

# Standards relating to promoting the Welsh language

5-year strategies: a best practice guide for county and county borough councils and National Park authorities



# Background

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

Two principles underpin the 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 the Welsh language if they choose to do so.

Section 4 of the Welsh Language Measure grants the Commissioner the power to do anything that she thinks is appropriate in order to promote and facilitate the use of Welsh, and ensure that the Welsh language is treated no less favourably than the English language. Amongst other things, this includes giving advice to any person and to encourage good practice.

The Commissioner has already published advice documents on matters such as recruitment, grants, technology and design as well as considering the Welsh language in the context of well-being, and these should be referred to for further assistance.

In addition, the Commissioner's Regulatory Framework states that her priorities in terms of regulation are:

- to implement a proactive regulatory programme in order to measure the performance of organisations against language duties;
- to give an independent opinion on the performance of organisations and report on the language experiences of Welsh language users.

As part of this work, the Commissioner publishes an [Assurance Report](#) annually which gives a comprehensive picture over time of how public organisations use the Welsh language, and helps organisations to understand the reality faced by people who choose to use the Welsh language.

For the 2016-17 Assurance Report, [Rights Taking Root](#), the Commissioner conducted a survey to gather information on to what extent county councils and national park authorities succeed in achieving their requirements under standards 145 and 146 (the promotion standards). This advice document follows on from the findings of that survey.

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# Summary

This advice document is intended to provide support for local authorities and national parks in Wales as they implement their 5-year strategies to promote the Welsh language in accordance with the requirements of standards 145 and 146 as set out in the [Welsh Language Standards \(No. 1\) Regulations 2015](#).

## The 5-year strategies in a legislative and policy context

The advice document outlines the statutory requirements of the Promotion Standards, what is expected of bodies in terms of compliance with the standards, together with taking steps to promote the language in their areas through their strategies.

The document also considers the 5-year strategies alongside the national policy of increasing the number of Welsh speakers and the use of the language across Wales, by looking at the 5-year strategies in the context of the Welsh Government's strategy, [Cymraeg 2050: a million Welsh speakers](#).

## Looking at a strategy's essential elements and good practice

Following the Commissioner's analysis of the compliance and adequacy of the 5-year strategies in the 2016-17 Assurance Report, [Rights Taking Root](#), this document further examines key elements of a strong 5-year strategy, looking at good practice in:

- Vision and ownership
- Communication and consultation
- Partnerships
- Target setting and measuring performance
- The wider policy context

These elements and the practices outlined in the document offer guidance in order to help bodies to:

- comply fully with standards 145 and 146
- provide internal and external assurance on the performance of the strategy and mitigate any risks that may arise
- ensure that their successes, and their partners' successes, are acknowledged and strengthened for the future
- place the performance of the strategy in a national context in terms of promoting the Welsh language
- place the performance of the strategy in a wider policy context

We encourage bodies to consider the contents of this document when reviewing the progress of their strategies, with the aim of strengthening or developing priorities, practices or actions over the lifetime of the strategy, and in preparing for a new strategy at the end of the first 5 years.

# Promotion Standards

## Welsh Language (Wales) Measure 2011

- 1.1 The Welsh Language (Wales) Measure 2011 established the office of the Welsh Language Commissioner and gave the Welsh language official status in Wales.
- 1.2 The Welsh Language Measure sets out a legal framework for imposing a duty on some organisations to comply with one or more standards relating to the Welsh language.
- 1.3 The duties resulting from the Welsh language standards mean that organisations must not treat the Welsh language less favourably than the English language, and should promote and facilitate the use of the Welsh language, making it easier for people to use the Welsh language in their everyday lives.

## Welsh Language Standards (No.1) Regulations 2015

- 1.4 The Welsh Language Standards (No.1) Regulations 2015 impose standards relating to the conduct of Welsh Ministers, county councils and county borough councils in Wales and national park authorities. The Regulations also authorise the Commissioner to give a compliance notice, in relation to standards specified by the Regulations, to those bodies.
- 1.5 Further requirements to promote the Welsh language were specified for county councils and national park authorities by means of an additional set of standards, i.e. the promotion standards (these standards are not specifically applicable to Welsh Ministers).
- 1.6 Section 31 of the Welsh Language Measure states that a 'promotion standard' means a standard (relating to any activity) that is intended to promote or facilitate the use of the Welsh language more widely.
- 1.7 Schedule 4 of the Regulations outlines the standards in relation to the promotion of the Welsh language by a body:

### **Standard 145**

You must produce, and publish on your website, a 5-year strategy that sets out how you propose to promote the Welsh language and to facilitate the use of the Welsh language more widely in your area; and the strategy must include (amongst other matters) –

- (a) a target (in terms of the percentage of speakers in your area) for increasing or maintaining the number of Welsh speakers in your area by the end of the 5 year period concerned, and
- (b) a statement setting out how you intend to reach that target;

and you must review the strategy and publish a revised version on your website within 5 years of publishing a strategy (or of publishing a revised strategy).

### **Standard 146**

Five years after publishing a strategy in accordance with standard 145 you must–

- (a) assess to what extent you have followed that strategy and have reached the target set by it, and
- (b) publish that assessment on your website, ensuring that it contains the following information
  - (i) the number of Welsh speakers in your area, and the age of those speakers;
  - (ii) a list of the activities that you have arranged or funded during the previous 5 years in order to promote the use of the Welsh language.

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### The statutory requirements

1.8 The Promotion Standards require organisations to:

- produce and publish a 5-year strategy setting out how they intend to promote the Welsh language and to facilitate the use of Welsh more widely in their area
- include a target for increasing or maintaining the number of Welsh speakers in the area by the end of the five year period
- include a statement explaining how the organisation intends to reach that target
- within five years, assess to what extent they have followed that strategy and reached the target
- publish the assessment on their website outlining the number of Welsh speakers in the area and their age
- note in the assessment a list of activities arranged or funded by them to promote the Welsh language during the previous five years.

1.9 Another consideration is the requirements on bodies subject to standards in relation to Supplementary Matters (standards 173 and 174) requiring bodies to:

- ensure that a document recording the promotion standards with which they are under a duty to comply, is available on the website and in all offices open to the public;
- provide any information the Commissioner may request in relation to compliance with the promotion standards.

1.10 Therefore, bodies should ensure that they look carefully at how they measure progress over time and their ability to assess to what extent they have followed the strategy and reached the target set out in the strategy.

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- 2.1 This advice document is intended to provide support for local authorities and national parks in Wales as they implement their 5-year strategies to promote the Welsh language in accordance with the requirements of standards 145 and 146 as set out in the Welsh Language Standards (No. 1) Regulations 2015.
- 2.2 Although the wording of the standards themselves and the requirements contained within them are clear, the aim and purpose behind these standards is ambitious and wide-ranging.
- 2.3 The 5-year strategies exist in a wider context of language planning for the Welsh language across Wales. In 2017, the Welsh Government published a strategy to increase the number of Welsh speakers and to promote and facilitate the use of the language. [Cymraeg 2050: a million Welsh speakers](#), sets out two long term and ambitious aims:
- The number of Welsh speakers to reach 1 million by 2050
  - The percentage of the population that speaks Welsh daily, and can speak more than just a few words of Welsh, to increase from 10% (2013-15) to 20% by 2050.
- 2.4 Although local authorities and the three national parks in Wales have responded to the requirements of the Welsh Language Standards in terms of the development of their strategies, and have noted their significance in the context of the Government's strategy, more than one local authority had already addressed the need to plan strategically in order to halt the decline in the number of Welsh speakers witnessed in their areas following the 2011 Census.
- The advice document and its contents**
- 2.5 This advice document is based on research and interviews conducted with officers from the relevant bodies between December 2017 and February 2018. The research gathered information on the challenges that face bodies in the preparation, implementation and monitoring of strategies, together with examples of good practice and case studies that fellow officers across Wales may find interesting and useful.
- 2.6 The aim is to provide a practical document that responds to concerns or difficulties officers may face during the lifetime of the strategy, and in preparation for subsequent strategies. It raises points for consideration, examples of transferable good practice and ideas for development.



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- 2.7 This advice document is not intended to instruct bodies to rewrite their strategies. The document highlights potential opportunities to strengthen or develop practices, structures or action plans as bodies review progress from year to year.
- 2.8 Neither is this document intended to instruct bodies on which actions they should include in their strategies, as they themselves, together with their local partners, are in the best position to decide on the strategic direction of their work.
- 2.9 The document will refer to themes and areas that are acknowledged elements of strategic language planning, and highlight examples of how targets relating to the language may interlink with wider policy contexts.
- 2.10 The hope is that this document will also highlight new opportunities to link with partners and review the relationship with other policy areas, to ensure continued development in terms of communication, monitoring and reviewing, and in terms of measuring key outcomes.
- 2.11 Officers from the relevant bodies were asked what they would like the advice document to consider. Their comments included:
- Clarity on the general aims and expectations of bodies under the Promotion Standards
  - Placing the strategy in a wider policy context
  - Ensuring strong relationships and links with partners in implementing the strategy
  - Assessing and measuring progress
  - Practical suggestions and examples of good practice
- 2.12 This document is set out according to these relevant themes but also looks in greater detail at other issues that may be important to the bodies.
- 2.13 For the 2016-17 Assurance Report, [Rights Taking Root](#), the Commissioner conducted a survey of the bodies' 5-year strategies, noting that the strategies varied in terms of:
- their ambition to increase the number of Welsh speakers;
  - their detail in terms of providing evidence at the end of the 5-year period in order for organisations to assess their success for themselves.

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- 2.14 This advice document looks at these issues so that bodies can review their practices alongside good practice and robust action of others and consider how this may be relevant for them.
- 2.15 In addition, the survey highlighted a number of good features that were evident and that gave a firm basis for those strategies to take root and achieve the targets outlined. These features included:
- whole organisation ownership
  - outlining a clear vision for the public, staff and partners
  - establishing a baseline for targets
  - a clear accountability structure for implementation and assessing progress
  - basing targets on relevant quantitative and qualitative evidence
- 2.16 The bodies were asked for examples of good practice, suitable case studies and any steps they had taken that had the potential for positive results and progress in realising the aims of the strategy. The Commissioner would like to thank all those involved for their time and contribution to this document.

### Setting a target to increase or to maintain numbers

- 2.17 With the Welsh Government's ambitious target to reach a million Welsh speakers, many of the bodies acknowledge the need for them to consider their contribution to the national vision in terms of the number of Welsh speakers locally and opportunities to use the language every day.
- 2.18 Standard 145 requires bodies to note a target to increase or to maintain the number of Welsh speakers over a five year period.
- 2.19 With these two different objectives, the standard reflects the fact that conditions for growth over 5 years are less favourable in some areas in comparison to others.
- 2.20 A number of the targets set out in the 5-year strategies to maintain or to increase the number of Welsh speakers are based on analysis and projections of local demographics for the 5 years in question:



We thought that it was important to push the boundaries of what would perhaps happen naturally, without intervention in Cardiff... Our research therefore showed that Cardiff needed to ensure an ambitious increase of 15.9% in the number of our Welsh speakers by 2021, in order to contribute to the national target.

Officer, Cardiff Council

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2.21 Some councils are aiming to halt the decline in the number of Welsh speakers seen in some areas of Wales, with a number of councils stating that their aim is more long term than five years:

“ We have set a target of an increase of 0.5% for the five years, aiming to halt the decline. Our mind-set is to consider a more long term target of growth and we are in discussions with the Language Forum to set specific targets for 5, 10, 20 years.

Denbighshire County Council

2.22 Other bodies have stated that their aim over the current 5-year strategy is to maintain their numbers of Welsh speakers.

2.23 The common theme across a number of local authorities and national parks is that they consider that the first strategy is key to laying foundations to ensure strong growth over the decades to come. This message is also reflected by the Welsh Government. For its Strategy, [Cymraeg 2050](#), the Government has published its [Work Programme 2017-21](#). In its programme, the Government acknowledges the importance of laying foundations in the initial years:

“ The initial years will focus on setting solid foundations. This is a slow and steady approach, which may lack the obvious signs of success. However, we see it as an absolute necessity to lay the foundations now in order to support future phases of the strategy’s delivery.

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“Based on evidence of the number of Welsh speakers and the use of Welsh, it is likely that in general the Welsh language has remained static to a certain extent over the past few decades...

Undoubtedly, there are favourable enough conditions for the Welsh language to flourish... But it appears that those conditions alone have not secured growth in recent years. An ambitious vision and firm intervention will be needed to reverse recent trends and instigate an actual increase in the coming years.

The Position of the Welsh Language 2012–2015  
Welsh Language Commissioner’s 5-year Report

## The population of Wales – general characteristics and outlook

- 3.1 Wales is facing fundamental changes over the decades to come - from an increase in urban populations, less children being born and an ageing population, to developments in the way in which technology is becoming part of everyday life.
- 3.2 As shown by Welsh Government and ONS data, despite the expected 4.6% increase in the population of Wales to 3.26 million by 2041, the number of children under 16 years of age is expected to fall 1.5% between 2016 and 2041. In addition, the number of people aged 65 and over is expected to rise by 232,000 (37%) between 2016 and 2041.
- 3.3 In terms of the outlook for different areas, by the year 2039 it is expected that Cardiff will see the biggest increase in population, with an increase of 26%; with Wrexham seeing the second biggest rise, at 10%. It is expected that Powys will witness the biggest fall in population, with a decline of 8%. In terms of other areas across Wales, an increase is expected in the populations of Gwynedd, Ceredigion, Swansea, Bridgend, Rhondda Cynon Taf and Newport; and a decrease in the populations of Anglesey and Blaenau Gwent with varying degrees of gradual increase and decrease across the rest of Wales.

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3.4 As well as the population itself, research has shown how economic trends affect the Welsh language, such as a lack of employment opportunities and affordable housing. The local and national economy is vital in creating the conditions whereby Welsh speakers can stay in Welsh speaking communities, their language considered a valuable skill for work, and where the potential of the Welsh language to contribute to the growth of the local economy is developed and realised. Small and large initiatives alike - from Canolfan Soar in Merthyr Tydfil, to the Energy Island Programme on Anglesey, underline the fact that it is possible to place the Welsh language at the centre of local economic and social developments.

3.5 So, looking at these general trends and factors such as the number of people who leave their communities and move out of Wales (it is estimated that there is a net loss of between 1200 and 2200 fluent Welsh speakers each year as a result of outward migration from Wales) and the inward migration happening across Wales (in 2011, 27% of the population of Wales was born outside Wales), pressure on the Welsh language is continuing despite legislation and policy.

3.6 This highlights the vital importance of the linguistic and strategic planning taking place on a local and national level. A wide range of organisations contribute to seeking to ensure the future prosperity of the Welsh language in a variety of ways, alongside the process of implementing legislation and policy.

3.7 The 5-year strategies are key to the work carried out across Wales and a number of them acknowledge that it is vital to address local challenges with very specific needs on a community level, whilst at the same time ensuring that they are part of the wider picture. This wider picture is seen on a national and regional level. According to the Government in its latest strategy, [Cymraeg 2050: a million Welsh speakers](#).

“ We are already planning on a national level and targeting specific local areas. More recently, local authorities have developed Welsh language strategies in response to requirements placed on them via Welsh Language Standards. However, there is also scope to plan linguistically at a regional level in future. This will allow for tailored interventions such as emphasis on the workplace, careers and the economy, Welsh language training in the workplace, and the relationship between Welsh-speaking communities and the local economy.

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### The linguistic context

3.8 In 2017 the Welsh Government's strategy [Cymraeg 2050: a million Welsh speakers](#) was published with the aim of increasing the number of Welsh speakers and to promote and facilitate the use of the language. This strategy states that all parts of Wales need to share the vision and collaborate in order to create favourable conditions that support language acquisition and use of Welsh language skills. The [2017-2021 Work Programme](#) asks that bodies support and contribute to the activities outlined in this programme of work through their 5-year strategies.

3.9 The aim, according to the Government is to:

**“**embed language planning and language promotion nationally, regionally and locally, with a better understanding of and support for bilingualism and the needs of Welsh speakers.

3.10 To do this successfully, it is important to understand the relationship between a number of interdependencies, as well as the way in which Welsh speakers use the language and interact and engage with each other. It is important to bear in mind that an individual's language path in life is not always smooth and logical, and that there are various influences at different points in life that can adversely affect the use of the language.

3.11 As with the Government's strategy, the two elements that are central to the 5-year strategies are the number of people speaking the language and language use, and this has been based on two main sources.

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## The Census

- 3.12 The National Census is the main source of data regarding the number of Welsh speakers in Wales, and although the Census has shown a decline in the number of Welsh speakers from almost a million in 1911 to half a million in 1981, some positive developments were seen between 1991 and 2011.
- 3.13 Figures showed an increase in the number of Welsh speakers in 2001, halting the continued decline seen in the previous century. Although the figure of 19%, or 562,000 Welsh speakers in 2011 was down on the 2001 figure, it was higher than the 1991 figure.
- 3.14 Looking at the results of the 2011 Census, we can see a number of significant developments. According to the Census, there is now a significant percentage of young people in Wales who can speak Welsh: a recorded figure of 40% of children aged 5-15 can speak Welsh. Undoubtedly the education system is responsible for producing more Welsh speakers, but up to now it has been difficult to analyse the true success of education in creating fluent Welsh speakers who have the confidence to use it every day.
- 3.15 There has been an increase in the percentage of Welsh speakers who can read and write in Welsh. In an age where written communication via digital media is a daily activity for many, it is possible to argue that this increase is also a significant development.
- 3.16 Despite this, in the 2011 Census, there were a number of trends that were a cause for concern in terms the number and percentage of Welsh speakers in general, with a decline of around 20,000 Welsh speakers since 2001, together with a clear decline in the number of communities where over 70% of the population can speak Welsh.
- 3.17 It was these signs of decline that prompted a number of county councils to address this strategically before the existence of the Promotion Standards. For example, Carmarthenshire County Council published comprehensive [statistical research](#) on the Welsh language in the county in 2014 which led to detailed [strategic planning](#) for the language.

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# Welsh Language Use Survey

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- 3.18 The other key element of the 5-year strategies is language use. Although the Census remains the principal statistical source, the 2013-2015 Language Use Survey provides a comprehensive analysis of the way in which people use the language. Evidence shows very positive attitudes towards the Welsh language in Wales and a clear desire amongst Welsh speakers to use the language.
- 3.19 Census data provides evidence on ability in Welsh on a community level but it does not provide evidence on the use of Welsh. The Language Use Survey provides a picture of how the Welsh language is used by Welsh speakers in various contexts.
- 3.20 It shows that 13% of people in Wales speak Welsh every day, which is a higher percentage than the percentage of the population who can speak Welsh fluently.
- 3.21 According to the Survey, 24% of the population aged three and over can speak Welsh. The percentage who can speak Welsh drops with age; at its highest in the 3 to 15 age group at 41%, and lowest for the 45 to 64 age group, at 18%.
- 3.22 The percentage who said that they had spoken Welsh during their most recent conversation is higher in those areas with the highest concentration of Welsh speakers living there. It is likely that the reason for this is that individuals living in those areas are more likely to come into contact with other Welsh speakers compared with people in other parts of Wales.
- 3.23 The Survey also highlights the fact that language use is not consistent, and that there are many factors that influence Welsh speakers' linguistic habits in different situations, such as the workplace and community. These factors include opportunities, convenience, attitudes and confidence.



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## Thematic research and local studies

3.24 The Welsh Government's Strategy notes:

“ There is potential for growth in the number of Welsh speakers, particularly in areas of Wales that have high population density but lower percentages of Welsh speakers. At the same time we need to ensure the future vitality of Welsh-speaking communities as places that facilitate the use of the language in every aspect of life.

3.25 The Census and Language Use Survey highlight the need for different ways of measuring language growth in different areas. We know that the number and percentage of the population who speak Welsh varies between different areas, and communities, together with differences in the patterns of use. It is in this context that the 5-year strategies have originated from very different conditions, responding to varying needs within their different areas. For many, the pattern of language use, rather than ability, is crucial, and the need to focus on language use and continuity across different areas of experience is central to their strategy.

3.26 As noted, the decline in the number and percentages of Welsh speakers seen in the 2011 Census was the catalyst for a number of local authorities and partner organisations such as the Mentrau Iaith to review the position of the language in their areas.

3.27 They saw that the challenges in terms of safeguarding the Welsh language in communities went beyond the direct control of the individual organisations. In a number of areas, action was taken to strengthen partnerships and to conduct detailed statistical research together with qualitative surveys to create language profiles that would help strategic planning and targeting efforts collectively. This work formed the basis for a number of 5-year strategies, providing a strong baseline for planning.

3.28 This analysis was vital in order to unpick the truth behind some of the Census figures. For instance, comparing how many children were recorded as Welsh speakers by their parents in the Census, with the number of children in Welsh medium education:

“ In reality, the position of the Welsh language in the North East is significantly worse than that portrayed by the Census statistics... The over-optimism of non-Welsh speaking parents regarding the linguistic ability of their children is very common across Wales, especially in the North East and South East.

Language Profile of North East Wales, 2014

3.29 Although much of the profiling is specific to certain areas, the research is very useful in terms of considering methodologies and transferable approaches that may be adopted.

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- 3.30 Various organisations have conducted a number of research studies that reveal how the language is used in various communities, the behaviour of Welsh speakers and the barriers they face in terms of using the language. They include examples such as Bangor University’s Research Study on language use in the community; Citizen’s Advice research on understanding the use and lack of use of Welsh language services; and Cardiff University’s research on transmission of the Welsh language within families.
- 3.31 Other, more recent research on language awareness training, behavioural change, technology and behavioural language policy, also provide new and innovative ideas as we seek to address previous lack of progress and a failure to achieve real growth. Amongst the key factors in increasing the use of Welsh is to understand the behaviour of Welsh speakers, and the architecture of choice that shapes language use.

- 3.32 With all this research in mind, we are challenged to consider the following:
- Increasing the number of activities does not necessarily increase opportunities;
  - Increasing opportunities does not necessarily increase language use;
  - Increasing language use does not necessarily lead to permanent behavioural change;
  - Choice, which may, on the face of it, appear equal is not always equal on a psychological level;
  - The way in which choice has been presented to Welsh speakers is a stronger influence on them than their confidence/lack of confidence;
  - Many more inclusive language awareness interventions are needed to ensure a sufficient change in behaviours and attitudes.
- 3.33 There are useful sources of quantitative and qualitative information available to officers as a basis for language planning activities, and some of the main sources are listed thematically in Appendix 1.

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## The building blocks of promotion strategies

3.34 Although the 5-year strategies vary in terms of strategic priorities and thematic structure, they share a number of common themes and headings. [Cymraeg 2050](#) clearly outlines the relationship between the different thematic areas. These are the building blocks of language planning and these themes form the basis to a strong and inclusive strategy.

All these areas need addressing in order to contribute to the core targets of increasing the number of Welsh speakers and ensuring that more people use Welsh every day. Each one is interlinked and a number of them overlap in thematic areas.

### Increasing the number of Welsh speakers

- Transmission of the language in families
- Early years
- Statutory education
- Post-16 education
- Learning Welsh

### Increasing the use of Welsh

- The workplace
- Services
- Socially

### Creating favourable conditions

- Community and the economy
- Culture and media
- Digital technology
- Marketing/ Promoting awareness
- Language planning
- Infrastructure and resources
- Evaluation and research

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- 3.35 We need to bear in mind that there are other influential factors that cut across the themes, for instance:
- continuity – the continuation of experiences and opportunities from primary to secondary education; from secondary education to further or higher education; from education to the workplace, leisure, raising families, as well as social and community experiences, together with continuity between learning Welsh and becoming fluent.
  - opportunity – the quality and convenience of opportunities can greatly affect the use of the language and supporting future use of the language.
  - attitudes – it's important to consider how Welsh speakers feel about their ability and language use and the way in which they act on this, and how non-Welsh speakers feel about the language and how this is articulated and perceived.
  - confidence – the confidence of Welsh speakers can vary according to the situation (eg. formal and informal) and therefore consideration must be given as to how and where to target support effectively.
- 3.36 A number of these strategic areas also overlap with a number of policy areas, such as:
- education – national policy and local authority Welsh in Education Strategic Plans (WESPs) as well as the various initiatives by Welsh for Adults are key to the aims of the 5-year strategies.
  - young people – extending opportunities outside education and the mainstream with local, regional and national initiatives and organisations is a central part of increasing the use of Welsh.
  - well-being – the way in which organisations are required to implement the Well-being Act is in line with the way organisations are required to implement 5-year strategies in terms of planning for healthy, sustainable communities.
  - the economy – there is a clear link between ensuring the prosperity of the Welsh language and targets and actions in terms of land development, the Welsh language labour market, local housing, affordable housing policy, and welcome packs to incomers, for example.
- 3.37 In the following chapter, we look at the 5-year strategies and at the essential elements necessary to ensure a strong basis for action.

# Essential elements of 5-year strategies

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4.1 Much has been written on producing a strategy for business or an individual policy area, but Welsh language promotion strategies address a much wider issue that involves many strategic aims and priorities. Welsh language promotion strategies require action through a wide range of approaches and targets that do not always follow a neat and organised timeline. 5-year strategies are dependent on many partners and are exposed to a number of external and unanticipated factors.

4.2 However, advice on producing any kind of strategy acknowledges some fundamental building blocks essential for an effective strategy. The Commissioner's [2016-17 Assurance Report](#) highlighted many of these aspects identified in the 5-year strategies necessary to establish a strong foundation:

**Attitude of the organisation as a whole**

- Clear vision
- Committed leadership
- Belonging to the wider context

**Inclusive**

- Effective communication and consultation
- Ensuring stakeholder/partner support
- Ensuring wider benefit

**Effective framework**

- Clear baseline
- SMART targets
- Ensuring a supportive infrastructure over the life of the strategy

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## Risks

- 4.3 Having consulted officers within the organisations themselves on the challenges which they needed to be aware of and overcome in the development of their strategies, a number of common themes became apparent. It may be useful to provide a reminder of these risks and bear in mind that it is possible to take steps to mitigate these risks, either at the beginning or during the lifetime of the strategy:
- Lack of ownership – if internal and external partners do not feel they share the benefit and responsibility, the onus remains on a small group of people or individuals.
  - Lack of communication – this can lead to people not understanding the importance of their contribution.
  - Focussing on day to day tasks – with so many activities, arrangements and administrative work involved in the strategy’s action plan, it is easy to lose sight of the long term goal.
  - Lack of mainstreaming – there is a risk that people will lose focus on achieving the strategy if the strategy is considered as something separate from the central activities of the body and its partners.
- 4.4 In Appendix 2, there is a further list of risks and assumptions that may serve as a basis for assessing risks facing the 5-year strategies.
- Too much to do – too many aims and action points can become onerous for officers and partners.
  - Year on year focus – there is a danger that things may slip or become irrelevant if the strategy is only reviewed on an annual basis; it must be a living document.
  - Lack of scrutiny – having no robust structure in place to track and review progress is a threat to success, in the same way as the tendency to measure what’s easily measured rather than what’s important.
  - Lack of accountability – accountability and ensuring a high profile for the strategy helps to ensure progress. Each aim, indicator and target must be owned by someone willing to take action to achieve it.
  - Lack of authority – although support at a very high level helps to drive the strategy forward, officers and partners need to feel empowered to make decisions, to take action and to influence people.

# Essential elements of 5-year strategies

## Vision and ownership

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- 4.5 In this chapter, we look in further detail at the following:
- Vision and ownership
  - Communication and consultation
  - Partnerships
  - Target setting and measuring performance
  - The wider policy context
- 4.6 One of the aims of this advice document is to highlight examples of successful practice and effective or innovative actions. As it is still early on in the implementation of the strategies and their action plans, we highlight effective or proactive good practice in establishing the foundations, together with steps that highlight innovation, that offer value for money or are sustainable over the long term.
- 4.7 We encourage organisations to consider whether the points raised and the practices highlighted are ones that may be adopted or tailored to facilitate the implementation of their 5-year strategies.

### Vision and ownership



The long term vision for the Strategy is that we aim to make the Welsh language the county's main language.

Carmarthenshire County Council

- 4.8 The vision for the promotion of Welsh varies according to area, for instance, from ensuring a position of equality for the Welsh language in one county to ensuring that the Welsh language is the main language in another. This naturally reflects the linguistic nature of various areas, but a clear statement of intent at the outset of the strategy is important, as each action stems from that vision. The aim and vision of the strategy should not be buried within its pages. The vision should be positioned clearly in order to highlight the basis for its targets.
- 4.9 In the [2016-17 Assurance Report](#), the Commissioner highlighted that a clear statement of vision serves not only to enable the public to understand the aims of the organisation, but also helps the staff of the organisation who are required to implement the relevant actions.

## A vision of the future

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In setting out its vision for its 5-year strategy, Cardiff Council has drawn a picture of what the strategy's success will mean:

“Our vision is to develop a truly bilingual Cardiff. A Cardiff where our citizens can live, work and play, as well as access services and support in Welsh or English equally. A capital city where bilingualism is promoted as something completely natural, and where the Welsh language is protected and nurtured for future generations to use and enjoy.

Bilingual Cardiff Strategy

Cardiff Council also shows that promoting the vision is not a one-off event – it has used more than one opportunity to raise the profile of the strategy. A year after its publication, the Leader of Cardiff Council released a press statement that was given national media coverage to draw further attention to the vision, stating:

“The Council has made great strides over the past few years towards creating a bilingual capital city.

“Naturally, everyone in the city needs to join us on this journey, and it's great to see the city's businesses and organisations embracing the language, and seeing a wide variety of opportunities available for people to learn the language.

Leader of Cardiff Council Huw Thomas,  
1 March 2018



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4.10 This example underlines the importance of high level support, with a leader or prominent member as holder of the Welsh language portfolio ensuring a high profile for the strategy on the agenda within the organisation.

“ With support at the highest level within the Council, this has helped win hearts and minds, and enabled a critical mass of individuals who are open to collaboration.

Officer, Rhondda Cynon Taf County Borough Council

4.11 A number of the strategies also look beyond the 5 years, outlining a more long term vision. In a number of cases, organisations acknowledge that the aim is to establish a foundation with the first strategy to enable further progress in future:

“ Our ambition for the next five years is to halt the decline and increase the number of Welsh speakers in Conwy...with a view to considering a longer term target to increase the number of Welsh speakers over the next 15 years.

Conwy County Borough Council's Strategy

4.12 Many strategies also acknowledge their part in the national vision of reaching a million Welsh speakers by 2050:

“ This first 2017-2022 Welsh Language Strategy is the Council's commitment and contribution to the Welsh Government's vision of 'a million Welsh speakers by 2050.

Blaenau Gwent County Borough Council, 2017

4.13 Another factor highlighted by a number of organisations is the need for a wide-ranging vision to extend the reach of the Welsh language to new audiences.

# A gateway to the Welsh language – a Strategy for all Newport City Council

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“ During the process of preparing and consulting internally on the strategy, we realised we needed to go much further than simply extending the experiences and opportunities for Welsh speakers.

It became clear that we needed to acknowledge the Welsh identity of all Newport residents and their rights to engage with the language whether they are Welsh speakers or not. We needed to include all Newport residents in the campaign and acknowledge that everyone’s experiences are valid. We needed to avoid referring to ‘them and us’ when talking about the language and Welsh speakers in order to create a cohesive community.

Looking at the responses of the external consultation and discussions with Elected Member and Council officials, we realised that any negative attitudes that worried us were, on the whole, rooted in genuine concern. People saw a gap between the bilingual community of the future with schools and Welsh speaking workplaces, and the reality of the current situation. They were full of ideas of how to facilitate the process and increase opportunities to learn and speak Welsh in Newport.

As noted in the report to Council, one Elected Member suggested “If Newport is the Gateway to Wales couldn’t it also be the Gateway to Welsh?!”

“ There was also concern around excluding people from ethnic minorities in Newport, who weren’t given the opportunity to learn the language or learn about the language. Equal opportunities considerations were built into the Strategy itself.  
Officer, Newport City Council

“ The whole nation has to be part of the discussion – fluent Welsh speakers, Welsh speakers who are reluctant to use the language, new speakers who have learned the language, or people who do not count themselves as Welsh speakers.

Denbighshire County Council’s Strategy

# Ownership – a vision for the whole county

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Merthyr Tydfil County Borough Council has stated that the aims of its vision for the Welsh language in the county are:

“deliberately stretching ideals – they will not be achieved overnight; it is our vision to encourage a cultural change in the way that the two languages of Wales are perceived in this County Borough. We want to make a difference.

The Council has launched a campaign to normalise bilingualism and make it a natural part of life for people to see and hear the Welsh language in the County Borough. The Council wish to extend the feeling of ownership for the language amongst the whole of the county’s population – Welsh speakers, and non-Welsh speakers especially.

“There is something very simple we can do immediately, at no cost to us... we can say “bore da” and “shwmae” to our colleagues... Then after a while, if we want to add “wela’i di ‘fory” to that, all the better... we don’t have to have any special powers to use it, we don’t have to be rich to be a part of it, and we don’t have to seek permission from anyone before we speak it – it belongs in equal part to every one of us... Try it now... By saying “shwmae” to one another, we’re enriching our own identities...”

Merthyr Tydfil County Borough Council

The aim of the Council is to adopt, promote and incorporate a culture of pride in bilingualism under the campaign heading #Shwmaeronment, in order to encourage people to use Welsh words and phrases with each other and to feel ownership of the Welsh language.

Although in its infancy, the campaign is underway within the Council, with frontline staff and a number of Councillors starting each greeting with “Shwmae”, “Bore da”. The Council also noted that some have been empowered to try old words and phrases that they have dug up from school days.

To develop this culture across the County Borough, primary schools in Merthyr Tydfil have been invited to enter into a competition to design a logo for the campaign, and both Welsh and English medium schools have expressed an interest.

# Essential elements of 5-year strategies

## Communication and consultation

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4.14 Realising a vision at this level is difficult without sufficient resources and infrastructure, and a number of local authorities have identified the need to establish a foundation of strong governance. There are also some examples of bodies appointing internal language officers and tutors, in response to the work involved in the strategy, together with the Welsh Language Standards in general.

“As the workforce was one of the main potential growth areas for the Council, and in order to increase the confidence of Welsh speakers, encourage new Welsh speakers and target the hidden numbers of Welsh speakers that exist in each workplace and community, the Council decided to appoint a qualified tutor to work with staff at their workplaces. The tutor visits individuals and tailors the training specifically for them, this is crucial.

Officer, Rhondda Cynon Taf County Borough Council

### Communication and consultation

“Consulting with Welsh speakers in the area was important for us, and they appreciated the opportunity to give their input - this was the first time some of them had talked with anyone from the Council! It's important to listen to them and not write a strategy about them.

Officer, Blaenau Gwent County Borough Council

4.15 Communication and consultation methods used by organisation in terms of their 5-year strategies have varied from internal consultations to consultations opened out to partners and the public. However, each body acknowledges the importance of consultation and communicating the vision.

4.16 The main principles of communication and consultation in the public sector include ensuring:

- A clear purpose
- Clear and concise communication
- Sufficient and relevant information
- Various methods of engagement

4.17 It's important to ensure a clear process of communication in order to convey the vision in a meaningful and relevant way. Organisations should avoid a situation where people have to interpret messages and draw their own conclusions about the aim of the strategy.

4.18 It's an opportunity to communicate and promote the work of the organisation and its partners, and to understand the challenges that may face the strategy.

# Internal and external consultation programme Cardiff Council

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## Internal consultation

“ We conducted the internal consultation process openly and honestly in order to get feedback and ideas.

Officer, Cardiff Council

Effective preparation work and consultation was vital to create a robust strategy with ownership shared across the Council and partners.

The first step was an internal consultation starting with an online survey attracting 40 responses from different departments within the Council. The comments were then fed into the draft priorities and aims. Throughout the process, the officers reported back to the Bilingual Cardiff Members Working Group and the Senior Management Team.

Following this, a discussion session was held bringing together policy officers, heads of service and Welsh language champions to discuss the draft strategy and its aims, and the feedback and comments from this session were used to prepare the strategy for the external consultation session.

“ Although it was quite a bit of work, there was significant benefit to a thorough internal consultation, as departments such as Social Services see the value of the strategy and feel ownership towards it.

Officer, Cardiff Council

The main themes highlighted during the internal

consultation were the need to promote the benefits of Welsh medium education, increasing opportunities for children to use the language outside school, increasing the number of Welsh language speakers within the Council, and working with partners to increase the use of Welsh in events and in the private sector.

## External consultation

A public consultation was held via a questionnaire with a number of closed questions so that officers were able to present the Cabinet and the Council with clear data in relation to the responses.

Also, as part of the consultation, a Bilingual Cardiff Conference was held in the autumn for partners and stakeholders to discuss the draft following the public consultation.

The event was held in the spirit of collaboration and inspiration with guest speakers such as Ian Gwyn Hughes from the Football Association of Wales. Over 30 partners were represented on the day.

From this event, further ideas and objectives for the Council and partners were proposed in order to realise the ambition of the strategy.

# Essential elements of 5-year strategies

## Partnerships

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4.19 A number of bodies have seen the benefit of the communications and consultation process itself in extending the debate and in promoting the vision:

“ The strategy has been an opportunity to discuss the Welsh language as something positive, rather than in the context of compliance... It's a positive discussion, instead of asking 'are you compliant with such and such a standard in your department' – the question now is 'How can we make a difference'”?

Officer, Powys County Council

### Partnerships

“ In order to achieve the aims and objectives of this strategy, it is essential that we work closely with our existing partners and new partners across the county. Through collaborative working, we will be better placed to ensure that our vision within this strategy is achieved.

Caerphilly County Borough Council

4.20 In terms of partnerships in the context of the 5-year strategies, the main partners are responsible for serving communities of Welsh speakers, learners and prospective learners in their varied activities. A common feature of the majority of 5-year strategies is the importance of creating strong partnership links, internally and externally.

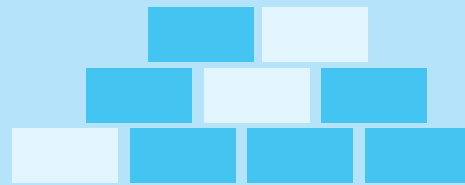
4.21 Research on public sector partnerships and co-production offers us four underlying principles:

- Everyone has something to contribute, although some have more resources than others.
- A two-way relationship is essential.
- Networks are important to ensure change.
- Everyone's contribution is important, finance is not always the answer.

4.22 It is clear from the 5-year strategies that each organisation has a variety of internal and external partners, and it's essential to identify, develop and maintain these partnerships in order to ensure the ultimate success of the strategy.

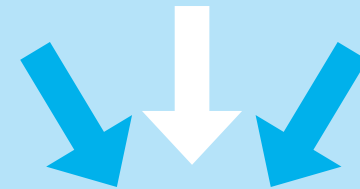
4.23 Any planning and development work for a project or strategy requires identifying and analysing relevant partners or stakeholders ('stakeholder analysis'). This is important on a number of levels:

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### Building foundations

Identifying and understanding who your stakeholders are and what their strategic priorities are, means that you are able to tailor your work and messages strategically in order to communicate and consult effectively.



### Input and support

By effective communication of the aims of the strategy, you are able to use the input of your key stakeholders to identify strategic priorities and jointly produce relevant actions. They will then be committed and prepared to support you with the strategy.



### Ensuring understanding

With early and regular communication, you will ensure that your stakeholders understand the aim of the strategy and its benefits for all, and you will also understand what's important to them.



### Sharing the burden

The support of your key stakeholders means that everyone will be working towards the same goal, and that you will identify opportunities for collaboration and sharing of resources that did not exist before, thus avoiding duplication of effort.

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4.24 A number of the organisations that have analysed their stakeholders have followed the four steps set out below:

Identify – it is important to list every relevant partner. These may be departments or different individuals within the organisation itself, national or community bodies and organisations.

Prioritise – it is important to carry out some mapping work to identify who is key to achieving the aims of the strategy, and whose support you need to ensure.

Listening and understanding – in order to ensure mutual benefit, it is important to understand the opinion and motivations of partners, the nature of their influence and their needs. It's also important to understand the legislative and regulatory context of your partners.

Communication – it is important to include stakeholders at each step of the process, from the initial consultation to the implementation of the strategy and during monitoring and reporting on progress.

4.25 This is not a one-off, initial exercise - there are clear benefits to conducting stakeholder analysis regularly during the lifetime of the strategy as strategic priorities may change, funding may end, and new partners or projects may emerge.

4.26 The example that follows shows how one Council prepared the way for strategic planning for the Welsh language in collaboration with a range of partners.



# Establishing partnerships – groundwork

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## **Bilingual Cardiff Conference, 2014**

In March 2014, Cardiff City Council arranged a conference entitled 'Bilingual Cardiff' at City Hall for over 40 public, private and voluntary organisations.

The aim of the event was to consult with partners, stakeholders and other key bodies to identify strategic priorities with the aim of safeguarding and nurturing the language in Cardiff. The Council also wanted to hear ideas and opinions from individuals living or working in the city in terms of how it could achieve the vision of increasing bilingualism in the city by working more closely with other organisations in Cardiff. There were a number of guest speakers, including the First Minister, as well as performances and group sessions during the day based on the six themes outlined in the Welsh Government's Welsh Language Strategy. The aim was to ensure that the action plan, drawn up together with other organisations, facilitated the requirements of the national strategy in Cardiff.

This conference established that there was a need to develop a centre that would showcase the Welsh language and culture, together with providing opportunities for people to socialise, participate and express themselves in a bilingual environment, to which wide support was given by those attending.

As a result, Yr Hen Lyfrgell, Cardiff's Welsh language centre, was opened in February 2016, with a capital grant from the Welsh Government in partnership with other partners including the Cardiff Story Museum. Based at the Old Library, the centre offers a focus for visitors of all ages to celebrate and promote the Welsh language.

The event established strategic partnerships that the Council would be able to turn to in the development of the 5-year strategy.

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4.27 On this page, there are examples of external partners who are linked to the promotion of the Welsh language through their work and activities. Some are key partners to a number of 5-year strategies and are included in action plans.

4.28 It is not a comprehensive list, and does not suggest that they should all be included as active partners, as stakeholders vary from one area to another, and their influence and interests also vary. However, it does underline the importance of regular mapping and analysis, together with the importance of communication and consultation. Of course, your partners also have their own stakeholders to consider.

4.29 As well as internal and external partners, a number of officers in councils and park authorities benefit from (formal and informal) networks of language officers across the region and across different sectors. These networks allow officers to share good practice and pool efforts in order to avoid potential duplication of work.

### Examples of stakeholders

- Education and Lifelong Learning
- National Museum Wales
- Public Services Board
- Local Health Board
- Cadw
- Welsh Language Centres (Hen Lyfrgell/Atom/Soar etc)
- Churches and Chapels
- Local sports and leisure clubs
- Coleg Cymraeg Cenedlaethol
- Further Education Colleges
- Colleges Wales
- Welsh Language Commissioner
- Regional Educational Consortia
- Ti a Fi groups
- Workers Education Association
- Cymdeithas yr Iaith
- County Voluntary Associations
- Cymraeg for Kids
- Sport Wales
- Dyfodol i'r Iaith
- Eisteddfod Genedlaethol Cymru
- Local charities
- Young Farmers
- Local business forums
- County language forums
- Fire and Rescue Services
- Careers Wales
- Literature Wales
- Welsh Government
- Menter a Busnes
- Mentrau Iaith Cymru
- Merched y Wawr/Clwb Gwawr
- Mudiad Meithrin
- The local 'papurau bro'
- Universities
- RhAG
- S4C/BBC/local radio and television
- Local theatres
- One Voice Wales/Town and Community Councils
- Urdd Gobaith Cymru
- The local Menter Iaith
- The National Centre for Learning Welsh
- Police
- Primary and secondary schools

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### National Park Authorities

4.30 Although the Parks themselves are subject to the Promotion Standards and have drawn up their own 5-year strategies, not every county is fortunate to have a National Park within its boundaries. This is a further opportunity to develop a two-way strategic partnership in expanding activities and initiatives to promote the Welsh language.

“ The Parks understand the statutory requirements and local authority arrangements, and we are working towards the same aim with our promotion strategies. Local authorities can benefit from this readily available partnership to ensure that the strategies interlink, strengthen and complement each other.  
Officer, Pembrokeshire Coast National Park Authority

“ As a National Park Authority with a specific remit, we are unlikely to have a direct influence in some important areas... However, by working closely with partner organisations in the public sector, we can ensure that we share resources and give support where it is needed to make the biggest impact.  
Snowdonia National Park Authority

### Mentrau Iaith Cymru

“ Through the Mentrau Iaith, local communities in Wales work for the benefit of the Welsh language. It has been a successful model over the years and is acknowledged as effective community development that makes a difference locally.

Mentrau Iaith Cymru

4.31 The aim of the 23 Mentrau Iaith is to promote the Welsh language across Wales. They have developed in different linguistic and geographical contexts, and mainly on a county level or part county level. The strength of the Mentrau is that they have a good knowledge of their communities, and the needs of their communities, and have the creativity and flexibility to address those needs.

4.32 Many of the Mentrau have responded innovatively to local needs through projects and partnerships across a variety of sectors and areas, but their resources and influence vary. As noted in the 2014 Cardiff University research study, *A Review of the Work of Mentrau Iaith*, “it is no longer fair to expect them to achieve all the functions they are generally expected to achieve. They cannot be all things Welsh language to all people”.

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4.33 However, the 5-year strategies are an opportunity for partners and bodies to look to the Mentrau to discuss and collaborate strategically, locally and across a variety of fields. In some areas, the local Menter Iaith play a central part in formulating 5-year strategies, helping to highlight new opportunities.

**Creating new connections**

“ Drawing up the promotion strategy in collaboration with Caerphilly Council has led to new opportunities to develop partnerships with different departments within the Council. One example is the relationship we have developed with the Countryside and Parks Department. This partnership has led to the planning and provision of activities for children and families through the medium of Welsh. Menter Caerffili provide the staff and lead on the marketing work, and the Countryside and Parks Department provide resources and marketing support.

Menter Iaith Caerffili’s Chief Officer

4.34 In response to the Welsh Government’s target of achieving a million Welsh speakers, Mentrau Iaith Cymru noted:

“ We view the role of the Mentrau Iaith as vital in reaching this target, in encouraging people to learn and use the language. By facilitating informal opportunities for people to socialise and enjoy themselves every day in Welsh and support communities to take ownership of the language, we can increase and strengthen the use of the language across Wales. We welcome this new ambitious strategy that underlines the important role of communities in ensuring that the Welsh language continues to be a living and vibrant language.

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### Language Forums

“ Carmarthenshire's strength is its Language Forum – it includes all our partners including pressure groups and volunteers. It's a constructive relationship that provides a robust challenge to the Council.

Officer, Carmarthenshire County Council

4.35 The Language Forums were established as a means of bringing together partners linked with the promotion of Welsh in the county in order to plan and share information and good practice, but their influence and effectiveness have varied in the past. The constitutions and membership of the Language Forums also vary across Wales, but in general, they bring together key promotional partners. With the development of the 5-year strategies, it is an opportunity to look at consolidating the activities of the Forum. Indeed, a number have taken advantage of the opportunity to refresh their terms of reference and consider the central aim of the Forum:

“ The Language Forum has been able to expand its membership during the planning process, and is now in a position to expand even further to ensure that the main organisations that provide services in Carmarthenshire work together to strengthen the position of the Welsh language from year to year.

Carmarthenshire County Council

“ Whilst the group [the Forum] has been successful in terms of sharing details of activities arranged through the Welsh language, it needs to be more strategic in its activities and be clearer about its aims and objectives...

The Language Forum has a potential to coordinate the efforts of all relevant organisations and the local authorities in order for them to operate more strategically. Consideration should be given to revisiting the Forum's membership and remit and relaunching it in order for it to operate as a more strategic and cohesive body in terms of revitalising the Welsh language in Denbighshire.

Denbighshire County Council

# Case study: Anglesey Welsh Language Strategic Forum

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“ A Language Forum partnership exists at county level to provide strategic focus for the Welsh language. In establishing the Forum, we are at once declaring that the Welsh language is of fundamental importance to life on Anglesey.

## Anglesey Welsh Language Forum Terms of Reference

The Forum was established originally in September 2014 by the County Council in collaboration with the Menter Iaith and other key partners. In 2016, in order to meet the requirements of the Welsh Language Standards, they decided to review the role of the Forum in order to develop the Promotion Strategy and provide effective monitoring and scrutiny of progress.

The Forum is an arms-length body, independent from the County Council, and its membership includes key partners who contribute to the language on the island, with a variety of national, regional and local organisations. The Forum has an independent Chair, ensuring fairness and challenge for the partners. An elected member representing scrutiny in the Council is a member of the Forum together with other elected members. The Forum meets monthly in order to maintain momentum and monitor progress regularly.

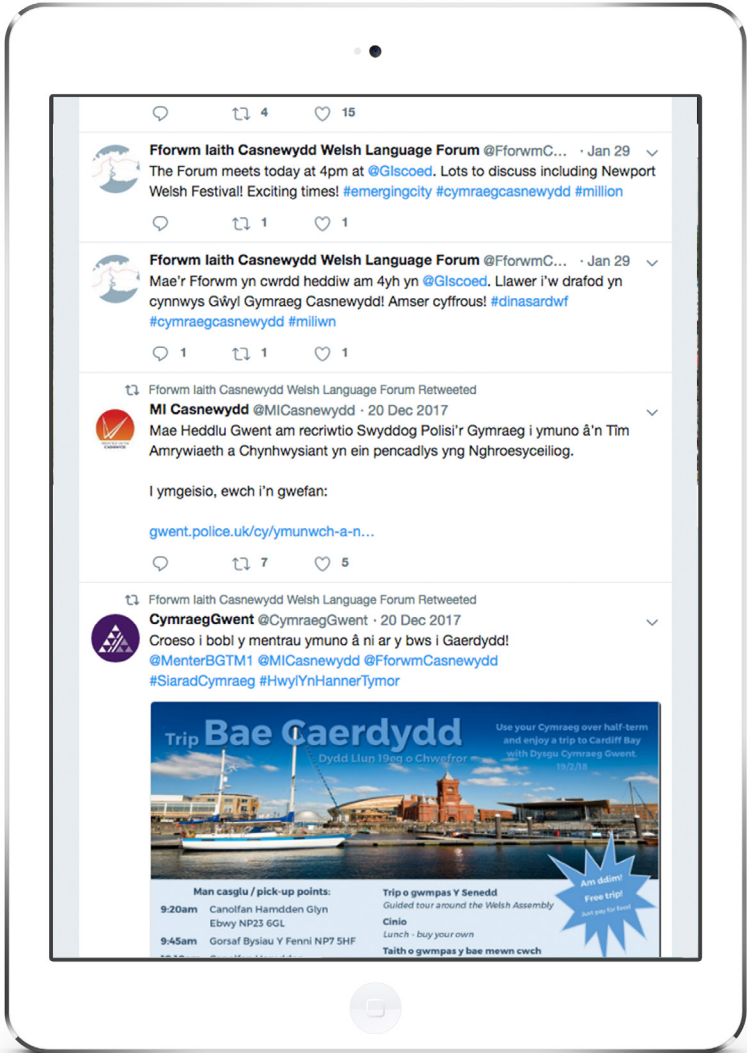
With the creation of a new terms of reference to strengthen accountability, the role and responsibilities of the Forum were outlined:

- To contribute to the Welsh Government's target in its strategy 'Cymraeg 2050: a million Welsh speakers' through the local vision of ensuring an increase in the number of people who speak and use Welsh (by the 2021 Census that this percentage increases to at least 60.1% as it was in 2001).
- To increase opportunities for people to use the Welsh language.
- To increase people's awareness of the value of the Welsh language as part of our heritage and as a skill in modern Wales.
- To work together on a partnership level through discussion and sharing of ideas, and ensuring that there is no duplication of effort on the part of organisations.
- To work together on a partnership level to identify gaps in provision and to create activities that meet those needs.

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- To work together to address the challenges and opportunities that developments such as 'Wylfa Newydd' present to the Welsh language.
  - To create opportunities to promote the Welsh language in the local economy in general, and in public services – in local government, health, education, leisure etc.
  - To persuade the owners of emerging new industries to use and take ownership of the Welsh language.
  - To emphasise the cultural-economic value of the language in the tourism industry.
  - To highlight the importance of the language for authorities responsible for regeneration schemes.
- The Education Forum is now part of the Language Forum and elected members and the Education Portfolio Holder are members of the Language Forum. The Forum focusses specifically on education every quarter. This ensures that everyone is aware of developments and there is no duplication of effort.

4.36 In terms of raising its profile, some Forums take to social media to increase awareness of their work and communication is increasingly important for partners in the implementation of the 5-year strategies:



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**Other key partners:  
The National Centre for Learning Welsh**

4.37 The National Centre for Learning Welsh is responsible for all aspects of Welsh for Adults – from the curriculum and resources for tutors, to research, marketing, communications and e-learning.

**Opportunities for collaboration:  
The National Centre for Learning Welsh**

The Centre is responsible for planning and monitoring the ‘Welsh for Adults’ provision, a programme of adult education provided across Wales through a network of providers. It is responsible for developing the curriculum, resources for learners and tutors, market research, marketing and communications. Over 16,000 learners across Wales are learning Welsh on the Centre’s courses. Courses are available on different levels: Entry (for beginners), Foundation, Intermediate, Advanced and Proficiency which is available for fluent speakers too.

The Centre is also responsible for the Cymraeg Gwaith/Work Welsh scheme. The aim of the scheme is to provide a variety of opportunities for workers in different sectors to learn and improve their Welsh so that they are able to use it

confidently in the workplace and beyond. There is no cost to employers for this training and the aim of the scheme is to provide flexible opportunities to learn Welsh, online and face to face.

The Centre’s training providers offer lessons across Wales, and support Welsh learners. The lessons are held in the community and are aimed at ensuring that everyone can find a course at the right level within a reasonable distance to their homes or workplace. The local providers are the first point of contact in terms of ensuring that discussions on planning how the Welsh for Adults provision forms part of the local Promotion Strategies. A list of providers can be found here: <https://learnwelsh.cymru/about-us/providers/>

“The Centre is keen to ensure that its providers contribute to the local Strategies, and is keen to ensure that local planning takes place so that lessons are held in support of local strategies and priorities, including supporting parents who choose Welsh medium education for their children.

Efa Gruffudd Jones, Chief Executive, the National Centre for Learning Welsh



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**Other key partners:  
Urdd Gobaith Cymru**

4.38 Urdd Gobaith Cymru’s aim is to provide the opportunity, through the medium of Welsh, for the children and young people of Wales to become fully rounded individuals, developing personal and social skills that will enable them to make a positive contribution to the community.

**Opportunities for collaboration:  
Urdd Gobaith Cymru**

The Urdd is the largest Welsh medium organisation for children and young people in Wales. It has over 53,000 members and 30% of all Welsh speakers in Wales between the ages of 8 and 25 are members. The Urdd has 260 staff, 10,000 volunteers, 900 branches, with 200 branches in the community. In addition there are 150 sports clubs that meet weekly. 51% of the schools that visit the residential centres are English medium schools.

The aim of the Urdd is to bring the Welsh language alive for children and young people in Wales and increase the use of Welsh in children and young people. Working with a variety of partners, the Urdd has structures in place to offer consistent and quality opportunities across the whole of Wales.

In order to achieve this aim, the Urdd has set the priorities below. These priorities are in line with one of the findings of Aled Roberts’ rapid [Review of Welsh in education strategic plans \(2017 – 2020\)](#), that there is a need to

improve community based provision and after school activities for children and young people through the medium of Welsh:

- Organise activities and develop projects that increase the use of the Welsh language by children and young people and increase the number of youth officers implementing this work
- Increase sporting activity through the medium of Welsh.
- Increase opportunities for children and young people to take part in the Urdd Eisteddfod and the arts
- Continue to develop the Urdd Residential Centres as centres of the highest quality, and invest in the resources at the centres
- Work in partnership to ensure that the work will contribute to local, regional and national strategies
- Provide Welsh medium apprenticeship opportunities through a variety of occupational routes across Wales

According to Sian Lewis, Urdd Gobaith Cymru’s Chief Executive:

“By building an active relationship with the Urdd, children and young people across Wales will be able to take advantage of experiences where Welsh is a living language beyond school. As a result of fun experiences and friendships through the Urdd, children and young people will develop a positive relationship towards the Welsh language.

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**Other key partners:  
Mudiad Meithrin**

4.39 Mudiad Meithrin is a national voluntary organisation, acknowledged as the main facilitator and provider of Welsh medium childcare and early years education in the voluntary sector.

**Opportunities for collaboration:  
Mudiad Meithrin**

The aim of Mudiad Meithrin is to provide an opportunity for every young child in Wales to benefit from early years services and experiences through the medium of Welsh. A particular emphasis is placed on the development of language and on the personal, social and emotional development of children.

When the Mudiad was established in 1971, the Census figures for that year indicated that 11.3% of children aged 3-4 in Wales could speak Welsh. There has been a gradual increase in this percentage in every decade since, and by the 2011 Census, the figure had increased significantly in the past decade to 23.3% of children aged 3-4 being able to speak Welsh. The Mudiad is proud of the hard work done in the cylchoedd meithrin (playgroups) and the Ti a Fi groups over the years, which has contributed greatly towards ensuring this increase.

A network of Support Officers work locally to provide guidance and practical advice to the staff in the cylchoedd, and to volunteers and parents. Strong partnerships have been established by staff and Support Officers across Wales and a number of promotion strategies reflect the importance of the Mudiad as a key partner.

According to Gwenllian Lansdown Davies, Chief Executive of Mudiad Meithrin:

“Clearly there is great benefit to developing a relationship with partners on a local level, as we are all part of the wider vision of promotion and facilitation of the Welsh language. Mudiad has the specialist knowledge and understanding in this particular area. We therefore welcome this opportunity to promote our work further as local authorities drive forward their promotion strategies and as we work towards our common aim over the years to come.

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4.40 There are many examples of collaboration amongst partners in the sharing of effort and expertise, for example:

**Partnership provision: Clwb Cwtsh**

The National Centre for Learning Welsh and Mudiad Meithrin are working together to provide new Welsh language taster courses for families. The name of the programme of courses is ‘Clwb Cwtsh’ which introduces families to vocabulary and phrases relevant to raising young children. Learners will be encouraged to use their Welsh with their children from the outset. Up to 600 learners are expected to follow this scheme in almost 80 ‘Clwb Cwtsh’ locations. After completing the scheme, learners will be encouraged to follow one of the courses available from the National Centre’s providers. More information is available [here](#).



Thanks to non-Welsh speaking parents and carers who choose to send their children to the Cylch Meithrin as the first step on the journey to speaking Welsh, we have an excellent opportunity to reach an audience of learners through the exciting ‘Clwb Cwtsh’ scheme. The emphasis is on enjoyment in learning and encouraging learners to realise that they, as adults, can also take the first step towards learning Welsh.

Gwenllian Lansdown Davies, Chief Executive of Mudiad Meithrin

**Other key partners:  
Colleges and universities**

4.41 Colleges and universities are key partners on a number of levels – in terms of their student populations, community and voluntary activities, activities around learning Welsh, work experience opportunities, various partnership, local authority and national park mentoring and apprenticeships, and the research expertise of their various departments.

4.42 Two examples outlined below, show the way in which the aims of county council 5-year strategies link with innovative research work led by the local university:

Behavioural change research – Isle of Anglesey County Council Leisure Services and Bangor University

One of the Council’s priorities is to ensure opportunities for children and young people to use the Welsh language socially by increasing the use of Welsh and mainstreaming the language in leisure and sports.

One aspect of this work is the Council’s Leisure Services Department working with a Bangor University PhD student on a linguistic behavioural change project. The research is in its early stages, but the Council hopes that the outcomes from this research will benefit other councils and organisations in understanding language behaviour in a specific strategic area and to

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plan the way in which they provide services to meet language needs more effectively.

**Research into choice architecture – Cardiff Council Education Department and Cardiff University**

Together with the University, Cardiff Council intends conducting innovative research that stems from work involving behavioural change. The aim of the work is to consider the way in which options are offered and to examine whether or not the public, and Welsh speakers, are offered an equitable choice.

The priority area is:

“ Examine the way our services are offered to the public and work with specialists in language choice architecture to ensure equitable linguistic choice.

Often, the uptake of Welsh language services is seen to be low, but research suggests that we should not interpret low usage figures as a sign of Welsh speakers’ limited desire to use Welsh language services. Research has been conducted to analyse whether changing the way in which the choice is offered to the user leads to greater use of Welsh services.

This approach is called ‘choice architecture’ and is used frequently in technology to facilitate an equitable choice. Research has shown that decreasing the effort someone has to make to access the Welsh language service is one way of increasing the use of the service.

The aim of this project with Cardiff Council is to apply those findings to the Council’s systems, increasing the use of the Welsh language services offered by the Council.

However the focus is only on the use of the Council’s services. The aim of the work is to experiment with the method used by parents and guardians in selecting a school for their children, in order to see if there is a way to increase the number of parents who choose to send their children to a Welsh school thus contributing to the Council and Government target of increasing the number of Welsh speakers.

One possibility of doing this is using the ‘A/B Testing’ method (where two versions of a user interface are randomly presented, with only one difference between both versions).

Taking the Council’s website system that offers parents a selection of schools for their children, it is possible to compare the system in its present format to a version of the system where the selection of schools displays the Welsh-medium schools first, at

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the top of the list. The aim is to see whether the visual and accessible order might influence behaviour by comparing versions A and B of the web page.

It is also possible to test different messages beforehand or when parents see this choice, in order to 'prime' the user that there is work underway to increase the numbers of Welsh speakers.

The Council hopes to conduct this work during 2018 with the results forming the basis of further research or actions. The hope is that any results will be useful to other county councils also.

- 4.43 Working with partners can open doors to new sources of grants as well as opportunities to expand activities in new areas through sharing ideas, expertise and resources.
- 4.44 Below are two examples of the way in which external lead partners can add value and benefit to the aims of the strategy by driving forward strategic priorities in new and innovative ways.

**Welsh for migrants and refugees – Welsh for Adults, Cardiff University**

One of Cardiff Council's strategic priorities is to:

“ Introduce the Welsh language to new and emerging communities as a way of convening Welsh culture and promote Welsh language learning and Welsh medium education

The aim of the Council was to discuss with partners and individuals ways of developing Welsh language classes for new and emerging communities including migrants and refugees, in order to identify opportunities for the city's new communities to learn Welsh.

Following the popularity of a series of lessons by volunteers, Welsh for Adults in Cardiff University has secured a grant from the National Centre to formally appoint a tutor to work specifically with asylum seekers and refugees. The aim is to offer language courses and informal events to promote integration and these courses and events are open to families and individuals and are flexible in nature, responding to the needs of these new communities across the city.

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**Project to introduce the Welsh language: Engagement with multicultural groups – Newport City Council and Coleg Gwent**

One of the targets in Newport City Council’s 5-year Strategy is to:

“Identify any underrepresented groups in Welsh medium education and target promotional activities through a multi-agency communications campaign”, together with the target to “promote learning Welsh for adults.”

When analysing Newport school census data, it became apparent that pupils from BAME backgrounds were a lot less likely to attend Welsh medium schools than English medium schools. The aim of this project is to contribute positively to increasing those numbers ultimately attending Welsh medium schools.

In response to the challenge set out by the strategy, the Council acknowledged that the proportion of Welsh speakers in the area needed to reflect the general population, and that everyone should have the opportunity to learn Welsh, and that opportunity should be offered proactively.

With Learn Welsh Gwent leading on this, a joint application was made to the National Centre for Learning Welsh to fund the project to engage with the multicultural groups in the area. The partners in this project are Newport City Council, Learn Welsh Gwent, Menter Iaith Casnewydd, and South East Wales Regional Equalities Council.

This project brings together key partner organisations in order to provide activities to promote the language in an accessible way that is targeted at specific groups that are part of local networks that have been established for decades. The work will take place between March and June 2018.

# Essential elements of 5-year strategies

## Target setting and measuring performance

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### Setting targets and measuring performance

4.45 One of the key questions asked is:

What evidence will we have of the difference our strategy has made:

- to maintain or to increase the number of Welsh speakers in the area
- to increase the use of the Welsh language in the area

4.46 As with the Government's strategy, [Cymraeg 2050](#), these are the two main aims that form the basis of the 5-year strategies. The Government's Strategy notes:

“ Indicators 36 and 37 of the National Indicators for Wales will be used to track progress against the national well-being goal and towards the two overarching targets of this strategy. The indicators are as follows:

- Well-being indicator 36: Percentage of people who speak Welsh daily and can speak more than just a few words of Welsh.
- Well-being indicator 37: Percentage of people who can speak Welsh.

4.47 A number of the 5-year strategies clearly state that they have used the Welsh Government vision as a starting point for their targets.

### Methodology of setting the target for the number of Welsh speakers – Merthyr Tydfil County Borough Council

“ It was important to consider what the Welsh Government target of a million Welsh speakers by 2050 meant to the County Borough and therefore we had to establish our baseline. This meant quantifying the current information and data available to arrive at our target.

The Council firstly established the need to maintain the current number of Welsh speakers in the County Borough as a minimum.

In order to achieve the Welsh Government's target of a million Welsh speakers, there would need to be a doubling of the percentage of Welsh speakers in the County Borough, meaning an increase from the current 8.9% of Welsh speakers to 17.8% of the local population speaking Welsh by 2050.

This meant ensuring an increase of approximately 0.3% per annum meaning an additional 177 people in Merthyr Tydfil being able to speak Welsh per year (based on the current population of 59,000). Progress may be slow early on in the strategy, but the Council was of the opinion that it was crucial to understand the exact nature of the challenge.

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The Council states:

“ This is a very ambitious aim to achieve but we will track this on a yearly basis and from strategy to strategy. We did not want to set a conservative target that would be easily achieved. We wanted to acknowledge the challenge that we all face in order to achieve the national target.

Officer, Merthyr Tydfil County Borough Council

4.48 This is how the Government intends tracking progress against the following two indicators:

Indicator	What is measured	Data source	The wider context
<b>(36) Percentage of people who speak Welsh daily and can speak more than just a few words of Welsh</b>	The percentage of people who say they speak more than just a few words of Welsh and that they speak Welsh every day, in response to the National Survey for Wales (which has to date been held each year for people over the age of 16) and any Language Use Surveys held.	National Survey for Wales Welsh Language Use Survey	There is uncertainty as to the frequency of the language use surveys from 2018-19 onwards.  Locally, some organisations will be able to track numbers of people using Welsh at work; and the use of Welsh in the provision of services.
<b>(37) Percentage of people who can speak Welsh</b>	The percentage of people who record that they can speak Welsh in the Census.	The 2011 Census The 2021 Census	It will be possible to track progress between the two Censuses using the National Survey for Wales (adults) and the Pupil Level Annual Schools Census (children).  Locally, organisations will be able to track the numbers of Welsh speakers in the workforce using their internal systems.



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### Baseline

- 4.49 The starting point of performance measurement is establishing a baseline, and in the case of the two targets outlined above, there is a clear baseline in terms of the numbers of Welsh speakers and those who can speak more than a few words of Welsh and report that they speak Welsh every day.
- 4.50 Knowing which targets to set can be problematic without sufficient information, or where there is no baseline. This is true when organisations adopt new or innovative targets without any previous evidence on performance.
- 4.51 It's possible that organisations will need to measure performance at the beginning of any new initiative and track it for a certain period before deciding on the final target, in order to ascertain what is realistic and achievable.
- 4.52 As noted above, a number of the 5-year strategies are based on detailed profiling and research into the position of the Welsh language locally in terms of the population and current provision, and this is often outlined in the strategies themselves.
- 4.53 Below we see an example of the way in which Anglesey's linguistic profile has provided a baseline to plan progress strategically. The data available provides indicators so progress can be measured, leading to actions for year 1 to be reviewed annually.

# Priority Area 3 – The Community

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The Language Strategy's third priority area focuses on promoting the Welsh language at community level.

The housing market is unstable on the island with a lack of affordable housing for the local population. In addition, there is a lack of well-paid and stable jobs and an over reliance on the public/provider sector as well as some specific industries such as tourism and agriculture. These are real challenges in terms of retaining young people and families on the island.

Language transfer rates are also a challenge within the community with a low number of parents / carers transmitting Welsh to their children, the low status of the language within the community, lack of opportunities to use the language at a community level and the impact of immigration and emigration levels on the demography of the island. For communities to thrive, it is also important that there are opportunities for the island's residents and immigrants to use the language and to use it socially.

It is acknowledged that the linguistic renewal work must be aligned with the improvement of the social and economic infrastructure.

## Aim

Promoting and marketing the value and importance of Welsh.

Promote and identify opportunities to strengthen the Welsh language within the communities and identify gaps in provision.

## The desired result

Maintain the wards where 70% of the population speak Welsh and increase the percentages of the other, remaining wards.

## Indicators

- An increase in wards with over 70% speaking Welsh
- An increase in wards with over 50% speaking Welsh
- Number of activities undertaken to integrate Welsh learners
- Number of Welsh in the community or Welsh for the family classes
- An increase in the number involved in Welsh-medium volunteer activities
- Increased use of the translation app
- An increase in the number of meetings held in Welsh within the County Council
- Number of visits to the Website that advertises Welsh-medium activities
- Number of developments that comply with the policies of the Local Development Plan
- Number of empty houses on the island brought back into use as permanent housing
- Number of welcome packs distributed to immigrants / downloaded

**See the action plan for year 1. This plan will be updated annually.**

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### Performance measurement

- 4.54 A number of strategic priorities flow from the two general aims of maintaining or increasing the number of Welsh speakers, and increasing the use of Welsh in the 5-year strategies.
- 4.55 From those strategic priorities, organisations have set targets within action plans outlining the activities to be undertaken to ensure that they, together with their partners, achieve their vision.
- 4.56 Their indicators and methods of measuring performance against these targets vary, with some acknowledging the need to create new measurements. However, in order to develop indicators for the strategic priorities, it is necessary to understand what data is available and which measurements need to be developed.



It is no easy task to formulate a language strategy over the medium to long term. The economic and social environment can change quite quickly... It is also extremely difficult to measure the effect over the long term of the various projects and work undertaken to promote the language on the numbers of Welsh language speakers.

Snowdonia National Park Authority

### Defining how to measure performance

- 4.57 Performance measurement in local government in Wales is driven by the Local Government Act 2010 and the Local Government (Wales) Measure 2011.
- 4.58 These place a duty on councils to ensure continued progress in carrying out their duties, and in doing so they must give due attention to 'improvement' with the preparation of improvement plans and target setting.
- 4.59 A number of factors influence performance measurement methods, and many are unavoidable – these are, in general, constraints in terms of time and resources. These impact greatly on the ability of officers to gather meaningful information in order to meet quarterly or annual reporting deadlines.
- 4.60 As a result, there may be a tendency to measure targets that are easy to monitor and that establish clear statistics (numbers or percentages) that can be used consistently to demonstrate an increase or decrease.
- 4.61 However, one of the most common observations raised in interviews with officers across Wales was the difficulty in measuring progress in the context of promoting the Welsh language.

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4.62 There are a number of definitions of 'measurement', including:

To determine the size, sum or degree (of something) using an instrument or system using standard units

4.63 This is a standard method used, for example, in establishing the number or percentage of Welsh speakers within a workforce to gather statistics for an annual report. It is also important information giving a baseline for workforce planning and language planning.

4.64 However, as outlined, this is only part of the picture, it does not provide information on language use and the confidence and behaviour of those particular individuals.

4.65 We need to add to this definition of measurement and consider ways of ensuring more qualitative information to track success, progress and satisfaction:

To assess the importance, impact or value (of something)

4.66 This increases the options for measuring success and enhances the evidence available, therefore the importance of gathering qualitative information should not be ignored. This adds to the information sources that allows reporting on the progress of the 5-year strategies and gives a fuller picture to the story.

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### Quantitative information

- 4.67 With only two national indicators measuring ability and use of the Welsh language in a quantitative way, it is possible to look for opportunities to expand ways of measuring and gathering data that are already used in other relevant areas, such as education, services, housing, culture and volunteering.

### Avoiding duplication of effort – using measures already in place

One simple example of extending a means of measurement that is already in place, in the context of the national well-being indicators, is to consider indicator number 35:

Percentage of people attending or participating in arts, culture or heritage activities at least three times a year.

As bodies are required to gather this type of information, it might be possible to add a small additional step:

Percentage of people attending or participating in arts, culture or heritage activities at least three times a year through the medium of Welsh.

Or perhaps indicators might include a record of chosen language in order to analyse the data further. In light of the fact that resources and time are often limited, it's important to find relatively easy ways of gathering information. In some cases it may be possible to consider how to satisfy more than one monitoring and reporting requirement at once. For instance, Caerphilly Council have created a matrix that allows them to cross-reference the outcomes of the 5-year Strategy with the 7 well-being Future Generations goals.

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4.68 The nature and scope of the targets relating to the 5-year strategies are wide-ranging and require effective planning and measurements to demonstrate progress. Deciding on meaningful and convenient ways of measuring success can be challenging, and below, we outline an example of how one County Council has set about identifying relevant measurements.

#### Measuring results – Carmarthenshire County Council

In drawing up the Promotion Strategy for Carmarthenshire and looking beyond the specific target of increasing the number of Welsh speakers, the Council acknowledged the importance of all the activities taking place at local level that were contributing to the increase in the use of the language and in the confidence of Welsh speakers across the county:

“There are a number of factors that we would like to address in Carmarthenshire, which do not appear in census results, such as our residents’ confidence in their language skills, and the use they make of them on a daily basis.

“As well as measuring impact, we feel it is equally important to highlight successes in developing the Welsh language in the county. This will not only highlight the types of projects that have the most positive impact, but also have a positive impact on the image of the Welsh language and culture, in turn, positively influencing attitudes towards the Welsh language in general within the county.

“We intend, therefore... to experiment with a mixture of ways of measuring impact and of sharing messages in order to discover an effective model for our needs in Carmarthenshire.

In addition to Census and education data and statistics, the Council acknowledged that they needed practical and positive measurements for the community activities that would track progress on a step by step basis. This would then establish a richer baseline, in addition to population data. The Council commissioned an external consultant to carry out this work and conduct a study of the measures available so that the Council is able to:

- assess to what extent it was likely to achieve the aims of the Strategy;
- report to the Commissioner in line with the requirements of the standards.

Research work was conducted looking at data, and providing recommendations in terms of the possible measures available to the Council to undertake this work together with partners responsible for implementing a number of the targets, as well as the County Language Forum responsible for scrutiny and monitoring.

The research has been completed and the Council has a resource to which it can refer in order to determine the best measurements of success for the strategy.

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4.69 In general, bearing in mind the requirements of standards 145 and 146 in explaining how the body intends to achieve the target and assess to what extent it has reached that target after 5 years, a number of action plans reflect established arrangements in terms of monitoring and reporting on progress for their scrutiny processes. Although the format of the action plans varies, the main examples include:

- Strategic priority areas
- General aims
- Desired outcomes
- Indicators
- Activities
- Who leads/is responsible
- What resources need to be earmarked
- Short term timescale (current year)
- Long term timescale (at the end of the 5 years)

4.70 In Appendix 3, there is a summary of good practice in action plans that may be useful for organisations when they review their plans on an annual basis.

“ Setting SMART targets is essential because of the need to provide assurance to the Council on the targets and ensure that there is a means of assessing, reporting and providing evidence of progress for a clear scrutiny trail.

Officer, Denbighshire County Council

4.71 SMART targets (Specific, Measurable, Achievable, Realistic and Time-bound) are essential to achieve the vision as they contain clear aims and milestones. This makes the strategic planning cycle of reporting, scrutiny and review easier:

- Where do we want to be and when? (Year 1)
- How do we get there?
- How do we measure progress?
- How did we do?
- How do we improve on this?
- Where do we want to be and when? (Year 2) and onwards.

4.72 SMART targets also enable bodies to overcome the tendency to base actions on impressions or assumptions.

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### Qualitative information

- 4.73 The essential element of the strategies is measuring results, but it is not always possible to attribute each outcome to a specific action. Some outcomes are very difficult to quantify - such as an increase in confidence, or a change in attitude. A number of organisations have begun to address this aspect, and as outlined, a number have acknowledged the need for new measurements.
- 4.74 Although it is difficult to measure influence in figures, there is a need to seek to establish a meaningful measure of success for various activities. This requires a combination of qualitative and quantitative methods. For instance, for a series of activities, it would be possible to record the number of attendees, and conduct a short opinion poll at the beginning and at the end of the period in order to measure any change in linguistic behaviour.
- 4.75 Before determining the method of measurement, there is a need to define what we are looking for. What is success? What is an increase in confidence, for example? It's also important to consider how those taking part in the specific activity define this themselves, as research has shown that including people in planning the monitoring process from the start, increases their enthusiasm and support for the process itself.
- 4.76 Quantitative data can measure a change that has happened following an activity or project, but qualitative data (eg, interview or focus groups) may help you to understand how this happened and its effect.
- 4.77 Statistics can provide evidence of change, but case studies on individuals' experiences can offer a richer and more personal picture of that change, and personify the success of the activity when reporting back.



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4.78 This is an example of a clear, quantitative target for the promotion of the Welsh language in a new and proactive way:

<b>Priority area</b>	<b>Visibly promoting the Welsh language in the community</b>
<b>Aim</b>	Producing a web site and welcome packs for immigrants about the history and culture / bilingual education / advantages of Welsh / opportunities to learn the language
<b>Objective to be achieved by the end of Year 1</b>	Ensure that information is available to assist immigrants in a positive way
<b>Responsibility</b>	<ul style="list-style-type: none"> <li>◦ Welsh Government</li> <li>◦ Regulation and Economic Development Service</li> <li>◦ Head of Democratic Services</li> </ul>
<b>Performance indicator</b>	Numbers visiting the website in the first year

4.79 There are further opportunities to track the positive effects of this project by considering one or more of the following:

#### Gathering qualitative evidence

- Opinion surveys – SNAP; SurveyMonkey; Google etc.
- Focus groups
- Interviews
- Video diaries by people running activities/projects or members of the public taking part in them. These should be reviewed at the beginning and end to understand the nature of change.
- Stories – gathering individuals' experiences of the project/activity over the timeframe.
- Project evaluations
- Comparing groups that are taking part with a 'control group' (what would have happened if the project hadn't taken place).
- Thematic research and analysis

Bodies should consider working together with partners and stakeholders to conduct qualitative research, in order to gather information that may be useful to all involved.

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### Qualitative research – Carmarthenshire County Council

Together with the Language Forum, Carmarthenshire County Council has developed a Welsh Language Awareness Questionnaire for county residents. The aim of this questionnaire is to measure the status of the Welsh language and people's awareness of:

- the benefits of the Welsh language
- the benefits of Welsh education and Welsh language skills
- Welsh language services in the county

With this questionnaire, the Council will develop a database of quantitative information on residents, but it will also be a way of measuring residents' perceptions and opinion, and the impact of specific projects through gathering information on different experiences (eg. partner activities, or education in the county).

The aim is to disseminate this through various methods and partners, reviewing responses, and identifying gaps after 3 months in order to target a wider audience and those who are harder to reach. The questionnaire will then be conducted again at the end of the 5-year Strategy in order to identify progress across these areas.

The Council has also conducted a SNAP questionnaire on language use by Council staff and across the partners who are subject to the Standards, together with the County Forum partners. Hopefully, the results can be used as a baseline for future progress measurement.

This again will be repeated in order to track progress and to establish qualitative information that will sit alongside more quantitative data on the workforce.

### Reviewing and monitoring

- 4.80 Fundamentally, scrutiny is a key driver of improvements. Good practice includes:
- separating the roles of implementation and scrutiny (ensuring external scrutiny as well as internal)
  - focussing on improvement
  - independent and constructive feedback
  - committing people to the scrutiny process early on, enabling them to influence and strengthen the strategy and action plans
  - ensuring that scrutiny and review processes underpin and support the work, and are not just a tick in the box exercise

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4.81 National Audit Office research has shown that organisations who invite external scrutiny and who learn lessons as a result and act on those lessons, demonstrate higher levels of success. As well as the Language Forums that act as a key external scrutiny forum for their county’s 5-year strategy, some counties are also benefitting from a supportive Public Services Board structure for scrutiny of the strategy.

**External scrutiny – Ceredigion County Council**

Under the Ceredigion Public Services Board, Dyfodol Dwyieithog Ceredigion operates as one of the 5 working groups established to achieve the requirements of the Single Integrated Plan for Ceredigion.

Dyfodol Dwyieithog Ceredigion includes members from all Ceredigion public services including the local menter iaith, Cered. The group reviews the implementation of the Strategy and reports directly to Ceredigion Public Services Board. Ceredigion’s Public Services Board is made up of Chief Executives and senior officials from the area’s public organisations, and therefore the strategy has been afforded a high level status together with consideration at the highest level to the strategy’s implementation requirements in achieving its vision.

Ceredigion’s County Language Forum, which includes Welsh language promotion partners, report to the Dyfodol Dwyieithog Ceredigion group.

Dyfodol Dwyieithog meets quarterly reporting on its main priorities to the Public Services Board, by means of an annual Report Card outlining progress in the 3 following areas:

- Supporting families (more pupils receiving their education in Welsh)
- Economy and place (increasing the use of the Welsh language in the community)
- Independent living (improving access to Welsh language services)

Under these headings, there are targets based on a baseline with quantitative indicators to track progress.

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4.82 In Appendix 4, there is an example of a timetable and scrutiny structure for bodies, based on good practice observed across Wales. This example highlights the importance of ensuring a robust support structure for the implementation of the strategy.

4.83 In summary, through developing a combination of different methods of recording and measuring progress and ensuring supportive and robust scrutiny arrangements:

- bodies will be able to comply fully with Standard 145 and 146
- bodies and their partners will be able to provide assurance on the performance of the Strategy and mitigate any risks that may arise
- bodies will ensure that their successes and their partners' successes are acknowledged and strengthened for the future
- bodies will be able to place the performance of the strategy in a national context
- bodies will be able to place the performance of the strategy in a wider policy context

4.84 Appendix 5 provides a set of sample, optional questions that may be used or adapted to facilitate a self-assessment of the 5-year strategy. This may assist bodies in providing assurance in their internal reporting on how robust their strategies are in terms of compliance, governance and adequacy. Possible sources of evidence that may be referenced are also noted.

# Essential elements of 5-year strategies

## The wider policy context

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4.85 Local authority and national park 5-year strategies acknowledge that they do not exist in a vacuum, and although they have been drawn up in response to very specific, local challenges and opportunities, they also acknowledge that they exist in a wider policy context. National policy and legislation requires bodies to link these requirements and coordinate efforts so that there is consistency in practice and no duplication of effort.

### Education and the Welsh in Education Strategic Plans (WESPs)

“ Our activities in the short term, and during the first five years in particular, need to reflect the extent of the ambition

Aled Roberts, ‘Urgent Review of Welsh in Education Strategic Plans, 2017-20’ August 2017

4.86 In order to reach the aim of ensuring a million Welsh speakers by 2050, the Welsh Government acknowledges that the education sector is a key contributor. The Government has outlined the two main ways of increasing numbers – transmission of the language within families, and developing and maintaining skills in education and training, from early years to adult learning.

“ Our aim: create a statutory education system which increases the number of confident Welsh speakers.

4.87 Similarly, the bodies’ 5-year strategies underline the importance of education to their aim of maintaining or increasing the number of Welsh speakers in their areas:

“ The Education Strategy plays a key role in the council’s efforts to increase the number of our residents who acquire the Welsh language, and it will be crucial that the promotion strategy should reinforce and support the Education Strategy.

Carmarthenshire County Council

4.88 The current legislation relating to statutory Welsh medium education, the Schools Standards and Organisation (Wales) Act 2013, places a requirement on local authorities in Wales to prepare a Welsh in Education Strategic Plan. The aim of these plans is to improve the way in which authorities plan Welsh medium education and improve the standards of Welsh medium education and teach Welsh including to learners with additional learning needs (ALN). Under the Government’s current guidance, authorities are required to include targets for growth over time in the plans. They are also required to include data on numbers of pupils receiving Welsh medium education.

4.89 The first set of plans published by local authorities were deemed insufficiently ambitious and lacking the mind-set needed to achieve the aim of the Cymraeg 2050 strategy. There was a tendency to focus on current provision and on meeting current demand.

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4.90 In Cymraeg 2050, the Welsh Government stated:

“ We will move from measuring the demand for Welsh-medium education to growing Welsh-medium education systematically and proactively.

4.91 With an ambitious target to double the number of Welsh speakers, the emphasis is changing and the policy direction is developing.

4.92 This underlines an important future direction of travel for local authorities, which means that the Government's Welsh-medium education policy developments will not in future depend on 'demand' for Welsh-medium education, but will be based on an expectation that there will be an increase, in terms of generating growth on the one hand, and increasing capacity on the other.

4.93 In December 2017, the Welsh Government published its [Action Plan for 2017-21](#) for the Welsh language in education that sets the direction for the development of Welsh-medium education. It explains the principles and actions that will be undertaken in the next few years in workforce planning, planning education and the curriculum, and ensuring excellence, fairness and well-being. Amongst the plans for Welsh medium education in the next few years, there is an intention to:

- Review the legislation underpinning the regulations and guidance for the WESPs.
- Review the process for increasing the proportion of Welsh-medium teaching and learning in schools.
- Ensure that the 21st Century Schools and Education Capital Programme includes opportunities to increase the number of Welsh-medium school places.

4.94 Inevitably therefore, the developments in national legislation and policy over the next few years mean that local authorities will need to be prepared to respond to a more challenging framework and set of expectations with implications for the 5-year strategies as a result.

4.95 A large majority of the 5-year strategies refer to their local authority WESPs, but vary in terms of the extent to which they interlink these strategies with the vision and aims of the 5-year strategy.

4.96 The developments in Welsh Government education policy and legislation over the next few years mean that there will be opportunities to strengthen and build upon both strategies, starting with a long term vision for the county, for example:

“ Ensuring that all children have the right to be fully bilingual by the age of 16.”

Isle of Anglesey County Council

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4.97 It is also an opportunity to strengthen and build upon the activities at local level together with the partners in order to promote, support and widen social, family and workplace opportunities. The Language Charter, which is a feature of many 5-year strategies, offers the potential of developing new and innovative activities. According to the Welsh Government:

“ Education and training alone cannot guarantee that speakers become fluent in Welsh, or choose to use the language in their everyday lives. However... it is clear that the education system has a key influence on young people’s potential to use the Welsh language in their everyday lives... working with regional consortia, we have built on the Welsh Language Charter, developed by Gwynedd Council, and the Supporting Language Practices project to provide a whole-school approach to expanding children and young people’s use of the language.

4.98 Therefore, although the strategies in many cases, have been developed independently of one another, in reviewing the progress and reach of the 5-year strategies, there is an opportunity to take a fresh look at how both the 5-year Strategy and the WESP complement each other in terms of their aims and in terms of support structures:

**Possible opportunities:**

- i. Consider internal arrangements in terms of combining efforts effectively across both strategies.
- ii. Consider a longer term vision for education in the area and how the contribution of different sectors and partners may be strengthened and developed.
- iii. Consider developing work to promote the benefits of bilingualism in a variety of innovative ways to specific groups, especially those hardest to reach up to now.
- iv. Ensure that strong partnerships continue to develop between promotion partners, the childcare sector, primary and secondary schools in the area, further and higher education, and the national parks, and how the authority can facilitate this.
- v. Ensure a baseline with meaningful data for these areas, bearing in mind the impact of other policies and developments (demographics, planning, the economy, for example) on the Welsh language in order to promote and plan progress in line with the long term vision.

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## Learning Welsh

- 4.99 Another key feature of the 5-year strategies in attracting and creating new speakers is the Welsh for Adults sector. [The National Centre for Learning Welsh](#) is the body responsible for determining the strategic direction for providers, and is responsible for the development of learning Welsh on a national level.
- 4.100 As noted previously, the aim of the Centre is to attract new learners to the language and to increase the numbers who are speaking and enjoying Welsh through:
- Developing an innovative programme of attractive and suitable courses for learners, making full use of the latest technology
  - Developing innovative plans to ensure opportunities and contexts for learners to use their Welsh confidently
  - Establishing a network of providers to provide a service of excellence
  - Raising the profile of Welsh learning and increasing the numbers starting courses and continuing to learn Welsh
  - Establishing and maintaining procedures to support the service

- 4.101 People learn Welsh for different reasons and in different ways. Some learn the language without attending a course or training, for example via online resources. Therefore opportunities are expanding, through the Centre's providers, in addition to the internal provision within some organisations for their own workforce.
- 4.102 In the Government's strategy for a million Welsh speakers, a number of steps are in place to expand opportunities in relation to the progression to further and higher education, work-based learning programmes, promoting the value of bilingual skills in the workplace, together with workplace training.
- 4.103 Local authority and national park 5-year strategies also give a central focus to Welsh learning opportunities, working with the Mentrau Iaith, Welsh learning providers, and partners in the education and business sectors.
- 4.104 One example of local planning and interlinking objectives with the Council's 5-year strategy is the strategic collaboration in action in the Vale of Glamorgan:



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### Learn Welsh the Vale – new opportunities

The Vale of Glamorgan Council's 5-year strategy highlights the important contribution that learning Welsh makes to increasing the numbers of Welsh speakers, in terms of the local population and the Council workforce. A number of targets in the strategy have been drawn up to develop this provision with Learn Welsh the Vale taking a leading role in providing a strong partnership for the Council.

Learning Welsh in the area was given an added boost with a new agreement to provide Welsh for Adults between the National Centre for Learning Welsh and Learn Welsh the Vale. This was a fresh opportunity to develop a more local provision, and take on the responsibility directly for the first time in identifying demand, marketing and targeting the provision specifically for people in the Vale. Also, a close relationship was developed between the manager of Learn Welsh the Vale and the Council's Equalities department where an agreement was made that the Council's employees could register for free, as the Council would pay half the fees on their behalf.

“ Aim: “Increase the number of adults learning Welsh”

The aim to increase marketing activity and extend the number of courses available at all levels was outlined. A target was set to increase the number of registrations by 20%. With these new developments

in the area and the support by the Council, registrations increased by 40% by 2017.

“ For the first time Learn Welsh the Vale was responsible for courses at all levels, including the provision of Welsh for Families and intensive and very intensive courses, extending opportunities and making the programme more attractive and diverse, and meeting the needs of more learners.

Manager, Learn Welsh the Vale

“ Aim: “Provide opportunities for parents and children to learn Welsh together”

Learn Welsh the Vale arranged a series of meetings with local partners and Welsh language organisations, to apply for funding through the National Centre for Learning Welsh Innovation Grant. The purpose of this was to extend opportunities to learn Welsh for hard to reach groups, increasing the opportunities to speak Welsh for more learners and other adults in the area. The project was successful and the aim is to conduct a Homework Club pilot scheme for families of children in the Vale's Welsh schools. Parents can attend with their children to enjoy language and play activities with Learn Welsh the Vale and the Urdd. Childcare for the youngest ones is provided by Mudiad Meithrin, and support for adults with literacy and numeracy basic skills in whichever language they prefer, Welsh or English, in

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collaboration with Adult and Community Learning in the Vale of Glamorgan.

“ Aim: “Provide more language courses in the workplace”

The strategy outlines the aim to offer more opportunities at different competency levels to enable more employees to work bilingually and to ensure a provision for beginners and less confident Welsh speakers. The target set was to ‘increase the provision in the workplace by 100%’.

In 2015-16, there was a provision in place for Council employees to attend courses for free, with the Council funding half and Learn Welsh the Vale covering the other 50%. With the development of the Promotion Strategy, the Council's Chief Executive announced that staff would be able to attend courses during work hours, and this arrangement is still in place. The Council also agreed to include school staff in this arrangement and therefore more education staff attend the courses now. This has led to an increase from 21 members of staff in 2015-16 to 80 members of staff in 2017-18 across all competency levels.

“ Learn Welsh the Vale is supportive of the Council's efforts to extend opportunities for staff to practice and use their Welsh. Council staff are welcome to attend the informal events and the Communications department and the Information for Families service share Learn Welsh the Va.e news and promote our celebrations and courses.

Manager, Learn Welsh the Vale

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## Well-being

4.105 The aim of the Well-being of Future Generations (Wales) Act 2015 is to ensure that public bodies think strategically and plan for the future in order to improve the social, economic, environmental and cultural well-being of Wales for future generations. Public bodies are required to think about the long term and work better with people and communities, and with each other and their partners to adopt more collaborative and sustainable ways of working.

4.106 The Act has established Public Services Boards in each local authority area in Wales, responsible for improving the economic, social, environmental and cultural well-being of their areas. They are expected to act in a more holistic way in terms of the planning and provision of public services in Wales, including integrating a number of relevant acts, duties and planning frameworks.

4.107 The way in which organisations are required to implement the Well-being Act is in keeping with the way organisations are required to implement their 5-year strategies.

- Planning needs to consider the long term.
- There is a need to consider the impact of the well-being goals on other aims and bodies and how these can be integrated.

- Stakeholders need to be involved and the needs of their area reflected.
- There is a need for collaboration across departments and beyond in order to achieve the objectives.
- There is a need to work to prevent problems in order to assist the implementation of the objectives.

4.108 As a result, a number of organisations have integrated their work with their well-being plans and their 5-year strategies, and this has been a way of including more stakeholders and raising the profile of the 5-year strategy across the organisation.

“ Sustainability is a core theme for both the well-being plan and the promotion strategy, with an emphasis on creating viable communities for the future. The Welsh language is a central part of this and we cannot separate it from the goals.

Officer, Isle of Anglesey Council

4.109 The Government's aim is 'that the Welsh language is a central consideration in public policy'. Although one of the well-being goals refers to the Welsh language specifically: 'A Wales of vibrant culture and thriving Welsh language', there is a close relationship between the Welsh language and all the other well-being goals. The Commissioner has published an advisory document on [Considering the Welsh language in the Local Well-being Plans](#) (2018).

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- 4.110 Appendix 6 illustrates the way in which the Welsh language is relevant to each strategic area.
- 4.111 As outlined previously, in order to measure progress in achieving the well-being goals, the Future Generations Act places a duty on Welsh Ministers to publish national indicators. Once again, the link with the 5-year Strategies is clear, and there are opportunities to plan across departments and objectives to monitor and measure progress, avoiding duplication of effort.

### Well-being – strategic planning

“The principles of the promotion strategy are wholly in keeping with the well-being plan, the Welsh language is a natural and intrinsic part of the goals of improving well-being.

Because of the nature of our work as a national park, one of our main aims is to safeguard and improve the natural beauty of the park. Therefore the principle of sustainable development and conservation is at the heart of our work. So it was quite a straightforward process to take on the requirements of the Well-being Act as we are already seeking to work in this way.

We were able to translate our previous improvement objectives into well-being objectives quite easily, with only a few minor adaptations.

Our second statutory purpose is to ‘Promote

opportunities for understanding and enjoyment of the special qualities of the Park by the public’. The Welsh language is one of those qualities, and therefore, an important part of our work is to demonstrate the importance of the language in the area, and show it is an essential part of our cultural heritage. It’s important for visitors to the area to understand and appreciate that this is a special feature of Snowdonia. Therefore all our staff, for instance, staff in our Information Centres, Wardens, staff at the car parks etc all speak Welsh, and all our published material on our sites, from signs to pamphlets etc, are bilingual. Although our audience is frequently non-Welsh speaking it’s important that they see the prominence of the Welsh language everywhere.

Officer, Snowdonia National Park Authority

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### Health and Social Services

- 4.112 The main document for social services departments and health boards in terms of the Welsh language is [More than Just Words... a Strategic Framework for Welsh Language Services in Health, Social Services and Social Care](#), for 2016-2019.
- 4.113 It includes strategic objectives and actions to ensure a Welsh language provision in patient-centred services.
- 4.114 A core element of the strategic framework is the 'active offer' and the Government has developed an [information pack](#) that addresses the way in which social services and healthcare can put this into practice. Essentially, the pack underlines the need for services and staff members to offer Welsh language service proactively, rather than expect the member of the public to ask or to make an effort to use Welsh language services. The active offer was developed in the health service in Canada, and a partnership approach is essential for the 'active offer' to succeed.
- 4.115 In the same way as implementing the 'active offer' extends beyond the social services department or the health board, implementing the More than Just Words framework and the 5-year strategies requires a wider partnership approach and thus offers opportunities for combining efforts and joint projects.

### Challenge and Support – Powys' experience

The purpose of the Powys Welsh Language Promotion, Challenge and Support Group is to support the Regional Partnership Board and their partners to comply with the requirements within the Social Services and Wellbeing Act in relation to the Welsh language. This is done to ensure the implementation and monitoring of the More than Just Words Strategic Framework, and to have an overview of the requirements of the Welsh Language Standards under the Welsh Language (Wales) Measure 2011.

The group is a multi-agency group facilitated by Powys County Council which involves partners working together to support and challenge one another in delivering Welsh language requirements. The Group offers support through constructive challenge, guidance and advice.

Another of the Group's key activities is to celebrate achievements and successes, as well as to share good practice when promoting the use of the Welsh language within health and social care.

The group ensures links are made across the local authority to other Welsh language forums and work streams, and identify key gaps in service provision to support Welsh speaking individuals, families and communities, and to promote the Welsh language.

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The group received a special commendation for Leadership in the national 'More than Just Words' awards in 2017. A video explaining more about their work is available [here](#).

### The economy

- 4.116 There has been a fair amount of research and debate on the link between the Welsh language and the economy, and the way in which economic trends can impact adversely on the number of Welsh speakers in a particular area. There has also been a debate around the potential of the Welsh language to contribute to the growth of the local economy.
- 4.117 The aim of the Welsh Government is “to support the socio-economic infrastructure of Welsh speaking communities.” In its Programme of Work for 2017-21, the Government outlines the steps that will be taken to support developments that bring economic and linguistic benefits to different areas in Wales.
- 4.118 In terms of development, and the local development plans, requiring that any plans should include an impact assessment of the policy on the Welsh language, the link between the 5-year strategies and this wider context is clear. According to the Welsh Government:

“ Decisions regarding the type, scale and exact location of development within a specific community has the potential to have an effect on language use, and as a result on the sustainability and viability of the language. This calls for strengthening the relationship between language planning and land use planning.

- 4.119 In 2016, the Commissioner noted the need to ‘examine the possibility of moving towards a planning system which promotes the Welsh language rather than simply mitigates any negative impacts’ and the relevance of the 5-year strategies overlap in many areas. This is also true of the rural development plans and the city-region plans. Some 5-year strategies already reflect this clear link with targets and actions in:
- land and economic development
  - the Welsh speaking labour market
  - the local housing market
  - affordable housing policy, and
  - welcome packs for people moving to the area.

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**The local economy – Isle of Anglesey Council**

“ Where the Welsh language is part of the social fabric of the community, its fate and well-being is inevitably bound to the wider prosperity of that community.

Anglesey's 5-year strategy places a clear emphasis on how planning, development, housing and the economy are tied to the vitality of the language.

A key development in terms of the strategy is the Energy Island Programme. This programme was established in response to the significant investment proposed with the building of a new nuclear plant, construction of new National Grid infrastructure, together with a tourism village and leisure facilities. The programme is a partnership between public and private sector organisations including the Welsh Government and large developers.

There was a need for a positive attitude towards permitting sustainable economic development in communities across Anglesey. The aim of interlinking the strategy with this programme, ensuring a sustainable balance of economic prosperity and strengthening the number of Welsh speakers among future generations.

Through the Energy Island Programme, the County Council has committed to a number of steps with the ambition to encourage and support more communities and residents on the island to use the language as part of their everyday lives.

The Council has set out positive indicators in light of the proposed developments, for example:

- o providing opportunities for young people to stay on the island to live and work
- o the provision of relevant education, training and upskilling to ensure that local people can capitalise on future opportunities
- o attracting back people who have left Anglesey in search of employment
- o attracting investment to enable new companies to provide additional job opportunities for local people

In the action plan for the first year of the 5-year strategy, aims and objectives were outlined that link these elements.

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### **In conclusion**

- 4.120 As outlined, the aim of this advice document is to provide a practical look at the effective implementation of the 5-year strategies. The document has summarised various aspects and examples of proactive and innovative practices, together with ideas for development. However, in light of the interviews conducted, we know that there are many more examples of good practice that could have been included. We encourage organisations to develop their links with each other and with partners, on a formal and informal basis, in order to share and celebrate good practice.
- 4.121 We encourage organisations to consider the contents of this document when reviewing the progress of their strategies, with the aim of strengthening or developing priorities, practices or actions over the lifetime of the strategy, and in preparing for a new strategy at the end of the first 5 years.



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# Appendix 1

## Useful resources and references

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General - the Welsh language	
A comprehensive overview of the Welsh language	<a href="#">Statistical overview of the Welsh language</a> – Hywel Jones, Welsh Language Board (2012) <a href="#">The Position of the Welsh Language 2012-2015: The Welsh Language Commissioner's 5-year Report</a> (2016)
General	
Strategies in general	<a href="#">The Magenta Book</a> , HM Treasury, 2011 <a href="#">Strategy Survival Guide</a> , Cabinet Office, 2004
Examples of good practice in general	<a href="#">Welsh Language Commissioner Good Practice Wales</a> <a href="#">The good practice exchange</a>
Performance evaluation and measurement	<a href="#">Welsh Language Strategy Evaluation Framework</a> , Welsh Government, 2013 <a href="#">Adroddiad technegol Cymraeg 2050</a> , Welsh Government 2017 (Projection and trajectory for the number of Welsh speakers aged three and over, 2011 - 2050) <a href="#">National Indicators</a> , Welsh Government, 2016 (Technical description and data links) <a href="#">Proposed Evaluation Framework for the Welsh-medium Education Strategy</a> , Welsh Government, 2010

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Themes				
Below are some sources of relevant data and research according to the themes of the 5-year strategies.				
Area	Theme	Subjects	Data/statistical sources	Possible research sources
Increasing numbers	Number of speakers	The numbers and percentages of Welsh speakers  Analysis according to age/geography	The Census <a href="#">Welsh Language Commissioner</a> <a href="#">StatsWales</a> <a href="#">National Survey for Wales</a> <a href="#">Annual Population Survey</a> <a href="#">Statiath</a>  <a href="#">Welsh Language Use Survey</a>	<a href="#">Cymraeg 2050: a million Welsh speakers.</a>  Local and regional language profiles by the Mentrau Iaith and some County Councils.
	Language transmission	Language transmission at home	The Census <a href="#">Welsh Language Use Survey</a> <a href="#">StatsWales</a> <a href="#">Statiath</a>	<a href="#">Welsh language transmission and use in families</a> , Welsh Government, 2017
	Demographics	Decline in speaker numbers  Births and Deaths  Migration	The Census <a href="#">StatsWales</a> <a href="#">Statiath</a>	<a href="#">Population projections</a>  <a href="#">Future trends</a>
	Skills	Fluency  Literacy  Understanding	The Census <a href="#">Welsh Language Use Survey</a> <a href="#">National Survey for Wales</a> <a href="#">Annual Population Survey</a> <a href="#">Statiath</a>	

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Area	Theme	Subjects	Data/statistical sources	Possible research sources
	Education	Pre-school Primary Secondary Further and Higher Education Welsh for Adults	The Census Data from <a href="#">Mudiad Meithrin StatsWales</a> PLASC Statiaith Welsh in Education Strategic Plans WJEC examination statistics Curriculum assessment statistics Further and Higher Education statistics ITT statistics Statistics from the <a href="#">National Centre for Learning Welsh</a>	<a href="#">Welsh Medium Childcare and Early Years Education Provision, and Briefing Note</a> Welsh Language Commissioner, 2017 Various material: <a href="#">Welsh Government Education and Skills website</a> <a href="#">The position of the Welsh language in Apprenticeship programmes in Wales</a> , Welsh Language Commissioner, 2017 <a href="#">Canolfannau Cymraeg a Rhwydweithiau Cymdeithasol Oedolion sy'n Dysgu'r Gymraeg: Ymdrechion i Wrthdroi Shifft Ieithyddol mewn Cymunedau cymharol ddi-Gymraeg (2012)</a> (A report on efforts to reverse language shift in anglicised areas of Wales) <a href="#">Raising our sights: review of Welsh for Adults</a> Welsh Government (2013)

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Area	Theme	Subjects	Data/statistical sources	Possible research sources
Increasing use	Using the Welsh language	<p>Frequency of talking, reading and writing</p> <p>Confidence</p> <p>Behaviour</p> <p>Use of the language in the community</p> <p>Use of Welsh language services</p>	<p>Welsh Language Use Survey</p> <p>National Survey for Wales</p> <p>Annual Population Survey</p> <p>Statiath</p>	<p>Cymraeg 2050: a million Welsh speakers</p> <p>Exploring Welsh speakers' language use in their daily lives (Beaufort Research, 2013)</p> <p>Welsh Language Use in the Community. Research Study, Bangor University (2015)</p> <p>Using Welsh in the community- toolkit (Hodges; Prys, 2015)</p> <p>English by default: Understanding the use and non-use of Welsh language services, (Citizens Advice 2015)</p> <p>Organisations' annual reports on implementing the Welsh language standards</p> <p>The Welsh Language Commissioner's Assurance Reports</p> <p>Survey of the use made of the Welsh Language on Twitter (Welsh Language Commissioner 2014)</p>

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Area	Theme	Subjects	Data/statistical sources	Possible research sources
				<p>The value of the Welsh Language to the food and drink sector in Wales (Welsh Language Commissioner, 2014)</p> <p>The Welsh Language and Volunteering (Welsh Language Commissioner, 2013)</p> <p>Local work: eg. various studies by the Mentrau Iaith.</p> <p>Annual reports by the County Language Forum partners.</p> <p>Hyfforddiant Ymwybyddiaeth Feirniadol am yr Iaith Gymraeg, a'i Gyfraniad at Gynllunio Ieithyddol Cynhwysol yng Nghymru Steve Eaves, 2015 (PhD on the contribution of language awareness training to language planning in Wales)</p> <p>Behavioural Economics and Minority Language e-Services—The Case of Welsh. In: Durham M., Morris J. (eds) Sociolinguistics in Wales. Palgrave Macmillan, London</p>

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Area	Theme	Subjects	Data/statistical sources	Possible research sources
				<p>Polisi Iaith Ymddygiadol? PhD by Osian Elias, Aberystwyth University (to be published 2018) on behavioural language policy.</p> <p>Newid ymddygiad ieithyddol a thechnoleg, PhD by Gwenno Elin Griffith, Cardiff University (to be published 2018) on behavioural language change and technology.</p> <p>General outlook:</p> <p><a href="#">Future trends</a></p> <p>General studies on the nature of communities eg. <a href="#">NatCen</a></p>

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	Workforce and economic development	Various sectors	<p>The Census</p> <p>Welsh Language Use Survey</p> <p>Annual Population Survey</p> <p>Statiaith</p> <p>UKCES Employers' Skills Survey</p> <p>Organisations' own workforce data</p> <p>National Education Workforce Survey</p> <p>PLASC</p> <p>FE and HE staff statistics</p>	<p>Welsh language skills needs in eight sectors, Welsh Government, 2014</p> <p>Working Welsh</p> <p>Work by the Regional Skills Partnerships</p> <p>Report of the Task &amp; Finish Group on Welsh Language and Economic Development (Welsh Government, 2014)</p> <p>Gwynedd and Anglesey Housing and the Welsh Language Survey (2014)</p> <p>Review of Small and Medium Businesses (Welsh Language Commissioner, 2013)</p>
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# Appendix 2

## Risks and assumptions

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Many risks derive from assumptions made, or over-optimism in the production of a strategy. Those areas common to any type of project include:

- Lack of challenge and accountability
- Failure to fully understand the challenges and complexity of the area in question
- Organisational culture tending to focus on the short term only
- Weaknesses in the evidence base and the quality and suitability of the data
- Failure to fully appreciate the role and value of stakeholders

In terms of the Welsh language in particular, the Welsh Government's [Welsh Language Strategy Evaluation Framework](#) published in 2013, outlines a number of preconceptions that underline the importance of not taking things for granted which may result in fundamental risks to the success of the strategies.

Organisations should avoid assuming:

- That there is a sufficient number of Welsh speakers with the necessary level of skills allowing them to use Welsh in every situation

- That Welsh speakers have the motivation and desire to use Welsh
- That there are sufficient opportunities for Welsh speakers to speak to each other in Welsh
- That the promotion strategy's measures are robust enough to withstand wider demographic and socio-economic trends (eg. migration; employment)
- That the Welsh language can withstand the pressure of English as a dominant language
- That the degree and extent of the interventions to promote the use of Welsh are sufficient to ensure meaningful and continuous change
- That there is a sufficient number of Welsh speakers available within the workforce
- That partners are able to collaborate strategically and are prepared to do so
- That grant support will continue for those partner organisations to promote the Welsh language

In highlighting these assumptions and risks, it allows us to consider how the promotion strategy can address a number of these challenges.

# Appendix 3

## Good practice in action plans

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A number of organisations have stated their intention to review the action plan on an annual or regular basis during the lifetime of the 5-year strategy. This is an opportunity to ensure that the action plan is sufficiently robust, facilitating effective monitoring and evaluation. Here is an outline an example of good practice in action plans.

<b>structure</b>	<ul style="list-style-type: none"> <li>o suitable for the needs of the organisation and stakeholders</li> <li>o clarity in terms of responsibilities and timescale</li> </ul>
<b>output</b>	<ul style="list-style-type: none"> <li>o define necessary tasks with specific action</li> <li>o SMART targets</li> </ul>
<b>milestones</b>	<ul style="list-style-type: none"> <li>o define clear milestones</li> <li>o clarity in terms of output and results against key milestones</li> </ul>
<b>progression</b>	<ul style="list-style-type: none"> <li>o show the link between tasks/output</li> <li>o define the progression of any tasks/output that are co-reliant or that follow on from one plan to another</li> </ul>
<b>responsibility</b>	<ul style="list-style-type: none"> <li>o clarify and agree responsibilities</li> <li>o clarity on the participation of stakeholders</li> </ul>
<b>risks</b>	<ul style="list-style-type: none"> <li>o risk mapping</li> <li>o ensure steps to mitigate any high/likely risks</li> </ul>
<b>monitoring and evaluation</b>	<ul style="list-style-type: none"> <li>o clarity on monitoring arrangements and performance measures/criteria</li> <li>o clear monitoring and evaluation framework</li> </ul>
<b>records</b>	<ul style="list-style-type: none"> <li>o records of processes and agreements with stakeholders</li> <li>o records of results in monitoring subsequent progress</li> </ul>

# Appendix 4

## Sample timescale and support infrastructure

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This appendix combines good practice across Wales according to key points in the annual financial calendar of the bodies for the 5-year strategies, and the infrastructure in place to support scrutiny and monitoring work internally and externally. This is simply an example, there is no requirement to follow each step. Organisations are encouraged to adapt this plan to ensure robust internal arrangements appropriate to their own particular procedures.

Clearly, the arrangements in each county are different (eg. not every Forum meets on a monthly basis and their terms of reference are different, as well as the fact that internal scrutiny and reporting structures differ between bodies). However, the following example encapsulates good practice that ensures regular review of progress and also ensures that the work of gathering information for annual monitoring and progress reports is not too onerous, but happens regularly during the full monitoring year.

When	Who	What
April	<ul style="list-style-type: none"> <li>○ Officers</li> <li>○ The Forum</li> <li>○ Key partners</li> </ul>	<ul style="list-style-type: none"> <li>○ Monthly review of short term targets</li> <li>○ Officers and partners report to the monthly Forum</li> <li>○ Drafting of and consultation on the annual monitoring and progress report</li> </ul>
May	<ul style="list-style-type: none"> <li>○ Officers</li> <li>○ The Forum</li> <li>○ Key partners</li> <li>○ Corporate Management Team</li> <li>○ Scrutiny committees</li> <li>○ Cabinet</li> </ul>	<ul style="list-style-type: none"> <li>○ Monthly review of short term targets</li> <li>○ Officers and partners report to the monthly Forum</li> <li>○ The report presented to the Corporate Management Team, Scrutiny Committee and Cabinet (perhaps at the beginning of June also, depending on the dates of meetings)</li> </ul>
June	<ul style="list-style-type: none"> <li>○ Officers</li> <li>○ The Forum</li> <li>○ Key partners</li> <li>○ Department heads</li> </ul>	<ul style="list-style-type: none"> <li>○ Quarterly review of the Strategy's targets by the Forum for the current year</li> <li>○ Publishing the approved monitoring and progress report on the previous financial year</li> </ul>

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When	Who	What
July	<ul style="list-style-type: none"> <li>Officers</li> <li>The Forum</li> <li>Key partners</li> </ul>	<ul style="list-style-type: none"> <li>Monthly review of short term targets</li> <li>Officers and partners report to the monthly Forum</li> </ul>
August	<ul style="list-style-type: none"> <li>Officers</li> <li>The Forum</li> <li>Key partners</li> </ul>	<ul style="list-style-type: none"> <li>Monthly review of short term targets</li> <li>Officers and partners report to the monthly Forum</li> </ul>
September	<ul style="list-style-type: none"> <li>Officers</li> <li>The Forum</li> <li>Key partners</li> <li>Department heads</li> <li>Corporate Management Team</li> </ul>	<ul style="list-style-type: none"> <li>Quarterly review of the Strategy's targets by the Forum for the current year feeding into the internal report in line with arrangements</li> <li>As above, but for those Forums that do not focus solely on the strategy, hold a meeting to specifically discuss the strategy</li> </ul>
October	<ul style="list-style-type: none"> <li>Officers</li> <li>The Forum</li> <li>Key partners</li> </ul>	<ul style="list-style-type: none"> <li>Monthly review of short term targets</li> <li>Officers and partners report to the monthly Forum</li> </ul>
November	<ul style="list-style-type: none"> <li>Officers</li> <li>The Forum</li> <li>Key partners</li> </ul>	<ul style="list-style-type: none"> <li>Monthly review of short term targets</li> <li>Officers and partners report to the monthly Forum</li> </ul>
December	<ul style="list-style-type: none"> <li>Officers</li> <li>The Forum</li> <li>Key partners</li> <li>Department heads</li> <li>Corporate Management Team</li> </ul>	<ul style="list-style-type: none"> <li>Quarterly review of the Strategy's targets by the Forum for the current year feeding into the internal report in line with arrangements</li> <li>Review the Strategy's priority areas and targets for the following year</li> </ul>

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When	Who	What
January	<ul style="list-style-type: none"> <li>Officers</li> <li>The Forum</li> <li>Key partners</li> </ul>	<ul style="list-style-type: none"> <li>Monthly review of short term targets</li> <li>Officers and partners report to the monthly Forum</li> <li>Book a slot with the Corporate Management Team, Scrutiny Committees and the Cabinet for the period April-June for the annual report on the Standards to include an appendix outlining progress with the Promotion Strategy</li> <li>Flag up to internal and external partners what data/figures they are expected to report on to feed into an annual report for the Council's internal scrutiny processes that will also be published in an annual report for the attention of the Commissioner and the public</li> </ul>
February	<ul style="list-style-type: none"> <li>Officers</li> <li>The Forum</li> <li>Key partners</li> </ul>	<ul style="list-style-type: none"> <li>Monthly review of short term targets</li> <li>Officers and partners report to the monthly Forum</li> <li>Discuss and consult on an action plan for the strategy's coming year in preparation for the annual review</li> <li>An opportunity to invite a wider range of partners in preparation for considering new targets/revisiting current targets</li> </ul>
March	<ul style="list-style-type: none"> <li>Officers</li> <li>The Forum</li> <li>Key partners</li> <li>Department heads</li> <li>Corporate Management Team</li> </ul>	<ul style="list-style-type: none"> <li>End of year review of the Strategy's targets by the Forum and beginning of preparations on the annual report</li> <li>Include an appendix on the progress of the Promotion Strategy in the Welsh language standards annual report</li> <li>Together with the Forum, conduct a meeting with a wider range of partners to promote and raise the profile of the strategy at the beginning of a new year</li> </ul>

# Appendix 5

## Possible self-evaluation questions

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These are sample questions. They are suggestions for potential questions and possible evidence to help bodies provide assurance regarding the adequacy of the strategy. It would be possible to adapt or add to them in line with the requirements of the organisation.

Possible questions	Possible sources
<p><b>Aim of the strategy</b></p> <p>How was the need for the strategy established?</p> <p>Has a clear aim and purpose been defined?</p> <p>Does the organisation comply with the requirements of Standards 145 and 146?</p>	<ul style="list-style-type: none"> <li>◦ Legislation (Welsh Language (Wales) Measure 2011)</li> <li>◦ Compliance notices</li> <li>◦ Policy (Cymraeg 2050)</li> <li>◦ Cabinet/Board reports and minutes</li> <li>◦ Research</li> <li>◦ Results of consultation</li> <li>◦ The strategy itself</li> </ul>
<p><b>The wider context</b></p> <p>Do other programmes/strategies interlink with these strategic needs?</p> <p>Is there a good understanding and effective interdependency between relevant partners?</p> <p>How does this interdependency work and how is it managed?</p>	<ul style="list-style-type: none"> <li>◦ Relevant legislation</li> <li>◦ Well-being plan</li> <li>◦ Welsh in Education Strategic Plans</li> <li>◦ Local Development Plan</li> <li>◦ Reports and minutes</li> <li>◦ The strategy itself</li> <li>◦ Partners' strategies</li> <li>◦ Co-funding arrangements</li> </ul>

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Possible questions	Possible sources
<p><b>Stakeholder</b></p> <p>To what extent does the strategy depend on external stakeholders?</p> <p>Have key stakeholders been identified?</p> <p>Is there a clear understanding of their contribution, their influence and needs?</p> <p>Is there a stakeholder strategy/management plan?</p> <p>Is there a specific communication programme to support the work?</p>	<ul style="list-style-type: none"> <li>Research</li> <li>Language profiles</li> <li>Results of consultation</li> <li>The strategy itself</li> <li>Minutes and reports (internal and external, eg. the Language Forum)</li> <li>Stakeholder management plan</li> <li>Stakeholder communication plan</li> <li>Partners' strategies</li> <li>Co-funding arrangements</li> </ul>
<p><b>Costs and resources</b></p> <p>What considerations were made of any budgetary and resource implications, and were sufficient resources/funding assurances designated?</p> <p>Is the strategy built upon strong foundations in terms of staff, skills, time, support and resources?</p>	<ul style="list-style-type: none"> <li>Research</li> <li>Reports</li> <li>Assessments</li> <li>Minutes</li> <li>Job descriptions (eg new jobs)</li> <li>Grant applications</li> <li>Co-funding arrangements</li> </ul>
<p><b>Risks</b></p> <p>Have the risks to the strategy been identified and considered?</p> <p>Is there sufficient flexibility in the strategy to deal with problems such as delays/changes in circumstance etc?</p>	<ul style="list-style-type: none"> <li>Research</li> <li>Results of consultation</li> <li>Reports</li> <li>Risk register</li> <li>The strategy itself</li> <li>Assessments</li> <li>Minutes</li> </ul>
<p><b>Leadership/Culture</b></p> <p>Is there clear ownership of the strategy and clear leadership on its implementation?</p> <p>Do those involved in implementing the strategy have the appropriate authority and influence? (ie. is there somebody who can make decisions and call on necessary support?)</p>	<ul style="list-style-type: none"> <li>The strategy itself</li> <li>Reports</li> <li>Press releases/newsletters etc</li> <li>Assessments</li> <li>Minutes</li> </ul>

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Possible questions	Possible sources
<p><b>Targets</b></p> <p>Was a baseline established in order to set a realistic target to increase/ maintain numbers?</p> <p>What is the evidence of a baseline for individual targets within the strategy?</p> <p>Has the timetable been established appropriately - eg. consultation?</p> <p>Are the actions in the strategy clear, understandable, practical and realistic?</p> <p>How will progress be measured?</p> <p>Is it possible to define a measurable change in light of specific activities?</p> <p>Are there arrangements in place to establish what information is needed to measure future change in performance?</p> <p>Are there sufficient measures in place to track progress and performance against the targets?</p> <p>What arrangements are in place to review performance against the action plan to determine the success of the strategy?</p>	<ul style="list-style-type: none"> <li>○ The strategy itself</li> <li>○ Legislation (Welsh Language (Wales) Measure 2011)</li> <li>○ Policy (Cymraeg 2050)</li> <li>○ Research</li> <li>○ Language profiles</li> <li>○ Partners' strategies</li> <li>○ Results of consultation</li> <li>○ Reports</li> <li>○ Assessments</li> <li>○ Minutes</li> </ul>
<p><b>Governance</b></p> <p>Are there structures (internal and external) in place to ensure robust/effective overview and challenge?</p> <p>Are there clear roles and responsibilities set out in terms of scrutiny?</p> <p>How often will progress reports be subject to scrutiny?</p> <p>Is there regular reporting on:</p> <ul style="list-style-type: none"> <li>○ Progress against the milestones in the action plan?</li> <li>○ Any steps taken to address any problems?</li> </ul>	<ul style="list-style-type: none"> <li>○ The strategy itself</li> <li>○ Reports</li> <li>○ Minutes</li> </ul>

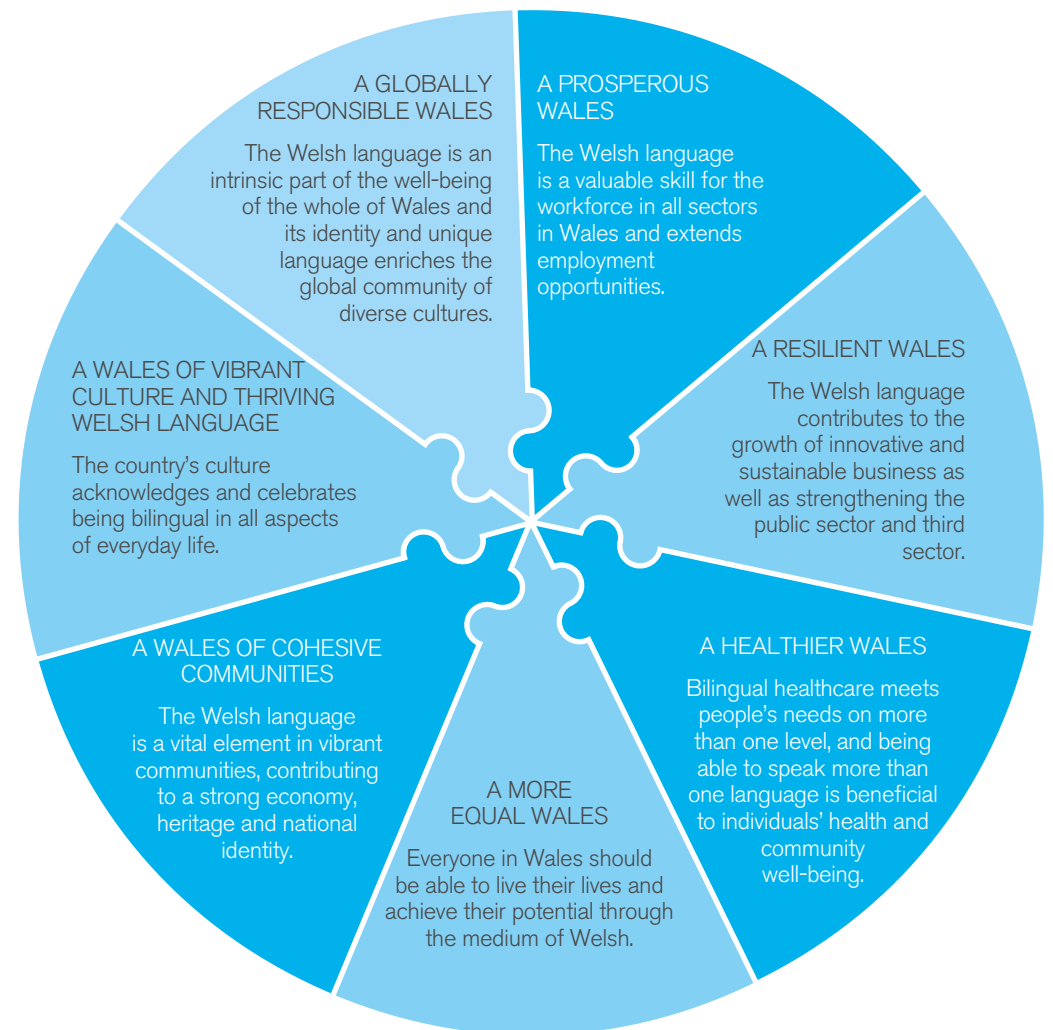


# Appendix 6

## How the Welsh language is related to each well-being goal

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The Welsh language is a crosscutting issue that relates to all activities conducted by local authorities, national parks and partners. Please see the Commissioner's Advice Note, [Considering the Welsh language in the Local Well-being Plans](#) for suggestions regarding the issues that should be considered when establishing and implementing the aims of the plans and the strategies.



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# Disclaimer

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The Commissioner has commissioned research work under Section 4(2)(e) of the Welsh Language (Wales) Measure 2011 in order to promote and facilitate the use of Welsh and to treat the Welsh language no less favourably than English. The results of this research are published in this advice document offering support to local authorities and national parks in Wales as they implement their 5-year strategies to promote the Welsh language in accordance with the requirements of standards 145 and 146 as set out in Welsh Language Standards (No.1) Regulations 2015 (the promotion standards).

The contents of this document are not legally binding, but the Commissioner encourages organisations to consider the good practice outlined within the document as they produce and implement their individual strategies. This advice document is not a statutory code of practice in accordance with the Welsh Language Measure for compliance with the promotion standards, and neither does it include legal advice upon which organisations may depend.



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