



Comisiynydd y
Gymraeg
Welsh Language
Commissioner

Welsh Language Commissioner's Standards Report – Section 64 Welsh Language (Wales) Measure 2011

National Park Authorities

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1. Background and context

The principal aim of the Welsh Language Commissioner, an independent organization established under the Welsh Language (Wales) Measure 2011, is to promote and facilitate the use of Welsh. This entails raising awareness of the official status of the Welsh language in Wales and imposing standards on organizations. This, in turn, will lead to the establishment of rights for Welsh speakers.

Two principles will underpin the Commissioner's work:

- in Wales, the Welsh language should be treated no less favourably than the English language
- persons in Wales should be able to live their lives through the medium of Welsh if they choose to do so.

On 6 January 2014 the Welsh Government published a document entitled 'Proposed standards relating to the Welsh language'.¹ These proposed standards have been developed to impose duties upon county councils and county borough councils in Wales, national park authorities and Welsh Ministers.

In introducing the document, the following was noted by the Welsh Government:

The Standards have been drafted with the principles of reasonableness and proportionality in mind. With regards to some services, we have developed a selection of standards that vary in terms of the level of provision that must be provided.²

This document formed the basis for the Welsh Language Commissioner's standards investigation and the Welsh Government's exercise to collect evidence to prepare a Regulatory Impact Assessment.

¹ <http://wales.gov.uk/docs/dcells/publications/140106-consultation-on-standards-relating-to-the-welsh-language-en.pdf>

² <http://wales.gov.uk/docs/dcells/publications/140106-consultation-on-standards-relating-to-the-welsh-language-en.pdf>

2. Standards investigation in relation to national park authorities

In accordance with section 62 of the Welsh Language (Wales) Measure 2011, an exploration notice was presented on 6 January 2014 for the attention of all national park authorities. An exploration notice is a notice in writing, stating the Welsh Language Commissioner's intention to carry out a standards investigation, and which specifies the subject matter of the standards investigation. The Commissioner may not carry out a standards investigation unless she has given an exploration notice to each relevant person (organization), at least 14 days before beginning the investigation.

The subject of this standards investigation was to determine which standards (if any) should be specifically applicable to all national park authorities (whether or not the standards are already specified by the Welsh Ministers under section 26(1)).

The period of this standards investigation commenced on 27 January 2014. It ended on 18 April 2014.

As part of this standards investigation, information was collected from all national park authorities. This was done by receiving a completed questionnaire. Alongside the process of collecting evidence from all relevant persons, evidence was collected from the Advisory Panel and the public.

A public questionnaire was placed on the Welsh Language Commissioner's website. The purpose of this questionnaire was to provide members of the public with an opportunity to note what they felt was reasonable for the organizations to do and to provide in Welsh, considering the requirements involved in the proposed standards published by the Welsh Government on 6 January 2014. Notices were placed in the national press during the standards investigation period drawing the public's attention to this questionnaire. Furthermore, a video was launched in order to provide an introduction to the statutory process, and to provide guidance to the public on how to respond to the standards investigations.

3. Reasonableness and proportionality

In accordance with section 63 (1) Welsh Language (Wales) Measure 2011, the Commissioner must have regard to the need to secure that requirements for persons to comply with standards by virtue of section 25(1) are not unreasonable or disproportionate.

In carrying out a standards investigation, the Commissioner must consider the following:

- (a) whether, in respect of each of the activities specified in Schedule 9 which a person carries out, it is reasonable and proportionate for service delivery standards to be specifically applicable to a person, and
- (b) as respects each such activity, if it is reasonable and proportionate for service delivery standards to be specifically applicable to a person, conclude that service delivery standards should be specifically applicable to a person in relation to that activity.

In considering the question of reasonableness and proportionality, it should be noted that the Measure places a duty upon Welsh Ministers to secure that regulations provide for service delivery standards relating to all of the activities specified in Schedule 9 to be specifically applicable to a person if, and to the extent that, the person carries out those activities.

But Welsh Ministers need not secure that regulations provide for service delivery standards to be specifically applicable to a person in relation to an activity specified in Schedule 9 if, or to the extent that:

- (a) a standards report under section 64 indicates that it would be unreasonable or disproportionate for service delivery standards to be specifically applicable to a person in relation to that activity, or
- (b) Welsh Ministers think it would be unreasonable or disproportionate for service delivery standards to be specifically applicable to a person in relation to that activity.

This does not prevent regulations from providing for other service delivery standards to be specifically applicable to a person.

By making regulations under this Measure exercisable by statutory instrument, the Commissioner is authorised to give a compliance notice to a person.

A compliance notice is a notice given to a person by the Commissioner which:

- (a) sets out, or refers to, one or more standards specified by the Welsh Ministers under section 26 (1), and

(b) requires a person to comply with the standard or standards set out or referred to.

The Welsh Language Commissioner will consider the evidence provided in reaching a decision on the content of a compliance notice given to a person.

The fact that a standard is made specifically applicable to a person does not mean that there is a duty to comply with that standard. A duty to comply with a standard is only in force if the Commissioner gives a compliance notice to the person, and that the notice states that particular standard.

The Welsh Language Commissioner will consult with the person before giving the person a compliance notice. The failure of a person to participate in a consultation will not prevent the Commissioner from giving the person a compliance notice.

After the Welsh Language Commissioner has given a compliance notice to a person, that person may apply to the Commissioner asking her to determine whether or not the requirement to comply with that standard, or to comply with it in that respect, is unreasonable or disproportionate. Should the Commissioner inform the person that the requirement to comply with the standard is not unreasonable or disproportionate, they have the right under the Measure to appeal to the Tribunal for determination.

The Welsh Language Commissioner's Criteria

In reaching a conclusion on the subject of this standards investigation, in accordance with the requirements outlined in Part 4, Chapter 8 of the Measure, the following criteria were considered alongside the evidence received as part of the standards investigation:

- Is the organization liable to be required to comply with standards – does the organization come within Schedule 5 and also within Schedule 6, or does it come within Schedule 7 and also within Schedule 8?
- Is the class of standard (service delivery; policy making; operational; record keeping; promotion) potentially applicable to the organization?
- Does the organization carry out the activity³ in question?
- Has the organization already undertaken to provide the activity or action in question, in part or in full, via its statutory language scheme or Welsh language policy?
- Does the organization already provide the service in Welsh (whether this corresponds exactly to the requirements included in the standard or not), or carrying out the activity in accordance with the standard?
- Does the majority of other organizations within the same sector provide services in Welsh, or carry out the activity?
- Are there any other reasons, for or against, making the standard specifically applicable to the organization?

³ This condition will be considered in respect of service delivery standards only.

4. Evidence received from national park authorities

Evidence was received from each of the national park authorities. The evidence consisted of 136 questions in a questionnaire, as well as further evidence that included publications, policies and materials already produced bilingually by the organizations.

All responses were read individually and software was also used to record and analyse the evidence and identify general themes. Regular meetings were held amongst officers of the Welsh Language Commissioner to analyse the evidence received from organizations as part of the standards investigation, along with the current Welsh language schemes commitments of the the organizations concerned.

An average percentage of the commitments in the Welsh language schemes of the organizations concerned is provided in this section, which correspond to the standards for each activity.

When analysing current Welsh language schemes commitments against the standards, it should be noted that it was not possible to correspond many of the standards in relation to service delivery activities due to the detailed nature of the standards published by the Welsh Government. In some circumstances, it is possible that national park authorities are committed to, or comply with the requirement, but that it is not stated explicitly in their Welsh language schemes. For consistency, those standards were not recorded as corresponding commitments when analysing.

A summary is given of the evidence received from all organizations. The evidence submitted included information regarding what activities are carried out by the organizations in question, what activities they carry out through the medium of Welsh and to what degree they can comply with the standards.

Service delivery standards

Activity 1: Correspondence

Standards for correspondence [1-8]

3 of the 3 organizations (100%) noted that they carried out the activity in question. Of those, 3 organizations (100%) noted that they carried out the activity in Welsh.

When analysing the current commitments of the Welsh language schemes of all organizations concerned, on average, 83% of the commitments corresponded to the standards in relation to correspondence.⁴

⁴ Average percentage of commitments within the organizations' Welsh language schemes, which correspond to the standards for each activity.

However, Pembrokeshire Coast National Park Authority Authority noted that the standard involving electronic signatures in Welsh could cause confusion, as it would give the impression that the officer in question could speak Welsh. However, the authority noted that the standard could be possible if suitable wording was agreed upon, which would enable correspondents to differentiate between members of staff who are fluent in Welsh and members of staff who are learning Welsh or who are non-Welsh speakers.

Snowdonia National Park Authority expressed concern regarding standard 8. They noted that they were of the opinion that the standard was not necessary as the authority's everyday activities naturally supported the principle. Also, the practicality of implementing the standard was questioned, suggesting that consideration should be given to producing a quality mark or logo such as the current Working Welsh logo to be used to support the principle rather than statements.

The majority of national park authorities did not object to the requirements in relation to this activity. However, Brecon Beacons National Park Authority noted that their view was that making the standards in question specifically applicable would not be reasonable or proportionate, because of the financial cost implications in terms of complying should any correspondence with individuals have to be completely bilingual. However, they noted that they already complied with some of the proposed standards. 2 of the 3 organizations (67%) noted that they were of the opinion that making a selection of these standards in relation to this activity specifically applicable to them was reasonable and proportionate.

Activity 2: Telephone calls Standards for telephone calls [9-18]

3 of the 3 organizations (100%) noted that they carried out the activity in question. Of those, 2 of the organizations (67%) noted that they carried out the activity through the medium of Welsh. Brecon Beacons National Park Authority noted that they partially carried out the activity in question through the medium of Welsh.

In evaluating current commitments within the organizations' Welsh language schemes, on average, 83% of the commitments corresponded to the standards in relation to telephone calls.⁵

Some organizations expressed concern regarding their ability to comply with some of the telephone calls standards. Pembrokeshire Coast National Park Authority Authority noted that it would be very difficult to provide a fully bilingual service sometimes, due to lack of staffing resources within the Customer Services team and because of difficulties in recruiting bilingual staff. However, it was confirmed that they had a protocol in place to assist them in dealing with Welsh calls when a Welsh speaker was not available on the

⁵ Average percentage of commitments within the organizations' Welsh language schemes, which correspond to the standards for each activity.

switchboard. Also, the Authority noted that they do not currently use an automatic system (standard 18) to steer members of the public through a specific procedure, but that the answering service on the switchboard is fully bilingual.

2 of those organizations (67%), namely Brecon Beacons National Park Authority and Snowdonia National Park Authority expressed concern regarding standard 16. Brecon Beacons National Park Authority noted that the standard could be misleading because of the number of staff who would currently be able to deal with Welsh calls. As in the case of standard 8, Snowdonia National Park Authority noted that this standard was unnecessary bearing in mind that their position supported this principle naturally. The practicality of the standard was questioned again, suggesting that consideration should be given to producing a quality mark or using the current Working Welsh logo to support the principle rather than use statements.

Activity 3: Helplines and call centres Standards for helplines and call centres [19-25]

None of the organizations noted that they carried out the activity in question. Consequently, none of the organizations noted that they carried out the activity in question through the medium of Welsh.

In evaluating current commitments within the organizations' Welsh language schemes, on average, 10% of the commitments corresponded to standards in relation to helplines and call centres.⁶ These commitments referred to the Welsh service of the customer contact centre provided by Pembrokeshire Coast National Park Authority. This type of centre was mentioned in relation to this activity rather than general telephone calls.

1 of the 3 organizations (33%), namely Brecon Beacons National Park Authority, noted that they were of the opinion that making the standards in question specifically applicable would not be reasonable or proportionate. The other two authorities did not provide a response to this question.

Activity 4: Personal meetings Standards for personal meetings [26-29]

3 of the 3 organizations (100%) noted that they carried out the activity in question. Of those, 2 of the 3 organizations (67%) noted that they carried out the activity in question through the medium of Welsh. Brecon Beacons National Park Authority noted that they did not carry out the activity through the medium of Welsh. However, they confirmed, should someone express the wish to have a personal meeting in Welsh, the officers would provide a Welsh speaker in order to facilitate this.

⁶ Average percentage of commitments within the organizations' Welsh language schemes, which correspond to the standards for each activity.

In evaluating current commitments within the organizations' Welsh language schemes, on average, 75% of the commitments corresponded to the standards in relation to personal meetings.⁷

Pembrokeshire Coast National Park Authority and Snowdonia National Park Authority expressed concern regarding standards 26, 28 and 29. The practicality of standard 26 was questioned, with Pembrokeshire Coast National Park Authority noting that their headed paper already stated that they welcomed correspondence in Welsh and English and that changing it to include a statement regarding delay would have implications in terms of financial costs, and that it would not be possible to use the supply of headed paper already available. Snowdonia National Park Authority again noted that they were of the opinion that the standard was unnecessary, highlighting the need to consider using the quality mark or Working Welsh logo rather than statements. Both organizations noted that there would be financial cost implications should they have to comply with standards 28 and 29. They added to this, noting that offering a simultaneous translation service from English to Welsh was not common practice, therefore there was no demand for it.

Brecon Beacons National Park Authority noted that jobs in areas where it is known that there are Welsh speaking residents, have already been designated as Welsh essential and that it is possible for those post holders to hold personal meetings in Welsh when appropriate. However, the authority noted some concern regarding their ability to comply with standard 27 in other areas, noting that they would make every effort to provide Welsh speakers, but if that was not possible, a translator would have to be provided to enable this (in accordance with standards 28 and 29).

Activity 5: Public meetings Standards for public meetings [30-38]

3 of the 3 organizations (100%) noted that they carried out the activity in question. Of those, 2 of the organizations (67%) noted that they carried out the activity through the medium of Welsh. Brecon Beacons National Park Authority noted that they did not carry out the activity through the medium of Welsh.

In evaluating current commitments within the organizations' Welsh language schemes, on average, 93% of the commitments corresponded to the standards in relation to public meetings.⁸

Although Pembrokeshire Coast National Park Authority was committed to providing simultaneous translation facilities when they knew about the need to speak Welsh before hand, they note that they are of the opinion that having to provide this facility at every meeting is unreasonable and disproportionate, especially when meetings are held

⁷ Average percentage of commitments within the organizations' Welsh language schemes, which correspond to the standards for each activity.

⁸ Average percentage of commitments within the organizations' Welsh language schemes, which correspond to the standards for each activity.

in more Anglicised areas.

Brecon Beacons Park Authority noted that there would be resource implications if they received many requests to use Welsh in meetings. Similarly, the authority stated that there would be financial cost implications if they had to comply with standards 37 and 38.

Snowdonia National Park Authority raised similar questions regarding the practicality of standard 34 as they did with standards 8, 16 and 26.

Activity 6: Publicity and advertising Standards for publicity and advertising [41]

2 of the organizations (67%) noted that they carried out the activity in question. Of those, both organizations noted that they carried out the activity in question through the medium of Welsh. Snowdonia National Park Authority noted that they did not carry out the activity in question. However, Snowdonia National Park Authority's Welsh language scheme notes that advertisements, publicity materials, exhibitions, information boards and public surveys are all prepared in Welsh or in Welsh and English.

In evaluating current commitments within the organizations' Welsh language schemes, on average, 67% of the commitments corresponded to the standard in relation to publicity and advertising.⁹

Pembrokeshire Coast National Park Authority noted that a hard copy of their newspaper, mainly aimed at visitors from outside Wales, should be excluded from this standard, although they agreed to publish a fully bilingual electronic version. Otherwise, producing a fully bilingual hard copy would lead to a newspaper with less information.

Brecon Beacons National Park Authority noted that they could not post information in Welsh on social media at present as there were no Welsh speakers in their Communications team. The authority noted that a translator would not be able to carry out the work as they would not understand the nuances used to the same extent. It was also noted that there was currently a delay in getting Welsh translations for the website, as most web editors were English speakers.

Snowdonia National Park Authority did not offer any further comments regarding this question, as they had noted that they did not carry out the activity in question.

⁹ Average percentage of commitments within the organizations' Welsh language schemes, which correspond to the standards for each activity.

Activity 7: Public exhibitions

Standards for public exhibitions [42]

3 of the 3 organizations (100%) noted that they carried out the activity in question. Of those, 3 organizations (100%) noted that they carried out the activity in Welsh.

When analysing the current commitments in the Welsh language schemes of all the organizations in question, on average, 100% of the commitments corresponded to the standard in relation to public exhibitions.¹⁰

All the organizations (100%) noted that these standards were standard practice and that making the standards in relation to this activity specifically applicable to them, would be reasonable and proportionate.

Activity 8: Publications

Standards for publications [43-45]

3 of the 3 organizations (100%) noted that they carried out the activity in question. Of those, 2 organizations (67%) noted that they carried out the activity through the medium of Welsh. Brecon Beacons National Park Authority noted that they did not carry out the activity through the medium of Welsh. However, in the evidence received, they noted that many of the publications listed in standard 43 were available bilingually.

When analysing the current commitments of the Welsh language schemes of all organizations in question, on average, 67% of the commitments corresponded to the standards in relation to publications.¹¹

Pembrokeshire Coast National Park Authority and Brecon Beacons National Park Authority expressed concerns regarding complying with standard 43, specifically with regard to agendas, minutes and other papers for meetings, conferences or seminars. The reasons for this included financial cost implications of translating, printing and posting, stricter timescales which could lead to more problems if the publication of documents had to be put on hold so that they can be translated. Pembrokeshire Coast National Park Authority explained that being able to comply with standard 43 more gradually would be more reasonable, in order to be able to make sufficient provision in future budgets.

Snowdonia National Park Authority noted dissatisfaction with standard 44 as they were of the opinion that it weakened the Welsh language provision that was already available. However, it was noted that the standard would be applicable to them if every assessment confirmed the need for a Welsh version of a publication.

⁹ Average percentage of commitments within the organizations' Welsh language schemes, which correspond to the standards for each activity.

¹¹ Average percentage of commitments within the organizations' Welsh language schemes, which correspond to the standards for each activity.

Activity 9: Forms

Standards for forms [46-49]

3 of the 3 organizations (100%) noted that they carried out the activity in question. Of those, 3 organizations (100%) noted that they carried out the activity in Welsh.

In evaluating current commitments within the organizations' Welsh language schemes, on average, 67% of the commitments corresponded to the standards in relation to forms.¹²

No strong objections were received to the requirements attached to the standards. All the organizations (100%) noted that making standards in relation to this activity specifically applicable to them would be reasonable and proportionate.

Activity 10: Websites and online services

Standards for websites and online services [50-52]

3 of the 3 organizations (100%) noted that they carried out the activity in question. Of those, 3 organizations (100%) noted that they carried out the activity in Welsh.

In evaluating current commitments within the organizations' Welsh language schemes, on average, 67% of the commitments corresponded to the standards in relation to websites and online services.¹³ It should be noted that Welsh language schemes have not ordinarily covered apps due to the fact that such platforms were not readily available or common practice at time of agreement.

A positive response was received to this question from Pembrokeshire Coast National Park Authority and Snowdonia National Park Authority, with both organizations noting that they already complied with the standards.

Brecon Beacons National Park Authority noted that they aspire to comply with standards 50 and 51, and that the Authority was already considering establishing a translation framework agreement so that the content of websites, which have already been translated in full, do not date. However, they would need time to comply so that the necessary frameworks could be established. As regards apps and standard 52, the authority noted that visitor apps were already bilingual, but that the apps intended for internal use were only available in English, and that it wouldn't be reasonable to translate these unless there was a specific reason for doing so.

¹² Average percentage of commitments within the organizations' Welsh language schemes, which correspond to the standards for each activity.

¹³ Average percentage of commitments within the organizations' Welsh language schemes, which correspond to the standards for each activity.

Activity 11: Signs

Standards for signs [53-57]

3 of the 3 organizations (100%) noted that they carried out the activity in question. Of those, 3 organizations (100%) noted that they carried out the activity in Welsh.

In evaluating current commitments within the organizations' Welsh language schemes, on average, 93% of the commitments corresponded to the standards in relation to signs.¹⁴

2 of those organizations (67%), namely Brecon Beacons National Park Authority and Snowdonia National Park Authority noted that making standards in relation to this activity specifically applicable to them would be reasonable and proportionate. Pembrokeshire Coast National Park Authority noted that making a selection of the standards in relation to this activity specifically applicable to them would be reasonable and proportionate.

The three organizations noted that their signs were already bilingual and Snowdonia National Park Authority stated that they could fully comply with all these standards.

Pembrokeshire Coast National Park Authority noted that they already complied with these standards and complied in part with standard 56. Similarly, Brecon Beacons National Park Authority noted that they could comply with the standards, but that they did not comply with standard 56 as their current Welsh language scheme noted that English should be placed so that it is read first. Consequently, both these organizations objected to standard 56 with both noting that the standard should only be applicable to new signs and that any existing signs that do not comply with the standards be changed when the need to do so arises.

Activity 12: Welcoming visitors

Standards for welcoming visitors [58-62]

3 of the 3 organizations (100%) noted that they carried out the activity in question. Of those, 3 organizations (100%) noted that they carried out the activity in Welsh.

When analysing the current commitments of the Welsh language schemes of all organizations in question, on average, 67% of the commitments corresponded to the standards in relation to welcoming visitors.¹⁵

All the organizations (100%) noted that making standards in relation to this activity specifically applicable to them, would be reasonable and proportionate, and Snowdonia National Park Authority noted that they had a sufficient number of Welsh speaking staff to be able to implement these standards without any difficulty.

¹⁴ Average percentage of commitments within the organizations' Welsh language schemes, which correspond to the standards for each activity.

¹⁵ Average percentage of commitments within the organizations' Welsh language schemes, which correspond to the standards for each activity.

However, Pembrokeshire Coast National Park Authority noted that it would sometimes be very difficult to provide a fully bilingual service as they only had one member of staff in the Customer Services team who was fluent in Welsh, together with two learners. It was also noted that the authority had faced difficulties in recruiting bilingual staff in the past. Similarly, Brecon Beacons National Park Authority noted that they could meet the standards most of the time, but that it would be difficult to guarantee that during periods of illness or leave.

Activity 13: Official notices

Standards for official notices [63-65]

3 of the 3 organizations (100%) noted that they carried out the activity in question. Of those, 2 organizations (67%) noted that they carried out the activity in question through the medium of Welsh. Brecon Beacons National Park Authority noted that they did not carry out the activity through the medium of Welsh. However, in the evidence received from them, it was noted that the authority publishes planning site notices as well as statutory notices involving the publication and audit of the annual statement of accounts bilingually.

In evaluating current commitments within the organizations' Welsh language schemes, on average, 78% of the commitments corresponded to the standards in relation to official notices.¹⁶

Pembrokeshire Coast National Park Authority and Snowdonia National Park Authority confirmed that they already complied with the requirements of these standards as they corresponded to commitments in their current language schemes.

Brecon Beacons National Park Authority noted that it was not standard practice for them to issue official notices in Welsh at present. Therefore, concern was expressed in terms of the financial costs should they have to comply with these standards in the future, especially as their publication costs were already high. The authority also noted that the few notices that are published bilingually places the English text so that it is read first, in accordance with their current Welsh language scheme.

Activity 14: Awarding grants

Standards for awarding grants [66-69]

3 of the 3 organizations (100%) noted that they carried out the activity in question. Of those, 3 organizations (100%) noted that they carried out the activity in Welsh.

In evaluating current commitments within the organizations' Welsh language schemes,

¹⁶ Average percentage of commitments within the organizations' Welsh language schemes, which correspond to the standards for each activity.

on average, 92% of the commitments corresponded to the standards in relation to awarding grants.¹⁷

A positive response was received to the standards for awarding grants, with all organizations (100%) confirming that the requirements were already current practice, and that they were reasonable and proportionate in principle.

Activity 15: Awarding contracts

Standards for awarding contracts [70-73]

3 of the 3 organizations (100%) noted that they carried out the activity in question. Of those, 2 of the organizations (67%) noted that they carried out the activity in question through the medium of Welsh. Brecon Beacons National Park Authority noted that they did not carry out the activity through the medium of Welsh. Despite this, in the evidence received from them, it was noted that they often asked contractors for evidence that they are able to deliver elements of the project in Welsh, but they have not asked for presentations in Welsh.

When analysing the commitments of the current Welsh language schemes of all the organizations in question, on average 67% of the commitments corresponded to the standards in relation to awarding contracts.¹⁸

Pembrokeshire Coast National Park Authority did not object to these standards as they noted that every invitation to tender for contracts valued over £25,000 is currently published on the Welsh Government's website, sell2wales, and that they tend to take tenders from the approved list of contractors whose language choice is already known to them, for tenders lower than this amount. Snowdonia National Park Authority did not object to these standards either as they noted that they could implement them fully.

Brecon Beacons National Park Authority noted that they often asked contractors for evidence that they can deliver elements of the project in Welsh, but that they had not asked for presentations in Welsh. The authority explained that compliance with these standards would lead to resource implications and would extend timescales. However, they noted that they would be happy to comply with standards 71 to 73 when the work put out to tender is intended, at least partially, to be delivered through the medium of Welsh. In relation to tenders where the Welsh language is not an essential qualification, they note that they would be happy to receive applications prepared bilingually, in Welsh or in English.

¹⁷ Average percentage of commitments within the organizations' Welsh language schemes, which correspond to the standards for each activity.

¹⁸ Average percentage of commitments within the organizations' Welsh language schemes, which correspond to the standards for each activity.

Activity 16: Raising awareness of Welsh language services that are available
Standards for raising awareness of Welsh language services
that are available [74-77]

3 of the 3 organizations (100%) noted that they carried out the activity in question. Of those, 3 organizations (100%) noted that they carried out the activity in Welsh.

In evaluating current commitments within the organizations' Welsh language schemes, on average 58% of the commitments corresponded to the standards in relation to raising awareness of the Welsh language services that are available.¹⁹

Although Pembrokeshire Coast National Park Authority noted that they could comply with all these standards, they also noted that this would have financial implications, and that they would have to find a budget for it via other scarcely funded services. Brecon Beacons National Park Authority noted that it would be possible to comply with these standards on the whole, but that they would need some time to be able to comply with standard 74.

Snowdonia National Park Authority added that the authority operated completely bilingually, and therefore they believed that statements noting which services are available in Welsh in accordance with standards 74 and 76 were unnecessary as every service is available in Welsh. The authority also stated that it was not clear what was required under section 77, noting that having to maintain a database to prove compliance created an unnecessary bureaucratic burden for them.

Additional service delivery standards to those listed in Appendix 9

Activity 17: Public events
Standards for public events [39-40]

3 of the 3 organizations (100%) noted that they carried out the activity in question. Of those, 2 organizations (67%) noted that they carried out the activity through the medium of Welsh. Brecon Beacons National Park Authority noted that they did not carry out the activity through the medium of Welsh.

In evaluating current commitments within the organizations' Welsh language schemes, on average 50% of the commitments corresponded to the standards in relation to public events.²⁰

Pembrokeshire Coast National Park Authority noted that it would be difficult to comply with standard 40 as not every member of staff who works in the appropriate centres speaks Welsh. However, it is noted that they have a protocol in place where those members of staff can phone another Welsh speaking member of staff for assistance,

¹⁹ Average percentage of commitments within the organizations' Welsh language schemes, which correspond to the standards for each activity.

²⁰ Average percentage of commitments within the organizations' Welsh language schemes, which correspond to the standards for each activity.

when a Welsh speaker is not available at the event itself.

Brecon Beacons National Park Authority noted that it organized two major public events every year, in the form of a fair. Although all publicity materials are published bilingually, they noted that they cannot insist that external companies participate in Welsh.

Snowdonia National Park Authority explained that they do not ask those who attend public meetings whether they wish to contribute in Welsh, as they do not need to do so. It was noted that these meetings are held through the medium of Welsh and that authority officers communicate in Welsh to enable attendees to contribute in Welsh if they wish to do so. It was also noted that they provide a simultaneous translation service at every such meeting.

Activity 18: Corporate identity and branding Standards for corporate identity and branding [78]

3 of the 3 organizations (100%) noted that they carried out the activity in question. Of those, 3 organizations (100%) noted that they carried out the activity in Welsh.

In evaluating current commitments within the organizations' Welsh language schemes, on average, 83% of the commitments corresponded to the standard in relation to corporate identity and branding.

The 3 organizations confirmed that they were of the opinion that it would be reasonable and proportionate to make this standard specifically applicable to them.

Activity 19: Courses Standards for courses [79-81]

3 of the 3 organizations (100%) noted that they carried out the activity in question. Of those, 3 organizations (100%) noted that they carried out the activity in Welsh.

When analysing the current commitments of the Welsh language schemes of all organizations concerned, on average, 78% of the commitments corresponded to the standards in relation to courses.²²

Pembrokeshire Coast National Park Authority expressed concern regarding the practicality of these standards. They note that they currently provide activities for schools and other groups in their chosen language, and make every effort to ensure that training is carried out through the medium of Welsh when requested. However, they note that they are restricted by the small number of Welsh speaking staff who can deliver such a service, and therefore, they note that the requirement to carry out an education

²¹ Average percentage of commitments within the organizations' Welsh language schemes, which correspond to the standards for each activity.

²² Average percentage of commitments within the organizations' Welsh language schemes, which correspond to the standards for each activity.

or training course in accordance with the findings of the assessment mentioned in standard 81 would be more practical than the requirement to hold every course in Welsh.

Snowdonia National Park Authority also expressed significant concerns regarding these standards. The authority provides three distinct types of courses: internal training for staff, which entails buying in a course or purchasing the service of an expert; public courses which include attendees from Britain and abroad; and courses for schools, including schools from outside Wales. Therefore, and similar to Pembrokeshire Coast National Park Authority, they note that they are of the opinion that only standard 81 is practical for them to implement.

Brecon Beacons National Park Authority note that they already offer all courses provided by them through their Education Service bilingually. They also note that the authority provides training to private businesses in the tourism sector, in English only so far, but that it would be possible to provide simultaneous translation if they received a request for this in Welsh.

Activity 20: Public announcement systems Standards for public announcement systems [82-83]

0 of the 3 organizations (0%) noted that they carried out the activity in question. Consequently, none of the organizations noted that they carried out the activity in question through the medium of Welsh.

When analysing the current commitments of the Welsh language schemes of all organizations concerned, on average, 0% of the commitments corresponded to the standards in relation to public announcement services.²³

As none of the organizations had noted that they carried out the activity in question, none of the organizations answered the question regarding whether making the standards specifically applicable to them would be reasonable and proportionate. However, in the further questions posed to the organizations in question, Pembrokeshire Coast National Park Authority confirmed that making standards in relation to this activity specifically applicable to them, would be reasonable and proportionate.

Activity 21: Databases Standards relating to databases [84-85]

All the organizations (100%) noted that they carried out the activity in question. Of those, 2 of the organizations (67%) noted that they carried out the activity through the medium

²² Average percentage of commitments within the organizations' Welsh language schemes, which correspond to the standards for each activity.

²³ Average percentage of commitments within the organizations' Welsh language schemes, which correspond to the standards for each activity.

of Welsh. Pembrokeshire Coast National Park Authority noted that they did not carry out the activity in relation to the Welsh language.

When analysing the current commitments of the Welsh language schemes of all organizations concerned, on average, 33% of the commitments corresponded to the standards in relation to databases.

Pembrokeshire Coast National Park Authority noted that it was not possible to comment on whether standard 84 should be applicable to this authority without knowing exactly how it was intended to gather information about the language choice of the persons who wished to take part in the service's activities. The authority noted that individual circumstances can change, noting that a person might prefer to discuss general matters in Welsh, but more complex or technical matters in English, therefore they noted that it would be more practical to ask about language choice every time they contact a person.

Both Brecon Beacons National Park Authority and Snowdonia National Park Authority noted that they have no standard method of keeping a record of the language choice of individuals. To that effect, they noted that there would be implications in terms of financial costs and staffing resources should they have to comply with these standards. Both expressed strong objection to the standards, with Brecon Beacons National Park Authority stating that they are of the opinion that it would not be possible to justify such costs, bearing in mind the financial restrictions that the authority is currently facing.

Similar to Pembrokeshire Coast National Park Authority, Snowdonia National Park Authority expressed concerns regarding the practicality of the database, as individual circumstances can change, depending on the subject. Snowdonia National Park Authority also claimed that such a database would not be used as the officers would depend on their personal understanding, which would mean that having to comply with the standards would create an unnecessary and ineffectual burden for them.

Policy making standards [86-94]

All the organizations noted that the policy making standards, in principle, were current practice and that they operated in accordance with them, to varying degrees, through their Welsh language schemes.

2 of the organizations (67%) namely Brecon Beacons National Park Authority and Pembrokeshire Coast National Park Authority, confirmed that they consulted when making policy decisions, with 1 of the 3 organizations (33%), namely Snowdonia National Park Authority, noting that they did not do so at present.

Pembrokeshire Coast National Park Authority confirmed that it was standard practice for them to ensure that policy makers are required to consider any implications that the

matter under consideration could have on the Welsh language. It was confirmed that the process of consulting on the Local Development Plan was extensive, with over 1500 organizations/individuals consulted. Consideration is given to public opinion before the policies are adopted, and a further report on the way in which the officers dealt with the comments received is published after the consultation.

Additionally, it was stated that it is was developing a more robust process of assessing impact, making it a requirement for authorities to consider the impact of the subject on each of the protected characteristics, including the Welsh language. If the perceived impact is considered to be serious enough, this could lead to conducting a consultation exercise with the public. However, they believed that a requirement for the authority to consult the public on every policy would be unreasonable and disproportionate.

Brecon Beacons National Park Authority has a monitoring form for all the authority's reports for them to consider the impact of the proposals on each of the protected characteristics, including the Welsh language. If the proposal was likely to have a large impact, the authority would conduct a full impact assessment which would include public consultation. In support of this, it was confirmed that the Local Development Plan includes a statement on protecting the Welsh language.

Brecon Beacons National Park Authority noted that it already undertakes standards 92, 93 and 94 as a result of the procedures established through its Sustainable Development Fund, and therefore it is able to comply with these requirements.

Snowdonia National Park Authority confirmed that it already complies with all the requirements regarding the policy making standards.

Operational standards [95-120]

Standards for using the Welsh language in internal administration [95-100]

With regard to standard 95, all the organizations (100%) noted that they currently operate in accordance with this standard fully or partially. Snowdonia National Park Authority said they provide all the documents noted in standard 95 if the employee or worker so wishes. Brecon Beacons National Park Authority stated that documents which outline job descriptions and/or objectives are produced bilingually. Similarly, Pembrokeshire Coast National Park Authority stated that employment contract documents, worker contracts for services and documents outlining job descriptions and/or objectives are currently produced bilingually.

In response to standard 96, Snowdonia National Park Authority stated that it publishes all the documents listed in standard 96 in Welsh. Pembrokeshire Coast National Park Authority and Brecon Beacons National Park Authority stated that they didn't publish any

documents listed in standard 96 in Welsh. However, Pembrokeshire Coast National Park Authority added that the authority would publish the documents referred to in Welsh at the request of employees.

In response to standards 97-100, all the organizations (100%) stated that it would be possible for them to comply with the requirements concerning meetings noted in standards 97 and 98 in Welsh. Regarding the standards involving simultaneous translation, all the organizations confirmed they would provide a translation service if they were requested to do so.

Standards for ICT and support materials [101-104]

In response to the proposed standards for ICT and support materials, 2 of the 3 organizations (67%) stated they have an intranet system. Of those, Snowdonia National Park Authority was the only one which stated that they have a Welsh intranet system, including the interface and the menus. 2 of those organizations (67%), Snowdonia National Park Authority and Pembrokeshire Coast National Park Authority, stated that they provide Welsh language spell check and grammar checking systems for employees and workers. In addition, 2 of the organizations (67%) explained that they provide Welsh interfaces for software where an interface already exists.

In submitting their evidence, Pembrokeshire Coast National Park Authority stated that producing a bilingual interface would entail a lot of work and costs, and this would have to be incorporated in the IT team's work programme. It was noted that it would require time to input the information in order to comply with this standard [104]. Similarly, Brecon Beacons National Park Authority noted the cost requirements in terms of the software and the additional ongoing support costs.

Snowdonia National Park Authority confirmed that it already implements standards 101 to 104.

Standards for Welsh language skills – planning and training the workforce [105-110]

Confirmation was given that none of the national park authorities currently implement a formal Welsh language skills strategy.

All organizations (100%) stated that they offer opportunities for their employees and workers to receive training in the Welsh language during and outside working hours. 2 of the 3 organizations (67%), namely Brecon Beacons National Park Authority and Pembrokeshire Coast National Park Authority, stated that they offer training courses for their employees and their workers to develop an awareness of the Welsh language.

None of the national park authorities noted that they provide training courses to develop an understanding of the requirements of the organization to implement a Welsh language scheme, nor an understanding of using the Welsh language in the workplace. However, every national park authority stated that it provided information to raise the awareness of their employees and their workers in respect of the Welsh language in every induction course.

2 of those organizations (67%), namely Brecon Beacons National Park Authority and Pembrokeshire Coast National Park Authority, stated that they are committed fully or partially to standard 110.

Standards for recruiting [111-115]

As in the case of the standards for planning and training the workforce, there was no objection to the requirements attached to standards 111-115 (recruitment). All the organizations noted that the standards for planning and training the workforce, in principle, were current practice and that they operated in accordance with them through their Welsh language schemes.

It was confirmed that all aspects of the requirements attached to standard 112 were done routinely at present. All national park authorities stated that they do not provide space for the applicant to note that they would like to be interviewed in Welsh on application forms at present. However, Brecon Beacons National Park Authority and Pembrokeshire Coast National Park Authority confirmed that they ensure that interviews are conducted in Welsh, or that a simultaneous translation service is available, when an applicant requests this.

Snowdonia National Park Authority confirmed that all interviews for jobs are conducted in Welsh with some English questions in order to assess the applicant's English language skills. In addition, it was noted that a simultaneous translation service was available in the interview if needed. Therefore, they were not of the opinion that standards 113 to 115 were relevant to them.

Standards for signs, publications and audio messages [116-119]

All organizations (100%) stated that the signs displayed inside the organization's buildings are in Welsh.

Standards for announcements and audio messages [120]

All 3 organizations confirmed that they did not make any announcements or issue any audio messages inside the organization's buildings, similar to public address systems [82-83].

Promotion Standards [121-125]

Similar to operational standards, the requirements attached to the promotion standards are not a general expectation in the current Welsh language schemes of the organizations. However, in response to the questions regarding promotion standards as part of the standards investigation, several examples of promotion activities already undertaken by the organizations on a voluntary basis were cited.

None of the national park authorities noted that they had an organizational strategy to promote and facilitate the use of the Welsh language on a wider scale. However, various examples of activities they undertake to promote and facilitate the use of the Welsh language on a wider scale were received. These included holding events in Welsh as part of their annual programme of events, together with working closely with local schools.

Pembrokeshire Coast National Park Authority noted that they did all that they could to promote and facilitate the use of the Welsh language on a wider scale, within the resources it had. However, they were of the opinion that the work of preparing and reviewing a strategy (Standards 124 and 125) was disproportionate to the additional benefits provided by such a strategy.

As part of the evidence received from the Brecon Beacons National Park Authority, it was noted that they had not received requests, nor complaints alleging they had failed to fund initiatives to promote the Welsh language, stating that should they receive such requests, they would be given due consideration.

Snowdonia National Park Authority referred to the substantial reduction in its budget from the Welsh Government over the next two financial years, stating that it was unlikely that it would be possible to fund any new or external activity in the community to promote and facilitate the use of the Welsh language. They stressed that the use of the Welsh language within the Authority would not be affected in any way by these cuts.

Record keeping standards [126-134]

All the organizations noted that the record keeping standards, in principle, were current practice and that they operated in accordance with them through their Welsh language schemes. The Welsh language schemes of all the organizations contain commitments to provide a yearly monitoring report for the attention of the Welsh Language Commissioner, as well as to keep a record of complaints received regarding the implementation of their language schemes.

Brecon Beacons National Park Authority stated that they only keep records of letters which the authority receives at present. In addition, they confirmed that they did not have a procedure in place to monitor information about the language in which an e-mail message is received, and that they was not aware of an automatic way of doing this.

Snowdonia National Park Authority was of the opinion that the record keeping standards were aimed at authorities which are not totally bilingual and that the requirements do not reflect their circumstances. They confirmed that random checks were carried out on a regular basis during the year, which included mystery shopper telephone calls and written enquiries to Information Centres and the authority's main receptions. Similarly, it was noted that all the authority's publications were checked before they were published, with a sample of letters and e-mails being checked on a quarterly basis.

Apart from a complaints database, Snowdonia National Park Authority confirmed that they did not have any other databases for recording the language choice of customers. It was noted that the majority of the authority's customers were visitors who contact external staff, therefore it was not practical for them to maintain a database. As regards customers who regularly contact the main office (i.e. persons without a specific enquiry), it was noted that members of staff check case files e.g. planning applications to see the customer's preferred language. They further noted that developing a database would create an unreasonable bureaucratic burden.

Pembrokeshire Coast National Park Authority was of the opinion that it would be unreasonable to have to monitor all activities referred to in Standard 126, as the current staff already shoulder more responsibilities due to the cuts in the budget and the opportunities to expand are very few and far between. However, it was noted that it would be possible to conduct random checks on a quarterly basis to ensure compliance with the standards.

5. Evidence received from members of the public

409 responses were received from members of the public to the standards investigations carried out by the Welsh Language Commissioner. 182 responses to the standards investigation were received by individuals who chose to complete the questionnaire provided for them by the Welsh Language Commissioner on the website. 227 further responses were received based on a template of a standard response published for use by Cymdeithas yr Iaith Gymraeg on its website; in this case, 225 of the responses were the same apart from 2 of them, which were variations on the original. In 15 cases, responses were received from individuals twice. This happened because individuals responded via the Commissioner's consultation as well as completing Cymdeithas yr Iaith Gymraeg's template. The Commissioner has noted every response received. A full list of respondents who were willing for their responses to be published can be seen at Appendix A.

Figure 1 indicates from where the respondents came according to their group and geographical location.

Figure 1 Number of responses to the standards investigation by location²⁵

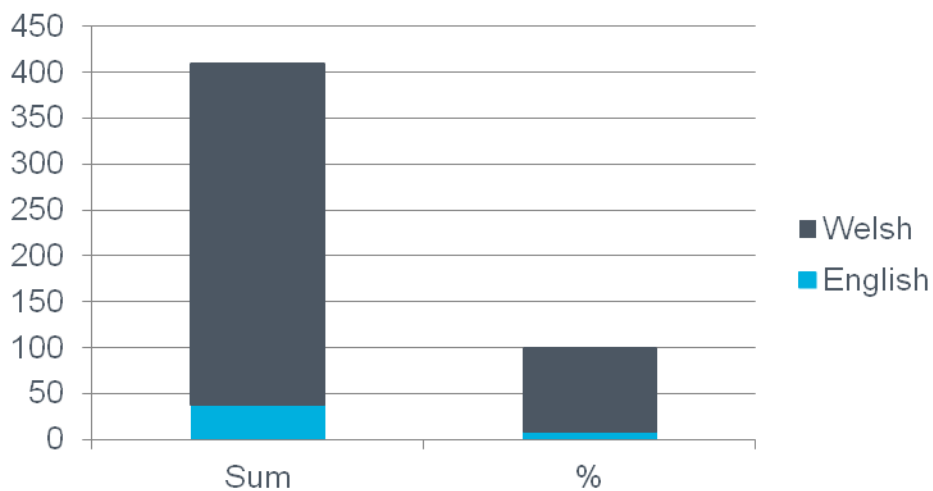
Locations	Number	Percentage (%)
Swansea	7	2
Blaenau Gwent	8	2
Vale of Glamorgan	8	2
Caerphilly	3	1
Newport	4	1
Neath Port Talbot	10	2
Ceredigion	56	14
Conwy	14	3
Cardiff	54	13
Gwynedd	72	18
Merthyr Tydfil	3	1
Bridgend	4	1
Powys	19	5
Rhondda Cynon Taf	15	4
Pembrokeshire	2	0

²⁵ These statistics include all the responses received via the questionnaire, together with the Cymdeithas yr Iaith Gymraeg template.

(Continued) Locations	Number	Percentage (%)
Denbighshire	17	4
Monmouthshire	2	0
Carmarthenshire	50	12
Flintshire	13	3
Torfaen	14	3
Wrexham	5	1
Isle of Anglesey	18	4
Outside Wales	6	4
No information	5	1
Total	409	100

Of the 409 responses received from members of the public, 371 were in the Welsh language. 38 responses were received in English by members of the public (see Figure 2 below).

Figure 2 Number of responses to the standards investigation by language²⁶



The public's response to the subject matter of the standards investigation

Service Delivery Standards

In seeking the public's opinion regarding the reasonableness and proportionality of the requirements attached to the service delivery standards, they were asked to respond to the following question in the questionnaire:

Do you agree or disagree that the organizations in question should conduct the activities set down below in the Welsh language, in order to enable you as a member of the public to use the Welsh language in the following situations?

In answering this question as part of the questionnaire, the public were given the opportunity to respond per activity within the scope of the service delivery standards. These included activities noted in Schedule 9, Welsh Language (Wales) Measure 2011, together with some additional activities for which standards have been drawn up and which were published within the Welsh Government's proposed standards document. Figures 3 and 4 indicate the variety of the responses received.

Figure 3 Response to question 1 of the questionnaire - Service Delivery Standards (Activities designated in Schedule 9, Welsh Language (Wales) Measure 2011)

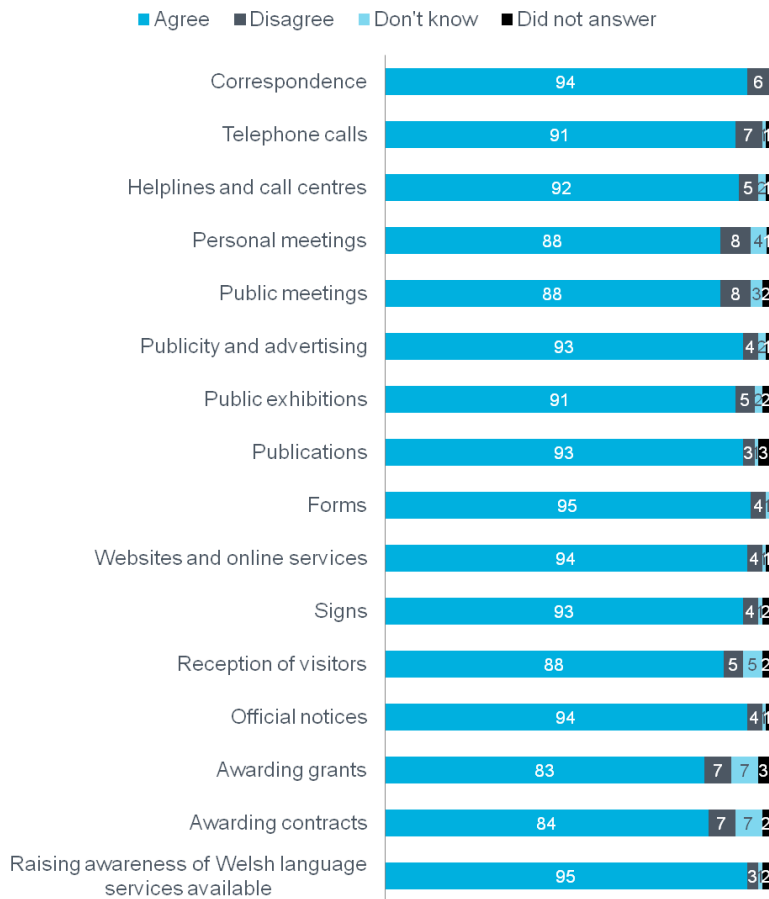
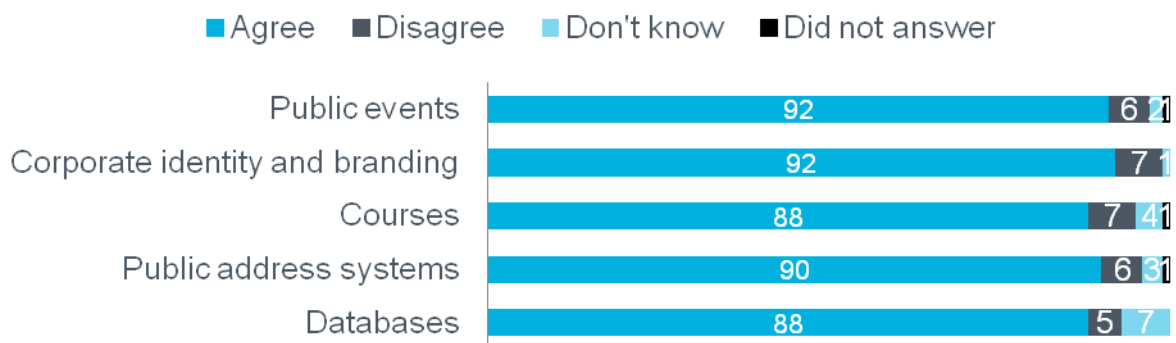


Figure 4 Response to question 2 of the questionnaire - Service delivery standards (Additional activities to those listed in Schedule 9, Welsh Language (Wales) Measure 2011)



Policy making standards

In seeking the public's opinion regarding the reasonableness and proportionality of the requirements attached to the policy making standards, they were asked to respond to the following question in the questionnaire:

Do you agree or disagree that the policy decisions of the organizations in question should improve the opportunities for you to use the Welsh language and ensure better treatment for the Welsh language?

Of the 182 that responded via the questionnaire on our website, 97% (177) had answered this question. Of the 177 that responded, 93% (164) agreed that the policy decisions of the organizations in question should consider the effects of their policy decisions, and secure, or contribute towards securing better opportunities for persons to be able to use the Welsh language and also to ensure better treatment for the Welsh language.

The figure below indicates how members of the public responded to that question:

Figure 5 Response to question 3 of the questionnaire - Policy making standards ²⁶



Operational standards

In seeking the public's opinion regarding the reasonableness and proportionality of the requirements attached to the operational standards, they were asked to respond to the following question in the questionnaire:

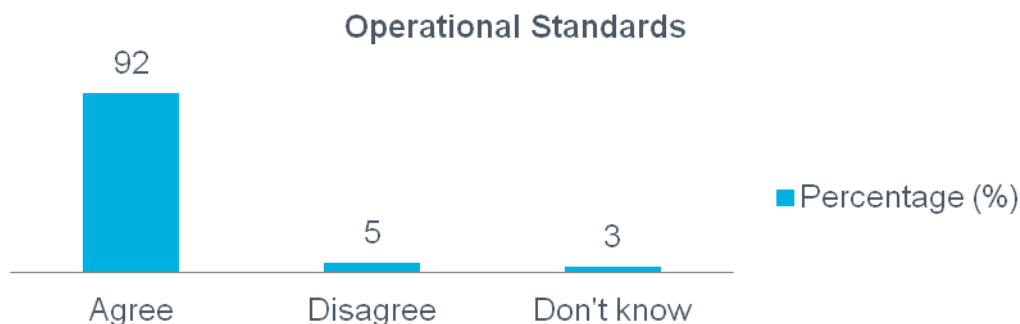
Do you agree or disagree that the organizations in question should have to facilitate the use of the Welsh language in accordance with the operational standards?

Of the 182 that responded via the questionnaire on our website, 99% (180) had answered this question. Of the 180 that responded, 92% (166) agreed that the organizations in question should have to facilitate the use of the Welsh language in accordance with the definition of the operational standards in the Welsh Language (Wales) Measure 2011.

²⁶ It is noted that these statistics relate to respondents who had answered this question

The figure below indicates how members of the public responded to that question:

Figure 6 Response to question 4 of the questionnaire - Operational standards²⁷



Record keeping standards

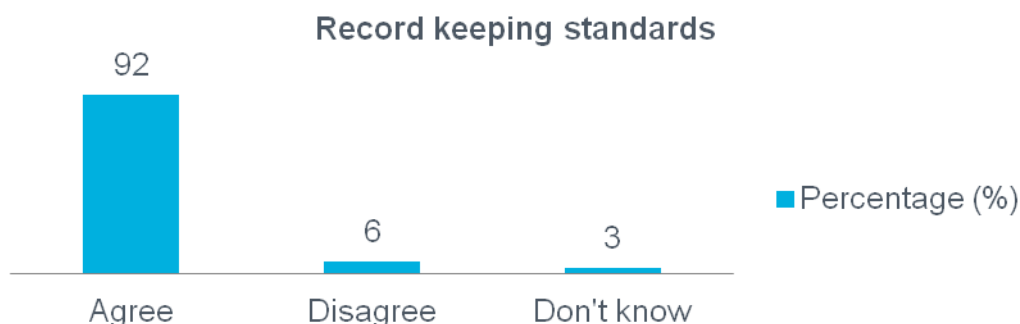
In seeking the public's opinion regarding the reasonableness of the requirements attached to the record keeping standards, they were asked to respond to the following question in the questionnaire:

Do you agree or disagree that the organizations in question should have to keep a record of how they adhere to the Welsh language standards and keep a record of complaints?

Of the 182 that responded via the questionnaire on our website, 98% (178) had answered this question. Of the 178 that responded, 92% (163) agreed that this duty should be imposed on the organizations in question.

The figure below indicates how members of the public responded to that question:

Figure 7 Response to question 5 of the questionnaire - Record keeping standards²⁸



²⁷ It is noted that these statistics relate to respondents who had answered this question

²⁸ It is noted that these statistics relate to respondents who had answered this question

Promotion standards

In seeking the public's opinion regarding the reasonableness and proportionality of the requirements attached to the promotion standards, they were asked to respond to the following question in the questionnaire:

Do you agree or disagree that the organizations in question should promote and facilitate the Welsh language more widely as noted in the promotion standards?

Of the 182 that responded via the questionnaire on our website, 99% (180) had answered this question. Of the 180 that responded, 90% (162) agreed that the organizations should have to facilitate and promote the Welsh language more widely.

The figure below indicates how members of the public responded to that question:

Figure 8 Response to question 6 of the questionnaire - Promotion standards²⁹



Further Comments

As well as providing responses to specific questions on the subject of the standards investigation, the public were given the opportunity to note any additional standards they believed should be set down and made specifically applicable to the organizations in question, together with any further comments relevant to this standards investigation.

Of the 182 that responded via the questionnaire on our website, 34% (62) provided additional comments to be considered by the Welsh Language Commissioner as part of the standards investigation.

Figure 9 Further comments provided by members of the public



²⁹ It is noted that these statistics relate to respondents who had answered this question.

General comments

The responses were supportive and welcomed the concept of developing standards in order to see clear rights for Welsh speakers, with regard to Welsh services.

Similarly, there was considerable eagerness to ensure that the standards set were clear, robust and understandable to ordinary people. A number of the comments noted that there was a need for the standards specified to be ambitious and ones which would enable the organizations in question to develop and strengthen the provision available through the existing language schemes over time.

Outlined below are the main themes of the responses received that were in favour:

- The need to ensure that none of the proposed standards are weaker than the Welsh language schemes of the organizations in question
- The lack of standards to ensure that services that are contracted out are provided in Welsh
- The lack of higher tier standards that would ensure that more bodies moved towards internal administration in Welsh
- The need to ensure that the active offer is used as a policy tool in highlighting services to people
- Limited scope of the policy making standards

Some responses were received from members of the public expressing a general objection to language duties. Others noted that any duties imposed on organizations should reflect the needs of the areas served by the organizations.

Outlined below are the main themes of the responses received that were against:

- The need to ensure that the policy of imposing duties upon organizations to comply with standards regarding the Welsh language reflects the needs of the majority of the people of Wales
- The need to consider the present economic climate, and the way in which public money is spent on the Welsh language
- The need for standards to be imposed that reflected the number of Welsh speakers, together with the demand there is for Welsh services within areas, using the latest figures published in the 2011 Census
- The need to consider the appropriateness and reasonableness of imposing a single and consistent standard across organizations

6. Evidence received by the Welsh Language Commissioner's Advisory Panel

Evidence was received from the Advisory Panel in accordance with the requirements outlined in section 63 (3) of the Welsh Language (Wales) Measure 2011.

The responses received from the Advisory Panel showed support for the purpose of the proposed standards namely to realise the fundamental objectives of the Welsh Language (Wales) Measure 2011, that Welsh is an official language in Wales and that it should not be treated less favourably than English.

The Panel was of the opinion that the reasonableness and proportionality of making the standards specifically applicable to the relevant organizations should be considered alongside the context. That, in their view, included the intention of the legislation and the desire of the legislature in terms of the legal status of the Welsh language; the size of the organizations in question, their involvement with the public and the difference between imposing standards and the timetable for compliance with those standards.

It was added that reasonableness and proportionality could be considered in two ways; the setting of different standards for organizations in different areas of Wales reflecting the linguistic nature of the relevant areas or to set common standards across Wales stating different imposition days regarding when organizations will be required to comply with standards e.g. that an organization where an element of staff training is needed in order to comply with a standard could have more time to comply with the standard than an organization where appropriate staff resources are already available. The Panel was strongly of the opinion that the second method was the most appropriate, considering that ensuring better consistency between organizations in terms of providing Welsh language services is one of the main objectives of the Welsh Language (Wales) Measure 2011.

Service Delivery Standards

The Panel agreed that service delivery standards relating to all the activities should be made specifically applicable to all national park authorities, enabling members of the public to use the Welsh language in the situations in question.

Policy Making Standards

The proposed policy making standards were welcomed by the Panel in general. However, the Panel was of the opinion that a further explanation was needed on the exact requirements attached to the policy making standards. It was also noted that there is a need for assurance on whether the requirement on organizations will be to maintain or in fact develop their policies further in order to ensure better treatment of the Welsh language.

The Panel agreed that the policy decisions of all national park authorities should improve the opportunities for persons to use Welsh and ensure better treatment for the Welsh language, and that policy making standards should be made specifically applicable to them.

Operational Standards

The Panel agreed that all national park authorities should have to facilitate the use of the Welsh language in accordance with the operational standards, and that the operational standards should be made specifically applicable to them.

Record Keeping Standards

The Panel agreed that all national park authorities should keep a record stating how they adhere to other specific standards, and keep a record of complaints. The conclusion was reached that record keeping standards should be made specifically applicable to them.

Promotion Standards

The Panel agreed that all national park authorities should facilitate and promote use of the Welsh language more widely and that the operational standards to be made specifically applicable to them.

7. Conclusions of the Standards Investigation

General Comments

The following conclusions were reached on the basis of the evidence received by the national park authorities, the public and the Advisory Panel on the subject matter of the standards investigation, in addition to independent evidence collected by the Welsh Language Commissioner in relation to the organizations' Welsh language schemes.

It is noted in the Explanatory Memorandum on the Welsh Language (Wales) Measure 2011 that one of the main objectives of the legislation was to modernize and build on the system of Welsh language schemes created under the 1993 Act. Similarly, it is noted that the aim of the Welsh Government in legislating was to ensure better consistency between organizations, especially between organizations in the same sector, in terms of providing Welsh language services.

Similarly, we note that section 42 of the Measure imposes a duty on Welsh Ministers to ensure that regulations provide service delivery standards relating to each of the activities specified in Schedule 9 specifically applicable to the organization if and to the extent that the organization, do those activities.

However, it should be noted that they do not have to do so if the Commissioner indicates in a standards report, or if the Welsh Ministers are of the opinion that it would be unreasonable or disproportionate for service delivery standards to be specifically applicable to an organization in relation to that activity. It should be noted that this section in the Measure does not prevent regulations under section 39 from providing that other service delivery standards to be specifically applicable to organizations.

In accordance with the above, if the standards investigation identifies that an organization carries out the activity³⁰, be that to a lesser or a greater extent, the Welsh Language Commissioner will conclude that all standards relating to that activity should be made specifically applicable. These conclusions were reached due to the fact that the standards introduced by the Welsh Government are interdependent on each other within the scope of the activity.

We also note that the way in which an organization delivers a service under an activity can change in the future and that it would be necessary to adapt to reflect that by varying the compliance notice, rather than going back to regulations.

However, where evidence exists that an organization does not undertake an activity at all, whether by means of evidence acquired as part of the standards investigation, or by other means, the Welsh Language Commissioner will conclude that standards in relation to that activity should not be specifically applicable to it.

³¹ A service delivery activity as defined in section 28 of the Welsh Language (Wales) Measure 2011.

The Welsh Language Commissioner will consider the evidence provided in order to reach a decision on the content of compliance notices issued to organizations under section 44 of the Welsh Language (Wales) Measure 2011.

Standards that should be made specifically applicable to national park authorities

Service delivery standards

As a result of carrying out this standards investigation, and on the basis of the evidence received, the Commissioner has reached the conclusion that national park authorities should be able to deliver services in relation to the activities specified in Schedule 9. Similarly, the conclusion was reached that national park authorities should be able to deliver services in addition to those listed in Schedule 9.

Although the challenges noted by national park authorities in respect of a number of service delivery standards is acknowledged, the Commissioner has reached the conclusion that there is a need to clearly differentiate between the commitments of an organization (what is expected of them) and performance (to what extent they comply with those expectations at present). Every Welsh language scheme carries the full authority of the organization when agreeing its content. Not to specify standards that are equal to those commitments and to make them specifically applicable to the organizations in question would be a step back and go against the intention of the Welsh Language (Wales) Measure 2011. We note that performance, as well as to what degree the organization can comply with a standard at a specific period in time is a practical matter. Those degrees can improve, deteriorate or remain the same. The Welsh Language Commissioner is of the opinion that commitments should meet the needs of the Welsh language users they serve, with a reasonable timetable set down for dealing with any challenges that exist.

Where questions are raised by national park authorities regarding the feasibility of some of the standards in the evidence presented, the Welsh Language Commissioner has outlined these in section 4 of the report. Where ambiguity exists regarding the exact requirements of some standards, Welsh Ministers should ensure that regulations make it completely clear to the organization and to service users what exactly would be expected if they were required to comply with a standard.

The Welsh Language Commissioner has reached the conclusion that Welsh Ministers should secure that regulations provide for service delivery standards in relation to the activities below to be specifically applicable to all national park authorities.

- correspondence
- telephone calls
- helplines and call-centres
- personal meetings
- public meetings
- publicity and advertising
- public exhibitions
- publications
- forms
- websites and on-line services
- signage
- welcoming visitors
- official notices
- awarding grants
- awarding contracts
- raising awareness of Welsh language services that are available
- public events
- corporate identity and branding
- courses
- database

However, as outlined in Part 4 of the report, it appears that there is a lack of clarity on the exact definition of the standards for public address systems. All national park authorities confirmed that they did not carry out the activity. However, it is unclear whether announcements made in lifts would fall under the definition of this activity. Welsh Ministers should ensure that there is clarity on the exact definition of this activity when specifying standards.

If announcements as mentioned above were to fall within the scope of the activity, the Welsh Language Commissioner has reached the conclusion that Welsh Ministers should secure that regulations provide for service delivery standards in relation to the activity below to be specifically applicable to all national park authorities.

- public address systems

No national park authorities carried out the activity below.

- helplines and call centres

The Welsh Language Commissioner has reached the conclusion that standards regarding the above activity should not be specifically applicable to national park authorities.

Some national park authorities objected to standards which elevated the Welsh language, mainly in relation to signs. Apart from the cost and practical reasons, a number of them objected to the principle of putting the Welsh language first. Discussing the principles which form the basis of the proposed standards is not the primary function of this standards report.

Policy making standards

As a result of carrying out this standards investigation, and on the basis of the evidence received, the Commissioner has reached the conclusion that it is reasonable and proportionate for the policy decisions of national park authorities should improve the opportunities for persons to use Welsh and ensure that the Welsh language is not treated less favourably than English.

The Commissioner's reasons for reaching that conclusion is that there is already an expectation on national park authorities to assess the linguistic implications of new policies, strategies and initiatives, during the process of their creation and review. The required measures that form the basis for the content of Welsh Language Schemes can be seen in the form of statutory guidelines approved before the House of Commons [Guidelines for the Form and Content of Language Schemes were approved by the UK Parliament on 19 July 1995]. It is specified in those guidelines that organizations should specify the measures the organization proposes to take when assessing the impact of new policies, strategies and initiatives and when implementing them.

The Welsh Language Commissioner has reached the conclusion that Welsh Ministers should secure that regulations provide for policy making standards to be specifically applicable to all national park authorities.

Operational standards

Section 30 of the Welsh language (Wales) Measure 2011 states that the meaning of operational standards are:

a standard that is intended to promote or facilitate the use of the Welsh language

- (i) by A in carrying out A's relevant activities
- (ii) by A and another person in dealings between them in connection with A's relevant activities, or
- (iii) by a person other than A in carrying out activities for the purposes of, or in connection with, A's relevant activities

In response to the comments, the Welsh Language Commissioner collected evidence regarding the internal administration commitments within current Welsh Language schemes, organizational policies and policy statements.

It's important to state that there has been no requirement on organizations to include a commitment on the language policy of their internal administration so far. The organizations choose to do this and choose to include a commitment in a language scheme or as a matter of policy.

With the arrival of the operational standards a statutory incentive is highlighted in this area and for the first time in Wales. However, this practice is not new as many of the organizations use the Welsh language as their main or only administrative language. Where this does not occur, there are departments, such as education departments, which use the Welsh language extensively. Therefore in some areas the practice of working through the medium of Welsh is one which can be implemented. The evidence encompasses the following:

- o policy on the workplace's official language - with a range of policy scales attached to that.
- o training;
- o the practical expectations as organizations conduct their internal administration;
- o policy of promoting further opportunities to use the Welsh language;
- o policy of offering choice or of giving staff linguistic rights (which is sometimes qualified)
- o internal signs policy
- o schemes to encourage and support staff to use the Welsh language
- o commitments to embrace a positive culture towards using the Welsh language internally
- o practical support resources and IT facilities which support using the Welsh language and mentoring schemes
- o progress monitoring methods on many levels
- o policies for the 'internal customer' e.g. human resources forms.

The Welsh Government's policy statements in this respect are also positive and over the years the Government has actioned several projects focussing on the internal use of the Welsh language, particularly in its offices in Llandudno and Aberystwyth. As part of the recommendations presented in the Welsh Communities Report, a report recently commissioned by the Welsh Government, it was noted that 'targets should be agreed with relevant agencies in respect of expanding the bilingual workforce and internal bilingual operations within the scope of Welsh Language Standards.'³¹

The Welsh Language Commissioner recognizes that some elements attached to the operational standards are new to the organizations in question, and so inevitably they

would need time in order to ensure full compliance with the requirements. However, it should be noted that a number of the requirements are expected from organizations under current Welsh language schemes. These include specifying measures to ensure that workplaces which have contact with the public in Wales seek access to sufficient and appropriately skilled Welsh speakers; measures to identify those posts where the ability to speak Welsh is considered to be essential and those where it is considered to be desirable together with measures to assess the need for training and to provide it for employees.

To that end, and based on the evidence received, the Commissioner concludes that it is reasonable and proportionate for national park authorities to enable persons to carry out their relevant activities through the medium of Welsh. Regarding those elements that are not embedded in the Welsh language schemes of the organizations in question, the Welsh Language Commissioner has reached the conclusion that it would be reasonable and proportionate to allow adequate time for organizations to comply with those new requirements.

The Welsh Language Commissioner has reached the conclusion that Welsh Ministers should secure that regulations provide for operational standards to be specifically applicable to all national park authorities.

Record keeping standards

As a result of carrying out this standards investigation, and on the basis of the evidence received, the Welsh Language Commissioner concludes that national park authorities should note how they propose to adhere to the standards on which they are expected to comply, along with complaints. It is a requirement under the organizations' Welsh language schemes to determine actions to be taken to publish information on the organization's performance against the statutory requirements. That was confirmed by the evidence that was received, with every organization noting that the record keeping standards, in principle, is current practice.

Record keeping standards note what an organization must keep in the form of a record of its activity in respect of other specified standards. The record keeping standards as they stand do not detail what must be collected.

There are other provisions in the legislation regarding monitoring arrangements and reporting requirements for the standards system (Section 27 - Supplementary Provisions). These arrangements and requirements will be specified in regulations as they go before the National Assembly for Wales. The Measure notes the following:

- (4) Standards specified under section 26(1), or regulations under section 26(2), may, among other things, deal with any or more of the following —
 - (a) the preparation, by persons who are under the duty in section 25 to comply

with standards, strategies or plans setting out how they propose to comply with the standards;

- (b) procedures to be followed by persons who are under the duty in section 25 to comply with standards;
- (c) the collection of information by persons who are under the duty in section 25 to comply with standards, including information about the use of Welsh and the use of English in relation to a particular conduct;
- (d) information to be made available to the Commissioner;
- (e) monitoring arrangements and publicity requirements;
- (f) reporting requirements.

In summary, section 27 of the Measure outlines how a person is expected to comply with standards.

Beyond the elements noted above, the Commissioner must draw up an Enforcement Policy. The Welsh Government policy document 'Inspection, Audit and Regulation'³², explains that the role of inspectors is to "investigate independently using professional expertise and legal powers". This is supplemented by the Crerar Report on inspection in Scotland which notes that the role of external inspectors is to provide independent assurance that services are being managed well and are fit for purpose. According to Crerar, the five main principles are public focus, independence, proportionality, transparency and accountability. Crerar's proposals are consistent with the principles of Hampton which note that inspection should take place on the basis of risk; that inspections should not be carried out for no reason and that regulators should be able to provide authoritative and accessible advice.

There is also an acknowledgement that it is not possible for inspection bodies to oversee everything service providers do. That is, there is an increasing expectation upon service providers to have robust internal scrutiny and audit arrangements. In addition, self-assessment plays an increasingly important role in external audit arrangements.

The Welsh Language Commissioner has reached the conclusion that Welsh Ministers should secure that regulations provide for record keeping standards to be specifically applicable to all national park authorities.

Promotion standards

As a result of carrying out this standards investigation, and on the basis of the evidence received, the Welsh Language Commissioner concludes that national park authorities should promote and facilitate the Welsh language more widely. As noted in section 4, all the organizations confirmed that they promote and facilitate the wider use of the Welsh language, by varied means.

³¹ www.wales.gov.uk/topics/welshlanguage/publications/welsh-speaking-communities-report-and-work-plan/?lang=eng

Similar to that noted regarding operational standards, the Welsh Language Commissioner has reached the conclusion that it would be reasonable to allow adequate time for organizations to comply with those new requirements.

The Welsh Language Commissioner has reached the conclusion that Welsh Ministers should secure that regulations provide for promotion standards to be specifically applicable to all national park authorities

Additional standards that should be specified and made specifically applicable to national park authorities

Section 64(3) Welsh Language (Wales) Measure 2011 notes the following:

If -

- (a) the conclusions of the investigation are (in whole or in part) that standards should be specifically applicable to P, and
- (b) any or all of those standards are not specified by the Welsh Ministers under section 26(1), the standards report must set out the standards that are not specified.

The Welsh Language Commissioner received evidence in relation to the proposed standards (those presented by the Government on 6 January 2014). The evidence indicates that certain standards are absent or brings attention to standards that should be revised. Evidence was received from the public and from organizations. Where numerous comments were made by an organization or the public on a particular Standard, current practices and commitments were investigated as well as any other evidence that was considered valid.

The Welsh Language Commissioner concludes that additional standards to the ones introduced by the Welsh Government on 6 January 2014 should be specified. Welsh Ministers should specify the following standards regarding the classes of standards noted below through regulations:

Service delivery standards

Activity: a range of standards relating to visual materials e.g. publications, notices, signs and forms

Many of the proposed standards in relation to visual materials note the following criteria for defining what is meant by ensuring that the Welsh language is not treated less favourably than the English version:

Font, format, colour, size, clarity and prominence.

The Welsh Language Commissioner has reached the conclusion that ‘quality’ and ‘timing’ should be added to that list. On some occasions the ‘publishing cost’ should also be included as a relevant criterion on the basis that not doing so would lead to a regression.

Activity: Publications

Some organizations indicated that they did not do everything listed in standard 43 (see Welsh Government's proposed standards document). On the contrary, there was concern by the public that expectations are reduced in comparison with the commitments of Welsh language schemes. Standard 43 was among those standards that was of concern.

In order to avoid regression, the Welsh Language Commissioner has reached the conclusion that the list of categories should also include the following:

- guidelines
- cards
- codes of practice
- statistical publication
- newsletters
- consultative documents
- annual reports and accounts
- minor legislation and statutory instruments
- maps
- white papers and green papers
- posters
- rules and regulations
- arrangements

Similarly, the criteria for considering what other publications that should be produced in Welsh should not be less than what is contained in the guidelines issued by the Welsh Language Board as to the form and content of Welsh language schemes e.g.

- material aimed at the general public in Wales, should be published bilingually
- consideration should be given to the size and nature of the audience, the nature of the document and how widely it is proposed to distribute it, timing, the likely demand, importance, value for money
- the Welsh publication must not be treated less favourably than the English version in terms of font, format, colour, size, clarity, prominence, quality, timing and, if relevant,

³² <http://wales.gov.uk/docs/dpsppublicationsinspectionpolicystatement/090930inspstatementen.pdf>

price.

Some national park authorities raised concerns about their ability to produce agendas, minutes and other papers for meetings, conferences or seminars that are open to persons immediately. There was no objection to the general principle in each case. The Welsh Language Commissioner believes that this element should be taken out of the list on the proposed standards concerning publications and that that they should be included in a separate standard. If it were to be kept in the current standard (43) there would be a risk that the imposition day set for the standard in its entirety would not allow for making the other publications on the list a duty sooner than that.

Welsh Ministers should specify a particular standard for publications relating to agendas, minutes and other papers for meetings, conferences or seminars that are open to persons.

Activity: Forms

Welsh Ministers should specify the following standards in regulations, in addition to standards 46-49.

Organizations must give persons the right to complete a form in Welsh only, if that is their wish.

A form must be equally as easy to obtain at distribution centres.

Where separate forms are produced, a message must be included on each form stating that it is available in the other language.

Welsh Ministers should add the following considerations when specifying standard 47 in regulations:

- Forms aimed at the general public in Wales, to be bilingual
- In all other circumstances the following will be relevant: the size and nature of the audience, the nature of the forms and how widely it is proposed to distribute it, , timing, the likely demand, importance, value for money.

Activity: Signage

Regarding standard 57, the word 'reasonable' has been included. This is strange considering the practice in question. It is not acceptable to grant a discretion within a standard.

Welsh Ministers should specify the following standard in regulations:

Any new, replacement, or temporary sign erected must contain the information to be conveyed by the sign in Welsh, and the Welsh language text must be positioned so as to be read first.

Activity: Service Delivery via joint-provision arrangements

The Commissioner considered the comments received and further research was undertaken into the nature and range of the functions of the organizations which were the subject of this investigation and any evidence enquired about or received as part of the standards investigation.

Section 7 of the standards investigation questionnaire asked about the way services are delivered and, specifically, organizations were asked to supply evidence of partnerships they had in force. Several partnerships were highlighted and reference was made to partnerships such as tourism partnerships, the Single Integrated Plan, in addition to economic partnerships.

The evidence received shows that joint service planning takes place on a strategic and operational level and that it is expected practice in some areas in particular e.g. children and young people; care, health and welfare; education; the economy; community safety and the environment. It is worth noting the following comment from the Sir Paul Williams' recent Commission³³ that:

citizens need clarification on how responsibilities are allocated amongst various organizations so that they understand their entitlement to services and how to utilize these services. They also have the right to expect continuous and co-ordinated services which together satisfy their needs, without having to negotiate or arrange such provision independently.

It was reported that service planning across complex functional boundaries can lead to poor services. A service in Welsh is open to such a risk unless specific standards are in place which impose a duty on organizations to implement an effective process when working in collaboration.

Neither the standards in respect of the activities in schedule 9 of the Welsh Language (Wales) Measure 2011, nor the additional activities, impose any duty on organizations to

consider the Welsh language in respect of cross-boundary joint planning. The policy making standards do not allow for addressing this to the expected degree and it specifically does not address the matter of accountability.

Standard(s) should be specified which impose an expectation on persons to plan services within the complex contexts that exist and ensure that the accountability is totally clear in all circumstances. Welsh Ministers will need to ensure clarity regarding the expectations in a situation where one organization has a duty to implement standards but that this is not true of others.

It was confirmed by national park authorities in response to a question within the questionnaire, that there was evidence of collaborative provision. Welsh language schemes include commitments to consider the Welsh language in partnerships.

Standard(s) should be specified which impose a duty upon an organization to set down the action taken to deliver services through the medium of Welsh when those services are delivered via joint-provision arrangements. Welsh Ministers should explain what the arrangements will be when standards are imposed on one person within a cross-organizational partnership but that all the persons will not be subject to those standards e.g. promotion standards.

Welsh Ministers should specify the following standards in regulations:

An organization must plan to deliver all services for which it is accountable so that they are, when operational, consistent with the standards to which it is required to comply with.

When an organization leads a partnership or is part of another arrangement, whether strategic or financial, it will ensure that its linguistic conduct is consistent with the five standards to which it is required to comply with.

When an organization joins a partnership or other arrangement which is led by another body, the organization's input to the partnership or arrangement will comply with the standards to which it is required to comply with, and it will encourage other parties to comply.

When an organization joins or forms a partnership or arrangement of any kind, it will ask the prospective partners for the standards to which it is required to comply with, and ensure that they operate in accordance with the highest requirements.

In commencing any collaboration arrangements, an organization must carry out an assessment in order to identify and agree the action to be taken in order to ensure that the collaboration itself does not lead to a reduction in the nature of the Welsh language service persons can expect to receive.

Activity: Personal meetings

There is evidence from the public expressing concern that the proposed standards are limited to the extent that they are concerned only with elements of administrative activity at the expense of qualitative aspects.

In relation to personal meetings, Welsh Ministers should set a standard that recognizes circumstances in which it is not possible to hold a personal meeting with an individual other than in the individual's language. The standard should note that it must be planned to meet the needs of the individual without delay. The meaning of circumstances will be where the use of a mediator or translation is neither appropriate nor moral as this would detrimentally effect the welfare of that individual.

Welsh Ministers should specify the following standard in regulations:

When planning service delivery for persons, the service must be provided entirely through the medium of Welsh, without the use of a mediator, in circumstances where not doing so would detrimentally effect the welfare of the person.

Activity: Meetings (personal, public and public events) – general matters

Welsh Ministers should specify the following standard in regulations:

The organization must greet and welcome those attending meetings verbally in Welsh.

Activity: Courses

Evidence was received from organizations that raised doubts about the definition of the standard concerned. Evidence received from the public emphasised the importance of maintaining social activities and opportunities for young people to socialize in the Welsh language.

The Welsh Language Commissioner would like to know to what extent does the proposed standards relating to courses include social activities, specifically youth clubs, within the scope of the proposed standard. If the standard does not include social activities within the scope of the standard, then the Welsh Language Commissioner has reached the conclusion that Welsh Ministers should specify an additional standard in relation to social activities. A standard of this nature should ensure that there is a duty on the organization to assess the need for delivering social activities in Welsh and to meet that need as required.

³³ <http://wales.gov.uk/docs/dpsp/publications/psgd/140120-psgd-full-report-env2.pdf>

Activity: Publicity and advertising - response methods

Welsh Ministers should specify a standard in relation to response methods for publicity campaigns in regulations on the basis that not doing so would lead to a regression:

Response methods for publicity campaigns that ensure persons are able to use the language.

Activity: Publicity and advertising - public surveys

Welsh Ministers should specify a standard in relation to conducting public surveys in Wales in regulations on the basis that not doing so would cause a regression:

Conducting public surveys in Wales in Welsh.

Activity: Awarding contracts

In order to highlight the duty which is implicit in the Welsh language (Wales) Measure 2011, Welsh Ministers should specify the following standard in relation to awarding contracts:

So that an agent or contractors carry out and deliver services in Welsh to the public on its behalf and under its supervision, an organization must ensure that the requirements upon it to comply with relevant standards are noted to contractors when making contractual arrangements and that the operational requirements of the contract are the same as the requirements upon the organization to comply with relevant standards, to the degree that they are applicable to the contract in question.

Activity: Raising awareness of Welsh language services that are available

The following requirements should be attached to standards 74-76 as that would strengthen the concept of the active offer. The Welsh Language Commissioner has reached the conclusion that the standards in question be revised on the basis of the evidence received by the public. The evidence pressed for Welsh language services being offered proactively. Some of the points set out below are based on the content of Welsh language schemes or duty in section 12 of the Welsh Language Act 1993.

The organization must:

- declare the format in which it will give publicity to the Welsh language services supplied by the organization.
- state publicly what the arrangements are for overseeing, encouraging, enabling, facilitating or supporting the use of the Welsh services provided
- give a public undertaking that it will deliver service of equal standard in the Welsh language as in the English language
- highlight the complaints procedure in respect of Welsh language standards and provide the name of a contact
- describe the actions the organization will take to seek feedback regarding experiences of Welsh medium service
- make it clear to persons, in written form and verbally, that Welsh services are available and that the responsibility for offering language choice lies with the provider every time persons come into contact with the organization.

Operational Standards

In addition to what is contained in the proposed standards, Welsh Ministers should specify operational standards which encompass and reflect the linguistic context found within all county councils and county borough councils in Wales, ensuring that there is no reduction in benefit to Welsh language users in moving from language schemes to standards. Welsh Ministers should address the following issues with a view to specifying standards. The issues below reflects the range of evidence collected when analysing the content of their Welsh language schemes.

- internal administration: an official language policy of the workplace - with a range of policy scales associated with that e.g. Welsh only, Welsh as the main language, both languages being official languages;
- language commitments when dealing with schools ;
a policy on the language medium when dealing with elected members, by delivering and administrating in accordance with the language choice of that member;
- Vocational training in accordance with the organization's official language policy; guidelines noting the practical, operational expectations as an organization carries out internal administration (in terms of language); a scheme and targets in order to promote more opportunities to use Welsh at work ;
- schemes to encourage and support staff to use the Welsh language and to foster a positive culture towards internal use of the Welsh language.

Welsh Ministers should specify the following standard in regulations:

The organization must provide a Welsh domain on the intranet which offers support materials to facilitate and support the use of the Welsh Language.

Promotion Standards

The Welsh Language Commissioner has reached the conclusion that promotion standard 124, which imposes a duty upon an organization to prepare and publish a strategy should also impose a duty to link that strategy with the organization's strategic and corporate schemes.

Record keeping standards

In respect of standard 126, the Welsh Language Commissioner has reached the conclusion that the standard should be specified in a form that is consistent with the other record keeping standards. Considering that Welsh Ministers may specify standards in respect of additional activities, a list of this kind should be avoided. The standard, as presented in the Welsh Government document, has omitted public events from the list.

In accordance with section 44 of the Measure, a compliance notice is a notice given to an organization by the Commissioner making it a requirement for them to comply with the standard or standards. It does not necessarily follow that it will be a requirement for an organization to comply with every standard made specifically applicable to them in regulations. Considering that, Welsh Ministers should alter the wording of the record keeping standards in order to reflect the fact that a compliance notice is the tool that requires an organization to comply with a standard or standards.

Welsh Ministers should specify record keeping standards in respect of the following in regulations:

- A record indicating that the duties to comply with standards that are in force and the associated arrangements to be implemented are noted at the organization's highest level and that they carry the organization's full authority when implemented.
- A record of those who bear the responsibility for co-ordinating all operational aspects of the organization's compliance with standards.
- A record of the qualifications of translators carrying out the work on behalf of the organization.

8. Next steps

In preparing this standards report, the Welsh Language Commissioner has considered all the responses submitted to the standards investigation. This report will be submitted to the following in accordance with section 64(4) Welsh Language (Wales) Measure 2011:

- all relevant persons
- Advisory Panel to the Welsh Language Commissioner
- all persons who participated in the Commissioner's consultation in accordance with section 63
- Welsh Ministers.

Alongside the standards investigations of the Welsh Language Commissioner, Welsh Ministers are expected to carry out regulatory impact assessments in respect of relevant secondary legislation they intend to create, using their own secondary legislation powers.

The Government of Wales Act 2006 notes that a Regulatory Impact Assessment is as follows:

A regulatory impact assessment is an assessment as to the likely costs and benefits of complying with relevant Welsh subordinate legislation³⁴

In this respect, a Regulatory Impact Assessment may be considered:

- a process to help Welsh Ministers to consider the effect of the proposed regulation on the interests of individuals, groups, organizations etc.
- a means of enabling Welsh Ministers to weigh up the costs and benefits of all the options available to them before implementing a policy; and
- a means of submitting the relevant evidence on the positive and negative effects of such interventions for the purposes of scrutinizing that evidence.³⁵

Welsh Ministers will be expected to consider the evidence they collected for the purposes of the regulatory impact assessment, alongside the Welsh Language Commissioner's conclusions in a standards report in deciding whether or not to exercise the powers granted to them under Part 4 Welsh Language (Wales) Measure 2011.

The Rt Hon. Carwyn Jones AM, First Minister of Wales confirmed in a written statement on 21 October 2013 that it is currently foreseen that the regulations will come into force in November 2014 following a debate and vote on approving the regulations at a Plenary Meeting of the National Assembly.

Appendix A - List of the respondents to the standards investigation

Below is a list of the relevant person(s) in respect of which a standards investigation was carried out, the Advisory Panel, together with the members of the public who were willing for us to publish their comments.

Relevant persons

Brecon Beacons National Park Authority
Snowdonia National Park Authority
Pembrokeshire Coast National Park Authority

Members of the Public

Enfys Jones
Amelia Davies
Delyth Hughes
Harri Bryn Jones
Elan Grug Muse
Huw Thomas
Rhodri Jones
T Roberts
William Lewis
Thomas Howard Thomas
Menna Jones
Bethan Jones
Wyn Hobson
Elwyn Vaughan
Nia Besley
Nic Daniels
Tryfan Williams
Jina Gwyrfai
Geraint Jones
Clive James
Sioned Williams
Allan Wynne Jones
Iago ap Steffan
Marc Jones

Liza Jones
Gareth Thomas
Michael Bacigalupo
Lloyd Evans
Glenn Wall
Shon Wyn Hughes
Gaynor Hughes
Mathew Rees
Ffion Hughes
Robert Williams
J Protic
Ellen Andrew
Ivoreen Williams
Gwyneth Owen
Dewi Rhys-Jones
Mr K Jones
Steve Evans
Yvonne Balakrishnan
Siwan Hywel
Ben Screen
Mared Ifan
Leighton Adams
Kathryn Tovey
Kelly Young
Michael Weedall
Beverley Lucas
Rhian Davies
Alun Pugh
Ffion Rhisiart
Lowri Jones
Ann Joyner
Ffion Rees
Bethan Shone
Carys Tudor
Huw Roberts
Frances Jones
Sarah Gwilym
Hari Powell
Linda James
Nia Wyn Jones

Einir Sion
Catrin Reynolds
Sioned Thomas
Nei Wyn Jones
Alun Thomas
Angela Marshall
Gwyn Morgan
Gwenda Roberts
Heledd Williams
Dewi Snelson
Mari Fflur
Rhidian Evans
Bethan Lewis
Iorwen Jones
Andrew Hawke
Gill Stephen
P Denning
Trefor Jones-Morris
Bryn Davies
William Schleising
Ifor Gruffydd
Julia Owens
Osian Rhys
Rhianon Hywel Jones
Ellen Roberts
Mererid Haf Roberts
Aaron
Manon Prysor Huws
Sian Howys
Sean Driscoll
Elwyn Hughes
Gwawr Davalan
Anthony Barry
Gareth Popkins
Edward Thomas
Mari Wynne Jones
Gareth Dobson
Paul Owen
Amanda Jaine Evans
Teresa Davies

Elin Wyn
Adam Jones
Powys Thomas
Angharad Rhys
Iago John
Mark A. Strong
Alan Baker
Reverend Emyr Wyn Thomas
Lydia Jones
Gregory Snelgrove
Dafydd Trystan
Hywel Wyn Jones
Alfred S Nathan
Eirian Conlon
Eryl Jones
Rhys Stephen

Organizations/Movements

The Association of Welsh Translators and Interpreters (Cymdeithas Cyfieithwyr Cymru)
National Union of Teachers Wales (UCAC)
Consumer Futures (Dyfodol Defnyddwyr)
The Welsh Language Society (Cymdeithas yr Iaith Gymraeg)
Dyfodol i'r Iaith
Menter Iaith Maelor
Menter Iaith Maldwyn
Menter Iaith Sir y Fflint
Mentrau Iaith Cymru
Merched y Wawr
Celebrating Our Language (Mudiadau Dathlu'r Gymraeg)
Plaid Cymru Assembly Group
Bangor University

Advisory Panel to the Welsh Language Commissioner

Dr Ian Rees
Gareth Jones
Professor Gwynedd Parry