Raising our sights:
review of Welsh for Adults

Report and recommendations
Welsh for Adults Review Group

July 2013

Raising our sights: review of Welsh for Adults

Audience

Welsh for Adults Centres, Welsh for Adults providers, tutors, learners, prospective learners, Welsh speakers, awarding bodies, Welsh Language Commissioner, Mentrau Iaith Cymru, The National Eisteddfod of Wales, BBC Wales, S4C, employers, other stakeholders and partners involved in the programme area.

Overview

During the summer of 2012, a Group was established to review the Welsh for Adults programme area in terms of learner attainment, curriculum content, delivery structures and value for money. This document summarises the Review Group's findings and recommendations for improving the provision and structure of Welsh for Adults in the future.

Further information

Enquiries about this document should be directed to:
Welsh in Education Unit
Department for Education and Skills
Welsh Government
Tŷ'r Afon
Bedwas
Caerphilly
CF83 8WT

Tel: 0300 062 2428
e-mail: welsh.education@wales.gsi.gov.uk

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www.wales.gov.uk/topics/educationandskills/publications/
wagreviews/?skip=1&lang=en

Related documents

Welsh-medium Education Strategy (Welsh Assembly Government, 2010);
A living language: a language for living – Welsh Language Strategy 2012–17
(Welsh Government, 2012)

This document is also available in Welsh.

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Foreword

Ensuring the Welsh language flourishes is a high priority in Wales today and Welsh for Adults has a key role to play in this regard. It was a privilege, therefore, to take on the challenge of leading a review of this important programme area.

The Welsh for Adults curricular programme area has developed significantly during the past two decades. It is a programme area which plays a vital role in increasing the number of Welsh speakers and also ensuring that individuals develop their language skills in relation to their work, within the family setting and in several other spheres in modern Wales. Each year, around 18,000 students enrol on Welsh for Adults courses and Welsh Government annual spending to support the provision is in the region of £13 million. However, it is worth noting here that this programme area has no monopoly over creating learners and there are a number of fluent Welsh-speaking individuals in Wales and beyond who have learnt the language via other routes.

There are a number of reasons why individuals learn a language: vocational necessity, academic interest, to improve awareness and feel part of a family or wider society. The journey to learning Welsh can be long and arduous for some and requires determination, commitment and support. Efforts have been made to tailor courses at different levels and use different delivery methods to meet learners' needs and there is a system of assessment, accreditation and examination in place to support the learning and teaching.

Historically this programme area was part of local government community provision, the provision of Further Education colleges and Higher Education institutions along with third sector and private sector agencies. At the heart of today's provision is the role and work of the six Welsh for Adults Centres established in 2006. The Centres have undertaken significant and important work in developing the programme area in Wales.

Following a period establishing themselves, it was an appropriate juncture to take stock of the situation and raise relevant questions to ensure this programme area continues to develop and the service is extended. Since 2006 there have been major changes in the field of education and there are more on the horizon. In establishing the Review Group, therefore, there were specific questions for us to consider. In brief, the main questions relate to learners, the curriculum and the structure of the service.

On beginning the work, the Review Group was aware of the need to avoid recommending changes simply for the sake of it. The Group enthusiastically reviewed the service and gleaned a wealth of useful evidence, including clear evidence of the valuable and beneficial characteristics of the programme area and we are convinced that these should be safeguarded and developed further. At the same time, we received evidence of areas in need of improvement and strengthening. It has been an interesting task in taking stock of the evidence, checking facts and reaching conclusions.

During recent months we have gathered evidence from a broad range of representatives and stakeholders at a local, regional and national level. We were frequently directed towards the good practice that exists in the international context. Our interviews with specialist personnel and focus groups were the main basis of our decisions in relation to what needed to be improved.

The Review Group therefore has listened, read and discussed widely in undertaking the work. We have been conscious of the work undertaken by pioneers in the programme area during the past century and of the commitment and perseverance of a host of individuals, often voluntarily, to ensure that this educational area makes such a key contribution today. We were also heartened in our discussions with learners and have great admiration for their commitment.

We realise that the future of the Welsh language is dependent upon a number of factors and the success of this programme area is one of them. As a Group we were inspired by the potential Welsh for Adults has to make a significant difference to the numbers and confidence of Welsh speakers in all parts of society in the future, but particularly so in the workplace. We as a Group are ambitious for Welsh for Adults and have set out our vision in the document. We are confident that implementing the recommendations within a supportive climate and framework for the Welsh language will be an important step forward towards significantly increasing the number of Welsh speakers. This programme area has enormous potential and the time has come for us as a nation to *raise our sights.*

Dr Haydn E Edwards
Chair of the Welsh for Adults Review Group
June 2013

Part 1: Introduction and context

Introduction

1.   Welsh for Adults is community-based education. Its purpose is to provide opportunities for adults to learn Welsh in their communities or workplaces. For the purpose of this programme area, we are dealing with learners over 19 years of age. The programme area is unique in terms of adult education provision as it is supported by the Welsh Government's language and education policies and contributes to seeing the language flourish. The programme area also integrates with a number of other Welsh Government policies in terms of providing individuals with new confidence, increasing employability, integration within local society, providing support for parents to support their children and families and addressing poverty and deprivation. It is a comprehensive programme area, available to all.

2.   During the summer of 2012 the former Minister for Education and Skills, Leighton Andrews AM, announced his intention to establish a Welsh for Adults Review Group and a Remit for the work was published (Appendix 1). At the end of the summer the membership of the Review Group was announced (Appendix 2) and work began during the autumn. In a period of widespread change in education and training, such as mergers of further education colleges and universities; the establishment of education consortia; and the review of Welsh second language as a subject, in addition to developments in relation to the language following the publication of the Welsh Government's Welsh Language Strategy in March 2012, it was decided that it was timely to review Welsh for Adults in terms of learner attainment, curriculum content, delivery structures and value for money.

3.   Since then, the Review Group has gathered evidence from a variety of organisations and individuals including the Welsh for Adults Centres, other providers, tutors, employers and of course learners. The Review Group has also invited evidence from bodies with an interest in the programme area. Further information on the Review Group's approach is found in Part 2 of this report.

4.   The work of the Review Group has intensified in light of the 2011 Census results. Between 2001 and 2011, the number and proportion of people aged 3 and over who can speak Welsh in Wales declined. This reduction was the result of demographic changes in the population and changes in relation to people's skills between the two Censuses. Despite the increase in population size, the number of Welsh speakers reduced from 582,000 in 2001 to 562,000 in 2011. The differences between 2001 and 2011 varied according to age group - with a significant increase in relation to younger children (aged 3-4), some degree of increase in adults aged between 20-44, and reductions in the other age groups. These results pose a challenge for Welsh for Adults and the report will elaborate further on this.

Policy context

5. The Welsh Government's vision for the Welsh language is stated in its strategy *A Living Language: A Language for Living*, published in 2012, namely to see the Welsh language flourish. The Strategy states that the Welsh Government wants to see the following over the next five years:
    - an increase in the number of people who speak and use the language
    - more opportunities for people to use Welsh
    - increased confidence and fluency in the language
    - increased awareness among people of the value of Welsh, as part of our national heritage and as a useful skill in modern life
    - the strengthening of the position of the Welsh language in our communities
    - strong representation of the Welsh language throughout the digital media.

    In order to achieve these aims, it states that it wishes to see the responsibility for promoting and facilitating the use of Welsh embedded and shared amongst an increasing number of organisations across Wales. In addition, the Programme for Government for 2011-2016 states that the Welsh Government wants 'to ensure increased use of Welsh in everyday situations'.

6. The Welsh-Medium Education Strategy which had already been published in 2010 contributes to realising *A Living Language: A Language for Living* with a number of both strategies' objectives being dovetailed. The vision of the Welsh-Medium Education Strategy is *for there to be an education and training system which ensures an increase in the number of people of all ages and backgrounds who are fluent in Welsh and who can use the language with their families, in their communities and in the workplace*. There are specific objectives in it to continue to develop Welsh for Adults in order to raise standards and increase the number of people who can contribute to their communities and workplaces in Welsh. In addition, Welsh for Adults has an important role to play in relation to a number of the strategic areas identified in *A Living Language: A Language for Living*, particularly:
    - the family: encouraging and supporting the use of Welsh within families;
    - the Community: bolstering the position of Welsh within the community;
    - the workplace: increasing opportunities for people to use Welsh in the workplace.

7. The Welsh Language Board played a role in terms of funding informal learning in Welsh for Adults over a long period of time and was responsible for agreeing and monitoring the Welsh language schemes of Welsh public organisations, but the passing of the Welsh Language (Wales) Measure 2011 led to changes. The Welsh Language Board

was abolished and responsibilities were transferred to the Welsh Government and the office of the Welsh Language Commissioner, which was established in 2012. The main aim of the Welsh Language Commissioner is to promote and facilitate the use of Welsh and this is done by drawing attention to the fact that the Welsh language has official status in Wales and by imposing standards on organisations in order to ensure increased use of Welsh in the workplace and increase services in Welsh for customers. The Welsh Government is now responsible for promoting the use of Welsh in communities. The Welsh Government is also committed to ensuring that the Welsh language is taken into account when policies are developed.

8. The same quality, funding and data collection procedures are used in Welsh for Adults and community education. A Policy Statement on community learning[1] was published in November 2010 which states the Welsh Government's vision for the programme area for the future in order that:
   - there is increased participation among those who have benefited least from education in the past or who are most likely not to benefit in the future;
   - there is improved quality in the learning experience including increased progression to other learning opportunities or work; and
   - there is greater coherence in the nature and patterns of provision across the wide range of providers.

   Although Welsh for Adults is not included in the policy statement, aspects of the statement are relevant to the programme area.

9. Other national policies, procedures and developments also influence Welsh for Adults. For example, the current review of Welsh second language in Key Stages 3 and 4; the review of the National Eisteddfod; the group discussing the relationship between the language and the economy; and the group considering Welsh in the community are relevant, and there will be a need to ensure that the recommendations of these groups build on each other for the benefit of the language. In addition, there is a need to acknowledge and consider the findings of the recent review of qualifications for young people aged 14-19; developments in the area of English for Speakers of Other Languages; and structural changes in education and training.

10. The Review Group recognised that there was also a need to consider Welsh for Adults in the context of today's world. Economic pressures are mounting and people's time is scarce. While there is general understanding of the importance of lifelong learning, much of this now occurs in the workplace and on-line. Local community activities do not play as prominent a role as they did in the past.

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[1] Delivering Community Learning for Wales, November 2010:
http://wales.gov.uk/topics/educationandskills/learningproviders/communitylearning/deliveringlearning/;jsessionid=73F40FCDDC68938A50260B5D628AB401?skip=1&lang=en

Background

11.   Welsh for Adults courses have been delivered for decades and have very often depended on enthusiastic individuals. During the 1960s and 1970s the need for a more structured effort was identified to develop and deliver Welsh for Adults courses as part of the need to protect and promote the Welsh language. As a result, Welsh for Adults courses became part of adult education provision offered by a range of providers, including local education authorities, further and higher education institutions and community and voluntary organisations.

12.   During this period, *Cymraeg Byw* or Living Welsh was developed as the spoken Welsh standard for learners and this format was adopted in course textbooks. *Welsh for Adults* was a first attempt to formulate a national course for learners. In the 1970s the need to increase learner contact hours with Welsh was identified if they were to make the transition to using the language. During this period, the intensive Wlpan courses were developed based on learning methods used in Israel to teach Hebrew. This development, along with the first provision of intensive eight-week courses run by Cardiff University at the University of Wales Lampeter was one of the most important milestones in the history of Welsh for Adults, and the Wlpan method continues to be used to this day.

13.   Another notable milestone was the establishment of Nant Gwrtheyrn, the Language and Heritage Centre, in the 1970s. The need was identified for a national language centre which would deliver residential courses throughout the year, and after attracting the support of tutors, business people and friends, a Trust was set up to buy the Nant Gwrtheyrn village. The first Welsh course was held at the Nant in 1982, and since then the Centre has specialised in intensive residential courses.

14.   In the 1980s and 1990s a more dialectal flavour was introduced to the language used on courses to enable learners to learn the language they would hear locally. In addition, the concept of tailoring courses for the workplace came about following the passing of the Welsh Language Act of 1993.

15.   By 1992, a clear system had developed for delivering Welsh for Adults courses and in 1994 eight regional consortia were established (based on the former county/local authority boundaries) to be responsible for coordinating the provision, the marketing, training for tutors amongst other things across a number of providers.

16.   In 2000 ELWa (the funding body for post-16 education and training, excluding higher education) became responsible for the funding arrangements for Welsh for Adults. Shortly afterwards in 2003 *Iaith Pawb* was published, the Welsh Government's action plan for the Welsh language. It was recommended in *Iaith Pawb* that ELWa:
  * develop a coherent method of delivering Welsh for Adults, review planning and delivery and bring the work into mainstream planning, and raise the profile of Welsh; and

- research the opportunities to establish purposeful Welsh for Adults Centres in order to provide opportunities for non-Welsh speaking adults to gain access to effective and consistent Welsh languages courses.

17.   During the same period, two studies were produced; a national evaluation and a specific review of the quality of the provision. The National Foundation for Educational Research (NfER) was commissioned to undertake the evaluation and produced its report in December 2003. Estyn published a report on the quality of Welsh for Adults provision in March 2004.

18.   Both reports proposed a number of recommendations in relation to:
- strategic planning and management;
- structure;
- funding;
- marketing and raising the status of the programme area;
- the quality of teaching and training for tutors;
- support and opportunities for learners; and
- learning and teaching resources.

19.   In response to the reports, ELWa set about restructuring and developing Welsh for Adults. One of the most major proposals was to restructure the programme area and establish regional Centres to be responsible for planning and funding the provision. This proposal was subject to public consultation during 2005. Among other developments, a national qualification to train tutors was commissioned; the funding weighting for Welsh for Adults was increased to 1.5; a national brand was developed for the programme area to improve national marketing and ensure consistency; and new course books were developed.

The current position

20.   Six Welsh for Adults Centres were established in 2006 (based on the former ELWa regions), following a period of public consultation and a grant application process, in order to bring together the broad range of Welsh language provision that existed at the time with the intention of raising standards. The six Welsh for Adults centres below are responsible for planning and delivery within their regions:
- Cardiff and Vale of Glamorgan (based in Cardiff University);
- Mid Wales (based in Aberystwyth University);
- South West Wales (based in Swansea University);
- North Wales (based in Bangor University);
- Gwent (based in Coleg Gwent);
- Glamorgan (based in the University of Glamorgan).

21.   The Welsh Government is now responsible for the national coordination and strategic direction of Welsh for Adults. The Department for Education and Skills (DfES) sets the strategic priorities

for the six Centres and monitors their progress against the following priorities:

- increasing the number of learners on intensive courses;
- increasing the number of learners on advanced level courses;
- developing the use of e-learning in order to make Welsh for Adults more accessible;
- developing the provision of Welsh for the Family in order to enable parents to learn Welsh with their children;
- developing Welsh in the Workplace in order to support organisations to deliver Welsh language services;
- increasing informal use of Welsh among learners and through various projects in order to bring learners and fluent speakers together; and
- ensuring a high standard workforce of tutors.

22. The Welsh for Adults Centres currently receive funding from the Welsh Government through two separate funding streams:

- recurrent funding for the provision through the National Planning and Funding System; and
- development grant funding through the Welsh in Education Unit, in line with agreed performance measures.

The funding allocations since the Centres were established are outlined in Table 1 below:

Table 1 – Recurrent funding and grant funding for Welsh for Adults Centres 2007/08 – 2012/13

	2007/08 £m	2008/09 £m	2009/10 £m	2010/11 £m	2011/12 £m	2012/13 £m
Welsh for Adults Recurrent Funding	6.86	8.81	10.27	10.40	10.29	10.57
Welsh for Adults Grant Funding	2.00	2.26	2.26	2.26	2.20	2.04

Source: Department for Education and Skills, Welsh Government

23. DfES also funds a range of national initiatives to support Welsh for Adults, including a national marketing strategy, commissioning learning and teaching resources, assessment and accreditation, and a national training programme for tutors. These national initiatives ensure consistency across Wales, helping to improve standards and remove local duplication. During 2011/12 additional expenditure amounted to approximately £0.5 million.

Progress to date

24. The number of Welsh for Adults learners appears to have been quite consistent since responsibility for planning and funding the provision transferred to the Centres in 2007/08, despite social and economic changes. Also, as Table 2 shows, the size of the provision (number of learning activities) has increased which suggests that learners do more

learning i.e. enrol on more courses, or enrol on a number of supplementary courses. It is important to note that data collection methods have changed over the years, and although some problems remain, the quality of the data has improved since the Centres were established.

Table 2: Number of learners and number of learning activities

Year	Number of learners*	Number of learning activities*
2007/08	17,570	24,955
2008/09	18,220	27,180
2009/10	17,865	27,440
2010/11	18,205	27,465
2011/12	18,050	31,190

Source: LLWR[2] and HESA[3]
*Numbers rounded to the nearest 5

25. The data also show that the levels pyramid has not changed much since the Welsh for Adults Centres were established. The numbers learning at the different levels have remained quite consistent as Table 3 shows, and this is discussed further in Part 3 of the report.

Table 3: Number* of learners at each level

Level	2007/08	2008/09	2009/10	2010/11	2011/12
Entry / pre-Entry Level	7,745	7,975	8,675	8,420	8,010
Foundation Level (Level 1 or equivalent)	4,390	5,385	3,510	3,795	2,830
Intermediate (Level 2 or equivalent)	2,155	1,885	2,005	2,200	1,990
Advanced (Level 3 or equivalent)	1,305	1,150	1,550	1,570	1,565
Proficiency (Level 4 or equivalent)	200	360	430	620	1,050
Specialist (e.g. revision courses or short courses or Welsh in the workplace)	1,775	1,470	1,700	1,600	2,600
Total	**17,570**	**18,220**	**17,865**	**18,205**	**18,050**

Source: LLWR and HESA
*Numbers rounded to the nearest 5

26. An external evaluation of Welsh for Adults was completed in April 2010[4]. The evaluation concluded that progress had been made in developing Welsh for Adults and was generally supportive of the action taken to move the programme area forward. The evaluation notes the following developments:
- improvements in planning the provision within the regions, helping to create a far clearer picture of regional markets, and helping to remove duplication;

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[2] LLWR – Lifelong Learning Wales Record.
[3] HESA – Higher Education Statistics Agency.
[4] Evaluation of the Welsh for Adults Programme, OldBell 3, http://wales.gov.uk/docs/caecd/research/111014welshforadultsevaluationen.pdf

- stem the decline in the number of Welsh for Adults learners witnessed during the period immediately prior to the establishment of Welsh for Adults Centres, and improving learners' progress between national framework levels;
- an improvement in specially tailored provision such as the provision of Welsh for the Family or Welsh in the Workplace, and a greater emphasis on intensive courses;
- the provision of planned, high quality opportunities for tutors, consistent with the emphasis on tutor training within Welsh for Adults in *One Wales*, and helping to improve the quality of learning and teaching;
- an increase in the number of learners sitting Welsh for Adults examinations, again promoting progress between levels and helping learners to reach a higher level.

27. The evaluation also acknowledged that there was a need to continue developing the programme area, and a number of recommendations were identified, including:
- the need for the Centres to collaborate and share good practice in relation to strategic planning and market analysis;
- ensuring that data collection processes were consistent across all six centres;
- the need for Welsh Government to acknowledge that an element of grant funding would be needed to maintain some functions; and
- the need for Centres to look at their funding policies with a view to using more core funding to contribute towards management costs and ensure a higher level of effectiveness from their provider networks.

28. It must be stated that a number of employers provide courses internally for their staff and provision is also delivered by the private sector, the voluntary sector and the higher education sector. We will discuss these issues further in Parts 3 and 4 of the report.

29. We are therefore dealing with a programme area that has changed and developed over recent years and an education service that is essentially unique to Wales. The current review is therefore considering all aspects of the programme area and Part 2 of the report deals with issues of process and context. Then in Parts 3, 4 and 5 of the report the evidence gathered and further information lead to a more detailed analysis and to a number of recommendations for the future in Part 6.

Part 2: Establishing priorities and approach

Criteria for any change

30. A number of evaluations and reports measuring success and looking at different aspects of the programme area have been produced, but this is the first time an external, independent group has been established to consider the future of the programme area.

31. When beginning a review it is important that the remit is clear and also that the process of gathering evidence is agreed and supplements knowledge, opinion and perspective. A meeting was held with Leighton Andrews AM, the Minister for Education and Skills at the time, early in the process to discuss the Remit, receive comments and discuss relevant questions. Before reaching conclusions regarding any changes after looking at the evidence, there is a need also to be clear what the criteria for change are and how to measure the success of the programme area. At the beginning of the work, therefore, there was a discussion in relation to the Review Group's vision for Welsh for Adults.

32. The outcome of the discussion was that the Group's vision was to develop the following agreed criteria for the programme area. These will be a guide when considering the evidence and reaching conclusions that will lead to recommendations later on in the report.

    Welsh for Adults in Wales needs to:

    - be a service of national excellence which contributes to creating a bilingual Wales and which garners support across the country;
    - reach and meet the needs of learners of every age, ability, location, gender and background, and particularly certain target groups in the workplace and families in addition to the traditional provision in the community;
    - hold a clear profile nationally and locally with good quality marketing;
    - be a provision which is supported creatively by informal learning, e-learning, the media, the latest communication methods and key partners;
    - be a quality provision which is continuously improving, sharing good practice in Wales and internationally and which uses cutting edge resources;
    - a medium which effectively bridges learners and first language Welsh speakers;
    - use relevant research to promote development and innovation in the programme area;
    - be supported by committed, professional, first rate tutors; and
    - be a service which is strategically planned, adequately funded, led and managed to a high standard, cost-effective and avoids unnecessary duplication.

Approach and evidence-taking

33.   The review began in September 2012. During that inaugural meeting there was a discussion on the Review Group members' vision for the programme area and also on its approaches. The members had an opportunity to declare interests which may impact on the Review Group's work, and that register has been continuously updated as the work has proceeded. It was also agreed that the Review Group would need to adhere to the Nolan principles; confidentiality and transparency in particular were discussed. It was also agreed that the Review Group would operate through the medium of Welsh and would meet in locations across Wales as needed. The Group met 21 times during the review period.

34.   At the inaugural meeting it was agreed that there would be a need to gather evidence orally or in writing from the following groups:
- learners;
- employers;
- the Welsh for Adults Centres;
- Welsh for Adults providers;
- tutors; and
- individuals or organisations interested in the programme area.

35.   It was also agreed to adopt a range of approaches, and during the period of the review the following occurred:
- 7 focus groups were held with learners and 4 focus groups with tutors;
- 105 responses were received to an online questionnaire for employers;
- discussions were held with the 6 Centres and 21 other providers;
- 67 individuals came to represent 39 organisations to present evidence to the Review Group (see Appendix 3);
- 29 written responses were received from a range of individuals and organisations (see Appendix 4);
- individuals and organisations were invited to submit comments and contribute via the Welsh Government website and the Dysg newsletter; and
- relevant conferences were attended and visits undertaken to some Welsh centres for example Tŷ Tawe, Swansea and Canolfan Soar, Merthyr Tydfil.

Through the Group's work, members have met with almost 200 people.

36.   The Review Group also considered the debate that appeared in the press on the future of Welsh for Adults. The fact that there was a public debate on the programme area outlines its importance and the desire on the ground to see the programme area succeed and contribute towards the future of the language.

37.   The Review Group received and discussed a number of research reports completed over recent years, and in particular, research undertaken by Cardiff University[5] (a full list can be found in Appendix 5). There is recognition of the importance of this research commissioned by Welsh Government, which offers a way forward for Welsh for Adults, but which is also useful at an international level.

Some options and questions to consider

38.   One of the things that became apparent to the Review Group at a very early stage in the process of reviewing Welsh for Adults was the complexity of the programme area, not only in terms of its funding method, the diversity of learners and its structure, but also in relation to the plethora of stakeholders who have an important contribution to make to the programme area. This is the Review Group's attempt therefore at mapping the programme area:
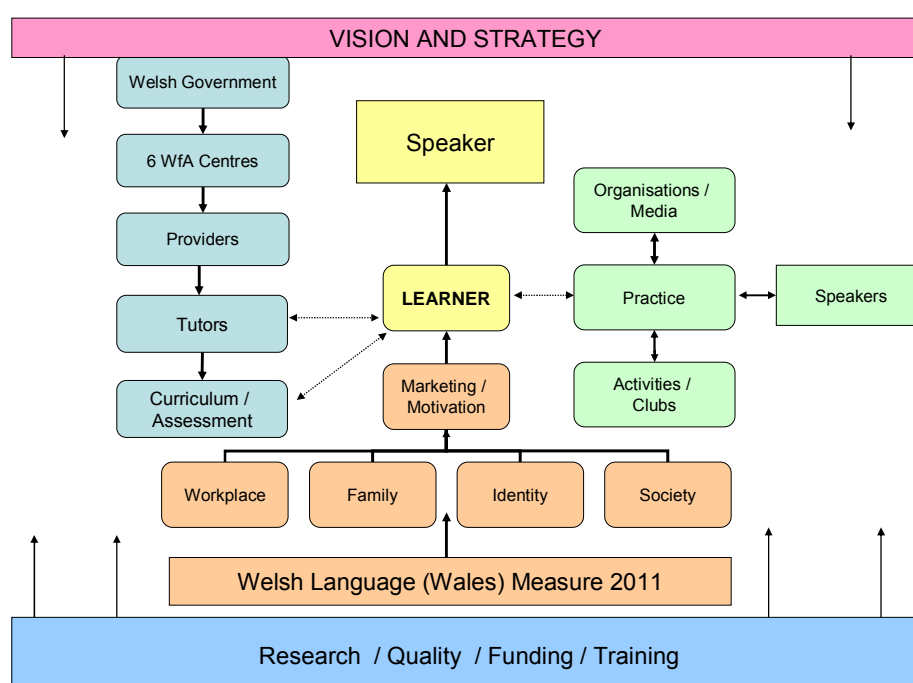
Illustration 1: Flow chart showing Welsh for Adults structures and influences

With the learner at the centre and the aim of creating Welsh speakers, the flow chart above illustrates the structures and influences around it. In the orange boxes are the factors which motivate learners to start learning Welsh; in the blue boxes, beginning with the Welsh Government, is the structure currently in place for delivering courses to meet the learner's needs; the green boxes contain the important opportunities that are needed for learners to practise in order to

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http://wales.gov.uk/topics/educationandskills/publications/researchandevaluation/research/wfa-teaching-and-learning-a-critical-review/?skip=1&lang=en *Welsh for Adults teaching and learning approaches, methodologies and resources: a comprehensive research study and critical review of the way forward*

become Welsh speakers; and influencing all this are research, quality, funding and training and Welsh Government strategies.

39. Another debate that has arisen in a vast number of Review Group meetings is to what extent provision of different types should be prioritised and for specific audiences. The following priorities were considered:

- increasing the number of Welsh speakers who can use their Welsh in the community;
- supporting parents who choose Welsh medium education for their children;
- supporting workplaces to develop their staff's language skills in order to be able to offer Welsh language services to their customers;
- providing very intensive and residential courses;
- providing a range of non-intensive courses in all areas; and
- modernising the service through e-learning.

Taking account of these priorities, there is a need to create a model for Welsh for Adults that can be flexible to respond to and meet various needs and does so in different parts of Wales.

40. The method of assessing learners was also a very evident issue to consider. Is the current emphasis on accreditation and providing credits for learners valuable? Is the level of expenditure on Welsh for Adults examinations value for money? Is there a need to assess and give learners feedback in a more useful manner?

41. The Review Group heard several views in relation to what fluency is and what a fluent learner is expected to be able to do. One view was that a learner can be fluent at Entry or Foundation level if he or she can use the language they have purposefully and confidently. Others stated that Intermediate or Advanced level could be adopted as the threshold for fluency. Of course, in order to be considered fluent, a learner is expected to have completed the learning at the specified level and be able to use the language confidently.

42. Having reflected on what was presented to them, the Group members feel that the Common European Framework of Reference for Languages (see Appendix 6), specifically Level B1 descriptions which correspond with Intermediate level (for the 4 language skills), offers descriptions for a possible threshold for fluency.

The ability to speak at Level B1 / Intermediate is as follows:

I can deal with most situations likely to arise while travelling in an area where the language is spoken. I can join in a conversation spontaneously on familiar subjects, of personal interest or relevant to everyday life (e.g. family, work, interests, current events.)

43.   For Level B2 which corresponds with Advanced level 1, the ability to speak is described as follows:

I can interact with a degree of fluency and spontaneity with native speakers. I can take an active part in discussion in familiar contexts, accounting for and sustaining my views.

It appears that the description for Level B2 / Advanced 1 comes closer to conveying fluency and confidence in using the language in a range of situations and contexts for adoption for the purpose of this report. As no unanimity was reached in relation to fluency, the Review Group suggests a broad debate is needed in order to reach a clear and agreed definition of fluency that will assist everyone involved in the programme area. This is discussed further in Part 3 of the report.

Terminology and definitions

44.   In Parts 3, 4 and 5 of the report a number of terms are used regularly. In order to ensure understanding of these terms, for the purpose of this report, here is a list of terms and the Review Group members' definitions of them:

Assessment for learning: *"Assessment for learning is the process of seeking and interpreting evidence for use by learners and their teachers to decide where learners are in their learning, where they need to go and how best to get there"* (Australian Curriculum Corporation 2002).

Welsh for Adults Centre: Six Welsh for Adults Centres are funded by Welsh Government and these deliver directly and through sub-providers. This term is used to define the work of the Centres and the sub-providers.

Welsh Centre: A centre in which a number of Welsh language and Welsh cultural societies are convened under one roof, for example Tŷ Tawe or Canolfan Soar, Merthyr Tydfil.

Grant funding: Funding given by grant agreement from the Welsh Government for achieving specific objectives.

Recurrent funding: Education funding determined via formula by the Welsh Government and paid to recognised education providers for their provision.

Welsh for Adults: Welsh language courses for adults over 19 years of age.

Welsh for the Family: Welsh language courses marketed and planned particularly for families and predominantly families with

children under 7 years of age in order to encourage family members to speak Welsh with the children.

Welsh in the Workplace: Welsh language courses provided in the workplace for staff, usually with the intention of enabling the member of staff to deliver Welsh medium services or use Welsh in the workplace in some way.

Providers: Any organisations providing Welsh for Adults courses. These include the six Welsh for Adults Centres and the 20+ sub-providers.

Informal learning: Non-structured activities in which learners take part outside the class, either alone or with a group. This can include activities such as attending Welsh events in the community; attending 'tea and a chat' sessions and learners' clubs; listening to Radio Cymru, viewing S4C, and using Welsh websites; or using Welsh with friends, family and the wider community.

Blended learning: A type of education which combines face to face classes with e-learning methods enabling learners to complete the learning in settings and at times that are convenient to them.

Semi-formal learning: Structured activity under the guidance of a tutor or other leader. This can include activities such as a transition scheme in the class, where Welsh speakers come in to converse with learners or communication tasks outside the classroom, as part of the course structure, such as using a questionnaire to converse with Welsh speakers, or ordering food and drink in a cafe.

E-learning: The use of electronic media and information and communications technology (ICT) in education. Different types of media are used including sound, video/DVD or activities on computers/digital tablets. E-learning can occur inside or outside the classroom. It can be under the guidance of a tutor or independent learning.

Sub-providers: Organisations funded via the Welsh for Adults Centres to provide Welsh for Adults courses.

Welsh Speakers: Everyone in Wales and beyond who speaks Welsh whether they are first language speakers or learnt the language as children or as adults.

Part 3: The learning experience

The learners

45. During the past five years the number of Welsh for Adults learners has been around 18,000 with a variation of around ± 2%. The programme area has been quite stable therefore, despite there being a reduction in the number of learners in other sectors such as Adult Community Learning. One could claim, however, that the programme area has not grown and reached its full potential.

46. Welsh for Adults learners vary in age, gender and in terms of their motivation for learning. The age of Welsh for Adults learners remained quite constant during recent years as is noted in Table 4. The table also shows that the age distribution of learners is quite equal compared to a general view that it is older people in their leisure time who learn Welsh. It also shows that there are fewer in number of people in their twenties and their fifties, and that these groups could be more effectively targeted.

Table 4: Number* of Welsh for Adults Learners by age

Year	Under 19	20-29	30-39	40-49	50-59	60 and over	No information	Total
2007/08	185	2,335	3,850	3,795	3,095	3,985	320	17,570
2008/09	300	2,720	3,915	3,855	3,095	3,950	385	18,220
2009/10	365	2,850	3,940	3,770	2,970	3,745	220	17,865
2010/11	585	2,735	3,900	3,775	3,060	3,970	185	18,205
2011/12	595	2,610	3,800	3,795	3,015	3,985	250	18,050

Source: LLWR and HESA
*Numbers rounded to the nearest 5

47. Looking at the distribution of learners by gender (Table 5) the figures are quite consistent with the adult community education figures. There are more women (68.8%) than men (31.2%) learning the language, which reflects the percentage of the population who learn a second language and foreign languages in general. We heard of the steps taken by some Centres to respond to this challenge but it is clear there is further work to be done.

Table 5: Number* of Learners by gender

Year	Women	Men	Total
2007/08	12,025	5,545	17,570
2008/09	12,490	5,730	18,220
2009/10	12,260	5,605	17,865
2010/11	12,635	5,570	18,205
2011/12	12,720	5,325	18,050

Source: LLWR and HESA
*Numbers rounded to the nearest 5

48. Welsh for Adults considers the needs of other groups of learners and prospective learners, including learners with disabilities. For example, training is provided for tutors on considerations relating to disabilities and course books are provided in Braille for blind learners.

49. Learners and prospective learners from minority ethnic and immigrant groups are also targeted and examples were seen of good practice in targeting these groups and exemplary examples of success amongst some learners. However, these groups are not targeted in the same way as in the area of English for Speakers of Other Languages (ESOL).

50. It is important to consider the number of learners in the context of 2011 Census results, particularly when looking to the future at the possible target audience for Welsh for Adults. Table 6 shows the number of non-Welsh speakers in the population in Welsh local authorities compared to the number of adults learning Welsh in those areas during 2010/11. Whilst it is only a broad indication, as some of the learners would have indicated that they speak Welsh, it is believed that up to 0.8% of the post-16 non-Welsh speaking population were learning Welsh at some level during 2010/11. This corresponds to one learner for every 120 of the non-Welsh speaking population, which poses a huge challenge but at the same time shows a major potential for attracting new learners. It is noted that Gwynedd, Conwy and Cardiff have the highest number of learners but looking at the percentage of the population who are learners, Gwynedd is ahead with 3.9% of the non-Welsh speaking population being learners - namely one learner for every 26 non-Welsh speaking person. It appears that an opportunity is being missed by not attracting more people to learn Welsh and a study is needed to gain a better understanding of these patterns, ensuring access to the provision throughout Wales. The Review Group received no evidence that classes were oversubscribed and there is an opportunity therefore to increase numbers within current resources.

51. In terms of motivation, the diverse research undertaken over the years shows there are three main motivations for learning Welsh – to use it with the family, to use it in the workplace or due to a sense of Welsh identity. This was confirmed by evidence provided by learners to the Review Group in focus groups. We also heard of individuals learning the language to integrate into local society. These motivations are valuable information to market to prospective learners.

52. The Welsh Government is understood to have placed considerable emphasis on improving intensity and progression rates rather than increasing learner numbers in recent years and the number of learning activities have increased as shown in Table 2. This means that Welsh for Adults learners receive more guided learning hours during the year.

Table 6: Percentage of the population over 16 years of age who are Welsh for Adults learners by local authority

Local Authority	Number of population aged 3+	Number of population aged 16 (%)	Number of population aged 16 (%) who speak Welsh (%)	Number of population aged 16 (%) who are non-Welsh speakers (%)	Number of learners aged 16+ in Wales	Broad indication of % of the non-Welsh speaking population aged 16+ who are learning
WALES	**2,955,841**	**2,507,160**	**393,266 (15.7%)**	**2,113,894 (84.3%)**	**17,585**	**0.8%**
Anglesey	67,403	57,890	31,347 (54.1%)	26,543 (45.9%)	560	2.1%
Gwynedd	117,789	100,923	61,965 (61.4%)	38,958 (38.6%)	1,500	3.9%
Conwy	111,724	96,102	23,321 (24.3%)	72,781 (75.7%)	1,595	2.2%
Denbighshire	90,527	76,781	16,314 (21.2%)	60,467 (78.8%)	710	1.2%
Flintshire	146,940	123,862	11,844 (9.6%)	112,018 (90.4%)	645	0.6%
Wrexham	129,425	109,026	10,862 (10.0%)	98,164 (90.0%)	1,075	1.1%
Powys	129,083	110,083	16,408 (14.9%)	93,675 (85.1%)	975	1.0%
Ceredigion	73,847	64,692	27,789 (43.0%)	36,903 (57.0%)	1,045	2.8%
Pembrokeshire	118,392	100,362	15,518 (15.5%)	84,844 (84.5%)	845	1.0%
Carmarthenshire	177,642	150,763	62,534 (41.5%)	88,229 (58.5%)	1,040	1.2%
Swansea	231,155	197,627	18,208 (9.2%)	179,419 (90.8%)	1,035	0.6%
Neath Port Talbot	135,278	115,175	14,538 (12.6%)	100,637 (87.4%)	560	0.6%
Bridgend	134,545	113,890	7,876 (6.9%)	106,014 (93.1%)	465	0.4%
Vale of Glamorgan	122,018	102,504	7,405 (7.2%)	95,099 (92.8%)	465	0.5%
Cardiff	332,273	283,115	23,610 (8.3%)	259,505 (91.7%)	1,635	0.6%
Rhondda Cynon Taf	225,555	190,116	16,880 (8.9%)	173,236 (91.1%)	890	0.5%
Merthyr Tydfil	56,623	47,842	3,035 (6.3%)	44,807 (93.7%)	240	0.5%
Caerphilly	171,972	143,825	9,728 (6.8%)	134,097 (93.2%)	725	0.5%
Blaenau Gwent	67,348	57,321	2,193 (3.8%)	55,128 (96.2%)	335	0.6%
Torfaen	87,844	73,833	3,495 (4.7%)	70,338 (95.3%)	445	0.6%
Monmouthshire	88,609	75,080	3,558 (4.7%)	71,522 (95.3%)	420	0.6%
Newport	139,849	116,348	4,838 (4.2%)	111,510 (95.8%)	355	0.3%
Wales (no county information)					25	
Outside Wales					615	

Source: 2011 Census: Welsh Language Profile, unitary authorities in Wales Table KS208W, LLWR and HESA.

53. Unfortunately, the data does not currently allow the ability to track learners in order to measure progression from one level to another and this is a fundamental weakness which needs to be resolved. As each level takes most learners two years to complete, tracking is needed from year to year as well as from level to level. By tracking learners effectively, it would be possible to understand the patterns learners' pathways take, as well as understanding the sign-up and drop-out patterns for courses to be able to market in the future, and the Review Group's view is that the patterns need to be analysed and these trends understood. It can be seen in Table 3 that the number of learners reduces with each stage up the levels. While this is to be expected to some extent, it means that vast investment is made in training learners who do not reach fluency and finding ways of retaining learners is vital. However, one could argue that the training received by those learners who leave before becoming fluent is important in the sense that they have adequate language skills to understand some degree of Welsh, are able to use short simple sentences and their attitude towards the language changes.

54. The Welsh Government has placed a policy emphasis on developing Welsh for the Family, Welsh in the Workplace, e-learning and informal learning, and the programme area has developed specific courses, resources and activities. These aspects will be discussed in due course.

55. The Welsh for Adults Centres and the Welsh Government have undertaken market research during the past five years to try to identify new audiences and understand the needs of prospective learners. The market research has led to the development of other models of provision such as blended courses, modular courses and block courses. Nonetheless, further work remains to be done to analyse the market and particularly to understand why people do not seek to learn Welsh.

56. To conclude, the Review Group received evidence that there were a number of deficiencies in the data collection and analysis methods used to understand patterns and attract new learners. The Group feels this needs to be addressed, and specifically, that there is a need to:
   - strengthen market research;
   - improve methods of tracking learners;
   - increase the number of learners at each level; and
   - improve the balance between women and men and the age of those learning.

Marketing

57. When the Centres were established, the Welsh Government developed a national brand and invested in a national marketing campaign which included a television advert and marketing leaflets. The aim was to raise awareness of the provision while the Centres established their

own schemes. The Welsh Government has a national website www.cymraegioedolion.org which provides general information about the programme area and directs learners to the individual Centres' websites.

58.   In order to ensure that no national marketing activity cut across local marketing, it was decided that the aim of national marketing was to raise awareness and the role of Centres would be to target prospective learners locally through shops, prospectuses, advertisements in the local press and so forth. Although this appears to be a reasonable arrangement, confused messages can often be conveyed to prospective learners without effective joint working.

59.   Around £250,000 is spent each year on marketing (around £14 per learner) by the six Centres with further expenditure by the sub-providers. We received evidence of the methods used - advertising, posters, banners, prospectuses and an area leaflet, social networking, websites and a number of other techniques. Evidence was also received of publicity in the press and media celebrating learners' success. Social networks are also used to make contact with prospective learners, but it is not clear whether this leads to attracting new learners. However, not all Centres measure the success of these campaigns.

60.   It appears that neither the national nor the local marketing activity was responsible for attracting the majority of learners to learn Welsh. Most learners in the focus groups for example had made the decision to learn Welsh before seeking information about local provision. Indeed, marketing was one of the few activities relating to the programme area of which the learners were critical in the focus groups, with one learner stating she had created her own website to promote the provision and resources. One can conclude therefore that the message is neither clear nor reaches the prospective learners. One who came to present evidence said, "its image is not inspiring, the marketing is ineffective". Another private provider's message was that "there was a need to sell the advantages of learning Welsh".

61.   Marketing has not attracted a large wave of new learners. Immediate change is therefore needed. There needs to be a national brand and image and if numbers are to increase, it is important that it is robust in English as non-Welsh speakers are the main target audience. There is a need to remove the confusion that currently exists with a national Welsh Government website, other websites for the Centres and some other providers along with *Y Bont* (see paragraph 120). There should be one national website for all the information.

62.   Market research will need to be carried out to develop a marketing and communications strategy based on clear objectives that would reflect the aspirations of learners and prospective learners. Such a strategy would need to be innovative and modern using various marketing methods. There would also need to be a clear role for Welsh speakers

and current learners to be ambassadors to attract new learners. For example, developing a 'Welsh for All' day needs to be considered where partners can work together to promote the use of Welsh with learners and Welsh speakers who lack confidence. New learners need to be attracted throughout the year without being constrained to the academic year. More effective marketing as part of a campaign to attract learners would be a major boost to the programme area and create a relevant image that would appeal to prospective learners.

63.   We feel strongly that marketing needs to be improved significantly and in all its forms (research, campaigns, brand and so forth). Marketing and communications would need to:
- reach prospective learners globally;
- ensure that the service is easily accessible;
- use innovative technological and communication methods;
- provide the programme area with a new modern image;
- use data to target key groups such as former Welsh second language pupils, employees, parents, people who have lost confidence etc; and
- seek to co-produce, using partners and learners as ambassadors.

Learning and teaching

64.   In this section we consider a number of aspects which enable learners to learn Welsh. These include the curriculum and resources, the methodology and intensity of learning. These issues have been considered in depth in recent research by Cardiff University and the Review Group is of the view that the recommendations of this research need to be addressed.

<ins>The Curriculum</ins>

65.   At present, the Welsh for Adults curriculum is developed by a variety of people, including Welsh Government commissions, WJEC, the six Welsh for Adults Centres and some sub-providers. All these courses follow the national framework of levels, which have been mapped to the Common European Framework of Reference for Languages: Learning, teaching and assessment, (see Appendix 6) and the Credit and Qualifications Framework for Wales, namely:
- Entry (E)
- Foundation (L1)
- Intermediate (L2)
- Advanced (L3)
- Proficiency (L4)

66.   Welsh for Adults provision is generally split into the following types of courses:
- intensive courses (more than 3 hours per week);
- non-intensive courses (up to 2 hours per week);

- short courses (including taster courses, revision courses, weekend courses, Sadyrnau Siarad informal conversation sessions etc); and
- residential courses (between 2 days and 8 weeks in duration)

There are also courses specifically tailored towards using the language in the workplace and with the family, and these are discussed in the subsequent parts of the report.

67.   Specific course books are available for the non-intensive courses (Entry level, Foundation and Intermediate) published by WJEC, in south and north Wales versions to ensure learners are taught the relevant dialect. The Centres developed their own intensive courses, based on the Wlpan method. The courses are specifically tailored to teach learners native language patterns, and there are four versions of the intensive course (south east, south west, north and mid Wales). Other courses also exist, based on alternative learning methods, e.g. desuggestopedia and Nant Gwrtheyrn has developed its own courses in order to ensure learners who learn through the Centres do not repeat the same courses when they attend residential courses at the Nant.

68.   Questions were raised in relation to the purpose of the Proficiency level. There is a variety of Proficiency courses and higher education institutions and private sector bodies have developed various courses at this level. The recent development of the language skills certificate by the Coleg Cymraeg Cenedlaethol also adds to the variety of courses and qualifications. The original intention of the Proficiency level was to provide courses to refresh Welsh speakers' language skills, but evidence was heard that learners continue on this level as they are not confident to venture into Welsh society or they enjoy the security of the class. Language refresher courses that focus on written skills have their place, but we suggest that all courses that exist at this level be reviewed in order to ensure that the provision is appropriate.

69.   The inter-relationship between Welsh for Adults and Welsh first and second language provision in schools was also discussed, and we heard that a number of learners enrol on Welsh for Adults courses at Entry level despite having learnt Welsh during their education. In order to avoid confusion and complexity, it would be useful to build on the Common European Framework of Reference for Languages and the National Literacy Framework to create a single curriculum framework to define and measure Welsh language skills. A national debate would be needed to define fluency as part of the framework and the framework would need to be used in language policy and planning.

70.   It is important to encourage people who have learnt Welsh to continue to develop their Welsh language skills outside of Welsh for Adults classes. Following courses that form part of the Welsh medium Adult Community Learning provision would be a way of developing specialist Welsh language skills, by increasing use of the language, and bringing Welsh speakers and Welsh learners together. Welsh medium Adult

Community Learning provision would need to be developed and marketed to ensure this.

Resources

71.   National Welsh for Adults resources are commissioned by the Welsh Government as part of an annual commissioning system. Recent resources include the Welsh for the Family course; the development of *Y Bont*, an e-learning platform for the programme area; and the development of digital resources for learners to use for revision. During the review, members of the group had an opportunity to see a number of the resources commissioned nationally, and a list of these is included in Appendix 7.

72.   In addition to the national resources, Welsh for Adults providers and tutors develop and tailor their own resources. While Group members acknowledge that all providers and tutors need freedom to tailor resources, the Review Group agreed that there was too much duplication of resources in the programme area, and that not enough providers and tutors shared resources. We heard that some tutors felt very frustrated that resources were not shared more effectively. Conversely, we heard that some tutors were unwilling to share their resources due to concerns over copyright but also that as they invested their own time in developing the resources, they did not wish for other tutors to take advantage of their endeavours. Clear guidance is needed to address these problems.

73.   Overall, learners felt that the resources met their needs. A number of learners felt the layout of some resources was old-fashioned and that the content was dated and therefore not relevant; it was also stated that more online resources were needed in order for them to make use of them outside lessons.

Methodology and intensive courses

74.   With the exception of courses based on the desuggestopedia method and the blended courses, there has been very little experimentation with learning methodologies over recent years. Some tutors and authors have introduced new elements, but on the whole, the method of teaching Welsh for Adults has remained quite traditional. Before commissioning any new course books, the Welsh Government commissioned research, through Cardiff University, to consider how Welsh for Adults teaching could be improved. This is important and significant research looking at the curriculum, teaching methodologies, course structure and other relevant elements such as assessment for the future. The findings of this research are a vital consideration in the review. The report contains a series of recommendations for further consideration and is a sound basis on which to develop the programme area in the future.

75. The Review Group strongly believes there is a need to implement Cardiff University's recommendations for Welsh for Adults. Those recommendations include some far-reaching changes, for example, commissioning one single national course for Welsh for Adults; creating a corpus of Welsh vocabulary based on modern spoken Welsh; and creating a more definitive link between semi-formal learning and the Welsh for Adults curriculum.

76. Another of the research's recommendations is to revisit the number of hours necessary for achieving each level and increase the intensity of courses. The Review Group heard this message from a number of other stakeholders, and the Group agrees that new models need to be considered for providing intensive courses, and that Welsh for Adults providers should do this as a priority.

77. The Centres provide a variety of intensive courses in different parts of Wales. On the whole, these are courses offering a total of 120 -180 hours per year. In some areas, the learning is supported by a variety of informal and semi-formal learning opportunities. This provision has undoubtedly assisted a range of learners to develop language skills that are sufficient to enable them to use the language at any level.

78. However, the current intensive provision is not sufficient to ensure an increase in the numbers of people who become confident speakers. A significant increase is needed in the learning hours and in the learner's contact with the language. The need for adequate hours for language learning is noted in the Common European Framework of Reference. In the Basque Country, for example, it is accepted that up to 1500 hours are needed to master the language. Cambridge University's ESOL scheme states that around 1000-1200 hours are needed to reach fluency. There are surely lessons to be learned taking schemes such as these into account.

79. It would be appropriate therefore to consider how to develop intensive, longer and different courses which would provide the learner with a full set of language skills and opportunities to develop and use those skills. It is important that the courses, in addition to the formal learning, include semi-formal and informal opportunities, online contact and subsequent support to use the language. The intensive courses could be a combination of the following: a course including around 6 hours of learning per week for a specified period, a block of 2-3 days, a weekend, a residential course (1-2 weeks, e.g. summer school), *bootcamps,* a programme of semi-formal and informal activities, online contact and personal opportunities to go out to Welsh speakers in the community. Different models would need to be piloted to see what works and ensure they respond to learners' needs (in terms of time, work, convenience, etc).

80. We heard praise from learners for the blended courses and for some of the resources that are available, but overall the evidence refers to the need to develop:

- a Welsh language skills curriculum framework as a basis for developing resources and courses;
- new resources which are modern and in an attractive format; and
- delivery models that respond to learners' needs, offer flexibility, increase intensity and enable learners and prospective learners to combine their learning with the reality of everyday life.

Welsh in the Workplace

81.   Creating new domains for the Welsh language is a way of maintaining and developing the skills of many Welsh speakers and ensuring the language is used. It is also a way of normalising the use of language and is an effective way of promoting Welsh to prospective learners. Using Welsh in the workplace and working through the medium of Welsh are key ways of doing this. The requirements for Welsh language services and use of Welsh in workplace will strengthen as the Welsh Language (Wales) Measure 2011 is implemented. The Measure should also lead to raising the status of the Welsh language.

82.   The number of public organisations and the number of employers in the private and voluntary sectors who invest in Welsh in the Workplace language training has increased over the decades. This has happened to a great extent as a result of the requirements of the Welsh Language Act 1993 and the need for public organisation to formulate and implement a Welsh Language Scheme.

83.   Seeking Welsh language skills when recruiting is an important part of ensuring that Welsh is used as an internal language in the workplace and as a language for service delivery and this in turn will place greater value on Welsh medium education and learning Welsh as a second language in schools. Raising current employees' Welsh language skills is also an integral part of the process. Workplaces are used to developing their staff's skills and organisations and businesses need to see Welsh as an important skill alongside other vocational skills in modern Wales. Use of Welsh in the workplace needs to be normalised along with the support the workplace provides for Welsh speakers and learners.

84.   The time has come therefore to pay more attention to Welsh in the workplace. Each Welsh for Adults Centre provides some degree of training in local workplaces, and there are examples of some sub-providers collaborating effectively with workplaces. It is important to note nonetheless that the Review Group did not see any genuinely strategic partnerships between the Welsh for Adults Centres and employers. Efforts are made to market to workplaces, predominantly in the public sector, and tailor specially planned courses to meet their needs. Table 7 shows the number of workplaces that receive Welsh-language training through the Welsh for Adults Centres or their sub-providers and the number of learners on these courses. Sometimes, the Centres also hold generic Welsh in the Workplace courses within

workplaces which are open for members of the public to attend. Because the Welsh for Adults Centres and the sub-providers are paid by workplaces to develop tailor-made courses, considerable duplication occurs. It is also important to note that a high percentage of Welsh for Adults learners who learn in the community are in work, but these learners are not counted in the figures in Table 7.

Table 7: Number of learners on Welsh in the Workplace courses – 2011/2012

Centre	Number of workplaces	Number of Learners
Cardiff and Vale of Glamorgan	38	527
Mid Wales	46	280
South West Wales	24	357
North Wales	54	522
Gwent	41	692
Glamorgan	19	319
WALES	**222**	**2,697**

Source: Department for Education and Skills, Welsh Government

85.   In order to understand the view of workplaces on Welsh in the Workplace provision, the Review Group created an online questionnaire which generated responses from 105 employers (a copy of the questionnaire can be found in Appendix 9). The responses show that organisations do not always fully understand the services that are available through the Welsh for Adults Centres and they do not understand the current structure of Welsh for Adults provision. They also show that a large number of Welsh in the Workplace learners are employees who show an interest in learning Welsh rather than those who have been strategically selected because of the nature of their jobs or similar considerations. The majority of organisations offer non-intensive lessons of one or two hours per week on average.

86.   According to the responses to the questionnaire, the biggest challenge facing the organisations that do not hold Welsh in the Workplace training is the fact that they do not have sufficient employees at the same level in the same location to put a class together, and it is clear that no strategic collaboration between organisations and the Welsh for Adults Centres has taken place to resolve this. While the needs of learners in the community and on Welsh for the Family courses have been identified and the provision mapped, it appears that this has not happened to the same extent with the workplace. The tendency is to hold courses in individual organisations' workplaces. Money could be saved and duplication avoided by establishing generic courses for organisations in a specific area.

87.   Some employers in the public sector set very high standards in relation to Welsh in the workplace. The organisations have clear direction and sound policies and specific resources are directed in this regard. They are also innovative in their support for staff to use Welsh in different

ways. The work of some of these employers has been recognised as they have won national awards but this good practice needs to be shared with employers across Wales. The values and characteristics seen when Welsh in the workplace training is successful include:

- clear and sound leadership;
- a clear strategy for developing their employee's language skills;
- investment in staff to manage and coordinate the training;
- adequate resources and funding for the work;
- an understanding of the role and value of Welsh in relation to the role of the business or service;
- setting clear aims and objectives for the learning;
- valuing and rewarding learners for their progress;
- supporting learners through mentoring schemes and opportunities to practise with Welsh speakers;
- collaborating with training providers to tailor courses for the purpose of the workplace; and
- appraising and monitoring the provision and reviewing progress.

It would be appropriate for employers to measure themselves against the 10 characteristics above.

88.   The Welsh Government has also developed a model of good practice for Welsh in the Workplace provision through the Sabbatical Scheme for education practitioners. The Scheme was established in 2005 to offer Welsh language training and language learning methodology for practitioners in the school and further education college sector at Advanced level in order to enable them to offer more Welsh language and bilingual provision in their institutions. By now, courses are offered at Entry, Foundation and Advanced levels targeted towards different sections of the education workforce. The courses offer intensive training of periods up to three months' duration. The Welsh Government pays supply costs to enable schools and colleges to release practitioners and pays practitioners' travel costs. This Scheme has been a success and is a model that should be replicated.

89.   Welsh for Adults providers need to understand the needs of employers and have a proactive and strategic relationship with them. The Centres, on the whole, have expected employers to approach them. There has been no flexible customer service, e.g. to provide for staff who work various shifts rather than the traditional method of holding courses for two hours per week for 30 weeks of the year. A number of workplaces have experimented successfully with holding one-day courses or courses lasting several days in a block which facilitates staff availability and the opportunity to focus on the learning for a continuous and intensive period.   Neither have Centres established a system to facilitate the process for employers who employ staff across Wales to discuss their language needs for the workplace with one Centre, which would then enable arrangements to be established with the other Centres to provide training at a national level.

90. Employers need to understand the linguistic outcomes of any courses provided in order to know what level of language their employees will possess upon course completion. By developing one curriculum framework for defining and measuring Welsh language skills, as described in paragraph 69, it would be possible to clearly show employers what the expected outcomes from different types of language training would be. After developing the framework, there would also be a need to build on the Welsh in the Workplace Management Indicator[6], which has been designed to identify employees' language skills and enable employers to plan their Welsh in the Workplace training programmes effectively.

91. Welsh for Adults will need to ensure input into the development of the proposed language standards, which will be established under the Welsh Language (Wales) Measure 2011, to ensure that providing Welsh in the Workplace courses is a central tenet of employers' plans to support the Welsh language. The situation of the Basque Country was taken into account where there is a formula identifying a minimum percentage of the workforce in each public organisation who are supposed to possess Basque language skills and the influence that has on the number of Basque learners and the intensity of learning. If such a model existed in Wales, it would be a major boost for the Welsh language, and would provide Welsh for Adults with a new role.

92. There is a strategic shortcoming within the Welsh Government in terms of developing Welsh in the Workplace, not only in terms of its own employees, but in relation to ensuring that Welsh in the Workplace training plays a prominent part in supporting important Welsh Government strategies such as More than Words: Strategic Framework for Welsh Language Services in Health, Social Services and Social Care[7] where the need for Welsh languages skills in that sector's workforce is discussed without any reference to Welsh for Adults.

93. The area needs to support and target certain other priority sectors, for example:
   - Welsh Government and UK Government;
   - local government;
   - education and early years;
   - health and social care;
   - the emergency services;
   - high street businesses and local businesses;
   - the media and creative industries; and
   - tourism and hospitality.

94. A language training strategy is needed for the workplace which promotes the value of Welsh as a skill amongst employers in order for them to understand that language skills need to be developed as part of workforce planning and development. There is a responsibility on

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[6] http://www.cymraegygweithle.org.uk/en
[7] http://wales.gov.uk/topics/health/publications/health/guidance/words/?skip=1&lang=en

employer representative bodies to promote Welsh as a skill. Branding Welsh in the Workplace as is done with other professional courses such as *Prince 2* could assist as well as offering direction, practical support and guidelines such as Welsh in the Workplace Training Guidelines.[8]. The guidelines explain the importance of the need for workplaces to develop a clear strategy and objectives for providing Welsh in the Workplace courses. However, no evidence was seen to prove wide use during recent years.

95.   The Review Group strongly believes there is a need to establish a Welsh in the Workplace strategy for the future, including ensuring the following:
- suitable provision;
- avoiding duplication, promoting collaboration and sharing good practice;
- good quality curriculum and course books which can be tailored to employers' specific requirements;
- flexible and intensive models of delivering the training;
- supplementary resources, e-learning opportunities and mentoring schemes to develop staff capacity and confidence to make increased use of Welsh in the workplace;
- relevant methods of recognising the attainment and achievement of staff who attend Welsh for Adults courses in the workplace; and
- showing value for money for the organisation and strategically, considering the cost of the fact that the staff member cannot work while attending a course.

We recognise that developing and delivering Welsh in the Workplace is challenging but must emphasise that there is an important opportunity here and the challenge must be responded to fully.

Welsh for the Family

96.   With the growth in Welsh medium education and the fact that the ability to use the language with the family is a strong motivation to learn Welsh, Welsh for Adults saw the need to target parents and other family members and attract them to learn Welsh. It is no surprise therefore that developing Welsh for the Family provision is one of the Welsh for Adults Centres' successes over recent years. Welsh for the Family is a brand which currently includes a variety of provision predominantly targeted towards families of children up to 7 years of age. Courses are specifically tailored to ensure that parents and families learn the same vocabulary and language patterns as their children.

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[8]
http://www.cymraegygweithle.org.uk/cy/~/media/Files/Canllawiau%20ar%20gyfer%20trefnu%20hyfforddiant%20iaith%20Gymraeg%20yn%20y%20gweithle.pdf

97. Welsh for the Family officers from the Centres and officers from organisations such as Twf, Mudiad Meithrin and the Urdd meet as part of the national Welsh for the Family Working Group led by the Glamorgan Welsh for Adults Centre. The Working Group has been very successful in collaborating over the years, and a national Welsh for the Family scheme was agreed for the period 2011-14. The Scheme includes developing a curriculum, provision, resources, e-learning and informal learning as well as considering issues such as the need to arrange courses in convenient locations and times, e.g. at the same time and in the same building as Cylch Meithrin sessions. The need to create provision for parents of Year 6 children is taken into account to enable them to help their children with their homework.

98. *Welsh from the Cradle* sessions were developed and launched in association with Twf in 2010. These are sessions specifically designed for new parents and their babies. In addition, a Welsh for the Family Entry level course was developed and launched in 2012 which has been carefully designed to encourage learners to use Welsh in fun ways with their children from the outset. Although it is very different to the usual Entry level course, it has also been designed so that learners have learnt all the grammar they need to be able to move on comfortably to the Foundation level as part of the main community provision.

99. In order to develop Welsh for the Family provision in line with Welsh Government priorities, the Welsh for Adults Centres work with Welsh medium schools and some English medium schools to provide courses at different levels. There are examples of good practice where the school organises free childcare during lesson times and where there is a Welsh resources library available to the families of the school. The Review Group felt that there was an opportunity to strengthen these arrangements at a local authority level through Welsh in Education Strategic Plans. The Welsh for Adults Centres also collaborate with Cylch Meithrin leaders, Ti a Fi groups and Twf to attract new parents. In addition to the courses, the Welsh for Adults Centres have arranged successful Welsh for the Family weekends in conjunction with the Urdd in order to create opportunities for families to use Welsh together with the support of tutors. This year, for the first time, a Welsh for the Family competition was held at the Urdd Eisteddfod which is a step towards raising the profile and celebrating the success of families who change their home language to Welsh.

100. Table 8 below shows the number of Welsh for the Family courses provided by the Welsh for Adults Centres along with the number of learners on those courses. The numbers attending Welsh for the Family courses are relatively small at present but it has not yet reached its full capacity. The Welsh for the Family Entry level course is new, yet it immediately attracted learners throughout Wales. The hope is that the providers will learn from the success of developing a specific national course and will collaborate closely with key partners in considering the way forward for Welsh in the Workplace.

Table 8: Number of Welsh for the Family courses and learners 2011/12

Centre	Number of taster courses for the family	Number of Welsh for the Family courses - Entry	Number of Welsh for the Family learners
Cardiff and Vale of Glamorgan	7	16	170
Mid Wales	67	15	314
South West Wales	12	14	254
North Wales	47	42	307
Gwent	20	12	400
Glamorgan	4	13	151
WALES	**157**	**112**	**1,568**

Source: Department for Education and Skills, Welsh Government

101.   A number of the learners whom the Review Group met were learning on Welsh for the Family courses as their children or grandchildren were attending Welsh medium schools. The learners welcomed the development of the courses and the new resources and they specifically liked the fact that courses provided them with enough language each week to use and practise with their families. The learners saw an opportunity to build on this type of provision.

102.   Welsh for the Family is of strategic importance in increasing language transmission levels within families and ensuring that Welsh is not simply the language of school for a number of children and the Review Group was inspired by these developments. There is a need to develop the provision further and collaborate with more partners and schools, share good practice, and ensure provision is convenient for parents. In addition, the Welsh Government needs to ensure that Welsh for the Family is part of broader schemes and policies relating to children and families and family learning.

Qualifications, accreditation and assessment

103.   There are two awarding bodies operating in the programme area of Welsh for Adults: WJEC and Agored Cymru. Both bodies offer credits which correspond with the curriculum, but only WJEC offers specific examinations/qualifications, namely a series of qualifications at five levels called '*Defnyddio'r Gymraeg'*. The series provides an opportunity for learners to show their ability in Welsh through speaking, listening, reading and writing at the different levels.

104.   During the process of receiving information and evidence it became apparent that tutors, learners and others questioned the added value of accreditation through continuous assessment schemes. Some of the reasons given were:

- that a vast number of learners did not wish to receive credits nor be formally assessed; the ability to speak Welsh is more important that gaining a certificate or credits;
- it can place an unnecessary obstacle in learners' way;
- it is difficult to ensure consistency in the assessment across organisations / centres, as so much responsibility for assessment lies with tutors. (It was also mentioned that there could be differences in the standards set by WJEC and Agored Cymru);
- the assessment is fragmented (based on individual tasks);
- the formal accreditation creates "a lot of additional work" for the tutor (particularly the sessional tutors, who, apparently, are only paid for the time they spend in the class). It can divert a tutor's time and attention from other important issues such as lesson preparation, developing resources and supporting learners.

105. We received evidence that learners, for various reasons, do not wish to be assessed, but there is room to believe there is value in WJEC examinations:
- these examinations are optional;
- they give learners something to aim for;
- learners who succeed in the examinations are more likely to continue through the levels;
- the examination is a meaningful milestone for the learner;
- succeeding in the examination is an indication of achievement and the qualification is formal recognition of the achievement/success; and
- the examinations help to gain work in certain specific areas - customer services, care, early years education, education and training.

106. Around 1,800 learners sit WJEC examinations each year and the system costs around £300k to run annually. The Review Group acknowledged the value of the examinations while questioning the value for money of the system. The question as to whether the qualification at Proficiency level was appropriate was discussed, and also whether an examination was needed at each level, or if one or two examinations would suffice to be able to recognise that a learner had reached a level of fluency. The situation was compared with that of the Basque Country where there is one highly-valued examination; the learner's expenditure on learning Basque is refunded when the examination is passed; and where there is demand for the qualification for a large number of jobs, particularly in the public sector. It was agreed that further work was needed to consider the value for money of examinations over a period of time and to consider establishing one national examination that would set a quality mark for learners.

107. The credits are a series of work units to accredit learning in Welsh for Adults classes. They were developed to provide a structure for the informal assessment that occurs in Welsh for Adults classes. A number of credits are attached to each unit. For each 1 credit, 10 hours of learning are attached, which includes at least 5 hours of formal learning

in the class, in addition to independent work, revision and so forth. The emphasis is on speaking and conversing in most of the units.

108.   The credit pathways are considered to:
- be a means by which to recognise successful learning in small steps;
- recognise what the learner has achieved in each step of learning Welsh, and
- provide a milestone to aim for.

109.   At the end of each unit there is a task or tasks similar to what is found in the course books. The tutor will check that the learner can achieve the requirements of the unit and award credit(s) to recognise the learning. The tutor is expected to keep detailed records of what the learner has achieved. WJEC and Agored Cymru have established quality procedures for centres to follow.

110.   The vast majority of providers and tutors were in agreement that a consistent system of 'assessment for learning' would be more useful and meaningful for learners. Assessment for learning could be a basis for an individual learning plan for the learner and both the learner and the tutor would benefit from that. The Review Group concurred with this view, and recognised that a more meaningful system of measuring progress would be more useful for the learners.

111.   To conclude, the Review Group sees the value of the examinations, but recognises there is a need to review the examinations to ensure value for money and develop a national system of assessment for learning.

Quality

112.   During recent years, all providers have made great strides in improving quality in the programme area by placing an emphasis on qualifications and training for staff and also putting arrangements and systems in place to measure performance and self-assessment. These developments have been noted as good practice:
- the process of providers observing tutors and then acting on their training and development needs;
- a mentoring support system for new tutors;
- listening to the views and experiences of learners through questionnaires and discussion groups under the Learner Voice quality banner;
- production of an annual self-assessment report and quality development plans, using these locally and submitting them to Welsh Government each year; and
- analysis of completion, attainment and progression data and acting on findings.

To support this work the Centres have local quality committees and there is a national quality working group whose aim is to share good

practice and discuss developments jointly. In their evidence the tutors saw great value in these endeavours to improve quality.

113.   Estyn is the independent body which inspects the provision, looking in turn at the work of the specific Centre and the relevant sub-providers. Since the new inspection cycle became operational in May 2010, two Centres have been inspected. Estyn grades three key questions in relation to the provision; the judgements are excellent, good, adequate or unsatisfactory. They also summarise their comments and grade two aspects - the provider's current performance and prospects of improvement.

114.   In March 2011 the South West Wales Welsh for Adults Centre gained an 'adequate' judgement (strengths outweigh areas for improvement) for the two aspects noted above. Then, in November 2011, North Wales Welsh for Adults Centre gained an 'excellent' judgement (many strengths, including significant examples of sector-leading practice) in both aspects. During October 2012 Estyn returned to the South West Wales Welsh for Adults Centre and concluded that they had "made sufficient progress in relation to the recommendations following the core inspection in March 2011". During this review, Glamorgan Welsh for Adults provision has been inspected and the conclusions will be published at the beginning of July 2013.

115.   With a third of the provision inspected by Estyn during the past two years within the new cycle, the only conclusion one can reach is that the provision is uneven in terms of quality and there is variation in two parts of Wales. This raises the question as to whether good practice is disseminated and implemented.

116.   Learners were full of praise for the quality of learning and the enthusiasm and support of the tutors. While they praised the resources, some learners were more critical of these. There was praise also, with one exception, for the level of planning, support and communication between the Centres and the sub-providers. In terms of learning, resources, support and communication, the Review Group has, on the whole, seen and heard of very positive developments and these quality developments will be extended further over time.

117.   However, the Learner Voice survey 2013 found that 88% of Welsh for Adults learners described their provider overall as being 'very good' or 'good'. Differences in opinion were seen between learners in different Centres with 94% of learners at one Centre describing their provider as 'very good' or 'good' while 79% of learners at another Centre described their experience in the same way. The difference in quality between Centres is highlighted further when considering specifically the percentage who described their provider as 'very good' with 67% of learners in one Centre saying so compared to only 37% of learners at another Centre.

E-learning

118.　We are now in a digital era and there is an opportunity for Welsh for Adults to reach more people wherever they may be. E-learning describes a wide variety of activities, including:
- using an interactive white board in the class;
- blended courses of class and online learning;
- online learning resources and activities;
- informal learning by reading or speaking Welsh online;
- using computers of all types and smart phones to learn;
- using new gaming technology.

It is an area which is constantly developing and in order to catch up with the possibilities of technology, there is always a need to understand the latest developments and think how they could be of use to the programme area. Not only does technology enliven and enrich the learning but looking to the future, the expectation of young people in particular will be to use technology for activities of all types.

119.　E-learning in Welsh for Adults is becoming increasingly popular amongst those who use technology generally. The e-learning opportunities in Welsh for Adults at present include:
- formal blended learning courses such as the Cardiff and Vale of Glamorgan Welsh for Adults Centre Blended Course or the South West Wales Welsh for Adults Combi Course;
- use of e-learning in the class e.g. using sound and video clips; and
- using e-learning outside formal lessons through BBC Cymru Wales and S4C online resources and other online resources commissioned by Welsh Government.

120.　In 2011 the Welsh Government commissioned a virtual learning platform for Welsh for Adults, based on *Moodle* software. www.ybont.org is a platform for e-learning and this is developed as a place for tutors and learners to gain access to supplementary resources, or resources which form a formal part of their courses. Much development work remains to be done on the site, but the Review Group welcomes the development and recognises the potential of the site.

121.　E-learning was discussed with the six centres and also in the focus groups with learners and tutors. A number of issues became apparent:
- in general, very little equipment is available in classrooms across Wales. Many lessons are held in buildings such as village halls, and chapel vestries where no equipment is available;
- where efforts are made to use technology, only the most basic technology is usually used, such as audio tapes and CD players;
- many of the learners are retired and are unfamiliar with the technology. Many had never used a computer;
- there was praise for the blended courses amongst those familiar with them;

- some tutors were of the view that e-learning should not replace the tutor entirely;
- some tutors referred learners to websites that would help them to practise, e.g. BBC Cymru, Golwg 360, S4C; and
- there was a demand for further resources on the web particularly games and materials for learners at the higher levels.

Generally, the conversations with tutors and learners showed a lack of understanding of what is available and for what purpose, along with a traditional attitude towards the role of technology in learning and teaching.

122. While a considerable amount of e-learning takes place in education in general by now, this is not fully reflected in Welsh for Adults. At present, the provision is very fragmented with all kinds of materials available in different places including the Welsh for Adults Centres, private providers and public organisations. The provision is neither consistent nor available to all. A clear strategy needs to be implemented by a number of partners and stakeholders in the programme area. There is a serious need to address the opportunities the latest technology can offer to the programme area and decide on a way of ensuring the programme area is aware of the latest possibilities at all times. Comprehensive training is needed so that tutors are comfortable using technology when teaching. The Welsh Government needs to ensure that the investment in the latest technology forn education is also available for Welsh for Adults and that the programme area is not inferior in this respect. For example, Welsh for Adults evening classes should be able to make use of the impressive technology available in local schools and colleges. Collaboration is needed between schools and local authorities to market Welsh for Adults provision through their websites and sharing resources, for example through the new Welsh Government website, Hwb.

123. An increasing role for e-learning is anticipated in the years to come which will revolutionise the programme area. E-learning is expected to be central to the entire programme area with one virtual site which uses the latest technology and is accessible on different platforms with the following characteristics:
- a platform for creating and sharing learning resources of all types for learners, including virtual and blended courses and e-textbooks;
- a forum for learners to communicate and support each other;
- a platform for creating and sharing information and resources amongst tutors;
- an opportunity for learners and tutors to personalise their page/experience;
- a medium to support the relationship between learners and Welsh speakers;
- a medium for implementing assessment for learning;
- a medium for providing virtual support for learners; and
- supporting the marketing strategy.

Semi-formal and informal learning and the role of Welsh speakers

124.   Opportunities to practise and use Welsh through semi-formal and informal learning activities or speaking to Welsh speakers is central to learners' progress. By establishing opportunities to practise Welsh in their everyday lives and having social and cultural experiences which enrich the learning by giving it a real and relevant context, learners can make far more progress. They are also more likely to persevere as they can see a relevance to their endeavours to reach fluency.

125.   Semi-formal learning is learning that is linked to lessons, indeed which is directed by the tutor, but which includes tasks and activities to use the language outside the class. Therefore, everything is structured under the guidance of a tutor or another leader. It can include activities such as:
  - a transition scheme in the class, where Welsh speakers come in to converse with learners;
  - communication tasks outside the class, as part of the course structure, such as using a questionnaire to converse with Welsh speakers, or ordering food and drink in a cafe;
  - *Sadyrnau Siarad* conversation sessions where learners from a whole area come together to meet and practise conversing in Welsh;
  - carefully planned trips for learners, e.g. using resources developed jointly with National Museum Wales; and
  - buddy schemes where people can interact in Welsh, possibly using email, Facebook or Twitter; this means there can be a mentoring system in operation to help learners also.

126.   As part of the proposed changes to the on-going funding method, it will be important to ensure that semi-formal learning is appropriately and specifically funded to ensure a high percentage of learners benefit from the opportunities.

127.   Informal learning includes non-structured activities, activities the learner undertakes outside the class, possibly independently of the class, either alone or with a group. It can include activities such as:
  - learners using Welsh when they attend Welsh events in the community;
  - learners using Welsh as members of a Welsh medium club or society;
  - attending 'tea and a chat' sessions and learners' clubs in their own time;
  - listening to Radio Cymru, watching S4C or Welsh films, using Welsh websites, publications such as Lingo, Golwg, Y Cymro and papurau bro (community newspapers); and
  - using Welsh with friends, family, colleagues and the wider community.

128. All Centres have an officer who is partially or entirely responsible for creating informal learning opportunities of different kinds, some of which are more successful than others. Where they have been most effective, a number of new initiatives have been established in partnership with local Welsh organisations and there has been a significant increase in opportunities for learners to use Welsh outside the class. The opportunity for learners to take part in the activities of Welsh organisations has been extended greatly. The learners appreciate these additional opportunities on the whole and agree that they add value to the learning experience. They include:
   • reading clubs;
   • mentoring schemes;
   • tea and a chat sessions;
   • walking clubs;
   • choirs;
   • folk dances or Eisteddfodau for learners;
   • society fairs;
   • magazines and regional diaries;
   • Cymraeg efo'n Gilydd (Welsh Together) schemes;
   • training for tutors; and
   • Summer Holiday activities.

129. It is vital to provide specific opportunities for learners at Entry and Foundation level as the patterns and vocabulary are not always familiar to them, and their confidence in using Welsh is low. The Centres have been funded, via specific grants, to experiment with different informal (or semi-formal) learning methods, at a national level, such as organising family weekends in partnership with the Urdd; facilitating mentoring schemes in the community and the workplace; and through revising individual learning plans, *Taith Iaith*, which provide an opportunity for learners to set personal objectives to use Welsh and record their use of Welsh outside the class.

130. For learners at Intermediate, Advanced and Proficiency levels, the aim is to encourage them to attend Welsh medium activities organised by the Mentrau Iaith or local and national societies, in order to speak and socialise with Welsh speakers, or attend adult community education courses through the medium of Welsh. One stumbling block very frequently is that Welsh speakers are unsure how to support learners. This is discussed in greater detail below, as there is a desperate need to implement a far-reaching strategy in this regard. One of the things that have already occurred is the publication of the booklet *Rhannwch eich Cymraeg* to address this issue. The booklet encourages Welsh speakers to support learners and gives them guidance in relation to how to do this. For example, it seeks to deal with the shyness and lack of understanding of the need to adapt the pace of speaking to assist learners. The booklet has been distributed to societies and individuals across Wales, and the challenge for the future will be to ensure that more Welsh speakers are willing to support learners on their journey.

131. In areas where the percentage of Welsh speakers is low and where there is a shortage of domains in which to practise Welsh, serious consideration should be given to the precedent already set in some areas where Welsh centres have been established, such as Tŷ Tawe in Swansea, Canolfan Soar in Merthyr Tydfil and Saith Seren in Wrexham. Research has shown that these are catalysts to promoting social use of the language by learners, as well as providing formal learning resources. A lot of good practice has been seen in these centres and the hope is that more will be established in communities across the country. These centres' developments as well as new technologies also provide a range of opportunities to use Welsh outside the class.

132. Apart from clear support for learners from the Merched y Wawr movement, the relationship with other organisations that could help the Centres to enrich the informal provision is not always evident. There is no clarity in the responsibility of the Mentrau Iaith alongside the Centres in terms of interaction in this area and we would expect the Welsh Government to provide direction in this regard. From the evidence the Review Group gathered, some Mentrau and Centres work steadfastly together, but in other cases, the Mentrau are on one hand uncertain of what they should do - indeed, they are uncertain as to whether their remit covers learners. The Centres, on the other hand, state they have no funding to pay for joint activities. Yet, at the same time, it is clear there are huge possibilities in this area and they should be exploited, for example funding sources such as the Lottery and Communities First should be considered to promote and support aspects of the area. The role of organisations, societies and other clubs such as the Young Farmers' Clubs and chapels also needs to be strengthened in supporting learners.

133. It appears, at the present time, particularly in light of the 2011 Census results, that there is a need to look at good practice internationally, as seen specifically in the Basque Country and Catalunya, where there is a sound infrastructure to ensure speakers support learners.

134. Also, the type of structure and activity fostered by an organisation like CYD needs to be considered. CYD funding was transferred to the Welsh for Adults Centres and conversation groups between Welsh speakers and learners continue to be organised through the Centres. It is acknowledged that there is much good practice to be found in this respect. At the same time, on the basis of the Census figures, we have reached a crucial crossroads in the history of Wales. We feel that Welsh speakers must take responsibility for developing a relationship with learners in order to encourage them to use and practise their language skills. Consideration should be given to developing a liaison network across the whole of Wales, to make use of the hundreds of thousands of native Welsh speakers. It is not the responsibility of Welsh learners alone to restore the language, but a challenge to the will and actions of everyone. In this way, we could retain through reclamation, take a holistic stance on Welsh for Adults and bridge the

classroom and community activities. As well as strong central campaigning, priority could be given and definite targets set for establishing, running and measuring the effectiveness of such groups. This kind of thinking was encapsulated in the press recently when it was suggested that Welsh speakers could 'adopt' learners. Creative methods of promoting this could also be used, for example through videos on YouTube showing different conversations between Welsh speakers and learners.

135. We as a Review Group have placed a great emphasis in this Part of the report on the important role Welsh speakers have to play. Although there are examples of good practice, learners need more support and this can be done through a closer relationship between Welsh speakers and learners. This need not be limited to the traditional methods and modern contemporary opportunities and extensive networks need to be exploited.

The National Eisteddfod of Wales

136. The National Eisteddfod of Wales is Wales' most prominent festival, with the Welsh language and Welsh culture at his heart. It is a festival for everyone and the pinnacle of two years and more of community activity in an area. The Eisteddfod is considered to have an important role to play in relation to Welsh for Adults.

137. The Eisteddfod appoints a Welsh Learners' Officer and the post is funded as part of the National Eisteddfod's grant from the Welsh Government. The Welsh Learners' Officer, with the support of a local committee, is key to promoting activities for learners in the area the Eisteddfod is visiting and during the Eisteddfod week. This will be for a specific period before moving on to another area. This leads to a problem of progression as there is no certainty that the legacy created by the Eisteddfod Officers and local committees will continue in the areas. It is suggested that more collaboration is needed between the Eisteddfod's local committees and other partners to develop the legacy after the event.

138. The Welsh Learners' Officer is supported by the Welsh Learners' Standing Panel (which includes 10-12 people with a three year membership) and a local committee of volunteers. The Standing Panel offers direction to the local committee via the Welsh Learners' Officer and it will also look at texts for the learners' competitions. There is also understood to be effective collaboration between the Centres and the Eisteddfod.

139. Maes D is the focal point of activity for learners on the Eisteddfod field. A variety of information and activities are found there which provide an opportunity in an informal atmosphere for the learners to learn more and practise the language. It appears that the majority of learners who visit appreciate the programme of activity offered. They can feel

comfortable and this is to be praised, but the Eisteddfod needs to consider how more can be done to integrate the learners with the life and activities of the entire Eisteddfod maes.

140. By now, the Dysgwr y Flwyddyn (Learner of the Year) competition is well established although it would be good to see an increase in the number of competitors from year to year. It is open to learners in Wales and beyond and is a way of exposing learners' success and their valuable contribution to Welsh communities. We suggest it would be appropriate to make more use of the competition to allow the winner to act as an ambassador across Wales following the competition and also recognise those who have played a key part in their success.

141. The National Eisteddfod is one of the notable events at an all-Wales level that provides an opportunity to promote the Welsh language. For many years now, learners have been central to the Eisteddfod's activity and this needs to continue into the future. Whatever the recommendations of the Task and Finish Group that has been established to discuss the development of the Eisteddfod may be, it is essential that the needs of learners in all parts of Wales be considered and that the coming of the Eisteddfod to an area be used to recruit new learners.

The media

142. There is no doubt that the media have a major influence over the lives of the people of Wales and we cannot afford to disregard the contribution they have to make to Welsh for Adults in relation to attracting new learners, support existing learners and integrating learners and Welsh speakers.

143. The Review Group welcomes S4C's provision for learners, which includes two specific series of programmes and associated lessons and resources that can be downloaded from the web. It was explained that Cyw is one of S4C's strongest brands and @TiFiaCyw was launched in 2012. This is an attempt to encourage non-Welsh speaking parents to learn the language whilst enjoying Cyw programmes with their children. Reference was also made to the subtitling service. It was suggested that the Welsh language be normalised and learners introduced to the existing provision. S4C is currently developing a specific strategy for learners, which is to be warmly welcomed, and it will be important for S4C to continue to build on the relationship that has been established with Welsh for Adults to ensure the provision is suitable for learners and meets their requirements.

144. BBC Cymru Wales provides services on three platforms; television, radio and the internet. From April 2013, BBC Cymru Wales will fund 91% of S4C (£76.4 million). It was stated that there is increased collaboration between the two bodies in sharing costs, developing talent and ideas in order to avoid duplication, and there are very close

commissioning links between them. Although education for all ages is the responsibility of the BBC, there is clear agreement with S4C that they are responsible for the provision for learners. Series such as *Yr Wythnos* and *Saith ar y Sul* were forced to end due to low viewing figures.

145. BBC Wales listeners and viewers are the obvious audience to be attracted to learn Welsh but there was no mention of BBC Cymru Wales promoting the advantages of Welsh or learning Welsh at present nor of providing a service to support learners. Neither is there a learner support strategy via Radio Cymru. Radio Cymru issues a weekly podcast for learners at the higher levels, which is a good resource for hearing Welsh and provides challenge for learners. Learners unfortunately fall between the two channels. Neither BBC Wales nor Radio Wales offers any service for learners, while the service offered by Radio Cymru is for advanced level learners. Both channels need to consider their role in relation to prospective learners and learners at all levels. We hope that this will be considered as part of Radio Cymru's 'Conversation' and will lead to further discussions within BBC Cymru Wales.

146. The BBC stated that educational resources worked better on the internet than on the radio and BBC Cymru Wales' website (www.bbc.co.uk/cymru) offers Welsh resources and resources for learners, but it is entirely budget dependent and with the proposed cuts, it was explained that the BBC can not be everything to everyone.

147. The BBC has an exceptional track record of promoting the Welsh language in Wales and the Review Group was disappointed by their lack of strategy for learners. It is hoped that BBC Cymru Wales will exploit the opportunity to collaborate with S4C on a strategy for learners, in light of the new funding arrangement. We hope that the BBC and S4C will fully realise that Welsh learners and those who would like to develop their Welsh skills further and gain confidence in the language are an important part of their audience and that the media have a responsibility to support them. We also hope that the BBC and S4C will work together and with other partners to ensure there is a clear route for prospective learners and learners to pursue in relation to their use of the media so that they do not fall between two stools. In addition, the two organisations should consider their responsibility in developing the relationship between Welsh speakers and learners.

Learners outside Wales

148. Learning Welsh is not something limited solely to Wales. It is an activity that takes place outside Wales also - in North America, Argentina and England. During the review evidence was received that half of the Open University's Welsh learners and a third of learners on www.saysomethinginwelsh.com live in England. We also heard of learners from cities across the border attending Welsh for Adults social

activities in the Gwent Welsh for Adults Centre area. Classes are held at the London Welsh Centre and in other cities in England and the Welsh Government provides support to the London Welsh School. The Welsh Government supports the Welsh language in Patagonia also and Welsh courses are held regularly in the United States.

149. As the 2011 Census in England stated that around half a million of the country's residents were born in Wales, it is not unreasonable to conclude that around 20% of them (i.e. around 100,000) are Welsh speakers. These are now spread across all parts of the country and not, as in days gone by, concentrated around the largest Welsh communities in London, Liverpool and Merseyside, Manchester, Bristol and Birmingham.

150. There is great potential, therefore, to maintain and increase the number of Welsh speakers in England and developments in the programme area in Wales can be a support in terms of resources of all kinds, providing support for learners, information on social/informal learning opportunities, access to examinations, qualifications for tutors and creating new communities of learners using the web. The possibilities are numerous and at present no-one in Wales has knowledge or an overview of Welsh learning in England.

Part 4: Structure and resources

The six Centres and the sub-providers

151. The structure of Welsh for Adults has developed and evolved over the years. The Centres were established in 2006 and introducing these new arrangements was an important step forward. There were far-reaching implications for the new structure created, including a reduction in the number of providers, establishing contracts with sub-providers and transferring tutors, amongst a number of other things.

152. In order to give the six Centres time to establish themselves, it was agreed that the Centres would have a year to establish staffing structures, planning procedures and work with the sub-providers to plan the provision strategically. As a result, the recurrent funding was not allocated to the Centres until August 2007.

153. Since 2006, the Centres have all formulated strategic plans, in accordance with Welsh Government guidelines, which are approved and monitored by Welsh Government officials. On the whole, they offered an opportunity for Centres to plan in a manner that responds to priorities and targets specific audiences. Yet, it was stated several times in the evidence sessions with the sub-providers that these plans were not being used in the regions as live documents.

154. Five of the six Centres were established in Higher Education institutions, and the sixth was in a Further Education college. There were strengths and weaknesses to both models, e.g. there was more curricular expertise and full-time tutors to deliver intensive courses in the Higher Education institutions while the Further Education College's quality procedures and data could support the provision better.

155. Within the six institutions, it was decided to locate the Centres in different departments, from the School of Welsh in one institution to Adult Continuing Education Departments in other institutions. Over time, there were changes, and in the evidence sessions with the Centres it was stated that support for the programme area within institutions varied.

156. The current Welsh for Adults system is in three strands - the Welsh Government, the six Welsh for Adults Centres and 21 other sub-providers. The Welsh Government's priorities are clearly stated in the Welsh-Medium Education Strategy, and these priorities are reflected in the annual guidelines issued to Centres. There is no consistency in the way these strategic priorities are implemented on the ground, which means there is no effective national system of sharing and development, and the links on occasion are ineffective.

157. The structure of each Centre differs slightly. Each Centre was asked to ensure that the following functions were in place, and it was up to each

Centre to decide how to go about structuring their staff in order to deliver the functions:

- Centre director;
- administration;
- quality;
- training;
- data management;
- strategic development;
- marketing and information technology; and
- informal learning.

These structures are a matter for the institutions and therefore the Group has not considered the situation in depth.

158. In terms of the relationship between the Centres and the sub-providers, each Centre has at least one sub-provider, and at most the North Wales Centre has six sub-providers (see Table 13). The number of sub-providers had reduced since the Centres were established as further education colleges have merged, or as the Centres have reorganised the provision for reasons such as quality. Some sub-providers praised the Centres and the support they receive, while others were critical of the quality arrangements and the manner of discussing and planning provision.

159. On the basis of the evidence received during the review three types of sub-providers were seen:

- providers who offer Welsh for Adults as part of their wider community provision, who employ part-time staff and appreciate the training from their local Centre as they have no internal expertise;
- providers who see strategic value to the provision and where there is a strong partnership with their local Centre. The partnership also develops in various ways; and
- experienced providers with full and part-time staff. They have the expertise and the confidence to be more independent. They are inventive, proactive and see their relationship with the Centre as being something far more equal than the other two categories.

160. The Review Group has seen the advantages of the current system compared with the situation prior to establishing the six Centres but the model of sub-providers is not successful in all parts of Wales. While there is good collaboration in parts of Wales, there is not a good understanding of the programme area among some sub-providers and there are tensions among some more experienced sub-providers. The variations above pose a challenge to the Centres and although some Centres have a good relationship with the sub-providers, in other areas, it was stated that the model causes conflict.

161. In order to facilitate collaboration and discuss developments in specific areas, working groups were established including a representative from each Welsh for Adults Centre and a representative from the Welsh Government and other bodies in certain cases. The following working

groups are led by different Centres and it appears that the effectiveness of the working groups varies:

- Quality Working Group (North Wales Welsh for Adults Centre);
- Informal Learning Working Group (Mid Wales Welsh for Adults Centre);
- Research Working Group (South West Wales Welsh for Adults Centre);
- Welsh for the Family Working Group (Glamorgan Welsh for Adults Centre);
- Workplace Working Group (Gwent Welsh for Adults Centre); and
- Training Working Group (Cardiff and Vale of Glamorgan Welsh for Adults Centre)

162. The evidence of the success of this model was somewhat uneven. We heard that the Welsh for the Family Working Group was an example of how such a working group worked at its best, promoting collaboration with external partners in addition to between Centres. The national three year Welsh for the Family Plan was developed and amongst other projects, there was collaboration on developing and marketing the new Welsh for the Family course at Entry level and the *Welsh from the Cradle* course for parents with babies, as well as holding Welsh for the Family weekends at the Urdd camp, Llangrannog. Such clear outcomes cannot be identified for every working group, however. We heard evidence that officers who attended working groups, on the whole, had no authority to be discussing at a strategic level, and as a result, the nature of discussions at the working groups related mainly to sharing good practice. This model, therefore, appears not to be working.

163. Generally, each Centre has taken steps over the past six years to maintain and develop the programme area and reduce duplication in the provision, develop new provision and increase intensive provision. The structure and provision are far more efficient than the system pre-2006 and the Review Group applauds the improvements that have occurred. However, areas of weaknesses have come to the Review Group's attention during the review and these are discussed further in Part 5 of the report.

Leadership, management and governance

164. The Welsh Government, through the Welsh in Education Unit, part of the Department for Education and Skills, is responsible for policy making and providing direction to Welsh for Adults through the Welsh-Medium Education Strategy and annual Grant Guidance. In addition, a number of valuable projects have been developed to promote the programme area and we received evidence of consistent communication on planning, funding and development issues. Staff from the Unit attend a number of meetings with the Centres and the expectations of these staff are high compared to other parts of the Department's work. The Centres appreciated the relationship and

support, but there was no apparent link between the Unit and the sub-providers. Although the Unit's staffing level has halved since establishing the Centres, the expectations and requirements appeared to be increasing. The Review Group believes there is a need to consider whose role it is to provide national leadership for the programme area in future.

165. Reference is made in due course to the emphasis on the role of tutors and the training provided for them but the same emphasis did not appear to be placed on supporting training for managers within Centres. In our evidence, we heard praise for certain managers for their leadership and vision and their support for learners and staff. Their influence also filters down to the sub-providers and other partners. The best of the managers were also analytical, aware of the issues requiring attention and effective communicators. As Estyn testifies, however, these characteristics are not as robust in all parts of the programme area.

166. Of all the providers in the programme area, only two (Nant Gwrtheyrn and Popeth Cymraeg) have Welsh for Adults provision at the centre of their existence. The rest are units within far larger institutions. As a result the Review Group was interested in the Centres' governance to understand how the work was scrutinised and if there was a system of accountability in place. One Centre had established an independent Management Board and another used the School's Board for the purpose of governing their Centre. Heads of other Centres reported to a Senior Manager e.g. Dean or Deputy Principal. One can conclude therefore that governance needs to be strengthened and made consistent in future, bringing the voice of learners, employers, volunteers, staff and local partners in to discuss planning, quality, funding, partnerships and so forth. Such a system in local Advisory Committee format, without being bureaucratic, would improve scrutiny and the accountability of providers in the future.

Staff and training

167. Tutors are Welsh for Adults' most important resource; they encourage and assist learners and open a new door for them to the Welsh language. In recent years we have seen important steps to support staff with investment in staff development, regional and national conferences as well as creating a specific qualification for tutors. These developments have been welcomed by Centre staff and tutors and were a boost in improving the quality of the provision. There is a training officer at each Centre responsible for formulating and delivering a programme of courses each year based on the needs identified through quality procedures and in response to national developments. Training schemes are submitted annually by each Centre to the Welsh Government as part of their Strategic Plan.

168.   Information about the tutors' profile can be found in Appendix 8. At the time of gathering the information, there were 587 Welsh for Adults tutors working in the Centres or for the sub-providers throughout Wales. The information shows that a high percentage of the tutors work fewer than 6 hours per week and a quarter of them are aged over 60. There is no doubt therefore that despite the commendable developments in tutor training, becoming a tutor is not a career choice for the majority.

169.   The tutors appreciate the fact that there is an appropriate qualification for them which complies with 2002 regulations[9] for tutors and further education lecturers. Cardiff University was funded via tender to develop a national qualification for tutors in the programme area in 2006. The qualification has been provided through the six Centres since 2008 and by now a blended course has been developed with half the course undertaken online. The Welsh Government Department for Education and Skills' leadership in ensuring this and the positive impact this had on the sector is noted, and this provision should continue.

170.   Despite the significant effort made in the area of training for tutors, there is a need to ensure that the programme of training provided for Welsh for Adults tutors is coherent and enables career development for tutors. There is a need to develop a national Continuous Professional Development framework for the programme area, and where possible, develop further modules that could be accredited so that tutors can gain credits for the training which could build up to create a qualification.

171.   A complex situation exists in relation to employing tutors as they are employed by one of the six Welsh for Adults Centres, or one of the 21 sub-providers, or often by more than one of them. All the institutions determine their own salaries and working conditions and some degree of dissatisfaction was seen among some in relation to this.

172.   Although steps have been taken to improve the situation recently among some providers, there are a high number of part-time tutors teaching in the programme area. As a result, there is additional administrative pressure on the full-time staff. The size of some providers' contract does not permit the appointment of full-time staff. As a number of non-intensive courses are held at the same time and in the same place, a vast number of tutors are needed in certain areas, and they are part-time tutors.

173.   Tutors in the programme area are employed by 27 providers with a vast number of these employing part-time tutors only. We heard of a large degree of variation in payment per hour and examples of tutors working some hours for one provider and receiving half the pay compared to working for another nearby provider to run the same course. With some providers, the managers/administrators who gave evidence had no understanding of the process of language learning

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[9] http://www.legislation.gov.uk/wsi/2002/1663/contents/made

and the provision was seen as any other subject in community provision.

174. Welsh for Adults is a programme area developed on a further education and adult education model and officers' and tutors' salary would expect to be comparable with staff in those sectors. That is not the case, with some on local government contracts and others on more generous higher education salaries. One could argue that the situation is unfair, therefore, due to a lack of consistency. The programme area has also benefited greatly from the labour of love of a number of individuals over the years and we owe a debt of gratitude to them as committed tutors. However, the programme area must be transformed to become an area in which a career path can be developed and not continue with the current position. Without such changes the expertise of current staff will be lost as they retire from their responsibilities over the coming years.

175. It is not the place of this review to direct employers, but it was important to draw attention to certain situations. We conclude that the current situation is not sustainable and a number of the recommendations made in this report are intended to be advantageous to staff working in the programme area. Increasing the budgets of certain individual providers will change the nature of the provision and a number of the recommendations in this report should improve their position.

Funding

176. As outlined in Part 1 of the report, the Welsh for Adults Centres currently receive funding from the Welsh Government through two separate streams:
    - recurrent funding for the provision through the National Planning and Funding System; and
    - development grant funding through the Welsh in Education Unit, in line with agreed performance measures.

    The Centres also receive income through two other specific streams, namely the financial reserve (which supports learners) and through fees income. The six Centres, during 2011/12, have received £13.36 million of funding from the following four sources:

Table 9 - Welsh for Adults Centres' Income 2011/12

Recurrent funding through the Planning and Funding System	£10.29m
Development grant	£2.20m
Financial contingency fund (to support learners)	£0.05m
Other funding e.g. fees	£0.80m

Source: Department for Education and Skills, Welsh Government

177. In addition to the recurrent funding and the grant funding, the Welsh Government also funds national projects to support the programme

area. During 2012-13 approximately £500k was ring-fenced to fund the national activities, which are outlined in Table 10.

Table 10: Welsh Government expenditure on national projects 2011/12

Activity	2011-12 Budget
Subsidy for WJEC examinations	£213,000
National Eisteddfod Welsh Learners' Officer	£50,000
Informal Learning Grants	£30,000
National Qualification for Tutors	£124,000
Resources	£50,000
National Marketing	£40,000
Total	**£507,000**

Source: Department for Education and Skills, Welsh Government

The Review Group believes there is a need to continue to support activities at a national level, as this reduces duplication and ensures consistency and leadership, and that there are opportunities to support further development at a national level in the future.

178.   The remainder of this part of the report discusses:
   - the grant funding;
   - the recurrent funding;
   - the system of top-slicing the two funding streams; and
   - fees.

Grant funding

179.   The grant funding has been used by Centres to:
   - appoint a Centre director to undertake strategic and operational planning functions for the region and manage the network of Welsh for Adults sub-providers in the region;
   - appoint Welsh in the Workplace and Welsh for the Family officers in order to develop new provision;
   - deliver a comprehensive programme of training for tutors;
   - develop a programme of informal learning activities for learners;
   - develop the use of e-learning; and
   - ensure that appropriate data and quality systems are in place.
   The grant funding, on the whole, is retained by the Centres to fund activities which support the provision across the whole region.

180.   Table 11 below shows briefly how the Centres spent their grant funding during 2011/12:

Table 11: Welsh for Adults Centres' grant funding expenditure 2011/12

Salaries (£)	1,915,451
Other Costs (£)	
Training	131,990
Marketing	123,842
Informal Learning	54,254
Equipment / Resources for Tutors and E-learning	40,768
Travel and Subsistence	30,788
Other (e.g. data, venue hire, hospitality & running costs)	79,299
TOTAL EXPENDITURE (£)	**2,376,392**

Source: Department for Education and Skills, Welsh Government

It is apparent from the table that some activities such as training, marketing and projects attract considerable funding by the Centres, with the entire expenditure on these areas supporting the development of the programme area, but a vast proportion of the grant is spent on officers' and managers' salary costs.

Recurrent Funding

181. The National Planning and Funding System is an on-going, learner-centred funding method, for the entire post-16 provision in Wales with the exception of higher education. The on-going funding for Welsh for Adults provision is ring-fenced and pays the cost of employing tutors; teaching locations; curricular developments; marketing; assessment/accreditation; training tutors; standardisation procedures and so forth.

182. During the 2011/12 year, the Centres transferred £3.892 million of the recurrent funding allocated by the Welsh Government through the National Planning and Funding System to the sub-providers, which equates to 37.8% of the recurrent funding. The allocation of this funding stream to the six Centres in 2011/12 can be seen below along with the percentage going to the sub-providers:

Table 12: Funding allocated to the sub-providers 2011/12

Centre	Recurrent funding	Total funding for direct Centre provision	Total funding top-sliced from sub-providers' funding	Total funding allocated to sub-providers (number)	Percentage of funding allocated to sub-providers
Cardiff	£1,533,036	£1,074,091	£58,947	£399,998 (3)	26%
Mid Wales	£1,267,251	£844,332	£33,834	£389,085 (4)	31%
South West Wales	£2,061,397	£1,032,385	£63,019	£965,993 (5)	47%
North Wales	£3,035,162	£1,431,625	£121,406	£1,482,131 (6)	49%
Gwent	£1,280,451	£599,638	£102,122	£578,691 (6)	45%
Glamorgan	£1,111,200	£1,026,652	£7,686	£76,862 (1)	7%
Total	**£10,288,497**	**£6,008,723**	**£387,014**	**£3,892,760**	**37.8%**

Source: Department for Education and Skills, Welsh Government

It should be noted that some sub-providers serve more than one Centre; that the number of providers at the Gwent Centre has decreased to 5 for 2012/13; and that the proposed merger of Yale College and Deeside College to form Coleg Cambria will reduce the number of sub-providers in North Wales to 5 from September 2013. We see that the percentage of the budget allocated to the sub-providers varies from 7% in Glamorgan with one sub-provider to 49% of the funding to the six sub-providers in North Wales.

183. In 2011, the Minister for Education and Skills decided to freeze the recurrent funding method for post-16 education and undertake a review. Providers have received indicative three-year allocations for the period up to the end of the 2013/14 academic year.

184. The funding review recommends moving to planning and funding on a per programme basis. Planning and funding at a programme level for learners would:
   - encourage providers to change the focus from planning qualifications to planning programmes in a way which focuses on the needs of the learner and the employer;
   - ensure a greater focus on outcomes and progress;
   - offer a more comprehensive picture of the way in which education and training contribute to students' progress;
   - be able to simplify the planning process, the data requirements and data management methods;
   - standardise provision planning across a variety of providers; and
   - make it easier to understand how funding is calculated and used

185. The Review Group has had an opportunity to consider if a regular method of funding Welsh for Adults in future is needed, and has come to the conclusion that Welsh for Adults courses need to be funded in a way that is compatible with post-16 education provision, but that the following principles should be central to the new system:

- the need to mainstream the development of national priorities, i.e. Welsh in the Workplace, Welsh for the Family, e-learning etc, in order to reduce the dependency on grant funding;
- the need to ensure that the provision is funded in a manner that suits the interest of the learners;
- the need to consider how semi-formal learning can be funded; and
- the need to ensure that intensive courses, residential courses and blended courses are funded fairly; and
- the need to ensure value for money.

There is an example of how Welsh for Adults programmes could look in Appendix 10.

Top-slicing

186. The Review Group has gathered data in relation to the level of funding the institutions top-slice from the grant funding and the recurrent funding to pay for central services, such as estates, human resources etc.

In terms of top-slicing grant funding, the situation varies. One institution does not top-slice the Centre's grant at all, while another institution top-slices 25% of the Centre's grant

187. There are two types of top-slicing in relation to the recurrent funding and again the situation varies:
- the institution top-slices up to 15% of the recurrent funding which is kept by the Centre to deliver courses as a contribution towards central services; and
- the Centres top-slice up to 15% of the recurrent funding allocated to the sub-providers as a contribution towards development and management services which support the programme area.

188. Although no information was received in relation to any sub-providers top-slicing before delivering the provision, as the sub-providers operate contracts based on meeting targets, it is possible that the sub-providers have funding left over at the end of the year which would be kept centrally by the institution.

189. Without undertaking a detailed audit of the budgets and on the basis of the information presented, we can assume that around 15% of the recurrent funding, namely £1.543 million and around 10% of the grant funding, namely £0.222 million is taken out to support central costs. While acknowledging there is a need for institutions to receive a contribution towards estates costs, human resources, equipment and a host of various services that support the Centres within their institutions, the Review Group feels there is a need to ensure value for money, consistency and transparency and when contracting in the future, acceptable/permissible top-slicing should be stated. The Group welcomes the steps the Welsh Government has taken to strengthen the funding conditions for 2013/14.

190. No national policy exists for charging fees in Welsh for Adults, nor in adult community education. Nonetheless, the Welsh for Adults Centres have taken steps over recent years to make fees consistent within their regions in order to avoid competition among providers, and this development is to be welcomed. Some learners, in specific circumstances, receive a reduced fee, and the reserve fund is available to other learners who need assistance with the costs. The view of some learners in the focus groups was that they received value for money. The Review Group, however, believes that endeavours should continue to make fees consistent across Wales in order to ensure equity for learners and during a time of financial pressure, the fee should be kept as low as possible.

The private sector, further education and higher education

191. Other institutions and companies provide Welsh language training to adults in Wales, and during the review, information was received in relation to courses provided by www.saysomethinginwelsh.com, Iaith cyf, The Open University, University of Wales Trinity Saint David and *Iaith ar Waith* provision in further education colleges. The courses offered by these institutions and companies are either online courses or short courses, and some are specifically tailored to the needs of workplaces.

192. The Review Group welcomed the fact that institutions and companies had identified gaps in the market and developed alternative courses, and is pleased that some of them are working with the Welsh for Adults Centres. There have been some innovative and exciting developments to reach new learners, very often international learners, and to support existing learners.

193. Nonetheless, the Review Group saw opportunities to improve collaboration to ensure unnecessary duplication, particularly when courses are funded by public money. Some higher education institutions create similar provision to what is offered by the Welsh for Adults Centres, although this provision is for a specific audience, namely higher education students. In addition, there is potential to consider the link between *Iaith ar Waith* modules, provided in further education colleges to continue to develop post-16 students' language skills, and Welsh in the Workplace courses.

194. In developing for the future, it must be ensured that all resources in the programme area are used effectively and are shared to avoid unnecessary duplication and competition.

Part 5: The future

The need for change

195. The important programme area of Welsh for Adults must be flexible, modern and adaptable, and purposefully led. There is a need to ensure coherent planning, avoid duplication and bureaucracy, release investment for teaching and improve the service for learners. It needs to be appropriate to respond to Wales' position in the future and have an influence on that future.

196. The current position of Welsh for Adults has been highlighted in Parts 3 and 4 of this report and the evidence received by the Review Group discussed, taking stock of the strengths and weaknesses of the current position and some possible changes. The Review Group members are unanimous in their view that the programme area has developed and been professionalised under the six Centre system, and the commitment and goodwill of a number of people are to be commended. The view reflected in the evaluation of the programme area undertaken in 2010 is echoed in that respect. Nonetheless, there is a need to look to the future and consider how to build on the work of the six Centres to further strengthen Welsh for Adults.

197. A number of strengths found in the programme area impressed the Review Group, including:
    - training and the development of the National Qualification for Tutors;
    - the development of provision for specific audiences e.g. Welsh for the Family; and
    - specific good practices in terms of quality assurance, support for learners, and the provision of informal learning opportunities for learners.

198. Some weaknesses were also seen, including:
    - a failure to significantly increase the number of learners;
    - the tardiness of exploiting the possibilities of the latest technology;
    - the lack of a Welsh in the Workplace strategy;
    - a lack of national momentum in terms of informal learning and the relationship between learners and Welsh speakers;
    - variation in the quality of provision;
    - insufficient emphasis on intensive learning;
    - duplication in developing the curriculum and resources;
    - a lack of consistent data; and
    - a lack of effective collaboration.

199. The six Centres are small in size compared to the further education colleges that manage and administer the same systems. This means that the six Centres face relatively high costs compared to the size of their provision and the additional grant funding reflects this.

200.   Evidence was received of duplication and very few savings were made through the Centres collaborating with each other and with the sub-providers. The rationalisation that has taken place is scarce with the exception of when the further education colleges which are sub-providers merge thereby reducing the number of local contracts. Table 13 shows the sub-providers' funding. The Review Group believes that a number of the sub-providers have such small contracts for this programme area as compared with the rest of their funding that they are constrained in a number of ways and particularly so in relation to the balance of full-time and part-time staff.

Table 13: List of sub-providers and their budgets for the 2011/2012 provision per Welsh for Adults Centre

Welsh for Adults Centre	Sub-provider	Funding for 2011/2012 provision
Cardiff and Vale	Cardiff Council	£263,309
Cardiff and Vale	Cardiff and Vale College	£36,396
Cardiff and Vale	Vale of Glamorgan Council	£100,293
Mid Wales	Ceredigion County Council	£262,646
Mid Wales	Grŵp Llandrillo Menai*	£57,963
Mid Wales	Coleg Harlech / WEA*	£65,256
Mid Wales	Popeth Cymraeg*	£3,220
South West Wales	Pembrokeshire County Council	£253,271
South West Wales	Carmarthenshire County Council	£288,432
South West Wales	Neath Port Talbot College	£192,972
South West Wales	Gower College Swansea	£149,379
South West Wales	University of Wales Trinity Saint David	£81,939
North Wales	Popeth Cymraeg*	£411,018
North Wales	Grŵp Llandrillo Menai*	£346,752
North Wales	Deeside College	£294,310
North Wales	Coleg Harlech / WEA*	£195,356
North Wales	Yale College, Wrexham	£124,454
North Wales	Nant Gwrtheyrn	£110,241
Gwent	Blaenau Gwent County Borough Council	£81,736
Gwent	Caerphilly County Borough Council	£111,543
Gwent	Monmouthshire County Council	£102,170
Gwent	Newport City Council	£102,170
Gwent	Torfaen County Borough Council	£103,431
Gwent	The College Ystrad Mynach**	£77,641
Glamorgan	Bridgend College	£76,862

Source - Welsh for Adults Centres

* Note that these sub-providers receive funding from the North Wales Welsh for Adults Centre and the Mid Wales Welsh for Adults Centre.
** The College Ystrad Mynach is not a provider in 2012/2013.

201.	To summarise, therefore, there are many strengths in the programme area that could be developed further and we are confident that the commitment and goodwill exists to do this. The quality of teaching has improved, tutors receive various types of high quality training and there is growth in some provision, for example Welsh for the Family. However, the lack of a national system in addition to the weaknesses listed above mean that change is needed and the structure adapted to meet future needs and ensure it is sustainable.

202.	In addition to the criteria in paragraph 32, the Review Group is of the view that Welsh for Adults in the future needs to be far more ambitious to face the challenge of increasing the number of Welsh speakers. There is a genuine need to be innovative in all aspects of the service in future in order to:
- reach more learners, meeting the needs of people who are keen to learn through different methods, including at different times of the year;
- enable the learners to use their Welsh more by providing them with more support and opportunities;
- create a modern and flexible learning experience;
- embrace the potential of the digital world and use it creatively and enthusiastically;
- offer valuable and unique experiences for learners by creating far stronger relationships with Welsh communities and societies; and
- create new and different partnerships to attract additional funding.

	This direction means transforming the current system, diversifying the resources and ensuring sound leadership.

Structural change

203.	In light of the evidence the Review Group received, continuing with the same structure in the programme area would not permit the necessary changes in terms of ensuring national leadership, removing bureaucracy and duplication, releasing resources to improve the service for learners and attracting more people to learn Welsh. We believe therefore that structural changes to the programme area are inevitable.

204.	In discussing structural changes, the following considerations were at the heart of the Review Group's deliberations:
- the new structure should be learner-centred in order to improve the service offered to them;
- the new structure should have an entity which provides national leadership and which implements developments at a national level;

- patterns that significantly reduce the sub-contracting and remove a tier of management and administration should be sought;
- the new providers should be given a contract that provides enough of a budget for them to deliver the full provision and employ sufficient full-time staff;
- the new providers should operate within more relevant and modern boundaries than the current system;
- any change should be a transparent process;
- the change should lead to a system that will continue for many years; and
- effective collaboration should be a central element of the new system.

205. The Review Group discussed the way forward in depth and a number of options for change were considered, as follows:
- return to the system that existed prior to 2006;
- continue with the *status quo*;
- establish one national provider; or
- establish providers for two or four regions in line with other changes in education.

206. The Review Group came to the conclusion that there was a need for change at a national level by establishing one National Entity to be responsible for leading Providers in future. This means that the Centres in their current format would disappear and a new system of Providers would be established.

207. The status, format and responsibilities of the National Entity which would provide strategic direction to the programme area were discussed. We considered whether the Entity should be part of the Welsh Government and be linked to other educational activities and strategies associated with the Welsh language. An "arm's length" body would be an acceptable model and examples of the success and shortcomings of this model were discussed. We also considered transferring the work to another public body, the voluntary sector as a social enterprise and the private sector. We make no recommendation in relation to the format of the Entity at present as there is a need to fully consider contractual, procurement and other legal issues before any decision is reached.

208. Table 14 outlines the possible responsibilities of the National Entity and also the responsibilities of the Welsh Government and the Providers in relation to different themes. Centralising duties in one geographical location is not what is anticipated, rather establishing a national team to provide leadership to the programme area in a number of ways. The Review Group does not favour the creation of an Entity that would be responsible for all the work or sub-contract with other providers as such an Entity would reproduce some of the weaknesses of the current system and add an additional tier to the system.

209.   Illustration 2 below demonstrates the inter-relationship between the Welsh Government, the Entity and the Providers. The Welsh Government will be responsible for setting the policy and funding the Entity and the Providers; the Entity will be responsible for providing strategic leadership to the Providers in response to Welsh Government policies; and the Providers will be responsible for planning the provision in line with the Entity's direction, and will be directly funded by the Welsh Government.

Illustration 2: Inter-relationship between the Welsh Government, the National Entity and the Providers

210.   Considerable talent and experience has been seen in the programme area and the hope is that a new system such as this would harness these talents and experience and create new opportunities for employees in the programme area to work creatively and develop their careers. The hope is that reorganisation such as this over the coming years would be a way of attracting new blood as the programme area is rejuvenated. Aspects of the work of the Entity would be undertaken through contract by other bodies and secondments from the programme area would ensure opportunities to use the expertise that exists already

Table 14: Outline of the possible responsibilities held by the Welsh Government, the National Entity and Providers

THEME	RESPONSIBILITIES		
	Welsh Government	**National Entity**	**Providers**
Setting a vision and providing leadership	Setting a vision and agreeing the work programme for the National Entity.	Providing national leadership to the programme area including priorities: e.g. Welsh for the Family and Welsh in the Workplace.	Realising the national vision at a local level.
Formulating and implementing a strategy	Formulating an overarching strategy and legislating as required.	Formulating a national strategy and implementing it in partnership with the Providers. Undertaking research and using evidence to innovate and develop and identify and share good practice.	Feeding information and contributing to the national strategy and collaborate to implement it.
Planning provision	Approving the National Entity's plans.	Undertaking national and local market research. Agreeing Providers' provision plans and submitting them to the Welsh Government for funding.	Formulating a diverse provision plan based on local knowledge.
Funding developments and provision	Funding the National Entity and Providers based on approved plans.	Implementing national plans.	Supporting and delivering a varied programme of provision.
Training and developing a professional workforce	Providing leadership and setting a national policy.	Developing and delivering a programme of training for tutors and managers as part of a continuous professional development plan.	Providing local support and training.
Quality Assurance	Setting national policy.	Establishing national quality assurance arrangements.	Collaborating to implement quality assurance arrangements.

Marketing and communication	Providing leadership and ensuring that Welsh for Adults campaigns dovetail with other campaigns.	Implementing national marketing and communications plans.	Recruiting learners to courses at a local level.
Curriculum, resources and assessment	Policy and direction and an overview of the developments.	Developing a curriculum and resources at a national level and sharing good practice. Placing expectations on Awarding Bodies and leading on the establishment of assessment arrangements.	Feeding curricular and resource needs to the Entity. Using assessment for learning methods to support learners.
Informal and semi-formal learning	Ensuring the recurrent funding includes the funding of semi-formal learning. Ensuring the relationship between Welsh speakers and learners is part of the Welsh Government's policy development on the Welsh language.	Leading nationally on guidelines and sharing good practice in relation to semi-formal learning. Setting national priorities in order to develop the relationship between Welsh speakers and learners.	Providing semi-formal learning opportunities as part of the courses and collaborating with local partners to develop the relationship between Welsh speakers and learners. Arranging formal learning opportunities for learners at Entry and Foundation levels.
Working with partners	Implementing and integrating policies and sharing good practice across the Welsh Government	Establishing and developing national partnerships e.g. S4C, BBC, Eisteddfod etc.	Collaborating with local partners to ensure informal learning opportunities for learners at Intermediate and Advanced levels.
Reviewing, monitoring and evaluating and ensuring value for money	Monitoring the work of the Entity and the Providers through effective use of data and performance measures.	Submitting monitoring reports to the Welsh Government. Monitoring Providers.	Submitting monitoring reports to the National Entity to include qualitative and quantitative data. Submitting data to the Welsh Government.
Accountability	Accountability to Welsh Ministers.	Accountability to the Welsh Government.	Accountability to the National Entity.

Implementing the change

211. The Review Group's intention is that a new system such as this will come into existence smoothly and without difficulty and preparation for the period of change would need to occur within a timeframe. It is not the duty of the Review Group to neither set out a timetable for such a process nor make the decisions which would be required during the transitional period.

212. The first priority for the Welsh Government would be to form the National Entity, agreeing responsibilities and funding. Some of the Centres' current responsibilities would be transferred to the new Entity and other responsibilities would be carried out jointly with the Providers. This would involve adjustments to the funding allocation. It is possible that the programme area will be affected by the pressures on public expenditure during the coming years and cost-effectiveness would need to be ensured constantly.

213. Following the establishment of the Entity, the reorganisation of the rest of the programme area would need to be considered. Reference has also been made to the weaknesses in the system of sub-providers and as work proceeds, we suggest that:
   - the reorganisation should significantly reduce the system of Centres and sub-providers to between 10 and 14 Providers over a period of time;
   - the Providers would be responsible for the programme area in a geographical region or specialise in a particular type of provision;
   - the Providers would be funded via the Welsh Government and whether the term Centre is used in the future for the Providers is a matter for discussion; and
   - the Providers would have a sound quality record and adequate budget so that more full-time staff are employed in the programme area.

214. In terms of a process to reduce the number of providers to between 10 and 14, current providers would be expected to be part of the discussion and, if possible, agree a process of rationalisation. Some providers could transfer their provision to others, ensuring fairness to staff in such a situation. Other providers could join each other to strengthen their position. The arrangement whereby further education colleges in Wales collaborated to reduce their number from 25 colleges three years ago to 14 by summer 2013 is considered an effective and reasonable way of reducing the number of providers in this programme area to between 10 and 14. Further rationalisation would be a matter for the Welsh Government if this does not occur smoothly in all parts of Wales.

215. During this transitional period it is possible that some Centres and some sub-providers would wish to discuss rationalisation in the current regions. This process should be a mature and equitable one, held at an

appropriate level in terms of the bodies' management. It is not the purpose of this report to set out in detail what is anticipated to be a system of rationalisation and the Welsh Government would need to set out guidelines and retain an overview, ensuring that senior managers in Universities, Further Education Colleges, Local Authorities and other bodies support any process of rationalisation taking into account the needs of learners, staff and resources. However, in terms of criteria for rationalisation, the Review Group suggests that the following points, among others, should be considered:

- the impact of the change on learners and the provision;
- the Centre and the sub-provider's quality record;
- the size of sub-providers' budget and the savings made through rationalisation;
- experience of using information and data handling systems;
- support for staff and the potential to create more full-time staff;
- transfer of staff, expertise and other resources of all kinds; and
- a formal agreement on the entire process following local consultation.

It is also expected that there would be clear communication to avoid any unnecessary tensions and concerns.

216.   In order to fulfil the recommendations of the review, there will be a need to establish a clear system between the Welsh Government, the Entity and the Providers for planning and funding provision. Table 14 above outlines the responsibilities, but establishing an inter-relationship between them will be essential for the success of the programme area. The Review Group anticipates that the Welsh Government will fund the National Entity to undertake duties which provide strategic leadership to the Providers at a national level. The role of the Entity will be to collaborate with the Providers to plan the provision to avoid duplication, and the Providers will be accountable to the Entity from day to day. However, it is envisaged that the Welsh Government will fund the Providers directly as the procedures already exist within the Welsh Government to do so, and in the same way, the Providers will return data directly to the Welsh Government via LLWR or HESA.

217.   The Welsh Government would need to be mindful of ensuring a transparent and fair process. The Welsh Government would also need to collaborate with the Welsh for Adults Centres and the sub-providers to ensure that a high quality service continues and that learners do not suffer in the interim period.

218.   We are convinced that this reorganisation will create a more collaborative system which responds to learners' needs, is cost-effective and where quality will be strengthened. To implement a large number of the recommendations in this report, such a change would be necessary and we can see major advantages once this is complete, to ensure consistent good practice as well as quality improvements and to avoid duplication in developing the curriculum and resources.

Changing emphasis and reaching new learners

219.   In order to reach new learners and ensure that future learners' experience is modern and purposeful, several aspects of the programme area need to be developed beyond looking at structure alone.

220.   A number of tables illustrating the profile of current learners are seen in Part 3. Table 6 shows where current learners live and we can see that 3.9% of the post-16 non-Welsh speaking population in Gwynedd (1 in every 26) were learning Welsh during 2010/11. This is greater than any other county and the patterns need to be understood. Is it because of the language policy in the county and other parts of the public sector in Gwynedd and/or because the language is used widely and is seen and heard? By understanding the patterns, the Entity and the Providers could better target prospective learners by working with local partners to plan purposefully. It is easy to spot the high numbers of non-Welsh speakers who are not learning Welsh and therefore the opportunity to attract new learners.

221.   There is a need to ensure a continuation of the successful developments over recent years in Welsh for Adults and further develop these. For example, it is important that training for tutors and the National Qualification for Tutors should continue; it is important to further develop Welsh for the Family, collaborating with schools and considering child care needs and there is a need to share the high quality and good practice examples seen in the programme area.

222.   At the same time, the weaknesses in the programme area need to be addressed, ensuring wide-ranging and exciting use of technology and e-learning and making it the norm for learners to learn Welsh on very intensive courses. Engaging opportunities for semi-formal and informal learning need to be ensured and strides made in bringing Welsh speakers together to speak Welsh. Welsh speakers and current learners also need to be used to market and recruit, and ensure that the recruitment occurs in innovative ways which will significantly increase numbers.

223.   One of the main weaknesses of the current system is a lack of strategy for Welsh in the Workplace. The Review Group strongly believes this area needs to be addressed in the same way as Welsh for the Family provision has developed over recent years. Welsh for Adults has a golden opportunity to support the Welsh Government and the Welsh Language Commissioner in implementing the Welsh Language (Wales) Measure 2011 by providing purposeful language training to workplaces. By implementing the recommendations identified for this area, Welsh in the Workplace courses should be a core part of a number of Welsh for Adults Providers' provision in the future. The Entity would need to set specific targets for developing this area, and

the Welsh Government should consider ring-fencing part of the budget specifically for delivering language training in workplaces.

224. Welsh for Adults has a key contribution to make in supporting the Welsh Government to achieve its aim of seeing the Welsh language flourish. We believe the programme area has the talent and the experience to take on the challenge and implement the changes recommended. A sound structure could be established, creativity developed and close collaboration ensured with key partners to raise the status of the programme area and attract new learners.

Part 6: Raising our sights: conclusions and recommendations

225. In this part of the report we set out the recommendations that arise from our consideration of the programme area and that have been discussed in earlier parts of this report. These recommendations are intended to realise the criteria (paragraph 32) which have been central to the review, and accomplish the remit set. In implementing these in the years to come, we are confident that Welsh for Adults will develop further and provide an opportunity for more people to become fluent Welsh speakers. As a result, we are persuaded that this, along with other steps to support and restore the language, will stem the recent decline in the number of Welsh speakers and begin the key task of increasing the numbers.

226 The recommendations below are directed towards the Welsh Government, the National Entity, Providers and partners.

Recommendation 1

Welsh Government should set out a clear policy for Welsh for Adults and:
- establish a National Entity to be responsible for providing strategic leadership to the Providers and undertake developmental duties at a national level in relation to the curriculum, tutor training, research, marketing and e-learning among others; and
- establish a clear and effective process of moving responsibilities and funding to the new National Entity in order to fund developments at a national level which will avoid duplication and ensure clear and sound leadership and consistency for the programme area.

Recommendation 2

Welsh Government should:
- work with the National Entity and current providers to rationalise, with the aim of reducing the number of Providers from the current 27 to around 10-14; and
- fund the Providers.

Recommendation 3

The National Entity and the Providers should plan provision with the aim of increasing numbers and meeting the needs of learners, by:
- using and refining Welsh for Adults data collection and analysis processes and tracking learners' progression from one level / year to the next;
- using market research to see why 2.1 million of the post-16 non-Welsh speaking population do not learn Welsh in order to identify and target prospective learners;
- using information gathered in the 2011 Census to target new learners;

- responding to learners' needs and developing flexible provision; and
- increasing the provision of intensive courses, developing a programme of intensive learning and trialling it to begin with in a small number of locations across Wales.

Recommendation 4

The National Entity, in collaboration with the Providers, should develop and implement a comprehensive marketing and communications plan which is new and exciting, based on data, market research and the experience of previous campaigns and use effective methods including social networks to promote the programme area.

Recommendation 5

The National Entity, in collaboration with the Providers, should develop an accessible service for learners and prospective learners to provide full information about the provision across Wales and ensure there is information and an overview of learning Welsh beyond Wales, offering leadership and support as required.

Recommendation 6

The National Entity should work with the Welsh Government and partners to develop and implement a Welsh in the Workplace strategy which will:
- be based on detailed and continuous research into the Welsh in the Workplace needs of different sectors;
- identify and replicate good practice at an international, national and local level;
- ensure that appropriate and flexible, tailor-made delivery models, assessment and resources are developed;
- enable collaboration at a national and local level; and
- develop Welsh in the Workplace provision to become a strong brand which is recognised by employers.

Recommendation 7

Welsh Government should collaborate with the Welsh Language Commissioner to:
- ensure that the proposed Standards emphasise the contribution of Welsh in the Workplace language training and reflect the need for intensive and purposeful Welsh in the Workplace training;
- enable umbrella organisations and prominent employers to network and share good practice in relation to Welsh in the Workplace; and
- enable employers and organisations who have influence over employers to take strategic responsibility for developing their staff's Welsh language skills and develop and promote Welsh in the Workplace.

Recommendation 8

Welsh Government and the National Entity, in partnership with the Providers and other organisations, should promote Welsh for the Family by:
- building on the Welsh for the Family scheme and increasing this provision;
- encouraging local authorities and schools to collaborate with Welsh for Adults Providers in order to support parents to learn Welsh; and
- ensuring that Welsh for the Family is part of broader schemes and policies relating to children and families and family learning.

Recommendation 9

The National Entity should develop an innovative e-learning strategy that will ensure e-learning is dovetailed with the learner's experience at all levels and is central to the entire programme area. The strategy will need to:
- be based on thorough research to develop an understanding of learners' and tutors' technical needs;
- consider the pedagogical aspects of e-learning for Welsh for Adults;
- be based on using the latest technology; and
- lead to the development of a single virtual site which is accessible on different platforms.

Recommendation 10

Welsh Government and the National Entity should collaborate with partners to develop a curriculum framework for defining and measuring Welsh language skills and hold a national discussion on defining fluency as part of the framework.

Recommendation 11

The National Entity, in collaboration with the Welsh Government, should implement the recommendations of Cardiff University research on the Welsh for Adults methodology, including:
- developing a national curriculum, ensuring there is an electronic version that tutors can adapt;
- discussing the development of a corpus of vocabulary in collaboration with the Welsh Language Commissioner and Universities' Departments of Welsh;
- ensuring that semi-formal learning activities are mainstreamed into courses;
- revisiting the number of expected hours on a pathway to learning Welsh and redefining the hours and levels according to need; and
- considering alternative methods for intensive learning.

Recommendation 12

The National Entity should be responsible for developing the curriculum centrally and ensuring that resources that are compatible with the curriculum are developed, which are:
- attractive, innovative and diverse, to attract different types of learners and encourage the learners to practise different skills; and
- are authored by an experienced team which receives training, support and recognition.

Recommendation 13

The National Entity and Providers should consult with other institutions to review provision at Proficiency level with the aim of ensuring that the provision is appropriately targeted.

Recommendation 14

The National Entity should collaborate with Welsh language course providers in the further and higher education sector, in line with Welsh Government guidelines, to avoid duplication and ensure value for public money; and establish a forum with private companies who provide Welsh language courses and include them in national discussions.

Recommendation 15

Welsh Government and the National Entity should revisit Welsh for Adults qualifications:
- moving the emphasis from accreditation towards assessment for learning, and ensuring that national arrangements are in place to moderate the assessment, in order to ensure national consistency;
- providing training for tutors on assessment for learning;
- reducing the number of examinations in order to give the qualifications status and ensure value for money; and
- consulting with awarding bodies as appropriate.

Recommendation 16

The National Entity, in collaboration with the Providers, should develop a training strategy for tutors which will include:
- the development of a national Continuous Professional Development framework;
- the provision of in-service training to meet tutors' developmental needs; and
- the provision of the National Qualification for new tutors or unqualified tutors.

Recommendation 17

Welsh for Adults Providers should:
- improve quality, ensuring they share and implement good practice in order to make quality consistent for the benefit of learners;
- plan the workforce for the future, endeavouring to ensure there are more full-time posts and career development opportunities for tutors in the programme area.

Recommendation 18

Welsh Government should ring-fence recurrent funding for Welsh for Adults within the budget for post-16 education, ensuring:
- that the new recurrent funding method is compatible with the principles outlined in this report;
- that funding for semi-formal learning is mainstreamed so that it is an integral part of any courses; and
- that top-slicing levels in Welsh for Adults are consistent, fair and transparent and ensure value for money across Wales.

Recommendation 19

The National Entity, in collaboration with the Providers, should:
- create a strong and consistent governance arrangement model; and
- continue with efforts to make fees consistent across Wales in order to ensure the lowest possible fee and equity for learners.

Recommendation 20

The National Entity, along with Welsh for Adults Providers, should develop various methods of bringing Welsh speakers and learners together, including:
- organising engaging and regular informal learning activities across Wales;
- building a national network of volunteers;
- collaborating closely with Mentrau Iaith and clubs and societies of all types to assist them in welcoming learners;
- making the widest possible use of modern technology;
- sharing good practice;
- considering the advantages of badges to identify Welsh speakers and learners; and
- collaborating with the National Eisteddfod's local committees to ensure continuity for the activity once the National Eisteddfod has left the area.

Recommendation 21

Key partners such as the *Mentrau Iaith* and *papurau bro* should extend their support for learners in creative and engaging ways.

Recommendation 22

The National Eisteddfod should work with the National Entity to ensure a promotional role for *Dysgwr y Flwyddyn* / Learner of the Year and recognise the success of Welsh speakers who help learners.

Recommendation 23

S4C and BBC Cymru Wales should collaborate closely with the National Entity and learners to develop and implement a strategy that would ensure that their provision attracts new Welsh learners, supports existing learners and helps to develop the relationship between Welsh speakers and learners.

Recommendation 24

Welsh Speakers should take pride in their language and acknowledge the key role learners play in modern Wales, taking their responsibility for welcoming and supporting the learners seriously, at an individual level and at a society and club level.

227. To summarise, implementing these recommendations will strengthen the programme area in a number of ways, ensuring:
- clear strategic leadership on key issues;
- an effective structure with fewer providers, to collaborate and remove duplication;
- curriculum development and further resources including e-learning;
- more effective marketing and promotion;
- priority for learners in the workplace;
- increased opportunity for career development for Welsh for Adults staff;
- a prominent place for key partners and volunteers;
- an opportunity to develop a closer relationship between learners and Welsh Speakers;
- investment in the programme area and making it cost-effective.

228. By implementing these recommendations, we also anticipate there will be an increase in the number of Welsh learners from the current plateau of around 18,000 learners per year. It is not possible to predict exactly the size and nature of the growth, as other factors also influence the number of prospective learners but there is a need for Providers and their partners to target specific communities and employers. The programme area must be ambitious and increase the number of learners so that pressure on capacity necessitates an increase in funding in the future. We do see, however, that there will be an upper level to the number of learners within the voluntary system of Welsh for Adults.

229. This report is also being published at the time of 'Y Gynhadledd Fawr', the big conversation in July 2013, which will be a national debate

following the publication of 2011 Census results. The implementation of a number of recommendations made there will lead to a further boost in the process of creating learners. We are also aware that other Reviews currently being undertaken by the Welsh Government, which will report in the coming months, will have an influence on Welsh for Adults. In addition, the United Kingdom Government's publication at the end of June of its Comprehensive Spending Review will have an impact on the Welsh Government's budget and may possibly, in due course, affect the resources available to Welsh for Adults. These influences are unclear at the time of presenting this report to the Minister for Education and Skills.

230.   The hope of the Review Group is that the Welsh Government will implement the agreed recommendations and do so in an integrated manner. Too often, there is a disconnect between policy and action; it is necessary, therefore, to ensure that this programme area is an integral part of the Welsh Government's entire work in relation to the Welsh language and that on-going monitoring occurs.

231.   In undertaking the review process, the need to improve collaboration and coordination has been observed at all levels - nationally, regionally and locally - and of course between levels. There is often a tendency to believe the solution and the responsibility lie elsewhere. The recommendations deal directly with this and a view is expressed in relation to whom is best placed to do what and how the different elements of the new system should interact with each other to develop the provision, the resources and the opportunities. The success of this vital programme area, which is a key tool in creating fluent Welsh speakers, depends on the activities of a whole host of individuals in their communities and their work. The time has therefore come to *raise our sights* thus increasing the number of Welsh speakers so that we can see the Welsh language flourish.

Appendix 1: Welsh for Adults Review Group Remit

1.   Objective

Review Welsh for Adults provision in terms of learner attainment, curriculum content, delivery structures and value for money.

2.   Remit

The Review Group is asked to consider the following questions:

- how best to develop learners' Welsh language skills so that they are able to use the language in the workplace, community and with their families, including:
    - is the current curriculum suitable?
    - what are the requirements in terms of course books / teaching and learning materials?
    - what are the opportunities for increasing the use of e-learning within Welsh for Adults?
    - what are the opportunities for increasing informal learning within Welsh for Adults?
    - what are the training requirements for the workforce?
- the options for the future structure of Welsh for Adults development and delivery, including:
    - is the current model achieving the objectives of the Welsh Government?
    - is the balance of provision right?
    - can the resources be used more effectively?
    - how to address workforce planning issues to ensure the future capacity to provide quality Welsh for Adults provision?
- what is the relationship with private sector providers?
- whether qualifications (currently available and/or other possible forms of accreditation/assessment) are a lever or a barrier with regard to developing transferable Welsh-language skills?

3.   Timetable

The Review Group will formulate a report and recommendations for the Welsh Government Minister for Education and Skills by 30 June 2013.

Appendix 2: Members of the Welsh for Adults Review Group

Dr Haydn E. Edwards - Chair

Former Principal and Chief Executive of Coleg Menai.

Ashok Ahir

Experienced journalist and director of the Communications Agency Mela. Ashok was runner-up in the Welsh Learner of the Year competition at the Vale of Glamorgan National Eisteddfod in 2012.

Dr Christine Jones

Head of the School of Welsh and Bilingual Studies at the University of Wales Trinity Saint David.

Dr Eleri Wyn Williams

Former head of Education and Learning and former member of senior management team, BBC Cymru Wales.

Gareth Jones

Former Headteacher of Ysgol Gyfun Llanbedr Pont Steffan and former Director of Education and Community Services at Ceredigion County Council.

Meic Raymant

Head of Welsh Language Services Department, North Wales Police.

Merfyn Morgan

Former Head of National Occupational Standards and Sector Qualifications Strategy at the Welsh Government Department for Education and Skills.

Rhian Huws Williams

Chief Executive of Care Council for Wales.

Appendix 3: Organisations who presented evidence

	ORGANISATION	NAME	TITLE	DATE
1	Department for Education and Skills, Welsh Government	Awen Penri Bethan Webb Helen Scaife Luned Jones	Head of Education and Learning Branch, Welsh in Education Unit Head of Further Education Policy Branch Senior Further Education Policy Official Statistician, Information and Analytical Services	11 October 2012 and 13 February 2013 14 February 2013
2.	WJEC	Gareth Pierce Emyr Davies	Chief Executive Welsh for Adults Examinations Officer	12 October 2012
3.	Agored Cymru	Anne Lewis Denver Davies	Business Development Director Quality Assurance Manager	12 October 2012
4.	Estyn	Ann Jones	Her Majesty's Inspector	12 October 2012
5.	South West Wales Welsh for Adults Centre	Aled Davies Steve Morris Mark Stonelake	Director Senior Lecturer in Welsh Curriculum and Resources Officer	7 November 2012
6.	Cardiff and Vale of Glamorgan Welsh for Adults Centre	Dr Rachel Heath-Davies Professor Sioned Davies Dr Adrian Price	Centre Managing Director Head of School of Welsh Centre Director of Teaching	7 November 2012
7.	Gwent Welsh for Adults Centre	Geraint Wilson-Price Siân Griffiths Steffan Webb	Centre Manager Operational Manager Training Manager	7 November 2012
8	Mid Wales Welsh for Adults Centre	Siôn Meredith Dafydd Morse Elin Williams	Director Development Officer (Welsh in the Workplace and Welsh for the Family) Training and Quality Officer	8 November 2012
9	North Wales Welsh for Adults Centre	Ifor Gruffydd Haydn Hughes Elwyn Hughes	Director Deputy Director Deputy Director	8 November 2012
10	Glamorgan Welsh for Adults Centre	Helen Prosser Lynette Jenkins Colin Williams	Director Assessment, Accreditation and Examinations Officer Training Officer	8 November 2012

11	Bridgend College	Carys Swain Cath Stephens	Welsh and Bilingualism Manager Welsh for Adults Coordinator	11 December 2012
12	Cardiff and Vale College	Judy Williams Chris Franks	Vice Principal Bilingual Champion	11 December 2012
13	Vale of Glamorgan Council	Barbara Walters	Chief Officer, Adult and Community Learning	11 December 2012
14	Cardiff Council	Carol Collins	Operational Manager, Local Training and Enterprise and Neighborhood Learning	11 December 2012
15	Torfaen County Borough Council	Linda Dean	Adult Education Supervisor	11 December 2012
16	Blaenau Gwent County Borough Council	Byron Jones	Learner Services Manager	11 December 2012
17	Newport City Council	Anne Hobbs Rachel Stevens	Principal Community Learning Officer Senior Community Learning Officer	11 December 2012
18	Neath Port Talbot College	Geraint Jones	Curriculum Director	11 December 2012
19	Carmarthenshire County Council	Matt Morden Sian Merlys	Lifelong Learning Networks Manager Dinefwr Area Community Learning Officer	11 December 2012
20	Pembrokeshire County Council	Chris Birch Kevin Davies	Lifelong Learning Manager Lifelong Learning Coordinating Officer	11 December 2012
21	Gower College Swansea	Ruth Prosser Llinos Davies	Dean of Arts and Humanities Welsh for Adults Coordinator	11 December 2012
22	Welsh Language Commissioner	Meri Huws	The Commissioner	11 December 2012
23	National Eisteddfod of Wales	Elfed Roberts	Chief Executive	12 December 2012
24	Dyfodol i'r Iaith	Heini Gruffudd	Chair	12 December 2012
25	S4C	Sioned Roberts	Content Commissioner - Programmes for Children, Education, Learners and Digital	12 December 2012 and 16 May 2013
26	BBC Cymru Wales	Rhys Evans	Strategy and Policy Manager	12 December 2012

27	Grŵp Llandrillo Menai	Linda Wyn Fflur Rees Jones	Senior Director of Academic Services Welsh for Adults Manager	14 December 2012
28	Coleg Harlech Workers' Educational Association	Meinir Tomos Jones	Welsh for Adults Coordinator	14 December 2012
29	Deeside College	Gwenan Owain	Manager for Welsh Medium Learning, Bilingualism and Community Learning	14 December 2012
30	Yale College	Llinos Roberts	Welsh Language and Bilingualism Development Manager	14 December 2012
31	Popeth Cymraeg Cyf.	Ioan Talfryn Howard Edwards	Chief Executive Conwy County Tutor-Organiser	14 December 2012
32	Welsh Language and Heritage Centre, Nant Gwrtheyrn	Jim O'Rourke Dr Carl Iwan Clowes FFPH OBE	Adviser Founder of the Nant and Trustee	14 December 2012 20 March 2013
33	Ceredigion County Council	Dr Rhodri Llwyd Morgan Meryl Evans	Assistant Director, Department of Education and Community Services Community Education Manager, Welsh for Adults	17 January 2013
34	Cardiff University	Professor Diarmait Mac-Giolla Chriost Dr Adrian Price	Professor at the School of Welsh Director of Learning, Cardiff and Vale of Glamorgan Welsh for Adults Centre	13 February 2013
35	Mentrau Iaith Cymru	Emily Cole Gill Stephen	National Coordinator Chief Officer, Menter Iaith Sir Ddinbych, Denbighshire	14 February 2013
36	Niace Dysgu Wales	Richard Spear	Director	14 February 2013
37	The Open University	Dr Tim Jilg	Head of Welsh/Lecturer	14 February 2013
38	Say Something in Welsh	Aran Jones	Chief Executive	20 March 2013
39	Iaith Cyf.	Dr Kathryn Jones	Director, Policy and Research	21 March 2013

Appendix 4: Written responses received

	NAME AND/OR ORGANISATION
1	Agored Cymru
2	Rhiain Bebb, Welsh for Adults tutor
3	Business in the Community
4	Directors of the six Welsh for Adults Centres
5	Dr Carl Iwan Clowes FFPH OBE
6	Coleg Cymraeg Cenedlaethol
7	Ann Davies, Welsh for Adults private tutor
8	Iestyn ap Dafydd, Say Something in Welsh
9	Dyfodol i'r Iaith
10	Philippa Gibson, Welsh for Adults tutor
11	Anne Greig, learner
12	Menai Heath, Welsh for Adults tutor
13	Dr Rachel Heath-Davies, Director of Cardiff and Vale of Glamorgan Welsh for Adults Centre
14	Norman Hudson, learner
15	Hywel G. Hughes, Head of Welsh Affairs, Welsh Language Unit, Ministry of Justice
16	Gareth Ioan, Chief Executive, Iaith Cyf.
17	Medi James, Welsh for Adults tutor
18	Meinir Tomos Jones, Welsh for Adults Coordinator, Coleg Harlech Workers' Educational Association
19	Efa Gruffudd Jones, Chief Executive, Urdd Gobaith Cymru
20	Gwilym Dyfri Jones, Dean of the Faculty of Education and Training, University of Wales Trinity Saint David
21	Lisa Jones, independent tutor and author
22	Mentrau Iaith Cymru
23	Siôn Meredith, Chair of the Informal learning National Working Group
24	Jim O'Rourke on behalf of the Nant Gwrtheyrn Trust
25	Toni Schiavone on behalf of the Welsh Language Society
26	Richard Spear, Director for Wales and Strategic Planning, Niace Dysgu Wales
27	Ioan Talfryn, Chief Executive Popeth Cymraeg Cyf.
28	David A. Thomas and Anwen Rees, Caerphilly County Borough Council
29	Undeb Cenedlaethol Athrawon Cymru (UCAC) Teaching Union

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Appendix 6: Common European Framework of Reference for Languages: Learning, teaching, assessment

	A1 / Entry	A2 / Foundation	B1 / Intermediate	B2 / Advanced 1	C1 / Advanced 2	C3 / Proficiency
Listening	I can recognise familiar words and very basic phrases concerning myself, my family and immediate concrete surroundings when people speak slowly and clearly	I can understand phrases and the highest frequency vocabulary related to areas of most personal relevance (e.g. very basic personal and family information, shopping, local area, employment). I can catch the main point in short, clear, simple messages and announcements	I can understand the main points of clear standard speech on familiar matters regularly encountered in work, school, leisure, etc. I can understand the main point of many radio or TV programmes on current affairs or topics of personal or professional interest when the delivery is relatively slow and clear.	I can understand extended speech and lectures and follow even complex lines of argument provided the topic is reasonably familiar. I can understand most TV news and current affairs programmes. I can understand the majority of films in standard dialect.	I can understand extended speech even when it is not clearly structured and when relationships are only implied and not signalled explicitly. I can understand television programmes and films without too much effort.	I have no difficulty in understanding any kind of spoken language, whether live or broadcast, even when delivered at fast native speed, provided I have some time to get familiar with the accent.
Reading	I can understand familiar names, words and very simple sentences, for example on notices and posters or in catalogues.	I can read very short, simple texts. I can find specific, predictable information in simple everyday material such as advertisements, prospectuses, menus and timetables and I can understand short simple personal letters.	I can understand texts that consist mainly of high frequency everyday or job related language. I can understand the description of events, feelings and wishes in personal letters.	I can read articles and reports concerned with contemporary problems in which the writers adopt particular attitudes or viewpoints. I can understand contemporary literary prose.	I can understand long and complex factual and literary texts, appreciating distinctions of style. I can understand specialised articles and longer technical instructions, even when they do not relate to my field.	I can read with ease virtually all forms of the written language, including abstract, structurally or linguistically complex texts such as manuals, specialised articles and literary works.
Spoken Interaction	I can interact in a simple way provided the other person is prepared to repeat or rephrase things at a slower rate of speech and help me formulate what I'm trying to say.	I can communicate in simple and routine tasks requiring a simple and direct exchange of information on familiar topics and activities. I can handle very short social exchanges, even	I can deal with most situations likely to arise whilst travelling in an area where the language is spoken. I can enter unprepared into conversation on topics that are familiar,	I can interact with a degree of fluency and spontaneity that makes regular interaction with native speakers quite possible. I can take an active part in discussion in familiar	I can express myself fluently and spontaneously without much obvious searching for expressions. I can use language flexibly and effectively for social	I can take part effortlessly in any conversation or discussion and have a good familiarity with idiomatic expressions and colloquialisms. I can express myself

	I can ask and answer simple questions in areas of immediate need or on very familiar topics.	though I can't usually understand enough to keep the conversation going myself.	of personal interest or pertinent to everyday life (e.g. family, hobbies, work, travel and current affairs).	contexts, accounting for and sustaining my views.	and professional purposes. I can formulate ideas and opinions with precision and relate my contribution skilfully to those of other speakers	fluently and convey finer shades of meaning precisely. If I do have a problem I can backtrack and restructure around the difficulty so smoothly that other people are hardly aware of it.
Spoken Production	I can use simple phrases and sentences to describe where I live and people I know.	I can use a series of phrases and sentences to describe in simple terms my family and other people, living conditions, my educational background and my present or most recent job.	I can connect phrases in a simple way in order to describe experiences and events, my dreams, hopes and ambitions. I can briefly give reasons and explanations for opinions and plans. I can narrate a story or relate the plot of a book or film and describe my reactions.	I can present clear, detailed descriptions on a wide range of subjects related to my field of interest. I can explain a viewpoint on a topical issue giving the advantages and disadvantages of various options.	I can present clear, detailed descriptions of complex subjects integrating sub-themes, developing particular points and rounding off with an appropriate conclusion.	I can present a clear, smoothly flowing description or argument in a style appropriate to the context and with an effective logical structure which helps the recipient to notice and remember significant points.
Writing	I can write a short, simple postcard, for example sending holiday greetings. I can fill in forms with personal details, for example entering my name, nationality and address on a hotel registration form.	I can write short, simple notes and messages relating to matters in areas of immediate need. I can write a very simple personal letter, for example thanking someone for something.	I can write simple connected texts on topics which are familiar or of personal interests. I can write personal letters describing experiences and impressions.	I can write clear, detailed text on a wide range of subjects related to my interests. I can write an essay or report, passing on information or giving reasons in support of or against a particular point of view. I can write letters highlighting the personal significance of events and experiences.	I can express myself in clear, well-structured text, expressing points of view at some length. I can write about complex subjects in a letter, and essay or a report, underlining what I consider to be the salient issues. I can select style appropriate to the reader in mind.	I can write clear, smoothly flowing text in an appropriate style. I can write complex letters, reports or articles which present a case with an effective logical structure which helps the recipient to notice and remember significant points. I can write summaries and reviews of professional or literary works.

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Appendix 8: Welsh for Adults tutors

	Number of Tutors	Number of Full-Time (over 30 hours)	Number of Part-Time (6 – 29 hours)	Number of Part-Time (less than 6 hours)	Number qualified to teach	Number of tutors aged under 30	Number of tutors aged 30-44	Number of tutors aged 45-59	Number of tutors aged over 60
Cardiff and Vale of Glamorgan WfA Centre	74	11	4	59	72	6	19	33	16
Mid Wales WfA Centre	99	6	34	59	89	7	16	51	25
South West Wales WfA Centre	113	9	42	62	102	4	19	50	40
North Wales WfA Centre	164	24	64	76	156	5	22	53	40
Gwent WfA Centre	60	0	28	32	60	5	15	27	13
Glamorgan WfA Centre	77	13	17	47	73	6	19	33	16
TOTAL	**587**	**63**	**189**	**335**	**552**	**33**	**110**	**252**	**150**

Appendix 9: Questionnaire for employers

Welsh language training in the workplace

In July 2012, the Welsh Government Minister for Education and Skills announced his intention to establish a Group to review the current provision of Welsh for Adults. The group commenced its work on 20 September 2012 and will consider the following: learner attainment, curriculum content, delivery structures and value for money. The Group is required to submit a report and recommendations to the Minister by the summer of 2013.

As part of the review, the Group will consider the use of Welsh language skills in the workplace as well as the best ways of developing those skills. The purpose of this survey is to gather information about employers' attitudes towards Welsh language training and the problems they face when this training is provided, and identifying ways of making the process easier. The survey should take no longer than 10 minutes to complete.

The results will be used for the purpose of the review and all responses will be treated confidentially. Individuals and employers will not be named in the report or recommendations.

For more information, please contact us using the following e-mail address: welsh.education@wales.gsi.gov.uk

Arrangements

1. Name of your organisation (optional):

2. To what extent do you think that it is important to improve the Welsh language skills of your staff?
   □ Very important
   □ Fairly important
   □ Not very important
   □ Not at all important
   □ Don't know

3. Does your organisation provide Welsh language training courses for staff?
   □ Yes
   □ No

4. If your organisation does not provide Welsh language training courses for staff, would you please explain the reasons? (you can tick more than one)
   □ Cost
   □ Time
   □ Not a priority within the organisation
   □ Lack of interest amongst staff
   □ Other (please specify)

5. What would encourage you to provide Welsh language training courses for the staff?

6. If staff wanted to improve their Welsh language skills what sort of support would you consider offering them from the following options?
□ Pay the course fee and give time off work.
□ Give time off work but would not pay the course fee.
□ Would not pay course fee or give time off work.
□ Other (specify):

7. Who is responsible for arranging the training courses?
□ Welsh Language Officer
□ Human Resources
□ Other (please specify)

8. Do you collaborate with other organisations when arranging the courses?
□ Yes. Please specify.
□ No

9. Who attends the courses?
□ Staff who provide services to the public.
□ Staff who wish to improve their Welsh language skills in order to work bilingually.
□ Staff who wish to start learning Welsh.
□ Other (please specify)

10. How are staff chosen to attend the courses?
□ As part of their performance management review and a discussion regarding the need for Welsh language skills to undertake their work.
□ Personal choice
□ Other (please specify)

11. How did you decide on the priorities for Welsh language training in your organisation?
□ Survey of staff skills in order to identify and target training.
□ Strategic decision to prioritise training for staff who work bilingually and have direct contact with the public
□ Dependent on annual budgets.
□ Our organisation does not consider Welsh language training as a priority.
□ Other (please specify):

Provision in your organisation

12. Please name the provider of Welsh language training courses in your organisation.

13. Why did you choose that provider to deliver language training in your workplace?

14. What levels of courses are offered?
    □ Beginners: Taster Courses – language courtesy e.g. for reception staff.
    □ Beginners: Entry level.
    □ Intermediate learners: Foundation and/or intermediate
    □ Experienced Learners: Advanced
    □ Revision course for Welsh speakers who lack confidence.
    □ Improving writing skills / Proficiency.
    □ Other levels? Please specify:

15. On average, how many hours a week of training does an individual in your organisation receive?
    □ 1 hour
    □ 1-2 hours
    □ 2-3 hours
    □ 3-4 hours
    □ > 4 hours
    □ Other (please specify):

16. How would you rate the quality of the provision?
    □ Very good
    □ Good
    □ Partly good/partly bad
    □ Bad
    □ Very bad

17. How would you rate the professionalism of the tutors?
    □ Very good
    □ Good
    □ Partly good/partly bad
    □ Bad
    □ Very bad

18. How would you rate the appearance of resources?
    □ Very good
    □ Good
    □ Partly good/partly bad
    □ Bad
    □ Very bad

19. How would you rate the value for money?
    □ Very good
    □ Good
    □ Partly good/partly bad
    □ Bad
    □ Very bad

20. How well does the provider tailor the courses to the needs of the workplace? e.g. does the provider provide tailored vocabulary, resources?
□ Very good
□ Good
□ Partly good/partly bad
□ Bad
□ Very bad

21. How easy is it to find Welsh language training courses suitable for the needs of your workplace?
□ Very easy
□ Fairly easy
□ Difficult
□ Very difficult
□ No opinion

22. What would make this process easier for you?
□ National contract that could be used by all.
□ A list of local providers.
□ One national provider.
□ Other (please specify):

Other ways of developing and supporting the Welsh language skills of staff

23. Do your staff use any other methods or resources to develop Welsh language skills? e.g. online courses, courses on CDs
□ Yes
□ No

24. What kinds of other methods or resources are used?
□ Online courses
□ Courses on CDs
□ Other (please specify)

25. What kinds of opportunities are available in the workplace for staff to practise their Welsh?
□ Mentoring scheme
□ Informal conversations ('paned a chlonc')
□ Social events
□ Other (please specify)

Assessing achievement and attainment

26. How does the organisation assess the achievement and attainment of learners?
□ Not assessed.
□ Examination or external accreditation
□ Internal assessment

□ Other (please specify)

27. Is the examination or external accreditation a useful method for learners and the organisation?
   □ Very useful
   □ Useful
   □ Not very useful
   □ Not at all useful

28. Is internal assessment a useful method for learners and the organisation?
   □ Very useful
   □ Useful
   □ Not very useful
   □ Not at all useful

Cost of provision

29. What is the cost of courses (per hour)?
   □ <£19
   □ £20-£29
   □ £30-£39
   □ >£40

30. Is the cost reasonable when compared to the cost of other training courses?
   □ Yes
   □ No
   □ Not sure

31. Have you increased or reduced Welsh language training provision in your organisation during the last year?
   □ Increased
   □ Reduced
   □ No change

32. Why have you reduced Welsh language training provision in your organisation during the last year?
   □ Too expensive.
   □ Not considered a priority.
   □ Other (please specify):

End

Thank you for completing the survey.

Appendix 10: Possible programmes for Welsh for Adults

Level	Core Content	Guided contact hours	Semi-formal contact hours	Non-guided contact hours	Total contact hours for the programme
Entry – Advanced (E-L3) The main programme for WfA which involves enrolling on an intensive course of between 10-15 hours per week over a period of four years	See level specifications	840 - 1200 guided hours, including 1-1 sessions with the tutors, revision sessions.	5 hours in year 1 7 hours in year 2 10 hours in years 3 and 4 for attending informal learning sessions under the guidance of a tutor or mentoring sessions with Welsh speakers	Average of 40 hours per year to undertake homework, revision work	Average of 300 hours per year
Entry – Advanced (E-L3) A number of sub-programmes will make up this programme which involves enrolling on less intensive courses, of between 4-6 hours per week, per year.	See level specifications	Between 120 - 180 guided hours per year, including 1-1 sessions with the tutors, revision sessions.	Entry - 5 hours Foundation - 7 hours Intermediate - 10 hours Advanced – 10 hours	Average of 40 hours per year to undertake homework, revision work	Average of 150 hours per year. It would take around 6 years to complete all levels.
Entry – Advanced (E-L3) A number of sub-programmes will make up this programme which involves enrolling on non-intensive courses, of between 2-3 hours per week per year.	See level specifications	Between 45 – 90 hours	Entry - 5 hours Foundation - 7 hours Intermediate - 10 hours Advanced – 10 hours	Average of 40 hours per year to undertake homework, revision work	Average of 60 hours per year. It would take around 14 years to complete all levels
Entry – Advanced (E-L3) A programme for revision courses, sadyrnau siarad informal conversation sessions, Taster courses, etc.	Curriculum to be defined as required.	Between 6 – 20 hours	Not applicable	Not applicable	Average of 13 hours per year.

APPENDIX 11: Acknowledgements

The Review Group members are grateful to all those who assisted us in our work by coming to give evidence, information or documents. All this was central to our deliberations and of key importance to the success of the review and the formulation of the recommendations.

As a Group we have been ably supported, advised and assisted by three members of Welsh Government staff - Awen Penri, Siwan Gwyndaf and Siwan Davies. We have admired and valued their contribution, experience and high standard of work.

Finally, cooperating over recent months with other members of the Review Group has been a privilege and I am greatly indebted to them for their willing contribution. All members of the Group share one purpose, namely to see Welsh for Adults develop further and become an important tool in significantly increasing the numbers of Welsh speakers in the decades to come.

Dr Haydn E. Edwards
Chair.