

Primary Modern Foreign Languages

Longitudinal Survey of Implementation
of National Entitlement to Language
Learning at Key Stage 2

Final Report

Pauline Wade and Helen Marshall
with Sharon O'Donnell

National Foundation for Educational Research



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The views expressed in this report are the authors' and do not necessarily reflect those of the Department for Children, Schools and Families.

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Executive summary

1. Introduction

The National Foundation for Educational Research (NFER) was commissioned by the Department for Children, Schools and Families (DCSF) to conduct this three-year longitudinal study of language learning at Key Stage 2 (KS2) to assess:

- the nature and extent of language learning provision at KS2 in schools in England, and
- progress towards implementation of the non-statutory target set in the National Languages Strategy (DfES, 2002) that all children should have an entitlement to language learning in class time in KS2 by 2010.

The research consisted of an annual survey of all local authorities (LAs) in England, conducted in the autumn term of 2006, 2007 and 2008. At the same time points, surveys of primary schools were conducted, using a longitudinal sample (including a representative sub-sample of 500 schools selected to eliminate any possible bias).

This summary reports on key findings from the study and, where relevant, comparisons are made across the whole survey period, to show the development of provision and progress towards meeting the entitlement.

1.1 Key findings

- In 2008, 92 per cent of schools were offering pupils in KS2 the opportunity to learn a language within class time - a rise of eight percentage points from 2007 and a 22 percentage point increase from 2006.
- 69 per cent of schools in 2008 were fully meeting the entitlement for all year groups - a rise of 15 percentage points from 2007 and 35 percentage points from 2006.
- Of the schools that said they were not providing the entitlement in 2006, more than half were providing the entitlement in 2008 (37 per cent fully and 17 per cent partially).
- Almost nine out of ten schools that provided languages within class time in 2008 were very or quite confident that their current arrangements were sustainable - 35 per cent were very confident in 2008, compared to 26 per cent in 2006. However, it is estimated that a maximum of 18 per cent of all schools may not be able to offer the full entitlement by 2010.
- The majority of schools teaching languages felt that they would be ready to meet the requirement for statutory language teaching in KS2 by 2011. However, it is possible that up to a quarter of all schools may not be ready for the statutory requirement.
- French remained the most common language offered (in nine out of ten of those schools providing a language). Spanish was offered in 25 per cent of schools and German in 10 per cent of schools.
- The typical model of delivery for languages was through discrete lessons each week, with the most common pattern being one lesson of around 40 minutes per week.

- Schools facing more difficult circumstances (with a higher number of pupils eligible for free school meals, a poorer level of performance at KS2, or a larger proportion of pupils with English as an additional language) were less likely to be offering languages, although the number of such schools doing so had increased over the three-year period.
- Provision and uptake of languages training had increased between 2006 and 2008 and, for the majority of schools, the KS2 Framework for Languages provided the basis of their school languages programme.
- Respondents' views on the main challenges to current provision were: finding time to deliver languages within what they considered to be an overcrowded curriculum, lack of staff knowledge or expertise and budget restraints.
- The use of assessment tools had increased steadily over the three years, but those schools using assessment procedures were still in a minority.
- Transition in languages from KS2 to KS3 was still perceived by staff to be under-developed and, for many school respondents, language progression remained a cause for concern.

2. Methodology

Each year between 2006 and 2008, all local authorities (LAs) in England were sent a questionnaire, asking about the progress of schools in their area in teaching languages at Key Stage 2 (KS2).

Questionnaires were also sent to a nationally representative sample of maintained primary schools in England. A sample of schools was drawn in 2006 and the first questionnaire was sent to 7,899 schools in October 2006. In subsequent years, the questionnaires were sent to the schools that had responded in 2006 (4,047 schools in 2007 and 3,535 in 2008 - taking into account school closures and amalgamations).

To allow for comparison over a longer period of time, both the school and LA questionnaires in 2006 were based on those used in a baseline study of the provision of foreign language learning by Driscoll *et al* (research conducted in 2002/3, Driscoll *et al.*, 2004).

In order to gain an indication of development over time across the three years of this longitudinal study, some questions were repeated in all three survey questionnaires, or in the first and last years of the survey. Some new questions were also added to take account of policy developments and the need for more detailed responses. Questionnaire response rates ranged from 48 per cent for schools in 2006, to 69 per cent in 2007 and 67 per cent in 2008 and, for local authorities, from 70 per cent in 2006, to 72 per cent in 2007 and 74 per cent in 2008. There were 1,810 schools and 68 LAs that took part in the survey in all three years.

It was recognised that schools already delivering primary languages might be more likely to complete the survey. To address the possible resulting bias, a representative sub-sample of 500 schools was selected and data was collected from all the schools in this target group, by telephone if the survey was not returned, for all three years of the survey. As the target sample provided a national estimate of the proportion of schools teaching languages in class time, this was used to weight the responses to relevant questions throughout the study, thus providing a more accurate indication of the proportion of schools providing languages at KS2 nationally.

3. Main findings

3.1 Progress in provision of primary languages

Ninety-two per cent of schools within the target group said that they offered pupils in KS2 the opportunity to learn a language within class time in 2008; this represented an increase of eight percentage points from 2007 and 22 percentage points from 2006.¹ Compared with the baseline study carried out in 2002/3 (Driscoll *et al.*, 2004), the proportion of schools offering the opportunity to learn a language within class time had more than doubled.

The majority of schools delivering languages within class time did so for the whole year group.

Across all the survey years, schools in the top 20 per cent for free school meals (FSM) eligibility, in the bottom 40 per cent for performance at KS2, or with more than six per cent of pupils with English as an additional language (EAL) tended to be less likely to offer languages. The proportion of pupils with a statement of special educational needs appeared to have no significant impact on KS2 language provision.

French remained the most popular language (offered by 89 per cent of schools in 2008), followed by Spanish and German (25 per cent and ten per cent respectively), while a small number of schools (three per cent or under) offered Italian, Chinese, Japanese and Urdu.

3.2 Delivery, support and resources

In 2008 the median number of staff reported as teaching languages in a school was three, but there were wide variations in numbers (There was a range from one in the 25th quartile to five in the 75th.)

Although the level of language qualification of staff teaching primary languages varied widely, they had usually received training in language pedagogy or proficiency.

There had been an increase in all types of LA support for language teaching between 2006 and 2008, particularly specific funding for primary languages. The areas of support that schools still required most were staff training and assistance with linking with schools abroad.

Although schools were still keen to receive staff training, provision and uptake of training had increased between 2006 and 2008 and more than two-thirds of schools reported in 2008 that they had received free primary languages training.

Methods of language provision and teaching time changed little over the three-year survey period. Most schools provided discrete lessons across all year groups, with the most common pattern being one lesson of around 40 minutes per week.

For the majority of schools, the KS2 Framework for Languages provided the basis of their school language programme. The use of commercially available schemes of work increased, however, over the survey period and both locally-produced and school-produced schemes of work were also popular.

¹ Ninety-seven per cent of all the schools surveyed in 2008 responded that they provided this opportunity; four percentage points higher than in 2007 and 16 percentage points higher than in 2006.

3.3 Assessment and transition

In 2008, 46 per cent of schools said they were monitoring and assessing progress in language learning, while 48 per cent said they were not (three per cent did not know and three per cent did not respond). This was an improvement from 2006, when around 20 per cent were using assessment materials, and more than 75 per cent of schools did not respond to a question on assessment. From this it was inferred that the use of assessment procedures was very underdeveloped, although there had been an improvement since the time of the baseline study in 2002/3 (Driscoll *et al.*, 2004), when only nine per cent of schools were involved in language monitoring and assessment.

The assessment tools used most frequently by schools were the Languages Ladder, the European Language Portfolio, their own school-produced materials and the KS2 Framework for Languages.

As reported in 2008, LAs were providing support for transition in languages, particularly through the use of advisory staff and specific joint language curriculum activities. School views on transition were less positive than those of LAs, with nearly half the schools saying that they were not using any of the arrangements set up by their LA. A third of schools had no internal arrangements in place to support transition and, although some school respondents reported improved procedures for communication with KS3 colleagues on language transition, this was still an area of concern for many, as was the issue of language progression across KS2 and KS3.

3.4 Meeting the entitlement and preparation for the future

Schools were making good progress towards providing the entitlement to language learning within class time for all four years within KS2. Compared with 2006, the proportion of schools providing the full entitlement for all four years had more than doubled by 2008 to 69 per cent. A further 21 per cent of schools partially provided the entitlement in 2008, and the proportion of schools not teaching languages in class time had declined considerably, from 29 per cent in 2006 to eight per cent in 2008. From the data it was possible to estimate that a maximum of 18 per cent of all schools either felt that they would not, or were unsure of whether they would provide the full entitlement by 2010. This estimate is only approximate, as it depends on whether schools that currently meet the entitlement will continue to do so, and on school respondents having an accurate perception of their readiness to meet the entitlement in future.

Almost nine in ten schools that provided languages within class time said that they were very or quite confident that their current arrangements for the provision of language teaching at KS2 were sustainable in their school. However, these levels of confidence need to be considered in the context of variations in the extent of language provision, and with the recognition that only 58 per cent of primary schools reported having a written policy on language provision.

Respondents' views on the challenges to schools' arrangements for language provision were similar to the factors that were considered likely to affect sustainability and did not change a great deal over the three years. These challenges were: finding time to deliver languages within what they considered to be an overcrowded curriculum, lack of staff expertise and confidence, impact on budget and staff training needs.

Most schools teaching languages were aware (in autumn 2008) that languages were likely to become a statutory subject at KS2 in 2011, but 22 per cent were not aware of this development. The majority felt that they would be ready to meet this requirement, three per cent felt they would not be ready and 13 per cent felt they would only be partially ready.

From the data, it is possible to estimate that there could be around a quarter of all schools that felt that they would not, or are unsure of whether they would be ready for languages to be introduced as a statutory subject in 2011. However, this estimate needs to be considered in the context of respondents answering a question in 2008 when little was known about what the statutory requirement would mean.

4. Conclusions

The results of this three-year longitudinal study of language learning show a number of very positive developments in the progress being made by primary schools in England in implementing the entitlement to language learning in class time in KS2 as set out in the National Languages Strategy (DfES, 2002). These include:

- a significant increase in the proportion of schools fully meeting the entitlement to language learning in class time in KS2
- increases in the provision and take-up of training for primary languages
- growing confidence in the sustainability of language provision at KS2
- an increase in the number of schools using monitoring and assessment procedures at this level.

Assessment is an area that still requires development and further progress is needed in transition arrangements and practices. Progression in languages between KS2 and KS3 remains an area of concern for many primary schools.

Based on tentative estimates, it is possible that up to 18 per cent of schools will not be able to provide the full entitlement by 2010 and that up to a quarter of schools may not be fully ready for the statutory requirement by 2011.

1. Introduction

In 2006, the National Foundation for Educational Research (NFER) was commissioned by the Department for Children, Schools and Families (DCSF) to conduct a three-year longitudinal survey of language learning at Key Stage 2 (KS2). The study built on two previous evaluations: a baseline study of primary languages in KS2 conducted in 2002/03 (Driscoll *et al.*, 2004), and the evaluation of KS2 'Pathfinders' (see section 1.1.1 below), conducted in 2004/05 (Muijs *et al.*, 2005). These evaluations identified issues to be addressed if primary language provision was to be extended and improved, including the need for:

- more training and support for primary language teachers in a variety of languages
- greater provision of resources
- primary language policies for all schools
- better transition arrangements from KS2 to KS3 to ensure continuity of provision
- differentiation strategies to cater for the needs of all pupils.

A synthesis of the areas investigated in these two evaluations, and extrapolation of issues for study from the findings, formed the conceptual basis for this longitudinal study of primary languages over three years.

Interim findings from the first and second years of the NFER survey were reported in 2007 (DfES Research Brief No: RBX02-07, Lines *et al.*, 2007) and 2008 (Research Brief DCSF-RBX-09-08, Whitby *et al.*, 2008). This final report looks at the situation as reflected in responses to the 2008 survey, at trends in the provision of primary languages over the three years of the study and, where possible, provides comparisons between survey results across the three years. It also looks forward to the proposed introduction of primary languages as a compulsory part of the KS2 curriculum from 2011, and schools' awareness of and preparation for this.

1.1 Background

This longitudinal study was undertaken against a background of development and change in language provision in schools in England. This section provides some contextual background to the survey.

1.1.1 National Languages Strategy

The Government set out its commitment to change the languages capability of the nation in the National Languages Strategy, *Languages for All: Languages for Life. A Strategy for England* (DfES, 2002). The strategy had three overarching objectives:

- to improve the learning and teaching of languages at all levels
- to introduce a recognition system which would complement existing qualification frameworks and give credit for language skills across a wide range of competence
- to increase the number of people studying languages in further and higher education and in work-based training.

It also aimed to develop language learning skills which can be transferred to any language; to broaden linguistic awareness, extending literacy beyond English; to develop cultural knowledge and awareness; and to ensure an early start towards competence in a foreign language. A key element of the strategy was the commitment that all Key Stage 2 (KS2) pupils would have the opportunity to learn a language, at least in part in class time, by 2010.

The strategy was accompanied by a programme of support which included the KS2 Framework for Languages, the further development of the National Advisory Centre for Early Language Learning (NACELL), an extensive programme of training and networking opportunities for new and existing primary teachers and teaching assistants (TAs), and the establishment of 19 'Pathfinder' local authorities (which ran from September 2003 to July 2005), where approaches to teaching languages were trialled in 1,000 primary schools. The Training Zone, an online resource for primary teachers, was also established. This has now been combined with the NACELL website into a 'one-stop shop' for primary languages. The Languages Ladder was also developed to assist assessment. This voluntary national recognition scheme, designed to give learners credit for their language skills at any age and level, now has an associated accreditation scheme, Asset Languages.

1.1.2 Review of the National Languages Strategy

At the same time that there was a new focus on languages at primary level, there was concern about the declining interest in languages post-14; in 2004, languages had ceased to be mandatory at Key Stage 4 (KS4) (14-16) in maintained secondary schools in England. A review of the Languages Strategy, commissioned in 2006 and led by Lord Dearing considered, in particular, a response to the decline in the number of pupils choosing a language option at KS4. The findings of the Review, published in 2007 (Dearing and King, 2007), noted that the *'take up of languages in primary schools has gone very well'* (page 3), adding that there were indications that, at primary level, *'languages are enjoyed by children across the ability range and there is no lack of enthusiasm, interest or keenness to learn'*. The Review contrasted this progress with the secondary sector where, *'the number taking languages has fallen sharply'*. The Review did not recommend a return to the mandatory teaching of languages at KS4, however, but recommended a series of measures to increase the take-up of languages post-14 and beyond.

In relation to primary languages, the Review stated that *'the ground work for a statutory languages curriculum is already largely in place. Against this background we recommend that languages become part of the statutory curriculum for Key Stage 2 in primary schools, when it is next reviewed'* (Dearing and King, 2007, page 9). There was also a recommendation that provision for teacher support in primary schools should be continued and, where necessary, extended and that the range of languages on offer should be widened. In addition, the Review pointed out that *'the full benefits of teaching languages in primary schools will not be realised unless there are good arrangements for transition to secondary schools'* (Dearing and King, 2007, page 10). This was followed by two further recommendations relating to transition:

- *There should be informal classroom assessment of every child's learning near the end of Key Stage 2 by reference to the Languages Ladder, so that the Key Stage 3 teacher is well informed about the pupil's learning standard and needs.*
- *Wherever possible, with appropriate leadership from local authorities, clusters of primary and secondary schools in a local authority area should link up to seek to achieve agreement on the languages to be taught in primary schools and arrangements for progression to the secondary schools, and to foster close contact between the primary teacher and the specialist language teacher in the secondary school* (Dearing and King, 2007, page 10).

1.1.3 Primary curriculum review

There have been further developments since the recommendations of the Languages Review (Dearing and King, 2007). An independent review of the primary curriculum, led by Sir Jim Rose, was launched in January 2008 by the Secretary of State for Children, Schools and Families. The interim report of the Review, published on 8 December 2008 (Independent Review of the Primary Curriculum, 2008), recommended that languages should be a statutory requirement at KS2 from 2011, with schools required to progressively introduce languages from September 2011 starting with Year 3. The final report, published on 30 April 2009 (Independent Review of the Primary Curriculum, 2009), proposed situating primary languages within a new area of learning entitled 'Understanding English, communication and languages'. It also recommended that all children at KS2 should learn at least one foreign language, and that schools should focus on teaching one or two languages. The revised curriculum is expected to be introduced in schools in September 2011 and a consultation on the final report is running until 24 July 2009.

1.1.4 Support for primary languages

A support network, which focuses on teachers delivering languages from primary level upwards, and which provides training and career development opportunities, was also launched in April 2009. 'Links into Languages' operates on a regional level, with nine regional hubs based in universities in each of the Government Office Regions (GORs). The centres, overseen by a consortium of three agencies (the Association for Language Learning; the Subject Centre for Languages, Linguistics and Area Studies; and the Specialist Schools and Academies Trust), and commissioned and funded by the Department for Children, Schools and Families (DCSF), were based on the model of the 'Routes into Languages' programme, which aims to increase language participation at KS4 and beyond. Although provision is tailored to local needs, common training is offered by all the centres, which also encourage face-to-face and web-based networking and sharing of good practice between teachers. Links into Languages takes over the work of the Comenius Network, provided by the National Centre for Languages (CILT) on a regional basis since 1992.

The delivery of primary languages is also being assisted by further developments including:

- A new website that specifically supports language teaching in primary schools. The Primary Languages website (www.primarylanguages.org.uk) provides one easily accessible resource for all involved in language teaching in primary schools and aims to assist progress towards the introduction of the statutory requirement in 2011.
- Revised schemes of work for French, German and Spanish, which are in line with the KS2 Framework for Languages.
- Funding for local authorities to build up capacity in primary languages, which can be spent on specialist teachers or resources.
- The introduction of training courses for primary teachers including the primary initial teacher training course in a languages specialism, which is led by the Training and Development Agency for Schools (TDA). To date, this course has trained over 4,500 teachers.

Finally, in terms of context for the introduction of language learning at KS2, two other developments are relevant:

- The 'Our Languages' government-funded project, managed by CILT, which began in 2007. This is designed to raise awareness of the benefits of teaching a community language to children and young people, by bringing together the expertise that exists in community-run complementary schools with the mainstream school sector. It aims to raise the profile of community language teaching and learning through events and training sessions for teachers. The project began with nine schools in four cities and now involves 90 schools across England.
- A DCSF-commissioned project focusing on effective transition from KS2 to KS3 in languages. The key areas of work in the project, which began in April 2007 and is being led by CILT, are to research examples of good practice in transition and to produce successful models and new approaches to teaching and learning to support effective transfer and transition. The project also aims to identify national, regional and local needs influencing the different types of guidance that schools will be seeking in order to ensure progression in languages from KS2 to KS3. In the first year of the project, seven diverse LAs worked with at least one group of primary and secondary schools in on-going local projects. Another eight LA partners were recruited for the current phase, and are working with established partners and drawing on project work already established, as well as concentrating on the new areas of special educational needs, community languages, gender and intercultural understanding.

1.1.5 Other research projects

To further develop the evidence base on the provision of language teaching in England, the DCSF commissioned two other major research projects which began at the same time as the NFER longitudinal survey. The projects are a longitudinal qualitative study of languages at KS2 being conducted by the Open University, Southampton University and Canterbury Christ Church University (interim findings available in Cable *et al.*, 2008), and a study of language learning at Key Stage 3 (KS3) (11- to 14-year-olds) recently completed by Cambridge University (Evans and Fisher, 2009).

The Open University longitudinal study, which is due to report in late 2009, is investigating the nature and quality of the provision of language learning at KS2 in a range of schools, and assessing its impact on pupils' learning in languages and across the curriculum. It consists of a literature review, an examination of provision and practice in 40 schools currently teaching primary languages at KS2, and an examination of children's attainment in primary languages in eight of these schools.

The research recently completed by the University of Cambridge sought to understand the impact of the KS3 Framework for Modern Foreign Languages and other initiatives, such as regulatory changes to language learning at KS2 and KS4, on provision and practice at KS3. The final report of this study is due to be published in summer 2009.

It is against this background of continuing development and change that this NFER research project has been undertaken, and some of the issues raised by these policy developments, reviews and other projects have both guided the nature of the questions asked in the surveys and have been reflected in the responses.

1.2 Aims of the research

The specific aims of this three-year longitudinal survey of language learning at Key Stage 2 (KS2) were to assess:

- the nature and extent of language learning provision at KS2 in schools in England, and
- progress towards implementation of the non-statutory target set in the National Languages Strategy (DfES, 2002) that all children should have an entitlement to language learning in class time in KS2 by 2010.

1.3 Methodology

There were two strands to the longitudinal survey - local authorities and schools.

1.3.1 Local authority survey

In the autumn term of 2006, 2007 and 2008, all local authorities (LAs) in England were sent a questionnaire which asked them about the progress of schools in their area in teaching languages at Key Stage 2, and about the support they were providing for schools to help them reach the full entitlement.

1.3.2 Survey of schools and the school sample

A questionnaire survey was also sent to a sample of schools in England in the three years from 2006 to 2008 (in the autumn term). Hard copies of the questionnaire were sent to all the schools in each year's sample, with an invitation to complete the questionnaire online, if this was preferred.

A sample of 8,000 schools was drawn in August 2006: the schools were randomly selected, using a set of stratifiers (KS2 achievement, percentage of pupils with English as an additional language, size, urban / rural location and school type), to ensure the sample was representative. In October 2006, the first questionnaires were sent to 7,899 of the schools selected (the remainder could not be included because of school closures and amalgamations). The school sample was large (constituting approximately half the schools teaching KS2 pupils) in order to achieve a robust rate of return by the third year of the survey. The respondents were usually headteachers or other senior managers, or language coordinators. The number of completed returns was 3,789, a response rate of 48 per cent (although some schools that sent late returns were added subsequently to make a total of 3,850). The second survey was sent in October 2007 to all the schools that had responded in 2006, and 2,793 completed returns were received (a response rate of 69 per cent). The 2008 survey was also sent to all the schools that had responded in 2006, except those schools that had closed or amalgamated since the beginning of the survey. All schools in the target group (see below) also received a questionnaire in all three years, regardless of whether they had responded in 2006.

The response rates for the school and local authority questionnaires in the three years of the survey are shown in table 1.1. There were 1,810 schools and 68 LAs that took part in the survey in all three years.

Table 1.1 Return rates for schools and LA questionnaires 2006-2008

2006	School	LA
Number of questionnaires sent	7,899	149
Number of completed returns	3,789 ²	105
Response rate %	48	70
<hr/>		
2007	School	LA
Number of questionnaires sent	4,047	148
Number of completed returns	2,793	106
Response rate %	69	72
<hr/>		
2008	School	LA
Number of questionnaires sent	3,535	150
Number of completed returns	2,381	111
Response rate % ³	67	74

1.3.3 The target group

In order to monitor progress towards achieving the primary language targets, it was important to ensure accurate and unbiased estimates of the proportion of schools that were implementing language teaching. It was recognised that schools interested in and teaching primary languages might be more likely to complete the questionnaire, and that consequently there could be bias in the responses. To counter-act any potential effect, a target group of 500 schools was identified from the original survey sample, and information on progress in teaching primary languages in all of these schools was obtained for each year of the research. These schools were selected to be a representative subset of the total sample of schools surveyed. The proportion of schools implementing primary language teaching within the subset provides, in statistical terms, an unbiased estimate of the proportion of such schools in the population, accurate to within plus or minus 4.5 per cent (95 per cent confidence interval). Any of the target group schools that did not return questionnaires by the required date were contacted by telephone. If they were unable or unwilling to complete the questionnaire, they were asked to provide the essential information on whether they offered primary languages in class time.⁴ In 2006, only one school refused to answer this question; in 2007, one school closed during the survey period and no response was obtained; in 2008, all the target group responded.

As the target sample provided a national estimate of the proportion of schools teaching languages in class time, this was used to weight the responses to relevant questions throughout the report.

² Although some schools that sent late returns were added subsequently to make a total of 3,850.

³ In 2008, 120 schools and 11 LAs returned questionnaires after the end of the survey period. These responses have not been included in the return rate tables, nor in the analysis, but comments in open-ended questions have been included in reporting where relevant.

⁴ The original 500 target group schools were reduced in number to 489 by 2008, due to school closures and amalgamations.

1.3.4 The questionnaires

To allow for comparison to the baseline, the original (2006) questionnaires for both local authorities and schools were based on those used by Driscoll *et al* (2004) (see section 1.).

The 2006 questionnaire for schools was based on the headteacher questionnaire used in that study, but included some additions, and fewer open-ended questions. There was also one questionnaire for all schools, with routing that allowed for responses from those with or without primary language provision.

The questions asked in the 2006 and 2008 questionnaires for local authorities and schools were kept the same where relevant in order to compare results across the years, but the 2007 questionnaires were shorter and intended to provide an update on progress on key questions only. New questions were introduced in 2007 and 2008 in response to requests for specific information, or to clarify previous responses. Some of the questions asked in the 2006 questionnaires were not repeated later as they were no longer relevant.

The 2008 questionnaires were the longest of the questionnaires, to provide for comparison questions with 2006, to collect more data on assessment and transition, and to include questions on preparation for the proposed introduction of languages as a statutory subject at KS2 in 2011.

1.4 Structure of the report

This report discusses the findings from the three years of school and LA surveys in 2006, 2007 and 2008. The focus is on the situation as reported in the final survey of 2008, but whenever possible, these findings are compared with the 2006 and 2007 survey responses, in order to provide an indication of development over time. Each chapter reports findings from both the school and the LA surveys. The structure of the report is as follows:

Chapter 2 reports on progress in the provision of languages in class time at Key Stage 2 (KS2). It examines which languages are offered and why, any changes in provision, school policy on provision and the percentage of pupils receiving language teaching.

Chapter 3 discusses the delivery of languages at KS2, including who provides the teaching and the resources and support available to them, how languages are taught, and the amount of time devoted to them.

Chapter 4 examines developments in assessment procedures and LA and school practice on transition from KS2 to KS3 in relation to languages.

Chapter 5 considers progress towards meeting the entitlement to primary language learning, the sustainability of current practice, and awareness of, and planning for, the introduction of primary languages as a statutory subject.

Chapter 6 provides a summary of the report and of trends over the three years of the research, and draws conclusions on the implementation of the entitlement to date.

Whenever relevant, tables are included in the chapters, but a set of analysis tables for all three years of the survey, as well as copies of the survey questionnaires from all three years, are presented in an appendix section available online.

2. Progress in provision

This chapter considers the provision of language learning at KS2 in schools across England. Five issues are examined in this chapter: the extent to which schools are teaching languages within class time; the different languages offered; common aims of language teaching and learning; written policies on language learning within schools; and finally the proportion of pupils within schools receiving language teaching. Where possible, comparisons are made across the three years of the research. In addition, where appropriate, the results are explored by a variety of background characteristics such as region, socio-economic factors and school size.

2.1 Language learning provision

In all years of the study, schools were asked about the language learning opportunities they provide for pupils at KS2. More specifically, the focus has been on provision within class time.

In 2008, the proportion of schools offering pupils the opportunity to learn a language in class time had increased for both the target sample⁵ and the main sample since the 2007 and 2006 surveys. It appears that most pupils across England now have the opportunity to learn a language within class time at KS2.

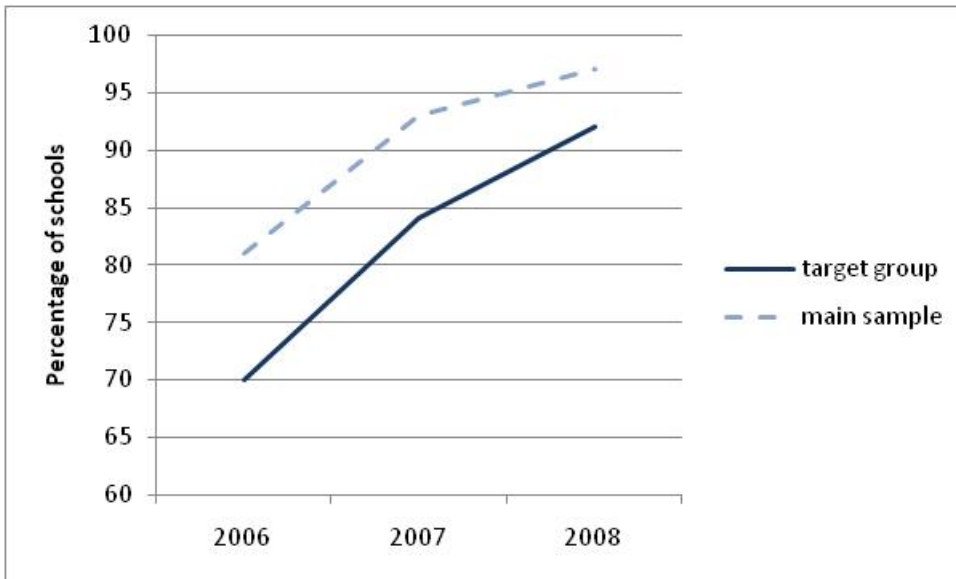
Indeed, in 2008, the proportion of schools offering languages in class time for the target group was 92 per cent. This shows a substantial (22 percentage point) increase in the proportion of schools offering languages within class time on 2006 (figure 2.1). Furthermore, compared with the baseline study carried out in 2002/03 by Driscoll *et al* (2004)⁶, the proportion of schools offering the opportunity to study a language within class time had more than doubled. This increase in the proportion of target group schools providing languages within class time is particularly promising because this group provides a representative picture of primary schools in England.

In the main sample, almost all schools (97 per cent) said that they offered pupils the opportunity to learn a language in class time. This is a four percentage point increase on the 2007 main sample and a 16 percentage point increase on the first year of the survey in 2006.

⁵ The target sample was selected to provide a more accurate representation of the national picture. See section 1.3.3 for more details.

⁶ Driscoll *et al* (2004) reported that '35 per cent of all schools teaching KS2 pupils are estimated to have devoted at least some curriculum time in KS2' during 2002-03.

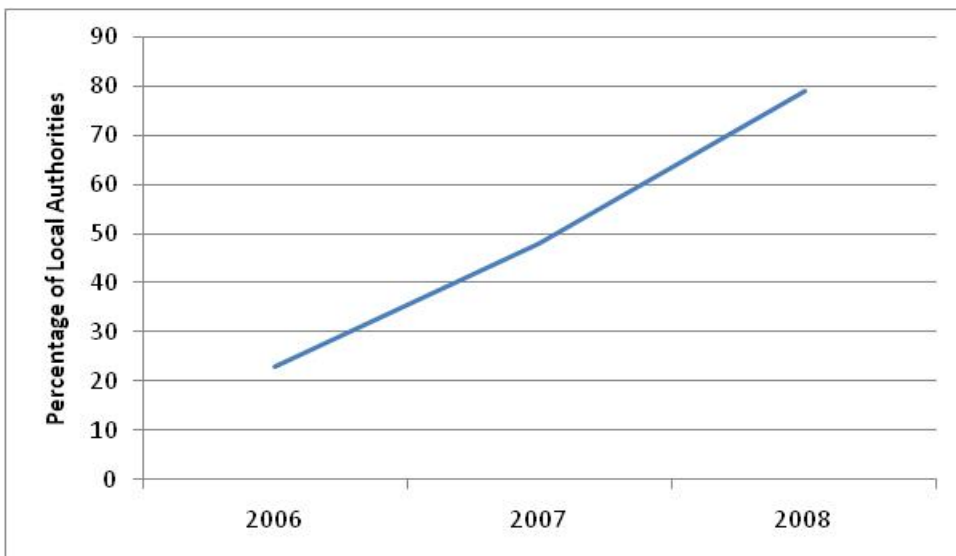
Figure 2.1 Proportion of schools offering pupils the opportunity to learn a language within class time at KS2.



Source: Survey of primary schools, 2006-2008

These results were echoed by the results from the local authority survey, which indicated that more schools provided some primary language teaching within class time in 2008 compared with 2006. The proportion of local authorities reporting that between 81 and 100 per cent of the schools in their area offered some primary language teaching within class time increased from 23 per cent in 2006 to 79 per cent in 2008 (see figure 2.2).

Figure 2.2 Proportion of local authorities (LAs) reporting that between 81% and 100% of schools in their area provide some foreign language teaching within class time at KS2



Source: Survey of local authorities (LAs), 2006-2008

In 2006, those schools that had not taught, and were not teaching, primary languages were asked for their main reasons for not doing so.⁷ These reasons included 'other curriculum priorities' (70 per cent), 'no teachers available' (66 per cent), 'lack of funding or resources' (45 per cent) and 'lack of time' (41 per cent).

The proportion of schools offering languages within class time⁸ had increased across all Government Office Regions since 2006 (see table 2.1). Of the nine regions, schools in the West Midlands appeared to be slightly less likely to offer the opportunity to learn a language within class time than schools in other regions, while almost all schools in the South West had language teaching provision within class time. Nonetheless, it should be noted that, in all regions, more than four in five schools provided timetabled language learning in 2008.

Table 2.1 Opportunity to learn a language/s within class time by GO Region (weighted)

Government Office Region	Schools providing the opportunity to learn a language within class time %			Schools <i>not</i> providing the opportunity to learn a language within class time %			N		
	2006	2007	2008	2006	2007	2008	2006	2007	2008
North East	79	91	93	20	9	7	229	157	139
North West / Merseyside	77	88	93	22	11	7	585	431	354
Yorkshire & The Humber	75	85	91	24	15	8	427	346	280
East Midlands	75	86	92	24	14	8	370	257	221
West Midlands	60	72	83	38	28	18	384	289	240
Eastern	57	80	93	40	19	7	475	335	271
London	63	77	89	36	22	11	352	247	213
South East	70	85	92	29	15	8	574	410	381
South West	74	88	97	25	12	4	449	321	282
N=							3845	2794	2381

Source: Survey of primary schools, 2006-2008
A single response item
Non responses ranged between 0 and 4 per cent

In all three surveys, schools⁹ facing more difficult circumstances (for example those in the top 20 per cent for free school meals (FSM) eligibility, or in the bottom 40 per cent for performance at KS2, see tables 2.2 and 2.3) tended to be less likely to offer a language within class time. Schools in the top three bands of KS2 attainment (middle, second highest and highest) were also significantly more likely to offer the opportunity to learn a language within class time than those schools in the lowest two bands. However, it should be noted that there was a considerable increase in the proportion of schools offering languages within class time for all groups across the three-year period.

⁷ Schools were not asked this in the 2007 nor the 2008 surveys.

⁸ Main sample weighted by the target sample to give a representative picture.

⁹ Main sample weighted by the target sample to give a representative picture.

In all three years of the research, the levels of pupils with a statement of special educational needs (SEN) did not appear to have a significant impact on whether a school offered the opportunity to learn a language in class time.

Table 2.2 Opportunity to learn a language/s within class time by % eligible for free school meals (FSM) (weighted)

Proportion of pupils eligible for FSM	Schools providing the opportunity to learn a language within class time %			Schools <i>not</i> providing the opportunity to learn a language within class time %			N		
	2006	2007	2008	2006	2007	2008	2006	2007	2008
	Lowest 20%	76	89	95	23	11	5	904	669
Second lowest 20%	75	89	96	23	11	4	805	575	537
Middle 20%	73	83	94	26	16	6	765	571	491
Second highest 20%	65	79	89	34	21	11	666	492	393
Highest 20%	57	75	81	41	24	19	707	478	394
N=							3847	2785	2379

Source: Survey of primary schools, 2006-2008
A single response item
Non responses ranged between 0 and 2 per cent

Table 2.3 Opportunity to learn a language/s within class time by attainment (weighted)

KS2 overall performance	Schools providing the opportunity to learn a language within class time %			Schools <i>not</i> providing the opportunity to learn a language within class time %			N		
	2006	2007	2008	2006	2007	2008	2006	2007	2008
	Lowest band	56	72	84	43	27	16	634	421
Second lowest band	66	80	87	32	20	13	664	479	385
Middle band	74	84	94	25	15	6	703	498	413
Second highest band	74	87	96	25	13	4	690	527	466
Highest band	79	90	93	20	10	7	733	561	485
N=							3424	2485	2093

Source: Survey of primary schools, 2006-2008
A single response item
Non responses ranged between 0 and 2 per cent

Schools¹⁰ with more than six per cent of pupils with English as an additional language (EAL) were less likely to offer pupils the opportunity to learn a language within class time. As illustrated in table 2.4, this was the case for all three years of the project. However, it should be noted that there was an increase in the proportion of schools providing the opportunity to learn a language across all bands between 2006 and 2008.

Table 2.4 Opportunity to learn a language/s within class time by % pupils with English as an additional language (EAL) (weighted)

Proportion of EAL pupils (2005)	Schools providing the opportunity to learn a language within class time %			Schools <i>not</i> providing the opportunity to learn a language within class time %			N		
	2006	2007	2008	2006	2007	2008	2006	2007	2008
None	73	87	96	25	13	4	1322	977	646
1-5%	72	84	93	27	15	7	1596	1172	1112
6-49%	63	80	86	35	20	14	729	488	528
More than 50%	58	66	72	41	33	28	200	148	94
N=							3847	2785	2380

*Source: Survey of primary schools, 2006-2008
A single response item
Non responses ranged between 0 and 2 per cent*

2.1.1 Languages offered

Schools were also asked about the range of languages they offered in class time in KS2 (see table 2.5). The languages on offer were very similar in all three years of the project; French was the most commonly offered language, available in around nine out of ten schools offering a language in class time at KS2. Spanish was also popular, offered by a quarter of schools teaching languages, while German was offered by 10 per cent of schools teaching languages. A much smaller proportion of schools offered Italian, Chinese, Japanese and Urdu. In 2008, slightly fewer schools said that they offered languages other than those on the list provided, than in previous years. Other languages mentioned by a small number of schools in 2008 included Bengali, Latin, British Sign Language and Polish.

¹⁰ Main sample weighted by the target sample to give a representative picture.

Table 2.5 Languages offered at KS2 in primary schools in England

Language	2006 %	2007 %	2008 %
French	91	89	89
Spanish	26	23	25
German	12	9	10
Italian	4	3	3
Chinese	1	1	1
Japanese	1	1	1
Urdu	1	<1	<1
Other languages	4	3	1
No response	1	<1	1
Number of schools	3336	2586	2303

Source: Survey of primary schools, 2006-2008
A multiple response item.

In 2008, three quarters of primary schools offered a single language within class time. Schools providing one language most commonly offered French (1,525, or 66 per cent), followed by Spanish (179 or eight per cent), German (18, or one per cent), and Italian (seven, or less than one per cent). A further 18 per cent offered two languages - the most common combination was French and Spanish. A minority of schools (six per cent) offered three or more languages.

As shown in table 2.6, in 2006, almost all responding local authorities were aware of French (99 per cent) and Spanish (98 per cent) being taught at KS2 in schools in their area. German (82 per cent) and Italian (51 per cent) were also taught in many LAs, with Chinese taught in 24 per cent. Moving on two years, almost every local authority responding to the 2008 questionnaire said that they were aware of schools teaching French (99 per cent) or Spanish (96 per cent) at KS2, similar to 2006. However, the proportion of LAs aware of German, Italian, Japanese and Urdu being taught had decreased since 2006.¹¹ In 2008, German was said to be taught in three quarters of local authorities, Italian in around two fifths (41 per cent) and Chinese in just under a quarter (24 per cent), indicating that while these languages were less commonly offered by schools (as shown in table 2.5 above), they were not confined to a few local authorities.

¹¹ It should be noted that, in 2006, local authorities were asked which languages they were aware were taught at KS2 either within class time or outside class time, whereas in 2008, the question asked what languages they were aware were taught at KS2. This could account for the decrease between 2006 and 2008.

Table 2.6 Languages offered at KS2 in primary schools in England according to local authorities (LAs)

Language	2006 %	2008 %
French	99	99
Spanish	98	96
German	82	75
Italian	51	41
Chinese	24	24
Japanese	16	9
Urdu	14	7
No response	1	1
Number of local authorities	108	111

*Source: Survey of local authorities, 2006 and 2008
A multiple response item.*

The reasons why schools had chosen to offer a particular language were largely similar in 2006 and 2008, the two years of the study in which schools were asked about this. In 2008, teacher availability to deliver the chosen language was the most common reason why a particular language was offered by schools (83 per cent). Availability of resources for teaching that language (75 per cent) and consideration of the languages offered by local secondary and primary schools (72 per cent and 43 per cent respectively) also tended to influence primary schools' choice of language. Support from the local authority for a particular language only influenced the choice of around a third of primary schools (32 per cent).

2.1.2 Changes in languages offered between 2006 and 2008

In 2008, schools were asked if they had stopped offering any languages, or introduced any languages since 2006 and about why there had been a change. Almost six in ten schools (59 per cent) had not made changes to the languages they offered since 2006, while around four in ten schools (38 per cent) said that they now offered different languages than in 2006.

Of the schools that said they offered different languages in 2008 than in 2006, eleven per cent had both introduced a new language and stopped offering a language. Eighty per cent had introduced a new language and nine per cent had stopped offering a language since 2006.

The most common languages that schools had stopped offering were the same as the languages that had typically been introduced by schools: French, Spanish and German. The numbers of schools introducing these languages were much greater than the numbers ceasing to offer them. A few schools had introduced other languages such as Italian (22 schools), Chinese (18 schools), Japanese (14 schools) and Latin (nine schools).

The most common reason for schools to stop offering languages was that the person that taught the language had left (32 per cent of schools that had stopped offering a language). Other reasons given typically included that the school had stopped offering that language as a club¹² (10 per cent of schools that had stopped offering a language), although this might indicate that the language had previously been offered as a second language; that a language was dropped so that teachers could focus on delivering one (other) language; or that the support from the secondary school for this language was withdrawn (in both cases, eight per cent of schools that had stopped offering a language).

Meeting the entitlement for language provision at KS2 was the most common reason given by schools for the introduction of a new language (13 per cent of schools that had introduced a language). In these schools, it appears that they were not just introducing a 'new' language, but introducing taught languages where previously there were none. As one school explained: *'It has only been introduced in the past two years to comply with government policy'*.

Availability of staff able to teach a particular language, and increased staff expertise and confidence in teaching languages were also some of the reasons why some schools had introduced a new language (six per cent and four per cent of schools that had introduced a language respectively). Others said that they had introduced a new language as part of a club¹³ (six per cent of schools that had introduced a language), or to give children the opportunity to learn to speak a variety of languages (three per cent of schools that had introduced a language).

2.1.3 Aims of language teaching

In 2008, it appeared that schools had more aims relating to language teaching than in 2006. As shown in table 2.7, the proportion of schools teaching languages that identified with each aim was higher in 2008 than in 2006. Developing an enthusiasm for learning languages remained the most common aim; 'to develop listening and speaking skills' and 'to learn about and understand other cultures' were also aims in many schools.

The study investigated whether schools might have different aims of language teaching and learning for different year groups. For most of the aims listed, schools¹⁴ did not differentiate between year groups; for example, in 2008, 'to develop an enthusiasm for language learning' was an aim for all four year groups in around nine in ten schools. However, in both 2006 and 2008, more schools reported that developing reading and writing skills was an aim for pupils in Years 5 and 6 than for pupils in Years 3 and 4. This was reflected in some schools' comments about reasons for changes to their language teaching and learning aims since 2006; some of the schools said that there was more of a focus on reading and writing now, particularly for older year groups.

¹² Although this reason was given by a number of schools, it should be noted that these clubs are likely to have been extra-curricular and not during class time.

¹³ Although this reason was given by a number of schools, it should be noted that these clubs are likely to have been extra-curricular and not during class time.

¹⁴ Those schools that offered the opportunity to learn a language within class time in both 2006 and 2008.

Table 2.7 Main aims of primary language teaching and learning for KS2

	2006				2008			
	Year 3	Year 4	Year 5	Year 6	Year 3	Year 4	Year 5	Year 6
	%	%	%	%	%	%	%	%
To develop enthusiasm for language learning	79	75	76	78	92	92	91	88
To develop listening and speaking skills	74	70	70	72	88	80	84	81
To learn about and understand other cultures	69	66	68	69	87	84	87	84
To develop knowledge about language	57	55	58	60	74	73	78	75
To develop strategies for learning languages	49	48	52	54	66	67	71	70
To develop reading and writing skills	16	19	33	38	35	35	57	58
Other	3	4	4	5	1	1	1	1
Not offered in this year group	12	14	11	9	3	2	2	4
No response	6	9	9	9	3	4	5	6
	N=3132				N=2303			

Source: Survey of primary schools, 2006 and 2008

A multiple response item

Data filtered to exclude schools that did not offer the opportunity to learn a language in class time in 2006

Most schools that had offered languages during class time for the duration of this research (from 2006 to 2008) said that their main aims of language teaching and learning had not changed since 2006 (76 per cent). Schools that did have different aims in 2008 gave a variety of reasons for the change. These included that some schools now used the Department for Children, Schools and Families (DCSF) KS2 Framework for Languages, and that there was now more of a focus on cultural understanding.

2.1.4 Policy on provision

In 2008, almost three fifths of schools (58 per cent) said they had a written policy or statement about primary language provision, an increase of 25 percentage points on 2006, when only 33 per cent said they had a written policy. Although this is a positive increase, there is still a substantial proportion of schools that do not have formal guidelines on language provision. As illustrated in table 2.8, this increase was reflected across all school types apart from middle schools where the proportion fell by 19 percentage points compared to 2006. It should be noted, however, that middle schools remained the school type most likely to have a written policy.

Table 2.8 Policy on language provision by school type

Type of school	School has a written policy on primary language provision %			School does not have a written policy on primary language provision %			N		
	2006	2007	2008	2006	2007	2008	2006	2007	2008
	Infant/First	29	32	51	66	62	46	164	139
Primary/ Combined	32	44	58	65	50	36	2688	2129	1918
Junior	35	47	59	62	49	34	325	259	224
Middle	88	77	69	9	14	16	75	56	45
N=							3252	2585	2302

Source: Survey of primary schools, 2006-2008
A single response item
Between 1 and 7 per cent responded 'don't know'

Additional analysis revealed that those schools with a written policy on language provision were more confident of the sustainability of their current arrangements for teaching languages than those schools without a written policy, and also that schools with a written policy were more likely to monitor and assess pupil progress in languages.

2.2 Proportion of pupils receiving language teaching

In all years of the project, schools were asked about the proportions of pupils that received some language teaching within class time for each year group. The baseline report (Driscoll *et al.*, 2004) indicated that, in the 2002-03 academic year, the proportion of schools offering languages to all pupils in a year group ranged from 19 per cent for Year 3 pupils to 51 per cent for Year 6 pupils. By 2006, the first year of this study, around three quarters of schools that were teaching languages in class time did so for the whole year group and for all years in KS2 (see table 2.9). This indicates a considerable increase on the baseline study.

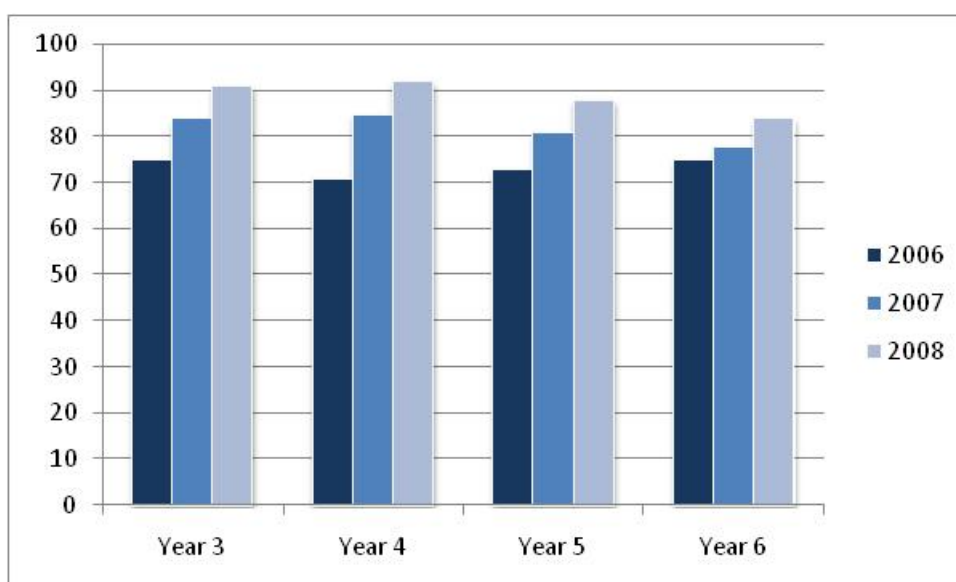
By 2008, the majority of schools that provided languages within class time did so for the whole year group. As shown in table 2.9, this represents an increase on the results from the previous two years of the survey. The proportion of pupils being taught languages had increased; for all four year groups, more schools said that all pupils in a year were taught languages in class time in 2008 than in 2007 and 2006.

Table 2.9 Proportion of pupils taught languages within class time by year group

	2006				2007				2008			
	Year 3 %	Year 4 %	Year 5 %	Year 6 %	Year 3 %	Year 4 %	Year 5 %	Year 6 %	Year 3 %	Year 4 %	Year 5 %	Year 6 %
Less than 100 %	10	11	10	8	7	7	8	8	4	3	4	5
100 %	75	71	73	75	84	85	81	78	91	92	88	84
Not answered	15	17	17	17	9	8	12	14	6	5	8	11
N=	3132				2586				2303			

Source: Survey of primary schools, 2006-2008
A single response item

Figure 2.3 Proportion of schools teaching languages in class time to 100% of pupils in a year group



Source: Survey of primary schools, 2006-2008

2.3 Summary

The proportion of schools offering languages within class time increased for both the target sample and the main sample between 2006 and 2008, with more than nine in ten schools providing language teaching by 2008. Furthermore, the proportion of pupils within schools being taught languages increased from 2006 to 2008. In all three years of the research, factors such as the percentage of pupils eligible for free school meals, attainment at KS2 and the proportion of pupils with English as an additional language appeared to influence the likelihood of a school offering languages.

The languages offered were similar for all three years of the study with French remaining the most common language offered. Where changes occurred to language provision, this was generally through the introduction of a language.

Schools appeared to have more aims associated with language teaching and learning in 2008 compared with 2006. The most common aims were around developing enthusiasm for language learning and learning about and understanding other cultures. Also, in 2008, more schools had a written policy on language provision than in 2006.

The following chapter examines how languages are delivered at KS2 by schools, including issues around staffing and resources.

3. Delivery and resources

This chapter considers the delivery of primary languages at KS2, beginning with the current picture of which staff are teaching languages, their responsibilities and the support available to them. It then looks at the development over the survey period of class time provision and the amount of time available for language teaching, and considers school and LA perceptions of their current arrangements. The final section examines the availability and use of resources.

3.1 Teaching staff and training support

3.1.1 Who is teaching languages?

In the 2006 and 2007 school surveys, a question was asked to determine who was involved in teaching languages at KS2. The responses from the 2002-03 baseline survey (Driscoll *et al.*, 2004) were used to develop a list of categories. The 2006 and 2007 responses showed that, most often, language teaching was undertaken by a class teacher with a background in languages (46 and 44 per cent respectively), or a class teacher who had received language training (30 and 37 per cent). Compared to the baseline data, which indicated that 41 per cent of language teaching was carried out by a class teacher, there had been an increase in the proportion of class teachers who were delivering languages.

The 2006 and 2007 surveys also indicated the extent to which teachers and experts from outside the school were assisting language delivery. These included peripatetic specialist teachers (16 per cent in 2006 and 12 per cent in 2007); teachers from secondary schools (14 and 12 per cent respectively); teaching assistants (12 and 11 per cent respectively) and native speakers (12 per cent in 2006 and seven per cent in 2007) (see table 3.1).

Table 3.1 Who is currently providing language teaching?

	2006 %	2007 %
Primary class teacher with background in languages	46	44
Trained primary class teacher	30	37
Peripatetic specialist language teacher	16	12
Teacher from another secondary school	14	12
Teaching assistant	12	11
Language teacher on school staff	9	9
Foreign language assistant	8	9
Teacher from a Specialist Language College	9	8
Headteacher	7	7
Native speaker	12	7
Volunteer/parent	7	4
External AST or LA advisory teacher		3
Other	12	14
No response	2	1
N =	3336	2586

Source: Survey of primary schools, 2006 and 2007

A multiple response item

Indicates the question was not asked in 2006

However, it was not clear from the 2006 and 2007 surveys how many staff were involved in delivering languages in each school, or their language background. The 2008 survey therefore included a new question which was intended to find out how many staff in a school were involved in delivering KS2 languages, and then to investigate the level of language qualification they had. Due to a high level of respondent error on this question, many of the responses were discounted. The question did, nevertheless, yield some useful information.

The median number of staff reported as teaching a language was three (there was a range from one in the 25th quartile to five in the 75th). Taking only those schools that answered the question correctly (1,594 schools), the following details (table 3.2) emerged on the nature of the language qualifications that these teachers had.

Table 3.2 Teacher language qualifications, 2008

	% of schools with <i>some</i> staff in this category	% of schools with <i>all</i> staff in this category
No language qualifications		
No language qualification and no language training received	12	2
No language qualification, but training to develop pedagogy in languages	19	3
No language qualification, but training to develop language proficiency	16	3
No language qualification, but native speaker	14	3
Have language qualification		
Language qualification below GCSE	4	<1
GCSE	38	5
A level/AS level	32	6
Degree	38	13
Postgraduate degree	5	<1
Newly qualified teacher (NQT) with specialism in primary languages	4	<1
Initial teacher training in primary languages*	4	<1

N = 1594

* Primary initial teacher training course with a specialism in primary languages

Source: Survey of primary schools, 2008

As the responses show, the proportion of schools where there were staff with training but no qualifications, or neither training nor qualifications, was quite high, but so was the proportion of schools where staff had a language degree. In fact, there were 13 per cent of schools reporting that all their staff teaching languages had a language degree.

In 2007, a question on whether schools had recruited staff who were graduates of a primary initial teacher training programme with a specialism in primary languages (not asked in 2006) had a largely negative response, with seven per cent answering yes.

School respondents in 2008 were also asked a new question on what the main responsibilities of their language teachers were: 54 per cent were teaching their own class; 58 per cent were teaching other classes; 28 per cent were planning lessons for other classes; and 19 per cent were training colleagues (this was a multiple response item). Amongst the 'other' responses on responsibilities were references to releasing class teachers for planning, preparation and assessment (PPA) time (22 schools); acting as languages coordinator (nine schools); and being a specialist teacher taking all classes in KS2 (nine schools).

3.1.2 Support for language teaching and learning

In all three years of the study, local authorities and schools were asked about the type and extent of support provided for language teaching. Table 3.3 shows the LA responses from 2006 and 2008 to the same question on the support provided for language teaching in primary schools that was mostly funded by the LA.

Table 3.3 Support provided by LA for language teaching in primary schools

Mostly funded by LA	2006	2008
	%	%
Primary languages adviser	60	64
Secondary languages adviser	32	24
Teachers from Specialist Language Colleges (SLCs)	27	31
Secondary teachers not from SLCs	35	32
Peripatetic teachers	5	12
Foreign language assistants	18	25
Native speakers	9	7
Pedagogical training	58	78
Linguistic training	50	71
Schemes of work	42	52
Website for LA support for primary language teaching	29	55
Other	19	46
No response	9	6
N	108	111

Source: Survey of local authorities (LAs), 2006 and 2008 (the 2006 survey listed a range of other options in addition to a general 'other' category, whereas the 2008 survey simply asked for other support)

A multiple response item

There had been an increase in mostly-funded LA support in most of the areas listed, but particularly in pedagogical and linguistic training, and in website provision. There was a corresponding decline in partly-funded LA support (this has not been tabulated here as the numbers are small, but is available in the online appendix section).

Table 3.4 shows a comparison of responses for the two years in which LAs were asked about which primary languages they were able to support. Although French continued to have the highest level of support, Spanish was not far behind, while support for German had declined. The increase in support for Italian does not appear to be linked to any noticeable increase in the number of schools offering this language overall, but probably reflects local variations (as described below), while support for non-European languages had not changed a great deal. As in 2006, a minority of LAs in 2008 were providing support for other languages, ranging from European languages such as Polish and Greek, to world and community languages, such as Arabic, Bengali and Punjabi and minority British languages, such as Cornish.

Table 3.4 LA support for languages at primary school level

Language	2006 %	2008 %
French	100	98
German	82	69
Italian	22	30
Spanish	86	93
Chinese	12	11
Japanese	4	5
Urdu	6	4
Generic language teaching	49	41
N	108	111

Source: Survey of local authorities (LAs), 2006 and 2008

Support for languages, cross-tabulated by Government Office Region (based on the 2008 survey, table 3.5), revealed some interesting regional differences. For example, the East Midlands was the only region in which all local authorities offered support for German, while the lowest support for this language was in London (50 per cent of local authorities). The highest level of support for Italian (50 per cent) was in the Eastern region, but the lowest (11 per cent) was in the South East. In five regions, all local authorities provided support for Spanish and the lowest level was in the West Midlands, where 80 per cent of local authorities offered support. In terms of world and community languages, the Eastern region was the only one not providing any support for Chinese, while the East Midlands provided the highest level (33 per cent of local authorities), and more regions (five) provided support for Japanese than for Urdu (four regions), or Bengali (three regions).

Additional analysis was carried out to compare the proportions of schools in each GOR reporting that they teach each language, with the levels of support provided by LAs. This indicated that there appears to be little relationship between the languages offered by schools and the support available from their LAs. For example, only five per cent of schools in the East Midlands offered German, although there was 100 per cent LA support for German in that region, whilst in London, where six per cent of schools offered German, there was 50 per cent LA support. Although all local authorities in the North East region supported

Spanish, only 16 per cent of the schools in that region offered it, whereas 33 per cent of the schools in the West Midlands did so, with an 80 per cent level of LA support.

Tables 3.5 and 3.6 show LA support for languages by GOR and proportions of schools offering the same languages by GOR.

Table 3.5 LA support for languages by GOR 2008

	NE	NW	Y&H	East Midlands	West Midlands	East	London	SE	SW
	%	%	%	%	%	%	%	%	%
French	100	100	100	100	90	100	96	100	100
German	80	71	83	100	60	88	50	78	62
Italian	20	41	17	17	40	50	31	11	31
Spanish	100	94	100	100	80	100	85	89	100
Chinese	10	12	8	33	20		8	11	8
Japanese		6		17	10			11	8
Urdu		5	8				4	11	
Bengali	10						4	11	
Other							12	22	8
No response									
N	10	17	12	6	10	8	26	9	13

Source: Survey of local authorities (LAs), 2008

A multiple response item

Blank cells indicate that there was no support provided for this language

Table 3.6 Schools offering each language by GOR 2008

	NE	NW	Y&H	East Midlands	West Midlands	East	London	SE	SW
	%	%	%	%	%	%	%	%	%
French	94	81	93	92	84	92	81	94	92
German	6	8	7	5	17	16	6	11	11
Italian	3	2	1	3	4	3	5	2	2
Spanish	16	31	23	18	33	27	30	20	23
Chinese	1	2	1		3	0	1	1	1
Japanese	1	1		1		2	0	1	2
Urdu		0		0		0		0	1
Bengali				1			0	11	
Other		0	0	0	0	1	11	3	2
No response	1	1	0	0	1	0	3	1	1
N	136	346	270	214	209	267	201	372	287

Source: Survey of primary schools, 2008

A multiple response item

3.1.2.1 Standards Fund support

In 2007 and 2008, LAs were asked what proportion of their Standards Fund allocation for languages at KS2 was retained centrally. The Standards Fund is the Government's main channel for targeting funds towards national education priorities to be delivered by LAs and schools. LAs are required to devolve minimum amounts of Standards Fund grants to schools and schools are free to spend this devolved funding to support the improvement of teaching and learning, provided they deliver the outcomes of the grants for which they have an allocation. There was no change between 2007 and 2008 in the proportion of Standards Fund allocation for KS2 languages that was retained centrally by LAs (33 per cent median). The main areas on which retained funding was spent also remained largely the same. These were:

- training teachers in the KS2 framework (92 per cent 2008, 86 per cent 2007)
- funding a language co-ordinator / adviser (91 per cent 2008, 92 per cent 2007)
- provision of teaching resources / materials (80 per cent 2008, 70 per cent 2007)
- providing or training lead teachers (63 per cent 2008, 51 per cent 2007)
- training Higher Level Teaching Assistants (HLTAs) / Teaching Assistants (TAs) (42 per cent 2008, 45 per cent 2007).

There was a considerable increase in the provision of teaching resources/materials between 2007 and 2008, and in providing or training lead teachers.

In both years, school respondents were also asked whether they had received devolved funding for language teaching from the Standards Fund allocation to LAs. There was a small increase in the percentage of schools that answered yes in 2008 (68 per cent from 60 per cent in 2007). However, in both years, almost a quarter of school respondents replied that they did not know if they had received this funding (22 per cent in 2008 and 24 per cent in 2007).

When asked on what this money had been spent, school responses were very similar in both years, as shown in table 3.7, with provision of teaching resources (materials in all forms) remaining the main use of devolved funding.

Table 3.7 How was devolved funding spent?

	2007	2008
	%	%
Providing teaching resources	84	84
Training teachers in using the KS2 framework / schemes of work	52	50
Obtaining support / advice from external sources	28	21
Providing or training Foreign Language Assistants (FLAs)	8	8
Training Teaching Assistants (TAs) / Higher Level Teaching Assistants (HLTAs)	6	5
Other	10	11
N	1563	1563

Source: Survey of primary schools, 2007 and 2008

Examples of other ways in which the funding was spent included:

- employing a specialist language teacher (21 schools)
- providing basic language courses for teachers (17 schools)
- paying for an external teacher (17 schools)
- networking with other schools (16 schools).

3.1.2.2 External support for language learning

From the school perspective, respondents were asked a question about external support for languages in both 2006 and 2008 and, from the responses for the options that were the same in both years, there was an overall reported increase in external support for language learning (as shown in table 3.8), with support from LAs and local networks having increased substantially.

Table 3.8 External support for language learning

	2006 %	2008 %
LA	57	76
Local networks	23	34
Other primary schools	10	12
Specialist Language Colleges	14	18
Other outside agencies	9	5

Source: Survey of primary schools, 2006 and 2008

Amongst the outside agencies referred to by respondents, CILT (the National Centre for Languages) was mentioned most frequently and other examples included the British Council, universities and school governors.

Driscoll *et al* reported in 2004 that '*few primary schools reported any type of link either with Specialist Language Colleges or other secondary schools*' (page 48). By 2006, 35 per cent of schools said that they were supported by linked secondary schools, and 14 per cent by Specialist Language Colleges (SLCs). By 2008, support from SLCs had increased slightly and support from secondary schools was reported as 29 per cent (the 2008 question asked about secondary schools that were not SLCs, rather than linked secondary schools).

In terms of the form the external support took and the additional support schools would like to receive, table 3.9 sets out the comparison between the first and third surveys.

Table 3.9 External support received and desired by schools

	Received 2006 %	Received 2008 %	Desired 2006 %	Desired 2008 %
LA adviser	50	65	16	10
Local school or LA support network	35	48	15	11
Links with secondary teachers	43	45	26	26
Peripatetic teachers	7	11	17	16
Staff training	34	46	37	30
Advanced skills teacher	12	12	12	15
Schemes of work	37	61	31	16
Teaching materials	34	57	37	22
Specific funding	21	47	46	28
Foreign language assistant	9	11	30	26
ICT and e-learning	17	23	30	25
Links with schools abroad	13	18	39	38
Other support groups	17	22	9	8

Source: Survey of primary schools, 2006 and 2008

Almost every type of support received had increased over the three-year survey period and, in some cases, for example LA advisers, support networks, staff training and provision of resources, the increase was considerable. Specific funding for primary languages was the area where support had increased most substantially between 2006 and 2008, and particularly from the time of the baseline study (Driscoll *et al.*, 2004) when 60 per cent of schools had expressed a desire for funding. A similar proportion of schools had indicated a wish for schemes of work and staff training in both the baseline study and the first survey, although the proportion requesting teaching materials had fallen by 2006. By 2008 the demand for teaching materials had declined again and requests for schemes of work had fallen considerably. This indicates considerable progress in providing schools with the support they were asking for and, as would be expected, it was matched by a decline in the percentages of schools still wanting particular forms of support. Of the areas where there was still quite high demand for support, links with schools abroad, staff training, and funding were most frequently reported. The desire for links with schools abroad, peripatetic teachers and for links with secondary teachers had hardly changed since 2006. Of the schools where respondents had indicated other areas of support they would like (in the 2008 survey), organised trips abroad and immersion courses were most often cited.

3.1.2.3 Language learning Pathfinders

In 2003, 19 local authority Key Stage 2 language learning 'Pathfinders' were established to investigate the most effective ways of delivering and sustaining the entitlement to language learning in class time by 2010. These ran until July 2005 and were evaluated in 2004/5 (Muijs *et al.*, 2005). The LA survey, in 2006 only, included questions specifically for Pathfinder LAs on the contribution of the Pathfinder programme to the teaching of primary languages in their authorities. The most common responses from the 15 that responded were that the Pathfinder programme had:

- kickstarted provision that was previously poor or non-existent (five LAs)
- enabled networking with keen/positive schools (five LAs)
- provided funding (four LAs)
- raised the profile of primary languages (four LAs).

There were 11 LAs that had been Pathfinders that responded to the 2008 survey. Additional analysis of the responses from these authorities was carried out, to compare them with other LAs, but the numbers involved were too small to reveal anything meaningful.

3.1.3 Staff training

As table 3.9 above shows, staff training was an area where, despite an increase in provision between 2006 and 2008, demand from schools for support remained quite high. The proportion of LAs that said they had provided training for staff in primary schools to teach languages in the past 12 months had hardly changed over the three years of the survey: in 2008, 110 out of 111 LAs answered yes and one did not respond; in 2007, 104 LAs (all but two) answered yes; and, in 2006, the question had asked if LAs had provided training since 2002 and 96 per cent had responded positively.

Clearly therefore, providing training remains a high priority for LAs and, according to LA responses, there was a steady increase in the proportion of schools involved in some kind of language training across the three-year survey period. In 2006, 21 (out of a total of 108 LAs) reported that between 80 and 100 per cent of KS2 schools in their area had been involved in some kind of training related to languages since 2002. The 2007 and 2008 surveys asked LAs about training in the previous 12 months: in 2007, 35 (out of 106 LAs) reported an 80 to 100 per cent take-up of training and, by 2008, it was 40 (out of 111 LAs). Correspondingly, the number of LAs reporting a low proportion of schools involved in training (0-20 per cent) fell. In 2006 (when the question asked about training since 2002), it was nine LAs. In 2007 and 2008, when the question asked about the previous 12 months, it was two LAs.

Responses from LAs on the type of training they provide are shown for the three years of the survey in table 3.10. This indicates a general increase in provision of training from 2006 to 2008 for the categories that were provided across all three years, with a particularly strong emphasis on languages pedagogy for primary teachers, language proficiency, and on the use of appropriate resources / schemes of work. The most marked increase between 2007 and 2008 was in training for assessment.

Table 3.10 Types of training provided by LAs

	2006	2007	2008
	%	%	%
Training about appropriate teaching resources/schemes of work	87	95	92
Training in languages pedagogy for primary teachers	97	95	99
Training to improve language proficiency	77	89	91
Training in primary pedagogy for secondary teachers	47	59	59
Subject management	54	57	67
Training to support teachers new to KS2	N/A	52	63
Training for senior leaders in primary schools	N/A	49	47
Training in assessment of language learning	N/A	49	64
Other	17	35	13
N	103	104	110

*Source: Survey of local authorities (LAs), 2006-2008
A multiple response item. Not all items were present in the 2006 survey.*

Some examples of the types of training described as 'other' in the 2008 survey were:

- cross-curricular linkage (4 LAs)
- training in using ICT for languages (2)
- training in developing foreign links (2)
- phonics / phonetics training (2).

A question in the 2006 survey asked LAs if they supported teachers in using e-learning for language teaching (this question was not repeated in the following years). Most (73 per cent) said that they did and when asked how this support was given, the responses were:

- provision of online resources (49 LAs)
- provision of resources on CD-ROM (48)
- help with video conferencing (25)
- provision of online assessment (5).

In 2008 only, schools were asked if they had received free primary languages training from their LA - 67 per cent said that they had, and 22 per cent answered no (nine per cent did not know and two per cent did not respond).

Although there could be many other reasons, perhaps one explanation for the fact that nearly all LAs were providing languages training, but schools were still prioritising it as desired support was evidenced by a comment made by an LA respondent in the 2008 survey: ‘We provide training and support, but not all teachers are aware of it, because flyers to schools don’t get passed on by school administrators. I have the emails of 400+ teachers and regularly update them, but still some people don’t read their email’.

3.2 Staffing models and teaching time

In the 2008 school survey, a new question asked about the main model of delivery of language teaching. The responses are shown in table 3.11.

The pattern of a class teacher working alone or with a teaching assistant (TA) predominated, but the 11 per cent of schools using an external peripatetic teacher represented 256 schools and so was quite substantial. The three per cent of schools reporting a higher level teaching assistant (HLTA) working alone represented 59 schools.

Table 3.11 Main model of language teaching in school

	2008 %
Class teacher working alone	37
Class teacher working with teaching assistant (TA)	15
Class teacher working with foreign language assistant (FLA)	4
Internal peripatetic specialist language teacher	8
External peripatetic specialist language teacher	11
Higher level teaching assistant (HLTA) working alone	3
Mixed	18
Other	2
No response	1
N	2303

Source: Survey of primary schools, 2008

A mixture of models was reported by 18 per cent (416 schools) and, of these, a quarter (106 schools) described their practice as a mixture of a class teacher working alone and an external specialist language teacher. Other mixed models were:

- a class teacher working alone and a class teacher working with a TA (45 schools)
- a class teacher working with a TA and an external specialist teacher (35 schools)
- a class teacher working alone and with an internal specialist teacher (31 schools)
- a class teacher working alone and an HLTA working alone (29 schools).

Some schools reported a mixture of three different models and some indicated that the combination of models varied on different weeks, which presumably depended on which staff were available at particular times. Amongst the ‘other’ responses, the most frequently mentioned were a specialist language teacher teaching across the school (eight schools); a native speaker (five schools); and a headteacher (five schools).

3.2.1 Amount of time spent on languages

The median time spent in class per week on languages in 2008 was 40 or 45 minutes depending on the age group of the pupils.

There was a small increase in the amount of time (median) spent in class per week on languages in Years 3, 5 and 6 in 2008, compared to 2007 (table 3.12), but for Year 4 it remained the same. In 2006, the question asked for time spent in hours per week, but a large proportion of the schools were teaching for less than an hour a week and so responded in minutes, although some may have rounded up their time to an hour. The 2006 responses are therefore reported separately below (table 3.12).

Table 3.12 Time spent in class per week on languages in each year group

	Median 2007	Median 2008
Year 3	35 minutes	40 minutes
Year 4	40 minutes	40 minutes
Year 5	40 minutes	45 minutes
Year 6	40 minutes	45 minutes

Source: Survey of primary schools, 2007 and 2008

In 2008, around 20 per cent of schools were teaching languages for 50-60 minutes a week in Years 3 and 4 (17 per cent in 2007), and 25 per cent were teaching for that length of time in Years 5 and 6 (20 per cent in 2007).

In 2006, the majority of responding schools said that they were teaching languages either for half an hour, or for an hour. In Year 3, 30 per cent of respondents said it was for half an hour a week, and 31 per cent said it was for an hour. In Year 4, the figures were 28 and 29 per cent respectively; for Year 5 they were 25 and 34 per cent; and for Year 6, 24 per cent said half an hour and 36 per cent said an hour (around a quarter of schools did not respond to this question).

Table 3.13 2006: Time spent in class per week on languages in each year group

	Year 3 %	Year 4 %	Year 5 %	Year 6 %
0 minutes	5	6	5	4
10 minutes	<1	<1	<1	<1
20 minutes	2	2	1	1
30 minutes	30	28	25	24
40 minutes	2	2	2	2
50 minutes	5	5	6	6
60 minutes	31	29	34	36
More than 60 minutes	2	2	2	3
No response	24	26	25	24
N=3336				

Source: Survey of primary schools, 2006

Due to rounding, percentages may not sum to 100 in each column.

The proportion of schools teaching languages for only a small amount of time each week (less than 20 minutes) was low in all three survey years. In 2006, between one and two per cent of schools reported teaching languages (across all year groups) for around 20 minutes a week, and less than one per cent were doing so for ten minutes. In 2007, the proportion teaching for only ten minutes was similar, and around five per cent reported teaching for 20 minutes. In 2008, none of the schools reported teaching for only ten minutes a week and between two and four per cent reported teaching for around 20 minutes.

In each year, the school survey included a question on how language teaching was provided in class time for pupils in all four year groups, and the responses, as shown in table 3.14, indicated an increase in all types of class delivery, but particularly in discrete lessons. Discrete lessons were the most common delivery model across all year groups, although some schools were using a combination of methods. The non-response rate to this question fell over the three-year period of the survey, which is consistent with more schools starting delivery of primary languages across all year groups.

Table 3.14 How language teaching is provided in class time for pupils

	Year 3			Year 4			Year 5			Year 6		
	2006 %	2007 %	2008 %	2006 %	2007 %	2008 %	2006 %	2007 %	2008 %	2006 %	2007 %	2008 %
Discrete lessons	72	81	84	69	82	85	71	78	84	73	76	79
Across curriculum	20	24	36	17	23	35	16	20	32	16	19	30
Focused activities	14	18	24	14	18	24	14	18	23	15	18	23
No response	20	11	7	24	10	6	21	14	9	19	16	13

Source: Survey of primary schools, 2006-2008

In the 2006 and 2008 surveys, school respondents were also asked to describe in more detail the way in which languages featured during class time, in each year group. A comparison between the responses from the first and third years of the survey is shown in table 3.15.

Table 3.15 How languages feature during class time

	Yr 3 2006 %	Yr 3 2008 %	Yr 4 2006 %	Yr 4 2008 %	Yr 5 2006 %	Yr 5 2008 %	Yr 6 2006 %	Yr 6 2008 %
Work or activity every day	15	19	12	18	10	16	10	14
2 or more lessons per week	8	12	7	12	7	11	7	11
1 lesson per week	61	72	60	74	63	74	63	69
Once per fortnight	4	2	4	2	4	3	4	3
Sporadically through the year	3	2	3	2	3	2	3	2
In a specific term	2	1	2	1	2	1	4	2
Other	12	11	10	11	10	10	10	10
No response	19	7	22	6	21	9	18	13

Source: Survey of primary schools, 2006 and 2008

The pattern of languages being taught for one lesson each week was the most common across all year groups in both the first and third years of the survey, and the percentage of schools using this method had increased over the survey period in all year groups. The next most common method was to have some work or activity every day, and this had also increased over the survey period in all year groups. This method of language delivery was slightly more prevalent in the lower age groups. Having two or more lessons each week was more unusual, although this had also increased in every year group. There was a small decline in teaching languages sporadically through the year, or only in a specific term. Other ways in which languages were being featured, as reported in the 2008 survey, were during other lessons (17 per cent); in follow-up activities during the week (12 per cent); culture weeks or days (nine per cent); and in a specific language week (seven per cent). Many respondents also mentioned after-school clubs (49 per cent) and a special language day (23 per cent), although the first of these at least would not have been during class time. In 2006, the most commonly reported methods other than the listed options were breakfast activities, assemblies or during registration.

3.3 Advantages of current models of provision

School respondents were given the opportunity, in the first and last years of the survey, to explain what they thought were the main advantages of their schools' current arrangements for the provision of language teaching. In both years, the feature mentioned by the highest percentage of respondents was that a specialist was delivering the language (18 per cent in 2008 and 16 per cent in 2006). The other most common responses in both years were:

- suits current staffing / timetabling / sustainability (12 per cent 2008, seven per cent 2006)
- provides knowledge of another language / culture (10 per cent 2008, 10 per cent 2006)
- pupils enjoy it / it's fun / lively / play-based (nine per cent 2008, 14 per cent 2006)
- staff CPD (continuing professional development)/learning alongside pupils (nine per cent 2008, six per cent 2006)
- provides continuity and progression (seven per cent 2008, four per cent 2006)

- native speaker available (six per cent 2008, five per cent 2006)
- helps cover PPA (planning, preparation and assessment) time (five per cent 2008, eight per cent 2006)
- all KS2 pupils participate (five per cent 2008, nine per cent 2006)
- better use of own staff expertise (five per cent 2008, seven per cent 2006).

Driscoll *et al's* (2004) study had reported similar benefits. Sometimes the comments made by respondents in 2008 revealed how several of these advantages were combined, as in this example: *'A dedicated hour is set aside each week and the French specialist HLTA covers teachers' PPA to provide a consistent one hour weekly French session'*.

Although the percentage of respondents citing pupil enjoyment had fallen between 2006 and 2008, this still featured quite prominently in comments, with many descriptions such as, *'It encourages enthusiasm for languages because we make it fun'*.

The challenges to schools' current arrangements for the provision of language teaching are discussed in chapter 5 (section 5.2 on sustainability).

3.4 Resources

The school survey in 2006 and 2008 included a question on what documentation formed the basis of a school's language programme. For the majority of schools in both years it was the KS2 Framework for Languages (78 per cent in 2008 and 70 per cent in 2006). There was an increase in the use of commercially available schemes of work (from 47 per cent in 2006 to 58 per cent in 2008). The use of schemes of work produced by the Qualifications and Curriculum Authority (QCA) had not changed (52 per cent in 2006 and 2008), but this had doubled between 2002/3 (Driscoll *et al.*, 2004) and 2006. There was also some increase in the use of National Curriculum guidelines (37 per cent in 2006 and 42 per cent in 2008).

The question in the 2006 survey had provided an option for local- or school-produced schemes, which had been selected by 44 per cent of respondents, an increase from 34 per cent in 2002/3 (Driscoll *et al.*, 2004). In 2008, this option was split into locally-produced schemes of work (45 per cent) and school-produced schemes of work (23 per cent).

In 2008, this question also included an option for the Primary Languages Training Zone website (selected by 14 per cent of respondents). This option was not available in 2006 but, in the 2007 survey, there had been a separate question which asked respondents if they were aware of this website. Most (71 per cent) had not heard of it and, of the 29 per cent that were aware of it, just over half had used it, so its use had changed very little.

In 2006, a question asked about particular types of resources used by schools and those most commonly used were electronic, including:

- audio tapes and CDs (62 per cent)
- CD-ROMs (55 per cent)
- ICT (general) (54 per cent)
- Video / DVDs (48 per cent).

These responses showed a slight increase from 2002/03 (Driscoll *et al.*, 2004) in the proportion of schools using audio tapes / CDs (51 per cent in 2002/03), and CD-ROMs and other ICT materials (32 per cent in 2002/03). About half the schools used books in 2002/3 and this remained the same in 2006, with 47 per cent using books (of any type).

Of the schools that used 'other' materials in 2006, the most frequently cited resources were:

- materials produced in school (52 respondents)
- teachers' own resources (50)
- visual prompts, such as flash cards and photo cards (40)
- materials from the Internet (38)
- games (33).

This question on resources was not repeated in subsequent years.

3.5 Summary

Although the level of qualification of staff teaching primary languages varied widely, they had usually received training in language pedagogy or proficiency. There were also a substantial number of staff with language degrees. Support from external specialist language teachers, foreign language assistants, or native speakers, was a strategy adopted by many schools. Various types of LA support for primary languages had increased since 2006, but demand remained high for staff training and links with schools abroad. Providing staff training remained a priority for LAs and there had been a particular increase in the provision of training in language assessment. There had also been a steady increase in the proportion of schools involved in some kind of language training.

The main models of primary language teaching were a class teacher working alone, or with a teaching assistant (TA), but many schools used a mixture of different models.

Between 2007 and 2008, there had been an increase of five minutes in the (median) amount of time spent in class per week on languages in Years 3, 5 and 6, but it had remained constant (at 40 minutes) for Year 4. However, there were considerable variations at both ends of the scale: in 2008, languages were being taught for around an hour a week in 20 per cent of schools in Years 3 and 4 and in 25 per cent of schools in Years 5 and 6, while between two and four per cent reported teaching for 20 minutes or less.

The number of schools offering discrete lessons had increased steadily over the three-year period and this remained the most common delivery model across all year groups. Most schools provided one lesson each week. Most schools also based their language programme on the KS2 Framework for Languages and, between 2006 and 2008, the use of commercially available schemes of work had overtaken those produced by QCA. Schemes of work produced by schools themselves and by their LAs were also popular.

The next chapter examines assessment and transition in language learning over the three years of the study.

4. Assessment and transition

The baseline study (Driscoll *et al.*, 2004) found that assessment and transition were areas where progress in primary language provision was less advanced. The 2006 and 2007 surveys in this three-year study yielded little definitive information in these areas and, as a result, the 2008 school and LA surveys included more specific questions on assessment and language transition, which were intended to obtain a clearer picture of progress in this area.

4.1 Assessment

During the three years of the study, the school survey indicated that there had been a steady increase in the use of assessment tools, but progress in this area was still limited. In the 2002-3 baseline study (Driscoll *et al.*, 2004), nine per cent of schools were using formal record-keeping or assessment strategies to monitor language teaching; by 2006 this figure had increased to around 20 per cent.

The school surveys of 2006 and 2007 had asked a question about whether particular assessment tools were being used, but did not ask directly if schools were assessing progress in language learning. The 2008 survey asked schools specifically if they were monitoring and assessing progress in language learning: 46 per cent said yes, 48 per cent said no, three per cent did not know and three per cent did not respond. This indicates dramatic improvement from the baseline level, with almost half the schools responding positively that they were carrying out monitoring and assessment.

As pointed out in chapter 2, those schools with a written policy on language provision were more likely to monitor and assess pupil progress in languages. Further analysis also indicated that schools with at least some teachers with A level language qualifications, or with a language degree, were more likely to monitor and assess pupil progress in languages than those schools with no staff qualified to these levels.

There are therefore encouraging signs of development in the area of assessment, although there is still clearly some way to go.

The 2008 local authority (LA) survey included a new question on specific monitoring and assessment tools and the extent to which LAs encouraged their use. The responses are shown in table 4.1.

Table 4.1 Does your authority encourage the use of any of the following tools to monitor and assess language learning?

	2008 %
Languages Ladder	69
European Language Portfolio	69
E-learning profiles	13
Assessment materials designed by the school	43
Assessment materials designed by the LA	41
KS2 Framework	85
Other	23
No response	3
N	111

*Source: Survey of local authorities (LAs), 2008
A multiple response item*

From a long list of 'other' tools, those mentioned most frequently were Asset Languages (ten LAs), self-assessment sheets (five), Assessment for Learning strategies (four) and assessment materials designed by another LA (three).

The 2008 school survey also included a question on which assessment tools schools were using (although a similar question was asked in 2006 and 2007, the options in the 2008 survey were different). Assessment materials designed by the school were most popular, with more than a third of respondents (37 per cent) reporting the use of these. The KS2 Framework for Languages was used by just under a third (30 per cent) of respondents. The Languages Ladder and the European Language Portfolio were used by 17 per cent and 14 per cent of respondents respectively. Asset Languages were used by three per cent of respondents and E-learning profiles by one per cent.

The other assessment tools that were mentioned most frequently were:

- teacher assessment (14 per cent)
- materials provided in commercial scheme of work (11 per cent)
- resources provided by LA (11 per cent)
- self-assessment sheets (11 per cent)
- 'Early Start' (7 per cent).

Some schools also reported using their own adaptations of the European Language Portfolio, the Languages Ladder, or schemes designed by other schools. Although the question asked about use within each year group, there was very little variation across year groups. The non-response rate was 20 per cent.

Although it is not possible to compare the 2008 question on assessment tools directly with the two previous surveys, there were indications of a steady increase in the use of particular assessment materials over the three years. In 2006, around four per cent of schools were using the European Language Portfolio, in 2007 it was six per cent and by 2008, this had risen to 14 per cent. Use of the Languages Ladder had also increased from three per cent in 2006, to six per cent in 2007 and 17 per cent in 2008, and the use by schools of their own materials increased from 13 per cent, to 20 per cent and 37 per cent respectively. It is possible that a greater awareness of the need for assessment procedures in order to achieve the entitlement, as set out in the National Languages Strategy (DfES, 2002), and the requirements of improved transition procedures, have contributed to the progress in monitoring and assessment and will continue to do so.

4.2 Transition from KS2 to KS3

The baseline study (Driscoll *et al.*, 2004) indicated that language transition from KS2 to KS3 was an area of concern for schools. Many of the open-ended responses at the end of the questionnaire sent to schools in 2006, and of the responses to the open-ended question on arrangements/practices for transition in the 2007 schools questionnaire also referred to insufficient contact with KS3 teachers and lack of progression for pupils.

In the 2006 LA survey, there was a question which asked how the authority was supporting transition from KS2 to KS3 in languages. The majority of responses related to 'facilitating collaboration' (84 per cent) and 'supporting networks between primary and secondary schools' (79 per cent), followed by 'including in training programmes' (58 per cent) and 'facilitating the sharing of data' (30 per cent). In the 2007 LA survey there was an open-

ended question on what arrangements authorities had in place to support transition in languages: 50 per cent of responses referred to supporting networks between primary and secondary schools, 28 per cent to facilitating collaboration and 23 per cent to including support for KS2 / KS3 transition in training programmes.

With a view to improving the quality of the data, the 2008 LA survey included a question which provided options on transition practices and the opportunity to expand on this in an open-ended 'other' section. The responses are shown in table 4.2.

Table 4.2 LA specific arrangements/practices in place to support KS2/KS3 transition in primary languages

	2008 %
Information on language provision is included in transfer document	28
Use of a specific curriculum across the LA	35
Support from LA languages advisory staff for transition	82
Specific joint language curricular activities	40
Other	50
None	2
No response	5
N	111

*Source: Survey of local authorities, 2008
A multiple response item*

Although only just over a quarter of LAs reported positively on the use of transfer documentation for languages, there were higher response rates in other areas, particularly support from LA languages advisory staff for transition; specific joint language activities; and the developing use of an authority-wide specific curriculum. The percentages responding none, or not responding, amounted to seven LAs.

There were a large number of responses to the 'other' option, many of them only mentioned by one or two respondents, but the following arrangements were cited more frequently:

- joint cluster / network meetings (35 per cent)
- collaborative approach between primary and secondary schools (22 per cent)
- transition projects (16 per cent)
- working party developing transition policy (16 per cent)
- networks working on transition (13 per cent)
- transition conference / events (nine per cent)
- standardised transition documentation (seven per cent)
- specific curriculum across clusters (seven per cent).

The level of activity on transition that LAs appeared to be promoting is a positive development and, in some cases, it was clearly linked to assessment policies. The following comments illustrate some of the ways in which LAs were tackling the issue of transition:

'We are encouraging schools to use Asset Languages accreditation for the end of KS2. We have stipulated that all pupils should reach/aim for Breakthrough Level in French.'

'Secondary language departments are expected to liaise with, and work with, KS2 colleagues.'

'Information on languages will be included on the 2009 transfer form.'

'Bridging projects between primaries and secondaries will take place in 2009.'

In the 2006 survey to schools, respondents were asked to indicate how they supported pupils in the transition from KS2 to KS3, with specific reference to languages. The responses are shown in table 4.3.

Table 4.3 Transition from KS2 to KS3, 2006

	2006 %
Pupils visit secondary school	38
Secondary teachers visit primary school	36
Reports to parents on pupil language attainment	19
Information on pupil progress and attainment is sent to secondary schools	17
Primary teachers visit secondary school	14
Teachers have telephone / email contact with secondary schools	14
Information for pupils on transition from KS2 to KS3	13
Information on pupil attitudes and motivation is sent to secondary schools	11
Information on language provision is included in transfer document	8
Joint teacher meetings are held to discuss pupil language progress and transition issues	8
Pupil profiles are shared between Key Stages	7
Pupils' work is sent to secondary schools	6
There is planning of joint events	6
Language-specific guidance on how to help a child at secondary school	2
Pupils have email contact with secondary schools	1
Other	11
None of the above	25
No response	11
N	3336

*Source: Survey of primary schools, 2006
A multiple response item*

Since the 2002/3 baseline survey (Driscoll *et al.*, 2004), there had been an increase in the activities undertaken to aid transition in language learning, with over a third of schools taking pupils to visit secondary schools and a similar proportion indicating secondary school teachers visited the primary school. There had also been an increase in the proportion of schools reporting primary teachers visiting secondary schools, and teachers having telephone or email contact. However, the number indicating specific language-based transfer activities was relatively low.

The 2007 school survey asked an open-ended question on the arrangements and practices schools had in place to support transition in languages. Thirty-two per cent of respondents' comments concerned the types of contact being made with secondary schools, for example:

- being part of a cluster group or network
- video, telephone or email meetings
- primary teachers or pupils visiting secondary schools (or vice versa)
- pupil information being sent to secondary schools.

It was not always clear whether all these activities applied specifically to languages, but there were some examples which did show very positive collaboration on transition. For example:

'A language outreach worker from the secondary school teaches languages to all children. She works closely with other feeder schools and the secondary language department and assesses all children at the end of KS2 and teaches some of the children when they are in Year 7.'

Despite such encouraging signs, the question had a 20 per cent non-response rate and 40 per cent of the responses were negative, referring to the need for more support, and highlighting the difficulties faced in this area, as reflected in this comment:

'We are not doing a great deal as the secondary schools are reluctant to engage in the transition process, mainly because they take children in from many feeder schools. This is a great barrier to the development of language learning, as we are not confident that secondary schools will not start pupils at the beginning again.'

The 2008 school survey included, for the first time, a series of specific questions about transition. One of these asked the extent to which schools used arrangements or practices, set up by their LA, to support language transition. This question also offered three of the same options as the question on the 2008 LA survey. Table 4.4 shows the school responses.

Table 4.4 Arrangements / practices set up by the LA that schools use to support transition in languages

	2008
	%
Information on language provision is included in transfer document	9
Use of a specific language curriculum across the LA	11
Support from LA languages advisory staff for transition	9
Other	2
None	49
No response	25
N	2303

*Source: Survey of primary schools, 2008
A multiple response item*

A comparison between the LA and school responses is interesting, with the schools appearing to have a less positive view of transition development. Almost half the schools responded that they used none of the transition arrangements set up by the LA and a quarter did not respond. The use of an authority-wide language curriculum was the most common response (245 schools). There were many individual school responses in the 'other' category, with the most common referring to meetings between primary and secondary language teachers (four schools) and transition networks (five schools).

The 2008 school survey also had separate questions on schools' internal arrangements for transition in languages and the specific arrangements in place with secondary schools to promote language transition. Table 4.5 shows the responses to the question on internal school transition arrangements.

Table 4.5 Internal arrangements / practices schools have in place to support transition in primary languages

	2008
	%
Language-specific guidance for parents	1
Reports to parents on language attainment	35
Language-specific information for pupils on transition	9
Assessment-based evidence	12
Other	5
None	34
No response	19
N	2303

*Source: Survey of primary schools, 2008
A multiple response item*

A third of the schools reported that none of these arrangements were in place and, when added to the non-response rate of 19 per cent, this probably indicates that not much is being done in any of these areas in over half the schools. The largest positive response related to reports to parents on language attainment. The other most commonly reported responses, on assessment-based evidence and language-specific information for pupils on transition, represented nearly 300 schools and over 200 schools respectively.

Some of the comments made in the open-ended section at the end of the question revealed the contrasting mixture of pessimism and confidence for the future that school respondents had in relation to the area of transition. Those that felt improvements were taking place referred to:

'KS3 teachers have identified what KS2 pupils require for transfer.'

'The network is now discussing what should be taught in Year 6.'

One comment that looked further to the future stated: *'None of this is done yet, but from July 2009 we will be sending reports to parents and liaising with secondary colleagues'*. An example of the less optimistic view came from a respondent who stated: *'KS3 colleagues are not interested in KS2 attainment'*.

The question in the 2008 survey that asked specifically about arrangements in place with secondary schools had some options that had been in the more general question on transition in 2006 (see table 4.3). Although it is not possible to compare the questions directly, there were some indications of change over the three-year period. For example, there appeared to have been a decline in primary pupil visits to secondary schools (reported by 38 per cent of respondents in 2006 and 15 per cent in 2008), whereas the planning of joint language events had increased (from six to ten per cent). The level of teacher communication between the Key Stages had also increased - joint teacher meetings from eight to 12 per cent and language teachers using telephone/email contact from 14 to 21 per cent respectively. However, the following respondent's statement explains too how dependent progress in transition can be on particular staff:

'Transition activities were very strong in the early stages, but staff changes in our school and in the secondary means we have lost continuity in liaison work.'

The final question on transition in the 2008 school survey provided an opportunity for respondents to say what they felt could help transition in languages become more effective. 785 respondents from the 2,303 schools delivering languages answered this question, and most referred to better links with secondary schools, such as:

- closer liaison with the language department of linked secondary school (107 schools)
- KS3 teachers sit in on some Year 6 lessons prior to transfer (52 schools)
- transfer of assessment information (42 schools)
- secondary schools should take account of prior learning (82 schools).

The following comments, taken from responses to the question, give more detail on the views of the primary schools:

'We need some joint initiatives between KS3 and feeder schools. There should be a meeting by the family of schools to agree something suitable and manageable by all.'

'We need meetings with the local secondary schools to discuss the type of information they'd prefer to receive.'

'We chose to teach Spanish based on pupil, parent and staff preference. This was a mistake as it's not the main language taught in high school. More liaison with high schools at the start would have been good, with more direction from the LA.'

'Much more guidance needed on assessment relevant to KS3.'

Taken overall, the staff comments quoted in this chapter give some indication of the state of progress on language transition by the end of 2008. Some staff felt optimistic about the progress made and confident that good systems were now in place for the future, but others were still concerned about liaison systems with secondary schools and about pupil progression in languages.

4.3 Summary

Survey findings indicated that LAs were encouraging better use of monitoring and assessment procedures for languages and that schools were responding to this, with almost half the schools (46 per cent) responding in 2008 that they used monitoring and assessment procedures. However, as slightly more schools (48 per cent) reported that they were not yet monitoring and assessing progress in language learning, there is still some distance to go in improving this aspect of primary language teaching.

School responses also suggested that more and better liaison between Key Stages 2 and 3 is needed in order to improve transition in languages, and to ensure that the knowledge and enthusiasm for languages acquired in the primary phase can be built upon.

Chapter 5 explores the extent to which primary schools are providing the entitlement to language learning in class time at KS2.

5. Meeting the entitlement and preparation for the future

This chapter explores the extent to which primary schools currently provide the entitlement to foreign language learning at Key Stage 2 (KS2), at least in part in class time. This entitlement, which comes into place in 2010, was set out in the *National Languages Strategy: Languages for All: Languages for Life. A Strategy for England*, published in 2002 (DfES, 2002, p15.), which states that ‘every child should have the opportunity throughout KS2 to study a foreign language and develop their interest in the culture of other nations. They should have access to high quality teaching and learning opportunities, making use of native speakers and e-learning’. In addition it says that ‘by age 11 they should have the opportunity to reach a recognised level of competence on the Common European Framework and for that achievement to be recognised through a national scheme’.

This chapter also considers the future of language learning within primary schools at KS2. It discusses potential challenges to current arrangements for language provision and factors which could affect sustainability of languages in primary schools. In addition, it examines the extent to which schools were aware of the expected introduction of languages as a statutory subject in KS2 from September 2011 and their preparedness for this.

5.1 Progress on meeting the entitlement

In 2006, all schools were asked about the extent to which they met the entitlement. In 2007 and 2008, this question was only put to schools already teaching languages in class time. As a result, the proportion of schools saying they met the entitlement in 2007 and 2008 is an overestimate. Weighting the data from 2007 and 2008 by the proportion in the target sample¹⁵ who said they taught languages in class time provides a representative and comparable picture of how the proportion of schools meeting the entitlement has changed from 2006 to 2008.

This provides the proportion of schools meeting the entitlement:

- fully (for all or most pupils in all year groups from Year 3 to 6)
- partially (for some pupils and possibly only in some of the year groups)
- not at all (schools that reported they offered the opportunity to learn a language in class time, but who also reported they are not meeting the entitlement at all)
- and those that said they did not offer the opportunity to learn a language in class time at all (and were therefore not asked the entitlement question in 2007 and 2008).

Table 5.1 shows the steady progression in the proportion of schools fully meeting the entitlement.

¹⁵ The target sample was selected to provide a more accurate representation of the national picture. See section 1.3.3 for more details.

Table 5.1 Extent to which schools are meeting the entitlement for language learning within class time for all four years within KS2 (weighted by the target group)

	2006 %	2007 %	2008 %
Fully	34	54	69
Partially	34	18	21
Not at all (although languages are offered within class time)	1	1	<1
Languages not taught in class time	29	16	8
No response	2	12	1
N=	3849	2794	2383

Source: Survey of primary schools, 2006-2008
A single response item

Compared with 2006, the proportion of schools providing the full entitlement for all four years had more than doubled by 2008 to 69 per cent. A further 21 per cent of schools partially provided the entitlement in 2008 (schools that offer languages within class time to some, but not all, year groups within KS2). The proportion of schools not teaching languages in class time had declined considerably since 2006, but there is still work to be done; there remained eight per cent of schools that said they did not teach languages in class time in 2008.

The view from local authorities (LAs) was similar to that of schools. In 2008, local authorities tended to report that approximately three fifths of schools (median of 60 per cent) were providing the full entitlement (languages for all or most pupils). On average, they estimated that only one in 20 schools (median of five per cent) did not provide the entitlement to foreign language learning to their pupils.

In 2008, the proportion of schools meeting the entitlement in each year group was 76-82 per cent, as shown in table 5.2. It appears that slightly more schools provided the full entitlement in Years 3, 4 and 5 than in Year 6. This could be because schools that did not previously provide language learning within class time had introduced it progressively by year group, starting in Year 3, as proposed in the *Languages Review* (Dearing and King, 2007, para 3.7).

Table 5.2 Extent to which schools are meeting the entitlement for language learning within class time in 2008 by year group (weighted by the target group)

	Year 3 %	Year 4 %	Year 5 %	Year 6 %
Fully	81	82	80	76
Partially	3	3	3	3
Minimally	1	1	1	2
Not at all (although languages are offered within class time)	2	2	2	4
Languages not taught in class time	8	8	8	8
No response	4	4	6	8
N= 2382				

Source: Survey of primary schools, 2008
A single response item

5.1.1 Schools not providing the full entitlement

In 2006, 1,481 schools said that they were not yet providing the national entitlement. Of these, 67 per cent said they already had plans¹⁶ to do so; 19 per cent had no plans, eight per cent were unsure and a further six per cent did not answer the question. There was negligible variation in these results when they were weighted (by the target group).

Table 5.3 shows when schools thought they might be in a position to provide the primary foreign language entitlement. Just under one third of schools predicted that they would be in a position to provide the national entitlement in the next academic year (2007/08), and a similar proportion estimated the following year (2008/09). Almost a quarter of schools felt they would be working towards the national entitlement until 2009/10.

Table 5.3 2006 primary school survey: when schools expected to be meeting the national entitlement for language learning within class time

	Unweighted %	Weighted %
2006/7	5	5
2007/8	32	32
2008/9	30	29
2009/10	24	24
Unsure	6	6
No response	3	3

N= 994

Source: Survey of primary schools, 2006

A single response item

Filtered to include schools not offering the entitlement

In the 2006 survey, 202 schools said that they did not provide the entitlement at all. Consequently, in 2008, further analysis was carried out to examine how these schools had progressed and the extent to which they were now meeting the entitlement. This showed a positive development; more than half of these schools said that they provided the entitlement to some extent in 2008 (37 per cent fully, 17 per cent partially). The remaining schools either did not answer the question or did not complete the 2008 questionnaire.

The 535 schools that said that they only provided part of the entitlement in 2008 were asked if they had plans to put it in place by 2010, in line with the recommendation in the *Languages Strategy* (DfES, 2002). Just over half of these schools (56 per cent) said that they did have plans to provide the full entitlement by 2010. Only four per cent of schools said that they had no plans to provide the full entitlement by 2010. The remaining 40 per cent of schools either did not know (six per cent) or did not answer the question (34 per cent).

Additional analysis identified that, in 2008, at least ten per cent of schools either felt that they would not, or were unsure of whether they would be able to provide the full entitlement by 2010. A further eight per cent of schools did not teach languages in class time (and so were not asked whether they had plans to provide the full entitlement). It is therefore possible to estimate that a maximum of 18 per cent of all schools either felt that they would not, or were unsure of whether they would provide the full entitlement by 2010. This estimate is only

¹⁶ Schools not teaching languages in class time were not asked about their future plans to do so in 2007 and 2008.

approximate, as it depends on whether schools that currently meet the entitlement will continue to do so, and on school respondents having an accurate perception of their readiness to meet the entitlement in future.

In 2007, local authorities were asked an open-ended question on any specific plans they had to expand language provision in the next 12 months. The most common response (55 per cent) was that the LA was planning to continue provision of training (see section 3.1). Also common was that the LA was planning to recruit more schools to engage with its primary modern languages programme (32 per cent). Other responses included supporting headteachers and school leaders to continue their provision (21 per cent) and, significantly, in light of the issue surrounding transition (see section 4.2), establishing networks between schools (25 per cent).

5.2 Sustainability

In all three years of the project, schools were asked how confident they were about the sustainability of their current arrangements for language teaching and learning. They were also asked to identify what might affect their current provision.

In 2008, almost nine in ten schools said that they were very or quite confident that their current arrangements for the provision of language teaching at KS2 were sustainable in their school. As shown in table 5.4, more than a third of schools were very confident that their arrangements were sustainable. Compared with 2006, more schools appeared to have confidence in the sustainability of their current arrangements for language teaching in 2008.

Table 5.4 Primary schools’ confidence in the sustainability of their current arrangements for the provision of language teaching at KS2

	2006	2007	2008
	%	%	%
Very confident	26	35	35
Quite confident	53	52	54
Not very confident	17	11	10
Not at all confident	4	2	1
No response	<1	0	0
Number of schools	3267	2569	2273

*Source: Survey of primary schools, 2006-2008
A single response item.*

Although it is positive that most schools in 2008 were confident that they would be able to sustain their current arrangements, it is important to note that, as shown in previous chapters of this report, schools have different arrangements for language teaching. For example, the challenge of sustaining a weekly 20-minute language lesson run by a non-specialist teacher is much less than that of sustaining a one-hour session run by a specialist languages teacher each week. In addition, as described in chapter 2, only 58 per cent of primary schools reported having a written policy on language provision. Such schools were more confident of the sustainability of their current arrangements than schools without such a policy.

The factors identified by schools that affect how well languages will be sustained (summarised in table 5.5) do not appear to have changed considerably between 2006 and 2008. Staffing remained an important issue to schools, although in 2008 the concerns appeared to be slightly more related to the stability of current staffing rather than to finding

new staff who were language specialists or suitably trained (Although it should be noted that schools still saw the potential impact this could have on sustainability.) This reflects the finding reported in chapter 2 that the most common reason for schools ceasing to offer a particular language was because the person teaching it had left the school. As one school noted, *'The specialist teacher will leave by the end of the academic year and so class teachers need to prepare to take over language teaching in their classes'*. Additional analysis also indicated that schools with at least some teachers with a language A level or a language degree were more confident of the sustainability of their language teaching arrangements than those schools with no staff qualified to this level. Time constraints within the timetable, the budget and resources also continued to be main factors that schools felt could affect sustainability of language teaching.

Table 5.5 Factors likely to affect how well languages are sustained in primary schools (only the seven most common factors identified are shown. For a full list, please see the tables in the online appendix)

2006	2008
Specialist / suitably qualified / trained staff (41 per cent)	Staff changes / Need stable staffing (33 per cent)
Funding / additional budget / financial support (36 per cent)	Time constraints (27 per cent)
Time constraints (32 per cent)	Funding / additional budget / financial support (23 per cent)
Resources (e.g. physical / practical) (21 per cent)	Access to training / meeting training needs (20 per cent)
Access to training / meeting training needs (19 per cent)	Resources (e.g. physical / practical) (17 per cent)
Staff changes / Need stable staffing (19 per cent)	Staff proficiency in languages (14 per cent)
Enthusiasm of staff (10 per cent)	Specialist / suitably qualified / trained staff (14 per cent)
N = 3132 (No response = 4 per cent)	N = 2303 (No response = 6 per cent)

Source: Survey of primary schools, 2006 and 2008
 More than one answer could be put forward so percentages do not sum to 100
 An open-ended, multiple response question

Not only have the issues affecting sustainability of language provision at KS2 remained relatively constant throughout this three-year project, they are consistent with the challenges found by the baseline study. This reported that, in the words of one headteacher, the main challenges to sustainable teaching of languages are *'time, resources, finance, expertise'* (Driscoll *et al.*, 2004, page 50).

The 2006 survey also specifically asked the 15 Pathfinder local authorities that had responded about how their Pathfinder programme had contributed to the sustainability of primary language teaching at KS2 in their authority. Fourteen of the authorities felt that the programme had contributed to the sustainability of language teaching at KS2 and, asked to identify the three main ways in which it had done so, all 15 respondents gave at least one answer. The most common were:

- training / professional development of teachers (six LAs)
- networking with other interested schools (four LAs)
- appointment of consultants (three LAs)
- materials / resources / teaching packs linked to schemes of work (three LAs).

Respondents were also asked to identify the three main inhibitors to sustainability. In this case, 12 replied, and the most common answers were:

- staff mobility / changes (six LAs)
- funding-related issues (four LAs)
- lack of language skills in primary staff (four LAs)
- reliance on one person in the school (three LAs).

The challenges to schools' current arrangements for language provision were largely similar in 2008 to those specified by schools in the 2006 survey (see table 5.6). They were also similar to the factors that schools felt were likely to affect the sustainability of their current languages provision in 2008, described above. The most common challenge (identified by 23 per cent of schools in response to an open question) was finding time to deliver languages within what they considered to be an overcrowded curriculum/timetable. For example, one school said that: *'it is getting a very high profile in our LA. However we have to fight for curriculum time alongside literacy and numeracy'*. Another added: *'not enough time in an already jam-packed curriculum to give the subject justice'*. Lack of staff knowledge or confidence was identified by 21 per cent of schools, as illustrated by this comment: *'it is valuable to teach languages in KS2, but it is restricted by staff confidence / ability'*. Impact on the budget and staff training needs were highlighted by nine per cent and eight per cent of schools respectively.

It is interesting to note that six per cent of schools in the 2006 survey and nine per cent of schools in 2008 felt that there were no challenges to their current arrangements for the provision of language teaching. This suggests that some schools feel that their language provision is well established.

Table 5.6 Main challenges to schools' current arrangements for foreign language teaching (only the five most common challenges identified are shown. For a full list, please see the online appendix)

2006	2008
Finding time in overcrowded curriculum / timetable (26 per cent)	Finding time in overcrowded curriculum / timetable (23 per cent)
Financial implications / budget (18 per cent)	Lack of staff knowledge / expertise / confidence (21 per cent)
Lack of staff knowledge / expertise / confidence (17 per cent)	Financial implications / budget (9 per cent)
Availability of quality / appropriate staff (8 per cent)	No challenges (9 per cent)
Staff training needs (7 per cent)	Staff training needs (8 per cent)
N = 3132 (No response = 13 per cent)	N = 2303 (No response = 20 per cent)

Source: Survey of primary schools, 2006 and 2008
 More than one answer could be put forward so percentages do not sum to 100
 An open-ended, multiple response question

5.3 Planning for primary languages as a statutory subject

The Children's Plan (DCSF, 2007) announced a review of the primary curriculum, which would allow for languages to be introduced as a statutory subject in KS2, probably from September 2011. In December 2008 the interim report of the primary curriculum review was published. This stated: 'Languages will become a statutory requirement of the National Curriculum at KS2 from 2011. In order to fulfil this entitlement schools will be required to progressively introduce languages by year group from September 2011, starting with Year 3' (Independent Review of the Primary Curriculum, 2008, p.128).

Although the Independent Review of the Primary Curriculum (2008) has now confirmed that languages will become part of the statutory curriculum from 2011, at the time that the questionnaire was sent to schools (in November 2008), the date of introduction of languages as a statutory subject at KS2 had not been decided. Consequently, in 2008, schools were asked if they were aware that languages might become a statutory subject at KS2 from September 2011.¹⁷

In 2008, most schools said that they were aware that languages were likely to become a statutory subject at KS2 (77 per cent). However, more than one in five (22 per cent) of schools were not aware of this potential change.

The majority of schools teaching languages in 2008 felt that they would be ready to meet this statutory requirement (80 per cent). This included some schools that were not aware that languages might become a statutory requirement. A minority of schools felt that they would not be ready to meet this requirement (three per cent) and a further 13 per cent felt that they would only partially be ready for this change by 2011 (an additional four per cent did not

¹⁷ It should be noted that schools that said that they did not offer pupils the opportunity to learn a language within class time at KS2 were not asked to answer the questions about preparations for languages as a statutory subject.

answer this question). When the further eight per cent of schools that did not teach languages in class time are taken into consideration, it is possible to estimate that there could be around a quarter of all schools that felt that they would not, or are unsure of whether they would be ready for languages to be introduced as a statutory subject in 2011. However, this estimate needs to be considered in the context of respondents answering a question in 2008 when little was known about what the statutory requirement would mean.

Clearly, some work is needed to help schools put provision in place and to maintain it: schools had a number of suggestions about the type of support they would need to be ready to meet the requirement. The most common, suggested by almost one in five schools, was staff training. Other common areas of support that schools felt would assist them to meet the requirement included funding, resourcing, and availability of specialist support, such as from secondary schools or specialist teachers. This was illustrated by one respondent:

'Primary teachers are 'jack of all trades', but without specific funding and training, this is one more subject that has to be added to a burgeoning curriculum.'

When local authorities were asked in the 2008 survey what would lead to an increase in language teaching in their authority, the emerging issues were similar to those identified by schools. Almost nine in ten LAs said that more suitably qualified teachers would lead to an increase of language teaching in their area (88 per cent). Other common responses included less pressure on the KS2 curriculum (81 per cent), more opportunities for linguistic training (72 per cent), and increased funding for the local authority (71 per cent). These issues were similar to those identified by local authorities in the baseline report by Driscoll *et al* (2004). There had been some changes in the proportions of local authorities that selected these issues however. For example, in 2002/03, 91 per cent of local authorities said that increased funding would lead to an increase in language teaching in their area, compared with 71 per cent in 2008.

5.4 Summary

By 2008, schools had made good progress towards meeting the entitlement for language learning within class time since the first year of the survey in 2006. Furthermore in 2008, of the schools already providing languages to pupils, the majority were confident that their current arrangements were sustainable. Most schools in 2008 were aware that languages were likely to become a statutory subject in 2011. Although the majority of schools felt that they would be ready to meet this requirement in time, it is possible to estimate that there may be up to a quarter of schools that would not be ready.

Both schools and local authorities had suggestions about the types of challenges schools might face and the support that would be needed to provide language learning in the future. Staffing appeared to be a common issue, both in terms of finding and retaining suitably qualified and trained staff and also in terms of training existing staff to deliver languages. Other challenges identified included finding time to deliver languages within an already busy curriculum, budget and resources. These were all areas in which schools and local authorities felt that additional support would help increase language provision at KS2.

6. Summary and conclusions

This three-year survey of implementation of the national entitlement to language learning at Key Stage 2 has taken place against a background of policy development and changing practice in language learning and teaching at both primary and secondary level. The final report contains much good news on progress in primary language provision and presents an overview of the current situation and some considerations for future development.

The proportion of primary schools providing languages in class time has increased considerably since the first year of the survey in 2006, and even more since the 2002-03 baseline study (Driscoll *et al.*, 2004), with more than nine in ten schools now providing languages in class time. In addition, most of these schools provide language teaching for the whole year group, across all year groups, and in discrete lessons. In terms of meeting the entitlement for languages taught within class time by 2010, there has been very good progress, with the proportion of schools providing the full entitlement for all four year groups having more than doubled since 2006.

Schools facing more difficult circumstances, such as those with a higher number of pupils eligible for free school meals, a poorer overall level of performance at KS2, or a larger proportion of pupils with English as an additional language, still tend to be less likely to have language provision, but even here, the increase in provision since 2006 has been considerable.

A further encouraging sign is that, of the schools providing the entitlement in 2008, the great majority were confident that their current arrangements are sustainable, and this level of confidence has also increased since 2006. However, consideration needs to be given to the fact that type of provision does vary and the expectation of sustainability in some schools would be different to others. The challenges to sustainability were similar to the challenges to current provision: respondents highlighted finding the time to deliver languages within what they considered to be an overcrowded curriculum, followed by lack of staff expertise and confidence, pressures on budgets and staff training requirements.

The majority of schools were aware that (at the time of the 2008 survey) languages were expected to become a statutory subject at KS2 by 2011 and considered themselves ready to meet that requirement, although one in five schools were not aware of this development.

Based on tentative estimates, it is possible that up to 18 per cent of schools would not be able to provide the full entitlement by 2010 and that up to a quarter of schools may not be fully ready for the statutory requirement by 2011.

School demand for staff training remained high, but LAs were prioritising language training for staff and reported an increasing proportion of schools receiving training: more than two-thirds of schools had received free languages training from their LA according to the 2008 survey.

The surveys undertaken in 2006 and 2007 indicated that the areas of least progress and most concern were assessment of primary languages and language transition from KS2 to KS3. As regards assessment, by 2008 there had been some positive developments - LA provision of training on assessment had increased considerably since 2006 and the number of schools that did not respond, or responded negatively, to questions on assessment declined over the three-year period. Although there were still more schools reporting that they did not use monitoring and assessment procedures than schools reporting that they did, the trend is encouraging.

Transition in languages from KS2 to KS3 also showed elements of progress, particularly in the increased support provided by LAs, which included language advisory staff dealing specifically with transition, and the promotion of joint language curricular activities. It is clear however, that there remains much room for development in this area - for example on transfer documentation. Schools were less positive generally in their responses on transition, with considerable proportions of non responses and negative responses to questions on transition arrangements. A more encouraging sign was the reported improved communication between language staff across the Key Stages.

In the view of primary school respondents, the challenges faced by secondary schools in finding strategies to deal with pupils who arrive with a wide variety of language skills and knowledge remains an issue. As one school respondent commented:

'We are teaching certain areas at primary which are then repeated at secondary level. This is a real issue, as it makes what we are doing fairly pointless, and could turn children off languages completely if they can't progress at secondary level.'

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