Welsh, across the curriculum and in wider activities, with planned linguistic progression throughout all phases of education, will offer all children and young people the opportunity to become fully bilingual.' (Welsh Government 2019:5)

11.42 Although the national framework was published during the evaluation period, it was not formally launched, and the Welsh Language Charter and associated programmes continued to be implemented in the same way as previously. Consequently, this evaluation was limited in the extent to which examining the objectives and proposed approaches of the new framework was possible. As such, it will be necessary to continue to develop the theory of change as the framework is developed in more detail.

11.43 The following elements are addressed in the framework aims:

- positive practices and attitudes;
- purposeful planning;
- promoting informal use of Welsh within and outside school;
- working with partners;

- facilitating the use of Welsh across the curriculum;
- planning linguistic progression throughout each phase of education;
- opportunities for all children and young people to become fully bilingual.

11.44 Many inputs previously discussed in the context of individual programmes will be relevant to the framework's theory of change: the funding allocated by the Welsh Government; staff time and resources at national, regional, county and school levels, and external partners' staff time and resources.

11.45 The vision for the national framework also highlights new objectives, namely, to facilitate the use of Welsh across the curriculum, and planning the progression from one phase of education to the next. The assumptions and external factors in the theory of change will need to reflect the broader context of curricular developments that are already underway, and which will continue to be developed in the period leading up to, and following, 2022. Understanding the factors that provide a link between having the necessary linguistic skills and learners' desire or willingness to use them will be an important element of the theory of change – as will understanding the nature of the relationship between confidence, ability and language use. A theory of change for the national framework will also need to incorporate the additional dimension of continuity between education phases. This will include reviewing the required interventions and support to ensure that pupils of all ages see Welsh as being relevant to their lives.

11.46 Many assumptions highlighted previously in the context of the four individual programmes will require further and wider consideration. These include:

- the need to intervene to support the use of Welsh in schools, regardless of the extent of their Welsh-medium provision;
- that pupils' language use can be influenced by purposeful planning;
- that rewarding learners is an effective way of changing or reinforcing linguistic behaviour - with a further question arising as to the appropriateness of different motivational approaches for learners of different ages.

11.47 Among the most fundamental assumptions, however, is the assumption that maintaining and building on existing programmes is the most appropriate method to achieve the goals set out in the national framework. The vision that will set the direction for all the logic pathways for the theory of change is the one stated in *Cymraeg 2050*, that is to achieve one million Welsh speakers by 2050, with the associated target of seeing the percentage of the population who speak Welsh every day, and are able to speak more than a few words of Welsh, increase from 10 per cent (in 2013-15) to 20 per cent by 2050.

Developing potential proposals for designing a future outcomes evaluation of the Welsh Language Charter framework

11.48 This section presents a discussion on possible methods of evaluating the national framework for the Welsh Language Charter, in order to set a direction for future research. One fundamental difficulty in undertaking this task is the current lack of clarity on what will change in terms of the delivery of individual programmes in the context of the national framework. The initial guidance for schools refers to the intention to ‘build on existing projects’ and to ‘ensure continuity and a seamless pathway of support for learners’. It is therefore possible to interpret the national framework as an attempt to combine the individual programmes and ensure that these programmes work towards common goals and outcomes.

11.49 The aims for the national framework are to ensure that learners

- are confident in using their Welsh language skills;
- foster positive attitudes towards the language;
- increase the use of the language inside and outside school.

The objectives of individual programmes, as outlined in previous sections of the report, reflect these aims, with the main emphasis on the third aim, which is to increase the use of the language within school and in social contexts. References to changing attitudes and increasing linguistic confidence are included in the objectives of the primary Welsh Language Charter, *Cymraeg Campus* and *Cymraeg Bob Dydd*.

- 11.50 There is a link, therefore, between the objectives of the current individual programmes and the aims of the framework. However, it is noted that gaps exist in our understanding as evaluators of the programmes' contribution to these goals. In the context of the primary Welsh Language Charter and *Cymraeg Campus*, for example, the data available on change in language use and attitudes are classroom or school level data. Whilst a great deal of data is collected through the *Gwe Iaith* in schools, and collated by consortia, this data does not provide a complete picture of the changes brought about by the programmes. It conceals variations from class to class and from school to school and the data cannot be used to analyse or compare the effects of the programmes at national level. The data is also based on self-reported data, which places limitations on the robustness of the data. Taking these factors into account, the *Gwe Iaith* is not a robust source of evidence for measuring progress and demonstrating impacts at programme level.
- 11.51 Other data collection methods may be adopted as a means of measuring changes to confidence, attitudes, or language use over time. Collecting data through longitudinal surveys would be one possible, but problematic, method of targeting representative samples of children who have participated in the various programmes. It would also be possible to analyse the data and report on changes observed within different groups. However, it would not be possible to attribute the changes observed to the influence of specific programmes or interventions, due to language practices being shaped by a range of external factors in complex ways.
- 11.52 Consequently, a research and evaluation plan is required that would enable a meaningful and detailed investigation of external factors and assumptions. A contribution analysis approach could be useful for doing this (HM Treasury 2020: Annex A). Contribution analysis is a structured approach to attempt to understand the extent to which any outcomes have occurred due to specific programme activities rather than as a result of other external factors.
- 11.53 Developing the theory of change is a key first step in contribution analysis. The theory outlined above sets out the link between activities and outcomes sought, together with some external influences that play a role. The next step

in a contribution analysis would be to confirm existing data and evidence, but as already noted there are currently data validity challenges relating to the programmes.

11.54 The links and assumptions in the theory of change also need to be assessed at this stage. Their validity should be confirmed or disregarded before proceeding to seek additional evidence. Further levels or tiers to the theory of change may be required following a detailed assessment of the links implicit in the national framework, and clarification of different pathways that pupils and practitioners from different sectors and phases of education might follow through the programme.

11.55 Before planning an evaluation of the outcomes of the national Welsh Language Charter framework, several questions will need further consideration. A key step of the contribution analysis approach would be to explore the following issues:

- Ensure the assumption that intervention is required to support the use of Welsh in schools;
- Review the strength of evidence in support of sustaining the individual programmes. Investigate whether there are other, more effective, ways of achieving the aims of the national framework;
- Ensure that the objectives of individual projects are communicated in a manner that is understood by all participants, especially in terms of their contribution to the three aims of the framework.
- Seek to understand the influence of external factors, including parents, the wider community, and the language organisations with whom schools collaborate.

11.56 The final step in a contribution analysis would be to revise the theory of change and build on it by drawing on additional evidence. Additional evidence gathered through an exploration of the above issues may help develop the theory more fully, providing a firmer foundation for any future evaluation.

11.57 In conclusion, further work is therefore required before planning an evaluation of the effects of the national Welsh Language Charter framework. The rationale behind the design of the framework should be re-examined and consideration given to other factors that influence the programmes' ability to achieve its goals.

11.58 Specific tasks to be undertaken in further developing and planning an impact assessment of the national framework include:

- Confirm the rationale for targeting or involving schools in the various programmes. As part of this, consideration should be given to programme intensity, including for how long schools are expected to deliver programmes and when change might be expected. Consideration should also be given to how sustainability can be built within the framework, and ensuring that programmes are designed in a manner that supports long-term behavioural and attitudinal changes.
- Mapping current data sources for measuring progress against framework aims.
- Consider the feasibility and strength of alternative methods of gathering evidence of programme impact, including observations within participating schools (taking full account of the resource and ethical implications of alternative approaches).
- Consider whether the scale and intensity of existing programmes are sufficient to meet the aims of the national framework. It was previously noted that *Cymraeg Bob Dydd*, in particular, is a programme that is delivered on a relatively small scale across a restricted sample of schools. As a result, the expected contribution of such a programme to the aims of the framework needs to be realistic. Other programmes vary in size and intensity. The theory of change will need to consider the intensity and scope of the programmes to make a meaningful assessment of their future influence. This could lead to further discussion on the extent of interventions needed to achieve the goals of the framework.

12. Conclusions and recommendations

Context and challenges of this evaluation

- 12.1 Several challenges were encountered during the process of evaluating the Welsh Language Charter and associated programmes. This chapter begins by considering these challenges, since they offer observations on the task undertaken. The comments are intended to set the context for the conclusions and recommendations that follow.
- 12.2 One of the challenges was the multi-layered nature of the task. The evaluation was required to examine a series of programmes with the common goal of increasing the social use of Welsh amongst school pupils. There are a significant number of differences between the programmes. The programmes were launched at different times, and as they have evolved over time they could be said to be on different trajectories. They target learners with a range of language skills in different education settings. In some cases, the evaluation team found it difficult to identify the extent to which various partners had a shared understanding and expectations of programme objectives. As the report outlines, there are variations across Wales in how the programmes are delivered. The flexibility that consortia and schools are given in delivering the Welsh Language Charter and other programmes in ways that are most appropriate for them is considered a strength. However, this also means the evaluation has spanned a wide range of experiences of the programmes, to the extent that it was sometimes difficult to pinpoint what was being evaluated.
- 12.3 The evaluation was conducted during a period of transition, between operating four separate programmes to adopting a national framework that integrates all four programmes. However, it is not clear how the delivery of the programmes will be modified within the new framework. Although initial guidance published in Spring 2019 sets out future direction and defines the national framework's aims and outcomes, several elements of the guidance are conceptual in nature. For example, the need to 'ensure a seamless pathway of support' is stated, but no further details explain how this is expected to be realised through the programmes. Without an action plan that

sets out exactly how schools will be required to deliver the programmes differently as part of the combined national framework, it was not possible to develop a full theory of change for the new framework.

Conclusions common to all four programmes

- 12.4 In the wider policy context, the aim of these programmes to develop pupils' informal use of Welsh supports the priorities and ambitions of the *Cymraeg 2050* Welsh language strategy. In principle, the aims of the programmes are closely aligned with the objectives set for developing learners' abilities in Welsh through the new curriculum. New curriculum arrangements are not yet fully in place throughout Wales, but there is potential for the programmes to support the aspiration to increase the number of confident Welsh speakers through the statutory education system. *Successful Futures* refers to the commitment towards a skills-based education system that enables learners to 'use the language in their personal lives, socially and in the workplace' (Donaldson 2015: 26). The initial guidance issued by the Welsh Government states that 'embedding and extending the informal use of Welsh will be a key part of the areas of learning and experience within the new curriculum'. (Welsh Government 2019:3).
- 12.5 Levels of support and commitment towards the programmes amongst all key stakeholders (consortium and local authority officers, headteachers, staff and pupils) suggests that there is continuing demand for interventions that support the social use of Welsh. Teachers (particularly Welsh Language Charter coordinators and other programme leaders within schools) invest considerable time to organise, deliver and report on a range of activities, in most cases without additional funding being allocated to schools to support this. Teachers think that there is value to the programmes and that they enrich pupils' linguistic experiences.

Recommendation 1: Welsh Government should continue to deliver programmes to support the informal use of Welsh in schools, building on the Welsh Language Charter and associated programmes.

Recommendation 2: Welsh Government should ensure that it develops and refines its plans for the national framework and ensure that the aims, objectives and expectations are clearly communicated to regional consortia, local authorities, schools and relevant delivery partners.

12.6 Owing to the way in which the programmes are funded, no specific funding is allocated for each of the individual programmes. With the exception of *Cymraeg Bob Dydd* the funding for the programmes is incorporated within the Education Improvement Grant, and regional consortia have discretion on how to allocate the amounts they receive. As a result, funding arrangements vary between programmes and, to a degree, from region to region. Each school invests time and resources to deliver the Welsh Language Charter and associated programmes. However, only some schools receive additional funding (albeit in small amounts) to contribute towards the costs of activities. There is also scope to strengthen and formalise arrangements for monitoring and reporting on progress to support a better understanding of the changes and impacts that derive from the funding.

Recommendation 3: As part of the process of refining plans for the national framework, the Welsh Government should review funding arrangements for the four programmes and ensure:

- a. That the amount of funding allocated to regional consortia is sufficient to deliver the Welsh Language Charter and associated programmes;
- b. Clarity on the requirements and expectations on regional consortia and delivery partners in relation to funding the four programmes in the context of the new national framework;
- c. That robust arrangements are in place for data collection, monitoring and progress reporting in relation to funding allocations.

12.7 Implementing and embedding the Welsh Language Charter and associated programmes is dependent on leadership at school level, and it is essential that schools take ownership of programme aims. Schools should be encouraged to embed strategies and activities to support the informal use of Welsh in a sustainable way as part of their School Development Plans. It is also important to ensure clarity in relation to the role of the national framework within the new curriculum, so that it enriches learning experiences in a way that is appropriate throughout the education phases.

Recommendation 4: Welsh Government, working with regional consortia and local authorities, should ensure that schools incorporate the Welsh Language Charter and associated programmes as part of their School Development Plans as a means of embedding activities to promote the social use of Welsh at a whole-school level.

Recommendation 5: Welsh Government should, with the support of regional consortia, encourage schools to embed the Welsh Language Charter and associated programmes as part of the delivery of the new curriculum.

Welsh Language Charter in Welsh-medium primary schools

12.8 The evidence collected showed that the Welsh Language Charter was welcomed by headteachers and teachers. The programme design encourages schools to take responsibility for drawing up action plans that are tailored to suit their own situation and priorities. Evidence shows that there is a commitment to the programme amongst headteachers and coordinators, and that it encourages participation and pride among pupils.

12.9 Regional consortia (and local authorities in some areas) have a key role to play in facilitating the delivery of the Welsh Language Charter. They have taken the lead in delivering the programme and provide support to increasing numbers of schools as the programme has grown over time.

12.10 Practitioners are happy with the design and flexibility of the Welsh Language Charter in primary schools, in particular the fact that schools are encouraged to develop action plans that reflect their priorities and are owned by staff and pupils.

Recommendation 6: When developing plans for the national framework, the Welsh Government should ensure that schools have the flexibility to tailor their delivery of the Welsh Language Charter in ways that are suited to their needs and individual circumstances.

12.11 The awards that form part of the Welsh Language Charter in primary schools (and *Cymraeg Campus*) provide recognition of schools' achievements in delivering the programmes. They motivate schools to work towards increasingly challenging outcomes over time in relation to pupils' use of Welsh. The model of providing awards therefore appears to be a feature of the programme that encourages ongoing engagement and offers continuity for schools. Evidence shows that the awards generally encourage learners and support a sense of collective effort among pupils.

12.12 As with any award, the Welsh Language Charter awards are a recognition of achievement at only one point in time. There are questions about how this model (and associated validation processes) will be delivered as part of the national framework. It should be ensured that schools do not consider the Welsh Language Charter to be a series of stages to be completed. There is therefore a need for clarity in relation to the expectations on schools once they have completed the gold award.

Recommendation 7: Welsh Government and regional consortia should agree on the requirements for primary schools participating in the Welsh Language Charter once they have achieved the gold award, and communicate this to schools.

Recommendation 8: Welsh Government should pilot new quality assurance and reporting arrangements for those Welsh Language Charter primary schools that have reached the gold award, moving from a validation system to an alternative model, for example self-evaluation.

(Note: The findings of this exercise could also be useful in the context of delivering *Cymraeg Campus*.)

12.13 There was evidence that Welsh Language Charter coordinators – and teachers who lead on associated programmes – work individually to create resources, arrange events, and make contact with community partners. The evidence shows that teachers spend time researching local contacts and organising events, which leads to considerable duplication across schools in the delivery of the Charter. Centralised support, information, or a directory to assist the process at a county or regional level may offer a more efficient approach.

Recommendation 9: Welsh Government, in partnership with regional consortia, should develop a bank of resources and a list of contacts to support schools to collaborate with organisations and partners in the community.

(Note: This could also be useful in the context of supporting the delivery of associated programmes.)

12.14 There is potential for schools to work more closely with community organisations and partners, including *Mentrau Iaith*. Such organisations could be a valuable link to the wider community for schools. Opportunities to develop joint plans or activities could also be explored.

Recommendation 10: Welsh Government should ensure alignment between the objectives of the national framework for the Welsh Language Charter and the aims and objectives of community organisations that support the Welsh language and are funded by the Welsh Government.

(Note: Joint planning and more strategic collaboration with external organisations could also help schools delivering associated programmes.)

12.15 The evaluation showed that teachers are aware of external factors that, in their experience, influence their pupils' use of Welsh outside of school, including pupils' established language practices and parental attitudes towards Welsh. According to teachers, there are limits to the impact the Welsh Language Charter can have on pupils' informal use of Welsh, without the support of parents to reinforce the messages that the Welsh Language Charter promotes. There was no evidence of a strong awareness of the Welsh Language Charter amongst parents.

Recommendation 11: In developing further detail and an action plan for the national framework for the Welsh Language Charter, the Welsh Government should explore whether there is a need to introduce methods to strengthen the link between the Welsh Language Charter and parents.

(Note: This recommendation is also applicable to the delivery of the Welsh Language Charter in secondary schools.)

Cymraeg Campus

12.16 *Cymraeg Campus* is a programme that has raised the profile of Welsh within English-medium schools and encouraged them to promote the language in a more strategic way across subject areas. Practitioners and regional officers felt that intervention to support and encourage the English-medium sector to develop their pupils' use of Welsh had been long-awaited. Overall, the evaluation found that the programme has been well received and is considered to be useful for schools.

12.17 The programme design, which is well-structured and with set activities for schools, is appropriate for the English-medium sector. However, the evaluation showed that schools find it challenging to meet all the criteria for each award, and that there is no consistency in officers' and practitioners' understanding of whether all criteria must be met for each target.

12.18 Practitioners considered that the guidance provided by local authority and regional officers was good and essential to the delivery of *Cymraeg Campus*. However, they expressed a need for more support. It was noted that many English-medium practitioners lack the confidence to deliver activities in Welsh, particularly in informal situations. Requests for further support, ideas, contacts, and training were included in the practitioners' feedback. More structured arrangements for sharing resources, activities and good practice are needed to support the implementation of the programme.

Recommendation 12: In continuing to support schools delivering *Cymraeg Campus*, the Welsh Government and regional consortia should re-examine the targets for the various awards and associated criteria, paying particular attention to: (i) reducing the number of targets and criteria for the various awards; and (ii) allowing schools to show progress against a selection of criteria rather than each criterion under each target.

PCAI / Welsh Language Charter in secondary schools

12.19 This evaluation took place at a time when the programme of activities in Welsh-medium secondary schools was transferring from the *PCAI* programme to the Secondary Welsh Language Charter. *PCAI* was not recognised as a 'live' programme in most regional consortia. In situations where consortia and schools were still delivering projects under the banner of the *PCAI* programme, the activities were relatively limited in nature, and included events (sometimes in collaboration with other schools), out-of-school visits, and social activities to encourage cooperation between older and younger pupils. There was no evidence of reporting on progress, and there did not appear to be a robust system for monitoring the outcomes or

impacts of these activities. There is no description of the expectations on schools in terms of delivering the programme in the secondary sector. As a result, there is no consistency in what is currently delivered at school level and the support provided to schools by regional consortia also varies.

- 12.20 Evidence suggests that some elements in the primary school Welsh Language Charter's design are not relevant for pupils in secondary schools, and that the programme should be tailored to suit young people in Key Stages 3 and above. Consideration should be given to the focus of the programme and to reviewing evidence of the types of messages that are most likely to be relevant to young people in secondary schools.

Recommendation 13: In designing and developing a Welsh Language Charter programme for the secondary sector, the Welsh Government and regional consortia should give careful consideration to the needs and characteristics of the age groups involved, ensuring that the content and objectives of the programme are appropriate for them.

Cymraeg Bob Dydd

- 12.21 *Cymraeg Bob Dydd* is a programme of activities for pupils in a limited number of English-medium schools. Practitioners interviewed in participating schools reported that the programme was helpful in enriching classroom-based delivery to support and promote Welsh language skills.
- 12.22 For many pupils in English-medium secondary schools, opportunities to use the Welsh language outside the classroom are limited. Practitioners who contributed to the evaluation reported that there is a demand for a programme such as *Cymraeg Bob Dydd* which offers such opportunities for English-medium secondary school pupils. Practitioners expressed the view that *Cymraeg Bob Dydd* activities, along with the opportunity to attend residential courses, influenced some pupils' decisions to continue to study Welsh. Some practitioners suggested broadening the range of activities delivered through the programme to include the use of the Welsh in the world of work. It is difficult to ascertain by analysing the programme monitoring

reports how many pupils are influenced to use more Welsh socially or in their studies as a result of the programme.

Recommendation 14: Welsh Government should review the list of activities delivered as part of *Cymraeg Bob Dydd* to see whether they can be made more engaging for pupils, including exploring activities relating to themes of business, the labour market and employability.

Recommendation 15: Welsh Government should review the monitoring and reporting arrangements that are part of *Cymraeg Bob Dydd* so that there is less of a focus on numbers and a greater emphasis on understanding how activities contribute to achieving the programme's aims.

Theory of change and considerations for future research

- 12.23 Understanding the full extent of the impact of the four programmes examined in this evaluation presents several challenges. This evaluation concludes that further work is required to refine the theory of change before a future evaluation of the impact of the programmes and the national framework for the Welsh Language Charter is planned. The national framework is new and is intended to combine the four separate programmes to ensure that those programmes work towards common aims and outcomes.
- 12.24 The high-level theory that underpins the national framework assumes that it is possible to influence children's social use of Welsh through a series of school-based interventions and activities. It is assumed that children and young people, when exposed to opportunities to use Welsh socially through the four programmes, will also choose to use more Welsh outside school.
- 12.25 The evaluation findings, and the process of interpreting the theories of change that underpin the programmes, have raised questions about the nature and quality of the evidence available to assess the programmes' intended impacts. A basic assumption of the programmes as delivered to date is that the aim of increasing children and young people's social use of

Welsh can be achieved through a variety of interventions provided within schools or by external partners.

12.26 The factors that influence the social use of Welsh are numerous and complex. Whilst the four programmes examined as part of this evaluation can contribute to increasing pupils' use of Welsh and fostering positive attitudes towards the language, it is not clear to what extent they contribute to these aims when other external influences are also at play. The evaluation has concluded that there is a need for a clearer understanding of why certain cohorts of children and young people do not use Welsh in informal social contexts before a full analysis and evaluation can be made of the contribution of the Welsh Language Charter to the aim of increasing use.

12.27 One key element in developing a theory of change will be to consider the current availability of data. Although a considerable amount of monitoring data is collected as part of the delivery of the programmes (in particular the Welsh Language Charter in primary schools and *Cymraeg Campus*), this data does not provide a robust basis for reporting on changes in language use practices or changes in attitude. We suggest that a contribution analysis method would be a useful tool for developing an understanding of the extent to which increased social use of the Welsh language derives from the specific programmes in question, rather than as a result of other factors.

Recommendation 16: As a matter of priority, the Welsh Government should ensure that interpreting and refining a theory of change is a key next step in the process of developing the national framework for the Welsh Language Charter. In partnership with education and language planning stakeholders, the Welsh Government should address the following:

- a) Examine what data sources are already available, and what gaps in the evidence should be addressed in order to inform any future evaluation of the outcomes of the framework;
- b) Explore options for future research in order to gain a better understanding of the assumptions and external factors that influence the delivery and expected outcomes of the national framework.

Appendix 1: References

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Appendix 2: Topic Guides

Appendix contents:

Topic guide for Welsh Government officers

Topic guide for regional education consortium officers

Topic guide for Welsh Language Charter school visits

Topic guide for Welsh Language Charter school pupils

Welsh Language Charter schools survey

Cymraeg Campus schools survey

SCOPING INTERVIEWS: Welsh Government officials

BACKGROUND AND RATIONALE (for Welsh Language Charter, PCAI, Cymraeg Campus and Cymraeg Bob Dydd)

1. Please explain the background to the development of the four programmes and note, in particular:
 - (a) The programme's rationale and theoretical basis.
 - What was the programme trying to change or improve?
 - (b) In what way, if at all, does the programme build on previous intervention and/or research in the field? [To be discussed for each programme]
2. What is the relationship between the Welsh Government's strategic vision for the Welsh language and the programmes?
 - (a) What is the expected contribution of these programmes to the Welsh Government's strategic vision for the Welsh language and Welsh in education?
 - (b) How would you describe the specific role of these programmes in supporting the Welsh Government's long-term aims for the Welsh language?

PROGRAMME DESIGN

[To be discussed for each programme]

3. What was the process for designing the programme?
 - (a) Who (and which partners) has/ have been involved in planning the design of the programme?
4. What are the key features of the programme?
5. What are the assumptions underpinning the design of the programme?
6. What do you consider to be the strengths and weaknesses of the programme design?

COMMUNICATION AND PROMOTION WITH PARTNERS

7. How does the Welsh Government communicate the objectives of the programmes to the various partners?
 - (a) In promoting and communicating information about the programmes with partners does the Welsh Government explain the link between the strategic aim to promote and facilitate the use of the Welsh language and the activities of these specific programmes?

DELIVERY

8. Please outline the Welsh Government's role in relation to the programmes.
 - (a) What is the balance between a supervisory/managerial role and the programme delivery role?
 - (b) Explain the nature of the collaboration between the Welsh Government and other delivery partners in relation to the programmes.
[To be discussed for each programme]
9. From the point of view of your time as the officer responsible for the programme, please provide an overview of the management and administration work involved in the programmes?

- (a) How does the administrative burden associated with the programmes compare with other programmes?
 - (b) Are there any specific aspects of the delivery of the programmes that are particularly onerous?
10. Are there any variations in the way the programmes are implemented in different parts/regions of Wales? If yes, what are the variations in the delivery models and what are the reasons for these variations?
[To be discussed for each programme]
11. What are the quality assurance and accountability arrangements in place to support the programmes?
[To be discussed for each programme]
12. In your experience as the officer responsible for the programme(s), are there challenges involved in implementing these programmes? If so, what are the challenges?
13. Have any challenges been reported by other partners in the implementation of the programmes? If yes, in relation to which programmes and by which partners?
14. In your experience of monitoring the implementation of the programmes, what are the conditions and characteristics that influence the ability of partners (consortia, authorities and schools) to effectively implement the programmes?

DATA AVAILABILITY AND OUTCOMES

15. How are the outcomes of the programmes defined?
- (a) Are there fixed short/medium/long term outcomes?
 - (b) What metrics and indicators do you use to measure these outcomes?
 - (c) What data is collected to measure progress in relation to these outcomes? (By whom? How regularly? How robust is the data collected?)
- [To be discussed for each programme]*
16. What evidence is currently being used to report on schools' successes or progress in relation to the programmes?
- (a) What are the strengths and potential weaknesses of this evidence?
17. Who is responsible for scrutinising the data collected through the programmes?
18. Are schools, consortia, local authorities challenged? How does the Welsh Government ensure that the data reported is robust?

ANY OTHER MATTERS

19. Are there any other issues you would like to raise in relation to the programmes or in relation to the evaluation?

INTERVIEWS: Officers leading on Welsh Language Charter and related programmes in the regions

Your role, and establishing the programmes in the region (Welsh Language Charter, PCAI, *Cymraeg Campus* and *Cymraeg Bob Dydd*)

1. Please provide an overview of your role.
 - (a) Confirm job title and position within consortium structure.
 - (b) Main responsibilities, including which programmes.
 - (c) Time in post and duration of agreement/secondment.
 - (d) Any relevant previous posts/roles.

2. Please explain the background behind the establishment and operation of the four programmes in your region.
 - (a) What is your interpretation of what the programme/s is/are trying to change or improve?
 - (b) In what way, if at all, does the programme/s build on previous intervention [to be discussed for each programme].
 - (c) What is the contribution of the programme/s to the consortium's plans and strategies (e.g. the business plan).

STRATEGIC PLANNING

3. What is the relationship between the programme and other strategic plans at school, authority and consortium level? E.g. School improvement plans, Curriculum for Wales developments, county and regional strategies).
 - (a) Do you think the programmes enrich or add value to other strategic plans? If so, in what way?

4. What was the process for planning how to implement the programme(s) in the region?
 - (a) Who was involved in the process?
 - (b) What was the nature of the contact between your consortium officers and Welsh Government officials during the process of planning how to implement the programme in your region? In your experience, did you receive a clear strategic lead from the Welsh Government to support the planning process in your region? Did you have sufficient flexibility to develop the programme in the way that is most suitable for your region?
 - (c) How much discussion and collaboration has there been between the officers of the various consortia in planning how to implement the programme(s) in the regions?
 - (d) What input did schools have to discussions and decisions about how to implement the programme(s)?

IMPLEMENTING THE PROGRAMME(S)

[Discussion by programme, if appropriate]

5. Provide an overview of the model of programme implementation in your region.
 - (a) Number of schools involved.
 - (b) What is the process for deciding which schools are involved? Who decides, and what are the criteria?
 - (c) How does a school become aware of the programme? How do you communicate the programme objectives to schools and stakeholders?
 - (d) An explanation of the rewards and validation approach (Welsh Language Charter and *Cymraeg Campus* only) and an explanation of how the consortium contributes to this process. Who is involved in the validation process? Has this changed over time?
 - (e) Explanation of any variances between schools/clusters. In your opinion, what is the explanation for the variances?
 - (f) With which stakeholders do you normally work? What is the nature of contact and collaboration? Who decides with which stakeholders are you working together?

6. What do you consider to be the strengths and weaknesses of the current approach to the programme/s?
 - (a) Are there any examples to support this?

7. Have any challenges been reported by schools (or other stakeholders) in implementing [the programme]? If yes, in relation to which programmes and by which partners?

LEADERSHIP & OWNERSHIP (key area 3 of the specification)

8. How does the Consortium encourage ownership of the programme(s)?
 - (b) What is the response to the programme(s) (i) the Schools (ii) other stakeholders?
 - (c) Are there any challenges in encouraging ownership?
 - (d) To what extent does the design and nature of the programme(s) encourage ownership among schools and other stakeholders?

9. What guidance, training or guidance is provided by the consortium to headteachers and/or staff within schools to take ownership of the implementation of the programmes?
 - (a) What elements of providing guidance, training or guidance have worked well? What evidence do you have that these elements are working well?
 - (b) Are there elements that don't work so well?

10. [If applicable] What training or guidance is provided by your consortium to external stakeholders? Who are those stakeholders?
 - (a) What elements of providing guidance, training or guidance have worked well? What evidence do you have that these elements are working well?
 - (b) Are there elements that don't work so well?

11. [If applicable] Are there other approaches to the introduction and implementation of the programme(s) that would be likely to encourage greater ownership of the programme among the school community and stakeholders?
- (a) Why, in your view, are these not already in use?

WORKING IN PARTNERSHIP (link to key area 4 of the specification)

12. What is the nature of the collaboration between the Welsh Government and the consortium regards the implementation of the programme(s)?
- (b) How and how often does the Welsh Government communicate and collaborate with you?
- (c) Do you think these arrangements are adequate/effective? Please explain why.
- (d) The Welsh Government provides funding for the implementation of the Welsh Language Charter for the consortium – how does the consortium use the funding?
13. What is the nature of the collaboration between the consortia in the implementation of the programme(s)?
- (a) How and how often do you communicate and work together?
- (b) Do you think these arrangements are adequate/effective? Please explain why.
- (c) [GWE and ERW] What are the arrangements for collaborating with local authorities in your region in the implementation of the Programme(s)? What responsibility do local authorities have for the programmes?
14. What is the nature of the collaboration between you (as a consortium) and schools in your region in the implementation of the programme(s)?
- (a) How and how often do you communicate and work together?
- (b) Do you think these arrangements are adequate/effective? Please explain why.
15. Do you as a consortium encourage collaboration between the primary and secondary sectors in terms of supporting pupils ' informal use of the Welsh language?
- (a) What are the factors that tend to influence these collaborative arrangements?
16. What guidance or guidance is provided to schools on the expected collaboration with external partners to support the implementation of the Programme(s)?
- (a) What elements of this collaboration between schools and external partners have worked well?
- (b) Are there elements that don't work so well?
- (c) What would help facilitate collaboration?
17. In your experience of the programme(s), what are the conditions and characteristics that influence the ability of partners (the consortium, authorities and schools) to effectively implement the programme(s)?
18. Given that the proposed framework of the Welsh Language Charter covers both primary and secondary ages and the English and Welsh sectors, are there new or different partnerships or collaborations that are already in place or could be introduced?

METHODS OF COLLECTING, RECORDING AND INTERPRETING EVIDENCE (KEY AREA 1)

19. What evidence and what data does the consortium collect regarding language use and outcomes [programme]?
 - (a) How is the evidence collected? Is it being collected in a consistent way within your consortium?
 - (b) What is the rationale for collecting this evidence and data?
 - (c) Has the nature of the evidence/form of data collected changed over time?
 - (d) What use is the consortium making of the evidence and data collected? Is the evidence used to influence the implementation of the programme(s)?

20. The *Gwe Iaith*:
 - (a) Who inputs and who has access to the *Gwe Iaith* data?
 - (b) Do you as regional officials look at the *Gwe Iaith* data?
 - (c) Based on your understanding and experience, does the design of the *Gwe Iaith* and its use facilitate progress and offer the necessary challenge to pupils and schools?

21. Do you think the current approach to recording language use enables schools, the consortium and the Welsh Government to measure progress over time effectively?

22. Given the proposed framework for the Welsh Language Charter which will cover both primary and secondary ages, are there other methods of recording language use that are already in place or should be introduced?

MONITORING PROGRESS AND QUALITY ASSURANCE (key area 2)

23. What are the methods for assessing progress, scrutiny and quality assurance that the consortium uses for the [programme]?
 - (a) What are the strengths and weaknesses of these approaches? In your opinion, what are the most suitable means of implementing a monitoring and assessment process for progress?
 - (b) How do we ensure that monitoring of progress and quality assurance is sustainable? Are there any challenges associated with this?

24. Are there possible methods of refining the evidence and data gathering process that would give your consortium a fuller picture of the progress of the programmes and of the programme?

LOOKING AHEAD: THE NEW FRAMEWORK

25. The Welsh Government will draw together the programmes under the banner of the Welsh Language Charter from September 2019 onwards. What are the key features necessary to ensure that the proposed framework supports the aim of increasing the social use of the Welsh language?
- (a) Please give details/examples.
 - (b) Do any specific aspects need to be changed/refined to realise the aim of the programme?
 - (c) How sustainable is the [programme] for the future?
26. (If not already answered). What is the validation or verification process? When does the verification take place, how and by whom?
- (a) Is the process a suitable one? Is there a quality assurance process?
 - (b) Potential challenges/improvements?

27. The interpretation and development of the theory of change for the Welsh Language Charter has begun.
- (a) (For those who were at the workshop). After having more time to reflect, is there anything you would like to add or amend in the theory?
 - (b) (For others): *Share an early draft, and guide them through the stages, before again asking if there is anything to add or amend.*
28. Are there any other issues you would like to raise in relation to the programmes or in relation to the evaluation?

Evaluation of the Welsh Language Charter: Topic Guide for school visits

Note: It is proposed to use this enquiry guide in a semi-structured manner with school representatives from the four programmes: Language Charter (SI), PCAI, Cymraeg Campus (CC) and Cymraeg Bob Dydd (CBD).

	Head / SMT	Coordinator	Teachers	Governors
Role, background and overview				
1. Please provide an overview of your role and responsibility and functions with respect to SI/PCAI/CC/CBD. <ul style="list-style-type: none"> What management/coordination/implementation/monitoring/scrutiny responsibility do you have for these? 	✓	✓	✓	✓
2. Since when is the programme being implemented in the school? <ul style="list-style-type: none"> How did the programme become established in the school? What was the main driver for its introduction and implementation? 	✓	✓	✓	✓
3. How did you hear about the programme? <ul style="list-style-type: none"> How were the programme objectives communicated to you? 	✓	✓	✓	✓
4. Did you as a school have an input into discussions and decisions about how to implement the Programme?	✓	✓	✓	✓
5. Do you receive information about the programme? <ul style="list-style-type: none"> What information and how will you receive that information? Do you as a body have the opportunity to contribute to the strategic development of the programme? 				✓
The programme in the context of the school's strategic priorities				
6. To what extent does the programme support the wider strategic priorities of the school?	✓	✓	✓	✓

<ul style="list-style-type: none"> What is the correlation with other strategic priorities and in what way does the programme support them? 				
Delivering the programme				
<p>7. Give an overview of how the programme is being implemented across the school.</p> <ul style="list-style-type: none"> What are the main activities undertaken for the different age groups? <p>[Language Charter only]</p> <ul style="list-style-type: none"> What are the arrangements within the school for collecting language web data? 	✓	✓	✓	✓
<p>8. What aspects of the programme are working well? How?</p> <p>9. Are there aspects of the programme that can be improved? How?</p>		✓	✓	
<p>10. How is information about the programme communicated to staff and pupils across the school?</p> <ul style="list-style-type: none"> How do you ensure that pupils understand the programme? 	✓			
<p>11. What is the role of pupils in implementing the programme?</p> <ul style="list-style-type: none"> How do you ensure that this happens in a way that includes all pupils? 		✓	✓	
<p>12. Have you faced challenges in implementing the programme?</p> <ul style="list-style-type: none"> What are these challenges? Have you overcome them? How did you overcome these challenges? Were you assisted by the other consortium/partners in responding to the challenges? 	✓	✓	✓	✓
Leadership and ownership				

13. What guidance does the consortium or local authority offer you as a school in relation to the programme?	✓	✓	✓	
14. Within the school, what guidance is being offered to staff in relation to the programme?				
15. To what extent would you say that you as a school have owned and embedded the programme as a fixed part of your school-level planning procedures? <ul style="list-style-type: none"> Please provide examples or reasons for your answer. What are the factors that have facilitated this? 	✓	✓	✓	✓
Partnership working				
16. What is the nature of the collaboration between the Consortium and the school in implementing the programme? <ul style="list-style-type: none"> How you communicate and work together; And how often? Do you think these joint working arrangements are adequate? Please explain why. 	✓	✓		
17. Do you work with other schools in implementing the programme? <ul style="list-style-type: none"> If yes, what is the nature/focus of this collaboration? Who organised the collaboration? Is it useful? If not, would you like opportunities to collaborate with other schools as part of the implementation of the programme? 	✓	✓	✓	
18. Are you working with external stakeholder organisations in the implementation of the programme? Who? <ul style="list-style-type: none"> What is the nature/focus of the collaboration? Who organised the collaboration? Is it useful? 	✓	✓	✓	✓

<ul style="list-style-type: none"> • What are the factors that tend to influence these collaborative arrangements? • Has the programme facilitated the development of links with the wider school community? How? 				
Methods for collecting, recording and interpreting evidence				
<p>19. What use are you making of the evidence and data collected as part of the programme?</p> <ul style="list-style-type: none"> • Is the evidence used to influence the implementation of the program? How? • Is the evidence used in class? • Is the evidence shared more widely? (Parents of external partners, other?) 	✓	✓	✓	✓
<p>20. What are your views on the data collection and reporting processes associated with the programme?</p> <p style="background-color: #e0e0e0; padding: 2px;">Welsh Language Charter only: the ' Gwe laith '</p> <p>21. Explain the use of the Gwe laith in the school</p> <ul style="list-style-type: none"> • How and when do pupils complete the Gwe laith questionnaire? Which pupils? Under what conditions? • What use is made of the results? <p>22. Based on your experience, does the design of the Gwe laith and its use facilitate progress and offer the necessary challenge to pupils and schools?</p>	✓	✓	✓	✓

<p>23. Do you think that arrangements for collecting and recording data on language use enable schools to measure progress over time effectively?</p> <ul style="list-style-type: none"> • Is there anything that would improve these arrangements? • Based on your understanding of how the programme is being implemented, would you say that the data collection and reporting arrangements enable the Consortium and the Welsh Government to measure progress over time effectively? 				
Monitoring progress and Quality assurance				
<p>24. What is the process for scrutinising and quality assuring the implementation of the programme in the school?</p> <p>25. Is this process of arrangements working well?</p>	✓	✓	✓	
Improvements and looking to the future				
<p>26. In your opinion, are specific aspects of the programme required for changes/refinement work to improve it?</p> <p>27. Looking to the future what are the challenges for the programme (i) in the school (ii) more widely.</p>	✓	✓	✓	✓

School pupils' discussion group: Welsh Language Charter

(Aim for 30-minute session, but adjust if necessary)

Section 1: Introduction and warm-up

Facilitator to introduce him/herself and the evaluation:

Purpose of the focus group (use this as a script)

I'm [Name], and I am from [Arad] research company. Thank you for taking part in this discussion group.

Today we will be discussing the Welsh Language Charter in the school and in the community. You may call these activities Siarter Iaith, Seren a Sbarc, camau tua'r copa, Criw Cymraeg work or you may have answered an online or paper-based questionnaire.

We have been asked to carry out this research by the Welsh Government as it is the Government that funds and arranges for schools have a Welsh Language Charter. The main things that I want to discuss with you are:

- 1. What do you think about the Welsh Language Charter?*
- 2. To what extent has the Welsh Language Charter made a difference to you and your school?*
- 3. Your ideas about how to change or improve it.*

We are visiting schools across Wales to ask about the Welsh Language Charter. We are also asking teachers, parents and the government to take part.

Confidentiality and Rules

- *Before going further, are you happy to continue? Do you have any questions for me?*
- *Facilitator to explain confidentiality. Refer to the information sheet. Everything you say will be reported anonymously – we will not name you in any report, but instead we will report on the views of Welsh pupils all together.*
- *Facilitator to explain the 'rules': No right or wrong answers; listen to each other; you do not have to answer all the questions, but please tell me if you do not understand any question.*

Section 2: Getting to know the school and the charter activities at school

The school

1. *Tell me about [.....]school*
What is good about the school? Does everyone agree?
What is the most special thing about this school?

Understanding of the rationale behind the Welsh Language Charter

2. *Do teachers encourage you to use Welsh in the classroom, in the playground? At home?*
How?
Why do you think the school/coordinator encourages you to use the Welsh language?
Does this need to be done at this school? Why?

Planning

3. *Who encourages the use of Welsh in school?*
[Does a teacher lead on the charter at school?
Is there a 'Criw Cymraeg'? Anybody here members this year or last?
Tell me more about the Criw Cymraeg.
What role do other pupils play?

Implementation of the Charter

4. *What Welsh Language Charter activities to promote the use of the Welsh language have taken place in the school?*
[Prompt list; on chart if available: bands, disco, yard games; visits by guests, trips; sports, challenges, special service, eisteddfod, Seren a Sbarc, magazines]
[Prompt – where? In the yard, in class, outside school?]
What was your favourite? Why?
 - i. *[Short exercise-vote/scoring]*
 - ii. *Discussion: Why is [] a favourite? Why is this a good activity to promote the use of Welsh?*
Are any of these ideas one that we should share with other schools?
What else would you like to do to promote the use of Welsh?

Partnership

5. *[Refer back to answers to 4]. Does anyone visit the school to help with these? Who has come into school? [Suggested: Urdd, local team, parent]*
- i. *Tell me more about [the activities].*

Collecting and interpreting data and monitoring

6. *Have you completed a Gwe Iaith questionnaire? That is, a questionnaire that asked you whether you spoke Welsh in the playground, watched Welsh programmes and so on?*
- Tell me how did you complete it?*
- i. *On paper, on the computer?*
 - ii. *Location: Where and when did you complete it;*
 - iii. *Help: Did you get help to complete it? How?*
- Please tell me why you complete these questionnaires.*
- Have you seen the results? [Show example Gwe Iaith].*
- Have you used the results? How/what lesson/What did you learn?*
7. *Has the school received a Welsh Language Charter award (bronze, silver, gold)?*
- Are you proud of that? Is it important that the school tries to reach a silver/gold level?*
- [To gold schools] Now that you've reached the Gold award, how will you maintain the standard and improve?*
- Did the school deserve the [bronze/silver/gold] award?*

The future

8. *What could be done to ensure that [school X] is the best school in Wales in terms of the Welsh Language and inspiring children to use Welsh?*
9. *Is there anything you would like to change about the Welsh Language Charter? Is there anything you would like me to include in my report to the Welsh Government?*

Thank you

Welsh Language Charter schools survey

Background information

1. In which regional consortium is your school?

[Note: this information will not enable the research team to identify you from your response. The reason for asking this question is to enable an analysis of the data by region.]

GwE	
ERW	
Central South Consortium	
EAS	

2. What is your role in the school?

Headteacher	
Member of the senior leadership team	
Class teacher	
Other (please note)	

Planning

3. Please tick the box if the following statements are applicable in your school.

	✓
There is a designated person who is responsible for the Welsh Language Charter in the school	

4. Who is involved in the process of planning Welsh Language Charter activities in your school? (Please tick every option that is relevant)

The Welsh Language Charter Coordinator	
The senior leadership team	
Pupils	
Criw Cymraeg or similar /school council	
Parents	
Others (please note)	

Collaboration in implementing the Welsh Language Charter

5. Do the following statements apply to your school?

	Yes, new links	Yes, strengthened existing links	No change
The Welsh Language Charter has led to links between the school and partners or businesses in the community.			
The Welsh Language Charter has led to links between the school and other schools – primary or secondary – in implementing the programme.			

Sharing information with parents and involving them in activities

6. Does the school share information with parents about activities to support the Welsh Language Charter?

[Yes / No]

7. Have parents been involved in activities to support the Welsh Language Charter in your school?

[Yes / No]

Support in implementing the Welsh Language Charter

8. Thinking about the support and materials you receive from regional / local Welsh Language Charter officers, to what extent do you agree or disagree with the following statements?

[Strongly agree/Agree/Neither agree nor disagree/Disagree/Strongly disagree/Don't know]

We receive sufficient advice to support the Welsh Language Charter.

We receive advice at appropriate times.

The advice meets our requirements.

The content of materials made available is suitable.

The branding that accompanies the Welsh Language Charter is helpful in implementing the programme (eg. Seren and Sbarc characters).

Please note any comments to explain or support your answers. Do not include any personal information here.

9. Is there any additional support you would like to support the implementation of the Welsh Language Charter?

[Yes/No]

[FILTER> If 'Yes']

Please indicate what additional support would be useful to your school. Do not include any personal information here.

--

Factors influencing the implementation of the programme

10. Based on your experience of implementing the Welsh Language Charter, to what extent do you agree or disagree with the following statements?

[Strongly agree/Agree/Neither agree nor disagree/Disagree/Strongly disagree/Don't know]

- The Welsh Language Charter is supported by the school's senior management team.
- Not all school staff support the Welsh Language Charter.
- Pupils at the school are enthusiastic about the Welsh Language Charter.
- There is a shortage of external partners in the local area to support the Welsh Language Charter.
- The administrative work associated with the Welsh Language Charter is too onerous.
- There is sufficient time within the school timetable to implement the Welsh Language Charter.
- The Welsh Language Charter is not a suitable programme for my school.
- Increasing the social use of the Welsh language is not a priority in our school at present.

Please note any comments or other factors that have facilitated or presented challenges in implementing the Welsh Language Charter. Do not include any personal information here.

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The Language Web (Gwe Iaith)

11. Pupils complete the Language Web (Gwe Iaith) questionnaires: (Please tick the relevant box)

On paper	
Online / on the computer	
It varies: some classes on paper and some online	
Have not yet completed questionnaires	

12. To what extent do you agree or disagree with the following statements?

[Strongly agree/Agree/Neither agree nor disagree/Disagree/Strongly disagree/Don't know]

- The frequency at which we collect Language Web data through the questionnaires is appropriate.
- Language Web data collection and input arrangements work effectively in our school.
- The language and terminology of the questionnaire is suitable for pupils in our school.

The Language Web results are a good basis for planning the activities of the Welsh Language Charter in our school.

The Language Web is an effective method of monitoring and recording the impact of the Welsh Language Charter in our school.

Please note any comments in order to explain or support your answer. Do not include any personal information here.

Using Language Web (Gwe Iaith) data

13. Do you use the data as a basis for prioritising activities to support the use of Welsh in school?

[Yes - regularly, Yes - occasionally, No]

[FILTER> If 'Yes']

14. Briefly indicate how you have used the data to prioritise activities. Do not include any information

Welsh Language Charter awards and validation process

15. To what extent do you agree or disagree with the following statements?

[Strongly agree/Agree/Neither agree nor disagree/Disagree/Strongly disagree/Don't know]

The awards system (gold, silver and bronze) adds value to the Welsh Language Charter in our school.

Arrangements for validating the Welsh Language Charter awards work effectively in our school.

Please note any comments to explain or support your answer. Do not include any personal information here.

Impact

16. To what extent do you agree or disagree with the following statements?

[Strongly agree/Agree/Neither agree nor disagree/Disagree/Strongly disagree/Don't know]

The Welsh Language Charter has led to more positive attitudes towards the use of Welsh among pupils in our school.

The Welsh Language Charter has increased the social use of Welsh among pupils in our school.

There isn't any more Welsh to be heard on the schoolyard since the school has been part of the Welsh Language Charter.

The Welsh Language Charter has led to more positive attitudes towards the use of Welsh among parents in our school.

Please note any comments on the impact of the Welsh Language Charter. Do not include any personal information here.

The future

17. Do you think that there is a need to change / refine any specific aspects of the programme in order to improve it?

[Yes/No/Don't know]

[FILTER if 'Yes']

What aspects should be changed or refined?

18. The long-term aim of the Welsh Language Charter is to increase the social use of the Welsh language among school pupils. Do you have any further ideas to help achieve this aim?

Cymraeg Campus survey

Background information

1. In which regional consortium is your school?

[Note: this information will not enable the research team to identify you from your response. The reason for asking this question is to enable an analysis of the data by region.]

GwE	
ERW	
Central South Consortium	
EAS	

2. What is your role in the school?

Headteacher	
Member of the senior leadership team	
Class teacher	
Other (please note)	

Planning

3. Please tick the box if the following statement is applicable in your school.

	✓
There is a designated person who is responsible for Cymraeg Campus in the school	

4. Who is involved in the process of planning Cymraeg Campus activities in your school? (Please tick every option that is relevant)

The Cymraeg Campus Coordinator	
The senior leadership team	
Pupils	
Parents	
Others (please note)	

Collaboration in implementing Cymraeg Campus

5. Do the following statements apply to your school?

	Yes, new links	Yes, strengthened existing links	No change
Cymraeg Campus has led to links between the school and partners or businesses in the community.			

Cymraeg Campus has led to links between the school and other schools – primary or secondary – in implementing the programme.			

Sharing information with parents and involving them in activities

- 6. Does the school share information with parents in your school about activities to support Cymraeg Campus**
[Yes / No]

Support in implementing Cymraeg Campus

- 7. Thinking about the support and materials you receive from regional / local Cymraeg Campus officers, to what extent do you agree or disagree with the following statements?**
[Strongly agree/Agree/Neither agree nor disagree/Disagree/Strongly disagree/Don't know]

We receive sufficient advice to support Cymraeg Campus.
We receive advice at appropriate times.
The advice meets our requirements.
The content of materials made available is suitable.

Please note any comments to explain or support your answers. Do not include any personal information here.

- 8. Is there any additional support you would like to support the implementation of Cymraeg Campus?**
[Yes/No]

[FILTER> If 'Yes']

Please indicate what additional support would be useful to your school. Do not include any personal information here.

Factors influencing the implementation of the programme

9. Based on your experience of implementing Cymraeg Campus, to what extent do you agree or disagree with the following statements?

[Strongly agree/Agree/Neither agree nor disagree/Disagree/Strongly disagree/Don't know]

Cymraeg Campus is supported by the school's senior management team.

Not all school staff support Cymraeg Campus.

The lack of Welsh language skills among staff is a barrier to implementing Cymraeg Campus.

Pupils at the school are enthusiastic about Cymraeg Campus.

The administrative work associated with Cymraeg Campus is too onerous.

There is sufficient time within the school timetable to implement Cymraeg Campus.

Increasing the social use of the Welsh language is not a priority at present in our school.

Please note any comments or other factors that have facilitated or presented challenges in implementing Cymraeg Campus. Do not include any personal information here.

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Language use questionnaire / Monitoring data

10. Pupils complete questionnaires on their use of the Welsh language through the following method: (Please tick the relevant box)

On paper	
Online / on the computer	
It varies: some classes on paper and some online	
Haven't yet completed the questionnaires	

11. To what extent do you agree or disagree with the following statements?

[Strongly agree/Agree/Neither agree nor disagree/Disagree/Strongly disagree/Don't know]

The frequency at which we collect data through the questionnaires in our school is appropriate.

Arrangements for collecting and inputting data work effectively in our school.

The language and terminology of the questionnaire is suitable for pupils in our school.

The questionnaire results are a good basis for planning Cymraeg Campus activities in our school.

The questionnaire is an effective method of monitoring and recording the impact of Cymraeg Campus in our school.

Please note any comments in order to explain or support your answer. Do not include any personal information here.

--

Gold, silver and bronze awards and validation process

12. To what extent do you agree or disagree with the following statements?

[Strongly agree/Agree/Neither agree nor disagree/Disagree/Strongly disagree/Don't know]

The award system (gold, silver and bronze) adds value to Cymraeg Campus in our school. Arrangements for validating the awards work effectively in our school.

Please note any comments to explain or support your answer. Do not include any personal information here.

Impact

13. To what extent do you agree or disagree with the following statements?

[Strongly agree/Agree/Neither agree nor disagree/Disagree/Strongly disagree/Don't know]

Cymraeg Campus has led to more positive attitudes towards the use of Welsh among pupils in our school.

Cymraeg Campus has increased the social use of Welsh among pupils in our school.

Cymraeg Campus has led to more positive attitudes towards the use of Welsh among parents in our school.

Please note any comments on the impact of the Welsh Language Charter. Do not include any personal information here.

The future

14. Do you think that there is a need to change / refine any specific aspects of the programme in order to improve it?

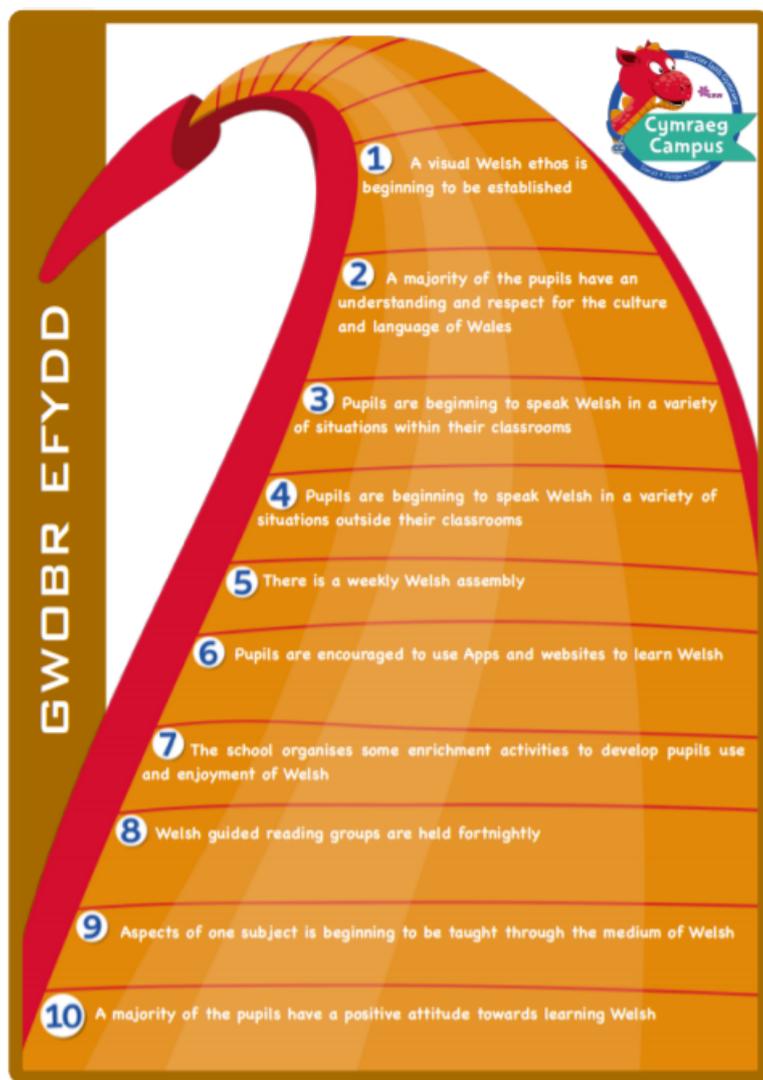
[Yes/No/Don't know]

[FILTER if 'Yes']

What aspects should be changed or refined?

Appendix 3: Targets and criteria for Cymraeg Campus – handbook extract

BRONZE AWARD

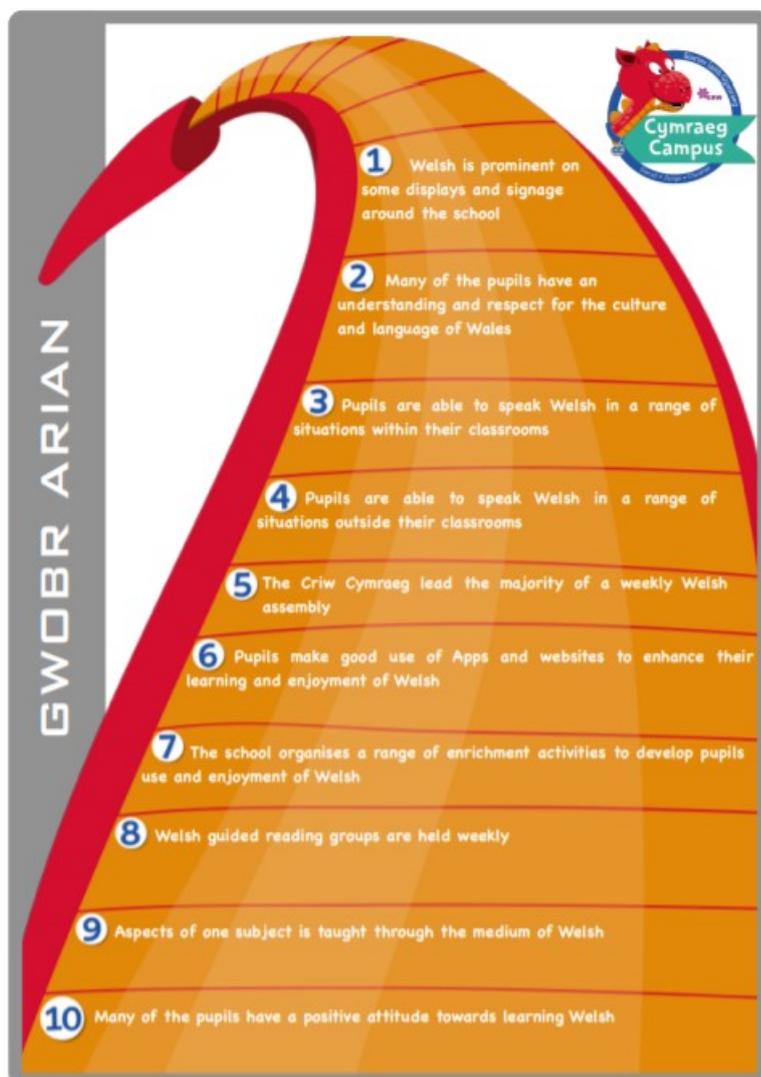


Examples of the criteria for Target 1: Establish a visual Welsh ethos.

10 criteria, including:

- School's progress in the Language Charter Bronze award is clearly displayed.
- School holds a competition to design a 'welcome' poster which will be displayed around the school.
- The reception area reflects a contemporary vision of Wales.
- A general Welsh display in the classroom.
- An element of the Welsh at an appropriate level is visible on other classroom subject displays.

SILVER AWARD



Examples of the criteria for Target 1: Establish a visual Welsh ethos.

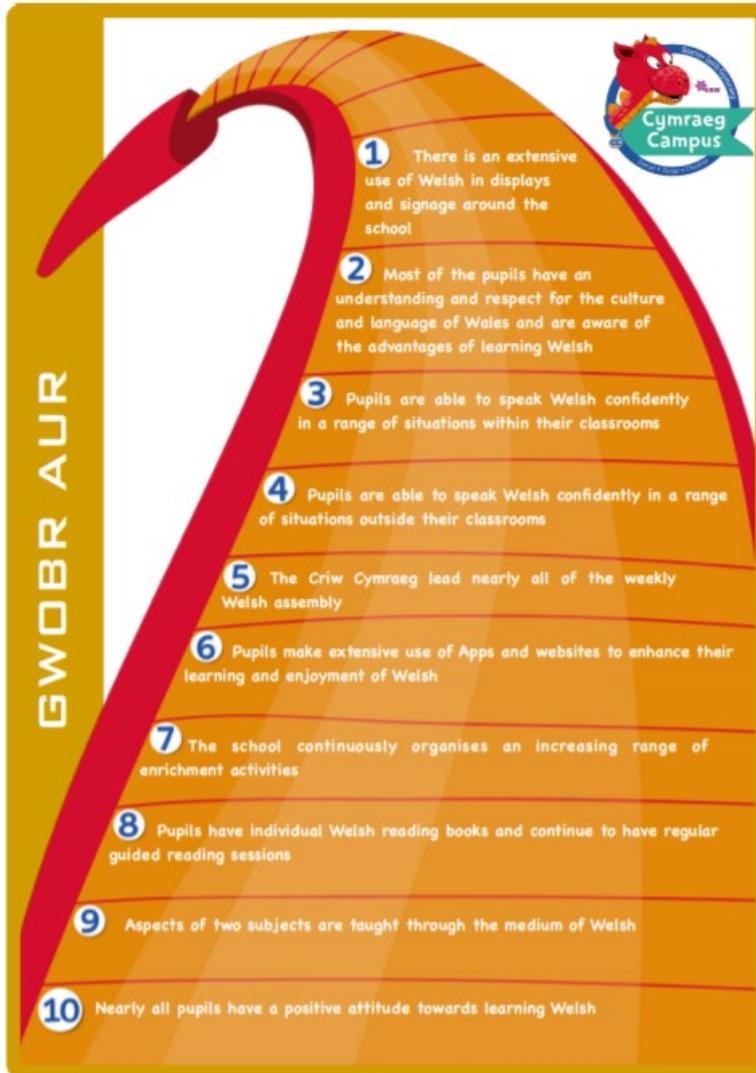
10 criteria, including:

- School's progress in the Language Charter Silver Award is clearly displayed.
- Pupils work on a project to prominently display the word 'Croeso' outside the school e.g. large mural, mosaic etc
- The reception area and the hall reflect a contemporary vision of Wales.
- Welsh display in the classroom linked to the current topic.
- Welsh is clearly visible at an appropriate level on many displays.

Target 3: The use of incidental; Welsh within the classroom. 10 criteria, including:

- Teachers and pupils follow a script e.g. to discuss the weather, days of the week, etc.
- Support staff take advantage of every opportunity to use incidental Welsh.
- Teachers greet each other in Welsh and ask other basic questions.
- Teachers write a general marking comment in Welsh in the pupils' workbooks in the majority of subjects.

GOLD AWARD



Target 1: Establish a visual Welsh ethos. 10 criteria, including:

- School's progress in the Welsh Language Charter Gold Award is clearly displayed.
- Parent information board has the weekly Welsh phrase clearly displayed and aims to teach parents Welsh to use with their children
- Nearly all areas inside and outside of the school have Welsh / Bilingual signage.
- Interactive Welsh displays outside classrooms.
- Welsh is clearly visible on nearly all other displays using interactive features e.g. recordable buttons and QR codes.

Source: Cymraeg Campus Handbook (ERW 2016)