

1+2 Languages Implementation

**Findings from the 2019 local authority
survey**

March 2020



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1. INTRODUCTION

Language skills are key to creating a more successful Scotland. It is now more crucial than ever for the nation's prosperity and for our young people's future that they are attracted to learning modern languages and become global citizens, confident and competent linguists, well-equipped with the skills to compete in the 21st century marketplace.

Languages is one of eight curriculum areas within Scotland's curriculum. The 1+2 languages policy was developed following a 2011 manifesto commitment, restated in the 2016 manifesto, and set to run over the course of two Parliaments. It is based on the so-called "Barcelona" agreement that has been adopted by several European countries, and aims to create the conditions to provide all children and young people with an entitlement to learn two additional languages.

The first additional language (L2) will be taught from Primary 1 (P1), the second additional language (L3) from Primary 5 (P5) at the latest, both onwards to the end of the broad general education (BGE) in S3. In line with the 2012 recommendations from the Languages Working Group, there is no hierarchy of languages within the 1+2 languages policy. However, the L2 has to be a language available as a National Qualification and is therefore one of: French, Spanish, German, Italian, Gaelic (Learners), Urdu, Mandarin, or Cantonese. The L3 can be any language, including British Sign Language (BSL), community languages (sometimes offered as GCSE qualifications), and Latin (available as a National Qualification).

We expect schools and local authorities to give consideration to teaching both modern European Languages, as well as languages of the strong economies of the future and community languages within their approach to delivering the policy. It is for schools to offer a curriculum and a choice of subjects in the senior phase that best meets the needs of their learners, in consultation with young people and parents/carers.

In 2013-14, the Association of Directors of Education Scotland (ADES), the Convention of Scottish Local Authorities (COSLA), Education Scotland and the Scottish Government agreed that local authorities would provide information on language learning in their schools under the 1+2 languages policy.

Thanks to all 32 local authorities and schools who have provided their data, we are able to provide a national picture of the progress of implementation of the policy in Scottish schools during the 2018-19 school year.

2. METHODOLOGY

Four surveys – focussing on mainstream primary and secondary schools, local authorities, and special schools – were sent to local authority officers with responsibility for languages in the 32 authorities. The surveys were completed by schools, results collated by local authority officers and returned to the Scottish Government.

Survey questions were designed to measure both quantitative and qualitative information on progress of implementation and provide an overview of language learning in Scotland.

Results have been split between mainstream and special schools in order to avoid duplication of results, and provide a more accurate picture compared to previous years.

Caution should be exercised when interpreting results, as they were not all fully validated. Percentages throughout the document, including tables, have been rounded to the nearest percent. Notes on validations have been added where relevant in the report.

Mainstream schools

L2 primary results are based on 1,822 schools, and secondary results on 336 schools, across all 32 local authorities. This represents, respectively, an estimated 91% and 94% of all mainstream primary and secondary schools.

L3 primary results are based on 1,773 schools, and secondary results on 332 schools, across all 32 local authorities. This represents, respectively, an estimated 88% and 93% of all mainstream primary and secondary schools.

Special schools

Due to the lack of validation, results must be interpreted with caution.

Unless indicated otherwise, results and percentages provided in this document are based on the number of schools that answered the survey, and not the number of schools in Scotland as per the school census.

3. THE FIRST ADDITIONAL LANGUAGE (L2) IN THE BGE: PRIMARY, SECONDARY AND SPECIAL SCHOOLS

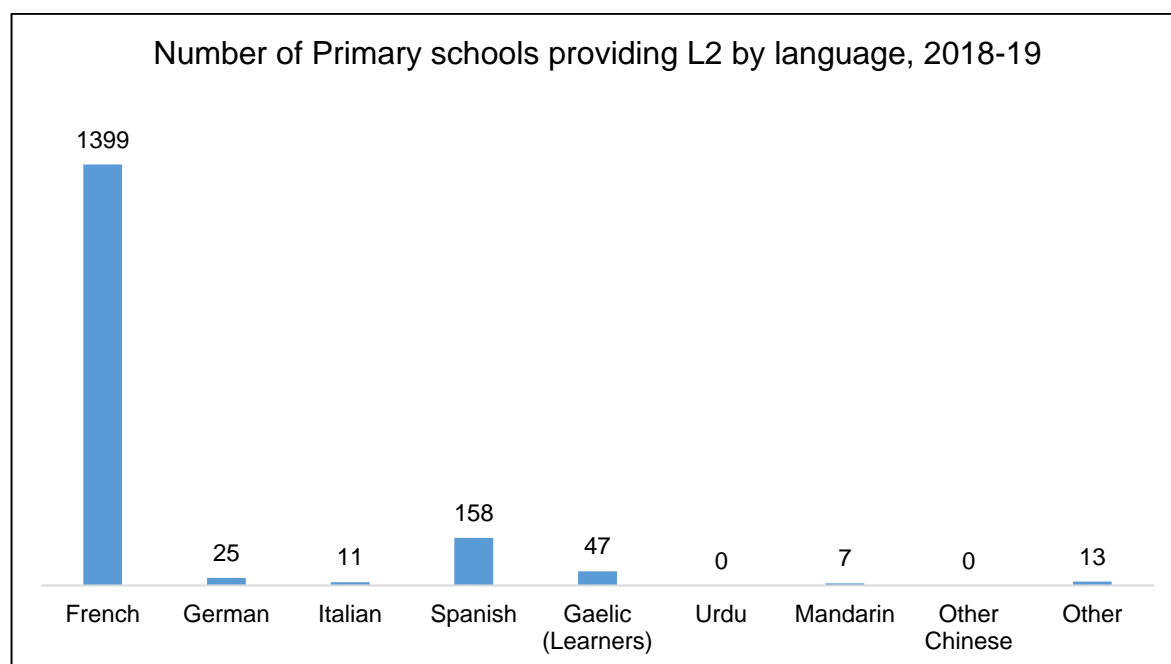
3.1. Percentage of schools providing the full L2 entitlement within the terms of the policy

Mainstream primary schools	88%
Mainstream secondary schools	70%
Special primary schools	56%
Special secondary schools	56%

These figures are very encouraging, especially in primary schools where language learning from P1 was not the norm before the introduction of the 1+2 policy. All 32 local authorities reported having mainstream primary and secondary schools providing the full L2 entitlement.

3.2. Languages offered as L2 in the BGE (primary and secondary)

Mainstream primary schools providing the full L2 entitlement¹



Note: This data contains double counting of some schools, for example a school may offer both French and Spanish as L2. Data has not been through the same validation process as the percentage of primary schools providing the full L2 entitlement.

Of the languages offered in primary schools providing the full L2 entitlement:

- French is the most commonly taught language as L2, being offered in 88% of the schools.
- Spanish as L2 is rising, now reaching almost 10% of the schools.

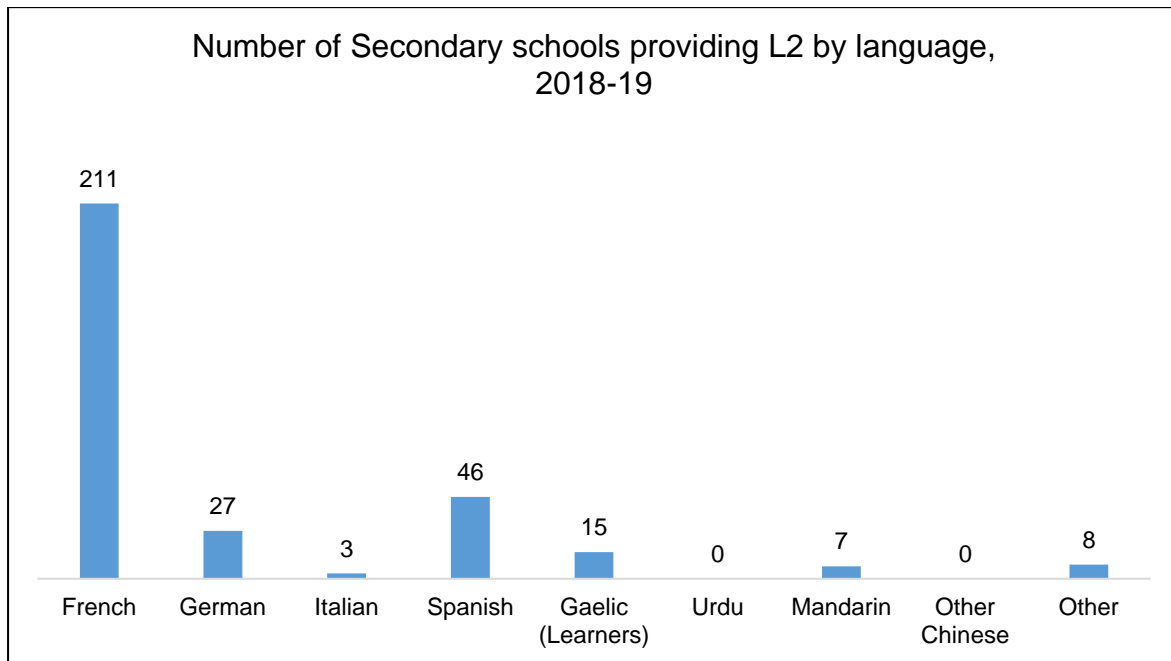
¹ By full L2 entitlement in primary schools, we mean the first additional language is provided continuously from P1 to P7.

- Gaelic (Learners) and German as L2 are offered, approximately and respectively, in 3% and 2% of the schools; whilst the other languages are each taught in less than 1% of primary schools.

Other languages offered as L2 in primary schools include: English in Gaelic Medium Education (GME) schools, British Sign Language (BSL)², and Makaton³.

Although some schools will provide more than one language as L2, the majority of primary schools provide the full L2 entitlement in only one language.

Mainstream Secondary Schools providing the full L2 entitlement⁴



Note: This data contains double counting of some schools. Data has not been through the same validation process as the percentage of secondary schools providing the full L2 entitlement.

Of the languages taught as L2 in secondary schools providing the full entitlement:

- French is the most widely taught language, with 89% of secondary schools offering it as L2.
- Spanish is taught in 19% of the schools, German in 11%, and Gaelic (Learners) in 6%.
- The rest of L2 languages are each taught in less than 3% of the schools.

The picture is similar to the one for primary schools providing the full entitlement.

Other languages offered as L2 in secondary include English in GME settings and BSL.

² In schools and units within schools for deaf learners.

³ Although not a language, Makaton can be used with special needs learners as a means of communication.

⁴ By full L2 entitlement in secondary schools, we mean the first additional language started in primary school is provided continuously from S1 to S3.

Just under a third of secondary schools which offer the full L2 entitlement provide more than one language as L2.

Special primary and secondary schools providing the full L2 entitlement

The picture is similar to the one in mainstream schools, with French and Spanish being the most widely taught languages, respectively in 59% and 14% of special primary schools, and 54% and 18% of special secondary schools.

Makaton and BSL are also taught as L2 in 28% of special primary schools, and 25% of special secondary schools.

3.3. Models used to deliver the full L2 entitlement in primary schools

The full L2 entitlement is being provided in 88% of primary schools. The models of delivery of L2 are given in the following table:

Model type	Percentage of schools
Class teacher embedding learning	83%
External Visiting Specialist drop-in	9%
Internal Visiting Specialist drop-in	17%
Team teaching embedding learning	13%
Other	7%

Note: Some schools will use more than one model type. The percentages will therefore add up to more than 100%.

The majority of primary schools reported having a model in place where the class teacher delivers the L2, blending the target language throughout the school day. For example, in class routines such as taking the register, noting school lunches and, from approximately P3/P4 stage, through teaching discrete lessons in the L2.

Schools also give examples of providing models whereby class teachers from P1 to P3 embed language learning, but then move to a specialist 'drop-in' model from P4 onwards. The 'drop-in' model reported by schools is either provided by a specialist within the school, using non-class contact time, or from an external specialist, e.g. a teacher at the cluster secondary school. Some schools describe addressing the need for all teachers to deliver languages through provision of team-teaching opportunities.

A number of schools reported that they supplement the delivery of the L2 through lunchtime clubs for pupils, parental support (where parents are either native speakers or have a level of fluency in the language), input from undergraduate languages students at local universities, or from regular visits by S5/S6 'languages ambassadors' from the cluster secondary school.

4. THE SECOND ADDITIONAL LANGUAGE (L3) IN THE BGE: PRIMARY AND SECONDARY SCHOOLS

4.1. Percentage of schools providing the full L3 entitlement within the terms of the policy

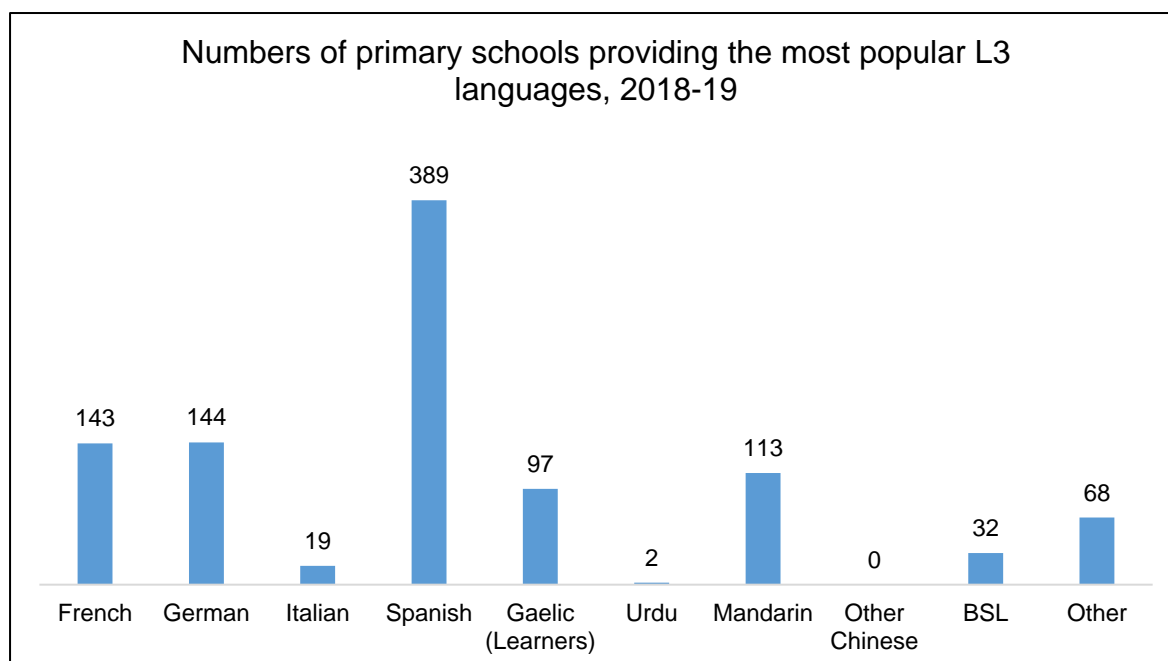
Mainstream primary schools	48%
Mainstream secondary schools	83%
Special primary schools	12%
Special secondary schools	22%

The mainstream results show that for primary schools there is progression towards the implementation of the second additional language (L3) from P5 onwards. For secondary schools, the percentage of full implementation of L3 is higher than L2. An explanation for that could lie with the fact that there are various ways teachers can use to teach L3, making it easier to implement within the timetable.

The results from special schools are very low and reflect the needs and circumstances of the pupils. As the numbers are too small to be representative they will not be presented here.

4.2. Languages offered as L3 in the BGE (primary and secondary)

Mainstream Primary Schools providing the full L3 entitlement⁵



Note: This data contains double counting of some schools. For example, a school could be providing both Spanish and Mandarin as L3 for different year groups. The numbers in the graph will not add up to the overall number of primary schools. This data did not go through the same validation process as the percentage of primary schools providing the full L3 entitlement.

⁵ By full L3 entitlement in primary schools, we mean that L3 is a planned part of the curriculum in P5, P6 and P7.

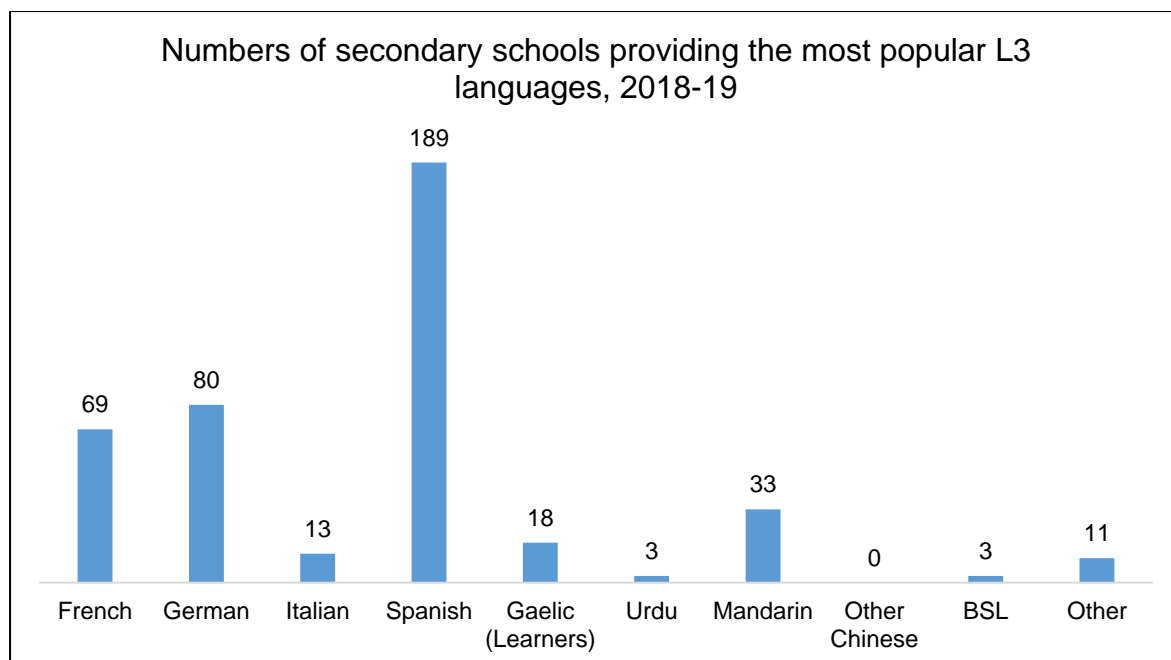
L3 in primary schools is introduced from P5 at the latest, and in addition to L2 which is taught from P1 to P7.

There is a wider variety of languages taught as L3 than L2. The most popular language as L3 is Spanish, whilst there is a more balanced picture across French, German and Mandarin.

Other languages offered as L3 in primary include BSL, Polish, Portuguese, Russian, Japanese and Latin. Schools also cited Scots and Makaton. A small proportion offer more than one language.

Survey returns also indicated that approximately half of primary schools do not yet offer an L3.

Mainstream secondary schools providing the full L3 entitlement⁶



Note: This data contains double counting of some schools. This data did not go through the same validation process as the percentage of secondary schools providing the full L2 entitlement.

L3 in secondary schools is taught at some point in S1, S2 or S3, and in addition to L2 which is taught in S1, S2 and S3.

L3 provision in secondary schools tends to mirror primary schools, with Spanish being the most popular, followed by German, French, Mandarin, Gaelic (Learners), Italian and BSL and Urdu.

There is a higher percentage of schools offering more than one language as L3 than in primary schools. Other L3 languages offered included Japanese, Latin and Scots.

⁶ By full L3 entitlement in secondary schools, we mean that L3 is a planned part of the curriculum from S1 to S3.

4.3. Models used to deliver the full L3 entitlement in primary schools

The full L3 entitlement is provided by 855 primary schools. The models of delivery of the L3 are given in the following table:

Model type	Percentage of schools
Class teacher embedding learning	68%
External Visiting Specialist drop-in	24%
Internal Visiting Specialist drop-in	24%
Team teaching embedding learning	15%
Other	9%

Note: Some schools will use more than one model type. The percentages will therefore add up to more than 100%.

Evidence indicates that some schools are using the flexibility built into the L3 policy to provide alternative ways of ensuring the entitlement is met. Schools reported including inputs from parents (where parents are either native speakers or have a level of fluency in the language), from senior pupils in the cluster secondary school, or from learners who are native speakers. A number of cluster secondary schools mentioned they provide support from the specialist modern language teachers, resulting in clearer lines of communication and resource sharing between primary and secondary schools.

5. TRANSITION BETWEEN PRIMARY AND ASSOCIATED SECONDARY SCHOOLS

The survey results show that the models used to ensure clear transition in language learning between primary schools and the associated secondary schools almost always involve, as a minimum, a sharing of key information on topics, vocabulary and resources, with some clusters sharing tracking and monitoring information on progression. Many clusters reported they ensure that there are sufficient opportunities for teachers from both sectors to meet and co-develop progressive planning formats.

In addition to 'traditional' transition mechanisms, such as a programme of P7 visits to the cluster secondary school, many local authorities reported that clusters organise free-standing modern languages transition events, P6 visits to the secondary school, cluster-based language 'adventure' days, transition projects and so on.

6. SUCCESSES INCLUDING PARTNERSHIPS AND COLLABORATIONS

Partnership working was reported to play a key role in supporting the implementation of the policy, with all local authorities reporting on a variety of partnerships, including Regional Improvement Collaborative (RIC) working, links with several Scottish universities' modern languages departments, as well as links with universities in Europe which provide language immersion courses.

Many local authorities cited they work with the Open University, Scotland’s National Centre for Languages and the Confucius Institute for Scotland’s Schools on training and upskilling courses for teachers, together with the cultural institutes (Institut Français, Goethe-Institut, Spanish Embassy Education Office), British Council Scotland, and Education Scotland to provide training.

The majority of local authorities reported that areas which are going well in terms of policy implementation include: the maintenance of 1+2 funding, which sustains the on-going training of teachers; dedicated local authority officers to support the delivery of training; the increased use of technology to deliver training; and the development of online learning packages for schools, which include learning and teaching materials. Additionally, where teachers had participated in Erasmus+ immersion courses, this developed both confidence in using the language and an enthusiasm for taking languages forward in their schools.

The local authorities employing modern language assistants (MLAs) to support in both primary and secondary settings found the assistants invaluable in providing both linguistic and cultural dimensions to the delivery of the policy. Several local authorities reported that parents/carers welcomed the opportunity to attend engagement events on languages and language learning and responded positively to the earlier start to language learning afforded by the policy.

7. BARRIERS AND CHALLENGES

The following sections show barriers and challenges reported by schools not providing the full entitlement. Results have to be interpreted with caution as the number of schools can be small.

7.1. Reasons for not providing the full L2 entitlement

Primary schools

224 (12%) primary schools were not providing the full L2 entitlement. The reasons for this were reported as:

Reasons	Percentage of primary schools not providing the full L2 entitlement	Percentage of all primary schools
Competing priorities	53%	7%
Teacher confidence	50%	6%
Teacher movement	24%	3%
Teacher skills	33%	4%
Teachers not sufficiently trained	41%	5%
Other	11%	1%

Note: Schools could have provided more than one reason for not providing the full L2 entitlement.

In terms of competing priorities, some local authorities reported that there is pressure to focus on other curricular areas, resulting in schools not prioritising language learning. Schools reported that where staff are not sufficiently trained, there may be gaps in provision of the L2 within schools, with some classes/stages missing language entitlement if the class teacher is not trained in the requisite L2.

Secondary schools

100 (30%) secondary schools were not providing the full L2 entitlement. The reasons for this were reported as:

Reasons	Percentage of secondary schools not providing the full L2 entitlement	Percentage of all secondary schools
Competing priorities	18%	5%
Staff availability	27%	8%
Timetabling	37%	11%
Other	39%	12%

Note: Schools could have provided more than one reason for not providing the full L2 entitlement.

In these schools, these were the alternative models used for languages provision in the BGE:

Model type	Percentage of secondary schools not providing the full L2 entitlement	Percentage of all secondary schools
S1 only	6%	2%
S1 to S2 only	32%	10%
Choice before S2	8%	2%
Choice before S3	51%	15%
Other	27%	8%

Note: Some schools will use more than one model type.

Schools not currently providing full entitlement to an L2 language learning experience (that is, to the end of S3) cite a variety of reasons for not adhering to policy guidelines, many of which are predicated on 'traditional' curriculum models, where language learning is still a choice after S2, thus leading to a mismatch between school policy and the entitlements and vision of the 1+2 policy.

There are still instances of some schools providing language learning in rotation, with, for example, a different language per term in S1 where learners are allowed to choose their preferred language to take into S2.

7.2. Reasons for not providing the full L3 entitlement

Primary schools

918 (52%) primary schools were not providing the full L3 entitlement. The reasons given are:

Reasons	Percentage of primary schools not providing the full L3 entitlement	Percentage of all primary schools
Competing priorities	45%	23%
Teacher confidence	26%	14%
Teacher movement	12%	6%
Teacher skills	19%	10%
Teachers not sufficiently trained	38%	20%
Other	16%	8%

Note: Some schools may have more than one reason to not provide the full L3 entitlement.

In schools where the L3 experience is not provided, many reported that this is due to prioritising delivery of L2. Additionally, key national messages from Education Scotland and other partner agencies on implementation of the policy have, since 2013, stressed the need for schools to focus on L2 in the first instance. Some local authorities point out that they need to decide on the L3 within the cluster and that supplementary training/upskilling for staff in the L3 would be required, in order to deliver this within the parameters of the policy.

Secondary schools

55 (17%) secondary schools were not providing the full L3 entitlement. Reasons for this are detailed as follows:

Reasons	Percentage of secondary schools not providing the full L3 entitlement	Percentage of all secondary schools
Competing priorities	36%	6%
Staff availability	80%	13%
Timetabling	85%	14%
Other	25%	4%

Note: Some schools may have more than one reason to not provide the full L3 entitlement.

Of the reasons given for not providing the full entitlement to L3 as yet, schools reported that they are prioritising the implementation of L2 across the cluster before looking at L3 models; other schools cite that at this stage staff shortages, and the provision of personalisation and choice as a barrier to provision of L3 at this stage.

7.3. Challenges to policy implementation and next steps

In terms of challenges to implementation of policy, these remain similar to previous years. In schools not providing the full entitlement to L2 or L3, teachers reported that the 'overcrowded curriculum' and 'competing priorities' (in terms of the focus in schools on literacy, numeracy, health and wellbeing), together with their other CLPL commitments, mean that it is difficult to ensure that language training/upskilling is a priority. There are issues around teacher confidence in delivering languages, despite some teachers having participated in language training, with some local authorities reporting that the essential 'change of mind-set' toward language teaching, that L2 is part of class daily routines, has not been fully grasped. Secondary schools reported that timetabling for an L2 and an L3 is challenging.

In both sectors, where the policy does not feature on the school improvement plan and therefore lacks focus, it is difficult to persuade senior leaders of the importance of supporting implementation. Ensuring that the 1+2 policy stays on the agenda in local authorities in the future is dependent on having a dedicated officer (or similar) in every local authority; where this is not the case, there is a danger of loss of momentum and a lack of parity of provision nationally.

To overcome challenges such as those outlined above, a number of local authorities state that they will build on the work done since funding was allocated to them to continue to provide support, using a blend of online, distance learning and centre-based training and upskilling for teachers. Others intend to continue with subscriptions to online language resources. Additionally, there are instances of local authorities within RICs working together to provide training, and it is expected that this type of collaboration will continue beyond 2021.

8. TEACHING PROFESSION UPSKILL: PROGRESS AND NEXT STEPS

Local authority Development Officers and Quality Improvement Officers (QIOs) reported that they, or their teams, are responsible for the coordination, and in some cases, the delivery of, language training in local authorities. 27 local authorities have arranged for primary teachers to experience an immersion course in the country where the target language is spoken. The training on offer within local authorities is moving towards a more bespoke approach with 23 local authorities reporting that they offer online and blended courses; that is, distance learning, combined with face-to-face tutoring, as well as the more traditional twilight courses, where teachers are taught in a classroom environment.

Local authority officers reported that it is an on-going challenge to ensure that all staff are trained/upskilled. Primary teachers cite time constraints and competing national priorities from numeracy, literacy, and health and wellbeing as barriers to attending twilight courses; and physical attendance at such courses poses a particular difficulty for those teachers in rural or island schools. Some local authorities' broadband is not fast enough to cope with online meetings, especially where there are multiple participants.

Looking beyond 2021, local authorities outlined a number of strategies they intend to deploy, including: QIOs maintaining the strong links they have developed with language leaders in primary schools; continued funding for subscriptions to online support resources and online training courses; and that time is ring-fenced on Inset days for language planning. Some local authorities are beginning to work within their RIC teams, to share good practice and access to resources; others will make use of the e-Sgoil platform to deliver additional language learning for teachers. Several local authorities mention concerns that policy momentum will decline without specific support and drive from dedicated teams within local authorities.

9. MEASURING IMPACT OF ENHANCED LANGUAGE PROVISION

Typical measures of impact include the use of the Scottish Government annual survey to gauge year-on-year progress in terms of the raw numbers of schools providing the full entitlement per local authority, as well as local authorities gathering information from their own more frequent and bespoke surveys, with school improvement plans used as an indicator of progress against targets. Additionally, local authorities collate statistical information on uptake of languages in the senior phase to determine any increase in entries for modern languages qualifications.

In the primary sector, mechanisms such as pupil voice, parental views and regular observation are used to sample the quality of learning and teaching of modern languages and to determine impact. One group of local authorities has engaged with Edinburgh University on a research project supporting evaluation of 1+2 policy and practice in schools and local authorities involved.

In the primary sector, local authorities reported increased parental interest and involvement in language learning, together with improvements in learners' cultural knowledge and appreciation. Secondary modern languages departments are increasingly seeing improvements in knowledge and ability in modern languages in their new S1 cohorts, with languages departments revamping their BGE languages courses to take account of and build on learners' prior knowledge in the languages they have been learning in primary school.

One local authority officer with responsibility for languages noted that: *“There is a growing understanding of the value of languages learning, highlighting the benefits and transferability of language learning, particularly in terms of strengthening literacy skills and raising attainment, with a marked shift in teacher and learner engagement.”*

10. TRENDS

Comparison of L2 entitlement with results from previous surveys

The data collected in 2015-16 was mostly qualitative, used in the main to audit language provision in schools, and to inform partners of next steps to ensure successful policy implementation.

As the half-way point of implementation was passed and implementation was gathering momentum, the survey evolved and was altered in certain parts to allow for the collection of more quantitative data alongside the qualitative data. The format and content of the surveys and the methods of data collection are agreed between the Scottish Government, ADES and COSLA, and carried out by the Scottish Government on behalf of all the partners. Local authorities are responsible for providing the data and information about implementation of the policy objectives in their schools.

In 2017 we obtained the first figures on the number of primary and secondary schools providing L2. Due to the method in which data was collected, 2017 and 2018 figures contain a degree of uncertainty. In 2019, the quality of the results was further improved so that the figures represent mainstream and special schools separately. Additionally, issues with duplicate number of schools were removed. Overall, the figures from the 2019 survey provide a better and more accurate picture at primary and secondary school level. It is therefore essential to treat results from the 2017, 2018 and 2019 surveys as not fully comparable.

Percentage of primary schools providing the full L2 entitlement

The surveys indicated that in:

- 2017, about 78% of primary schools were providing an L2 entitlement from P1 onwards.
- 2018, at least 91% of primary schools were providing the full L2 entitlement (but there were issues with duplicate numbers of schools and special schools were included in these numbers).
- 2019, approximately 88% of primary schools are providing the full L2 entitlement.

Percentage of secondary schools providing the full L2 entitlement

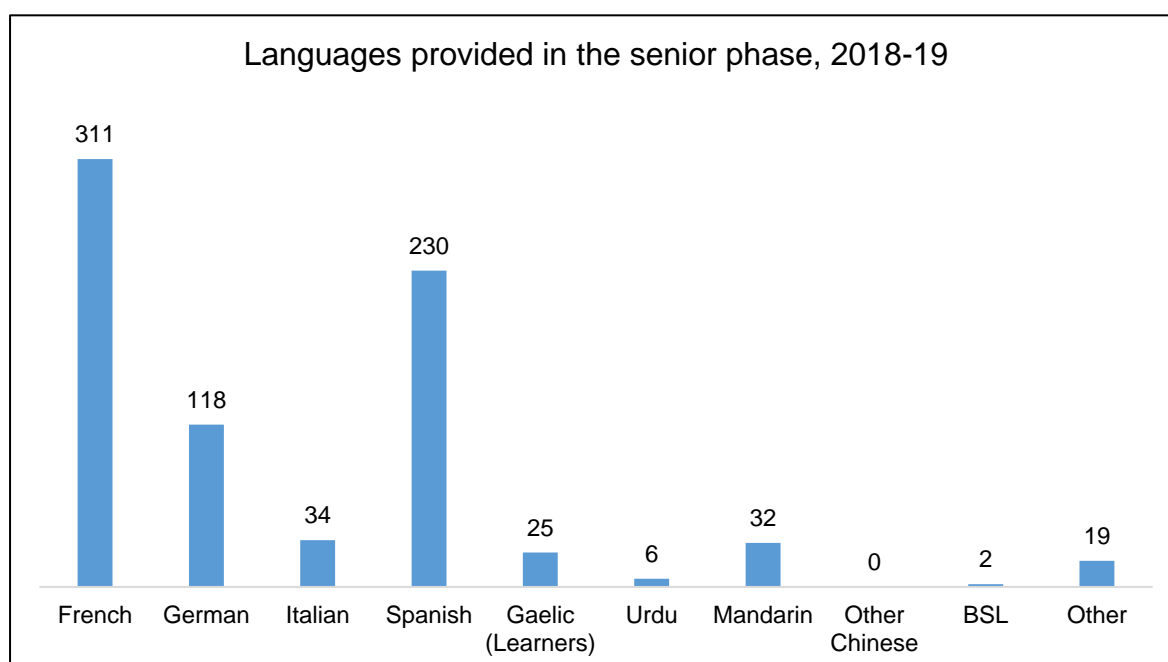
In 2017, we have figures per language offered as L2 in secondary schools but, because schools can provide more than one language as L2, the figures cannot be aggregated and are not presented here.

The 2018 and 2019 surveys indicated that in:

- 2018, at least 62% of secondary schools were meeting the full L2 entitlement.
- 2019, approximately 70% of secondary schools are providing the full L2 entitlement.

11. LANGUAGES IN THE SENIOR PHASE (MAINSTREAM SCHOOLS)

Languages available in the senior phase



Note: This data contains double counting of some schools. This data did not go through the same validation process as the percentage of secondary schools providing the full L2 entitlement.

Of the languages taught in the senior phase, French is the most widely taught, followed by Spanish and German, and then Italian, Mandarin, Gaelic (Learners) and Urdu.

Other languages include Polish, Latin, Japanese, Russian, and community languages that have been reported in the survey results as 'mother tongues'.

12. CONCLUSIONS

This year's survey confirms trends from previous surveys. There is a definite progress towards implementation of the policy as the norm. The results are very positive, in particular when compared to statistics on language learning prior to the introduction of the policy.

Successes of note include that 88% of all primary schools offer the full L2 entitlement, which means that the majority of children will now start their language learning in P1. This is complemented by another positive result showing that over 80% of this teaching is delivered by primary school teachers themselves, blending language learning with the overall learning and class routines.

These results highlight that, despite the on-going challenge of providing training/upskilling programmes, teachers have shown large-scale commitment to the successful delivery of the policy. Many local authorities commented that they work in partnership with the Open University, Scotland's National Centre for Languages and the Confucius Institute for Scotland's Schools, and also with cultural institutes, British Council Scotland, and Education Scotland to provide training.

Partnership working is also reported as a key component to successfully implementing the policy, including collaboration across local authorities, Scottish and also European Universities. Local authorities reported that this success is supported by the maintenance of 1+2 funding to local authorities, as well as Erasmus+ immersion courses and language assistants.

There is still, of course, some work to be done, and the survey shows that some of the challenges and barriers to full implementation can be complex. For example, competing priorities is cited as a barrier in primary settings, and timetabling and staff availability cited in the secondary sector. The survey also highlights the on-going requirement to support teacher professional development, and the need to continue to change mind-sets towards language learning. Taken together, these results indicate a need for all partners to continue to focus their support on the policy aims of the 1+2 languages approach.

It may be worth noting that, at this point, we cannot draw a causal link between the implementation of the 1+2 policy and the uptake of modern languages qualifications in the senior phase, as young people benefitting from the full entitlement from P1 might not have reached senior phase stages as yet. It has been reported, though, that secondary modern languages departments see increased knowledge and ability in their S1 cohorts. Additionally, the trend in popularity of Spanish as L3 echoes the trend that can be seen in the senior phase qualifications.

We plan to gather data through two more surveys by May 2021 before the end date of implementation. In particular, in order to provide an even fuller picture, we will seek to collect data on partial entitlement as well as full entitlement and number of pupils as well as number of schools.

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