

Y Coleg Ffederal

**Report to the Minister for Children,
Education, Lifelong Learning and Skills**

Professor Robin Williams, CBE, FRS.

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Contents

	Page
1 Introduction	2
2 Consideration of models	3
3 Bilingualism in higher education – international examples	6
4 The Coleg Ffederal – the way forward	6
5 Funding of the Coleg Ffederal	10
6 The way ahead	14
Annexes	16
Annex 1 Membership of the Board	17
Annex 2 Contribution of the Coleg Ffederal to Welsh Assembly Government priorities	18
Annex 3 Financial details	20
Annex 4 Timetable for actions	26

Y Coleg Ffederal (The Federal College)

[1] Introduction

[1.1] The *One Wales* agreement, which forms the basis of the current programme of government, states: “We will establish a Welsh-medium Higher Education Network - the Federal College - in order to ensure Welsh-medium provision in our universities”. The concept of a Coleg Ffederal/Federal College to support Welsh medium higher education (HE) provision has been put forward by various groups for some time, although there has not been a clear consensus about what form it might take.

[1.2] In July 2008 the Minister for Children, Education, Lifelong Learning and Skills announced the establishment of a Planning Board to consider the Coleg Ffederal commitment in *One Wales*. As chair of the Board, I was asked to submit my report to the Minister in June 2009.

[1.3] The Minister wished the work of the Board to build on current work, and in particular the work of the Welsh Medium Higher Education Sector Group (WM HESG). The WM HESG was established in early 2007, under the auspices of Higher Education Wales (HEW), to provide a new Strategic Framework for Welsh medium higher education. The WM HESG has senior representatives from all higher education institutions (HEIs), and from HEW and the Higher Education Funding Council for Wales (HEFCW). It has established a National Development Plan for Welsh medium (WM) higher education (HE) and is responsible for overseeing its implementation. A core element in the framework is the Centre for Welsh Medium Higher Education (CWMHE). The CWMHE operates under a sector-owned consortium of which all the HEIs are members. The Centre’s role has been enhanced and re-defined so that its work is fully focused on supporting the implementation of all areas of the National Development Plan, as directed by the WM HESG.

[1.4] The Coleg Ffederal Planning Board is a ‘task and finish’ body with the following terms of reference:

“The role of the Board is to advise and inform the Chair in preparing his report for submission to the Minister. It will:

- 1) Explore ways of furthering the work of the Welsh Medium Higher Education Sector Group, building on existing developments and encouraging wider participation in the future.

- 2) Explore possible models for developing the Coleg Ffederal, working through, and with, all higher education institutions in Wales to increase Welsh medium provision.
- 3) Take evidence from a wide range of models, including international practice in relation to bilingualism.

[1.5] The membership of the Board is given in Annex 1 and represents a wide range of interests. The Board met on four occasions between October 2008 and April 2009 and organised a consultative meeting in March 2009 to ensure that others with an interest could have an input to its deliberations.

[2] Consideration of models

[2.1] The Planning Board derived a range of principles and criteria against which to consider various models for a Coleg Ffederal and the capacity of the models to provide a step-change in Welsh medium higher education and the training of graduates and postgraduates who can function bilingually in the workplace.

[2.2] The Board considered three possible models. None of the models entailed a free-standing College with its own buildings and facilities and each saw the Coleg Ffederal working with and through existing HEIs, leading to the federal dimension.

[2.3] Model 1: A Welsh-Medium Federal College ***(The Campaign for a Welsh-Medium Federal College)***

[2.3.1] This model envisages the Coleg Ffederal as a constituent part of the University of Wales, incorporated under statutes drawn up and approved by the appropriate bodies of the University. It would control its own expenditure and appoint its own staff who would teach in the HEIs, contributing to their degree schemes by agreement or possibly itself offering University of Wales degrees in some subjects. There would be branches in each HEI and students taking a Welsh medium course could register with the Coleg Ffederal as well as with their home HEI. The proposers recognised that the HE system in Wales has changed significantly since the proposals were first put forward and that they therefore may need revision.

[2.3.2] The Board concluded that there were two main difficulties in this model. The first was the changed relationship between HEIs and the University of Wales. The University has moved from a federal to a con-federal structure and a significant number of the larger institutions in the sector now either offer their own degrees (rather than University of Wales degrees) or have plans to do so in the near future. Secondly, the

Board considered that responsibilities for the quality assurance of provision, together with the complexities and legal requirements around human resource management, would make problematic the direct employment by the Coleg Ffederal of academic staff teaching in HEIs. The Board felt, though, that many of the principles which informed the model were still applicable.

[2.4] Model 2: Welsh Federal College: Implementation Strategy
(Welsh Language Society, UMCA, UMCB, and NUS Wales Welsh Language Campaigns)

http://cymdeithas.org/pdf/dogfencolffed_ailargraffiad_en.pdf

[2.4.1] This model, first put forward in November 2007, has many similarities to Model 1 but also some important and fundamental differences. The College envisaged would be a new independent legal entity with its own Charter or Constitution. It would not award its own degrees but its work would contribute to the degrees of the existing HEIs. The Coleg Ffederal would fund lecturing posts in HEIs and the document setting out the model stated that the College would make the final decision on what would be taught through the medium of Welsh and where that provision would be located. As well as having its own main administrative centre, the College would have visible centres, or branches, in the HEIs and staff and students participating in WM learning and teaching could be members of the College. Specific funding from the Welsh Assembly Government, via HEFCW, would be ring-fenced. The College would be governed by a National Council with an independent Chair.

[2.4.2] Members of the Board concluded that it would not be appropriate for the Coleg Ffederal to have a veto on what was taught in HEIs. There was, however, scope for the Coleg to have an independent strategic overview and to be influential, particularly if there was additional funding to administer. The Board also noted that, though the Coleg Ffederal would be a new entity, it would encompass and build on the existing activities of the WM HESG and the CWMHE. It was important to keep central administrative costs to a minimum and to ensure that as much funding as possible was spent on the delivery of WM provision in the HEIs and on stimulating demand.

[2.5] Model 3: Welsh Medium Higher Education Strategic Framework and National Development Plan
(Welsh Medium Higher Education Sector Group and HEW)

[2.5.1] The Strategic Framework led by the WM HESG represented the current situation (see 1.3 above). This did not constitute a 'model' as such; rather it was the outcome of significant developments over the last few years, nor was it a "finished solution";

however, it provided a basis for building on the progress made to achieve a significant step-change. There were a number of characteristics in common with Model 2. There was recognition of a need for a supportive infrastructure through the CWMHE and to prioritise development on a subject-by-subject basis. Institutions were participating through the membership of WM HESG sub-groups and through the scholarship and fellowship schemes which were designed to increase the supply of Welsh medium academic staff. The Subject Panels which were part of the framework were working well, giving the institutions the opportunity to create new provision. There were already the seeds of the idea of branches within institutions. The full involvement and commitment of all the Vice-Chancellors/HEIs was very important.

[2.5.2] The Board recognised the importance of ownership by the HEIs, provided it could be depended on over the long term. The Board identified some weaknesses and challenges in the current system:

- Although the WM HESG, the CWMHE and institutions were doing excellent work in planning and implementation, it remained difficult to take a fully strategic overview. Moreover, as the pace of developments increased, the burden of additional work was falling on a small group of people.
- Much of the current funding for Welsh medium developments was based on short-term allocations. There was an urgent need for stronger, more stable forms of recurrent funding.
- Particularly in the more research-intensive institutions, it was important that Welsh medium staff remained within the main academic research stream within their institution to maintain their institutions' competitive position globally and their institutional research profile.
- Collaborative developments and the provision of research studentships and fellowships were helping to strengthen Welsh medium delivery. Sustainability, however, including maintaining a sufficient cohort of Welsh medium staff, remained a problem. All too often WM provision depended on one or two staff members within a Department and could cease if they left. Also, HEIs are, understandably, reluctant to appoint staff to teach through the Welsh medium when there is uncertainty about demand. In turn, demand cannot be stimulated if there is no provision and a priority must be to break this circle.

[2.6] Members of the Board considered that a model for the Coleg Ffederal could be devised which would build on the substantial work of the WM HESG (Model 3) while taking on board most of the principles of Models 1 and 2 and most of the operational proposals of Model 2.

[3] Bilingualism in higher education – international examples

[3.1] The Board was not able to explore in detail the nature of bilingual training in higher education internationally. However, it did consider examples from a few countries with which Wales could compare. These include Ireland, Switzerland, Finland, Canada, Cataluña and the Basque Country. The Board noted particularly comparisons with the Basque Autonomous Community in Spain which has a similar population to Wales and, where, gradually, since the 1970s, the University of the Basque Country has been working to mainstream Basque medium provision; and with the University of Ottawa in Canada which has a dual mandate of furthering French/English bilingualism and biculturalism. (Papers on these issues are available if requested and can be forwarded to the proposed National Council of the Coleg Ffederal, see later).

[4] The Coleg Ffederal: the way forward

[4.1] The Board unanimously concluded that the work of the WM HESG had generated a real step-change in current WM provision in HEIs in Wales and that the time was now right to build on the momentum gained by establishing a Welsh medium Coleg Ffederal. Analysis of the current position and new models against a range of criteria, based on the needs of the students, the employers, and Wales more generally, led to one model which was supported by all members. In what follows, the elements of this model are put forward.

- a) The Coleg Ffederal will be a new and independent legal entity with a Constitution, based on an appropriate legal Memorandum. It will not be a single geographical entity and it will not be a degree awarding body in its own right but will work with and through the existing higher education institutions (HEIs) in Wales (the Federal concept).
- b) Its Mission will be to maintain, develop and oversee Welsh medium provision in higher education in Wales.
- c) The HEIs, as a group, will be the main stakeholder in the ownership of the Coleg Ffederal. All HEIs will be corporate members of the Coleg Ffederal and will have representation on the governing body. Staff and students who participate in Welsh medium teaching and learning may be members of the Coleg (the College concept).
- d) The Coleg Ffederal will build on, and incorporate the activities of the Welsh Medium Higher Education Sector Group (WM HESG) and the Centre for Welsh Medium Higher Education (CWMHE).
- e) Specified funding from the Welsh Assembly Government and the Higher Education Funding Council for Wales (HEFCW) for the development of Welsh

medium provision in HE in Wales will be channelled through the Coleg Ffederal, including development funding for HEIs receiving HEFCW funding for teaching.

- f) The governing body of the Coleg Ffederal will be the National Council. All HEIs will be represented on the Council at senior management level, or by delegation as appropriate, and there will be an equal number of members elected from groups such as students' unions, teaching staff, officers of the Coleg Ffederal, HEFCW, schools, school parent associations, employers and others. In addition there will be an independent Chair appointed by a Nolan process.
- g) The College will be run on a day-to-day basis by an executive, who need not be large in number, and there will be branches in the HEIs in Wales. It will be important to ensure that as much of the financial resource as possible is directed towards learning and teaching.
- h) The National Council will organise an Annual Consultative Forum of relevant and interested individuals and bodies.
- i) To achieve its goals, the Coleg Ffederal will need a recurrent stream of funding.

[4.2] The benefits of the Coleg Ffederal to Welsh medium higher education, and to the economic, cultural and social life of Wales more generally, will be considerable:

- Its establishment will mean that a single body will have responsibility for maintaining, developing and overseeing Welsh medium provision in HE in Wales.
- As a centrally governed organisation, having an overview of all Welsh medium provision, it will provide unity of purpose, coherence and leadership via a national strategy.
- By taking the form of an organisation with its own constitution but in which all HEIs are fully represented, it will ensure motivation and drive.
- As a federal organisation with branches in the HEIs, it will ensure choice for prospective students.
- It will create appropriate conditions for promoting and expanding Welsh medium scholarship in a wide range of disciplines.
- It will complete the institutional system of Welsh medium education from nursery education to higher education. It should therefore be a stimulus for increasing Welsh medium provision in secondary schools, tertiary colleges and further education colleges, and lifelong learning, as well as increasing the number of pupils/students undertaking that provision.
- It will be a key element in the Welsh Assembly Government's national language strategy.
- It will contribute to the development of a professional well-trained, highly-skilled and educated bilingual workforce to meet the needs of the Welsh economy.

- As a national organisation, it will be a means of supporting and reinforcing national identity and promoting the national life of Wales.
- As a national organisation governed and administered predominantly through the medium of Welsh it will be a means of advancing the Welsh language and promoting its public status.
- It will co-operate with external bodies to promote various initiatives through research and the provision of expertise to benefit society in Wales.
- It will contribute to the development of the Welsh language in the public and private sectors by preparing graduates in a wide range of Welsh medium disciplines.
- It will stimulate career opportunities through the medium of Welsh and strengthen the position of the Welsh language in current developments.

Some further information on how the Coleg Ffederal will contribute to wider Assembly Government policies are set out in Annex 2.

[4.3] The most important element in the Coleg Ffederal structure proposed is that of partnership between all the stake-holders: the HEIs, including the staff and students, HEFCW and the Welsh Assembly Government. Though the College will be an independent legal entity with its own constitution and an independent decision making structure, as the main stakeholder, there must be buy-in, drive and ownership by the HEIs as a group. There will be a formal agreement between the Coleg Ffederal and HEFCW to guarantee that the funds channelled through the Coleg Ffederal are directed in accordance with its constitution, the accountability requirements of HEFCW and the wishes of the Welsh Assembly Government. The administrative structure based on a small central hub together with branches in the HEIs will ensure efficient communication and a rapid decision making process. Staff and students participating in WM teaching and learning would be able to be members of the Coleg Ffederal and would have representation on its National Council. In due course, a community of alumni could be built up.

[4.4] The Board is firmly of a view that the current short-term funding for the work of the WM HESG and the CWMHE is detrimental to long-term progress. The Coleg Ffederal should have a 'recurrent' funding allocation, like HEIs, allowing a degree of certainty to enable future planning. This needs to include converting the existing short-term funding into a stable stream and some new additional funding for taking forward the national plan. It will not, however, serve the HE sector well if the funding required is top-sliced from existing core grant, damaging other activities and provision.

[4.5] An essential element of the proposal, in addition to the scholarship and fellowship schemes, is the funding of Coleg Ffederal lecturing and teaching assistant posts in HEIs, for specific periods, as part of a national plan for development. These staff would be employed by the HEIs concerned and would allow the development of a sustainable provision in the priority areas, and enable the student numbers to build so that the posts can be absorbed into the normal HEI complement after the development period. This, in turn, would release funds for further new developments. The drafting of job descriptions and the appointment of selection panels will be the joint responsibility of the HEIs and the Coleg Ffederal, according to the legal and employment framework of individual HEIs. The contracts will be for Welsh medium provision only and the staff appointed will be members of the Coleg Ffederal. In the immediate term at least, the Coleg Ffederal would not appoint teaching staff of its own, so as to give the National Council the opportunity to appreciate and evaluate the complexities such a move would bring. It would be a matter for the National Council of the Coleg Ffederal, after it has had time to establish itself, to consider, if it so wished, whether it would be appropriate to appoint academic staff and to consider its implications. The current staff development programmes, marketing initiatives and subject and network development work would continue and be strengthened.

[4.6] The need to increase demand for WM courses in HE has been addressed by the WM HESG and will continue to be a priority of the Coleg Ffederal. High quality information for potential students about WM courses, sponsorship and employment support are elements that could be effectively assisted by the Coleg Ffederal. It would build on the CWMHE Mantais marketing brand and exploit the power of the excellent web site. The survey undertaken of leavers in WM schools demonstrated the importance of good links between the schools and the HEIs, the importance of open days in the HEIs, the positive effects of financial sponsorship and opportunities for work experience. Potential students also suggested that additional WM provision in the HEIs would lead to an increase in the take up of WM courses at the higher levels in the 14 to 19 sector leading to additional demand on the HEIs. Financial support for students, in the form of targeted Coleg Ffederal bursaries, is considered to be important to build demand in priority areas where a national need for graduates who can function bilingually can be demonstrated.

[4.7] The Coleg Ffederal would establish annual targets for increased WM provision agreed with the Assembly Government and HEFCW, following discussions with the HEIs. In 2006/07 the Higher Education Statistics Agency (HESA) data show that the numbers of students in HEIs in Wales studying all or part of their course through the medium of Welsh was 4,080, of which 2,735 were full time and 1,345 part time. This represents around 3.1% of all students in HE in Wales. Of these 4,080 students, 3,760

were Welsh-domiciled students, which is around 5.1% of all Welsh domiciled students. Analysis of the growth in the number of school pupils in Wales receiving all or part of their education in Welsh, together with the numbers being examined through Welsh at the higher levels of school, indicates that there is substantial scope for expansion of the numbers studying all or part of their course in HE through the Welsh language. In many disciplines there is little or no provision through the WM in HE anywhere in Wales and many students in the 14-19 sector have indicated that they would wish to study bilingually if courses were available. The Board considers that the number of Welsh-domiciled students studying at least part of their course in the HEIs through the medium of Welsh can be increased by 50% over five years (i.e., from the 3,760 in 2006/07 to around 5,600), given appropriate commitment, drive and funding. It also considered that an increase of 100% (i.e., to around 7,500) after ten years was a highly challenging, but worthy aim. There should, however, be a full review of progress after five years to inform the setting of future targets and funding and this review should also cover the structure and operation of the Coleg. In the long term a realistic aim would be to have provision in Welsh, all or in part, somewhere in Wales in most subjects.

[4.8] The Coleg Ffederal will be prominent in a number of other activities to support the development of WM and bilingual provision in HEIs in Wales. It will co-ordinate teaching, as appropriate, between HEIs in subjects where the number of students is small in any one of them. These activities will also include interaction with the NHS regarding WM health related training and with employers regarding the evaluation of their needs and with developing sponsorship schemes and WM work placement opportunities. The current Am Nawdd scheme which provides for bursaries in the environmental sector is an excellent example of what can be achieved. The National Council will consider the most effective committee structure to deliver the wide range of outcomes expected.

[5] Funding of the Coleg Ffederal

[5.1] Members of the Board were well aware of the difficulties caused by the current economic climate but were also clear that progress in increasing WM provision and demand in the HEIs requires further targeted funding. The key elements that need to be reflected in any funding model include:

- The programme being implemented by the WM HESG has generated considerable momentum and enthusiasm in the HEIs and it was vital that sufficient funds are available to keep this going.
- The Coleg Ffederal should be seen as supporting the HEIs and not competing with them for funding. For example, the Coleg Ffederal would not be eligible to receive QR funding or other similar research funding from HEFCW.

- The funding model should translate the current short-term funding of the CWMHE and the WM HESG, and associated development programmes, into a regular recurrent funding of the Coleg Ffederal. The current administrative cost of the CWMHE is low compared to the development funding and activity delivered and it is important that this ethos continues in the running of the College.
- In addition, funds for bursaries to support students in priority subjects and for the support of lecturers and teaching assistants in the HEIs during the development phase of the national plan, together with some further small amounts of development support costs, should be built into the model.
- HEFCW pays a premium per Welsh medium funded credit to HEIs to acknowledge the additional costs of delivering courses in Welsh. The model needs to recognise that an increase in the volume of Welsh medium provision delivered would lead to an increase in the total premium costs to HEFCW and put pressure on its core funding.

[5.2] The Board considered three options for the funding of the Coleg Ffederal.

- OPTION 1: An immediate injection of funds bringing the total spend on WM provision to around £20M in Year 1. This sum, advocated by some of the campaign groups, was based on a percentage of the total HEFCW annual funding which they felt could be realistically associated with WM provision. The Board felt that this model was impractical, would lead to hasty decisions and would inevitably give rise to quality assurance issues which would not serve the Coleg Ffederal well in the long term.
- OPTION 2: A phased injection of funds which would enable sound planning and sustainable implementation of the national plan. It was felt that this would be in line with the target discussed in paragraph 4.7 (of an increase of 50% in WM take up in the HEIs after five years, with subsequent consideration of the scope for an increase of 100% after ten years), was realistic and would sustain momentum.
- OPTION 3: A phased injection of funds but over a longer period, for example, leading to an increase in WM take up of 50% after 10 years. It was felt that this model lacked ambition and would not uphold the current momentum.

[5.3] The Board agreed that the best balance in terms of challenge, ambition and potential for successful delivery was provided by OPTION 2. This option is, therefore, considered in more detail below.

[5.4] In OPTION 2 there are various phasing arrangements which could provide the same outcome. The next paragraph presents a linear model with a roughly equal annual increase in provision over five years.

[5.5] The funding model proposed, based on OPTION 2, involves the following assumptions.

- A recurrent grant for the central funding of the Coleg Ffederal and the development activity which it will support in the HEIs. This would include:
 - £3M per annum which is essentially a continuation of the current funds awarded towards the activities of WM HESG and CWMHE which will be incorporated into the Federal College. It will include support for the Postgraduate Scholarship Scheme, some existing fellowships and some branch co-ordinators. Currently HEFCW contributes around £0.46M from its recurrent initiative funding towards this. It is important to note, however, that there has not yet been a commitment from the Assembly Government to extend the remaining short-term money beyond March 2011(although there is a recognition that the costs of any continuing postgraduate scholarships would need to be met)
 - A phased investment of additional, new funding, as set out in Table 1.
- Overall, this new funding would provide primarily for a development fund which includes:
 - a) A new flexible fund supporting the equivalent of 20 Welsh medium teaching posts per annum, leading to 100 over a five-year period, and 200 posts after ten years, to kick start developments in the HEIs and to implement a national plan for development. In order to estimate the costs it is assumed that each post would be funded, on average, for five years. After five years the posts will be absorbed and funded by the HEIs in the normal way and the money released used for further development of the national plan. These posts will be funded by grants from the Coleg Ffederal to the HEIs and it is important that the fund is flexible. Thus, some posts may be for a shorter period, may be full- or part- time and may be lecturers or tutors, for example, depending on the most suitable arrangement to meet the desired outcome agreed between the HEI and the Coleg Ffederal. This fund may also support some further teaching fellowships if appropriate.
 - b) Funds to cover the development of new courses and resources, including enabling a greater focus on technology-enhanced learning.
 - c) Funds for bursaries to support students in priority subjects. For the purposes of estimating the financial implications, each bursary is assumed to be for three years, at £1,000 per annum, giving a steady state number equivalent to

300 in any one year. Again some flexibility is important, since some courses may be for one or two years and others may last longer than 3 years, or there may need to be provision for part-time students or variations according the volume of Welsh medium study undertaken.

- d) Continuation and further development of activities to market Welsh medium provision and stimulate demand.
- e) Maintenance and extension of the current staff development programmes.
- f) Funding for the central staffing and infrastructure of the Coleg Ffederal and a network of co-ordinating branch officers in institutions. It is not envisaged that much of an increase will be required in central Coleg Ffederal administrative costs compared to the present costs for the CWMHE/WM HESG, at least in the early years. It will be for the National Council to decide on the precise division of recurrent and development resources, for example, between branch co-ordinators, lectureships, tutors, fellowships, postgraduate studentships and development support.

[5.6] The total cost per academic year, based on the above assumptions, is summarised in Table 1, and presented in more detail in Annex 3.

Table 1: Total Costs (£M)
(50% growth by end of Year 5)

Column 1	Column 2	Column 3	Column 4	Column 5
Academic Year	Coleg Ffederal: Central & Development Funding	HEFCW Core & Premium	Total	New money Required
1	4.3	7.34	11.64	1.3
2	5.6	7.92	13.52	2.6
3	6.9	8.41	15.31	3.9
4	8.0	9.10	17.10	5.0
5	9.1	9.64	18.74	6.1
6	9.1	10.22	19.32	6.1

[5.7] Column 2 sets out the Coleg Ffederal recurrent grant. This comprises the funding to maintain existing work (£3M) and the new development cost shown in Column 5, which includes the new teaching post and bursary schemes. Column 3 represents the core funding for teaching (standard unit of funding and Welsh medium premium) which would be associated with funded credits taught through the medium of Welsh and reflects the year upon year increase in WM take up. The sum in Column 4 reflects the total resource relating to WM provision and represents a reasonable and fair fraction of the total HEFCW funding based on the numbers of students studying through the medium of Welsh. It is assumed that the new cost of development would stay at £6.1M after year 5. HEIs also receive an income in the form of fees paid by students but this is not included in this Report.

[5.8] It should be noted that the additional premium payments which would match the growth of WM credits have not been included as 'new money required'. These sums, however, would be a significant additional charge on HEFCW's grant-in-aid. This could necessitate reducing the standard unit of funding per credit for both English and Welsh medium provision to enable HEFCW to meet the extra premium costs, cutting institutions' core funding across the board. This issue needs to be taken into account in considering future funding requirements and the current budgets constraints placed on institutions.

[5.9] Some of the development costs could well be related to Assembly Government departments which fund provision directly in HEIs rather than through HEFCW, for example health, economic development and environment.

[6] The way ahead

[6.1] It is suggested that the Coleg Ffederal would start operations in September 2010, and would be fully operational by September 2011. In order to achieve this, a timetable is included as Annex 4. The following steps are proposed.

- Subject to the Minister's consideration of this report and support for the model put forward, funding would need to be agreed by the Assembly Government. HEW in conjunction with HEFCW should establish a shadow, or interim Council to prepare the ground for the Coleg Ffederal. To obtain a smooth transition it should do this by expanding the existing WM HESG.

The shadow Council should:

- Seek legal advice and oversee the establishment of the legal memorandum, working with HEFCW and HEW. (A draft considered by the Board will be made available to the shadow Council).
- Work with HEFCW to draw up a formal agreement for the receipt of funding.
- Oversee the incorporation of the CWMHE and the activities of the WM HESG, into the Coleg Ffederal.
- Consider and agree a management and staffing structure.
- Oversee the arrangements for appointing and establishing the full National Council, including the Chair, and arrangements for a smooth handover. It is suggested that the National Council of the Coleg Ffederal come into existence in September 2010.

It should be emphasized that there is a need for a sum of £35K for legal fees and administrative costs during the academic year 2009/10.

Annexes

- [1] Membership of the Board
- [2] Contribution of the Coleg Ffederal to Welsh Assembly Government priorities
- [3] Financial details
- [4] Timetable for actions.

Annex 1

Membership of the Board

Robin Williams	(Chair)
Medwin Hughes	(Vice-Chancellor, Trinity University College)
Greg Walker	(Higher Education Wales)
Rhys Llwyd	(Welsh Language Society and a student)
Ieuan Wyn	(Campaign for a Welsh Medium Federal College)
Ben Gray	(President, NUS Wales)
Eurig Davies	(Head, Ysgol Gyfun Ystalyfera)
Meri Huws	(Chair, Welsh Language Board)
Elinor Gwynn	(Countryside Council for Wales)
Celia Hunt/ David Blaney	(Higher Education Funding Council for Wales)
Colin Baker	(Pro Vice-Chancellor, Bangor University)
Aled Jones	(Pro Vice-Chancellor, Aberystwyth University)
Hefin Jones	(Senior Lecturer, Cardiff University)
Llion Jones	(Director, Canolfan Bedwyr, Bangor University)
Huw Morris	(Academic Registrar, Swansea University)
Secretariat to the Board:	
Alison Allan (HEFCW)	
Lisa Newberry (HEW)	
Ioan Matthews (CWMHE)	

Annex 2

Contribution of the Coleg Ffederal to Welsh Assembly Government priorities

Members of the Board are aware that the proposals put forward in this report not only tie in with the coalition agreement *One Wales*, where the Government states its commitment to ‘a progressive, stable and ambitious programme for government over this Assembly term . . . improving the lives of people in Wales and making our nation a better place in which to live and work, but also to a Welsh medium Education Strategy to develop effective provision from nursery through to further and higher education.

This report also firmly sets itself in the context of other Assembly Government policies and commitments:

Iaith Pawb - A National Action Plan for a Bilingual Wales, set out the Assembly Government’s intention to revitalise the Welsh language and create a bilingual Wales. The first stage evaluation of *Iaith Pawb*, published in July 2007 describes the Welsh Language Unit (NHS Wales) as being responsible for mainstreaming the Welsh language into the work of NHS Wales, raising awareness and status of the significance of linguistic issues internally within the Department of Health and Social Services and externally with providers of health care and with partners in further and higher education. Certainly, in terms of the role of higher education, there would appear to be an opportunity for the Department for Children, Education, Lifelong Learning and Skills and the Department of Health and Social Services to work in partnership to mainstream bilingualism in the NHS and to build on the work that is currently being undertaken.

Wales: A Vibrant Economy – The Welsh Assembly Government’s vision is of ‘a vibrant Welsh economy and an increasingly skilled, innovative and entrepreneurial workforce with a strong focus on the Welsh language’. The proposals in this report could provide an opportunity for the Education and the Economy and Transport Ministers to work together to help build a workforce that is capable of working bilingually to enhance the vibrancy of Wales.

Skills that Work for Wales, the strategy and action plan signed by the Minister for Children, Education, Lifelong Learning and Skills, the Deputy Minister for Skills and the Deputy First Minister commits the Government to a Wales becoming a truly bilingual nation. The strategy supports the belief that people should be able to choose to live their lives through the medium of Welsh or English and wants the presence of two languages to be a source of strength. To help achieve this aspiration, it is important that

the Education and Economic portfolios t work together and pool resources to enable the recommendations in this report on the Coleg Ffederal to come to fruition.

Annex 3

Financial details

[1] Table A1 indicates the current “spend” on Welsh medium teaching administered by HEFCW. It shows, for the academic year 2008/09, the estimated teaching funds associated with funded credits for Welsh language and literature courses [a], and with other subjects studied through the medium of Welsh [b]. For funded credits counted under [b] only HEFCW pays an additional premium of 34% on the unit of funding, which acknowledges the additional costs of delivering WM provision. This premium for 2008/09 is shown in Row [c]. These sums therefore represent core resources resulting from these credits, although it should be noted that they form part of the block grant of HEIs and it is for them to determine internal distribution. Fees paid by students directly to the HEIs are not included.

[2] Row [d] is the money which is estimated for the CWMHE for 2010/11 and covers all the activities overseen by the WM HESG. The bulk of this funding is provided, as previously agreed by the Welsh Assembly Government, from the HEFCW Reconfiguration and Collaboration Fund (RCF) and One Wales funding. HEFCW also contributes some development and support funding from its core grant. However, it should be emphasised that there has been no formal commitment by the Assembly Government to provide funds to follow on from the RCF and One Wales funding beyond March 2011. Therefore funding to ensure the continuation of the CWMHE and development activity across the whole of the academic year 2010/11 has not been secured.

Table A1**Current HEFCW spend on WM Provision in HEIs and on CWMHE/WM HESG**

	Core 2008/09 [f]	Development 2010/11 [g]	Total
Welsh language and literature [a]	£1.58M ¹		
Other subjects through the medium of Welsh [b]	£4.31M ²		
Welsh medium premium [c]	£1.45M ³		
CWMHE [d]		£3M	
Total	£7.34M	£3M	£10.34M

[3] The CWMHE figure in Row [d] includes the cost of the postgraduate scholarship scheme and some existing teaching fellowships in the HEIs aimed at increasing the supply of those able to teach through the medium of Welsh, particularly in priority areas. It also includes funds for the development of new provision and increasing the use of technology-enhanced -learning, for some co-ordination within and collaboration between HEIs, for staff development, and for marketing, market research and stimulating demand.

[4] To maintain current activity and infrastructure beyond 2010/11 would require a recurrent funding stream of at least £2.5M to replace the short-term support provided by RCF and One-Wales funding. This is on the assumption that institutional subscriptions (£100K) and the HEFCW core funding of around £460K continues. However, HEFCW is aware that if, as a result of the economic conditions, its grant-in-aid is reduced, then this may impact adversely on all its allocations to the sector. The budget of £2.5m is also dependent on funding for the new teaching posts scheme (see A6 below), as it does not provide for continuation of the teaching fellowship scheme over the longer-term.

¹ This figure has been estimated by taking the proportion which Welsh language and literature credits represent of Humanities credits recorded for 2007/08 and applying it to the core teaching funding for humanities for 2008/09.

² This figure has been estimated by calculating the core teaching funding for the Welsh medium credits for 2006/07 which were used in the calculation of the Welsh medium premium for 2008/09.

³ The Welsh medium premium is calculated from the average of the two most recent years of HESA data, in this case 2005/06 and 2006/07.

[5] We believe that a growth in the numbers studying at least part of their course in HE through the WM could be substantial with a well-organised coherent plan and adequate funding. The target of 50% growth over a five-year period, as discussed in the report, is realistic. The target of a 100% growth after 10 years would be a huge challenge but one worthy of consideration.

[6] In order to kick start many areas of the national development plan funds are needed to support the employment of teaching staff, for a fixed development period, and until the student demand is sufficient to make the provision sustainable. At the same time student bursaries are required to generate demand in areas of national priority. Table A2 shows the resources believed by the Board to be necessary for new development. Column [a] refers to the academic year. Column [b] represents the cost of twenty teaching posts per annum, for a five-year period. It is assumed that, on average, each post costs a total of £50k per annum, including on-costs. However, some may be for a period shorter than five years and some may be part time, as appropriate to deliver the intended outcomes. These costs grow for five years and then stabilise as the early appointments move onto the normal payroll of the HEIs thus releasing funds for further new developments. It would lead to the equivalent of 100 new WM staff after five years and up to 200 after ten years. Some support costs are included in Column [c] to cover, for example, new teaching material, software, translation service etc. The bursaries for students are included in Column [d]. It is assumed that there will be 100 per annum on average, each worth £1,000, for a three-year period, though some may be for a shorter or longer periods, depending on the course. There is a small increase in administrative costs reflected in Column [e]. Column [f] gives the total cost of new developments. The central cost in Column [g] is the base cost of the former CWMHE/HESG which should now be in the form of a recurrent grant,. The total support and development costs are shown in Column [h] and is the sum that would be administered through the Coleg Ffederal.

Table A2**Coleg Ffederal Support and Development Costs**

Year [a]	Strategic Development Posts [b]	Support Cost [c]	Bursaries [d]	Additional Administrative Cost [e]	Total Development Cost [f]	Central Cost [g]	Total [h]
1	1M	0.125M	0.1M	0.075M	1.3M	3M	4.3M
2	2M	0.25M	0.2M	0.15M	2.6M	3M	5.6M
3	3M	0.40M	0.3M	0.20M	3.9M	3M	6.9M
4	4M	0.50M	0.3M	0.20M	5.0M	3M	8.0M
5	5M	0.60M	0.3M	0.20M	6.1M	3M	9.1M
6	5M	0.60M	0.3M	0.20M	6.1M	3M	9.1M

[7] Table A3 shows the HEFCW teaching funding associated with WM credits delivered. Column [a] is the sum of Rows [a] and [b] for 2008/09 from Table [A1]. The sum associated with the credits on which the HEFCW premium is paid (i.e., excluding Welsh language and literature) is again shown in Column [b] and the premium in Column [c]

[8] Table A3 assumes that a 50% increase in the take up of Welsh medium credits after five years is uniformly distributed leading to the increased sum of associated core funding [d] and additional premium [e]. The total HEFCW resource associated with WM provision is shown in Column [f]. (Note: it has been assumed that the numbers studying Welsh language and literature stay unchanged over the period; any additional growth here would lead to an increase in [e] and [f].) It should be noted that the increase in Column [a] does not mean an increase in cost to HEFCW, as it simply represents a shift from non-WM to WM credits. The growth in the premium, however, would put an extra demand on HEFCW's core funding. This could necessitate a reduction in the standard unit of funding for teaching across the board for all funded credits (English medium and Welsh medium) in order to be able to afford the premium payments.

Table A3**HEFCW core funding associated with Welsh medium credits**

	Based on 2008/09 figures					
	Current Welsh language and literature and other subjects through the medium of Welsh	Current other subjects through the medium of Welsh only	Current Welsh medium premium	Additional Core	Additional premium	Total
	[a]	[b]	[c]	[d]	[e]	[f]= a+c+d+e
	£	£	£	£	£	£
Year 1	5.89M	4.31M	1.45M	0.0M	0.0M	7.34M
Year 2				0.431M	0.145M	7.916M
Year 3				0.862M	0.290M	8.492M
Year 4				1.293M	0.435M	9.068M
Year 5				1.724M	0.580M	9.644M
Year 6				2.155M	0.725M	10.22M

[9] Table A4 presents the total cost of the Coleg Ffederal and HEFCW core funding associated with WM provision in HEIs in Wales. Table A4 refers to the academic year (August to July) and the figures are presented in terms of the Assembly Government financial year in Table A5. The total reaches £19.32M after a five-year period. From this point onwards the Coleg Ffederal costs stabilise while the number of students taking WM credits continues to increase. It is emphasized that the figures presented assume that the payment of the WM premium continues and all figures are at current levels with no allowance for inflation.

Table A4

Total Costs (£M)
(50% growth by end of Year 5)

Column 1	Column 2	Column 3	Column 4	Column 5
Academic Year	Coleg Ffederal: Central & Development Funding	HEFCW Core & Premium	Total	New money Required
1	4.3	7.34	11.64	1.3
2	5.6	7.92	13.52	2.6
3	6.9	8.41	15.31	3.9
4	8.0	9.10	17.10	5.0
5	9.1	9.64	18.74	6.1
6	9.1	10.22	19.32	6.1

Table A5

Coleg Ffederal Total Cost and HEFCW Core & Premium Funding
Financial year basis (April to March)

Financial Year	Coleg Ffederal Core & Development	HEFCW Core & Premium	Total	New money required
	[a]	[b]	[c]	[d]
09-10				0.035
10-11	2.58	4.404	6.984	0.78
11-12	5.08	7.688	12.768	2.08
12-13	6.38	8.214	14.594	3.38
13-14	7.56	8.824	16.384	4.56
14-15	8.66	9.424	18.084	5.66
15-16	9.1	9.988	19.088	6.1

Annex 4

Timetable for actions

<u>September 2009</u>	<u>April 2010</u>	<u>September 2010</u>	<u>April 2011</u>	<u>September 2011</u>
Continue work of WMHESG/CWMHE	Release funding for legal fees etc.	Council starts operating	Consider all CFfC issues	CFfC fully operational
HEW/HEFCW form Shadow Council		Approve Strategic Plans/Schemes	Release grants to HEIs	
Prepare legal memorandum	Finalise memorandum	Update national plan	Support HEIs to appoint staff	
Prepare funding agreement with HEFCW	Finalise agreement with HEFCW	Approve grants for HEIs	Finalise student bursaries	
Prepare incorporation of of CWMHE/WM HESG and consider management and staffing arrangements	Finalise staffing arrangements			
Prepare to appoint Council Chair	Appoint Chair	WAG to approve funding		
Prepare to appoint Council members	Appoint Members	Consider students for bursaries		
Release funding for legal and administrative costs, etc				