



National Foundation for Educational Research

# **EVALUATION OF THE NATIONAL WELSH FOR ADULTS PROGRAMME**

**Final Report**

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# 1. INTRODUCTION

## 1.1 Background

The safeguarding and promotion of the Welsh language has been recognised as an important factor in public policy in Wales. The foreword to the strategy document of the Welsh Assembly Government *Iaith Pawb: A National Action Plan for a Bilingual Wales (2003)* declares that

*The Welsh language is an essential and enduring component in the history, culture and social fabric of our nation. We must ... work to ensure that it is not lost for future generations.*

The *Better Wales* strategy document of the Welsh Assembly Government states: *'In a truly bilingual Wales both Welsh and English will flourish and will be treated as equal'*. The language is acknowledged as a cross-cutting theme relevant to all policy areas both in terms of the policies pursued by the Welsh Assembly Government itself and also its Assembly Sponsored Bodies (ASBs).

The strategies of the Welsh Assembly Government emphasise the need to provide opportunities for people to develop Welsh language skills. *Iaith Pawb* has set ambitious targets which include the aim of increasing the percentage of people in Wales able to speak Welsh by five per cent from 2001 to 2011. A key role has been allocated to the National Council –ELWa, which has recognised the need to promote bilingualism in its Corporate Strategy and in its Welsh Language Scheme. Provision for adult learners of Welsh is an essential component of that strategy, although the Welsh for Adults programme is only referred to specifically in one sentence in *Iaith Pawb*.

During the last four decades of the twentieth century the development of opportunities for adults to learn Welsh emerged as a major element in efforts to maintain and promote the language. There had always been individuals who had successfully learned Welsh, but during the 1960s and the 1970s the need for a more concerted approach to teaching Welsh to adults was increasingly recognised, and the role of national and local government was given greater emphasis.

Welsh language courses came to be part of the adult learning provision offered by a range of providers in Wales, including Local Education Authorities (LEAs) higher and further education institutions, the Workers' Educational Association, Coleg Harlech, private providers and voluntary organisations.

The expansion in the provision of Welsh for adults during the 1960s and 1970s was accompanied by developments in teaching methodologies. In the

1960s, *Cymraeg Byw* was developed as a standard form of the spoken language for learners and generally adopted in course books. The *Cymraeg i Oedolion* course written by Bobi Jones, also developed during the 1960s, was a seminal attempt at a national course for adult learners. The need to maximise learner contact time with the target language was also recognised, and in the mid 1970s intensive Wlpan courses were introduced in Wales, based on the methodology used in Israel to teach Hebrew to immigrants. Residential Wlpan courses were developed by the University of Wales, Cardiff, and delivered at the University of Wales, Lampeter, where learners attended an eight-week residential immersion course. Opportunities for learners to attend other intensive residential courses were also expanded, not least with the establishment of the National Centre for Language and Culture at Nant Gwrtheyrn in 1982.

During the 1980s and 90s new courses were given a more local flavour with the aim of teaching the kind of spoken language which learners were likely to hear in their own locality, rather than a more neutral national standard. A range of national materials were also developed to assist learners, including textbooks, magazines, adaptations of classics of Welsh literature, audio-visual aids and provision on radio and television.

A clear structure for the teaching of adults has now been evolved. The national Welsh for Adults programme was established in 1992, with the organisation of teaching provision to be managed by eight regional consortia. Since the further education (FE) colleges became independent of the local education authorities, funding of the Welsh for Adults programme has been delivered directly to the colleges. These funding arrangements became the responsibility of the National Council-ELWa on the establishment of that body in 2000.

The Welsh for Adults programme has been the focus of a number of recent reviews and evaluations. In 1993 the then Further Education Funding Council for Wales (FEFCW) undertook a review of the Welsh for Adults Programme, while ESTYN reviewed the role of the Welsh for Adults consortia in 2000. It concluded that:

- ◆ whilst there had been an increase in enrolments during the 1980s they had remained constant during the 1990s but had increased towards the end of that decade
- ◆ it identified examples of good practice by different consortia in areas like mapping provision, working with other agencies, working together to plan in-service training, establishing resource centres and management and quality control.

The importance of the Welsh for Adults programme has also been recognised by the Welsh Language Board. In 1999 it outlined its strategy for Welsh for Adults which recommended developing the programme by:

- ◆ increasing the funding available
- ◆ offering more training for providers
- ◆ supporting the development of local resources
- ◆ enabling smaller classes at the higher levels of study
- ◆ improving the amount of central coordination at the national level.

## 1.2 The Role of ELWa

In June 2002 the National Council –ELWa established a Bilingual Learning Unit (BLU) It has an annual budget of £1m and currently manages 28 projects including:

research projects

training for practitioners

funding for growth in provision

funding for the WJEC Welsh for Adults examinations

the development of a strategy for bilingual vocational provision

the creation of bilingual and Welsh for Adults teaching and learning materials.

The National Council –ELWa has adopted a bilingual learning strategy ‘*whose purpose is to set a clear way forward about how the National Council –ELWa will improve and develop Welsh medium and bilingual learning opportunities in the post-16 sector*’. The aims of the strategy are:

- ◆ *to make Welsh for Adults provision a mainstream part of providers’ activities which brings a higher proportion of learners to effective fluency*
- ◆ *to improve the delivery of Welsh for Adults throughout Wales*
- ◆ *to raise the quality of Welsh for Adults so as to ensure a consistent quality across all provision.*

It is intended to realise these aims by:

- ◆ *funding a Learning Challenge Fund project by Cymad*
- ◆ *funding a suite of Welsh for Adults examinations that range from an introductory level to fluency in order to offer learners a clear progression path*
- ◆ *using the planning framework and conditions of funding to ensure that Welsh for Adults provision is a mainstream part of providers’ operations*
- ◆ *ensuring that qualifications are integrated into the Credit and Qualifications Framework*

- ♦ *directing providers to use standard names for courses, so that progression paths are clearer for learners, and to facilitate provision planning by providers and the National Council*
- ♦ *developing resources for learners and practitioners*
- ♦ *providing training opportunities for practitioners.*

A commissioning cycle was also established. Panels have been established to identify the resource development needs of the Welsh for Adults programme which are to meet on an annual basis.

A Bilingualism Expert Sub-committee has also been established by the National Council –ELWa. It comprises individuals with an expert knowledge of issues relating to bilingualism and meets on a quarterly basis to advise the National Council on issues concerning the Welsh language in post-16 education and training, including Higher Education Institutions that receive funding from the National Council to deliver provision on its behalf. It is to:

- ♦ *advise the National Council about its Bilingual Learning Strategy and the priorities within it*
- ♦ *consider reports on Welsh medium/bilingual provision and the provision to teach Welsh, and to advise the National Council on those issues as required*
- ♦ *consider progress towards the realisation of the Bilingual Learning Strategy*
- ♦ *note the strengths and developments within Welsh medium/bilingual learning and provision to teach Welsh, and to advise the National Council on how to share good practice*
- ♦ *highlight deficiencies in Welsh medium/bilingual learning and provision to teach Welsh, and to advise the National Council on how those could be addressed*
- ♦ *from time to time to advise the National Council on any matter concerning the Welsh language.*

In 2003 the National Council–ELWa decided to commission an evaluation of the Welsh for Adults Programme, and appointed the National Foundation for Educational Research (NFER) to carry out that evaluation. This report describes the process and findings of that research and offers recommendations for future development.

## **1.3 The Evaluation**

### **1.3.1 Aims and Objectives**

The overarching aim of the evaluation was to establish the impact of the Welsh for Adults programme on the delivery of Welsh language training and



assess how effective it had been in developing collaborative working between providers, new approaches to teaching Welsh and responding to gaps in the learning provision.

The specific project objectives were:

- ◆ to provide an analysis of the management, content and delivery of the programme;
- ◆ to assess the present mechanisms for the planning and funding of the Welsh for Adults programme in terms of their responsiveness to the demands of Welsh Language training;
- ◆ to provide a baseline of the actual cost of providing Welsh language training;
- ◆ to review the effectiveness of the existing Welsh for Adults consortia and the role of the community consortia for education and training (CCETs);
- ◆ to identify gaps in provision and examine the ability of providers to respond to market needs;
- ◆ to assess the outcomes of the present programme in terms of developing new Welsh speakers and meeting the needs of bilingual policies;
- ◆ to identify best practice in other countries in the teaching of lesser-used languages to learners.

### **1.3.2 Methodology**

The evaluation was organised in six main phases.

#### *Literature Review*

A review of relevant literature was conducted during the summer of 2003. This included policy documents produced by the Welsh Assembly Government, ELWa, the Welsh Language Board, and the action plans of the Welsh for Adults consortia.

#### *Scoping Interviews*

Scoping interviews were carried out with a number of national organisations with responsibility for some aspect of teaching or examining the Welsh for Adults programme. Interviews were held with staff of the Welsh Language Board, the National Council-ELWa, the Higher Education Funding Council for Wales (HEFCW), the Welsh Joint Education Committee (WJEC), the Curriculum, Qualifications and Assessment Authority for Wales (ACCAC), the Mentrau Iaith (Language Initiatives) and the University of Wales. Individuals with acknowledged experience and expertise in teaching Welsh to adults were also consulted. Following these initial interviews, interview schedules were drawn up and agreed with National Council-ELWa officers for use with further samples of respondents.

### *Providers*

In July 2003 a series of face-to-face interviews were held with a sample of staff of provider organisations in the Higher Education (HE) and FE sectors. These staff included managers, tutor-organisers, coordinators and officers of the Welsh for Adults consortia and focused on their actual experience and views on organisational, methodological and financial aspects of Welsh for Adults.

### *Tutors and Learners*

In September and October 2003 a further series of face-to-face interviews were conducted with a sample of class tutors and groups of learners in a representative cross-section of providers across Wales. These interviews focused on practical issues of learner and tutor recruitment, widening provision, and aspects of teaching and learning

### *Cost of Delivery*

A final round of field interviews was conducted with a sample of providers to try to identify the actual cost of delivery of the Welsh for Adults programme in different institutions. These interviews involved tutor-organisers, managers and finance officers of the provider institutions.

### *Regional Workshops*

Two regional workshops were held in October, 2003, in order to test the preliminary conclusions of the research and to elicit views on a number of options for the future development of Welsh for Adults. These workshops were attended by a representative geographical and professional cross-section of practitioners and administrators.

## **1.3.3 Samples**

The samples for different phases of the research were as follows:

Scoping and provider interviews (managers, tutor-organisers):	33
Tutors:	14
Learners (in groups):	82
Cost of Delivery:	12 providers
South Wales Workshop:	30
North and Mid Wales Workshop:	18

Of the tutors interviewed, 13 were female and only one male.

Of the learners, 30 were male and 52 female.

Although the learner sample is rather small to draw statistical conclusions, it is interesting that 34 learners were born in Wales and 48 outside Wales. Majorities of learners born in Wales were found in classes located in Mid and West Glamorgan and Eastern Carmarthenshire. In all other areas learners born outside Wales were a clear majority.

The responses from the above phases were collated and analysed by NFER research staff, and are summarised in the following chapters.

## 2. BASELINE OF CURRENT PROVISION

### 2.1 Current Providers

Welsh for Adults teaching funded through ELWa is currently offered by seven Higher Education (HE) institutions, 21 Further Education (FE) colleges, the WEA in conjunction with Coleg Harlech, the YMCA and the National Language Centre in Nant Gwrtheyrn. A small number of these providers have franchise arrangements to sub-contract the actual teaching to LEAs or private companies. During the academic year 2002/03 the number of enrolments on Welsh for Adults courses at these providers was as shown below.

The Recurrent Funding Method (RFM) enrolments are derived using the best FESS or MIDFESS data. The Weighted Student Learning Units (WSLUs) also shown form the basis of the funding allocated to each provider.

**Table 1: Fundable Welsh for Adults Enrolments and Weighted Student Learning Units (WSLUs): Academic Year 2002/03**

Institution	RFM Enrolments	RFM WSLUs
North East Wales Institute of Higher Education	140	447.78
University of Glamorgan	320	3758.26
Trinity College Carmarthen	192	392.89
University of Wales, Aberystwyth	1324	4409.63
University of Wales, Bangor	4756	9575.18
Cardiff University	1786	6688.41
University of Wales Swansea	1359	4432.01
Barry College	284	735.77
Bridgend College	129	336.08
Coleg Sir Gar	767	2594.31
Coleg Ceredigion	2108	4794.53
Deeside College	191	688.75
Coleg Glan Hafren	322	867.4
Gorseinon College	89	333.75
Coleg Gwent	4101	8658.72
Coleg Llandrillo	1084	2316.98
Coleg Llysfasi	226	1394
Coleg Meirion-Dwyfor	262	923.95
Merthyr Tydfil College	182	530.88
Pembrokeshire College	740	1686.17
Coleg Morgannwg	951	2076.21
Coleg Powys	798	1735.83
Swansea College	352	1244.34
Welsh College of Horticulture	121	373.75
Yale College	278	774.3
Ystrad Mynach College	214	594.85
WEA (South)	753	1747.8
YMCA	39	129.25
Coleg Menai	326	1338.75
Neath Port Talbot College	380	1145.52
Coleg Harlech WEA (N)	482	1115.01
National Language Centre	268	647.49
<b>Total</b>	<b>25324</b>	<b>68488.55</b>

The table indicates that there were a total of 25,324 enrolments on Welsh for Adults courses across Wales during the year 2002/03.

## 2.2 Provider Performance 1997/98 – 2001/02

The following tables provide information on the performance of providers in the HE and FE sectors between 1997/98 and 2001/02. They show the following data:

- a) the Estyn Inspection Grade awarded to the provider and the year of inspection

The framework used by Estyn for the assessment of provision in adult education is as follows:

Grade 1	Good with some outstanding features
Grade 2	Good features and no major shortcomings
Grade 3	Good features outweigh shortcomings
Grade 4	Important shortcomings outweigh good features
Grade 5	Many important shortcomings

- b) (Completed) The number of completed Welsh for Adults enrolments.
- c) (Non-continuing) The number of non-continuing (ie. completed, withdrawn or transferred) Welsh for Adults enrolments.
- d) (Attained) The number of completed and attained Welsh for Adults enrolments.
- e) (Completed) The number of completed assessable Welsh for Adults enrolments.

Note: Asterisks have been used to signify where the denominator of a calculation is less than 10 and greater than 0.

**Table 2: Completion and Attainment Rates of Welsh for Adults Qualifications pursued by Learners at FE Institutions in Wales  
- 1997/98**

Institution	Estyn Inspection Grade	Completion			Attainment		
		Completed	Non Continuing	%	Attained	Completed	%
Aberdare College	None	40	45	89%	*	*	*
Afan College	None	61	81	75%	33	61	54%
Barry College	(1999) 2	258	385	67%	77	243	32%
Bridgend College	None	46	48	96%	25	46	54%
Coleg Sir Gâr	(1999) 2	615	825	75%	279	615	45%
Coleg Ceredigion	(1999) 2	737	775	95%	88	94	94%
Deeside College	(1998) 3	212	269	79%	54	203	27%
Coleg Glan Hafren	(2000) 3	403	553	73%	0	403	0%
Gorseinon College	None	59	87	68%	34	59	58%
Coleg Gwent	(2001) 1	2492	2647	94%	678	2492	27%
Coleg Llandrillo	(2002) 2	830	980	85%	441	830	53%
Coleg Llysfasi	None	276	330	84%	131	142	92%
Coleg Meirion-Dwyfor	(1998) 2	237	277	86%	178	237	75%
Merthyr Tydfil College	(2002) 2	36	61	59%	16	16	100%
Neath College	None	60	90	67%	40	53	75%
Pembrokeshire College	(2001) 2	518	625	83%	79	338	23%
Pontypridd College	(2000) 1	413	617	67%	367	411	89%
Coleg Powys	(1998) 2	1032	1045	99%	138	138	100%
Swansea College	(2001) 2	510	641	80%	201	468	43%
Welsh College of Horticulture	(2001) 3	143	164	87%	36	36	100%
Yale College	(2002) 3	159	159	100%	61	85	72%
Ystrad Mynach College	None	64	103	62%	22	54	41%
Coleg Harlech	None	161	161	100%	0	0	n/a
WEA (North)	None	153	153	100%	50	153	33%
WEA (South)	None	1677	1756	96%	234	234	100%
YMCA	None	27	32	84%	15	27	56%
Coleg Menai	(2001) 3	792	813	97%	388	790	49%
<b>Total</b>		<b>12011</b>	<b>13722</b>	<b>88%</b>	<b>3674</b>	<b>8237</b>	<b>45%</b>

Source: Individualised Student Record (ISR)

**Table 3: Completion and Attainment Rates of Welsh for Adults Qualifications pursued by Learners at FE and HE Institutions in Wales - 1998/99**

Institution	Estyn Inspection Grade	Completion			Attainment		
		Completed	Non Continuing	%	Attained	Completed	%
Aberdare College	None	42	68	62%	8	42	19%
Afan College	None	12	17	71%	0	12	0%
Barry College	(1999) 2	248	358	69%	160	185	86%
Bridgend College	None	25	51	49%	7	25	28%
Coleg Sir Gâr	(1999) 2	456	739	62%	235	456	52%
Coleg Ceredigion	(1999) 2	957	982	97%	126	675	19%
Deeside College	(1998) 3	88	157	56%	30	31	97%
Coleg Glan Hafren	(2000) 3	217	360	60%	0	217	0%
Gorseinon College	None	60	68	88%	60	60	100%
Coleg Gwent	(2001) 1	2119	2297	92%	1305	2119	62%
Coleg Llandrillo	(2002) 2	773	987	78%	421	476	88%
Coleg Lllysfas	None	198	243	81%	189	189	100%
Coleg Meirion-Dwyfor	(1998) 2	226	323	70%	136	172	79%
Merthyr Tydfil College	(2002) 2	24	30	80%	24	24	100%
Neath College	None	53	95	56%	31	53	58%
Pembrokeshire College	(2001) 2	542	647	84%	240	542	44%
Pontypridd College	(2000) 1	465	669	70%	370	465	80%
Coleg Powys	(1998) 2	891	910	98%	128	850	15%
St David's Catholic College	None	*	*	*	*	*	*
Swansea College	(2001) 2	229	358	64%	133	222	60%
Welsh College of Horticulture	(2001) 3	129	163	79%	33	129	26%
Yale College	(2002) 3	194	211	92%	116	194	60%
Ystrad Mynach College	None	68	115	59%	29	68	43%
Coleg Harlech	None	132	132	100%	25	27	93%
WEA (North)	None	119	164	73%	0	116	0%
WEA (South)	None	911	1002	91%	108	575	19%
YMCA	None	32	41	78%	14	32	44%
Coleg Menai	(2001) 3	766	800	96%	261	531	49%
<b>Total FE</b>		<b>9980</b>	<b>11991</b>	<b>83%</b>	<b>4193</b>	<b>8491</b>	<b>49%</b>
University of Wales, Aberystwyth	(1999) 2	1	155	1%	*	*	*
University of Wales, Bangor	(1999) 2	820	1204	68%	820	820	100%
Cardiff University	(2001) 1	1321	1321	100%	-	-	-
University of Glamorgan	(1999) 1	-	-	-	-	-	-
University of Wales, Swansea	(2001) 2	842	1036	81%	564	842	67%
NEWI	(2002) 2	-	-	-	-	-	-
Trinity College, Carmarthen	(1999) 1	-	-	-	-	-	-
<b>Total HE</b>		<b>2984</b>	<b>3716</b>	<b>80%</b>	<b>1385</b>	<b>1663</b>	<b>83%</b>

<sup>1</sup>Source: Individualised Student Record (ISR), and HESA Record

**Table 4: Completion and Attainment Rates of Welsh for Adults Qualifications pursued by Learners at FE and HE Institutions in Wales - 1999/2000**

Institution	Estyn Inspecti on Grade	Completion			Attainment		
		Completed	Non Continuing	%	Attained	Completed	%
Aberdare College	None	54	71	76%	18	53	34%
Barry College	(1999) 2	295	400	74%	208	249	84%
Bridgend College	None	26	44	59%	21	26	81%
Coleg Sir Gâr	(1999) 2	662	875	76%	393	660	60%
Coleg Ceredigion	(1999) 2	1230	1289	95%	153	813	19%
Deeside College	(1998) 3	145	214	68%	76	92	83%
Coleg Glan Hafren	(2000) 3	350	631	55%	244	350	70%
Gorseinon College	None	56	77	73%	21	56	38%
Coleg Gwent	(2001) 1	2208	2443	90%	203	2208	9%
Coleg Llandrillo	(2002) 2	895	1105	81%	749	834	90%
Coleg Llysfasi	None	137	180	76%	72	122	59%
Coleg Meirion-Dwyfor	(1998) 2	209	280	75%	128	191	67%
Merthyr Tydfil College	(2002) 2	34	36	94%	0	0	n/a
Pembrokeshire College	(2001) 2	492	660	75%	415	460	90%
Pontypridd College	(2000) 1	439	654	67%	412	439	94%
Coleg Powys	(1998) 2	919	974	94%	144	913	16%
St David's Catholic College	None	11	17	65%	11	11	100%
Swansea College	(2001) 2	358	453	79%	226	357	63%
Welsh College of Horticulture	(2001) 3	148	161	92%	27	148	18%
Yale College	(2002) 3	128	145	88%	21	128	16%
Ystrad Mynach College	None	136	205	66%	95	135	70%
Coleg Harlech	None	84	88	95%	*	*	*
WEA (North)	None	145	196	74%	9	103	9%
WEA (South)	None	941	1091	86%	104	357	29%
YMCA	None	9	11	82%	*	*	*
Coleg Menai	(2001) 3	610	743	82%	440	523	84%
Neath Port Talbot College	None	231	306	75%	140	231	61%
<b>Total FE</b>		<b>10952</b>	<b>13349</b>	<b>82%</b>	<b>4339</b>	<b>9472</b>	<b>46%</b>
University of Wales, Aberystwyth	(1999) 2	1536	1677	92%	1536	1536	100%
University of Wales, Bangor	(1999) 2	1087	1653	66%	1085	1087	100%
Cardiff University	(2001) 1	1500	1500	100%	-	-	-
University of Glamorgan	(1999) 1	-	-	-	-	-	-
University of Wales, Swansea	(2001) 2	774	972	80%	348	774	45%
NEWI	(2002) 2	47	59	80%	47	47	100%
Trinity College, Carmarthen	(1999) 1	-	-	-	-	-	-
<b>Total HE</b>		<b>4944</b>	<b>5861</b>	<b>84%</b>	<b>3016</b>	<b>3444</b>	<b>88%</b>

**Table 5: Completion and Attainment Rates of Welsh for Adults Qualifications pursued by Learners at FE and HE Institutions in Wales - 2000/01**

Institution	Estyn Inspection Grade	Completion			Attainment		
		Completed	Non Continuing	%	Attained	Completed	%
Aberdare College	None	37	55	67%	35	37	95%
Barry College	(1999) 2	225	323	70%	118	216	55%
Bridgend College	None	32	41	78%	14	32	44%
Coleg Sir Gâr	(1999) 2	591	830	71%	387	591	65%
Coleg Ceredigion	(1999) 2	1254	1352	93%	204	1073	19%
Deeside College	(1998) 3	149	189	79%	101	110	92%
Coleg Glan Hafren	(2000) 3	389	628	62%	92	389	24%
Gorseinon College	None	41	67	61%	26	41	63%
Coleg Gwent	(2001) 1	2377	2527	94%	346	2377	15%
Coleg Llandrillo	(2002) 2	1003	1194	84%	534	625	85%
Coleg Llysfasi	None	169	206	82%	88	149	59%
Coleg Meirion-Dwyfor	(1998) 2	186	223	83%	109	167	65%
Merthyr Tydfil College	(2002) 2	58	94	62%	42	42	100%
Pembrokeshire College	(2001) 2	363	458	79%	244	363	67%
Pontypridd College	(2000) 1	772	789	98%	467	772	60%
Coleg Powys	(1998) 2	426	444	96%	0	395	0%
Swansea College	(2001) 2	264	326	81%	238	260	92%
Welsh College of Horticulture	(2001) 3	134	158	85%	27	134	20%
Yale College	(2002) 3	116	140	83%	40	116	34%
Ystrad Mynach College	None	119	212	56%	94	95	99%
Coleg Harlech	None	16	20	80%	5	16	31%
WEA (North)	None	108	164	66%	27	44	61%
WEA (South)	None	816	914	89%	79	816	10%
YMCA	None	24	25	96%	8	24	33%
Coleg Menai	(2001) 3	404	504	80%	356	401	89%
Neath Port Talbot College	None	271	359	75%	218	271	80%
<b>Total FE</b>		<b>10344</b>	<b>12242</b>	<b>84%</b>	<b>3681</b>	<b>9285</b>	<b>40%</b>
University of Wales, Aberystwyth	(1999) 2	1365	1509	90%	1365	1365	100%
University of Wales, Bangor	(1999) 2	1130	1422	79%	1128	1130	100%
Cardiff University	(2001) 1	1489	1489	100%	-	-	-
University of Glamorgan	(1999) 1	15	15	100%	15	15	100%
University of Wales, Swansea	(2001) 2	956	1178	81%	837	956	88%
NEWI	(2002) 2	57	78	73%	56	57	98%
Trinity College, Carmarthen	(1999) 1	-	-	-	-	-	-
<b>Total HE</b>		<b>5012</b>	<b>5691</b>	<b>88%</b>	<b>3401</b>	<b>3523</b>	<b>97%</b>

Source: Individualised Student Record (ISR) and HESA record



**Table 6: Completion and Attainment Rates of Welsh for Adults Qualifications pursued by Learners at FE and HE Institutions in Wales – 2001/02**

Institution	Estyn Inspection Grades	Completion			Attainment		
		Completed	Non Continuing	%	Attained	Completed	%
Aberdare College	None	49	71	69%	37	49	76%
Barry College	(1999) 2	316	409	77%	150	199	75%
Bridgend College	None	4	11	36%	*	*	*
Coleg Sir Gâr	(1999) 2	861	1060	81%	469	861	54%
Coleg Ceredigion	(1999) 2	2092	2167	97%	140	1539	9%
Deeside College	(1998) 3	222	295	75%	167	217	77%
Coleg Glan Hafren	(2000) 3	334	548	61%	217	325	67%
Gorseinon College	None	59	87	68%	59	59	100%
Coleg Gwent	(2001) 1	3009	3171	95%	635	2732	23%
Coleg Llandrillo	(2002) 2	1312	1592	82%	904	985	92%
Coleg Llysfasi	None	264	326	81%	98	210	47%
Coleg Meirion-Dwyfor	(1998) 2	259	328	79%	86	200	43%
Merthyr Tydfil College	(2002) 2	68	125	54%	55	55	100%
Pembrokeshire College	(2001) 2	537	637	84%	341	537	64%
Pontypridd College	(2000) 1	823	838	98%	455	823	55%
Coleg Powys	(1998) 2	941	1019	92%	100	760	13%
Swansea College	(2001) 2	368	439	84%	328	368	89%
Welsh College of Horticulture	(2001) 3	141	151	93%	55	141	39%
Yale College	(2002) 3	169	185	91%	119	169	70%
Ystrad Mynach College	None	137	234	59%	112	137	82%
WEA (South)	None	722	793	91%	42	120	35%
YMCA	None	22	29	76%	20	22	91%
Coleg Menai	(2001) 3	391	516	76%	340	390	87%
Neath Port Talbot College	None	220	269	82%	99	211	47%
Coleg Harlech/WEA (North)	None	269	360	75%	37	131	28%
<b>Total FE</b>		<b>13589</b>	<b>15660</b>	<b>87%</b>	<b>5069</b>	<b>11244</b>	<b>45%</b>
University of Wales, Aberystwyth	(1999) 2	1050	1557	67%	1050	1050	100%
University of Wales, Bangor	(1999) 2	1302	1558	84%	1299	1302	100%
Cardiff University	(2001) 1	1619	1619	100%	-	-	-
University of Glamorgan	(1999) 1	30	30	100%	30	30	100%
University of Wales, Swansea	(2001) 2	961	1198	80%	770	961	80%
NEWI	(2002) 2	0	22	0%	0	0	n/a
Trinity College, Carmarthen	(1999) 1	0	30	0%	0	0	n/a
<b>Total HE</b>		<b>4962</b>	<b>6014</b>	<b>83%</b>	<b>3149</b>	<b>3343</b>	<b>94%</b>

Source: Individualised Student Record (ISR) and HESA Record

## Commentary

In the five years from 1998/99 to 2002/03 the number of enrolments across the FE and HE sectors rose consistently from 21,500 to 25,324. This represents an increase of 18 per cent. However, the pattern is by no means uniform in all institutions. Some show a consistency of enrolments with a gradual increase, such as UCW Swansea, Cardiff University and Merthyr Tydfil College, while others show more fluctuations from year to year. Others have increased their numbers significantly in recent years, such as UCW Bangor, Coleg Ceredigion and Coleg Gwent, while a few have been in decline since a high point in the 1990s.

The following table shows the increase or decrease in learner enrolments at each provider over the five-year period 1998/99 to 2002/03. However, the figures should be interpreted with care. Although they indicate the success or otherwise of providers in attracting more learners to enrol on WfA courses, each percentage increase or decrease should be considered together with the total number of enrolments for that provider. For example, Bridgend College shows an increase of 152.9 per cent in enrolments compared with the 9.8 per cent increase at Coleg Llandrillo, but the total number of enrolments at Llandrillo during 2002/03 (1084) is still considerably higher than at Bridgend (129).

**Table 7: Changes in Enrolment Numbers by Provider**

<b>Institution</b>	<b>1998/99 Enrolments</b>	<b>2002/03 Enrolments</b>	<b>% Increase / Decrease</b>
Barry College	332	284	- 14.5 %
Bridgend College	30 (i)	129	+ 330.0 %
Coleg Sir Gâr	537	767	+ 42.8 %
Coleg Ceredigion	953	2108	+ 121.2 %
Deeside College	177	191	+ 7.9 %
Coleg Glan Hafren	282	322	+ 14.2 %
Gorseinon College	66	89	+ 34.8 %
Coleg Gwent	2642	4101	+ 55.2 %
Coleg Llandrillo	711	1084	+ 52.5 %
Coleg Llysfasi	233	226	- 3.0 %
Coleg Meirion-Dwyfor	237	262	+ 10.5 %
Coleg Menai	788	326	- 58.6 %
Merthyr Tydfil College	27	182	+ 574.1 %
Neath Port Talbot College	132 (ii)	380	+ 187.9 %
Pembrokeshire College	500	740	+ 48.0 %
Coleg Morgannwg	611 (iii)	951	+ 55.6 %
Coleg Powys	1034	798	- 22.8 %
St David's Catholic College	4	0	n/a

Swansea College	452	352	- 22.1 %
Welsh College of Horticulture	117	121	+ 3.4 %
Yale College	211	278	+ 31.8 %
Ystrad Mynach College	88	214	+ 143.2 %
Coleg Harlech/WEA (North)	361 (iv)	482	+ 33.5 %
WEA (South)	893	753	- 15.7 %
YMCA	41	39	- 4.9 %
University of Wales, Aberystwyth	3282	1324	- 59.7 %
University of Wales, Bangor	2923	4756	+ 62.7 %
Cardiff University	1782	1786	+ 0.2 %
University of Glamorgan	243	320	+ 31.7 %
University of Wales, Swansea	1154	1359	+ 17.8 %
NEWI	47	140	+ 197.9 %
Trinity College, Carmarthen	78	192	+ 146.2 %
National Language Centre	532	268	- 49.6 %

Source: NC-ELWa, MIDFESS Form C

- (i) includes enrolments at Pencoed College which merged with Bridgend College in 1999/2000
- (ii) summation of enrolments at Afan College and Neath College which merged to form Neath Port Talbot College in 1998/99
- (iii) includes enrolments at Aberdare College which merged with Pontypridd College in 2001/02 (Pontypridd College subsequently renamed itself Coleg Morgannwg)
- (iv) summation of enrolments at Coleg Harlech and WEA (North) which merged to form Coleg Harlech / WEA (North) in 2000/01



### **3. STRUCTURE OF THE WELSH FOR ADULTS PROGRAMME**

#### **3.1 The Consortia**

Funding for the Welsh for Adults programme is given directly by ELWa to the providers on the basis of the formula described in Appendix B. A provider must belong to one of the eight Welsh for Adults consortia in order to qualify for this funding. The consortia were established in 1994 in each of the then existing counties in order to coordinate and rationalise the provision of Welsh classes for learners at different levels across the county. They were set up to include not only providers, but also other organisations involved in the promotion or support of the language or in providing opportunities for learners to use it in the community. In this research, respondents were asked for their views on this current management structure for the delivery of Welsh for Adults and their ideas for future developments.

All the programme coordinators and tutor/organisers were fully aware of the above rationale for the establishment of the consortia and most also knew how they were currently organised and run. There was considerable unanimity on the original intentions behind their establishment, which were said to include *'cydlynu darpariaeth .. osgoi dyblygu .. llenwi bylchau yn y ddarpariaeth .. creu llwybrau dilyniant clir i ddysgwyr .. rhannu adnoddau...* (coordinating provision .. avoid duplication .. fill gaps in provision .. the creation of clear progression paths for learners .. sharing of resources).' However, a minority of class tutors were not aware of how the consortia operated or were unsure of their purpose.

#### **3.2 Achievements of the Consortia**

However, opinion was fairly evenly mixed on the effectiveness of the consortia. Tutor-organisers in some consortia felt that they had succeeded to a large degree. *'Byddai Sir XXXX ar ei cholled heb y consortiwm* (The county of XXXX would be worse off without the consortium),' stated one. The vital factors were that the providers delineated their teaching sectors, intensive, higher and once-a-week courses, and their geographical areas clearly and were able to avoid arranging classes in the same localities. Several respondents felt that good personal relationships between the staff of different providers oiled the wheels of efficient cooperation.

A number of examples were given of how providers had benefited from membership of a consortium. One consortium had sent a tutor to attend training in a new methodology in another part of Wales, and this person had then cascaded the training back to tutors of different providers within the

consortium. Other consortia coordinated INSET for tutors in all their member institutions. Teaching resources had been shared between providers and developed jointly. One consortium had produced marketing material which included the courses of all providers within one leaflet. The element of mutual support was also important. *‘Dydw i ddim yn teimlo mor ynysig. Dw i’n gwybod bod cyngor a help ar gael pryd bynnag dw i eisio (I don’t feel so isolated. I know that advice and help is available whenever I need it.)’* was one comment. One consortium had prepared lists of available tutors and circulated them to providers.

A consortium which employed a dedicated coordinator believed that this role had been a major factor in the consortium’s effectiveness. The coordinators was able to liaise between various providers, distribute resources between them and generally facilitate better communication. The coordinator also acted as a supply tutor in cases of illness and was able to disseminate information on progression to learners.

A tutor-organiser in the only provider in one consortium believed that the consortium was still valuable because of the forum it provided for discussion between the provider and other language organisations. *‘Mae cydweithrediad da iawn rhyngon ni a swyddogion iaith yr awdurdodau unedol ar ein tir,’* he remarked. (There is very good cooperation between us and the language officers of the unitary authorities in our patch.)

The 0.05 of the subject weighting contributed by each provider to the consortium had in most cases been used effectively. This money had in various areas been spent on contributing to the coordinator’s salary, on marketing materials, and on initial training and INSET for tutors. There were instances of imaginative use of this money for developing a website, creating an exhibition board for Welsh courses, commissioning special reading and listening materials, and producing tutor files.

### **3.3 Shortcomings of the Consortia**

The view was also expressed by many respondents in some of the consortia that they had not proved as effective as intended. A number of cases were described where the consortia had been inefficient and where their framework had actually hindered cooperation between institutions and prevented the widening of provision.

The feeling in these consortia was that their efficiency had deteriorated since their establishment. *‘Mae pethau wedi gwaethygu ers y nawdegau. Mae’r strwythur wedi mynd yn aneglur ac mae gormod o ddarparwyr mewn rhai ardaloedd.’* (Things have deteriorated since the nineties. The structure has become unclear and there are too many providers in some areas.) Another tutor-organiser commented *‘Dydi strwythur gweinyddol y consortiwm ddim mor effeithiol ag y bu.’* (The administrative structure of the consortium is not as effective as it used to be.)

The most frequent criticism of some consortia was that the competition within them between providers had made it very difficult to rationalise provision. A full-time tutor in one consortium remarked '*Pan aeth y colegau'n gyfrifol am Gymraeg i Oedolion aeth hi'n frwydr fawr, a chwalwyd yr hen syniad o gydweithio.*' (When the colleges became responsible for Welsh for Adults it turned into a battle, and the old concept of cooperation was forgotten). In another consortium, a senior manager in one provider said that the original agreement within that consortium had restricted his institution to provide Welsh for Adults within one urban area only. This had prevented them from developing provision as they would wish in surrounding areas and meant that the teaching expertise in his college was not being fully exploited. It had not been possible to re-negotiate the geography of provision because of the resistance of other providers. '*Maen nhw eisiau amddiffyn eu tiriogaeth nhw.*' (They want to defend their own territory.)

In another consortium a tutor stated '*Mae gormod o gwympto mas a chystadlu wedi bod yma. Dyw'r darparwyr ddim yn gefnogol i'w gilydd.*' (There's been too much arguing and competition here. The providers are not supportive of each other). The division of responsibilities within the consortium was sometimes said to be too inflexible. In one of them, a certain provider had responsibility for providing taster courses, but could not introduce Wlpan taster courses because another provider had responsibility for the intensive Wlpan provision. Some FE colleges saw the distribution of different levels of courses within the consortium restricting. '*Dim ond mewn Cymraeg i Oedolion dyn ni ddim yn cael cynnig dosbarthiadau lefel 3,*' said one administrator (It is only in Welsh for Adults that we are not permitted to offer Level 3 classes.)

It was interesting that perceptions sometimes differed within the same consortium. One tutor-organiser believed that '*Ar y cyfan mae cydweithio ardderchog rhwng y darparwyr ar sail trafod a dod i gytundeb,*' (On the whole there is excellent cooperation between the providers on the basis of discussion and coming to an agreement), while a tutor-organiser in a different institution in the same consortium said '*Mae'r consortiwm wedi rhwystro ehangu fan hyn.*' (The consortium has restricted our expansion.) A senior administrator at a third institution in the same consortium felt that there was far too much duplication of courses there in the same locations by different providers, and that the consortium had failed to rationalise this.

Most consortia had established a routine of one meeting per term which would be attended by representatives of each provider and other interested bodies. One consortium had a main committee for college principals/administrators and a sub-committee for tutor/organisers and other practitioners. This model was felt by the practitioners to be a failure. '*Y tiwtoriaid sy'n deall yr anghenion i drefnu neu aildrefnu'r ddarpariaeth, ond dydi'r grym ddim gynnyn nhw i gymryd y penderfyniadau angenrheidiol.*' (The tutors understand the need for organising or re-organising provision, but they haven't got the power to take the necessary decisions.)

One problem which few consortia had solved was ensuring progression of learners to more advanced courses when this involved attending a course in a different institution. Several tutors and tutor-organisers stated that some colleges retained their learners on inappropriate courses because they brought income to the institution, rather than transferring successful learners to another provider. However, examples were also seen of efficient transfer of learners where there was close liaison within the consortium and tutors from the HE institution visited classes in the FE sector to make themselves known to learners and encourage them to move on to more advanced provision.

A general criticism of the consortia, even amongst those who supported them, was that they had responsibility without power. *'Does gynnyn nhw ddim awdurdod i orfodi pethau. Allan nhw ond nodi problemau,'* (They have no authority to enforce matters. They can only identify problems) was the view of one tutor-manager. Their success was felt to depend on the goodwill of providers rather than the consortia's capacity to bring about change. *'Does dim newid wedi bod yma ers yr amser cyn y consortia. Mae'r darparwyr yn dal i wneud yr un pethau,'* said one FE tutor-organiser. (There's been no change here since the time before the consortia. Providers are still doing the same things).

The example was given of an FE college in one consortium which had broken the agreement on kinds of provision and begun providing an intensive course, although *'.. doedd dim staff cynwys gyda nhw i wneud hynny.'* (They had no qualified staff to do that.) The consortium had been powerless to make that provider conform to the agreed pattern for provision.

Another major weakness of the existing consortium system was felt to be the lack of any central or national coordination. Each consortium ploughed its own furrow as it thought best, and even informal contacts between consortia were scarce. Many respondents referred to their ignorance of practice in other consortia and would welcome more information from the rest of Wales. *'Dwi'n poeni bod 'na ddim fforwm cenedlaethol i'r consortia na'r darparwyr. Mae eisio rhyw gorff cenedlaethol i roi cyfeiriad,'* was the comment of one college coordinator. (I'm concerned that there is no national forum for the consortia or the providers. We need some kind of national organisation to provide direction.) Many respondents thought that the whole Welsh for Adults field had become too fragmented and that more national cohesion and coordination was required.

A concern in a number of providers, particularly amongst tutor/organisers and managers, was that the providers and the consortia had little or no influence on national policy in the Welsh for Adults area. *'Mae'r polisiâu'n dod o'r top, o'r top i lawr, a dydyn ni ddim yn cael cyfrannu i'r penderfyniadau,'* said one tutor-organiser. (The policies come from the top, it's top-down, and we have no input to the decisions.)



Many respondents pointed to a basic tension in the structure for managing the national Welsh for Adults programme in that the funding system stimulated competition between the providers for learners and locations while the consortia were charged with ensuring cooperation and rationalisation of provision between the same providers. *'Mae'n anodd iawn i'r consortia gydlynyn effeithiol tra bod dim grym gyda nhw. Mae pob darparwr yn ymladd ei gornel ei hun,'* (It's very difficult for the consortia to coordinate effectively while they have no power. Each provider is fighting his own corner) was how one consortium officer summed up the situation.

### 3.4 The Future Structure of the Programme

A number of options were put forward regarding the future of the consortia. The majority opinion was certainly that the consortia should continue in some form as coordination of provision would be required as long as funding goes directly to all providers.

However, several respondents thought that the basing of the consortia on counties which no longer existed was meaningless and needed to be revised.

A minority of respondents, where the consortia were felt to be successful, would be content with the present structure. Some suggested that the consortia should have the authority to dictate where courses should be held, and by which provider. One tutor-organiser proposed *'Tasai'r consortiwm yn trefnu'r ddarpariaeth gallen nhw dderbyn y cyllid hefyd a dosbarthu hwnnw i bawb. Byddai hynny'n cael gwared â'r cystadlu.'* (If the consortium were to organise the provision they could receive the funding as well and distribute it to everyone. That would eliminate the competition.)

Another view was that the National Council – ELWa should allocate funding direct to the providers, as now, but through consultation with the consortia in order to avoid duplication and promote better strategic planning.

A more radical view was that the consortia should be abolished. A manager at one provider stated *'Beth sy eisiau ydi strwythur tebyg i'r Mentrau Iaith. Un darparwr ymhob ardal ddaearyddol, efallai ar draws un neu ddwy o'r siroedd presennol. Yna dylai fod consortiwm cenedlaethol i gydlynyn a chyd-drafod.'* (What is required is a structure similar to the Mentrau Iaith. One provider in each geographical area, possibly across one or two of the present counties. Then there should be a national consortium to coordinate and be a discussion forum.) This concept was strongly supported by a tutor/organiser at an HE institution who argued for the principle of one district-one provider. This would certainly end competition between providers but would mean that some of them would lose territory in their Welsh for Adults provision. Others would lose expertise developed over the years, such as in teaching specific levels of learners, or even lose their provision entirely.

A majority of respondents were in favour of a model of Welsh teaching centres where expertise and resources could be concentrated and Welsh-language activities held, similar to the Basque *euskaltegiak* described in Appendix C. It was argued that this would help the integration of learners into the Welsh-speaking community and would give prominence and status to learning Welsh. *'Gallai pob canolfan fod yn fflagship i'r Gymraeg yn yr ardal.'* (Each centre could be a flagship for Welsh in the area.) However, some were unsure how this pattern could be integrated with the present network of providers.

Some reservations regarding the model were also recorded. Several people emphasised the importance of maintaining a Welsh-learning presence across the community rather than concentrating provision in one centre. Fears were raised that many learners would not travel to a centre which might be several miles from their home, and it was stressed that any teaching centres would need to maintain outreach classes too. One tutor-organiser at an HE institution argued *'Basai'n gamgymeriad symud ein darpariaeth Gymraeg allan o'r brifysgol yma. Basen ni'n colli holl rwydweithiau ac adnoddau'r coleg sy'n gefn i'n darpariaeth.'* (It would be a mistake to remove all our Welsh provision out of this university. We would lose all the networks and resources of the university which support our provision.) Staff at another HE Continuing Adult Education department emphasised the advantages to Welsh for Adults of using departmental community networks and did not want to be isolated from that back-up. Another view was that a Welsh teaching model based in dedicated centres could be much more expensive as overheads and other support costs could not then be shared with the whole college, as was currently the case.

### **3.5 Learning Networks and Lead Providers**

All respondents were asked their views on establishing learning networks for Welsh for Adults based on the four ELWa regions. The majority expressed uncertainty about what a learning network would mean in practical terms, but none opposed the concept outright. However, a majority had reservations about adopting the current ELWa regions as an organisational framework. The main concern was their size. *'Bydden nhw'n rhy fawr. Mae'n anodd cael y darparwyr i gytuno o fewn ein consortiwm presennol, a byddai mwy byth o ddarparwyr o fewn ardal fel un ELWa,'* was the opinion of one tutor-organiser. (They would be too big. It's difficult to get the providers to agree within our present consortium, and there would be even more providers in an area like the ELWa region.) Several respondents stressed the need for operational decisions to be taken at a local level since local knowledge of needs and the availability of tutors and other facilities was essential.

There was a broad consensus that greater forward planning was required in Welsh for Adults provision and that duplication should be avoided. However, when asked whether one provider should be given a lead role for the allocation

of courses and funding in each geographical area, respondents' reaction was mixed.

Many believed that this could erode good will and generate jealousy between providers, and would create two categories of provider between the main provider and those sub-contracted by it. Some FE colleges were opposed because they felt that the HE institutions would inevitably be awarded main provider status. Another feared it would affect the motivation of some tutors to work in the sub-contracted providers. *'Byddai pawb eisiau gweithio gyda'r prif ddarparwr,'* was one comment. (Everyone would want to work for the main provider.)

Potential practical difficulties were also a concern for some respondents who questioned whether one provider would be able to understand the diverse needs of communities scattered over a wide area. *'Mae darparwyr lleol yn deall anghenion lleol,'* said one tutor-organiser. Another fear raised was that any main provider would have to assess the quality of provision of all sub-providers in order to make decisions on funding and the location of teaching provision, and this could cause considerable difficulties. Other respondents raised the danger of excessive bureaucracy. They said that the sub-contracting necessary in such an arrangement would produce an extra layer of bureaucracy which would claim another top-slice of the funding.

However, other respondents did favour the idea of main providers. One HE tutor-organiser said that it would facilitate more effective planning and would eliminate competition for learners between providers. One FE college lecturer felt that the consortia would never be able to rationalise provision by themselves because they were comprised of providers with a vested interest in enhancing their own roles, and that therefore there was a need to examine how partnership working could develop with a lead provider in each area responsible for strategic development. Officers of one national body also supported the concept of 7-8 main providers to allocate funding and plan ahead, possibly to replace the consortia which they felt had on the whole failed to rationalise provision. The lead provider model would also mean that no institution need lose its Welsh for Adults provision as in the one area-one provider option. The problem of losing development money to excessive top-slicing by the main providers, they thought, could be solved by imposing a national top-slicing rate on all main providers.

### **3.6 Welsh for Adults and the CCETs**

The majority opinion was that the CCETs had played only a very limited role in the development of Welsh for Adults, and in some areas none at all. Most consortia had a representative on the local CCET, and some CCETs were represented on Welsh for Adults consortia, although such representation could be fortuitous, such as the consortium officer who attended the CCET only because he was also a local councillor. In a part of one large consortium every provider had representation on the CCET. One consortium reported no

contact with the local CCETS at all. Some CCET's had a bilingualism sub-committee, and the consortium was invariably represented there.

Despite the representational links, most respondents expressed disappointment with the record of the CCETs. *'Maen nhw'n aneffeithiol. Maen nhw'n trafod, ond does dim byd yn digwydd. Does 'da nhw ddim cyllid a dim awdurdod i orfodi pethau,'* was one criticism from a consortium officer. (They are ineffective. They talk, but nothing happens. They have no funding and no authority to dictate things.) Some people thought that the liaison with the CCET had deteriorated over the years. *'Roedden ni'n arfer cael adroddiad nôl i'r consortiwm o'r CCET, ond nid nawr,'* observed one FE tutor-organiser. (We used to get a report back to the consortium from the CCET, but no longer.) One national officer compared the CCETs to the consortia and pointed to similar weaknesses, such as responsibility to organise without the power or resources to enforce changes.

Evidence of CCET activity relating to Welsh for Adults was scarce, but comments were made in two consortia that employer organisations on their CCETS had picked up the idea of providing Welsh classes in the workplace and some development had ensued from this.

A minority of respondents felt that the CCET networks did offer some potential but regretted that they were under-used. *'Mae angen cydnabod rôl y CCETs a chydweithio mwy gyda nhw,'* was one comment. (We ought to recognise the role of the CCETs and cooperate more with them.)

### **Key Findings**

All managers, tutor-organisers and consortia officers, but not all course tutors, were aware of the consortium-based structure of Welsh for Adults and understood their original purpose of promoting cooperation and forward planning between providers.

Opinion on the effectiveness of the consortia was mixed and their performance had varied considerably.

At their most effective the consortia had disseminated information and good practice, organised tutor recruitment and training, avoided duplication of courses and planned the establishment of new provision.

The downside of the consortia was that most had been unable to prevent competition between providers and duplication of courses, had been too inflexible to permit providers to expand provision, and had often failed to prevent wastage of resources.

The crucial weakness of the current structure was the inherent tension between a funding system which encouraged competition for learners between providers and the role of consortia which had responsibility for rationalisation without the power or resources to enforce it.

As regards the future structure of Welsh for Adults, a minority wished to maintain the status quo, with opinion otherwise divided between a) giving the consortia the role of allocating funding and provision to providers, and b) a principle of one area/one provider.

There was strong support for the concept of a national Welsh for Adults central body or forum to coordinate developments across Wales.

The idea of language centres for teaching and holding social activities to promote learners' integration into the Welsh-speaking community had wide support, although the need to maintain teaching centres in the community was also emphasised.

The concept of lead providers within regional learning networks had some support, but was generally thought to be less appropriate for Welsh for Adults as it was feared that it might lead to first- and second-class providers, loss of good will, and possibly an extra tier of administration to claim top-slicing and overheads. The ELWa regions were judged too large for effective organisation of Welsh for Adults provision.

The CCETs were widely felt to have contributed very little to the development of Welsh for Adults and to lack the authority and resources to overcome competition between training providers.



## **4. FUNDING ISSUES**

### **4.1 Research into Funding**

A sample of 15 providers were contacted to take part in research interviews focusing on funding issues of the Welsh for Adults programme. It proved impossible to arrange interviews within the timescale in three institutions, and another was only able to provide partial information, but five HE and six other providers were visited in this round of the evaluation. Each provider was asked to complete a detailed questionnaire on their income and spending on the Welsh for Adults provision and was then visited by an NFER researcher who talked through the questionnaire with finance or managerial staff of the college, usually in the company of a Welsh for Adults tutor-organiser or lecturer.

The main aim of this part of the research was to ascertain the actual cost of delivering the programme and to balance this cost against the income received from the National Council – ELWa. In the HE institutions which also taught Welsh *Gloywi* or *Graenus* courses with funding from HEFCW, attempts were made to draw comparisons between the levels of funding through National Council-ELWa and HEFCW.

### **4.2 Spending on Welsh for Adults**

The providers were asked to itemize their spending on the programme under headings which included salaries and fees of teaching staff, salaries of support staff, staff expenses, other administrative costs, staff training and recruitment, examination fees, marketing, cost of facilities and premises, extra-curricular activities, overheads and any other relevant items.

Many providers said that it was impossible to provide an accurate figure for some of these items because costs incurred through Welsh for Adults could not be separated from costs involved in other provision or administration. As regards support staff, some institutions employed a dedicated administrator on the Welsh for Adults programme and were able to record their salary. Others shared a support person between Welsh and other areas and could only give a rough estimate of percentage time spent on Welsh for Adults. Photocopying costs in some colleges were recorded by department or faculty and could not be isolated for Welsh. Some categories were left blank because providers were unable to offer an estimate although they said that some costs were indeed incurred under that item. Overheads were calculated or estimated by various means or formulas. In some cases there were discrepancies between the figure offered as the overall spending on Welsh for Adults and the total of individual cost items.

Because of these difficulties in obtaining reliable data on spending by providers, the figures mentioned in this chapter must be regarded as good estimates rather than accurate figures and should therefore be treated with caution.

### 4.3 Income and Total Spending

The following table indicates the difference between income and spending on Welsh for Adults in the sample of providers.

**Table 7: Welsh for Adults Income and Spending 2002-3**

<b>Institutions</b>	<b>Total Institutional Income</b>	<b>WfA Course Fees</b>	<b>Declared WfA Income from NC-ELWa</b>	<b>Total Spending on WfA as declared by Provider</b>
Provider A (HE)	£75m	£9k	£116k	£216k
Provider B (HE)	£97m	£43k	£305k (inc.Growth)	£510k
Provider C (HE)	£168m	£160k	£283k	£718k
Provider D (HE)	£70m	£56k	£413k	£519k
Provider E (HE)	£1.6m (department)	£40k	£416k	£770k
Provider F (FE)	£21m	£8k	£83k	£128k
Provider G (FE)	£10m	£1.7k	£22k (+ £9k Objective 1)	£24k (without overheads)
Provider H (FE)	£20m	£9.6k	£28k	£57k
Provider I (FE)	£14m	£8k	£110k (Inc. £20.4k from LEAs and external clients)	£116k
Provider J (Franchise)	N/A	£40k	£245k	£223k
Provider K (Franchise)	N/K	None (policy)	£137k	£121k (Excluding facilities, premises and overheads not claimed for by LEA)

*n* = 11

Source: Welsh for Adults provider sample, NFER, 2003.



In most cases, providers' spending on Welsh for Adults was significantly higher than the funding they received from National Council – ELWa, although learners' course fees provided useful additional money in some cases. One FE college without a deficit on Welsh for Adults was helped by some £20,000 of support from local LEAs and fees from external clients. Provider J, which was in surplus, was a private provider and therefore atypical. Provider K, an LEA, had a franchise agreement with the provider funded by ELWa and did not include any support provided by the LEA facilities which represented a considerable subsidy.

The general shortfall in funding appeared to be far greater in the HE institutions than in the FE sector. Factors contributing to this were that HE taught more higher level provision where teaching groups were smaller, the higher salaries and tutor fees usually paid by universities, and higher levels of overheads taken by HE institutions. The common feature of provision in both sectors was that Welsh for Adults needed to be subsidised from other sources of institutional income.

#### **4.4 Implications of the Present Funding System**

During the funding research, and during the general interviews conducted with providers during the summer of 2003, provider staff raised a number of points related to funding.

##### *The annual funding model*

It was said that the annual model of basing funding on the figures of the previous year made longer-term planning very difficult and hindered development. A rolling model based on three- or four-year cycles would make advance planning easier. The current model was also felt to hamper development in that expanding the number of classes was a gamble which could not be recompensed until the following year. '*Os ydyn ni'n pasio ein targedau dydyn ni ddim yn cael mwy o arian*', said one HE tutor-organiser. '*Ond os nad ydyn ni'n cyrraedd y targedau rydyn ni'n cael ein cosbi trwy orfod ad-dalu i ELWa.*' (If we pass our targets we don't get more money. But if we don't achieve the targets we are punished by having to pay back to ELWa.)

##### *Subsidising provision*

As noted in 4.3 above, the great majority of providers had to subsidise their Welsh for Adults provision from other sources, some of them quite substantially, because their income for the area was inadequate. One tutor-manager commented that other teaching areas in the college could suffer because of this. Most FE respondents referred to the good will and general support for Welsh for Adults in their institution as an important factor in maintaining their provision.

### *The FE quantum*

It was argued by some FE providers that the basic FE quantum was too low across the FE sector compared with post-16 learners in schools and FE funding in England and that Welsh for Adults suffered as a consequence. One provider emphasised that they received £1,500 less than a school for a typical A level student, and added that the sector in England received approximately 20 per cent additional funding for comparable provision. An administrator felt that short courses in Wales fared particularly badly compared with the methodology in England which included a banding method. *'In an area like Welsh for Adults the adoption of the English model could mean as much as 100% more funding,'* she explained.

A number of respondents identified one problem for Welsh for Adults as being the relatively small size of teaching groups. Small groups were necessary to ensure that the learners had sufficient individual oral contact time with the language, but the small numbers did not attract enough funding to make such groups economically viable without a subsidy from the income of larger teaching groups.

### *Growth money*

The lack of Growth money during recent years was widely criticised and was described as a serious factor in restricting expansion. Although Growth had been made available by ELWa for 2003-4, only one institution of the 12 visited for funding research made reference to receiving it, and others seemed unaware of its availability.

### *The Welsh for Adults weighting*

The current level of funding, both of a learning unit and the 1.25 weighting for Welsh for Adults, was overwhelmingly judged to be insufficient. In the Welsh for Adults programme area, a weighting of 1.0 implied a teaching group of 19/20 learners, while a weighting of 1.25 implied a group of 15/16. But most Welsh teaching groups were around 9-10 students, which would require a weighting of 2.0. It was said that viable group sizes, even of 10 learners, were difficult to maintain as students moved on through the levels and groups became smaller. An estimate given by one FE provider was that app. £360 per learner per year was needed to generate a class of 10 learners. Currently the college was receiving about £185 from ELWa plus fees from learners. A class of 10 generally implied a shortfall of about £120. It was suggested that a weighting of 1.25 for delivery and an additional .25 for development and consortium contributions could be adequate, on condition that there was also a general increase in the value of a learning unit across the board.

One tutor-manager argued for a doubling of the weighting to 2.5, but also for a doubling of the teaching units allocated to each institution.

Some providers emphasised the higher costs of maintaining provision in rural areas with a sparse population which meant smaller teaching groups, higher travel expenses and the cost of hiring teaching centres in scattered communities. One administrator wrote *'The current level of funding does not*

*allow for the development or professionalisation of the Welsh for Adults programme. The demands of running the programme across a widely dispersed rural area ... make it very difficult to run the programme within the limits of the given funding ..'*

Some comparisons with ESOL provision were also made. One college stated that on the basis of the 1.25 weighting the number of learners in a Welsh for Adults group was set at about 16, whereas the ESOL weighting of 1.5 permitted groups of 10. An administrator thought that one problem in retention was the large size of teaching groups which discouraged some learners.

No respondent believed that the current 1.25 weighting was adequate, and the majority of respondents in the HE and FE sectors offered specific reasons why the weighting should be increased.

Two underlying principles were described by a number of respondents as justification for raising the subject weighting. Firstly, it was said that Welsh for Adults should have a particular status in the FE sector in view of the position of Welsh as a national language. The view was also expressed that Welsh for Adults should be accorded that status independent of the FE sector because no other subject had been defined uniquely by the Welsh Assembly Government as *'an essential .. component in the history, culture and social fabric of our nation.'* One tutor- manager believed that the main thrust of Welsh for Adults should not be to provide courses leading to qualifications, as in other subject areas, but *'gwyrdroi'r shifft ieithyddol yng Nghymru,'* (to reverse the language shift in Wales) for which the weighting was *'cwbl annigonol'* (completely inadequate).

Secondly, it was strongly argued that Welsh for Adults should have an equal weighting with ESOL, currently 1.5, since Welsh now enjoyed legal parity with English and the weighting of the two languages should embody this equality.

Many practical examples were cited of how inadequate weighting was hampering the development of the area. These included:

- ◆ present funding did not allow the professionalisation of teaching Welsh to Adults;
- ◆ far more full-time and part-time tutors on permanent contracts were needed to ensure a stable teaching force – retention was difficult when so many tutors worked on an occasional basis and the best tutors were often lost to other full-time employment;
- ◆ tutors needed more non-contact time to prepare materials, mentor learners and conduct personal research – not possible when tutors were part-time or occasional;
- ◆ providers needed a reserve fund to promote development and research – *'Mae'r 1.25 yn caniatáu darparu yn unig – does dim byd sbâr ar gyfer*

*datblygu*,’ said an HE tutor-organiser (The 1.25 only goes on provision – there is nothing spare for development). In this institution tutors were said to pay for professional development from their own pockets;

- ♦ providers needed more resources and staff time to produce bespoke teaching materials for courses in the workplace, which required additional input and investment;
- ♦ the proposed qualification for tutors might have only a limited take-up if those tutors could not be guaranteed a more permanent career in Welsh for Adults;
- ♦ several tutor-organisers and managers felt that the current weighting imposed restrictions which affected the quality of their provision, such as class size, too many occasional tutors and too little preparation time;
- ♦ without an increased weighting, providers would be compelled to raise fees in order to meet some of the above challenges, and this could deter many prospective learners from joining classes.

One HE institution calculated that a weighting of **1.86** would be required to cover its actual costs of delivering Welsh for Adults.

## 4.5 Other Income Sources

### *Course fees*

Course fees paid by learners varied considerably across providers from nil to £200. No common policy could be identified and there were significant inconsistencies in neighbouring counties. For some providers fees were a useful extra source of income to maintain provision, while for other providers they were less substantial. This was often the result of local policies to reduce fees in areas of social deprivation or for some categories of learner. Objective 1 or New Learning Network funds had been accessed in a few areas in order to subsidise course fees. Workplace courses were subsidised by employers to varying degrees. Two providers intended to abolish fees for Welsh for Adults entirely for the 2003-4 session as part of college policy to promote the language. *‘Fasai hi ddim yn iawn ystyried ffioedd fel rhan bwysig o gyllid Cymraeg i Oedolion. Dim ond math o fonws ddylen nhw fod,’* commented one finance officer. (It would not be proper to consider fees as an important component of Welsh for Adults funding. They should only be a kind of bonus.) Another administrator emphasised that the core funding was the crucial element. Without access to Objective 1 money, Welsh for Adults would have a sizable deficit in his college. An HE institution also said that they were actively seeking funding from other sources to maintain their Welsh for Adults provision.

A number of providers noted that they received some income towards their Welsh for Adults provision during 2002-3 from sources other than National Council – ELWa. These sources varied considerably but the amounts were as a rule small.

Some colleges had received funding intended to alleviate social deprivation, such as Objective 1 and the New Learning Network, and this money was normally used to reduce or abolish course fees and thereby broaden access to courses. Some had received money for specific purposes, such as a grant of £2,500 from a local council used to buy a colour printer, a grant of £35,000 from ELW<sub>a</sub> through the Welsh Language Board for two institutions to develop jointly a tutor training package, £500 from Lloyds TSB to sponsor materials, a project grant of £570 for a computer, and a personal donation of £56.

## 4.6 Comparison of Funding through NC-ELW<sub>a</sub> and HEFCW

Five of the HE institutions included in the funding research sample offered Welsh courses funded through HEFCW in addition to NC-ELW<sub>a</sub>. Another institution was planning to include higher level Welsh courses within a new HE certificate in Modern and Professional Welsh in order to qualify for HEFCW funding which they felt was necessary in order to continue to maintain their general Welsh for Adults provision. The research attempted to ascertain the difference between the levels of these two funding sources.

It was said that exact comparisons were not possible because of the different nature and criteria of the two systems. For instance, student enrolments were an important factor in the NC-ELW<sub>a</sub> formula with only a 10 per cent factor for attainment whereas the HE formula was based entirely on completion of credits. Differences in size of teaching group would also affect funding. *'You're trying to compare apples and pears,'* remarked a finance officer in one institution.

However, one institution provided a hypothetical comparison of the two systems:

### NC-ELW<sub>a</sub>

Funding for one Welsh for Adults student for 10 hours: £15.63

### HEFCW

Funding for one *Gloywi* student for 10 hours: £76.65

Two university colleges produced figures for hypothetical groups of 10 students following Welsh for Adults and ab initio language courses in Spanish or Italian.

### University 1

#### NC-ELW<sub>a</sub>

Funding for 10 Welsh for Adults students for 40 hours:  
(average) £2,055

**HEFCW**

Funding for 10 ab initio students for 40 hours: £4,380

**University 2****NC-ELWA**

Funding for 10 Welsh for Adults students for 50 hours: £1,500

**HEFCW**

Funding for 10 ab initio students for 50 hours: £5,080

University 2 said that their tutors on HEFCW funded courses were paid £30 per hour, and Welsh for Adults tutors only £17 per hour, although the work of both categories of tutor was expected to be of compatible quality.

**Key Findings**

Accurate analysis of the real cost of Welsh for Adults provision proved difficult as providers were unable to isolate many cost items linked to the programme from the costs of delivering their broader provision.

In many providers considerable sums were claimed from National Council – ELWa funding through institutional top-slicing or overheads. These were notably more significant in HE institutions and where franchise arrangements were in operation.

The annual model of allocating funding to providers made forward planning difficult and often created insecurity amongst tutors and organisers. A rolling three-to-five year model would ensure greater continuity and help planning.

The funding per learning unit in FE generally was felt to be unfairly low in comparison with schools, HE and the FE system in England.

The overwhelming majority of respondents thought that the 1.25 subject weighting for Welsh for Adults was inadequate to ensure aspects which would improve the quality of the programme, such as time for preparation, planning, research, workplace provision, developing new courses and materials and maintaining small teaching groups.

The general feeling was also that the weighting for Welsh for Adults should be at least equal with ESOL to reflect the legal parity of Welsh and English and the status of Welsh as a national language which the Welsh Assembly Government regarded as crucial to the heritage of Wales.

HE institutions which received funding for Welsh teaching through both National Council – ELWa and HEFCW reported that the level of NC-ELWa funding was significantly lower although the standard of teaching was expected to be compatible in both streams. HEFCW funding was often used to subsidise Welsh for Adults provision.

## 5. ENGAGING LEARNERS

### 5.1 Recruitment of Learners

Information on the methods used to recruit Welsh for Adults learners was obtained from interviews with managers and coordinators, tutors and learners themselves.

Most providers used a variety of methods to market and advertise their Welsh for Adults provision. Courses were advertised or described in a range of literature which included:

- ◆ prospectuses of FE colleges and continuing adult education departments;
- ◆ adult learning newspapers and newsletters;
- ◆ advertisements for specific courses in local newspapers;
- ◆ articles in local newspapers;
- ◆ leaflets and other materials placed in schools, surgeries and community education centres.

A number of other imaginative methods were also described, which included advertising on the side of buses, advertisements or interviews about classes on local radio, and big-screen advertisements in cinemas. The web was a useful source of information for some learners. Some colleges stressed the value of arranging taster sessions at college open days or in the community. Learners who had progressed beyond their first-year course had usually been informed about their present provision through their tutors on the previous year's class or through literature they had received from their college.

Some colleges and departments organised a roadshow or advertising stand which they would take to taster days or community events and which would include reference to their Welsh for Adults provision. National campaigns were referred to by a few respondents, and tutors claimed that the 'Welsh in a Week' programmes had inspired some people to join courses.

Many tutors and learners felt that the most effective method of marketing was word-of-mouth, particularly from friends or relations who had already attended classes. Such personal recommendation carried weight for most learners. Some providers also tried to ensure that tutors of their more advanced courses visited first- and second-year classes to urge learners there to progress to a further course. '*Mae gweld wyneb yn help garw i berswadio pobol,*' said one tutor. (Seeing a face is a big help in persuading people.) Two providers felt that advertising in the local press was the most successful recruiting method.

Learners' reasons for joining classes varied widely, but could be grouped into several common categories.

#### *Personal contact*

These were learners whose families had one or more Welsh-speaking members, such as children attending Welsh-medium schools or a partner, or who had contact with Welsh-speaking friends. Wanting to help children with schoolwork was a frequent motivation.

#### *Social integration*

These were mainly learners who had moved to live in areas where Welsh was used as a community language and who wanted to understand or communicate in the language in shops, with neighbours, or in other social situations.

#### *Personal reasons*

These involved factors such as an interest in languages or in the meanings of local place names, a romantic attraction '*to a beautiful and exciting language*', as one learner said, just something different to study, or a chance to socialise with other people in the evenings.

#### *Vocational need*

Many were learning because they felt a knowledge of Welsh would be useful in their work, either with colleagues or clients. A number of these learners were following classes in the workplace arranged through the employer. Some were learning at the instigation of their employers, often because their job description required them to do so. However, one group of learners said that they had joined the class because it was a condition of their employment, although they were never actually required to use the language in their work. One manager told of the new owner of a meat wholesale business who decided to learn to help his dealings with farmers in Ceredigion. An Argentinian was learning in order to be able to teach Welsh on returning to Patagonia.

Respondents mentioned a number of factors which affected the recruitment process in some way. In some areas recruitment took place only in September for courses which began at that time. Prospective learners who missed that start date would often have to wait a full year for the next beginners' class. '*Mae angen sicrhau bod dosbarthiadau'n dechrau fwy nag unwaith yn ystod y flwyddyn,*' commented one tutor-organiser. (We need to ensure that classes begin at more than one point during the year.)

Personal contact between tutor and learner was thought to be particularly important in encouraging learners to progress to higher courses, especially in a different institution. '*Mae eisau mwy o gyswllt wyneb-yn-wyneb â'r dysgwyr ar gyrsiau darnynnol i'w denu yma,*' said a tutor at an HE department. (You need more face-to-face contact with the learners on once-a-week courses to bring them here.) One view was that recruitment should occur on a consortium basis whereby learners could be directed to the appropriate course at different providers.



Recruitment to classes in the workplace was not always straightforward. Some employers were said to be willing for numbers of their staff to begin courses but would then put pressure on them to leave in response to demands of work. One provider which organised many workplace courses argued for a contract between employer and employee which would guarantee the employee's attendance at a certain number of classes.

*'Dyw'r drefn hysbysebu ddim yn systematig iawn,'* stated one tutor-organiser. *'Mae pobol yn dal i glywed am ein cyrsiau trwy hap a damwain.'* (The advertising procedures are not systematic. People still hear about our courses by accident.)

Some tutor/organisers said that they did not always have control over the content of the marketing brochures of their institutions, and one complained specifically about errors in the descriptions of the Welsh for Adults courses contained there.

## 5.2 Retention of Learners

The retention of learners on courses was felt to be rather a different challenge to their initial recruitment. The majority of providers thought that their retention rates were satisfactory. Where learners left courses, external reasons beyond the control of the provider were said to be the usual cause, such as health problems, family difficulties or demands of work. Learners rarely left because of a lack of quality in the provision or the inadequacy of the class tutor. This view was supported by the coordinator at one FE college who said *'Rydyn ni'n cysylltu â phob dysgwr sy'n cefnu ar un o'n cyrsiau ni i holi am y rhesymau dros adael. Eu problemau personol nhw yw'r rheswm ryw wyth gwaith mas o ddeg.'* (We contact every learner who leaves one of our courses to ask about their reasons for going. Their personal problems are the reason in eight cases out of ten.)

Staff at some institutions saw a link between retention and progression. *'Mae rhai'n gadael oherwydd does dim digon o bwyslais ar symud ymlaen i ddosbarth uwch. Mae rhaid i ni wella dilyniant.'* (Some leave because there's not enough emphasis on moving on to a higher course. We have to improve progression.) However, a number of coordinators and tutors also referred to the loss of learners from the system where no higher course was available for them. This usually occurred when the number of learners was insufficient to justify a class according to the provider's regulations.

Some tutor-organisers also said that retention could be negative where classes held on to their learners too long instead of ensuring that they progressed appropriately to higher provision.

### 5.3 Widening Participation

Providers, national bodies and learners were asked how they thought participation in Welsh for Adults provision could be widened. The main target groups mentioned by them where expansion should be sought were the workplace, parents of pupils in Welsh-medium schools, and newcomers to Welsh-speaking areas.

#### *Workplace*

Many providers had experience of offering provision for the workplace. *'Rydyn ni wedi penodi swyddog datblygu i'r gweithle ers pum mlynedd, ac mae hynny'n dwyn ffrwyth,'* remarked one tutor-organiser. (We appointed a development officer for the workplace five years ago, and it's bearing fruit.)

However, providers described mixed experiences of organising classes for the workplace. Problems of attendance are described above in 5.2. Workplace courses were said to require considerable input from the provider as regards research into the nature of employer's work and writing specific teaching materials. It was often found that the linguistic requirements of workplace learners were quite disparate although they were employed at the same company. For example, one tutor/organiser spoke of preparing a course for post office staff which contained telephone operators, counter staff, office staff, middle and senior managers. *'Roedd anghenion y mathau yma o weithwyr yn wahanol iawn, ond doedd gyda ni ddim adnoddau ond i baratoi defnyddiau cyffredinol.'* stated the respondent. (The needs of these categories of worker were very different, but we only had resources to produce generic materials.)

It was said that classes held outside the actual workplace were more successful because learners could be frequently called away from classes held on the premises to deal with work demands. Learners often performed better away from their work environment, but employers were not always willing for workplace learning to take place on other sites.

#### *Parents*

A number of providers had targeted parents of schoolchildren by distributing marketing leaflets for courses in the schools, and this approach was thought to be generally successful. Daytime provision was often most convenient for these parents while the children were in school care. The schools would often emphasise the educational benefits of the parents learning some Welsh to help the pupils with reading and other schoolwork.

In the case of pre-school children, childcare was frequently a difficulty. Cooperation with groups such as Twf was a method of overcoming this. *'Rydyn ni wedi cydweithio efo Twf i drefnu dosbarthiadau i gyd-fynd â grwpiau mam-a-phlentyn neu gylchoedd Meithrin. Mae'r mamau'n cael eu dysgu tra mae'r plant yng ngofal y grwp,'* explained one provider manager. (We have worked with Twf to organise classes at the same time as mother and

toddler or nursery groups. The mothers are taught while the children are in the group care.)

#### *Newcomers*

Most providers had experience of teaching learners newly arrived from England and elsewhere. This was felt to be a crucial audience for the future of Welsh in certain areas, but many respondents said that expanding provision for them had its difficulties. The majority of newcomers lived in rural areas where classes were often small and difficult to maintain because of the minimum class numbers required by the provider. The actual teaching was often made harder by newcomers' pronunciation difficulties which Welsh-born learners did not have and the lack of any Welsh cultural or historical background.

## **5.4 Barriers to Participation**

All providers believed that a variety of factors acted as barriers to participation in Welsh for Adults provision, both in new target groups and more traditional sectors. These factors, and possible ways of overcoming them, were named as:

#### *Family responsibilities*

Provision of childcare facilities by the college or other group had alleviated the difficulty in some cases where learners had responsibility for children. However, opening a crèche was not a simple matter. *'Rhaid ichi ystyried pethau fel amddiffyn plant, yswiriant a rheolau iechyd a diogelwch. Mae'n gymhleth!'* was one coordinator's comment. (You have to consider things like child protection, insurance and health and safety rules. It's complicated!)

#### *Demands of work*

Flexible timing of classes, such as during the morning or lunch hour, had improved learner access to some classes.

#### *Distance*

The location of classes in the community close to residential areas was judged to be essential in many cases, particularly in rural districts and in socially deprived localities.

#### *Transport*

Outreach classes in the community were one proposed solution to problems of inadequate public transport.

#### *Cost of transport*

Providers were occasionally able to make grants to learners where cost of travel might be a barrier, but this was not usually possible.

#### *Ignorance of provision*

Several coordinators and tutors believed that many potential learners were simply unaware of the existence of Welsh classes in the community. There

was said to be a close link between effective marketing and the widening of participation. However, one HE tutor-organiser stated *'Os bydd rhywun gwir eisiau dysgu, â'n nhw ati i chwilio a dod o hyd i'r dosbarth.'* (If someone really wants to learn they'll go looking and they'll find a class.)

The majority of respondents emphasised the need for national recruitment campaigns centred on advertising on the main English language TV channels.

#### *Course fees*

Course fees were found to vary hugely across Wales, and were said by some learners and tutors to have deterred some people from joining classes. One learner on a second year intensive course said *'Talais i £200 y llynedd, ond eleni mae'r pris wedi codi i £270. Rydw i wedi meddwl yn galed iawn cyn talu'r arian!'* (I paid £200 last year, but this year the cost has risen to £270. I thought very hard before paying!) The great majority of providers offered concessions of some kind for the unwaged or people receiving a pension, or reduced course fees in deprived areas. These measures had undoubtedly helped the participation of considerable numbers of learners.

In certain areas, participation was free of charge. This was usually made possible through access to social funding of some kind. Objective 1 money had been used in some cases. In the catchment area of one FE college the anomaly was observed that learners up to the age of 60 could attend Welsh for Adults courses without charge, while the over-60s had to pay, because of the regulations linked to Objective 1 funding.

However, tutors and organisers did not always think that payment of course fees was a disadvantage. *'Dwi'n meddwl bod dysgwyr yn gwerthfawrogi'r ddarpariaeth yn well os oes rhaid iddyn nhw dalu rhywfaint. Mae'n ymrwymiad ar eu rhan nhw, ac mae'n help i'w cadw nhw ar y cwrs,'* commented one tutor. (I think that learners appreciate the provision more if they have to pay something. It's a commitment on their part, and it helps retain them on the course.)

#### *Cost of course books*

Learners were usually expected to pay for their own course books. Again, several tutors believed that this strengthened their commitment to the course, but others thought that it deterred some people from joining.

#### *Lack of confidence to learn*

Staff of most providers referred to many people's lack of confidence in their ability to learn, and their antipathy towards any establishment of learning. *'Yn aml iawn mae hyn yn dod o brofiad anffodus pobol yn yr ysgol,'* explained one tutor-manager. *'Dydw'n nhw ddim am fynd yn agos i unrhyw goleg neu ysgol eto.'* (This often stems from their unfortunate experiences in school. They don't want to go near any college or school again.) This attitude was said to be quite widespread. An officer of one regional body suggested that far more informal provision was necessary to overcome such attitudes. *'Dylen ni drefnu dosbarthiadau anffurfiol yn y dafarn, yn nhai pobol a'r clwb*

*chwaraeon ble fydd y dysgwyr ddim yn meddwl eu bod nhw nôl yn yr ysgol.* (We should organise informal classes in the pub, in people's homes and the sports club where learners won't think that they are back in school.)

From the providers' perspective, the three main factors restricting their capacity to expand provision were a shortage of tutors, institutional regulations on minimum class size, and inadequate funding.

#### *Shortage of tutors*

The situation regarding the availability of qualified tutors was mixed. Providers in some areas reported that there was an adequate supply of teaching staff, particularly around the capital, but other areas were concerned at tutor shortages. Consortia and individual providers regularly organised training courses for new tutors. Many managers felt that the real problem was the retention of serving tutors. One HE tutor/organiser remarked '*Mae'n anodd iawn cadw gafael ar ein tiwtoriaid rhan-amser oherwydd maen nhw'n gadael i gymryd swyddi amser-llawn mewn meysydd eraill, fel dysgu.*' (It's very difficult to retain our part-time tutors because they leave to take full-time jobs in other fields, like teaching.) Several providers commented that they tended to lose their best tutors.

#### *Minimum class size*

One serious barrier to expansion, referred to by the majority of respondents, and particularly in the FE sector, was the minimum class size insisted on by colleges. The actual number varied across providers from 5-10, but a few respondents spoke of college plans to raise the minimum number, in one case to 12 learners per class. The outcome of these regulations was that classes in some parts of Wales had been set up but not allowed to begin, with no local alternative for the would-be learners. This was a noted problem in rural areas with small populations.

Rules on minimum class size were also said to hinder the progression of learners to higher levels. A course manager in one HE institution said '*Wrth i'r dygwyr symud ymlaen i gyrsiau uwch mae nifer y dysgwyr bob amser yn lleihau. Mae hyn yn golygu bod hi'n fwy anodd cynnal cyrsiau uwch neu gyrsiau meistrolï achos dyw nifer y dysgwyr ddim wastad yn cyrraedd y lleiafswm.*' (As learners move on to advanced courses the number of learners always gets less. This means that it's more difficult to hold higher courses because the number of learners doesn't always reach the minimum.) Learners would then be left with no appropriate higher course to attend.

#### *Funding of provision*

Inadequate funding was raised by most provider staff as a major factor in restricting the widening of provision. This is discussed in greater detail in Chapter 4, but respondents' comments centred on two issues. The first was that the funding system based the allocation of money for a particular year on the learner figures for the previous year. Therefore, if a provider plans to expand provision by 10 per cent this year, they cannot receive funding for that 10 per cent until next year. In effect, this means that the support for the 10 per

cent new provision must be found from other sources or these classes will not take place at all.

The second issue was that the level of ELWa funding per unit and the weighting for Welsh for Adults were inadequate to develop provision. *'Er mwyn ehangu mae angen mwy o diwtoriaid a mwy o ganolfannau. Dydi'r arian 'dan ni'n gael jyst ddim yn caniatáu inni dalu amdanyn nhw,'* stated an FE tutor/organiser. (In order to expand we need more tutors and more centres. The money we get just doesn't allow us to pay for them.) This is also discussed in greater depth in Chapter 4.

### **Key Findings**

Since its inception, the Welsh for Adults programme has steadily increased the numbers of people learning Welsh, although this is due in no small degree to the commitment, good will and readiness to travel the extra mile of practitioners and college administrators.

Most providers used a range of generally effective marketing methods, but did not always reach all their target groups. A national marketing strategy using the mass media was felt to be essential

The motivation of learners for joining classes was varied and included personal, family, socially integrative and vocational reasons for learning.

The retention of learners and their progression to more advanced courses could be improved. Personal reasons for leaving were often unavoidable, but progression often failed at breaks in the system, such as the cancelling of higher courses because of low student numbers, or the need to move to a new course with a different provider.

New and key audiences had been identified as being parents of schoolchildren learning Welsh, people in the workplace and newcomers to Wales. Some success had been registered in taking provision to these groups, but many practical challenges remained.

Barriers to potential learners participating in Welsh for Adults classes included lack of awareness of provision, distance and travel difficulties, course fees, family and work responsibilities, and lack of confidence to attend a college or formal learning centre.

Many respondents felt that greater provision of informal learning settings would attract more learners and help their use of Welsh in social situations.

In some areas a shortage of qualified tutors was hindering providers' capacity to broaden their provision.

There was a consensus that greater funding would help providers broaden their provision and improve its quality through a more professionalised tutor corps and better resources.





## 6. TEACHING AND LEARNING

The interviews with Welsh for Adults providers and learners examined the range of courses offered through the Welsh for Adults programme, the teaching and learning process, the adequacy of the time that learners spent studying to learn Welsh, and the extent of learners' use of Welsh outside the classroom.

### 6.1 Course Structure

#### 6.1.1 Learning Time

The amount of time which learners devoted to Welsh for Adults each week varied considerably. The normal pattern was one weekly two-hour session on once-a-week (*darnynnol*) courses offered in the FE sector and two weekly two-hour sessions on the Wlpan and higher intensive courses provided by the HE sector. A minority of HE institutions offered Wlpan provision for three sessions per week, as did one Pellach course, and one group of learners reported attending for five nights per week. All of them felt that this was a substantial commitment. The majority of learners said that they would not be able to commit more time to learning Welsh. Some tutors remarked that, in general, learners were able to give less time to learning now than was the case 10-20 years ago when most Wlpan courses required three or four nights' commitment per week. The learners on the suggestopaedia course visited studied for twelve hours each week at the start of the course but the time commitment was now reduced to three and a half hours each week. These learners believed that this system had given them the required initial grounding through initial intensive contact with the language.

Most tutors thought that two hours a week was insufficient although one colleague recognised that was all that some learners were able to commit. One said that four hours each week was enough for Wlpan courses otherwise the time commitment was too heavy. Another felt that six hours a week would be effective. Two tutors said that a long break, for example over the summer holidays, meant that some learners lost momentum.

#### 6.1.2 Achieving Fluency

Almost all tutors offered a different definition of fluency. Very few referred to fluency in terms of contact hours, although one tutor said that the idea that someone could become fluent after the official 600 hours of classroom learning for the Advanced Use of Welsh examination was flawed, and noted that 1750 hours were estimated to be required for fluency in English on ESOL provision, and 1500 hours for Basque. Another said that learners should become fluent after four or five years of the *Dosbarth Nos* course. '*O leiaf 300 awr,*' (At least 300 hours) was another estimate. Another respondent

merely remarked that there was a need for *'llawer iawn o amser'* (a great deal of time). Another FE tutor said that a fluent speaker would have gone through all the different course levels. The majority felt that the amount of time depended greatly on factors such as learner engagement with the course, the quality of the tutor and the aptitude of learners. The amount of contact time with the language outside class was also said to be crucial, but impossible to measure.

Many of the definitions of fluency centred on the ability to hold some kind of 'normal' communication with native speakers. The confidence to use the language was stressed by a number, whatever the learner's actual attainment. One tutor-organiser said that learners' attitude to speaking was more important than how much they had learnt. He explained that some learners in his institution were quite proficient and on Pellach courses, but were only there because of pressure from their employers and their willingness to use the language was limited.

*'Siarad mewn ffordd sy'n caniatáu i siaradwr brodorol gynnal sgwrs,'* (Speaking in a way which allows a native speaker to hold a conversation) was one suggested definition, and *'Rhywun rych chi'n gallu cynnal sgwrs gyda nhw yn naturiol heb orfod meddwl ble maen nhw wedi cyrraedd yn y llyfr,'* (Someone you can have a conversation with them without having to think how far they've got in the book) was another. Several tutors emphasised that the ability to understand normal spoken Welsh was an integral part of fluency.

### **6.1.3 Increasing contact hours**

Tutors and learners felt that there was no simple answer to the need for increasing learners' contact hours with the language. Under the present arrangements very few learners would be able to attend additional classes per week as the great majority were already making their full commitment. One option was said to be extending the length of courses by extra months each year or including an additional year or two in the process, although one tutor thought that *'Basai hynny'n gwneud yr amser dysgu'n ddiddiwedd, bron!'* (That would make the learning time almost endless!). This strategy would also demand supplementary funding.

Another option was the organisation of more weekend or summer courses. This already happened to some degree and such courses were judged to be quite effective. Expanding this approach could also have the advantage of providing more intensive or immersion conditions to help learning, but required additional commitment from learners and tutors. *'Dyw hi ddim yn deg gofyn i diwtoriaid rhan-amser na dysgwyr roi'r gorau i'w penwythnosau neu eu Sadyrnau nhw yn rhy aml,'* thought one FE tutor-organiser. (It isn't fair to expect part-time tutors or learners to give up too many weekends or Saturdays.) This strategy would also required additional funding, although require many tutors contributed to present extra-curricular provision such as *Sadyrnau Siarad* on a voluntary basis.

A further suggestion was that setting more homework or assignments would increase effective learning time, although comments were also made that it was difficult to get learners to complete homework. The availability of more self-teaching materials, particularly on-line, would facilitate private study.

An effective and necessary method was felt by many respondents to be participation in extra-curricular and social activities through the medium of Welsh, such as cultural trips, activity groups, quizzes, learners' nights and '*field trips to meet Welsh-speakers.*' Groups such as CYD had a crucial role to play in this area, although one tutor said that it was not easy to persuade Welsh-speakers to join in these activities to help learners integrate.

In the opinion of most respondents, the most effective option for increasing teaching contact hours would be the release of learners from their employment to attend intensive courses on a block model of several weeks or months at a time. Workplace learning was already taking place to a limited extent in many areas, but usually for only one or two teaching sessions per week. The adoption of the model on a wider scale would need significant money for employers to replace these staff temporarily, as well as for the payment of teaching staff and facilities. The great advantage of this strategy would be that learners would learn for intensive periods and at times of the day when they were fresh.

#### **6.1.4 Key Factors in Effective Learning**

Tutors were asked to list the key factors in the effective learning of Welsh. The answers included:

- ◆ an effective method (4)
- ◆ a good tutor (3)
- ◆ good teaching and learning materials (3)
- ◆ confidence (2)
- ◆ that learners enjoy the activities (1)
- ◆ a specific purpose to the learning (1)
- ◆ commitment on the part of the learner (1)
- ◆ support outside the class (1)
- ◆ revision (1)

One said that there was a need to address each learners' specific needs and that this meant that individual learning plans (ILPs) should be developed in order to make the learning more effective. The desirability of ILPs was also acknowledged by the workshop groups who argued that they needed to address two distinct issues – opportunities for learning and opportunities for using the language.

One tutor said that a commitment on the part of learners was essential and that disengagement had arisen where learners only attended because of pressure from their employers.

Learners were asked to identify what they considered were the key factors in enabling them to learn Welsh. The responses included:

- ◆ the need for contact with Welsh speakers outside the class (52)
- ◆ the tutor (41)
- ◆ determination and perseverance (41)
- ◆ positive attitudes on the part of Welsh speakers (16)
- ◆ the need for the tutor to be able to communicate effectively (15)
- ◆ the need for tutors to have time to speak individually to learners (11)
- ◆ smaller groups (11)
- ◆ good camaraderie in the classroom (9)
- ◆ keeping the same tutor (9)
- ◆ concentration (1)
- ◆ good speaking and listening skills (1)

### **6.1.5 Use of Welsh Outside the Classroom**

There was considerable agreement that the amount of contact which learners had with the language outside class was insufficient in the majority of cases. This was because of a range of factors, including attitudinal factors, (including learners' lack of confidence), the fact that Welsh was not used extensively in social contexts in parts of Wales, and because organised activities to enable learners to speak Welsh were not available in all areas.

The workshop groups felt strongly that the time spent in class was not in itself enough for learners to become fluent and that they needed opportunities to use the language in other contexts. Social integration was the crucial factor in influencing people's language behaviour. *'Y dysgwyr gorau yw'r rhai sy'n dod yn rhan o'u cymdeithas a dysgu siarad Cymraeg yr un fath â'r bobol o'u cwmpas,'* emphasised one experienced educator. (The best learners are those who become part of their society and learn to speak the same Welsh as the people around them). It was felt that organisations such as CYD and the Mentrau Iaith had a key role to play in this respect in organising activities and opportunities for learners to mix with native speakers, hear Welsh spoken around them, and use it themselves. However, it was recognised that, at present, far more such activities needed to be organised in some areas where Welsh-speakers were in a minority.

Many learners said that they wanted more opportunities to hear Welsh spoken and to speak Welsh with other learners. According to one of them *'Mae'n haws siarad gyda dysgwyr eraill'* (It is easier to speak with other learners)

because learners often lacked confidence to speak to first language Welsh speakers and because of the reluctance of many native speakers to speak Welsh to learners. One learner maintained that opportunities to use Welsh in informal social situations were very important as learners would not be so conscious of making mistakes in those circumstances.

Only a minority of learners reported that they went to CYD activities. Several said that they had been to *Sadyrnau Siarad* and other activities organised for learners such as short-term residential courses. However, ways in which they used the language outside class included:

- ◆ speaking to their children/grandchildren
- ◆ speaking to relatives
- ◆ reading the Welsh signs instead of English signs
- ◆ watching Welsh language programmes
- ◆ joining Welsh cultural organisations
- ◆ speaking to colleagues
- ◆ speaking to neighbours

The amount of Welsh spoken by the learners outside classrooms varied considerably and was influenced by geography. A large number of learners said that there were few opportunities to speak Welsh in the area in which they lived. Even so, this was not the case everywhere. In one class delivered in an urban location in South Wales, four learners said that they were able to use Welsh extensively. This suggests that personal and social networks are often key factors in enabling learners to use the language. The issue that Welsh speakers did not know whether someone else could speak Welsh was also noted. Although some people wore badges in the workplace to say that they were bilingual this was not the case everywhere. One learner suggested the usefulness of wearing badges proclaiming that they were learning Welsh in order to encourage people to speak Welsh to them.

### **6.1.6 Assignments**

Few tutors set formal assignments to be completed by learners in their own time. Some asked learners to complete tasks to ensure that they had opportunities for contact with the language outside class. The extent and nature of these assignments varied. Four tutors said that learners were encouraged to revise and to read Welsh in their own time. Other tutors asked learners to watch Welsh programmes and to attend events organised by CYD, *Merched y Wawr* and other organisations. However one tutor believed that it was important not to rely on learners' ability to complete work in their own time given that her experience indicated that few of them would do so. There was evidence that learners' willingness to carry out personal study increased as they progressed through the different stages of Welsh for Adults. For example, learners who were studying the *Cwrs Pellach* said that they completed some form of assignment in their own time every week, although

the amount of work they undertook varied. Some learners worked together on these assignments.

## 6.2 Teaching and Learning Materials

The research examined respondents' views on the variety and effectiveness of teaching and learning materials which are currently used in delivering Welsh for Adults, including the use of ICT, and asked how they could be improved. The extent to which institutions and individual tutors produce their own materials were also considered. The potential development of national Welsh for Adults teaching and learning materials was examined, including issues such as who should be responsible for undertaking that work, the amount of responsibility which should remain with local providers, and ways in which materials, including their development costs, could be funded.

### 6.2.1 Current Teaching and Learning Materials

The basic course book for once-a-week provision was *Dosbarth Nos*. The two versions for North and South Wales were both used by the tutors who were interviewed. Mixed views were obtained on the *Dosbarth Nos* materials. Many commended their quality; for example, one tutor said that the institution only provided a stock of *Dosbarth Nos* course books and no other materials. Some learners thought that *Dosbarth Nos* was on the whole very useful, but that there should be more comprehension exercises. Many tutors emphasised that *Dosbarth Nos* was an adequate basic resource, but that it needed to be used in conjunction with other materials. Tutors needed to adapt the material and develop their own learning resources in order to meet the needs of individual learners.

However, others were less satisfied with *Dosbarth Nos*. The cost of the materials was noted by participants at the workshop in North Wales and by two coordinators, one of whom compared them with the cheaper cost of ACEN materials. The content was also commented upon. Two tutors felt that the vocabulary was too limited and that by the time learners reached Book 3 there were not enough relevant subjects. They also felt that there was not enough variety of activities. One tutor said that it would be difficult for an inexperienced tutor to use *Dosbarth Nos* effectively. Other issues included the lack of an index and the way that the content was changed regularly. One tutor said that *Dosbarth Nos* tried to use methods which were appropriate for intensive courses in non-intensive ones. Many of those interviewed felt that there was not enough continuity between the different books. One FE tutor in the workshops stated that he had used *Teach Yourself Welsh* with his classes instead of *Dosbarth Nos*.

One group of four thought that it included too many photographs, progressed too slowly, provided little opportunity for revision and did not include exercises with answers. They felt that the audio tape was not of similar quality to the books. Others said that it could be structured more effectively. For example they pointed out that words were sometimes used before they had

been introduced in the vocabulary. Another group thought that there was a need for more 'self-help' sections which would enable learners to do individual work. One learner said that it would be helpful to have more English in the course book. General opinion was that the course was a useful resource in the hands of a class tutor, but that it was not suitable as a tool for self-learning.

In the intensive courses, the Wlpan materials were used which took learners through to the higher levels of proficiency. The basic Wlpan course was available in North and South Wales versions and was commended by most respondents. One tutor saw it as '*strwythuredig ac yn gyfeillgar*,' (Structured and user-friendly).

The suggestopaedia method was used in one of the classes visited. This method differs from traditional learning methods and emphasises the need for learners to relax. They are then given opportunities to listen to the language which protagonists of the method believe will lead people to absorb it into their consciousness. The tutor responsible felt strongly that the suggestopaedia method was more effective because it introduced more vocabulary and enabled learners to '*caffael iaith yn hytrach na'i dysgu*' (acquire a language rather than learn it).

There were differences in the extent to which learners had used materials other than *Dosbarth Nos*. Three groups of learners said that they had only used the *Dosbarth Nos* course book. Another group of 11 only used the *Cwrs Pellach* course book. However, others referred to tutors using other materials, including some which the tutors or their institutions had produced. These included:

- ◆ flash cards
- ◆ quizzes
- ◆ games
- ◆ aural comprehension tapes
- ◆ role-play
- ◆ toys
- ◆ worksheets
- ◆ use of dialogue
- ◆ video tapes.

Those who learned through the suggestopaedia method used activities such as:

- ◆ songs
- ◆ dancing
- ◆ action

- ◆ mime
- ◆ Tai Chi.

### **6.2.2 Extent of Materials Produced by Institutions**

A large amount of material was produced in-house by staff at the institutions themselves, often by individual tutors. However, the amount of support which was provided to enable staff to produce materials varied, as noted below. Staff at one major provider said that they had a resource creation group which searched the internet as a means of finding new material for activities. In other institutions tutors and coordinators had very limited support.

### **6.2.3 Use of ICT**

The use of ICT as a classroom learning tool was very limited. Four tutors said that they used ICT to create materials but did not use them in the class itself because the emphasis there was on oral work. Three tutors said that they regularly referred learners to websites which could be of use to them. In one FE college all Welsh for Adults learners were brought to the main campus once a year for IT staff to provide an induction into the potential for using IT in their personal study.

None of the learners interviewed said that they used ICT in the classroom. Only two had used a CD Rom in their own time. Around 20 learners, (mainly studying at the pellach level) had used the BBC and ACEN websites. Some had used *Clwb Malu Cachu*. Some also used Welsh in e-mail. One said that the different dialect used in some BBC and ICT programmes made them difficult to understand.

Although the use of ICT is limited at present, many of those involved with delivering Welsh for Adults recognised its potential as a means of enriching the learning process. A tutor at a major provider said that this was an area which they were hoping to develop but that there was a need to give providers the time and resources to do so. One of the coordinators advocated the introduction of a national computer-based course. Some workshop participants in North Wales wanted to develop a web library of teaching materials. One difficulty in expanding the use of IT in teaching Welsh for Adults was the limited IT literacy of many tutors, and more training would be required to support any initiative to increase IT use.

### **6.2.4 Adequacy of Current Resources**

In general, Welsh for Adults tutors were not wholly satisfied with the range of teaching and learning materials available for them. One coordinator said that the resources which were available for Welsh for Adults compared unfavourably with those which have been produced for other languages. It was felt that those should be examined as models of what could be developed for Welsh for Adults. Another coordinator said that there was a need for additional support materials which were professionally produced.



Several interviewees referred to the types of materials which they believed should be made available. One noted the need for more listening materials and a dictionary for learners. Another said that there was a need to produce more resources designed for specific contexts such as the workplace. One senior commentator maintained that new materials should be linked to television programmes and audio aids.

### 6.2.5 Current Commissioning Procedures

The National Council –ELWa has established a commissioning cycle which is responsible for identifying and commissioning the resources needed for the delivery of the Welsh for Adults programme. In 2003 these included:

- ◆ a project to increase the provision of Welsh for Adults for new learner audiences, including provision for parents, in the workplace and for people moving to live in Wales
- ◆ a project to develop Occupational Standards for Welsh for Adults tutors and managers which will form the basis of a qualification for Welsh for Adults tutors
- ◆ training for Welsh for Adults tutors
- ◆ an evaluation of the Welsh for Adults programme
- ◆ Welsh for Adults examinations
- ◆ course books for weekly courses
- ◆ on-line materials for learners
- ◆ supplementary on-line materials for tutors
- ◆ a BBC Wales *LearnWelsh* grammar book for learners in the first stages
- ◆ sponsorship of the National Eisteddfod's Welsh Learners Officer
- ◆ sponsorship of S4C's *Welsh in a Week* series.

Even so, many of the respondents were unaware that the commissioning procedures were in operation. They emphasised the need to plan ahead and to assess the requirement for new materials and to ensure that providers had a significant input into the commissioning of new resources.

There was a great deal of support for the establishment of a national body with responsibility for commissioning teaching and learning materials for Welsh for Adults. Although the National Council – ELWa currently had this role, many respondents felt that this should be a new, independent organisation with resources to function effectively and to commission materials of the highest quality. Practical issues relating to the commissioning of new materials were also raised. Several Welsh for Adults providers said that they had the expertise to develop effective materials, but complained that the current processes did not allow enough time for this to be done. According to one commentator: '*Yr hyn sy'n digwydd nawr yw bod yr amser ar gyfer popeth yn rhy dynn - disgwyl o hyd i bethau gael eu creu ar fyr rybudd ac ar frys,*' (What

happens at present is that the timescale for everything is too tight – things are expected to be created at short notice and in a hurry).

Issues were also raised relating to procurement regulations, such as the requirement for three quotations to be received before work could be commissioned. Several commentators felt that this was not appropriate when commissioning specialist materials such as those required to teach Welsh for Adults.

### **6.2.6 Developing National Materials**

The creation of a national pool of resources for Welsh for Adults was raised by a number of tutors and workshop participants. Most believed that this would help support a more effective and unified national Welsh for Adults programme. Four tutor-organisers spoke specifically of creating national resources. However, emphasis was also laid on the need to continue to produce local materials such as the Wlpn courses which took account of local factors such as dialect within a framework of national resources.

Opinion varied on the allocation of responsibility for the development of new materials. Some respondents had no firm views on the issue provided that what was produced was of a high quality. Other respondents suggested that the Welsh Language Board or the Welsh for Adults consortia should be responsible for this work. One interviewee felt that the WJEC should produce the materials which would be matched to the needs of its examinations. A number of tutor-organisers emphasised the long experience of staff at their institutions of developing resources. It was felt that all materials should be relevant to the needs of learner groups, even if all could not be specifically tailored. The tutor-organiser in one HE institution said that they were planning to develop ILPs with individual materials, subject to the availability of resources. Few respondents were aware of the commissioning procedures established by the National Council – ELWa and outlined in 6.2.6 below.

Representatives of HE institutions argued strongly that they should continue to develop their own materials and that they should be funded to do so. This was the view of six HE staff who emphasised that HE institutions should be able to use their expertise in this area and maintain a sense of ownership of resources. One of them said that they saw this as a key part of their work. Several institutions reported that their job descriptions included reference to the preparation of materials, while in others tutor-organisers felt it was implicit in the definition of the teaching duties. The preparation of materials was not generally recognised as a discrete element in tutor salaries, although some tutor-organisers said that their teaching timetable took time for preparation into consideration. Some institutions were unable to release staff from teaching duties to develop new materials because of the tight timescales and because tenders were issued when staff were already committed to teaching hours.

The majority of respondents saw a need to provide more funding for the development of materials at a local level. Two tutor-organisers felt that the

current system was too dependent on the goodwill of tutors who had to create materials in their own time. They said that this was particularly true where materials had to be adapted to meet the needs of individual learning contexts, such as the workplace. They believed that more should be done to enable tutors and coordinators to develop teaching and learning materials and to undertake research into this area. One coordinator felt that there was a need for a central fund to release staff to develop new materials.

## 6.3 Assessment and Qualifications

The research examined the range of qualifications which are currently offered for Welsh for Adults and the views of key stakeholders about the strengths and weaknesses of those qualifications. This included a consideration of HE qualifications, whether certain levels of learning should be assessed as FE or HE learning and the relative strengths and weaknesses of the OCN and WJEC assessments.

### 6.3.1 Range of Current Qualifications

Two main types of accredited assessment were available for adult learners of Welsh, and a third was also in use.

#### **WJEC examinations**

The WJEC has long offered examination qualifications at two levels, *Defnyddio'r Gymraeg* (Use of Welsh) at GCSE level, and *Defnyddio'r Gymraeg – Uwch* (Use of Welsh – Higher) at advanced level. In order to accredit learners' progress by more refined steps, the WJEC has been developing a suite of examinations based on *Defnyddio'r Gymraeg* which would fit with the European ALTE examination system for progress in second language learning. These examinations comprise:

- ◆ *Mynediad mewn Cymraeg Ail Iaith* (entry level)
- ◆ *Tystysgrif Sylfaen mewn Cymraeg Ail Iaith* (foundation level)
- ◆ *Tystysgrif Ganolradd mewn Cymraeg Ail Iaith* (intermediate level)
- ◆ *Tystysgrif Uwch mewn Cymraeg Ail Iaith* (advanced level)
- ◆ *Hyfedredd mewn Cymraeg Ail Iaith* (proficiency).

A total of 200 learning hours each is prescribed for the *Mynediad* and *Sylfaen* qualifications. These can be achieved through a combination of:

- ◆ formal class teaching, including one-day schools, weekend courses/extra courses and revision courses (120 hours)
- ◆ independent work to consolidate the work done in the language class (50 hours)
- ◆ attendance at opportunities to use the target language (20 hours)
- ◆ formal assessment (5 hours).

Taster and initial counselling sessions account for another five hours.

The same learning activities are required for the Intermediate Level although this requires a commitment of 220 learning hours, including 120 of class contact. The Higher Certificate requires a commitment of 400 learning hours over two years, including 240 hours of class teaching.

The examination regulations underline that *‘Careful counselling is needed at the outset (one to one) in order to explain the requirements of the qualification, the nature of the teaching, the intensity of the course etc. in order for the learner to make an informed choice of language course’*.

New examinations for the *Mynediad* and *Sylfaen* examinations were piloted during 2003.

The following tables indicate the number of entries and grades obtained for the WJEC examinations in recent years.

**Table 8: Candidates’ Grades in the *Defnyddio’r Gymraeg* (Use of Welsh) Examination**

	Total candidates	Grade A*	Grade A	Grade B	Grade C	Grade Ch	Grade D
1996	372	-	39	176	122	25	10
1997	402	3	95	183	100	20	1
1998	342	2	101	171	58	10	0
1999	343	7	146	185	77	14	5
2000	363	6	119	165	59	12	2
2001	362	7	116	164	63	12	0
2002	329	3	115	149	54	8	0
2003	340	7	127	147	42	11	6

**Table 9: Candidates’ Grades in the *Defnyddio’r Gymraeg – Uwch* (Use of Welsh – Advanced) Examination**

	Total candidates	Grade A	Grade B	Grade C	Grade D	Grade E	Grade U
1996	114	36	38	30	8	2	0
1997	95	39	40	11	4	1	0
1998	102	47	31	20	3	0	1
1999	99	35	32	25	6	1	0
2000	95	40	37	12	4	1	1
2001	110	46	48	11	4	1	0
2002	86	48	21	11	4	1	1
2003	86	42	35	6	2	1	0

The numbers of candidates have generally remained fairly stable, although a decrease can be observed in the numbers of entries for both examinations since 2001. It is too early to say whether this may be a clear trend.

The following tables show the results of the pilot of the *Mynediad* and *Sylfaen* examinations in 2003. These were largely welcomed by tutors who felt that they gave learners an early target to aim at where limited progress could be accredited, rather than the longer and possibly intimidating 2-4 year study period before entering for *Defnyddio'r Gymraeg*. They thought that success at these early stages could be an effective motivation for continuing to learn and to enter for later examinations.

**Table 10: Candidates and Results of the *Defnyddio'r Gymraeg – Mynediad* (Use of Welsh – Entry) Pilot Examination**

	Total candidates	Pass	Fail
2003	185	182	3

**Table 11: Candidates Grades in the *Defnyddio'r Gymraeg – Sylfaen* (Use of Welsh – Foundation) Pilot Examination**

	Total Candidates	Grade A	Grade B	Grade C	Grade D	Unclassified
2003	151	82	55	13	1	0

### Open College Network Accreditation System

Most Welsh for Adults providers, especially in the FE sector, assessed learners through the Open College Network Accreditation System (OCN). The OCN describes itself as '*the UK's foremost provider of accreditation services for adult learning*', and states that:

*All NOCN qualifications are delivered within a credit-based unitised framework. This allows learners and providers to select units and accumulate and transfer credits according to individual needs. In this way, NOCN provides flexible routes to gaining full qualifications and enables qualifications to be achieved in small steps over a manageable period of time. NOCN qualifications are designed to be accessible and to support the development of skills and knowledge that will enable people to participate in work, in their communities or in further learning*

The qualifications for Welsh for Adults were offered at different levels:

- Entry Level
- Level 1 (beginners, basic course)
- Level 2 (GCSE)
- Level 3 (Advanced Level).

Learners on non-intensive courses usually gained Level 1 credits during their first two years of study and Level 2 credits during the third year.

There were opportunities for learners who had gained OCN credits to attempt the WJEC examinations.

## **NVQ**

In addition to the WJEC and OCN qualifications Welsh Language NVQ Units have also been developed and were used in a number of instances for Welsh in the Workplace. However, they are not confined to people learning Welsh as a second language.

A total of 14 providers were using the OCN assessment system, seven entered learners for the WJEC examinations, and eight providers made use of both. One entered learners for NVQ assessment.

### **6.3.2 Views on Welsh for Adults Qualifications**

#### **WJEC examinations**

The research elicited a range of views on the different assessment methods. One respondent with considerable experience in Welsh for Adults examinations felt that the current combination of WJEC, OCN and NVQ examinations was appropriate as the assessment needs of learners varied. This view was echoed by many practitioners who saw the need for more than one assessment method in order to assess but also motivate learners. Six tutor-organisers emphasised that one of the strengths of the system was that it offered choice to providers and learners.

In the main, the introduction of the new WJEC examinations was welcomed. Not all respondents were aware of the ALTE qualifications, but saw the value and status in integrating Welsh for Adults qualifications into a wider, European system. A *Hyfedredd* level was seen as a valuable additional qualification for learners wishing to progress beyond Advanced Level but not desiring to take a degree course in Welsh.

One tutor-organiser saw a need to introduce a further assessment somewhere between *Canolradd* and *Uwch* – compatible to the AS examination. Two also felt that examinations were required which met the needs of first language Welsh speakers who needed to demonstrate their proficiency.

Three tutors felt that the new WJEC Welsh for Adults examinations were an improvement on what had been available previously. For example, one thought that they provided realistic targets for learners. Another believed that five levels of assessment was a big step forward. The great majority believed that it was advantageous and useful for learners to sit the WJEC examinations, and it was also said that learners should be persuaded to sit the higher examination, although it required a great deal of commitment. One tutor-organiser argued that a formal structure of examinations and qualifications

could be used as a means of persuading employers to support their staff to pursue Welsh for Adults courses.

However one FE tutor-organiser was more critical. She alleged that there was a certain amount of '*secrecy*' concerning the membership of the examinations panel. She said that institutions which provided non-intensive courses were not adequately represented, which meant that the examination was geared towards meeting the needs of those who studied on intensive courses. Other tutor-organisers felt that the timing of the assessments was wrong and that the *Mynediad* examination was scheduled to take place too early in the course.

## **OCN**

There were mixed views about the merits of using the OCN system for Welsh for Adults. A number of practitioners approved those methods because they enabled tutors to undertake assessments sensitively in a way which did not deter potential learners. The assessment of learners on three separate occasions each year under the OCN method was generally popular. Many said that learners were very nervous about being assessed and the unobtrusive OCN assessment procedure was therefore best suited for their needs. '*Mae dulliau RHYCA yn addas iawn i bobol sy wedi cael profiadau gwael wrth ddysgu yn yr ysgol ac sy'n ofnus iawn o unrhyw fath o arholiad,*' said one tutor. (OCN assessment is ideal for people who have had bad experiences in school and who are very nervous about any kind of exam.) Another said that the OCN credit system recognised achievement and gave learners something to aim for. OCN qualifications were felt to be particularly appropriate for once-a-week courses given that they placed more emphasis on communication. The system was said to be easy to implement in the classroom because the assessment could be woven into the learning and did not impair on the teaching and learning process.

However other respondents were concerned about the use of the OCN to accredit learning in Welsh for Adults. Some thought that those methods were too informal and learners did not even know they were being assessed. They merely reflected the units of work which had been covered in class. One administrator who had learnt Welsh himself maintained that they offered '*.. a fairly meaningless level of accreditation and assessment*'. Two other criticisms of the OCN procedure were that it was administratively complex and required the training of tutors in its use, and that OCN were very expensive.

## **HE assessment**

The HE institutions included in the research all offered Welsh courses at higher levels which they described as *Gloywi* or *Graenus*. For these they had developed their own methods of assessment which were regulated by the QAA and were based on HE credits. This system was strongly supported by most HE staff. According to one, '*Cyrsiau Addysg Uwch yw'r rhain, ac mae angen eu hasesu nhw felly.*' (These are Higher Education courses and they should be assessed as such). It was felt that if the proposed *Hyfedredd* examinations were to be set as level 6 qualifications they should be accredited and assessed

as HE qualifications. Another respondent with experience in examinations argued forcefully that the *Hyfedredd* examination should be accredited by the University as a HE course and not by ACCAC. However, this was not a universal view about the higher level courses. One respondent argued that the *Gloywi* courses should be included in the Welsh for Adults programme so that they were included much more in the consortia's planning processes than at present. It was felt that there was a need for much better planning and coordination of *Gloywi* courses in order to avoid unnecessary duplication and competition between providers. A representative of the Mentrau Iaith felt that the *Hyfedredd* courses and examination should be aimed at fluent learners who did not want to pursue HE courses and therefore included within the WJEC Welsh for Adults framework. These points of view were reiterated at the workshop groups. Some HE institutions said that they were developing new HE accredited courses. For example, one was planning a *Cymraeg Proffesiynol* (Professional Welsh) qualification.

### 6.3.3 The Value of Assessment

Apart from the intrinsic merits of the differing assessment models, many comments were received on the worth of assessment itself for adult learners. The majority of teaching staff believed that the experience of preparing for and taking the WJEC examinations was a useful part of the learning process. However, some doubts were voiced. One tutor-organiser said '*Yr oriau cyswllt sy'n allweddol i lwyddiant dysgu iaith, nid yr asesiad,*' (The contact hours are the key to the success of learning a language, not the assessment.) However, another coordinator suggested that the best way to convince learners of the need to sit examinations would be a requirement to demonstrate a certain level of proficiency in Welsh before a person could be appointed to jobs where Welsh was needed.

The great majority of respondents, tutors and learners, thought that formal assessment should remain optional for adult learners. The clear view was that the majority of learners were not interested in obtaining qualifications and many would probably be deterred from joining a class if formal assessment became compulsory. According to one tutor '*Mae llawer yn dysgu er mwyn pleser neu i ddefnyddio'r iaith yn gymdeithasol. Nid ennill cymwysterau yw'r nod.*' (Many learn for pleasure or to use the language socially. Obtaining a qualification is not the goal.) This view was widely expressed when respondents were asked why the number of entries for WJEC examinations was so low. One respondent, however, replied '*Neu pam mae'r nifer mor uchel? Cymharwch y niferoedd â'r oedolion sy'n sefyll arholiadau mewn ieithoedd modern.*' (Or why is the number so high? Compare the numbers with adults taking exams in modern languages.) However, several tutors said that tutors should do more to encourage learners to sit examinations, because of the stimulus to learn which they provided, and one suggested that the culture of regarding Welsh for Adults as a leisure pursuit should be changed. Tutors had received positive feedback from learners who had sat the examinations.



One tutor-organiser felt that the WJEC examinations, particularly those at the higher levels, required a great deal of commitment and that many adult learners were simply too busy to complete the amount of work which was required. Another felt that the WJEC's requirements were too high for some learners.

One respondent with experience in examinations felt that the WJEC system encouraged progression. Those who had sat the *Mynediad* and *Sylfaen* examinations had said they it had given them the impetus to progress to further levels of study. He felt that there was a need to develop a system to track learners' progress from one assessment to another as a means of measuring the system's effectiveness.

One experienced tutor-organiser felt that there was a clear link between assessment and progression given that measuring attainment was crucial in evaluating the effectiveness of the teaching and learning process and deciding on the best way forward.

The extent to which learners said that they had been assessed varied. Those interviewed at two classes said that they had not been assessed formally during their first year. Second and third year learners had been assessed through the OCN and WJEC examination methods. Some third-year learners said that they had completed some set tasks but were not aware what they were being assessed formally. Eleven learners on a Pellach course had been assessed through the WJEC and OCN frameworks. Five of them had sat the *Defnyddio'r Gymraeg* examination the previous year

In general learners did not feel that assessment was important. Twelve of them said that they did not want to sit examinations under any circumstances. One of them felt strongly that learning was becoming assessment-driven and that this was an unwelcome development '*I'm learning for pleasure, and don't want exams*'. Some felt that the OCN credits were a waste of time.

However, other learners had different views about the value of assessment. Five felt that being assessed and obtaining a certificate would contribute to a sense of achievement while one learner said that she wanted to obtain qualifications in order to include it on her CV. Another, who was motivated to learn Welsh to use the language in the workplace felt that it was important to be able to show that she had mastered the language.

## **6.4 Continuity and Progression**

The research examined issues concerning continuity and progression. These included whether learners and providers saw a need for national uniformity in course titles and whether that would promote progression, the arrangements which are already in place to promote progression, and learners' opinions about their own progression.

### **6.4.1 Naming Courses**

The issue of progression was linked by some respondents to the nomenclature used by different providers. When asked whether introducing a standardised nomenclature for courses would promote a better understanding of the structure of Welsh for Adults provision some respondents felt that this would be a positive development. For example, a representative of the Welsh Language Board said that a standardised nomenclature would contribute to the development of a national framework which would encourage learner progression. However, many practitioners and learners felt that this would not be a useful development. Several tutors felt that there was enough standardisation already, in accordance with Estyn and OCN guidance, and they expressed very little support for changing course titles. *Pellach*, *Uwch* and *Meistroli* had been in common use for years.

Few learners thought that it mattered what courses were called in different areas. They felt that it was more important that tutors explained to learners what the different courses were and where they could be accessed. One learner who had started a course in West Wales before moving to South Wales had experienced no problems in finding the appropriate course.

### **6.4.2 Current Progression Arrangements**

Many of those interviewed challenged the notion that the figures for progression in Welsh for Adults were unsatisfactory. It was argued that the figures for progression in Welsh for Adults were encouraging when comparisons were made with the number who progressed in other languages.

According to two tutor-organisers the biggest drop out rate occurred at the early stages, usually before learners reached level 2, and this was often because of personal reasons. For example, some learners believed that one year of learning was enough. Many of those interviewed felt that there was a need to ensure that people understood the commitment that was needed to learn the language. However, one tutor-organiser acknowledged that there were problems with progression and suggested that learners could drop out because they moved through the system too slowly.

Most practitioners felt that learners understood what the next steps were and that this was largely due to the effective counselling which was provided by tutors. There was considerable consensus that the progression routes were clear and that learners themselves expected to progress from one level of learning to the next. It was essential to ensure that learners had access to courses at the next level in their own locality and, where this was not possible, at a neighbouring location. Some providers also sought to ensure continuity of tutors and the scheduling of classes as a means of encouraging progression.

Several strategies for encouraging progression were described. In one institution learners were given a form explaining the next steps. In others tutors explained the next steps to learners before the end of a course. Another provider ensured progression by assessing what level of learning would be

appropriate for each learner. One college arranged the classes in a way which enabled learners to progress without having to re-register on an annual basis.

One tutor-organiser at a HE institution said that it was important to ensure that learners progressed to share learning opportunities with native speakers in the kind of courses delivered by HE as this contributed to their sense of achievement.

Learners were well aware of the progression route whereby they would study with an FE provider for four years before proceeding to courses provided by HE institutions.

Learners at one class said that the whole group would be moving to the next level and retaining the same tutor. This tutor had explained the progression route clearly, and had told them about the demands of studying at the next level. One group said that they would move on to another course depending on the advice which they received from their tutor. Another group said that they would only move forward if the same tutor took the class.

## **6.5 Staffing Welsh for Adults**

The research examined the current provision of training for Welsh for Adults staff, the extent to which tutors are supported to enable them to deliver Welsh for Adults, including the range of initial and in-service training provided, and the arrangements for recruiting staff.

### **6.5.1 Training Tutors**

The extent to which tutors had been trained to deliver Welsh for Adults varied considerably. One tutor said that she had received certification from the WJEC in Welsh for Adults. Others held the FETC qualification. Some were qualified teachers. In several institutions a limited amount of initial training was given to new tutors. One tutor said that three one-day sessions had been held which examined issues such as administration, delivery, teaching methods, class organisation, communication activities and learner counselling. However, in other institutions the amount of training was more limited. For example, one tutor said that the only training received had been observation of one experienced tutor. Another said that most training was delivered through informal personal contact. Some tutors felt that formal qualifications were much less important than qualities such as confidence and determination.

A number of respondents felt that it would be beneficial to have a national qualification for Welsh for Adults tutors. This was also emphasised at the workshop events where it was noted that although FE teaching staff were required to have or to work towards a teaching qualification it appeared that some part time Welsh for Adults tutors who were employed on a casual basis did not have appropriate qualifications.

### **6.5.2 Support for Tutors**

As in the case of initial training, the amount of in-service support received by tutors varied. Some tutors had taken part in in-service training. For example, one referred to the way HE and FE tutors came together to discuss ideas on an annual basis. Another said that regular seminars were held for tutors and that training sessions were organised by the Welsh for Adults consortium. One tutor felt that the HE institution at which she worked was very good at providing support to front line tutors of Welsh for Adults. Another referred to the way meetings were held with other tutors throughout the LEA in which she worked and the way daily contact was maintained with the coordinator.

One tutor said that there was a need for more contact with staff at other institutions in order to share good practice. One tutor said that he had no contact with other tutors because no one else taught Welsh for Adults in that institution and the only contact with the coordinator was through the telephone. Others had received no training whatsoever and thought that more was required. It was noted that in-service training for occasional staff was not common, and that there was an urgent need to address this problem through a national, well-planned INSET system.

### **6.5.3 Career Structures**

The Welsh for Adults programme was highly dependent on the efforts of part-time tutors, often retained on a sessional basis, and in many cases teaching Welsh for Adults alongside other work. A large number of those who were interviewed said that it was important to provide a career structure which would enable good and qualified staff to teach Welsh for Adults as a career. A representative of a national organisation felt that the majority of tutors achieved a great deal but received very little recognition, something which was echoed by the seminar groups. It was felt that too much was dependent on their goodwill and commitment and that the financial remuneration was too small. Several respondents believed that the best way of achieving this would be through the development of a corps of professional Welsh for Adults tutors. At one workshop the participants highlighted the reluctance of some institutions to appoint full-time staff but this was seen as essential if the Welsh for Adults programme was to progress effectively. The reliance on short-term contracts and occasional staff meant that there was a lack of continuity and a loss of many high-quality tutors.

One respondent referred to the disparity in hourly rates of pay between tutors on courses funded by ELWa and those on HEFCW-funded provision, and described a £13 discrepancy in favour of HEFCW courses.

Many of the tutors interviewed concurred with the need to develop a professional corps of tutors. One said that there was a need for a better career structure for Welsh for Adults tutors. Many felt that this would lead to the creation of a critical mass of tutors who could lead and develop provision. One representative of an HE institution spoke of that institution's desire to appoint more full-time and permanent part-time tutors, but said that the current

funding levels made it impossible. The role of part-time tutors working alongside a professional corps was also noted. For example, some tutors said that they themselves would not be able to commit to teaching more hours due to other commitments.

#### **6.5.4 Tutor recruitment**

There was broad agreement on the need to devote much more attention to recruiting and retaining tutors, and the development of a career structure was advocated. One manager spoke of a high turnover of tutors in his institution and said that recruitment was becoming a problem because FE salaries were so low. One tutor said that most tutors at that institution were recruited informally, sometimes merely on the basis of '*Ydych chi'n nabod rhywun sy'n siarad Cymraeg yn dda?*' (Do you know someone who can speak Welsh well?)

### **6.6 Evaluation and Monitoring of Provision**

Estyn inspections were the main external method of evaluating Welsh for Adults provision. The procedures and outcomes for these inspections were not included in the remit of this research.

Some providers referred to the use of institutional Quality Assurance methods such as external validation and peer assessment to monitor the effectiveness of their provision. However, a number of tutors were uncomfortable with this method. Few providers monitored the delivery of their Welsh for Adults provision systematically through observation or internal inspections, although review meeting between tutors and their line managers were fairly standard procedure.

However, feedback from learners was an important evaluation tool. All learners said that they completed an evaluation form at the end of the second term as part of the general evaluation procedures of the institutions. Learners and tutors said that these were valuable. For example, in one institution two tutors had coordinated their teaching more closely as a result of suggestions from the learners.

## Key Findings

The established framework of once-a-week courses provided in the FE sector and intensive courses in HE was on the whole effective although intensive courses were scarce in some parts of Wales and few were more intensive than two sessions per week.

Learners were generally making their maximum commitment and few would be able to attend more contact hours.

There was no consensus on the part of learners or tutors on the number of contact hours required to attain fluency. It was mostly defined in terms of general ability and the confidence to maintain a conversation with native speakers, although there was an awareness that the number of expected contact hours was higher for other languages, such as ESOL and Basque, than for the Welsh for Adults examinations.

The important factors in effective teaching and learning were tutors with a good rapport with the class, use of the target language in class, sufficient contact hours, effective teaching methods and materials, and the support of native speakers outside class.

Learners' use of Welsh outside class varied greatly and depended on factors such as individual social networks; many learners wished for more extra-curricular contact with the language outside class

Strategies for expanding the number of contact hours included weekend and vacation courses, extra-curricular activities and more personal study, although few tutors expected learners to complete assignments in their own time.

The basic course book for once-a-week provision was *Dosbarth Nos* which was felt to be a useful resource but needed to be supplemented by other materials and required adaptation for personal study.

Most materials were paper-based and there was little use of ICT in the teaching and learning process.

There was general support for the development of national resources, including on-line materials, but also for exploiting the expertise of individual practitioners in creating local materials; remuneration for this development work was inadequate and the current system relied far too much on goodwill.

The commissioning process established by the National Council – ELWa was not generally understood or perceived to be in operation.

Assessment was a useful tool in the learning and teaching process and both the OCN qualifications and the WJEC examinations were appropriate for different groups of learners. However, while it was advantageous for learners to be encouraged to take examinations, the majority of learners did not wish to take

them and any compulsion might deter many from learning. The numbers attaining fluency could not only be judged by examination entries.

Most learners felt that they understood the progression routes to higher levels. Progression was sometimes frustrated by learners' reluctance to change tutors and move to a different centre and providers' desire to retain learners for funding reasons, although most learners dropped out for personal reasons. Pastoral guidance from tutors to encourage learners to progress was very important.

There were considerable variations in the amount of initial and in-service training available for Welsh for Adults tutors; there was broad agreement on the need to develop a cadre of professional, full-time tutors to work alongside part-time colleagues, while tutor recruitment procedures also needed to be improved.





## 7. IMPACT OF THE PROGRAMME

This section of the report considers the current arrangements for evaluating the effectiveness of the Welsh for Adults programme in different institutions, and two important aspects of the impact of the Welsh for Adults programme: the impact of teaching on individual learners, and the impact of the Welsh for Adults programme on the community.

### 7.1 Defining Fluency

The desired impact of the Welsh for Adults programme is that it produces fluent speakers of Welsh. Interpretations of fluency and number of contact hours required are discussed in Section 4.1.2.

The National Council – ELWa has worked with Welsh for Adults providers to define fluency. The definition considers that a student is fluent if he or she has reached Level 3 and has sat the *Defnyddio'r Gymraeg Uwch* (Advanced Level) examination or completed the *Defnyddio'r Gymraeg Uwch* course. However, although this information has been given to the Welsh for Adults consortia in order for them to include data on students who have reached fluency in their plans, problems have been experienced by some consortia in accessing the data from providers.

On the basis of this definition, the numbers of learners attaining fluency is fairly limited compared with those who join beginners' courses. The Open Colleges Network (OCN) system has been the most popular form of assessment for Welsh for Adults learners. In 2001, for example, Welsh for Adults students amassed around 18,000 credits between them, 2578 of these being at Level 3. This implies that over 100 of these students attained fluency during that year. Between 1996-2003 the number of learners attempting the *Defnyddio'r Gymraeg Uwch* examination have not exceeded 114 in any year. In 2002 and 2003 the totals were 86 and 86, compared with the 12,011 and 13,196 who had completed courses at various levels four years previously in 1998 and 1999 and who could have been expected to reach Advanced Level standard by 2002/3. However, other learners would certainly have followed the Advanced Level course without taking the examination.

Tutors said that they found it difficult to assess the proportion of their learners who achieved fluency, as many tutors on the basic courses lost contact with learners as they moved to higher provision. One estimated '*Rhwng 20 y cant - 25 y cant o'r rhai sy'n dechrau yn y Flwyddyn Gyntaf*,' (Between 20-35 per cent of those who begin in the First Year). Tutors on the *cyrsgiau uwch* and *cyrsgiau meistroli* were confident that the majority of their students either were or would become fluent if they persevered, although their student numbers were much fewer than those who had begun learning. One group of learners

studying for two-hour sessions, two nights a week, felt that they would become fluent within three years, while other learners thought in terms of four or five years.

It was thought that examination entries did not provide an accurate guide to the numbers of learners attaining fluency, because many learners went on to become quite fluent after leaving basic courses. It was stated in one workshop that people could only attain real, native-like fluency through assimilating into the Welsh-speaking community, and that social use of the language was more instrumental in this than passing examinations. One respondent pointed out that more than one Learner of the Year had not in fact attended any formal classes at all.

Some tutors and learners identified individual learners who had been able to apply for or obtain certain posts after achieving some proficiency in Welsh.

## **7.2 Impact of the Welsh for Adults Programme on the Community**

The importance of enabling learners to use Welsh in the communities in which they live was recognised by providers and learners. As is noted above, it was one of the most important factors contributing to success which were identified by them. Bodies such as the *Mentrau Iaith* and CYD were seen to have a key role in the promotion of Welsh in the community.

No respondents felt that the Welsh for Adults programme was achieving a major change in linguistic behaviour in their area. Some felt that the Welsh for Adults programme had not had a major impact on the Welsh language in their area mainly because it was a heavily-populated urban region.

However, a number of respondents referred to small but noticeable effects in certain sectors of their locality. One tutor-organiser argued that it had raised the profile of the language and raised its status in the workplace. Another felt that the use of Welsh had increased in certain social venues such as public houses and places of worship. Welsh learners had increased the support for cultural events such as Welsh language drama productions. Another tutor said that more local businesses were using the language when dealing with Welsh-speakers.

One problem raised by learners and tutors was the difficulty of identifying Welsh speakers or learners in the community, making the assessment of the impact of Welsh for Adults courses problematic. It was suggested that some kind of badges should be worn by learners and by Welsh-speaking staff with organisations dealing with the public.

## 8. AN EXAMPLE OF GOOD PRACTICE: THE TEACHING OF BASQUE TO ADULTS

### 8.1 Background

Of all the minority languages of Europe, the situation of Basque is probably the closest to Welsh in terms of number of speakers, percentage of speakers in the total population, and linguistic distance between it and the majority language in its area. As Heini Gruffudd (1999) comments: *'Mae llawer yn edrych wedyn at Wlad y Basgiaid am fodel ... mae'r gymhariaeth â hon yn .. berthnasol.'* (Many people look to the Basque Country for a model ... comparison with it is .. relevant.)

The Basque language (Euskera) is spoken in the three provinces of the Basque Autonomous Community (BAC), the autonomous community of Navarra, and three departments of South-Western France. Of the 632,000 Basque speakers, some 566,000 live within the Spanish state and about 66,000 within the French state. Within the Spanish state the number of native speakers declined throughout the twentieth century, as in Wales, but stabilised towards the end of the century to 434,717 in 1986 and 431,806 in 1996.

In 1991 the BAC had a population of 2,068,927 inhabitants of whom 26 per cent were categorised as *Euskaldun* (Basque-speakers), 20 per cent as *Quasi-Euskaldun*, (Semi-Basque speakers) and 54 per cent as *Erdaldun* (Non Basque-speakers). Spanish was the mother tongue of 74 per cent of the population of the BAC. In 1998, 31 per cent of the population of the BAC spoke Basque, but only 9.4 per cent in Navarra and 25.7 per cent of the inhabitants of the three Basque departments in France (1995). As in Wales, the Basque-speaking community is overwhelmingly bilingual. Only 0.5 per cent (12,600) of the total number of speakers could be considered monoglots (Aizpurua, 1997).

### 8.2 Basque for Adults

Since the establishment of the BAC in 1978 one of its aims has been to increase the number of Basque speakers and 'normalize' the situation of Basque. One of its main strategies to achieve this has been the development of a structure for the teaching of Basque to adults. This is based on the *euskaltegiak*, or Basque language centres, which offer provision for adults over the school leaving age of 16. Many of these form part of wider learning networks or confederations.

The Basque for Adults system has developed from the 1960s when the language was banned from public use by the Franco regime and classes were taught by volunteers, often students, with few materials or facilities. In 1972 the Academy of the Basque Language began providing examinations and certificates for Basque teachers, and 10 years later the Basque Government Education Department introduced the EGA diploma as a proficiency level in Basque.

### 8.3 H A B E: a Central Body for Teaching Basque

In 1981 the BAC government created the H A B E institute to develop the Basque language. H A B E is defined as an Autonomous Organisation of the Basque Government and part of the Department of Culture, and its main objective is the promotion of Basque literacy and Basque in adults.

The principal activities of H A B E are:

- the design and implementation of the syllabus for the teaching of Basque and Basque language literacy of adults;
- the creation and official certification of didactic material;
- the continuous training of teachers;
- the creation and management of publications;
- the management of a library specialising in Basque teaching and general linguistic matters;
- the organisation of the activities of public and private *euskaltegiak*;
- the conduct of the appraisal and follow-up of the teaching and learning process.

H A B E has a **Board of Management** whose **President** is the Basque Parliament's Minister of Culture and **Vice President** is the Basque Parliament's Deputy Minister of Linguistic Politics. Other Board members include representatives of each provincial government in the BAC.

H A B E also has an **Academic Commission** to monitor academic and pedagogical developments and to appraise the activities of the *Euskaltegiak*. It also reports on H A B E's Annual Report.

The organisation is divided into two services, each comprising sections with particular responsibilities:

#### a) Language Teaching and Learning Service

##### *Curricular Development*

The main task of this section is the design of the basic syllabus to promote and improve the Basque language teaching and literacy of adults, and to provide the *euskaltegiak* with the necessary resources for developing this syllabus,

designing and providing the training plan to prepare the curriculum of the *euskaltegiak*. It also helps the *euskaltegiak* to improve their management and organisation.

#### *Didactic Material*

This section provides the *euskaltegiak* with a service in the field of teaching materials, supporting projects for the creation of new material and the exchange of teaching units at the *euskaltegiak*, and providing them with feedback. It has also prepared a data bank which classifies selected materials from the mass-media.

#### *Training*

The aim of this section is the training of Basque teachers and the support of training projects at the *euskaltegiak*. For this purpose, it currently covers three different training services which complement each other: academic training activities; an advisory service for hiring specialist trainers; and training materials.

#### *Specific Programmes*

These are special projects at the *euskaltegiak* for the promotion, use, implementation and teaching of the Basque language. They include plans for the use of the language in the workplace, Basque family homestays, radio programmes and follow-up learning programmes.

#### *Teaching Resources*

This covers the preparation and dissemination of audiovisual material for the Basque language teaching and literacy of adults, and training teachers in the use of this material.

#### *Publications*

HABE magazine is published as a help tool for learners of Basque. It comprises four distinct levels and also develops the didactic aspect. UNESCO's newsletter offers various subject topics of interest to learners to be used in conversation exercises. For the teachers, HIZPIDE magazine deals in depth with methodological issues. The ITZULPEN SAILA sections provide books of methodological interest to teachers, translated into Basque.

### **b) Management Service**

#### *Inspection*

This section oversees the co-ordination and supervision of the administrative activities of the *euskaltegiak* in order to ensure that these meet the necessary requirements, and ensure that the subsidies are allocated to those purposes for which they have been granted.

#### *ICT*

This section creates and updates databases required by HABE's various sections and by the *euskaltegiak*.

### *Economy and Administration*

This section has responsibility for HABE's administrative and economic management. It looks after the budget and controls management, and processes staff hiring contracts.

### *Legal Issues and Human Resources*

This is a legal advisory service which provides advice to HABE on administrative requirements and implications, and processes the registration of the *euskaltegiak*. It also processes payment for staff and carries out other administrative tasks.

### *Customer and Information Service*

This section deals directly with the public and keeps control of HABE's Registry.

### *Library*

Its duties are: management of HABE Library, compilation of material in the form of books or any other form, cataloguing of books and preparation of document databases for printed resources, the management of loans and the provision of information to HABE's other sections and to the general public.

### *Proof-reading and Translation.*

This section ensures the correct linguistic use of HABE's documents and publications, and carries out relevant translations.

### *Co-ordination of the Basque Learning Programme for Civil Servants*

This oversees the implementation of the signed agreements on teaching the Basque language to civil servants.

## **HABENET**

HABENET is an on-line project developed by HABE to improve internal and external communication amongst the two sectors of Basque teaching to adults and teaching Basque literacy to Basque speakers. It is intended to promote more efficient communication between HABE and the *euskaltegiak* and offers internet services to improve the quality of Basque language teaching.

HABENET has two aspects. The external one is available to any user through the internet, while the second is an intranet for professionals working in the sector. There is also a sales point for the purchase of learning and teaching materials.

HABE has set several objectives for the future development of HABENET:

to cooperate with the *euskaltegiak* in the development of HABENET;

to develop applications for the self-teaching of Basque;

to publish an electronic, didactic magazine;

to present teaching materials prepared by the *euskaltegiak*;

to prepare distance training modules for the training of teachers;  
to publish the *Euskara Hobetzen* radio programme.

## **8.4 The *Euskaltegiak***

There were 115 *euskaltegiak* in the BAC with 33,990 adult learners during the 2001-2 academic year. There are three categories of *euskaltegi* - public, officially approved private, and free private. They are differentiated by the contribution that local councils make to the funding of a public *euskaltegi* and the level of demands made by HABE in the achievement of a range of indicators, although HABE cooperates with all *euskaltegiak* as regards the provision of materials, training for teachers and publications.

## **8.5 The Basque Learner**

The profile of the characteristic adult learner of Basque has changed during the last quarter century. According to one report (Siadeco, 1978), during the 1976/7 academic year 30,000 students attended courses for adults, of whom 52 per cent were aged 15-24, 60 per cent were female and 47 per cent students. By the 1981/2 academic year 66 per cent of learners were female, and this figure increased further to 67.2 per cent in 2001-2. However, the average age of learners has increased from 26 in 1981/2 to 33 in 2001/2.

The number of adult learners has fallen recently by almost a quarter (24.2 per cent) from 44,855 in 1995/6 to 33,990 in 2001/2. Several factors may account for this reduction, but the most significant is thought to be the significant increase of non-Basque speaking children attending Basque-medium and bilingual schools during the 1980s and 90s with a consequent lessening of demand when these reach adulthood.

The drop-out rate has been estimated at 20 per cent.

## **8.6 Teaching Provision**

In 2002/3 Basque was taught to adults by 1,532 teachers with an average age of 35 and who were 67 per cent female.

The amount of teaching provision varies, but the majority of learners attend classes for more than 10 hours per week.

**Table 8: Usual Rates of Learning Basque, 2001-2**

Hour per Week	No. of Enrolments	%
0-6	6,210	14.1
7-9	3,694	8.4
10-19	22,810	51.9
>20	4,016	9.1
Residential courses	1,878	4.3
Residential summer Courses	2,004	4.6
Summer courses	3,268	7.4

Source: AZKUE, J., AND PERALES, J. *The Teaching of Basque to Adults* (2003)

NB. The number of enrolments (43,880) was higher than the total number of learners (33,990) because a learner can enrol on more than one course during the year.

The contrast with Wales is striking. Whereas the great majority of adult learners of Welsh were learning for up to six hours per week, 73 per cent of the weekly enrolments for Basque were for ten or more hours. This was at least partly due to arrangements for the release of learners from employment to attend classes.

The learning of Basque has been divided into 12 levels to achieve a competence similar to a native speaker. About 140 hours is equivalent to one level, so a learner should reach Level 12 in 1,500-1,800 hours. This can be contrasted with the 600 class teaching hours required for the new WJEC Advanced level use of Welsh Examination, although introduction of the Level 5 Competence level for Welsh would add to that total.

Basque teaching is also provided for adults in the official language schools (*Escuelas Oficiales de Idiomas*) of the Spanish state which accredit achievement in Basque through five levels of attainment. Courses are also provided for particular professional groups such as civil servants in public administration, teachers, the police and health service workers, and assessed through specialised language attainment accreditation.

A new basic curriculum for the teaching of Basque to adults (HABE 1999) has now been introduced with four stages to replace the 12 levels. These are defined as:

1. *Basic level* – to enable the learner to conduct a conversation in Basque without having to give up either through inability to continue or through the unease of the interlocutor.
2. *Intermediate level* – expansion and internalisation of the ‘basic’ level skills.



3. *Advanced level* – Equivalent to the EGA certificate of competence in Basque.
4. *Higher level* – ability to communicate in Basque in professional and specialised fields.

## 8.7 Funding

In 2002-3 the annual budget for the Basque for Adults programme was 27 million euros, approximately £16-£17 million. 15 per cent of this sum was committed to HABE staff and administration and their development of materials, a small proportion for special programmes such as residence with Basque-speaking families, while the greatest amount was allocated to the *euskaltegiak*.

All public *euskaltegiak* are owned by the local councils and some of their Basque teachers are employed full-time by the council. They are funded 55 per cent by HABE, 35 per cent by the local council, and 10 per cent through students' fees. Private *euskaltegiak* receive 50 per cent of their funding from HABE and 50 per cent from their own sources, including student fees.



## 9. RECOMMENDATIONS

9.1 The status of Welsh for Adults should be acknowledged as different from that of other FE subject areas in order to reflect the recognition of Welsh by the Welsh Assembly Government as a national language and an ‘essential and enduring component in the history, culture and social fabric of our nation.’

9.2 Present levels of funding the Welsh for Adults programme are inadequate, both in terms of the basic FE learning unit and the subject weighting for Welsh. Institutions in the FE and HE sectors can only deliver their Welsh for Adults provision by means of subsidies from their other sources of income.

The funding for the Welsh for Adults programme should therefore be increased to meet the need:

- to widen provision in order to cater for new audiences such as parents of children receiving Welsh-medium education, workplace learners, and incomers to Wales, and provide the workforce with the Welsh skills required by employers;
- to maintain the smaller teaching groups which prevail at the higher learning levels;
- to develop and undertake research into more effective ways of teaching and learning;
- to facilitate the production of new teaching materials;
- to provide essential initial and in-service training for tutors;
- to help develop a more professionalised career structure for Welsh for Adults tutors and support a greater number of full-time and permanent part-time tutor posts;
- to provide more comprehensive pastoral care for learners and improve retention rates;
- to pay the fees of the new WJEC examinations;
- to provide the new Welsh for Adults course books leading to the WJEC examinations.

It is judged that an appropriate subject weighting for Welsh would be 2.5, and it is recommended that the weighting should be raised to this level. This funding should be ring-fenced.

9.3 A central agency to lead, coordinate and fund the Welsh for Adults programme should be developed with adequate funding on the model

of HABE in the Basque Autonomous Community. This agency should have responsibility for:

supervision of the WfA programme

funding learning provision

curricular and methodological development

development of teaching and learning materials, including on-line provision

coordination of initial and in-service training for tutors

research into didactic and socio-linguistic issues

publications for learners and tutors.

9.4 HE Welsh courses now defined as *Gloywi* or *Graenus* should be assessed on an individual basis to decide whether NC-ELWa or HEFCW funding is more appropriate. Courses included in HE certificate or degree courses, accredited through HE and more concerned with the use of Welsh should remain within the HEFCW category. Any difference in funding levels should be recognised in re-categorising any courses as Welsh for Adults instead of *Gloywi*.

9.5 The consortia structure for Welsh for Adults is incompatible with the funding arrangements which promote competition between providers which the consortia lack the powers to rationalize. Although there are examples of effective consortium working, the national organisation of Welsh for Adults should be restructured.

Two possible organisational models to replace the consortia emerged during the course of this research. Both are offered as options for future development.

Option A: One provider per geographical area for intensive and higher courses and one provider for basic once-a-week provision. It is recommended that the present system should continue whereby FE colleges have responsibility for once-a-week provision and HE institutions for intensive and higher courses. This arrangement would eliminate competition and duplication. The size of the geographical area for each provider should be decided according to local conditions and need not be constrained by political boundaries.

Option B: One lead provider per practical geographical area; the lead provider to allocate funding and rationalise provision amongst other providers who would be sub-contracted to deliver it. This structure would eliminate duplication and competition, should ensure improved progression of learners from once-a-week to higher courses, and would enable all present providers to keep a Welsh for Adults teaching

capacity. Top-slicing by the lead provider for administrative overheads should be strictly limited to a national percentage rate.

- 9.6 A national forum for providers should be established to promote cooperation, dissemination of information and good practice across Wales. The forum should also represent the Welsh for Adults community in discussions with the Welsh Assembly Government and other national and regional bodies.
- 9.7 All Welsh for Adults courses should be set within a national five-level framework which reflects the Common European Framework for languages so as to facilitate progression for the learner and to create a more unified programme for learning Welsh. Courses should reflect the five-level framework in terms of titles and objectives and be geared towards qualifications and attainment at those levels.
- 9.8 The numbers of learners entering for formal examinations should be increased through encouragement and inducement, but it should be acknowledged that informal OCN-type assessments are appropriate for learners who would be deterred by any compulsion to take examinations.
- 9.9 A national qualification for Welsh for Adults tutors should be developed and regarded as essential for those wishing to work as tutors. Previous teaching experience should be recognised as a factor in awarding the qualification.
- 9.10 The profile of the National Council–ELWa’s commissioning procedure for new teaching materials should be raised. Providers should be made more aware of how they can contribute to this process.
- 9.11 It should be recognised that learning a language involves changes in social behaviour and is inherently different from learning skills in other subject areas. Although the status and profile of Welsh for Adults as an FE subject are important, opportunities for more informal learning and use of Welsh in the community are essential. The funding allocated to providers should include an element for liaison with bodies such as CYD and the Mentrau Iaith and the organising of extra-curricular activities.



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# APPENDIX A

## PRESENT WELSH FOR ADULTS FUNDING ARRANGEMENTS

### Two funding streams

During the 2001/2002 academic year, institutions in Wales received a total of £3.1 million for the funding of the Welsh for Adults programme. (Iaith Pawb). Welsh for Adults is funded through the National Council-ELWa recurrent funding methodology (RFM) for further education (FE) provision. Higher level *Gloywi* and *Cymraeg Graenus* courses are provided at higher education (HE) institutions and funded through the Higher Education Funding Council for Wales (HEFCW) teaching funding method. FE provision encompasses courses up to A-Level standard, both once-a-week and more intensive Wlpan classes. The usual arrangement is that FE colleges offer once-a-week provision while intensive courses are provided by HE institutions, although funded by National Council - ELWa.

Welsh for Adults provision is currently offered by 32 institutions in Wales, namely HE and FE colleges, The Workers' Education Association (WEA) and the YMCA. Although the majority of these organise their own provision, there exists a franchise or a sponsorship arrangement between many Further Education colleges and local authorities or language centres.

### The FE funding mechanism

The National Council-ELWa's recurrent funding methodology (RFM) is applicable to all institutions delivering Further Education provision and to provisions made by sponsored organisations. All Further Education subjects are funded in this way, and institutions receive funding for all programme areas together, rather than separately for each subject. The RFM is a three-stage methodology '*designed to reflect the nature and complexity of FE, meet Assembly driven priorities and to reward qualification attainment*' (FEFCW, 2001).

The first stage of the RFM is 'Recruitment', with the allocation of Recruitment Units (RUs) based on the number of individual students studying for ten hours or more, plus the agreed level of growth for the following academic year. Additional RUs are available for the recruitment of students from areas of social and economic disadvantage (Widening Participation factor).

The second stage of the RFM is 'Learning', with the allocation of Learning Units (LUs) based on the volume of learning activity. Learning programmes are weighted on the basis of research into the costs of their delivery, with the weighting ranging from 1.0 to 3.0. Welsh for adults currently has a

programme area weighting of 1.25. Additional LUs are associated with the widening participation factor, and also for rural areas with population density of less than one person per two hectares. Whilst additional LUs are available where learning and assessment are formally undertaken through the medium of Welsh, this is not applicable for Welsh language courses *per se*.

The final stage of the RFM is 'Attainment', where Achievement Units (AUs) are allocated based on the achievements of the previous academic year. The total number of Funding Units for an institution is the sum of the Recruitment, Learning and Attainment Units. The funding allocations are based primarily on data from Individualised Student Records provided by the institutions.

Additional funding for growth is also available to the Further Education sector from the RFM budget. Institutions can submit growth proposals, developed in consultation with their ELWa Regional Office, reflecting provision they would wish to deliver in the following academic year if funding were available. The funding for growth is not guaranteed, however, as it is dependent on a deficit between the total funding available and the actual funding used through the RFM. During the 2001/2002 academic year, 36 per cent of the total bid for growth was funded (National Council-ELWa, 2002a).

In addition to the RFM funding, capital funding is earmarked by the National Council-ELWa to be allocated directly to Further Education institutions. Each institution receives a set minimum amount of capital funding for the development of their learning infrastructure. The remainder of the funding is apportioned according to the total Weighted Student Learning Units of each institution.

### **The new National Planning Framework and Funding System**

A new National Planning Framework and Funding System for post-16 learning in Wales (excluding Higher Education) will be introduced in August 2004. This funding system will replace the four main funding systems currently operated by the National Council-ELWa (FE Institutions, private training providers of work based learning, school sixth forms and Local Authority Adult Continuing Education). The new planning framework and funding system is designed to produce "*a single coherent approach to planning and funding of all post-16 learning provision*" (National Council-ELWa, 2003a). A three-year planning and funding cycle will be introduced along with a common funding year (August-July). The planning framework will be derived from an assessment of needs and demand for learning and will be used as a tool for the allocation of resources. The funding system will, therefore, be "*driven by planning*" (National Council-ELWa, 2002b).

The National Funding system will consist of four streams: learning provision purchasing; learning network investment; learner commissioned purchasing; and learner financial support. The 'learning provision purchasing' stream will be allocated to learning providers on a formula-basis, via a pricing model and linked directly to the Credit and Qualifications Framework for Wales. This will replace the four current mainstream funding systems. The 'learning

network investment' stream will be invested in strategic development and improvement of infrastructure, equipment and facilities for learning and staff development, or to encourage new means for delivery. The 'learner commissioned purchasing' stream is designed to give learners purchasing power over learning provision and learning providers. Finally, the 'learner financial support' will provide financial support to learners.

The pricing model for the National Funding System is the sum of 'Learning Volume', 'Cost Weightings A' which relate to learning provision, and 'Cost Weightings B' which relate to learner characteristics. The learning volume element of the pricing model will be a "*measure of the amount of learning activity taking place as well as any other activities associated with learning and preparing the learner for that programme*" (National Council-ELWa, 2002b). This will also include an achievement related funding element, which will recognise the achievement of full national qualifications. Through the learning volume element of the pricing model, the National Council-ELWa will assign credit values or equivalences for each learning programme.

From September 2003, a Credit and Qualifications Framework for Wales will be introduced. Through this framework, all post-14 learning (excluding Higher Education) will be attributed with a level of credit that can be recognised by learners, learning providers and employers. Each unit of a learning programme (i.e. the smallest part of a qualification that can be separately certificated) will be assigned a credit value, which is based on the learning time attached to the learning outcomes and credit level. One credit will be assigned to learning outcomes achievable in ten notional hours of learning time, as opposed to the current thirty notional hours in FE. Credit value will be derived from the learning time via the formula: Credit Value = Learning Time/10 @ credit level (National Council-ELWa, 2002c).

### **Additional Welsh for Adults funding**

In addition to the main Welsh for Adults funding through the FE recurring funding methodology and the HE funding methodology, National Council-ELWa funds Welsh for Adults examinations and resources. The Welsh Joint Education Council (WJEC) is funded by National Council-ELWa to produce the 'Defnyddio'r Gymraeg' examinations. There are currently four examinations available: 'Defnyddio'r Gymraeg: Mynediad' (entry level), 'Defnyddio'r Gymraeg: Sylfaen' (foundation level), 'Defnyddio'r Gymraeg: Canolradd' (GCSE equivalent) and 'Defnyddio'r Gymraeg: Uwch' (A level equivalent).

The National Council-ELWa will commission learning and teaching resources from 2003/04. A Welsh for Adults panel which consists of Cymad, representatives of the eight consortia, and other appropriate organisations, will identify needs and evaluate the resources produced. Appropriate agencies will be invited to tender for the production and publication of these materials. Financial incentive will be provided by National Council-ELWa through meeting the deficit between production costs and the projected sales income (National Council ELWa, 2003b).

Further funding for Welsh for Adults is available through the National Council-ELWa's 'Learning Challenge Fund', which is available to fund projects which will '*lever change and pilot new approaches to learning.*' This fund is not used to fund continuous activity, although successful projects may be considered for continuation funding from mainstream budgets. The National Council's Learning Challenge Fund is contributing £989,500 towards a project by Cymad to improve the delivery of Welsh for Adults throughout Wales. This aim of this project is to address deficiencies in the existing provision for Welsh for Adults programme by establishing a nationwide project that will focus on community based learning (National Council ELWa, 2003c). Through this project, eleven development officers will be appointed to develop networks and to develop provision for new audiences, such as adults, workplace learners, and people moving into Wales.

# APPENDIX B

## COURSES AND LEARNER NUMBERS

A sample of providers in the HE and FE sectors were asked to indicate the different types of Welsh for Adults courses they provided and the numbers of learners enrolled on each type of course during the academic year 2002-3. This sample reveals how learner numbers and numbers of courses tend to decrease as higher levels of proficiency are reached.

N.B. These providers do not correspond to the providers included in Table 7 in Chapter 4.

### Provider A (HE)

Type of Course	No. of Type	Hours per Course	No. of Enrolments
Year 1 – Intensive Welsh	1	300	23
Year 2 – Intensive Welsh	1	256	15
Level 1	n.k.	n.k.	88
Level 2	n.k.	n.k.	76
Level 3	n.k.	n.k.	37
Level 4	n.k.	n.k.	15
Level 4-5	n.k.	n.k.	20
Level 6	n.k.	n.k.	12

### Provider B (HE)

Type of Course	No. of Type	Hours per Course	No. of Enrolments
September Wlpan	21	96	244
January Wlpan	10	65	152
September Cam 2	7	80	60
Spring Cam 2	17	48	118
Pellach	18	40	165
Uwch	7	40	68
Use of Welsh – A Level	3	60	18
Pellach 2	1	40	8
Uwch 2	4	40	29
Sgwrsio Uwch	5	15	41
Summer Extensions	31	20	207
Sadwrn Siarad	4	6	228
Summer Coirse	1	30	94
Use of Welsh	2	16	12
Revision Course	2	14	17
Weekend Course	1	20	8
Taster	2	10	24

### Provider C (HE)

Type of Course	No. of Type	Hours per Course	No. of Enrolments
Wlpan	17 mainstream 4 deprived areas 10 Assembly	120-180	218 (mainstream)
Pellach	9 mainstream 3 Assembly	120-180	94 (mainstream)
Uwch	7 mainstream 2 Assembly	85-183	75 (mainstream)
Meistroli	7 mainstream 1 Assembly	85-160	80 (mainstream)
Workplace	100 (24 employers)	Various 1-4 hours per week	N/K

**Provider D (HE)**

Type of Course	No. of Type	Hours per Course	No. of Enrolments
Wlpan	54	120-240	434
Canol Wlpan (not beginners)	16	120	114
Pellach	29	20-120	199
Uwch	16	60	108
Meistroli	22	60	103
Pontio	13	60	93
Graenus	5	60	32
Summer School	4	28	189
Sadwrn Siarad	7	5	179

**Provider E (HE)**

Type of Course	No. of Type	Hours per Course	No. of Enrolments
Wlpan	38	50-200> (2x200>)	515
Canol-Wlpan	34	50-200	327
Pellach	33	50-200> (1x200>)	296
Uwch	19	50-200	180
Meistroli	18	50-200	148
Ysgolion Haf/Calan	6	50-150	610

**Provider F (FE)**

Type of Course	No. of Type	Hours per Course	No. of Enrolments
Entry	1	60	158
Level 1.1	17	60	96
Level 1.2	11	60	44
Level 2.1	5	60	30
Level 2.2	4	60	N/K
Taster	3	10	22

**Provider G (FE)**

Type of Course	No. of Type	Hours per Course	No. of Enrolments
Level 1	4	60	39
Level 2	3	60	40
Level 3	1	60	10
Workplace – Welsh for in-house staff	1 Beginners 1 Advanced	1 hour per week 1 hour per week	10 8

### Provider H (FE)

Type of Course	No. of Type	Hours per Course	No. of Enrolments
Level 1.1	6	40	67
Level 1.2	2	40	14
Level 2	2	40	15
Level 1.1	3	20	28
Level 1.2	2	20	12
Level 2	1	20	5
Welsh in the Workplace - WCBC	5	72	47
Welsh in the Workplace – Army	1	40	13
Welsh in the Workplace – British Waterways	1	20	6
Working Welsh – In-house training	5	30	34

### Provider I (FE)

Type of Course	No. of Type	Hours per Course	No. of Enrolments
OCN Level 1	18	50	212
OCN Level 2	5	50	54
OCN Level 3	3	50	22
OCN Level 4	2	50	20
OCN Level 1 Welsh for Teachers	1	210	5
OCN Level 2 Welsh for Teachers	1	102	12
OCN Level 3 Welsh for Teachers	3	102	17
GCSE Use of Welsh	1	102	11
Use of Welsh – A Level	1	102	5
OCN Level 1 – Welsh in the Workplace	4	1 x 20 2 x 64 1 x 80	48
OCN Level 2 – Welsh in the Workplace	2	1 x 20 1 x 80	12
OCN Level 3 – Welsh in the Workplace	4	3 x 80 1 x 64	34



### Provider J (FE)

<b>Type of Course</b>	<b>No. of Type</b>	<b>Hours per Course</b>	<b>No. of Enrolments</b>
Level 1.1	28	60	424
Level 1.2	20	60	144
Level 2.1	15	60	125
Level 2.2	6	60	19
Level 2.3	12	60	80
Sadwrn Siarad	3	5	131
Cwrs y Fferi	1	24	52