

Cynulliad Cenedlaethol Cymru

Y Pwyllgor Plant, Pobl Ifanc ac Addysg

CYPE(4)-20-15 – Papur 1

Cynlluniau Strategol y Gymraeg Mewn Addysg

Tystiolaeth gan : Llywodraeth Cymru

Cyflwyniad

1. Yn Ebrill 2010 cyhoeddodd Llywodraeth Cymru ei Strategaeth Addysg cyfrwng Cymraeg wedi'i anelu at wella statws a chynllunio addysg cyfrwng Cymraeg, a gwella safonau yn y Gymraeg (iaith gyntaf ac ail iaith) fel pwnc. Amlinella'r Strategaeth weledigaeth Llywodraeth Cymru sef:
Cael system addysg a hyfforddiant sy'n ymateb mewn ffordd wedi'i chynllunio i'r galw cynyddol am addysg cyfrwng Cymraeg, sy'n cyrraedd ein cymunedau amrywiol ac yn eu hadlewyrchu, ac sy'n sicrhau cynnydd yn nifer y bobl o bob oedran a chefnidir sy'n rhugl yn y Gymraeg ac sy'n gallu defnyddio'r iaith gyda'u teuluoedd, yn eu cymunedau ac yn y gweithle.
2. Mae'r Strategaeth yn cynnwys targedau sefydlog pum mlynedd a thargedau mynegol deng mlynedd yn seiliedig ar ganlyniadau. Yn sgil hynny byddai cynnydd gweledol yn erbyn y targedau hyn yn cael eu mesur o fewn system gynllunio mwy effeithiol, atebol a chydlynol. Mae'r Cynlluniau Strategol y Gymraeg mewn Addysg (CSGA) yn greiddiol i'r system gynllunio hon.
3. Roedd y CSGA'u cyntaf, a baratowyd gan awdurdodau lleol a'u cyflwyno i Weinidogion Cymru o 2012, yn anstatudol. O'r herwydd, nid oedd modd i Weinidogion Cymru gymeradwyo, addasu na'u gwrthod gan nad oedd swyddogaethau statudol mewn lle iddynt wneud hynny. Fodd bynnag, roedd yr Adran Addysg a Sgiliau (AdAS) yn darparu adborth manwl i awdurdodau lleol a thrafodaethau wyneb yn wyneb ynglŷn a'r Cynlluniau. Ymatebodd yr awdurdodau lleol yn ffafriol i'r broses hon ac addasu'u CSGA'u yn unol a'r adborth. Roedd hyn yn baratoad defnyddiol ar gyfer dyfodiad y Cynlluniau Strategol y Gymraeg mewn Addysg statudol.
4. Mae rhan 4 Deddf Safonau a Threfniadaeth Ysgolion (Cymru) 2013 yn gosod y CSGA'u ar sail statudol. Mae'r Ddeddf yn diffinio CSGA fel cynllun sy'n cynnwys
 - “(a) cynlluniau awdurdod lleol o ran sut y bydd yn gweithredu ei swyddogaethau addysg i –
 - (i) wella cynllunio'r ddarpariaeth addysg drwy gyfrwng y Gymraeg (“addysg cyfrwng Cymraeg”) yn ei ardal;

- (ii) wella safonau addysg cyfrwng Cymraeg a safonau dysgu'r iaith yn ei ardal;
 - (b) targedau'r awdurdod lleol i wella cynllunio ar gyfer darpariaeth addysg cyfrwng Cymraeg yn ei ardal a gwella safonau ac i wella safonau'r addysg hwnnw a safonau dysgu'r Gymraeg yn ei ardal.
 - (c) adroddiad ar y cynnydd sydd wedi ei wneud i gyrraedd a targedau a nodir yn y cynllun blaenorol neu cynllun diwygiedig blaenorol.”
5. Yn gryno, mae'n ddyletswydd ar awdurdodau lleol i baratoi cynllun yn esbonio sut y bydd yn gwella cynllunio ar gyfer addysg cyfrwng Cymraeg a gwella safonau, ynghyd â thargedau ar gyfer gwella ac adroddiadau cynnydd. Mae'r Ddeddf hefyd yn gosod allan y trefniadau mae'n rhaid i awdurdodau lleol eu gwneud o ran ymgynghori cyhoeddus ar y Cynllun, y broses o'i gyflwyno i Lywodraeth Cymru a chyhoeddi'r Cynllun wedi iddo gael ei gymeradwyo.
6. Swyddogaethau Gweinidogion Cymru mewn perthynas a'r CSGA'u yw i gymeradwyo cynllun ar y ffurf y'i cyflwynwyd, cymeradwyo gydag addasiadau, neu ei wrthod a pharatoi cynllun arall sydd i'w drin fel cynllun yr awdurdod wedi'i gymeradwyo. Yn yr achosion hynny pan fo Gweinidogion Cymru yn ystyried addasu neu wrthod cynllun mae'n rhaid iddynt ymgynghori â'r awdurdod lleol. Yn ymarferol, mae'r ymgynghori hwn wedi'i wneud drwy lythyr ffurfiol yn amlinellu'r addasiadau a gynigir a disgwylir i awdurdodau lleol ymateb o fewn 14 diwrnod.
7. Mae swyddogaethau'r Ddeddf yn cael eu amlinellu'n bellach gan Reoliadau Cynlluniau Strategol y Gymraeg mewn Addysg a Mesur y Galw ar gyfer addysg cyfrwng Cymraeg (Cymru) 2013. Yn gryno, mae'r Rheoliadau hyn yn gwneud trefniadau manylach ar gyfer cynnal asesiad addysg cyfrwng Cymraeg (i fesur y galw), oes cynllun, ei ffurf a chynnwys, swyddogaethau pellach o ran ymgynghori, ac adolygu'r cynllun. Maent hefyd yn gosod allan yn fanylach y materion i ymdrin a hwy o fewn y cynllun.

Materion i ymdrin a hwy mewn Cynllun

8. Mae'r Adran Addysg a Sgiliau wedi rhyddhau canllawiau i awdurdodau lleol ynglŷn â chynnwys y CSGA sy'n adlewyrchu gofynion y Rheoliadau a'r blaenoriaethau o fewn y Strategaeth Addysg cyfrwng Cymraeg. Mae'r cynlluniau, felly, yn cwmpasu 7 maes/canlyniad:

Canlyniad 1

Mwy o blant saith oed yn cael eu haddysgu drwy gyfrwng y Gymraeg
Ymhlith y materion mae'n rhaid i awdurdodau lleol fynd i'r afael a hwy yw cynlluniau ar gyfer cynyddu'r niferoedd mewn addysg cyfrwng Cymraeg, y

prosesau ar gyfer mesur y galw am ofal plant cyfrwng Cymraeg a darpariaeth addysg statudol; cysylltiadau i'r rhaglen ysgolion 21fed ganrif, trefniadau ar gyfer cynlluniau trochi a hwyrddyfodiaid, sefydlu fforwm addysg cyfrwng Cymraeg, gwybodaeth i rieni, a sut mae'r awdurdod yn cyflawni ei ddyletswydd o dan adran 10 Mesur Teithio gan Ddysgwyr (Cymru (2008) i hyrwyddo mynediad at addysg cyfrwng Cymraeg a hyfforddiant drwy gyfrwng y Gymraeg.

Canlyniad 2

Mwy o ddysgwyr yn parhau i wella eu sgiliau iaith wrth drosglwyddo o'r ysgol gynradd i'r ysgol uwchradd

Mae'r canlyniad hwn yn ffocysu ar y trefniadau i gynyddu'r ganran o ddisgyblion blwyddyn 9 sy'n cael eu hasesu yn y Gymraeg fel iaith gyntaf ynghyd â datblygu trefniadau mwy effeithiol ar gyfer trosglwyddo o'r blynyddoedd cynnar/gofal plant hyd at Cyfnod Allweddol 4 gyda phwyslais penodol ar ddilyniant ieithyddol.

Canlyniad 3

Mwy o fyfyrwyr 14-16 oed yn astudio ar gyfer cymwysterau drwy gyfrwng y Gymraeg.

Canlyniad 4

Mwy o fyfyrwyr 16–19 oed yn astudio pynciau drwy gyfrwng y Gymraeg, mewn ysgolion, colegau a dysgu seiliedig ar waith

Mae'r canlyniadau hyn yn cael eu hystyried ar y cyd. Yn achos canlyniad 3, maer ffocws ar gynyddu'r ganran o ddysgwyr ym mlwyddyn 11 yn astudio ar gyfer 5 neu fwy o gymwysterau drwy gyfrwng y Gymraeg. Yn achos Canlyniad 4, mae'r ffocws ar 2 neu fwy o bynciau drwy gyfrwng y Gymraeg. Yn y ddau achos, mae disgwyl i awdurdodau lleol i esbonio sut y maent yn cynorthwyo ysgolion i sicrhau bod gymaint o ddisgyblion a phosib yn dewis ac yn dilyn pynciau drwy gyfrwng y Gymraeg, a sut y maent yn gweithio gydag eraill er enghraifft Rhwydwaith 14-19 a Fforymau Rhanbarthol.

Canlyniad 5

Mwy o fyfyrwyr â sgiliau uwch yn y Gymraeg

Mae'r pwyslais o fewn y canlyniad hwn ar safonau – safonau llythrennedd a rhifedd, ac ar berfformiad yn y Gymraeg fel iaith gyntaf ac ail iaith o fewn asesiadau athrawon statudol ac arholiadau allanol ar draws y cyfnodau allweddol. Disgwylir i awdurdodau lleol i osod targedau ar gyfer y rhain. Disgwylir i awdurdodau lleol hefyd adrodd ar sut y byddant yn lleihau'r ganran sydd ddim yn sefyll arholiad allanol mewn Cymraeg ail iaith ar ddiwedd Cyfnod Allweddol 4. Yn ogystal, gofynnir i awdurdodau lleol i amlinellu sut maent yn annog defnydd o'r Gymraeg tu allan i'r dosbarth. Dyma'r amcan lle mae'r Consortia rhanbarthol yn gwneud y cyfraniad mwyaf.

Canlyniad 6

Darpariaeth Anghenion Dysgu Ychwanegol cyfrwng Cymraeg

Ymhlith y materion mae'n rhaid i awdurdodau lleol eu hystyried yw sut maent yn asesu anghenion dysgu ychwanegol yn y sector cyfrwng Cymraeg, i ba raddau maent yn gallu cynnig gwasanaethau a chefnogaeth drwy gyfrwng y Gymraeg, a'r strategaethau ar gyfer pontio unrhyw fylchau rhwng anghenion sydd wedi'u hadnabod a'r ystod o wasanaethau sydd ar gael drwy gyfrwng y Gymraeg.

Canlyniad 7

Cynllunio'r gweithlu a datblygiad proffesiynol parhaus

Mae'r canlyniad hwn yn bennaf ynglŷn â strategaethau i sicrhau niferoedd digonol o ymarferwyr gyda'r sgiliau angenrheidiol a sgiliau methodoleg i ddarparu addysg cyfrwng Cymraeg, yn cynnwys y defnydd o Gynllun Sabothol Llywodraeth Cymru.

Cynnydd hyd yma

9. Cyflwynwyd y CSGA'u statudol cyntaf (cyfnod 2014-17) i Weinidogion Cymru ym mis Rhagfyr 2013 (yn ôl y gofyniad statudol). Cymeradwywyd 3 chynllun fel y cyflwynwyd ac 19 gydag addasiadau.
10. Mae'r Rheoliadau Cynlluniau Strategol y Gymraeg mewn Addysg a Mesur y Galw ar gyfer addysg cyfrwng Cymraeg (Cymru) 2013 yn gofyn i awdurdodau lleol, erbyn 20 Rhagfyr yn flynyddol i adolygu cynnydd yn erbyn targedau o fewn y Cynllun a chyflwyno unrhyw Gynllun diwygiedig i Weinidogion Cymru i gymeradwyo. Mae swyddogaethau Gweinidogion Cymru o safbwynt Cynllun sydd wedi'i adolygu yn gyfyngedig i gymeradwyo fel ag y cyflwynwyd, neu cymeradwyo gydag addasiadau. Cymeradwywyd 5 fel y cyflwynwyd ac 17 gydag addasiadau.
11. Yn unol a Rheoliadau 2013 bydd awdurdodau lleol yn ymgymryd ag adolygiadau pellach o'u cynnydd yn erbyn targedau a chyflwyno cynlluniau wedi'i hadolygu i Weinidogion Cymru erbyn 20 Rhagfyr 2015. Bydd yn rhoi cyfle pellach i'r Adran Addysg a Sgiliau i herio awdurdodau lleol ar weithrediad eu cynlluniau yn ogystal a'u cynnydd parhaus o ran cyrraedd eu targedau.
12. Mae awdurdodau lleol wedi cael 3 blynedd i ddatblygu a mireinio eu CSGA'u ond mae'r graddau y bu'n rhaid cyflwyno addasiadau cyn gallu rhoi cymeradwyaeth Gweinidogol yn awgrymu bod peth ffordd i fynd cyn iddynt fod wedi gwreiddio'n ddigonol o fewn prosesau awdurdodau lleol er mwyn cyfrannu'n effeithiol tuag at dargedau a chanlyniadau'r Strategaeth Addysg cyfrwng Cymraeg.

13. Mae Llywodraeth Cymru yn ystyried dyfodiad y CSGA'u fel elfen bwysig o greu'r system sy'n angenrheidiol i wella'r cynllunio ar gyfer addysg cyfrwng Cymraeg yn ogystal â safonau addysg cyfrwng Cymraeg. Tra bod y mecanwaith hwn wedi ei dderbyn gan awdurdodau lleol, mae'n rhy gynnar i farnu effaith y Cynlluniau, yn enwedig gan bod y gwaith o gymeradwyo'r Cynlluniau yn gychwynnol ac yn dilyn hynny y Cynlluniau diwygiedig, wedi cynnwys addasiadau sylweddol.

Inquiry into Welsh in Education Strategic Plans

Question 1

Will the Welsh Government meet the 2015 and 2020 targets set out in the Welsh Medium Education Strategic Plan?

We have already acknowledged in the last two Annual Reports on the Welsh-medium Education Strategy that we would be unlikely to meet all the 2015 targets. Against that background, it seems unlikely that those targets which will not be met in 2015 will also be met in 2020 without improved planning and action at local authority level.

However, as reported in the Annual Report on the Welsh-medium Education Strategy last year progress has been made against some of the targets and that the 2015 target to increase the number of learners aged 16–19 studying subjects through the medium of Welsh in further education colleges and work-based learning was achieved.

Question 2

Can you demonstrate how **WESPs have** contributed towards meeting the targets, particularly in relation to:

- More seven-year-old children being taught through the medium of Welsh;
- More learners continuing to improve their language skills on transfer from primary to secondary school;
- More learners studying for qualifications through the medium of Welsh;
- More learners aged 16–19 studying subjects through the medium of Welsh, in schools, colleges and work-based learning; and
 - More learners with higher-level Welsh-language skills.

The most recent Annual Report on the Welsh-medium Education Strategy, published in July 2014, indicated that for these specific targets:

- 22.4% of seven-year-old learners being taught through the medium of Welsh compared with the 2009 baseline of 21%.
- 17% of learners continuing to improve their language skills on transfer from primary to secondary school compared to the 2009 baseline of 16% (measured as a percentage of Year 9 learners assessed in Welsh First Language). It should be noted that linguistic progression is very good between ages seven and 11 with the



cohort assessed at age 11 being over 97 per cent of that assessed four years earlier, at the age of seven. However, the situation is very different between the ages of 11 and 13. Data suggest that about 13.6% of learners assessed in Welsh first language at the age of 11 that are not similarly assessed aged 14. In order to reach the 2015 target, local authorities collectively will need to focus on reducing this discontinuity. The challenge remains in the two consortia with the highest numbers in Key Stage 2, and in specific local authority areas within these consortia, such as Carmarthenshire. However, increases in the number of 14 year old learners assessed in Welsh First Language were evidenced in Denbighshire, Powys, Ceredigion and Neath Port Talbot. Ensuring effective linguistic progression between key stage 2 and 3 is very much a local matter. It will depend on both parental and pupil attitudes, the encouragement of key teachers especially those involved in transition and the internal organisation of the secondary school in terms of language streams. In 2012 the Welsh Government published guidance aimed primarily at schools and local authorities entitled "Promoting Linguistic Progression between Key Stage 2 and Key Stage 3"

- 81.6% of learners entered for GCSE First Language entered for at least two further Level 1 or Level 2 qualifications through the medium of Welsh compared with the 2009 baseline of 80.9%. The equivalent figure for those entered for at least five Welsh-medium subjects was 55.5% compared to the 2009 baseline of 58.4%. While the 2015 target was met for both indicators in 2012, the most recent figures appear to have been affected by an increasing number of learners studying vocational subjects such as BTEC. These courses are continually assessed but Welsh-medium data is not collected by the awarding bodies.
- 20.1% of students aged 16 -19 studying through the medium of Welsh or bilingually in schools compared with the 2007-08 baseline of 14.9%. This is above the target of 20% for 2020. The equivalent figure for colleges is 8.4% which is in excess of the 2015 target of 7%; and for work-based learning 3.6% against a 2015 target of 2.5%.
- The indicators for more students with higher level Welsh language skills are the total A Level Welsh First and Welsh Second Language entries as percentages of the GCSE entries two years earlier. In the case of First Language the latest figure is 5.9% against a 2015 target of 7%, and for Second Language 1.9% against a 2015 target of 3.5%.

The next Annual Report on the Welsh-medium Education Strategy will be published in July 2015



Question 3

How effective are local authorities at assessing levels of need for Welsh-medium education provision? How effective are WESPs in contributing to that process?

Local authorities are asked to explain how they will adopt systematic processes for measuring the demand for Welsh-medium childcare and Welsh-medium statutory educational provision. It is the Government's view that this should be by means of a bespoke survey consisting of the core questions which are set out in the Welsh in Education Strategic Plans and Assessing Demand for Welsh-medium Education (Wales) Regulations 2013. Where an authority carries out such an assessment the School Standards and Organisation (Wales) Act 2013 requires them to take the finding into account when preparing or revising its WESP.

The 2013 Regulations include provisions for Welsh Ministers to require a local authority to conduct one in certain specified circumstances.

The majority of local authorities have conducted, or have committed themselves to conducting, a survey of parental demand during the lifetime of the current Plans 2014 -17.

Question 4

How has Welsh Government ensured that WESPs have resulted in increased (or different) provision being delivered at a local authority level (where such a need is identified)?

The provision of sufficient school places remains the responsibility of local authorities. Local authority and schools receive support to improve standards of education and pupil achievement from regional consortia. Therefore, change will occur as local authorities, schools and regional consortia collect and use the relevant information and respond accordingly to need.

WESPs provide them with a mechanism for exploring and identifying particular needs with regard to Welsh-medium education and to outline actions to address these needs. It allows for close and careful scrutiny at both local and national level

Question 5

How does the Welsh Government monitor and review progress, and ensure local authorities are complying with the requirements of WESPs?



Each local authority is required to prepare a WESP covering a 3-year period. The first statutory Plans are for the period 2014 to 2017. These Plans were assessed by my Department. Welsh Ministers functions in relation to a WESP are to approve it as submitted, to approve it with modifications or to reject it and prepare another plan which is to be regarded as the local authority's approved plan.

Where Welsh Ministers are minded either to approve a plan with modifications or to reject a plan they are required to consult the local authority. In practice, this means providing the local authority with a written response outlining the required modifications. Local authorities are required to respond within 14 days with a copy of a modified plan which is then subject to a further assessment and, if acceptable, approved.

Local authorities are required to review progress against targets annually - by 20 December each year – and to revise the plan accordingly. The revised plans are subject to the same assessment process as that outlined above save that Welsh Ministers can only approve a revised plan with or without modifications..

Question 6

Is the Minister satisfied that the process for reviewing WESPs is sufficiently transparent (with particular reference to the fact that local authorities are not required to publish an Annual Report detailing the outcomes of their reviews)? In what ways could the process be made more transparent?

Yes. Local authorities are required to consult about revised plans in accordance with statutory requirements and to publish the revised plans when they have been approved by Welsh Ministers. To require local authorities to publish an annual report in addition to this would be unnecessarily burdensome.

Question 7

What mechanisms are in place to ensure that WESPs reflect all relevant Welsh Government policies and legislation, including

- Learner travel legislation and policy;
- 21st Century Schools programme;
- Planning policy;



- A living language: a language for living – Moving forward policy statement; and
- Flying Start.

There is always a challenge in creating a system such as the WESPs which will be able to reflect the current educational policy agenda and allow for the duties imposed to enable effective responses to policy imperatives. A common planning mechanism such as the WESP does allow for the drawing together of policy and operational strands which impinge upon the planning and provision of Welsh-medium education.

Local authorities in their WESPs are required to demonstrate how they use the information gleaned from Childcare Sufficiency Assessments to plan for expansion of Welsh-medium childcare in order to feed into Welsh-medium education. In this context, the planning and provision of Welsh-medium Flying Start places is vital. Local authorities are also required to indicate how they have built planning for additional Welsh-medium school places into their Strategic Outline Programme for 21st Century Schools Funding. Similarly, scrutiny of 231st Century Schools Funding submissions involved examining how they align with their Welsh in Education Strategic Plan. Local authorities are also required to show how they comply with the requirements of the Learner Travel (Wales) Measure 2008.

In practice, we have seen some local authorities slow to engage with departments or teams who should be feeding into the preparation of the WESP. This has been reflected in the variability of the sections dealing with early years education indicating that the relevant officers have been involved to very different degrees. It has also been true of those officers dealing with learner transport matters. At times, submission for 21st Century Funding have included obsolete references as far as Welsh-medium education is concerned showing that officers responsible for the WESP have not always liaised with those taking forward Capital Funding applications.

Essentially, this question is about local authority structures and processes. While the disciplines of drawing up and implementing WESPs could – and should – have an influence on these, it is not the main function of the WESP process.

Question 8

How has the Welsh Government has ensured that WESPs are used to deliver equal access to welsh medium provision and equal outcomes for all pupils, for example

- welsh second language pupils;
- children from low income households; and
- pupils with additional learning needs.



The aim of WESPs is to ensure that parents and pupils can have access to Welsh-medium provision within reasonable distance if that is their preference, irrespective of where they live or their particular economic circumstances. We have also included a specific outcome in relation to additional needs so that, as far as possible, pupils with such needs are not deterred from choosing Welsh-medium education. Welsh-medium education is open to all. In essence, it is about enabling parents and pupils to make an informed choice. Whether they choose to enter the Welsh-medium sector or the English-medium sector, once they have made that choice we want them to have an education of high quality which enables them to reach their potential.

Question 9

In what ways could the current policy on WESPs be improved and how are those improvements being progressed?

Our policy on WESPs is clear: the statutory duty on local authorities to prepare, submit and revise WESPs will remain. The current WESPs for the period 2014 to 2017 are the first statutory plans. Our intention is not to make any significant changes to the requirements in terms of content until the end of this period. Local authorities will be required to prepare new 3-year plans for the period 2018 to 2021. We shall be considering what changes to the guidelines which might be required in readiness for the next round of plans. Changes to the content of WESPs may also require amendments to the Regulations.

Question 10

Please provide information on any other matters relating to WESPs that may assist the Committee in its work.

The Committee will wish to consider the written evidence which has been sent separately to the Committee Business mailbox.

