

A Review of the Work of Mentrau Iaith, Language Action Plans and the Aman Tawe Language Promotion Scheme

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2 Executive Summary

2.1 Background

In March 2013, Cardiff University was commissioned by the Welsh Government to conduct an independent Review of the work of the Mentrau Iaith, the Language Action Plans and the Aman Tawe Language Promotion Scheme ('the organisations'). The University worked with Sbectrwm Consultancy throughout the research process.

The aim of the independent Review was to prepare a report for the Welsh Government on a number of matters, including:

- the methods used by the organisations to promote and facilitate the use of Welsh;
- identifying the whole range of activities conducted by the organisations—and assessing to what extent they reflect local needs, and to what extent the organisations collect data effectively in order to assess the impact of activities;¹
- do the organisations' structures ensure effective working, partnership working and sharing of good practice;
- the potential to further develop the role of the Mentrau;
- are the Mentrau doing work that should be done by others (such as local authorities);
- is the level of funding provided by the Welsh Government appropriate.

This Review is based on evidence provided to the research team through questionnaires, interviews and documentation provided by the organisations.

There are 23 Mentrau Iaith in Wales.² They have grown organically, in varying linguistic and geographic contexts, primarily on a county or part-county basis. As a result they can no longer be referred to as one entity, but as a collection of activities and structures that are *called* Mentrau Iaith. The most prominent strength of this type of organisation is the fact that the Mentrau Iaith are rooted in their communities. However, 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.

The concept of three models of language planning studied by this Review (Mentrau Iaith, Language Action Plans, Area Development Scheme), as far as we see, is unique to Wales.

Five Language Action Plans are currently operational in Wales.³ Originally, Language Action Plans were established to coordinate language promotion efforts in *urban* areas

¹ In the context of this Review, 'organisation' means any one of the Mentrau Iaith, the Language Action Plans or the Aman Tawe Language Promotion Scheme. Where a distinction is required between these organisations, they are identified by name.

² Interviews were conducted with 22 Mentrau Iaith. The grant for Menter y Fro (Vale of Glamorgan) was terminated in 2012, and funding was provided to Menter Caerdydd (Cardiff) to work in the Vale.

³ See section 7 for more information regarding the Language Action Plans.

where the Welsh language was losing ground and where community energy wasn't considered sufficient to revive the language.

There is one Area Development Scheme in Wales, the Aman Tawe Language Promotion Scheme. It was established in order to find a new model of cross-border community planning (it spans three counties) which would include all the community elements within the language revival process including the areas of education, economy and increasing the language's use among young people.

2.2 Meeting requirements

In the main, the organisations studied by this Review make solid efforts to promote the Welsh language considering the budgets available to them and the structural barriers they face. The more successful ones have plans that meet local requirements (in terms of language planning and community development) and have administrative and management systems that show a high level of professionalism. Others, meanwhile, operate in an ad hoc, fragmented way. One typical comment is the lack of language planning examples that took public policy into consideration alongside micro level language planning and community development. In other words, holistic planning is rather rare in this area. The number of examples of policy-makers in local authorities discussing and planning collaboratively with the organisations were very low. This could be important when the possible reorganisation of local government is considered.

2.3 Evaluating Language Planning at Micro Level

Our conclusion is that too much attention has been given to processes and activities, without sufficiently addressing means of providing evidence of the difference made by organisations to the language at grassroots level. This may result from the priority given to achieving operational targets. There is little evidence of working in an integrated manner to address language planning at micro level, i.e. through comprehensive discussion and joint planning with related and relevant organisations in other areas. Adopting some of the principles and evaluation methods discussed below would contribute to a better understanding of the impact of the organisations and the value they create for the public expenditure.

2.4 Possible Improvements to Language Promotion Structures

The evidence identifies a consensus in favour of establishing a national coordinating body for the Menterau Iaith. There is also support for the idea of combining administrative and management elements of the organisation where appropriate on a macro level in order to free up time and resources for more action on a micro level. There is no widespread support for merging all *Menterau Iaith* constitutionally as one national entity. The Menterau have difficulty in appointing experienced staff with significant expertise in language planning. Despite the fact that Welsh language policy has created many opportunities to work in the field of language promotion, language planning has not necessarily developed into a specialised profession. In light of this problem, it should also be noted that organisations work extremely well considering the low level of funding and the high expectations on them to shoulder responsibility for the Welsh language in their areas. We

gathered evidence that the organisations have very motivated and committed staff. We believe they have great potential, based on their commitment to the language, to be very effective, but we do not feel that this energy, in every organisation, is always channelled in a purposeful direction and towards plans that make a strategic, sustainable difference in the appropriate places. There are many commendable exceptions.

One aspect with much potential is strategic leadership on an all-Wales level. The evidence received showed that more consistency was needed in terms of management and operational methods as well as significant investment in staff training and development. The most frequent response was the need to strengthen and restructure Mentrau Iaith Cymru (MIC) since it cannot address these matters sufficiently at present.

2.5 Resources and Training

We heard that the short term cycles for the Welsh Government's Grants to Promote the Welsh Language (from year to year) prevents organisations from recruiting sufficiently and from planning on a medium to long term basis. The respondents also feel that the level of funding allocated to the organisations is inconsistent; this is the cause of great frustration at grassroots level. As a result, some organisations have felt the need—understandably—to find funding through alternative means, and this could constitute a risk of compromising their original language mission.

There is a need to strengthen a number of elements, such as better training and systematic methods to identify needs and language priorities (based on research, data analysis, focus group views etc), turning need into action plans, implementing more effective monitoring processes and appropriate methods of measuring outcomes and impact since this does not generally happen at the moment.

2.6 Welsh Government Strategic Leadership

The nature of the Government's leadership was a concern for a number of the organisations. Specifically, they explain that they are driven by targets set by Welsh Government officials which do not necessarily arise from analyses of local needs. The Mentrau's targets are set independently of the targets of other language organisations and are not agreed collaboratively in a specific area. This can lead to duplication of work and encroaching on the remits of other organisations. This said, we saw a number of good examples of collaboration, but there is scope for the Welsh Government to take the local and regional discussion a step further in order to make it more effective, especially in setting the exact responsibilities of organisations and in establishing their grant targets in the context of multi-agency work.

2.7 Collaborative Strength

The Welsh Government and the organisations themselves need to have a very clear vision of the function/remit of the organisations, that are working side by side with other language organisations such as the Urdd, the TWF project, Mudiad Meithrin, Merched y Wawr etc. There is some confusion as to whether children and young people's activities is solely the Urdd's territory (or that of another organisation), whether families are the

work of TWF only, whether working with Welsh learners is the responsibility of Welsh for Adults Centres only?

The County Language Forums (discussion fora including relevant individuals and organisations) are considered by many to have little value, strategic influence or multiplying effect although they have a potential in terms of coordinating the efforts of all the relevant organisations and the local authorities so that they can work in a more strategic way. Similarly, the ambition and willingness to venture into 'difficult' areas varies significantly from one organisation to another. As a result of this inconsistency, some organisations are still content with the 'coffee morning' mindset, while more innovative organisations mainstream Welsh language considerations in the wider world of employment and in economic domains that are essentially strategic and self-sufficient.

It was stated several times that local authorities do not give the organisations financial support or take enough interest in their work. A number of respondents noted their view that some local authorities use the funding given to the organisations covered by this Review as an excuse not to meet their own statutory duties to the Welsh language. Doing otherwise would show they are taking responsibility *themselves* for community action and providing services for children and young people—and for promoting the Welsh language more widely, in an appropriate and holistic way. In this context, we heard that some of the organisations make an effort to draw the attention of public bodies to local weaknesses in Welsh language provision. There is great potential to in enhancing this role in future.

In terms of collaboration between language organisations, the relationship between the Language Action Plans and the Mentrau Iaith is not as good or as productive as it could be. There is tension and an element of competition between them that hinders the wider aim of promoting the Welsh language. Having said that, we believe there is value in focusing intensively on areas of special linguistic significance, and we examine the co-operative philosophy and principles between relevant agencies that the experimental Aman Tawe Scheme could offer in this regard.

3 List of Recommendations

1. The community work strengths of the organisations should continue to be built upon. In order to do this, work is needed to continue to develop their ability to plan, set relevant and appropriate targets and measure the impact of their work. The Welsh Government's funding system should be adapted to reflect this.
2. A detailed sub-action plan should be prepared for the Welsh language strategy, *A Living Language: A Language for Living*. This should identify detailed priorities for promoting the Welsh language as a community and social language. The input of experts from programmes such as Communities First and other relevant organisations should be sought. The themes should include the economy and employment, community life, children and young people outside school, as well as less accessible domains outside normal structures. The Welsh Local Government Association should be invited to be part of the work of preparing and implementing the plan.
3. An agreement should be drawn up between all the organisations funded by the Welsh Government, to agree exactly on their appropriate duties and tasks in the above action plan, on the basis of local language planning needs. This framework should give those organisations strategic clarity and confidence about their appropriate work and where they should collaborate in partnership. The aim should be to remove duplication of work. Consideration should be given to sharing 'back office' functions in this context. The Welsh Government's funding system should be adapted to reflect this.
4. A group of language and policy experts, who do not receive grant funding, should be established, to map out a way ahead for language planning and economic and community development. Additionally, a coordinating body for the Mentrau Iaith should be supported, to be funded directly by the Welsh Government. This body would be a partnership organisation encompassing the policy interests of the Government and the Mentrau Iaith themselves. The Welsh Local Government Association should be a core part of this organisation's arrangements.
5. More Area Development Schemes should be established. In doing so, consideration should be given to whether the Language Action Plans should be merged with these new Schemes or with the Mentrau Iaith in their areas. Further work should be commissioned on how to extend the influence of such partnership schemes. The Welsh Ministers should ensure that these partnership developments are based on the exercise of their full authority. A full impact assessment of these partnership developments should be conducted every 5 years.
6. The funding cycle for these organisations that promote the Welsh language should be extended to 3-5 years. In order to ensure a value for public expenditure on the language, an independent impact assessment should be conducted every 5 years based on the baselines for which the grant funding was allocated.
7. A programme of intensive training should be provided for the organisations in the field of behavioural change and language planning. A formal national register of

lessons learned should also be established in order to exchange good and bad practice for mutual learning.

8. There should be a strengthening of the relationship between the organisations and community development organisations such as Communities First.
9. There is a need to reconsider the way funding to promote the Welsh language is allocated at the micro level in Wales. There are many ways of doing so (not in priority order):
 - i. No change in the grant allocation process, but with an increase in the amount of funding allocated.
 - ii. End the current funding system, review all funding allocated to the organisations, placing ambitious expectations and asking for plans from the organisations and other parties interested in implementing the above sub-action plan in the form of a new grant application. Ensure appropriate funding to do this.
 - iii. Ending all funding and ensuring that each menter receives a specific sum as grant funding.
 - iv. Ending all the above funding and re-allocating it to Mentrau Iaith Cymru or a cluster of regional Mentrau Iaith with responsibility for implementing the recommendations of this report and the other language priorities of the Welsh Government.
 - v. Funding the Mentrau Iaith through the Communities First scheme so that the Mentrau Iaith can also benefit from 'mainstream' government income sources.
 - vi. End all funding as above and give it to county Strategic Planning partnerships to allocate.
 - vii. End all funding as above and implement the Welsh Government grant scheme to promote the Welsh language as done in previous years, but in doing so emphasise the fact that the whole funding process is a fresh start, and that receiving a grant in the past will not necessarily mean a grant will be allocated to the same organisation again. This would also open up the possibility for groups and organisations that are not currently in receipt of a grant to compete for funding.
 - viii. Conduct a detailed review of all funding on community language planning (in the form used by the Arts Council of Wales in 2009 to examine the arts), requiring a business plan from organisations and creating a portfolio of organisations to meet the Welsh Government's community language planning needs and the other recommendations of this report.

We suggest action on the basis of number (ii) above

10. Long term training should be provided for the organisations on moving to a proactive model of reaching people who are members of the groups referred to in the Equality Act 2010, i.e. Age, Disability, Ethnicity, Gender, Gender Reassignment, Marriage and civil partnerships, Pregnancy and Maternity, Religion/Belief, Sexual orientation.

4 Introduction to the Field

When *Iaith Pawb: A National Action Plan for a Bilingual Wales* was published in 2003 (Welsh Assembly Government 2003), the Welsh Language Board (the Board) was given additional funding to build capacity to support grassroots projects. To this end, the Board further developed its partnerships with various bodies across Wales, including the Mentrau Iaith, Urdd Gobaith Cymru, Eisteddfod Genedlaethol Cymru, Young Farmers' Clubs, Merched y Wawr, Mudiad Ysgolion Meithrin and other organisations that promote the Welsh language. In April 2012 the grant-awarding and project-commissioning functions of the Welsh Language Board were transferred to the Welsh Government. That funding is now allocated to contribute to the Welsh Government's current strategy for the Welsh Language, *A Living Language: A Language for Living* (Welsh Government 2012).

The Review's aim is to prepare a report for the Welsh Government on the work of the Mentrau, the work of the Language Action Plans and the work of the Aman Tawe Language Promotion Scheme. We emphasise that the opinion provided below is independent, and based on a synthesis of all materials collected from the research instruments. We offer a series of recommendations based on our interpretation for the consideration of the Government, and we are aware that these recommendations will need to be considered alongside a number of recent reviews and reports in the field of language policy in Wales.

4.1 The Review's Scope

This Review was commissioned by the Welsh Government. Following a competitive process, the contract was awarded to Cardiff University (School of Welsh). The University worked with Sbectrwm Consultancy throughout the project. It should be noted at the start of this report that the Review's aim is not to evaluate the work of the Mentrau and others (especially in terms of their impact on the use of Welsh). The Government's aim in commissioning the Review is to create a basis for more work in accordance with the Welsh Language Strategy Evaluation Framework (Llywodraeth Cymru, 2013a). This Review will contribute to the background information and will draw attention to matters that may need further attention through research and other methods.

The following elements are within the scope of the Review. These are addressed in varying degrees of detail, but the aim in conducting fieldwork and in preparing the report was to focus on the elements that promote the Welsh language in a strategic and practical way—or could do so—rather than being a management audit.

- What is the range of activities carried out by the organisations?
- The constitutional status of the organisations and why it was chosen?
- How is the organisation's vision created and how is it turned into an action plan, how is that action plan created with a consideration for language outcomes?
- What process is in place to measure the success of the activities in terms of outcomes for use of the Welsh language (we note that audit functions, people management and financial management is beyond the scope of this project)?

- Staff numbers
- Numbers of Management Committee members, how they were chosen
- Financial turnover
- Sources and sums of funding/income/grant
- Details of any service level agreement and/or collaboration with a Local Authority or other public bodies.
- A SWOT analysis by officers of their own organisation (these results were analysed in preparing the main report, and they will not be analysed as a separate theme)
- Welsh language promotional activities (and any other alternative activities) by theme, e.g.
 - sport and leisure
 - community development
 - children and young people
 - language awareness
 - language transmission
 - language capacity/confidence building (other)
 - commercial ventures
 - language skills
 - activities with the private sector
 - activities with the public sector
 - activities with the voluntary sector
 - any other activity
- Interviews with the main partners of the organisations—e.g. Urdd Gobaith Cymru, Mudiad Meithrin, Federation of Young Farmers' Clubs Wales, Merched y Wawr, TWF project, Eisteddfod Genedlaethol Cymru
- Interviews with some of the main experts in the field and people experienced in implementing language policy at various levels

Out of Scope

This Review does not address the views or experiences of 'customers/the public' of the work of the organisations. Neither does it look at how effective their work is in terms of increasing the use of Welsh. We emphasise again that it is not an 'impact' assessment.

In the context of this Review, 'organisation' means any one of the Mentrau Iaith, the Language Action Plans or the Aman Tawe Language Promotion Scheme. Where a distinction is required between these organisations, they are identified by name. In the context of this Review, 'partners' means any of the organisations interviewed which have the promotion of the Welsh language in some way as part of their mission, but which are not Mentrau Iaith/Language Action Plans or the Aman Tawe Language Promotion Scheme.

4.2 The Development of Mentrau Iaith: Context

The first Mentrau Iaith in Wales, Mentrau Cwm Gwendraeth, was established in 1991. In the year this Review was conducted, 2013, there were 23 Mentrau Iaith across Wales.

One of the theoretical merits of the Mentrau Iaith is their organic nature with plans reflecting local needs, be that on a county level or areas within county boundaries. This means that

each Menter has different priorities as they respond to the linguistic and socio-economic context they face.

The resourcefulness of chief officers and Management Boards has meant that the Mentrau have largely developed in very different ways during the last few years. For example, some have decided that their priority is to influence local authority policy, having considered that the authorities have an important contribution to make in areas as diverse as education, children and young people's services, sport and leisure, housing and planning, economic development etc. Some have ventured into the areas of community development and economic regeneration and have established their own commercial ventures; by securing income from various sources they have increased their staff numbers and their annual turnover. Some Mentrau have received funding from local authorities to provide Welsh-medium activities on their behalf while others have limited their activity to schemes that have a direct influence on language use and increasing the number of Welsh speakers, without venturing further beyond their core remit.

Inevitably, the Mentrau have had to respond to local challenges and the financial constraints on them in different ways, but the clearest distinction between them is the degree to which each one has developed to be an organisational body. Consequently, some employ dozens of staff working on a range of different language and community projects, while others cope with one or two members of full-time staff.

A list including details of the Mentrau Iaith and the other organisations is provided in section 11.7.

4.3 Establishing the Language Action Plans: Context

The first Language Action Plans (LAPs) were established by the Welsh Language Board in 2002 in order to give a special focus to areas where there was a significant language shift towards the English language. The early plans primarily targeted towns with a relatively high percentage of Welsh speakers but that had seen a reduction in the period between the 1991 and 2001 Censuses.

According to the Welsh Language Board⁴, the Area Development Plans (this was the original name given to the Language Action Plans when they were first created) are examples of:

⁴ Document 58/3 Welsh Language Board Meeting (Pwllheli) [25/2/2002], <http://www.webarchive.org.uk/wayback/archive/20120330030217/http://www.byig-wlb.org.uk/english/publications/pages/publicationitem.aspx?puburl=/English/publications/Publications/266.pdf> [Paragraph translated from Welsh - not available in English papers]. There is also a report on the first Plan (Fishguard) in paper 53/7 of the Board's meeting in Carno [4/10/2010], <http://www.webarchive.org.uk/wayback/archive/20120330030218/http://www.byig-wlb.org.uk/english/publications/pages/publicationitem.aspx?puburl=/English/publications/Publications/135.pdf> [Both sets of papers accessed 28/11/13]

innovative activities that attempt to increase the use of Welsh in a holistic way, and also place a focus on promoting Welsh as a community language in areas of special linguistic significance. These are defined as areas (1) where there is evidence of a marked language shift, and (2) where there is evidence that young people are making less use of Welsh.

Area development schemes are different to Mentrau Iaith since they target smaller areas than the mentrau and have an impact on work that is beyond the Mentrau's influence, e.g. the policies and work of statutory bodies such as ELWa, the Welsh Development Agency and county councils.⁵

The Board's intention through these plans was to inject some energy into specific areas in the hope that intensive action would lead to a language revival. By focusing language planning efforts on a relatively limited area, the aim was to coordinate the work of various partners in the area and give the local community ownership for the implementation of the Language Action Plans. The Board saw the Plans as an instrument in the process of normalising language, extending the use of the language as the common communication medium to as many social situations as possible.

These Language Action Plans (LAPs) were introduced in areas where Mentrau Iaith were already established. They were also established as independent projects that were managed on a day-to-day basis by the Board's officials, while Mentrau officers were accountable to a Management Committee of local volunteers. The only exception is Cynllun DJ in the Fishguard area, which has for a number of years been under the control of Menter Iaith Sir Benfro (Pembrokeshire).

A regular pattern since the first Language Action Plan was established is that one full-time person was employed by the Welsh Language Board (Welsh Government after the Board was abolished in 2012) to work in each area. Every Language Action Plan has also received annual project funding to be spent on local language promotion plans.

⁵ The subsequent plans were based on intensive research at micro level that the Board had commissioned on young people's social networks in 12 communities (Research Centre Wales and Cwmni Iaith 2006). The results of that research divided the communities where research had been done into 3 categories. "Firstly, the communities with a high frequency of Welsh language use, and those from homes where Welsh was not used at all. Secondly, the cluster of locations where the use of Welsh was low among the two categories of respondents. Finally, a middle cluster of locations where it seems that two language communities exist as separate language groups. The frequency of the use of Welsh among those who use the Welsh language [at home] is high, while it is low for those from homes where the Welsh language is not used." They were also partially based on Research by Professor Colin Baker, then a member of the Board, regarding those areas in which intergenerational language transmission rates were causing alarm in terms of language policy. A 'traffic light' map was produced to display those areas. At the time of drafting this Review, the map was unable to be found on the archive of the Board's website.

In 2010, some of the Language Action Plans' borders were relaxed in order to work across a wider geographic area. By now there are five Language Action Plans in operation in various parts of the country. Three of those were 'live' at the time of conducting the Review, for various reasons (see section 7 for the results of the Review in the context of the Language Action Plans).

The table below lists the Language Action Plans and the year they were established. Please note that some Language Action Plans have ended in other areas over the last few years. Also, some Language Action Plans did not have an officer when the research was undertaken, either due to staff turnover i.e. the post was vacant, or, for example, due to maternity periods. At the time this Review was held, there were therefore five active Language Action Plans with another three 'live' but not staffed.

| LAP Area | Start date | Ended? |
|----------------|------------|--------|
| Fishguard | 2002 | |
| Ruthin | 2002 | |
| Pwllheli | 2002 | x |
| Corwen | 2003 | |
| Ammanford | 2003 | x |
| Llanrwst | 2003 | x |
| Cardigan | 2003 | |
| Newport | 2003 | x |
| Machynlleth | 2004 | |
| Bangor | 2004 | x |
| Amlwch | 2004 | |
| Gwauncaegurwen | 2006 | x |
| Meirion Dwyfor | 2009 | |
| South Arfon | 2009 | |

4.4 Establishing the Aman Tawe Language Promotion Scheme: Context

Following a statistical analysis and research presented to an open meeting of the Welsh Language Board (Document 95/5 [26/11/2010]),⁶ Aman Tawe was identified as an area of special linguistic significance. The synthesis and information available gave a strong suggestion that the continuing existence of Welsh as an everyday language in the area faced a serious threat. According to the 2001 Census, the numbers and percentages of the Welsh speakers were relatively high, with percentages of more than 60% in nine of the sixteen electoral divisions in the area. However, there was a general feeling, supported by current evidence, that the language was losing significant ground as a living language in the community. The Board therefore decided that a programme of intensive linguistic intervention was needed in the area in order to revive the Welsh language and to protect it for future generations.

Although the area stretches from Tŷ-croes near Ammanford in the west to Ystradgynlais and Abercraf in the east, and spans three Local Authorities (Carmarthenshire, Powys and Neath Port Talbot), it was decided that one of the main priorities would be to ensure there was agreed strategic planning across the whole area. The Board's aim when the project was established was to collaborate in partnership with community and economic regeneration agencies that were already working in the area, in order to boost and re-energise language and cultural activities, and increase Welsh medium provision across sectors. This aim was crystallised in the title of the document that formed the basis to start the project, *Tair Sir, Dwy Iaith, Un Bartneriaeth [Three Counties, Two Languages, One Partnership]*. The project's Action Plan was based on the following model:

- Establishing a Welsh Language Development Partnership in Aman Tawe to plan strategically and to monitor the Scheme's progress;
- The Partnership was to include the Scheme's staff, the Regional Manager of the Welsh Language Board, Chief Officers of the Mentrau Iaith, Local Authority Officials, elected Members of Local Authorities and representatives of the Action Groups;
- Establishing Project Groups that would carry out projects on specific matters that would be led by the Scheme's staff and the Mentrau Iaith;
- The Project Groups to include local volunteers and the professional staff of key partners;
- Establishing Area Groups of volunteers that would identify the needs of their neighbourhoods and prepare area development plans based on the Viable and Thriving Welsh Language Neighbourhoods Framework of the Welsh Language Board.

The scheme began in 2011, and Menter Bro Dinefwr and Menter Castell Nedd Port Talbot both receive a grant to employ 1.5 officers each. The Government also employs two officers to work as part of the team, and contribute towards project funding. Menter

⁶ Copies of the minutes of the meeting, which was held in Sketty Hall, Swansea, are available at the following link: <http://www.webarchive.org.uk/wayback/archive/20120330010220/http://www.byig-wlb.org.uk/English/publications/Pages/PublicationItem.aspx?puburl=/English%2fpublications%2fPublications%2fBoard+Meeting+95+Swansea.docx>

Brycheiniog and Maesyfed (Brecon and Radnorshire) is also a member of the partnership.

5 Methodology

These are the steps followed in designing and implementing the Review.

- Step 1. The first step was to use the Bristol Online Surveys tool (see <http://www.surveys.cf.ac.uk/>) to create questionnaires that were part of the basis for face-to-face interviews. This process was opened on 22/5/13 and closed on 4/6/13. The questionnaire was used to identify the main characteristics of the organisations and to collect additional data on their structure, size and income sources, their staff numbers, the nature of their partnerships and so on. The questionnaire is available in section 11.4. Also as part of this step, the organisations were asked to complete a 'SWOT Analysis' (strengths, weaknesses, opportunities, threats) about their activities and their views on the future. The form used for this analysis is available in section 11.3. Questionnaires and SWOT analyses were returned by each organisation bar one (21 Mentrau Iaith, 5 Language Action Plans, Aman Tawe Language Promotion Scheme). A full interview was held later in the research process with the organisation that had not submitted a questionnaire;
- Step 2. A series of face-to-face interviews with the organisations (during June, July and August 2013), Welsh Government, Local Government, the main partners of the organisations, actors in the field and other representatives. The interview guide is enclosed in section 11.5;
- Step 3. Desktop/documentary review that ran throughout the Review (see section 5.2);
- Step 4. An analysis of the results of the fieldwork and the databases from the questionnaires (to prepare for the interview process);
- Step 5. A series of additional interviews to supplement the first set of interviews. These were conducted with field experts or individuals who were responsible for community development programmes, local or central government policy (July-October 2013).
- Step 6. Data checking and ensuring the consistency of the database. As the analysis progressed, we went back to organisations and individuals who had been interviewed in order to ensure the answers were consistent. This was particularly important in terms of the data involving staff, funding and partnerships (September-November 2013).

The Review was implemented in accordance with the Research Ethics Protocols of the School of Welsh at Cardiff University (see <http://www.cardiff.ac.uk/welsh/research/ethics/>). All the questionnaire data was held on a secure server in accordance with the provisions of the Data Protection Act. In order to use the facility and its results, a test must be passed regarding the Act and its implications for the data collected in questionnaires. A copy of the Consent Form for interview is enclosed in section 11.6.

Interviews were held with a total of 49 individuals or organisations, as follows:

- 22 Mentrau Iaith
- Mentrau Iaith Cymru
- 5 Language Action Plans
- Aman Tawe Language Promotion Scheme
- Welsh Government officials
- 15 actors in the field, as follows:
 - Welsh for Adults Centres in Cardiff, the south-west and the north
 - Clybiau Gwawr
 - Ceredigion County Council
 - Cymdeithas Cyfieithwyr Cymru
 - Welsh Local Government Association
 - Cymdeithas yr Iaith Gymraeg
 - Eisteddfod Genedlaethol Cymru
 - Young Farmers Wales
 - Merched y Wawr
 - Mudiad Meithrin
 - NPLD (Network to Promote Linguistic Diversity)
 - TWF project
 - Urdd Gobaith Cymru

The aim of collecting materials from the research instruments was to gather the most comprehensive possible snapshot of what was happening within the organisations, and the views of other stakeholders on the organisations' activities. However, it should be noted that there are relatively few organisations altogether. The intention therefore was to collect qualitative evidence. It is not therefore appropriate to analyse the statistical significance of the evidence collected.

The SWOT analysis and the questionnaire were used in order to collect factual background evidence on the organisations. The Review mainly reports such evidence as it offers a factual overview, the creation of factual tables (e.g. of activities, funding sources) and as it reflects findings in relation to opportunities and threats faced by the organisations. This was background information and allowed us to choose supplementary questions to ask in interviews. The evidence collected from interviews were a basis for us to generalise and come to a view on the themes of the research area. Throughout this report, the direct voice of respondents in interview are quoted in order to throw light on their viewpoint. Such quotes are identified in the following format, and the text is indented from the rest of the document. For example:

■ This is a quote

In order to ensure confidentiality, it was decided that it would not usually be appropriate to name organisations or officers, or individual job titles. The general term 'respondents' is therefore used to describe a range of people who provided evidence as solicited in each one of the research instruments.

5.1 Desktop Research

The following documentation also informed our analysis:

- The organisations' corporate structure
- Action Plans/Work Programmes of organisations
- Staffing structure and job descriptions
- Staff performance monitoring schemes
- Staff development and training schemes
- Annual reports including financial reports
- Minutes of relevant meetings
- Evidence provided by the organisations on the way relevant projects/activities respond to local needs
- A review of the main characteristics of the Government's policies, including the Welsh Assembly Government's *Iaith Pawb* (2003), the Welsh Government's *A Living Language: A Language for Living* (2012), the Strategy Action Plan 2013-14 (Llywodraeth Cymru, 2013b) and the evidence document that derives from it, the Strategy Evaluation Framework (Llywodraeth Cymru, 2013a)
- Guidelines and reports of Communities First.

5.2 A note on confidentiality

In the remainder of this Review, individual organisations are seldom named. This is a conscious decision on our part and was the subject of discussion with the Review's commissioner, the Welsh Government. In accordance with the Data Protection Act 1998 and other relevant protocols, the research team will keep copies of all interview recordings and notes, the questionnaire database and the SWOT analyses for the purpose of connected research. We do not intend to share that detail with anyone outside the research team.

5.3 Themes

Following an analysis of fieldwork material, a number of themes have appeared that characterise micro level language planning in Wales today. The most important are the following:

- Welsh Government strategic leadership
- Current ways of funding organisations in the field
- A confusion about organisational responsibilities
- Geographical, sectoral and organisational boundaries
- The need for strategic collaboration
- Ways of influencing policy
- The need to develop expertise in the field
- Transmission of good practice, especially in measuring outcomes

Any change in the system, e.g. a global financial crisis, the Welsh language standards of the Welsh Language (Wales) Measure 2011, the possible reorganisation of local government, could affect the organisations considered in this Review in ways that are not currently foreseeable.

6 Fieldwork Results: Mentrau Iaith

6.1 Funding Matters

6.1.1 Funding the Mentrau Iaith Today

According to the Mentrau, the lack of core funding forces them to pursue other funding sources in order to meet the demand. As a result, there is a danger that a disproportionate amount of staff time is spent completing grant application forms rather than taking practical action to promote the Welsh language. Even when such applications are successful, time must be set aside to train new staff, monitor progress, report on targets and keep accounts for every additional project. As a result, it is felt that far too much time is set aside for administrative arrangements rather than action to promote the Welsh language.

In the view of the vast majority of Mentrau Iaith, the current grant from the Welsh Government is insufficient. We were informed that a minimum of £200,000 is required by each Menter to enable them to work effectively and to make a difference to the Welsh language in every part of Wales. It was stated that this minimum would allow the Mentrau to appoint at least six full-time members of staff to work either in specific geographic areas or on specialist matters such as children and young people, families, education, training, business, the third sector, Welsh learners etc. Currently, the Mentrau feel they are not able to respond to the increasing demands for service and Welsh language support, due to a lack of capacity. We were told many times that more funding is spent on the Keep Wales Tidy Campaign than on the Welsh language, and that the autonomous Government of the Basque Country's expenditure on promoting the Basque language is up to ten times as much as that spent on Welsh. It was also noted that the resources spent on the Welsh language by the Welsh Government is miniscule compared to that spent on English language activity.

Another factor that causes frustration for a number of Mentrau is the fact that the projects funded by organisations such as the Big Lottery, Rural Development Plans and European structural funds are short term projects. This results in high staff turnover and a frustration for local communities that projects lack sustainability. Examples were given of raised expectations, but often due to the short term nature of projects their objectives had not been fully achieved. There is often a feeling that the Mentrau are moving from funding pot to funding pot. This has an adverse effect on the sector's ability to develop staff in the long term and to create professional careers for workers in the community development and language planning field.

During the research, reference was made time and again to the feeling that some Mentrau have succeeded better than others in terms of attracting funding to support projects that are mainly associated with community development, economic regeneration or tackling poverty. Although most respondents admired the creativity and innovation of these Mentrau, others believed they were being increasingly distracted from their core objectives. A few felt that some Mentrau have lost their focus on language planning and that they now operated as community *businesses*. Others voiced a concern about the increas-

ing tendency among some for a project to pursue funding, where funding should follow a project that has the promotion of Welsh as a main aim. Some Mentrau expressed frustration that they do not have a constitutional status that would allow them to seek additional funding as they constitute part of a local authority structure.

6.1.2 Funding the Mentrau Iaith in Future

The majority of those questioned believe that the Welsh Government's grant to the Mentrau needs to be increased substantially if they are to contribute seriously to the regeneration of the Welsh language. Reference was made to the fact that the Mentrau's funding has been frozen over the last three years; in real terms this means that they have had to operate on less funding. Attention was drawn to the belief that the Mentrau have an enormous potential to have a long term impact on the Welsh language if there were sufficient funding for them to do so. It was also noted that the Mentrau have managed to attract two additional pounds as Welsh language expenditure for every pound given by government. However, before we accept such statements, we must elicit evidence that supports or disproves such beliefs. More resources is certainly a clear desire among the organisations, but resources for what exactly—strategic intervention with added value in terms of changing linguistic behaviour or the provision of more activities and the appointment of staff to support them?

Although there is a general feeling that the Welsh Government's financial support to the Mentrau is insufficient, the large disparity in the grant given to each Menter is also a cause for frustration and anger for some. In the view of many Mentrau there does not seem to be a logical basis for the size of each annual grant—there is a feeling it is either a historic sum with no connection to county priority or needs, or a completely arbitrary figure. People also see an injustice in the fact that some counties are given funding for three Mentrau Iaith (for example Carmarthenshire) while other counties have to operate with one Menter across a wide geographical area.

Despite this belief that funding for the Mentrau is insufficient to meet demand, some respondents did note that far too much time and money is spent on administration and bureaucracy. There was a suggestion that contiguous Mentrau should consider ways of sharing administrative burdens in order to save costs. This in turn would ensure that more funding is spent on practical activities to increase the numbers of Welsh speakers and to extend the language's use. It was also suggested that salary and travel expenses should be harmonised across the Mentrau, as well as officers' working terms and conditions, job descriptions, policies and procedures. Boundaries are a significant feature, since Mentrau Iaith boundaries do not always correspond with local authority boundaries and so it is sometimes difficult to identify the 'local' community that the Mentrau serve. We address cross-border work below, and the Review makes frequent references to another type of boundary, the boundary between the appropriate work of the organisations and agencies working in the same field. Very often, the overlap creates uncertainty on one hand, and tension on the other. The regional level was important, not to replace Mentrau at county levels, but as a way of making them more efficient.

There is also a feeling that the process of submitting an annual grant application is an unnecessary burden that increases the feeling of uncertainty. The Mentrau would prefer to see the establishment of a much more long term funding round in order to allow them to plan for the future with more certainty and in doing so attract staff that would appreciate the opportunity to make their mark and gain experience for the future. It was also noted that the process of agreeing and distributing the grants annually makes it difficult to retain staff and to give them opportunities to develop in their roles and be promoted.

6.2 Structures of the Mentrau

6.2.1 Does every County in Wales need a Menter iaith?

The Mentrau were unanimous in their view that at least one Menter iaith is needed for every county in Wales. The argument in favour of this viewpoint is the fact that the local Mentrau know their communities well and have developed a close relationship with them over several years. It is believed that the most successful Mentrau are those that work at a micro level that have succeeded in establishing a strong element of trust with the communities they serve. This local contact was emphasised time and again as important in terms of identifying the needs and priorities of the area and ensuring that people feel an ownership of the Welsh language. It was noted that one of the strengths of the Mentrau is their ability to work at grassroots level to realise the desires of local communities, and that removing or weakening this contact would reduce the Mentrau's ability to influence the language's dynamic. There was a strong feeling that abolishing the local Mentrau would take language promotion schemes further away from the people and their communities.

Although there was strong support for keeping a local presence in each county, there was also significant support for the idea of creating a regional structure for the Mentrau specifically to reduce the administrative burden. A number also saw an advantage to working strategically at a regional level and operating practically at county level. It was suggested that regional officers could be appointed to coordinate the work of the Mentrau and to shoulder administrative responsibilities such as financial management, developing policies and procedures, harmonising working conditions and staff contracts etc. In making this recommendation, some saw it as an opportunity to save costs, for example having one insurance company for providing services, one company to administer staff payroll, sharing the cost of auditing accounts and conducting criminal records checks across a number of Mentrau. One respondent said:

You need a Menter in each county because of factors like their identity, links and ownership by the local community, but whether you need a chief officer in each Menter is another question, as well as a business officer, youth officer and so on. Should we share expertise across borders?

There are already examples of projects that work across county borders—the Co-operative Language Project to promote an awareness of Welsh heritage that is funded by the Welsh Government Rural Development Plan (RDP) works across the counties of Wrexham, Flintshire, Denbighshire and Conwy. Another Rural Development Plan that pro-

vides training in outdoor activities skills, community translation and intensive language courses works across Ynys Môn, Gwynedd, Conwy and Denbigh. It is clear therefore that a precedent exists in terms of regional collaboration, and it is worth noting that this principle is supported by most Mentrau.

If we turn to the organisations' partners, the general view was that—in principle—every part of Wales should have the right to a structure that supports the use of Welsh on a community level. According to some partners, there are strong arguments in favour of keeping the Mentrau iaith as county-wide entities since the benefit of their identity locally is important. On the other hand, some are uncertain whether Mentrau iaith are the solution in every area since there is too much difference between them and more consistency is needed in the way they work. It is felt that merging the administration of the Mentrau would benefit some, and merging constitutionally would offer a way forward for others.

The evidence derived from the fieldwork suggests the Mentrau iaith are pulled in many directions, and sometimes attempt to be everything to everyone in terms of the Welsh language, when they should be a driving force that places the Welsh language in all spheres. There were also some comments that some organisations tend towards empire-building, distracting from the appropriate work of regenerating the Welsh language in specific areas.

Some argue that if there are too many local authorities, it then follows that there are too many Mentrau, which are much smaller organisations. It is believed they would struggle to develop effectively if the authorities merged. Some compare them with the situation of smaller schools, there being good exceptions but that generally the quality is felt to be higher in larger units and they are easier to develop.

It is strongly believed that the various models of Mentrau iaith that exist must be evaluated in order to see which works best. The basic questions include what type of vehicle the Mentrau should be? What results should the Mentrau aim to achieve? They undertake activities, but what difference are they making to the Welsh language? What success are they aiming for?

The basic question is—do they provide value for money? The partners feel that the Mentrau need a clear vision as a corporate unit to match the public funding they are given. Certainly our conclusion as a research team is that consideration should be given to the workload of the Mentrau with questions asked about whether they are trying to do too much.

A number of the partners believe that a national strategy is needed for the Mentrau. The Mentrau should be leading on community work, bringing partners in, joint planning and respecting the specialism of other organisations and bodies. According to one:

The strategic work should happen on a national level with the main language partners. At present the work of the Mentrau and their main partners lacks an intellectual basis. There is not enough national dis-

Discussion with the Mentrau on the basis of research and identifying good practice. We need to create a national and regional structure to allow the intellectual work to develop and bear fruit.

It is felt that having a regional senior manager or a senior manager covering two or more Mentrau could be a good idea if that meant more funding was spent on activities at grassroots level. It is generally believed that a regional Menter Iaith would be more successful since it would ensure that more effective collaboration would happen at regional and national levels. At the moment, since the core grant is so small, it is felt that too much of the time of chief officers is spent securing grants from other sources in order to develop the Menter or to protect jobs. The low level of funding received means that the Mentrau mostly employ inexperienced officers without expertise in the field of language planning. It is believed that the Mentrau should have officers with more experience of working with senior officials in public bodies and be contracted for at least three years.

According to one respondent, the link between investment, activity and outcome should be emphasised—

The problem isn't always a lack of investment, sometimes it's a lack of planning. You need structures in place to enable better joint planning. Carrying out activities just to tick a box isn't enough. The national political leadership should influence the county and local strategies.

It was emphasised more than once that this Review should attempt to define the role of the Mentrau more clearly, and by looking at the bigger picture see who does what in terms of the contribution of various organisations. It is believed that professional experts are needed who have specialised in language planning. According to one respondent

The challenge is to review every organisation, then see where the gaps are and develop a 'masterplan' with 'joined up thinking' to meet the needs of the Welsh language. You need to fund it well, perhaps bringing experts in from other countries to assist with the work. We should be asking whether the current structures are effective enough and whether we should be using more professional experts and local authorities, including someone from the Basque Country or Canada to help with this planning work?

6.2.2 Developing the role of the Mentrau Iaith

The majority of the partners asked believe that establishing a central organisation for the Mentrau Iaith is important in order to give a national overview of the Welsh language. Having a regional slant *only* could hinder the work of the Mentrau. Organisations such as CYDAG, RhAG, Mudiad Meithrin and the Urdd have been working regionally but with a national body behind them. Each one has developed a central strategy. A regional and county structure gives practical support to local work. Establishing a national body for the Mentrau is important for many reasons—creating a national and regional strategy, deciding and prioritising action areas, bring in top executive level officials from other organisa-

tions including chief officers of local authorities in order to plan the way ahead for the Welsh language.

The view was expressed that one voice is needed to speak for the Mentrau. Some believed that each of the chief officers of the Mentrau should be accountable in some way to the chief officer of Mentrau Iaith Cymru. We heard that the Chief Executive of Mentrau Iaith Cymru should have the right to lead and give direction to the work of local Mentrau. According to one respondent, 'There is no point creating a core unless the core leads—the local Mentrau should be accountable to the centre or the model will never work. This would mean the local Mentrau would lose some of their independence, but the Welsh language should benefit in the long run.' The respondent believed that Mentrau Iaith Cymru should be developed to be a strong, strategic body, and referred to a quote by a Senator in the United States about the importance of a central presence:

'Whom would you phone if you wanted to speak to the European Union?'

There is a consensus among the partners that the Mentrau have an important role, but they feel that more clarity is needed as regards that role. The important questions asked by the partners are—do they give value for money, is too much spent on administration, do officers work enough in the community, are there strategic discussions between the Mentrau and other partners? One concern of workers in the field is protecting the ability of the community to lead, to offer fresh ideas and to respond quickly and flexibly to social changes. In order to harness the latent energy and vitality from the community, care should be taken not to allow the whole language planning system to become 'top-down', whether that 'top' is at Welsh Government level, or at an individual organisation level. The aim is to empower people, not provide on their behalf. It became very clear from the fieldwork that all this needs coordination, and a number of our recommendations address this.

6.2.3 Developing the Role of Mentrau Iaith Cymru?

There is a unanimous feeling among the Mentrau that recent efforts to strengthen Mentrau Iaith Cymru (MIC) as a central organisation and establish regional structures have been beneficial in terms of creating forums to share good practice and exchange ideas. It is believed that appointing a National Coordinator for Mentrau Iaith Cymru has been a very important development, and it is recognised that there is better communication between the Mentrau and that an appropriate training programme is being organised for staff and volunteers. There was also reference to the value of the mentoring scheme that has been established, in which officers can visit other Mentrau as part of their job development. An annual conference is also arranged for the chief officers and chairs of the Mentrau, and a separate conference for field officers. These conferences are seen as an excellent opportunity to discuss, review, plan and share experiences. This view is summarised by one of the respondents thus—

It's great to have an opportunity to share ideas and good practice, to share concerns and have strategic discussions with the other Mentrau.

It's good for the managers and the field officers to meet with other officers in training courses and in the annual conference. Mentrau Iaith Cymru has developed well over the last year or two, especially after appointing a National Coordinator. But we need a professional umbrella body to give the Mentrau leadership and support and to campaign nationally for the Welsh language.

The view of one respondent is:

Mentrau Iaith Cymru's role has developed well over the last few years, which has led to more support for the Mentrau. Appointing central officers has been crucial. The Mentrau have become more empowered over the years and we're learning much better from each other's experiences.

However, not everyone saw the strengthening of Mentrau Iaith Cymru as the solution to the status of the Mentrau. According to one respondent, reaching a consensus among the Mentrau is difficult because they are so different (a list of Mentrau and their various constitutional statuses is available in section 9.6)— ‘The central structure has strengthened but Mentrau Iaith Cymru does not operate at a strategically high enough level. It can't be an intelligent spokesperson. We need a National President that is independent of the individual Mentrau with a strong voice to influence high level policy effectively and target Welsh Government Ministers, the WLGA and so on'. The respondent also had a word of warning about the dangers of being everything for everyone— ‘At the moment, Mentrau Iaith Cymru has to deal with too many little things. Some Mentrau have more influence over Mentrau Iaith Cymru than others, and this can create resentment. Sometimes personal interests stand in the way of the Mentrau”. Another respondent is of the view that:

the voice of the Mentrau can be heard more clearly now in the corridors of power, but Mentrau Iaith Cymru need to be even more active in lobbying.

There was also general support for the regional structures. They are seen as important forums for discussing ideas and sharing experiences, and ensuring consistency in terms of training needs, legal issues, policy sharing, employment agreements, job descriptions and human resources matters. One Menter believes that ‘the sharing of good practice is better now since every Menter bought into the principle of Mentrau Iaith Cymru, especially after the Welsh Language Board disappeared. It was all a waste of time before, but now there's a better response. However, there is a danger that the regional structure is becoming less important since the big discussions are happening at national level’.

There is a general feeling that Mentrau Iaith Cymru needs a great deal of strengthening, and that it needs a significant increase in resources to support the Mentrau's work at a regional and national level.

In the view of most Mentrau, the status and management structure of Mentrau Iaith Cymru should be strengthened and a Chief Executive appointed, as well as full-time re-

gional officers and central policy and administrative officers. The general feeling is that a professional structure like the Urdd or Mudiad Meithrin should be established, so that it can operate on many levels—from the national and regional to the local.

In general, the Mentrau recognise a desperate need for a central body to work with the Welsh Ministers and national organisations, respond to public policy, provide support, information and advice to the local Mentrau, prepare a training programme for staff and volunteers, harmonise working conditions and staff salaries, share policies and procedures, share expertise on human resources matters, give advice on finance matters, make funding applications at national and regional levels, share good practice among the Mentrau, monitor and harmonise work, extend the mentoring scheme, share resources and be a central contact point for the Government, the Welsh Local Government Association and the main language organisations. Some believe that establishing such a national structure could offer better accountability and maturity in terms of strategic thinking and provide support at times of crisis. It was suggested that central officers could be appointed who have expertise and experience of promoting the Welsh language in a variety of areas, such as education, childcare, community development, the economy, housing and planning, etc.

According to most of those questioned, it is anticipated that most of the officers who would realise this vision at a regional level could also provide much of the support, information and advice that would be available centrally, but do so more intensively at a local level. These officers would also be able to lobby local authorities and work closely with the regional officers of the main language organisations, such as the Urdd, Mudiad Meithrin, TWF project and Merched y Wawr. They would also be able to coordinate the work of the Mentrau, coordinate training, develop links and pursue regional funding. Nearly everyone believed that the local and county Mentrau would be stronger if there was a strong central body to coordinate and support them, especially those Mentrau who have not yet reached their full potential. It is anticipated that communication would be two-way process, in that the Mentrau would feed information to the centre, and Mentrau Iaith Cymru would cascade information downwards.

However, a number of respondents did emphasise that the priority should be in supporting and empowering the local Mentrau, and the development of Mentrau Iaith Cymru should not be to the detriment of that priority. Emphasis was placed on the importance of preserving and strengthening the local identities of the Mentrau with the addition of establishing a process of accountability to Mentrau Iaith Cymru. Some suggested that the local Mentrau should be funded through service level agreements to ensure accountability and the establishment of strong monitoring and evaluating processes, and recognise Mentrau Iaith Cymru as a body to represent the Mentrau across Wales. Others, however, were cautious about giving too much power to the centre, believing it could weaken the autonomy of the local Mentrau and add another layer of costly bureaucracy.

Another argument heard in favour of the above model was that creating a professional body in the community language planning field would give the field credibility and enable the Mentrau to develop expertise at county and regional levels. A large number of Men-

trau referred to a substantial gap that was left when the Welsh Language Board was abolished and to the need for a body at arm's length from government to be responsible for language planning at grassroots level. Others referred to the fact that career development is not possible in the current structures, and that creating a national body would enable this to happen. The hope in future, by improving salaries and working conditions, is that staff turnover will decrease as young people in particular will see a possible career in language planning.

According to one respondent—

The time has come for an umbrella organisation to act at a national and regional level. We need to strengthen the Mentrau's voice within the corridors of power in central government and local government. The Mentrau need a strong national voice to respond to strategic and political developments. Mentrau Iaith Cymru needs better branding, and the stronger Mentrau Iaith Cymru is, the stronger the Mentrau will be. Mentrau Iaith Cymru should be leading in terms of setting approaches and standards for the Mentrau and supporting every aspect of language planning, management and legal matters, and administrative arrangements.

6.2.4 Are the Mentrau doing work that others should be doing?

The general view, undoubtedly, is that the Mentrau are doing work that local authorities should be doing, and at times other organisations also such as the Urdd and the TWF project. The Mentrau argue that they are having to plug gaps in the absence of Welsh medium provision, especially by local authorities, which is a reasonable view.

At present, the Mentrau provide activities for young people, health and care training, play schemes, childcare, community education classes, leisure activities, language awareness courses, and support for families. The question raised here is whether this should be one of the main functions of a Menter? There are several examples of a service level agreement with a Menter in order to provide services on behalf of a County Council. Other Mentrau offer provision without the Council's support in order to fill a void in Welsh medium services. We realise that we are repeating some of the themes mentioned above, but it is worth emphasising the fact that most Mentrau feel that authorities are not serious about meeting their statutory duties to the Welsh language. Some feel that local authorities are using the Mentrau to tick boxes in terms of fulfilling their commitments in Welsh Language Schemes. It is believed that many authorities are forced to delegate core services to the Mentrau since they do not have the ability themselves to offer them. According to one respondent—

At the moment, local authorities don't have the capacity, the understanding or the vision, and the staff are mostly clueless in terms of the needs of Welsh speakers.

Some Mentrau see the benefit of having service level agreements with local authorities, since they allow them to have a seat around the table and influence them on strategic matters. In some cases, the Mentrau are used in a consultant capacity. The Mentrau believe that the proposed Welsh language standards should force local authorities to mainstream the Welsh language in a much more obvious way, and compel them to recruit bilingual staff to deal with their statutory duties. Many Mentrau believe that this would then release them to work in areas that do not receive such attention at present.

However, having considered all the results of the fieldwork, we have not necessarily been convinced that the organisations should be major ‘Welsh language’ providers to local authorities. We are concerned that the organisations are being pulled in so many operational directions that the situation becomes unmanageable. The important thing is that appropriate work is done to promote the Welsh language at grassroots level—rather than who exactly does that work.

Some of the Mentrau felt they were being forced to offer provision for young people due to the Urdd’s lack of capacity in some areas and its tendency to focus on working with schools rather than creating community activity. The same situation arises with schemes to encourage language transmission in the home in areas where the TWF project has no field officers. The same attitude exists regarding organisations that lead the third sector, since the Mentrau must often support Welsh language organisations and societies in the absence of central support.

However, there was a warning that the desire of some Mentrau to be seen to be influencing every activity and scheme locally can undermine the confidence and efforts of volunteers. Reference was made specifically to a Menter Iaith running a papur bro. According to one respondent— ‘This is the worst thing a Menter Iaith could be doing; taking over something that has been run as a voluntary project for years undermines people’s efforts and prevents them from developing important skills. The Mentrau should be empowering people, not doing their work for them’. This raises a more significant point, outside the remit of the organisations, which is: are the organisations expected to keep an overview over every element that involves the Welsh language in the community—or do we hold excessive expectations about the Mentrau Iaith and their capacity to meet this duty? The respondent understands exactly one of the main original reasons for establishing the Mentrau, i.e. to intervene efficiently to empower others in the community to work and to act, rather than duplicate or replace other activities.

6.3 Working in Partnership

6.3.1 Sharing Good Practice between Organisations

A number of the organisations meet with the main partners on a quarterly basis to share information and opportunities to collaborate and transfer good practice.

Most of them benefit from working in collaboration with others e.g. through service level agreements, to improve their administrative systems, share financial, management and tendering processes, policies, staff handbook, financial delegation scheme etc.

In some organisations, sharing a database enabled them to work effectively across borders or in more than one sector. Indeed, the use of information technology is a feature in every organisation. Examples were given of computer systems being used to inform activities/events, and of using GIS (a computer mapping system) in places to identify the strengths and weaknesses of services, especially in entertainment and leisure.

Good practice is discussed and shared during Mentrau Iaith Cymru training sessions and officer and chief officer conferences. The discussions are mostly open, constructive and very beneficial, according to the organisations. The opportunities are very valuable, therefore, but the responses did not provide much evidence about ways of measuring to what extent the individual organisations had taken advantage of the opportunities and good practice.

The smaller organisations naturally reported that they were grateful for the continued support from Mentrau Iaith Cymru and organisations close by. This is crucial for their efforts applying for funding and tendering for new work. It is also reported regularly that the organisations benefit from learning good practice created by the children and young people partnerships/single plans of local authorities and other bodies and partners.

Finally, many organisations noted using others' experiences of receiving funding in the Families First Programme, attending meetings for statutory and voluntary bodies in the field of children and young people and learning about the details and implications of the organisation's handbook.

6.3.2 Partnerships between the Mentrau

In general, the Mentrau provide good support for each other and meet regularly at a regional level. There are three regions in all: the north, the south-west and the south-east. Usually the regions meet on a quarterly basis to share good practice, experiences, ideas, materials and resources. In some cases, regional sub-committees have been established, primarily for field officers, in areas such as childcare, families and youth work. There are very good examples of joint training being provided at regional level.

There are also examples of effective collaboration on specific projects, mainly the Mentrau in the north through the Rural Development Plan. The joint planning between the Mentrau has led to a number of exciting projects that have had an influence across wide areas. In other parts of the country, however, there is a feeling that not enough cross-border work is happening at present. There are few examples of Mentrau in south or mid Wales collaborating on specific projects. As one respondent said— 'There is no tradition of collaborating on specific projects—the tendency is that Mentrau keep to their own areas, although they are supportive of each other'. In general the level of collaboration between the Mentrau and the other main language organisations is good, but they undertake little strategic planning together. In some counties, the Mentrau, the Urdd and the local authorities co-fund a youth worker, which forces these partners to plan a work programme jointly and to monitor progress and evaluate success. This is a good example of strategic collaboration that makes the best use of resources and public funding. On the other hand, the alleged lack of collaboration between the Urdd and the Mentrau in some

areas means unnecessary competition and duplication of work. Certainly there is a desire among the Mentrau to work closer together and to form a strategic partnership, but some also saw a danger, as expressed by one respondent— ‘By collaborating, there is a risk that the Mentrau and the Urdd are reporting on double targets. There is a sensible argument for sharing the responsibilities more clearly between the main language organisations—everybody could be helping each other instead of competing which is occasionally the case at present, but one organisation would need to lead in a strategic way. Perhaps the Mentrau could then plug gaps after they’ve been identified by the partnership. There’s a lack of consistency and a confusion about who’s doing what at the moment. It would be good to have one coordinating officer across all the partners’.

Although there are good examples in some areas of practical collaboration between the Mentrau and TWF, Young Farmers’ Clubs, Mudiad Meithrin and the Welsh for Adults Centres, they are too few and far between to be able to say that the level of collaboration is strategic, deep-rooted and widespread enough to make a real difference to the Welsh language. The examples of effective joint working with local authorities are also rare, even though they have the potential to transform the situation and to mainstream the Welsh language across all the policy areas they manage. Although there are examples of service level agreements and funding being given to support small community projects and examples of the Mentrau contributing to county partnerships, there is little evidence of the Mentrau succeeding or even attempting to influence public policy through statutory bodies. They need to address this.

Although the picture is mixed in terms of collaborating with other organisations, the relationship between the Mentrau and the Language Action Plans are clearer—there is sometimes tension and confusion between them. It should be remembered, that only 5 areas have operational Language Action Plans at present, so this element should not be over-emphasised and taken to characterise language planning efforts across Wales. However, the concern is expressed in a number of ways, for example:

Creating two bodies in one area creates tensions, it duplicates work and causes confusion locally. There’s a feeling that [Area X] is a no-go area for the Menter!

The existence of the Language Action Plans also creates problems in terms of reporting on targets, as one respondent noted— ‘The targets for Language Action Plans and the Menter are too similar, which causes confusion about the nature of collaboration. This means that the Language Action Plan becomes territorial in case the Menter steals its targets!’ Rightly or wrongly, the Mentrau feel they are being excluded from Language Action Plan areas and that a lack of collaboration leads to confusion for local people.

6.3.3 Partnerships and External Contacts

In this section, we address those partnerships between the organisations and language organisations that are not Mentrau Iaith or Language Action Plans. We will also look at partnerships beyond the field of language that could benefit the language if pursued.

To start we look at one structure that operates at micro level in several areas in Wales, i.e. Communities First. The programme's main work is to fight poverty and its effects. The scheme was established in 2000, and by 2012, there were 50 Communities First partnerships. After September 2012, a review was held and there are now 52 clusters across Wales, serving much wider areas than the original Communities First partnerships. These areas are defined based on the Welsh Index of Multiple Deprivation which includes many areas where the Welsh language is strong. The total funding given to all clusters is £75 million⁷ (March 2013-March 2015). The clusters focus on three elements:

- Healthier communities
- Learning communities
- Prosperous communities

The programme has an urban focus, and so includes a number of the areas with the highest percentages of Welsh speakers. Nevertheless, it is not clear that the language is a key factor in the planning processes or the activity of Communities First. On several other matters it appears that the scheme is fully mainstreamed into many aspects of Welsh Government policy activity, but not language policy. The programme uses a system of anti-poverty 'champions' across Wales. The programme does not have a direct interface with the Mentrau Iaith. There is a great potential in the two-way learning that could happen as a result of strengthening this relationship, especially in terms of officer training.

6.3.4 Are the Mentrau duplicating the work of others?

There are some examples of good collaboration between the Mentrau and other partners, especially in the north, with Rural Development Plan funding being used to promote projects such as intensive sessions for Welsh learners, providing community translation, providing outdoor activities and projects to assimilate incomers. The initiative has enabled the Mentrau to plan jointly and to identify priorities that target some specific matters.

In general, however, a number of partners feel there is currently too much duplication of work, and that this can at times undermine the relationship between the Mentrau and other language organisations. It is generally felt that the Mentrau should have a work programme that keeps away from some specific matters in order to focus on sectors which currently lack Welsh language services or expertise. According to one respondent— 'The best Mentrau do well in terms of supporting and collaborating. Some identify the boundaries in terms of the responsibilities of the various organisations, but others sometimes cross those boundaries'. The respondent believed that the Welsh Government should shoulder the main responsibility for ensuring that clear boundaries are agreed with every language organisation in terms of action areas, in order to encourage more collaboration and make the best use of public funding— 'There have to be clear bounda-

⁷ Source: Personal communication from Communities First department, Welsh Government.

ries for the work of each Menter and organisation working in language planning, and an understanding of the boundaries of everyone's responsibilities, and everyone has to keep to them. We need better collaboration and sharing of information—this should be a responsibility of the Welsh Government, local authorities or external agencies who could act as coordinating bodies'. The same respondent suggested that developing such a scheme would facilitate the process of evaluating the Mentrau Iaith— 'We need to have agreement on some things the Mentrau should do, their core work—and their performance should be assessed on this basis'.

The desire to have a better understanding between the various partners is supported by other managers. One respondent noted:

There should be no doubt about the boundaries between the remits of various language organisations. I feel strongly that every language organisation should have a clear definition of their role. Perhaps the Urdd should lead on all activity involving children and young people, TWF with families, the Welsh for Adults Centres for adults and learners [...] The Mentrau could support according to the demand, and this would release them to do more work with local authorities and other public bodies, bilingualising businesses and third sector organisations, assimilating incomers and providing language awareness sessions in the community. We need to understand who's responsible for what.

The respondent felt that a great deal of funds and energy are wasted due to a lack of strategic planning, and queried whether the work of the language organisations should be coordinated by local authorities.

'At present, the financial support to language organisations is inefficient since we are all on top of each other without enough planning and working strategically. Should the leadership and management come from the County Concils?

Another respondent felt that much of the duplication of work is due to a lack of communication and financial motivation— 'We need to ensure there's more strategic planning and collaboration—someone from the County Council should coordinate this. The Mentrau should have a supporting role. The Mentrau are good at going after funding, but they don't plan enough ahead with other partners'.

On the basis of the field work, we believe, as important as the strategic element is, that there is a danger in basing a strategy on nothing more than plugging gaps. Gaps exist not only due to a lack of capacity as a result of financial constraints, but sometimes due to a lack of vision or willingness to dream another reality. A different solution is needed for every area. The Welsh language must become a part of the basic structures of every local authority. This is the thrust of the next section.

6.3.5 Mentrau Iaith, Local Authorities and other bodies: strategic collaboration?

In general, the language organisations questioned do not believe there is enough collaboration and joint planning between the Mentrau Iaith and the local authorities and other

statutory bodies. With local authorities facing severe cuts over the next few years and having to prioritise their expenditure, many believed the time has come for strategic discussions on the language's future with a number of key partners in areas as varied as education, housing and planning, health, social services, the third sector, the economy etc. Since there is a consensus among language experts about the importance of strengthening the social and economic infrastructure as a basis for the language's revival, it is necessary to look at the wider picture in terms of who could best contribute to the regeneration process, rather than looking only at the Mentrau's role, who constitute only one part of the jigsaw.

There is a general feeling that the majority of local authorities do not have a strategic direction with regard to the language, and that most see the Mentrau as an opportunity to transfer responsibility for the language to someone else—because they lack interest, capacity or commitment. It is felt that too many authorities see the Mentrau as an excuse to do nothing for the Welsh language themselves, and very often they provide funding to the Mentrau with this in mind. The Mentrau's role is still unclear to some. It must be asked therefore whether there is any agreement between local authorities and the Mentrau on roles and responsibilities? It does not appear that local authorities have been proactive enough in their relationship with the Mentrau.

Based on the Review's evidence, there is no clear agreement on the relationship of the Mentrau and the local authorities and whether the Mentrau should come under their control or not. One respondent expressed the view that Mentrau should get closer to local authorities in order to influence their policies in areas such as education, leisure, planning, recruitment policies, childcare schemes, language of internal administration etc. The respondent went on to explain that every Menter should be a hybrid of a model that influences a County Council's policy and a Menter that facilitates community activities. The respondent could see direct advantages to the Mentrau of coming under local authority control in terms of advice and support in personnel matters, financing management, policies and procedures, human resources, employment law, insurance etc. It was argued that the Mentrau should work much more to influence local authorities and other public bodies in the areas of health, policing and economic regeneration, and that the Mentrau have not in general been active enough on this aspect of Welsh language promotion.

On the other hand, some respondents felt that the Mentrau should stay outside of the control of local authorities, since this would give them more flexibility and allow them to attract external funding and be more innovative and creative. It is felt that a local authority regime would be too restrictive and would prevent the Mentrau from challenging decisions and policies if cases were to arise.

Others queried the way the Mentrau are funded, asking whether there should be a move towards commissioning the Mentrau and other language organisations to do specific work according to priorities identified by the local authorities and other strategic partners

There were warnings that unless local authorities demonstrated firm leadership, there would be a temptation for some Mentrau to continue to pursue funding sources in areas

that are not specifically related to promoting the Welsh language, and that there were risks attendant on this action, as one respondent noted—

Local authority funding in the field of community development can create fragmentation by drawing the Mentrau further away from their core mission. It also means having to work for and comply with their masters in county hall and being subject to their demands rather than acting in line with a national strategy or a local crisis.

This calls for a somewhat philosophical discussion about the exact nature of the Mentrau Iaith, especially in the context of a significant change in the language policy landscape in Wales, and we hope that this Review will be seen as a contribution to that discussion.

6.3.6 Views of Partners: Mentrau and strategic collaboration

The language organisations questioned were unanimous in their view that there is a lack of strategic planning between the organisations and their partners and between the organisations and local authorities and other public bodies. A number of reasons were given for this, including the way the Welsh Government sets targets for the language organisations, and the competition for funding and status.

According to a number of partners, too many Mentrau are working at a level that is too superficial to make a real difference to the Welsh language, since they are under too much pressure to reach targets and tick boxes. This is believed to be due to the way the Mentrau are funded and the obligations placed on them by the Welsh Government to meet short term, quantitative targets. One of the partners believes it is:

[...] a completely useless exercise unless it's part of a wider, long term strategy. The Mentrau are not thinking outside the box because they are limited by the Government's artificial targets. This constrains them and prevents them from acting more strategically.

This viewpoint is supported by other respondents who recognise that the main language organisations are, to all intents and purposes, working independently of each other. One said— ‘The Welsh Government’s targets force the organisations to work independently. If collaboration happened there would be a risk of targets being counted three times! To avoid this, targets should be set on a joint basis in a specific area, to encourage more collaboration’. Another respondent had a similar view:

The Mentrau are not working strategically enough with the other language organisations. As a result, they are not making a big difference to the language—in general they are much too closely tied to the government's targets in their response.

On the other hand, some language organisations feel that a few Mentrau are deliberately competitive rather than collaborative, since promoting the brand of the Mentrau is more important to them than the bigger picture. According to one comment received:

Some of the Mentrau think promoting their own corporate image and inflating their own status is more important than collaborating for the benefit of the Welsh language.

References were also made to examples in some counties of language organisations and the Mentrau competing for the same funding rather than submitting a joint application, which emphasises the lack of strategic planning in most parts of the country. There was specific reference to youth work where so many organisations and agencies are competing to provide for the 11-25 age group. In one partner's view, the 'writing was on the wall' years ago:

The conversation should have taken place five years ago when the Welsh Language Board started giving the Mentrau targets regarding children and young people. This invited competition. If the Board had money to give towards youth work at the time, why didn't they give it to the Urdd for example, or the Young Farmers?

It is believed that the Mentrau are plugging gaps at present since Welsh language youth organisations don't have the resources to meet demand throughout the country. However, these organisations believe they could do this work if more funding was available— 'If the Government are going to look seriously at the work of the Mentrau, they mustn't encourage them to compete, they should be reinforcing what is happening already. We should avoid reinventing the wheel'.

In order to avoid any more conflict and competition, it was suggested that the Mentrau and their partners should consider employing officers on a combined basis as is already the case in some counties, or come to an agreement about who should offer provision for various age groups. One question, for example, is whether the Urdd could focus on the 4-18 age group and co-fund officers to provide for the 18-25 age group with the Mentrau and the Young Farmers' Clubs? According to one respondent:

The Mentrau don't bring [name of organisation] into the planning Process from the start—they are willing to use [name of organisation] to promote the Mentrau's activities, but don't give the same support back. There is a strong feeling of 'them and us'. There is a feeling that the Mentrau have a plan, but not in collaboration with other organisations. This creates an element of competition.

6.4 Working Strategically

In general, the Mentrau recognise that they have not worked strategically enough in the past, but say that the focus on using different methods to identify needs has improved somewhat over the last few years. However, the majority still believe that they need to plan in a more strategic way, work more systematically and make better use of data and research to identify priorities. They note that too many projects and plans have been and still are arbitrary and popular rather than reflecting strategic need. The field work has shown some good examples of systems for monitoring activities, but has also shown that they are isolated examples. It does not seem that those monitoring systems are shared between organisations as examples of good practice. The risk, without central coordina-

tion for work impact monitoring systems, for example, or even operational systems such as events databases, is that unnecessary duplication will continue, and a culture of learning will not be developed sufficiently.

On the other hand, some Mentrau consult regularly with specific groups through focus groups, area meetings and the use of questionnaires, and use data, electoral division profiles and county language profiles to plan their work programme. They also evaluate projects thoroughly and collect feedback in order to identify strengths and weaknesses and to improve the planning process by identifying gaps in knowledge and provision. As one of the Mentrau says:

A progressive programme of work with clear and measurable targets should be central to our work. Identifying need, planning and evaluating should be a core part of the process of planning the Menter's work programme, not just creating popular, easy to arrange projects!

However, some Mentrau argue that it is difficult to act strategically due to a lack of core funding from the Welsh Government, resulting in a lack of capacity. According to one Menter— 'The Mentrau don't work strategically enough because a great deal of the time of chief officers is spent running after pots of funding, that don't always respond to the priorities in the area. The lack of core funding means we can't plan in sufficient detail'. This viewpoint is echoed by a number of Mentrau who acknowledge they have had to diversify in order to benefit from other funding sources, admitting that this has resulted in a loss of focus on planning and ensuring language progress, as noted by one officer— 'It's tempting to pursue core funding from other sources, but the risk is that this will drag the Mentrau further away from language planning'.

Another says that the lack of staff expertise and time means that the Menter cannot influence local authorities effectively— 'We need to improve our ability to act more strategically. The chief officers need more presence on local authority strategic partnerships e.g. Children and Young People Partnerships and Families First. This should be a priority'. However, it is worth noting that three Mentrau have decided not to arrange community activity in order to focus on strategic work only. This underlines the fact that they prioritise the work of influencing strategic bodies and all the associated strategic partnerships. They felt that working in this way has more impact on the Welsh language in the long term, and is more effective in terms of embedding the language within public policy than providing projects.

Once again, the Welsh Government target system is blamed for a lack of strategic planning between the Mentrau and the other main language organisations. According to some respondents, the fact that the targets of some language organisations such as the Urdd and TWF are set independently of the Mentrau means that duplication of work and missing opportunities to collaborate is inevitable. As stated by one— 'The Menter tries to be more strategic, but we feel the other language organisations are less willing to collaborate than they used to be'. It is felt there should be much more strategic collaboration between the language organisations, the local authorities and each other, as is the case with education authorities at regional level. This, it is said, would enable every organisa-

tion and local authority to collaborate more systematically and more effectively in order to ensure the most far-reaching and sustainable outcomes. On the other hand, the ambition of one Menter is clear enough when it says—

The only priority is to reach our targets. It doesn't matter how we do it!

In terms of prioritising plans for the future, more and more Mentrau now believe that efforts should be focused on improving the local economy in order to create jobs for Welsh speakers and create bilingual workforces. Mentrau Iaith Cymru has submitted a plan for a Welsh Medium Labour Market to the Welsh Government, which outlines how to identify local bilingual skills and market them in order to increase job opportunities. According to one respondent—

The priority is to keep young people in the area, and the key for that is local jobs. Social activities are important in terms of increasing opportunities to use the language, but giving the area an economic boost through the language is essential. We need to show that the language is a skill and an advantage for all manner of jobs. We can reduce outward migration by giving Welsh speakers a better economic foothold if we can exist as an economic community and not just a cultural community. It is work that nails people to a piece of land.

This comment is echoed by other respondents, who emphasise the need for a focus on economic regeneration—

As culturally important as the Welsh language is, that doesn't put food on the table! It's important to take the Welsh language to other policy areas. Living through the Welsh language—that's the important thing—not living for the Welsh language. The aim in every policy area should be to normalise the Welsh language, but we are nowhere near that stage yet!

It is also believed that much more should be invested in research, especially in education. It is suggested that studies should be carried out of how many former pupils at Welsh medium schools now speak the language and where they live, and establish a tracking system before the pupils leave secondary school in order to keep in touch with them later. Welsh medium secondary schools should focus more on community activity by the Menter and the Urdd, and pupils should be encouraged to attend so they get used to using the language socially. Some felt there was a risk the Mentrau are targeting easy to reach people and arranging soft projects that don't actually make a long term difference to the language.

Several references were made to the existence of county Language Forums and the potential they have to be an effective medium to bring organisations and public bodies around the table to plan and collaborate. Some emphasised the possibility of conducting joint research to identify evidence and priorities and opportunities to collaborate strategically on progressive plans focused on target groups or specific geographic areas. Unfortunately, most respondents do not feel that the Language Forums in their current form

are of much value in helping with their work. Although they have a value in terms of getting to know various organisations and individuals, and hearing about recent developments through reports, they are not considered useful as strategic planning bodies.

6.4.1 The role of the Mentrau Iaith: further development?

Every Menter believed they had the potential to do much more than is currently possible, if further funding was available to enable them to appoint more staff. It was generally felt that the Mentrau could contribute more to areas such as community development, economic regeneration and the business sector so the Welsh language secures a foothold in job creation schemes, skills development, training and improving participation. It was also believed that the Mentrau could strengthen their influence on local authorities, public bodies and strategic partnerships in order to ensure that the Welsh language becomes a central consideration in their core policies. The Welsh Language Board having been abolished and with local government reorganisation on the horizon, some saw the possibility of commercial opportunities where the Mentrau could tender for work providing services or managing projects to generate income. Others saw the potential of establishing community businesses, such as childcare services, community translation, a Welsh language book shop and community cafes in order to provide more opportunities to use the Welsh language and to generate income.

A number of the Mentrau had referred to the potential of developing a Welsh medium labour market, arguing that creating a list of people at a county level who can provide various services in Welsh would be a great help to bodies and organisations—in the public sector primarily—who are looking for workers with bilingual skills. This was felt to be particularly suitable for implementing the Welsh language standards of the Welsh Language (Wales) Measure 2011. Similarly, if the Mentrau had the capacity, they felt they would be able to do more to help public bodies and third sector organisations to develop a bilingual workforce. It was noted that this would be particularly beneficial in non-Welsh speaking areas where the former pupils of Welsh medium schools could be recruited where bilingual skills are needed. This, it was said, would strengthen the economic value of the Welsh language and ensure that the language is considered an important skill for the world of work. According to one respondent:

We need to create a climate that encourages the use of Welsh in workplaces. Employers argue that they can't recruit Welsh speakers, yet again a large number leave our Welsh medium schools and colleges every year with an ability to speak Welsh. The Commissioner through the Welsh Language Standards should use her power to force public bodies to change their mindset, and mainstream the Welsh language into public services. This would give the Welsh language an economic value and purpose.

Respondents also saw a potential to do much more to support families, to promote the use of Welsh among children and young people, to extend Welsh medium provision in the leisure sector and to arrange more marketing campaigns and raise awareness of the benefits of Welsh medium education and the value of bilingualism, if there were more

staff with specialist skills available to carry out the work. This idea would need to be evaluated in detail before approving it generally, since it is not clear whether prospective employers use the same set of recruitment agencies. But it is certainly worth considering.

6.4.2 The Organisations Consider their Own Work

The organisations were given a number of questions that asked them to consider how they prove success, and what they could do if there was a different situation in future. In order to understand this, we must address the meaning of 'success'. Seven themes arise from the responses to this question:

1. Creating opportunities (e.g. establishing clubs, activities for Welsh learners)
2. Attracting funding (e.g. being awarded a grant of £X to employ Y people), being awarded a rural development plan grant
3. Language impact (e.g. a scheme has increased the number of speakers (or language use) from X to Y)
4. Creating jobs (contributing to the economy)
5. Strengthening Welsh medium services (e.g. research, acting on behalf of Local Authority X)
6. Creating additional income for the organisation (e.g. community translation)
7. Music and cultural festivals (e.g. Town X party, Committee to arrange high profile events)

What strikes us as we read the transcripts and the results of the research instruments is the vast range of interpretations of what constitutes success in the field of language planning. There were few examples of successes that could be considered a success for the Welsh language in terms of setting long term foundations in a self-sufficient way. It appears that a number of the organisations are investing a great deal of energy for little return in terms of long term sociolinguistic capital. For some, success means arranging social events such as coffee mornings, Christmas parties and opportunities to practise the Welsh language socially. This type of basic opportunity should not be belittled, but this mindset will not lead to strategic, ambitious schemes and activities. In looking ahead to the next five years, the organisations were asked to give an idea of their strategic priorities and what they would wish to see 'in an ideal world' in terms of the development of their organisation. A number of structural themes arise from the evidence:

- Employing many more staff—childcare, family development etc
- Collaborating with more organisations—strong impact agenda
- Working as an administrative and information hub for promoting the language, more mature systems and more collaboration with the County Council
- More staff at electoral division level and at regional level
- Developing sustainable networks

Compare this ‘ideal world’ with the priorities the organisations have set themselves over the next few years:

- A commitment to develop Mentrau Iaith Cymru to be an organisation that supports the development of the Mentrau Iaith
- The labour market—targeting jobs that could be filled by Welsh speakers in order to push Welsh language policy agenda forward
- Town and country planning—influencing the town and country planning process in order to lessen the possible negative impact of economic development and the building of more houses
- Side effects of demographic and economic changes
- Strengthening the involvement of the community of volunteers by attracting more volunteers
- Ensuring funding and an increase in the number of staff in order to target new areas
- Survival: and try to secure sufficient funding to withstand the threat of crisis situations in some areas/organisations
- Influence and try to ensure that the County Council meets its statutory commitments to the language

Once again, very few of the priorities dovetail with a truly ambitious and holistic vision for the Welsh language in a specific area. One key proposal was to see Mentrau Iaith Cymru as a more effective and influential national coordinator than it can be with the current resources at its disposal. In terms of the involvement of community development agencies with the town and country planning regime, it was clear there was a desire, though not an outline of a work programme, to influence local authority policy. One organisation said, in the context of Town and Country Planning, that government decisions have more of a negative impact on the Welsh language than any positive impact through government grant schemes, and by a long way. The perceived shortcomings of the town and country planning system create a great deal of concern, and the reasonable expectation is that Government would integrate policies that are currently in conflict, in a more integrated, coordinated way.

Finally, two questions were asked about the organisations in future, renewed to maximise their capacity. Five themes appeared in this area:

- Ensuring better agreements/collaboration between the Mentrau Iaith and the Local Authorities and relevant public organisations.
- More funding = more staff = more impact (we do not accept this formula unquestioningly).
- The Welsh Language Standards of the Welsh Language (Wales) Measure 2011—a number of the organisations see themselves as able to influence other bodies more effectively to offer Welsh language services—they also note a desire to work with the Welsh Language Commissioner.
- A longer term funding round.
- Funds to create/to be enterprising/to take risks/to be ambitious/venture capital.

Two notable elements were an awareness of the potential change of role for the organisation as a result of the establishment of the Welsh Language Commissioner. The organ-

isations clearly see themselves as being able to influence statutory bodies to provide Welsh language services in order to comply with the proposed language standards regime.

Secondly, there is a very clear call for financial security for a period of 5 years. This call is understandable, and indeed, we support the call, in the hope this will enable more long term corporate planning. It also alleviates the concerns of the smallest organisations who are concerned about their own immediate, let alone long term survival.

6.4.3 Mainstreaming economic considerations

We asked about the wider impact of the work of the organisations, to see whether there is any evidence to show that they have a positive impact on their local economy, community development, reducing child poverty, promoting local heritage, job creation, assisting parents to return to work, training people or attracting funding to improve community life.

As noted when equality considerations were discussed in this Review, the ideal situation is that many themes are mainstreamed into the operational work of the organisations. The passive tendency is to depend on revenue funding through grant in aid to provide services. But with a little strategic thinking, use can be made of the multiplier effect with the public pound to create far-reaching effects. There was evidence about one such strategic development in the context of Mentrau Iaith Cymru's Welsh Medium Labour Market. A number of themes arise under this economic heading:

1. The most fundamental thing to note in the context of the economic impact of the organisations is that they *themselves* are employers creating jobs across Wales. There is a continuum in terms of the economic impact as we see it, from the lower end with one officer in an area office, to the other end of the scale with more than one Menter Iaith employing (either part time or full time) more than a hundred people.
2. There is evidence that a number of the organisations have benefited from grant in aid beyond the core grant of the Welsh Government. One of the other sources was the Big Lottery Fund.
3. Another way to have an impact on the local economy through job creation is to depend on governmental programmes e.g. Rural Development Plan, Families First, Child Poverty Plan, Local Tourist and Heritage Plans and Community Regeneration. As important as these are in terms of fulfilling the remit of the organisations, they cannot be considered as economic policy interventions. Rather, they are over-dependent on public sector decisions rather than being a reflection of local momentum or creativity.
4. On a very small scale, there were examples of organisations arranging community theatres or cafes. These are of course contributions to the local economy, but they also have an added impact, by creating *social* capital through the medium of Welsh, and in a post-industrial society where traditional social networks have been in decline for many decades.

5. Another way of creating an economic impact is to hold one-day ‘Festivals’ or Welsh language weekends. There was evidence of the impact of these festivals on local circumstances. It is not entirely clear to what extent the economic impact matches the linguistic outcomes that could result from such events. We would need to weigh the cost and impact of such short term festivals against similar expenditure on development officers who work throughout the year to promote the Welsh language.
6. Some organisations have included economic considerations in their corporate planning processes, including even using the word in their organisational motto. But in order to realise the full potential of such mottos, there is a need once again for very strategic thinking. The stability of this kind of thinking is that the Welsh language is mainstreamed and normalised in policy that has potential and a long term, far-reaching impact. The risk is too much focus on the economy at the expense of language issues. However, having considered how little evidence there is of the first mindset, it would be pleasing to be in a position where a warning was needed about such a risk.
7. In order to influence specific sectors of the economy, it is clear that occupational training courses are needed through the medium of Welsh, to target Welsh speakers at every level. *The Welsh language should not be the main focus of these courses.* It is a medium, rather than the main message. One very good example of such strategic, holistic awareness is the Outdoors Community Development Scheme. Over 200 people were trained and 50 of these are now working through the medium of Welsh in that field. The key steps of this type of working are
 - Needs analysis
 - Preparing training
 - Creating additional posts
 - Allowing local people to stay in their localities
 - Offering an added value to the experience of being outdoors.

This type of action suggests what can be achieved by taking a step back and looking at the language needs of an area from an economic perspective. We can foresee the outdoors scheme working in many parts of the country. However, we can also foresee similar schemes working in childcare, catering, agro-economic developments, energy, leisure and sports and other areas. Indeed, some of these are the beginnings of practical possibilities.

One example given in the fieldwork was the Welsh Medium Labour Market Scheme (Mentrau Iaith Cymru et al., 2013). (See also a related proposal (Cwmni Iaith and Menter a Busnes, 2002)).

The scheme itself realises the importance of social relevance to the Welsh language—recognising the contribution the education system has made, but pushing the discourse ahead to the field of economics. The scheme’s aim is to strengthen the economy of

Wales through the medium of Welsh, by adopting a multi-agency approach to creating a joint vision (the partners suggested by Mentrau Iaith Cymru include the Welsh Government, Coleg Cymraeg Cenedlaethol, Local Authorities, the Private Sector, Social Enterprises and voluntary organisations, the Welsh Language Commissioner. The aim of the proposed scheme by Mentrau Iaith Cymru *et al.* (2013, p. 8) is to:

- identify areas where there is demand for Welsh language services
- feed individuals who have gone through Welsh medium education into jobs where they will use their Welsh
- strengthen Welsh medium communities and networks across the country
- strengthen Welsh medium services in every sector
- reduce outward migration and reduce damaging demographic changes
- raise the economic status and value of the Welsh language which in turn will have a positive impact on language transmission rates and the demand for Welsh medium education
- make Social Enterprises that develop Welsh language services and the Mentrau Iaith more sustainable
- market Welsh language services more effectively leading to more use

However, it should be noted that this scheme is not yet active, and as a result we cannot consider its impact or contribution as good practice. The strength of the proposed scheme would be to harness the interests of the Mentrau and the main Welsh language policy actors. Of course this could also be a weakness if the main actors do not respond to the challenge swiftly and with enthusiasm.

6.4.4 Strategic Fit

The respondents were asked to what degree the organisations based their work on a strategic fit with the Welsh Government's language strategy (*A Living Language: A Language for Living*). It should be noted that most of the organisations were aware of the document and made reference to it in their planning processes. One Menter noted that despite the fact that only one chapter of the strategic document names the Mentrau, they worked in most of the strategic areas covered in the document. Several responses noted that such strategic documents by Government (e.g. *Iaith Pawb*) is a fairly recent development (despite the existence of previous Welsh Language Board strategic documents). Consequently the organisation was an organic *evolution* rather than the product of a specific strategy or plan. Several references were made to their incorporation in grant applications (beyond grant applications to the Government) and in corporate planning processes. However, only one organisation noted that it also dovetails activity with the Government's language strategy evaluation framework in order to analyse the work's success. In general, we believe the organisations have enough awareness of the Government's language strategies. The important thing is how exactly they plan activity that is strategic enough in their own areas, which will ensure the Welsh language is self-sufficient in specific domains.

6.5 Activities

6.5.1 The suitability of the range of activities

The questionnaire asked about the types of activities arranged by the organisations. Our original intention was to list them in full in the report. However, they are too numerous and varied to be presented in a way that would be fair to the organisations. We therefore summarise themes under which the activities could be categorised. The list is not in order of priority or frequency. Most of the activities could be attributed to the following four areas:

- Enjoyment (leisure and sport)
- Training
- Protection
- Networking

There is a more detailed list in section 11.9.

Most of the Mentrau noted that the range of their activities is constrained by the expectations on them to reach targets set by the Welsh Government. These targets reflect the priorities of the Government's Language Strategy—*A Living Language: A Language for Living*, and focus on promoting the Welsh language with families, children and young people, and in the community. Although these areas give the Mentrau plenty of scope to carry out many varied activities, a number of Mentrau were keen to extend their provision to include, for example, businesses, Welsh learners, the arts, workplace training, leisure activities. In general, most were willing to accept the Government's priorities as long as they could be adapted to local needs.

Following the discussion on the nature of activities, a number of the respondents asked why the Mentrau have to provide for children and young people when the Urdd, the main youth organisation, is available to do so? Questions were asked about why the Welsh Government had set children and young people as a priority area for the Mentrau, knowing that this could cause a situation where two organisations would be competing? Some of the Mentrau noted the important contribution of the Young Farmers' Clubs to the youth sector and the way tensions sometime arise between the various organisations. The same question was raised in the context of families and the relationship of the TWF project and the Mentrau, as well as in Welsh for Adults, the relationship between the Mentrau and the regional language Centres. Some argue that the Mentrau are plugging gaps because other language organisations don't have the capacity to meet demand. On the other hand, there were examples of a lack of collaboration and duplication of work. Some Mentrau believe that the Government's targets force the language organisations to be more defensive, independent and isolated.

Some respondents expressed concern that there was too much emphasis on quantitative targets and that they are too soft, arbitrary and brief in impact. Some felt that the Mentrau generally were not acting strategically enough or sophisticated enough in terms of using data and research as a basis to prepare action plans. Consequently there are too many superficial activities that are too safe and their impact short-lived.

Although there were differing views on the nature of activities that the Mentrau should provide, there was a general agreement about the need to consult extensively with the community and specific target groups before acting. A number of examples were given of the ways the Mentrau collect people's views, including questionnaires, focus groups, area committees, youth forums, school forums, interviews, polls, feedback from events, suggestion boxes, e-mail contact and use of Twitter and Facebook. Some made reference to SWOT exercises held in specific areas. However, they were all confident that they listen to the views and recommendations of their communities.

A number of respondents, especially in the non-Welsh speaking areas, referred to the desire to create a database of Welsh speakers and contact details of Welsh language organisations and societies. Reference was also made to the need to establish a tracking system that would enable the Mentrau to keep in touch with former pupils of Welsh medium schools and offer them opportunities to socialise through the medium of Welsh and let them know about jobs requiring bilingual skills.

6.5.2 Grassroots activities

There were hundreds of examples of the activities that organisations organise at grassroots level. We address these in the context of their contribution to language planning below. We start this section by looking at the 'owners' of activities and the structural problems we heard about in the fieldwork. Needless to say that in any ideal world, there would be no need for a Menter Iaith or a language promotion organisation. Of course, we do not live in an ideal world. However, Local Authorities in Wales have a long way to go before they can say they are fully meeting their duties to the Welsh language in terms of the community activities they organise that an elected organisation might provide. They should also remember that they will face a *statutory* duty when the policy making standards of the Welsh Language (Wales) Measure 2011 comes into force in the medium term. If what we have heard from the organisations is a fair reflection of the attitude and commitment of local government in Wales towards the language, they should not underestimate the substantial work that will be needed in order to meet the policy standards, as well as the other standards. The organisations in this Review have a central role to play in assisting them on this matter. Several examples were seen of collaboration between the organisations and the local authorities, of providing services on Service Level Agreements and the like, but criticism of local authorities was also heard, with several respondents referring to the funds allocated by county councils to Welsh language community activity as 'conscience money'. This emotive language shows the extent to which respondents feel that local authorities are not contributing sufficiently to support the language. We must bear in mind that Local Authorities are democratic organisations that are accountable to their constituents and so it would be inappropriate for us to agree or disagree with such a statement in relation to funding Welsh language community activity. We do however understand the frustration behind such a claim.

As far as we saw, there are several relevant models for the organisations with which we held discussions for the purpose of this Review:

- The County Council itself is the main provider of community/leisure services.

- The County Council contracts elements of community/leisure services out to a commercial company.
- The County Council mainly provides the activities, and contracts the organisations out to work on its behalf.
- The organisation and County Council work in partnership.
- The Government and County Councils work together in preparing a language strategy and implementing it locally.

According to the evidence we received, the scale of Welsh language provision in county councils tends to be low, and we heard complaints about appointments e.g. appointing a non-Welsh speaking youth officer in areas with high percentages of Welsh speakers. This, of course, calls for a somewhat philosophical discussion regarding language use domains. Due to the language mathematics and sociolinguistics of Wales (see, among others Alvarez Enparantza (2001)), even if every youth worker in a certain county was fluent in Welsh, the attendees would speak English most of the time, unless *Welsh only* activities were organised. Thus, employing more Welsh speakers is only part of the solution.

The other part is putting a regional strategy in place to ensure that appropriate and attractive Welsh language activities are available—whatever the provider is. The first is futile without the second. To a large extent, the respondents feel that many counties in Wales have not faced their responsibility to plan purposefully to protect the Welsh language in their areas, let alone *growing* it in accordance with Welsh Government policy. It was assumed a generation ago (Evas and Williams, 1997) that local authorities would mature as language planning bodies and that the Mentrau Iaith could be temporary agents to drive community developments and press on local authorities to create Welsh language provision beyond what was expected of them in statute (status bilingualism).

Since this has not happened (with a few rare exceptions), we should consider whether we still see the Organisations as catalysts or providers.

In facing the need to create a Welsh language climate, the organisations must act in four contexts:

- Turning community activity that previously happened only in English into Welsh language activity e.g. football/swimming lessons
- Responding to the desires of the community to create specialist/new services, e.g. clubs in drama/kayaking/judo/work skills
- Plugging gaps in provision that exists locally
- Operate service level agreements for county councils

The main advantages of having the organisations offer the services they do is that they are flexible, and by knowing their area, they can respond quickly and create activities much more swiftly than a larger organisation could. Secondly, in doing so, they ensure that the Welsh language is the language used for all activity. Perhaps this is the main justification for the existence of the organisations looked at in this Review. Considering the evidence we heard, if we trusted *completely* in Wales' local authorities to provide a full range of activities, we could not be certain that this would necessarily increase the minutes of Welsh spoken in those activities (we use the 'on task time' concept to high-

light the point). There is a very clear remit for the organisations to be a critical friend to their local authorities. But this does not mean surrendering influence over community development in an area.

Another virtue of the organisations is that they are local, and are more likely to be proactive since they know the people and the micro situation. This means that those people are more likely to attend something by the Menter Iaith, for example, especially if it is only available in Welsh, rather than being a choice of two corresponding activities in Welsh/English. This brings us back to the debate about reserved linguistic functions mentioned above. If organisations were expected to operate at micro level in a more intensive way, they would require much more specialist training and develop their capacity to be proactive. We heard several times that an individual organisation did not feel they could arrange such training or benefit from it since they were too small. This leads us then to discuss a central coordinating role for training to the organisations e.g. through Mentrau Iaith Cymru. In order to ensure Welsh medium activity at micro level, we need to consider that micro level in whatever reorganisation that may happen as a result of implementing the recommendations of this Review and the other Reviews the Welsh Government are currently undertaking within language policy.

6.6 Management/Administrative Aspects

6.6.1 Vision, work programme and data collection

Historically the work programme of a number of the organisations had followed the priorities set by the Welsh Language Board. In general, the Mentrau have followed the same pattern but are now focused on projects to achieve the aims and objectives of the strategic areas of *A Living Language: a Language for Living*, which are 1) the Family; 2) Children and Young People; 3) the Community.

A number of the Mentrau have used the 'Local action' framework to identify local needs and priorities. One respondent noted—

Under the Mentrau's current funding system the chief officer is required to look for projects and funding sources regularly in order to keep things going. It is therefore the funding that guides our work programme/strategy and not necessarily local needs in terms of promoting and developing the Welsh language. The needs of funders also dictate work timescales and limit the type of work that is possible.

The Census is the main source of data for the majority of the organisations for identifying and analysing the linguistic situation and they often report that they use all available data from the census as a basis for preparing a Language Strategy and the resulting work programmes. Analyses from Health Boards and various County Council departments, particularly Education, are also used to identify social trends and characteristics in different areas.

A number of the Mentrau's strategies are three-year strategies that are updated annually. The information considered when drawing up and updating the strategy is collated in a variety of ways: language profile (mapping services, social opportunities and the use of Welsh locally); input from area committees; input from county forum members; questionnaires; baseline assessments; SWOT analyses and the data collected in the evaluation of activities.

Frequent reference was made to the importance of a proposed toolkit that will provide clear and detailed guidance on future data collection. This tool will undoubtedly enable organisations to collect data in a consistent and reliable way for community language planning. One of the main conclusions of the Review based on the fieldwork is the need to collect and analyse data in a more systematic way than is done at present. Implementing effective and proportionate systems of data collection on the impact of the work will also be a means of achieving the terms of reference of the *Welsh Language Strategy Evaluation Framework* (Llywodraeth Cymru, 2013a). Naturally, we do not believe that data collection should be a primary function of the organisations, but appropriate, relevant and proportionate data collection will add significantly to the success of their work in the long term and will be particularly useful for corporate planning processes.

The experience of other countries is valuable, no more so than the good practice seen in the Basque Country of collecting sociolinguistic data under the EAS (the Basque Country system of Linguistic Indicators) (the Basque Autonomous Community Government 2008) and in both Catalonia and the Basque Country regular audits are held in relation to the language situation in different domains e.g. (Generalitat de Catalunya 2011; the Basque Autonomous Community Government 2012). This subject is explored in (Williams, 2013a, Williams, 2013b).

Similar audits to those held in the Basque Country and Catalonia could feed into the Welsh Language Commissioner's 5-year report, measure aspects of the community and sociolinguistic vitality of different domains and sectors and highlight the social context, educational trends and data on language use and choice.

6.6.2 Measuring linguistic outcomes and impact

The majority of the Mentrau acknowledge that they have only recently begun to address the importance of evaluating plans and measuring outcomes. They have received relevant training funded by the Welsh Language Board and most have adopted various methods of achieving this. Although there is increasing pressure on the Mentrau to prove their value they have yet to establish methods sophisticated enough to show the difference they make to the Welsh language. Without doubt this is one of the main requirements in this area so that organisations can adopt a more scientific and systematic method of data collection, measuring impact and tracking changes in order to 'prove' the added value of the Mentrau's interventions in the various situations.

The methods used to measure impact vary greatly from one Menter to another but in general they include questionnaires, focus groups, videos, observing language use in ac-

tivities, individual conversations, views of leaders, research, commissioning external evaluations, self-assessment through smileys, pie charts and Facebook.

Although some organisations have developed impact measurement processes and there is an increased awareness among those organisations of the *importance* of operating on the basis of data, the Mentrau are quite willing to acknowledge that there is room for improvement. As one respondent notes— ‘The Menter already collects data through questionnaires, user feedback, number recording and so forth, but this isn’t enough.’ Proportionate schemes to measure outcomes should be implemented and used accordingly by each Menter. This would ensure consistency in measuring outcomes and feed directly into the *Welsh Language Strategy Evaluation Framework* (Llywodraeth Cymru, 2013a).

6.6.3 Success of activities and their appropriate and robust management

There are a number of examples of good practice in measuring success including various evaluations e.g. feedback forms, bulls eye charts, case studies, recording and filming feedback. Some also report that they conduct formal assessments following each activity in order to consider questions such as ‘Why carry out this activity?/What were the output and results? Do we need to improve any aspect of the activity for the future?’ On the other hand some of the organisations suggest that the only measure of success in their personal activities was to count the number of attendees.

As noted previously a toolkit for measuring impact is being developed. A number of the organisations were concerned that they count the number of attendees but disregard the evaluation of the real impact of the activity on those individuals. Training on measuring and implementing success will strengthen the capacity of small organisations to better evaluate their work. A number of the organisations report that they analyse the data carefully and present the results on success to the Management Committee. A guidance document containing a number of secondary sources is available to applicants for Government grants; this document is based on the Welsh Language Board’s document on outcome-based language planning (Evas, 2011).

Turning to managerial issues, it is apparent that careful monitoring and evaluation is fundamental in dealing with budgets and meeting conditions of grants awarded by the Government.

A number of the organisations have more than one management process in place ensuring that activities and services operate effectively. This includes a robust system of financial delegation—which requires the authorising of different levels of spending by the Chief Officer, the Chair, Treasurer etc. Similarly in requesting quotes for any service or element the procurement process follows the relevant professional guidelines.

Almost all organisations report that their Chief Officers have received training in project management, financial management and risk assessment training.

Therefore the norm is to adhere to policies that protect staff and employer from failings. Usually policies are reflected and updated regularly when appropriate or when there is a change in the law.

Health and safety and child protection processes are followed when holding activities including risk assessment. A CRB check is carried out for each member of staff, including sub-contractors where relevant. A thorough Risk Assessment is also expected for every community activity.

6.6.4 Wider impact beyond core linguistic objectives

The questionnaire asked about the organisations' results beyond the primary linguistic objectives e.g. poverty/child poverty/helping parents to return to work and improving the quality of community life. In general, responses cited tackling poverty and improving the local economy. However (with the exception of one or two exemplary models) those examples that could be considered self-sufficient or would create a long term multiplier effect were rare. Among the exceptions were an outdoor scheme and a scheme to establish a Welsh language company to create hydro-powered electricity, both ventures by Menter Iaith Conwy. Some of the organisations state clearly that their work has little to do with tackling poverty. There were examples of programmes to encourage social capital in order to reduce social exclusion and low self-esteem, particularly among young people. Other examples included targeting families with Welsh speakers in electoral divisions (or groups) in socio-economically disadvantaged towns. There was very little evidence as only one organisation could provide evidence of purposeful collaboration planned in conjunction with Communities First (the possibilities that this relationship could be strengthened and transferred is addressed in section 5.14). It is worth quoting at length from one organisation's response:

Within specific Communities First areas we have also succeeded in having significant influence in assisting local people to develop projects that give due consideration to the Welsh language or to support Partnerships to develop a Welsh language scheme [...] Across our services we strive to provide local, affordable opportunities to families and give consideration to the particular needs of isolated communities. Our childcare provision is very affordable and we consult regularly with parents and families to ensure that the fees are reasonable and reflect the various economic situations of the local communities. Within the childcare provision we have evidence that we promote tax credit for parents in order to further support them in accessing childcare. We are very aware of poverty of access to services and the choice of Welsh medium services available to families, and our research within various communities support our plans in ensuring and arguing for a fair cross-section of services available to families across the county. In addition, our work within the Children and Young People's Framework means that we are able to contribute to local developments and strategies to tackle poverty [...].

6.6.5 Tailoring to local needs and audiences to reach.

The questionnaire enquired about the steps the organisations took to attract people from every background to their activities. The aim of this was to ascertain to what extent

equalities principles were fundamental to their work. The majority noted that they had equal opportunities policies and that everyone was welcome to take part in activities. In addition, some proactive examples were given of including other equality strands in Welsh language promotion work (just as the discourse expects the Welsh language to be included in those strands of course). Among good practice examples were engagement with special schools, work with older people's groups and disability groups. There was also an example of lesbian, gay and transgender engagement. Information was provided on how an organisation had been registered as a breastfeeding centre and a number also referred to the equalities processes followed in recruitment and advertising. However, in general the tone of this narrative was rather passive. We expected more evidence on collaboration between different communities of interest (e.g. age/sexuality/ethnic groups). If Welsh is to reach new, non-traditional audiences, the organisations must be more proactive and not expect hard-to-reach groups to approach them voluntarily. As far as we could see, there were few examples of good practice indicating how organisations bridge the gap between 'traditional' Welsh interests and reaching different audiences that could bring great benefit and social capital to their work and to the local area.

To all intents and purposes all the organisations are aware of the fact that they only reach some of the targeting that is necessary if Welsh is to thrive in their areas. This is to be expected to some extent and dovetails with the call in other sections of this report for more resources. It is interesting to note how the different organisations *perceive* the lacunae; some for instance, noting the geographical areas of the audience, others noting segments of the population. The following list includes some of the audiences identified. Of course, it is quite possible to argue what the appropriate activity of the organisation should be but the answers are an indication of the organisations' self-perception of their appropriate work.

- Parents or prospective parents
- The private sector
- Young people
- Former pupils of Welsh medium schools
- County councillors
- Rural/urban area/town x/county y
- In-migrants
- People opposed to the Welsh language
- Welsh learners

It should be noted that not one organisation reported that any of the equalities strands were an audience that they were not reaching out to currently.

6.6.6 Innovation

Several sections in this Review have already addressed how organisations create a vision and an action plan to be realised. We have noted that the organisations are not—as a rule save for a few shining exceptions—overrun with holistic and self-sufficient ideas to ensure a flourishing future for the Welsh language in their areas. Part of this brief was to enquire specifically as to how *innovative* ideas would be created. The intention then

would be to transfer them to other areas. In summarising the responses to this section, it is fair to say that there are a good number of innovative ideas in action within the organisations but not every good idea is being implemented everywhere. In some instances, it would be a good idea to implement the language awareness provision that is taken for granted in some areas and—according to respondents—pays dividends in terms of how receptive former ‘doubters’ are to further language projects. A number of common themes appear. It should be noted that a process is needed in order to discuss and/or formalise innovation processes. It is acknowledged the world over that in many innovative attempts in any organisation tend to fail. Consequently, a project management methodology needs to be implemented which allows the documentation and sharing of good practice and lessons learned (cf. the PRINCE2 ‘Lessons Learned Log’ methodology).

Among the innovative projects noted were developing databases to hold information on Welsh language events, standard reporting systems on the success of activities, Time banking, hyperlocal broadcasting stations to be transferred back to the community, work on sociolinguistic psychology and entrepreneurship. It is clear that a national coordination organisation such as Mentrau Iaith Cymru could be a vehicle for innovation of this kind but in addition to the—rare—examples, there is a need to create the process and formalise it.

6.6.7 Training, support and promotions

As a rule, organisations offer a personal development plan to every member of staff and hold regular staff meetings.

A number of organisations offer staff mentoring meetings, project management and language awareness training. A number of organisations follow Welsh Government and Mentrau Iaith Cymru training programmes.

More often than not a large proportion of staff, and to a lesser extent committee members and volunteers, has attended courses provided by the County Council and Mentrau Iaith Cymru. The training courses offered by County Councils consist of first aid, health and safety, risk assessment, child protection, the data protection act, fire safety, information technology privacy, stress awareness, marketing, equalities, food hygiene. The Mentrau Iaith Cymru training centred on measuring linguistic impact and the impact of activities.

Some staff members have also followed academic courses at diploma level and MA in Community Development and others have followed ‘Training the Trainer’ and ‘Language Awareness’ courses arranged by Iaith Cyf.

Other examples of good practice include conducting an annual training audit, planning for additional training and arranging training for the Mentrau at regional level where the cost of specialised training is shared. A number of organisations also use a training programme by a local voluntary body). In some organisations, managers have benefitted from

- ILM level 7 Business Management Strategy;

- ILM level 5 Executive Management;
- Prince 2 on successful project management.

If more funding was available a number of organisations' desire would be to train more staff towards qualifications in youth work and/or community development.

The opportunities for promotion within the Mentrau are few and far between although a number offer a higher allowance for different posts according to responsibilities. There are opportunities for internal promotion in County Councils and Welsh Government for local or central government staff.

6.6.8 Constitutional Items

Most organisations are Companies Limited by Guarantee and are registered charities. The exceptions to this pattern are organisations that sit within the County Council structure. Full details on constitutional status can be found in section 11.7.

The specific reason for choosing to be a Company Limited by Guarantee was to minimise limited liability for committee members providing that they do not act negligently or inappropriately. Limited liability also minimises the threat of personal liability for trustees. However it was emphasised frequently that being a company also ensures public liability.

Some of the organisations have opted for only being a Company Limited by Guarantee so that they can bid for public funding and protect voluntary members from the additional requirements involved in being a Registered Charity.

In relation to the organisations that are part of the County Council constitution there is no managerial responsibility on steering committee members. The County Council is responsible for managing the Chief Officer and providing administrative support, policies etc.

One of the most obvious reasons for adhering to the County Council model and the decision against independence was the potential weakness of the steering committee and the assumption that the organisation would lose influence, economies of scale and close collaboration with service providers.

6.6.9 The role of Volunteers

The number of volunteers varies from 6 at their lowest to over 400 at their highest. On average most organisations report that they have around 40-50 volunteers (It should be noted that interviewing those volunteers is beyond the scope of this Review).

The main responsibilities of volunteers are to assist in holding events in specific areas, collecting money, stewarding at events, leading coffee mornings and chat sessions. This is all done under the guidance of salaried staff.

Volunteers form a key part of almost every activity but they are not usually full members of the management or other committees, although they assist with activities in terms of organisation, conducting the event itself and evaluation which is a very important element that influences committee decisions.

6.6.10 The Role of Steering Committee Members

Generally each organisation has a committee consisting of Chair, deputy Chair, Treasurer and Secretary, elected in an annual general meeting. The Chair is usually in post for two years.

On average there are between 5 and 15 members on a Steering Committee.

There is an obvious advantage in attracting volunteers to the Steering Committee who have key skills so that they are able to benefit from the following areas:

- Marketing
- The local economy
- Law
- Media
- Education
- Culture
- Youth activities.

The steering Committee and sub-committees ensure that the organisations' staff work plans are implemented and that the weekly and monthly running of the organisations follows correct procedure.

7 Fieldwork Results: Language Action Plans

7.1 Welsh Government funding levels

The officials of the Language Action Plans are employees of the Welsh Government, i.e. they are civil servants, and not employed by grant in aid, as is the case for the Mentrau Iaith and two members of staff of the Aman Tawe Scheme. Small projects funds are allocated to each Plan in order to support local activities. Is there justification for continued funding for individual LAPs at the same level?

Throughout the whole series of interviews held with all organisations and partners, the evidence collected regarding the LAPs was mixed. On the one hand a number of respondents believe that more staff are needed to develop the LAPs further and to carry out more intensive work in areas of particular linguistic significance. According to one respondent: 'The ability to work intensively in one area is beneficial and more funding is needed to expand the work'.

On the other hand, concern was raised by many regarding the confusion which may arise from the fact that so many different partners were targeting the same groups. Reference was made to youth work in one area where the Urdd, Young Farmers, the County Council's Young People's Services, the Menter Iaith and the Language Action Plans all offered provision for young people.

7.2 Is there a need for Language Action Plans in other areas of Wales?

Within the whole range of respondents, little support was expressed for the creation of further LAPs elsewhere in Wales in their present form. One of the main themes of the responses collected from all was the uncertainty surrounding the remit of the LAPs and their relationship with other partners, in particular the Mentrau Iaith.

Although the Language Action Plans were established to coordinate activities in specific areas where a language shift was occurring, and into areas where Mentrau were already operational, according to the evidence gathered it is feared that the relationship with the local Menter Iaith tends to be one of competition rather than of collaboration. As a result it was noted that there is a risk of duplication and conflict.

Another reason given for this alleged conflict is the pressure to achieve targets rather than collaboration to respond to local needs. One suggestion given was to organise meetings between all relevant partners in order to plan and conceive a clear way forward.

7.3 Developing the role of Language Action Plans further?

In general, of the 49 interviews held, very few new ideas were offered regarding how to develop the Language Action Plans over the next few years. Those ideas which were offered included the need (as discussed above) to co plan and coordinate the organisations' activities better. Other suggestions received included national campaign to promote the benefits of being bilingual using Welsh rugby and football stars, together with actors, singers and other role models.

7.4 An appropriate range of activities

The field work showed that the main current focus of the Language Action Plans is to strengthen communities, work with children and young people and promote the language within families. Although these themes reflect the priorities of the national Language Strategy, *A Living Language: a Language for Living*, activities are provided around those themes in response to local needs.

A variety of methods are used by the Language Action Plans to identify needs, for instance ideas arising from area committees and from language organisations, societies, schools or individuals.

7.4.1 Does the LAP duplicate the work of others?

Evidence was received from a wide variety of respondents who felt partnership work between the LAP and other language organisations was challenging due to insufficient strategic planning and collaboration between them. Multiple sources reported that the relationship of some of the Language Action Plans and the County Councils are also fragile especially as they do not have a particularly high status nor do officers possess a full understanding of what they are trying to achieve.

Time and again in the evidence collected from the 49 interviews, we heard that meeting targets is another stumbling block to ensuring effective collaboration between partners— ‘[We] try to collaborate with other partners but achieving targets is a heavy burden on individual organisations which means they are forced to work independently and in isolation [...]

Some acknowledged that the LAPs did not operate in a sufficiently strategic fashion — ‘Many of the activities are arbitrary, stemming from ideas by individuals rather than a clear and systematic process of evidence-based planning’. It was noted that it would be beneficial for the Welsh Government to offer guidance on strategic planning.

7.5 LAP and partnership work

As noted above, there are few examples of strategic planning between language partners and local authorities. It was also noted that although there is some collaboration between the TWF project, Mudiad Meithrin and Urdd Gobaith Cymru, in our opinion it is not sufficiently coordinated in order to enable the realisation of a long term potential on the Welsh language.

A number of respondents noted that there used to be good collaboration between the Language Action Plans and the Mentrau Iaith with the relationship having deteriorated somewhat, for instance— ‘There used to be meetings between the Language Action Plan and [Menter X] but they do not happen anymore. If the Menter operates a project at county level they should stay clear of the Language Action Plan area. There is a feeling of competition between the Language Action Plan and [Menter X] now which is caused by the pressure to achieve targets’.

7.6 The effectiveness of the LAP in terms of measuring outcomes and impact?

Most have different methods of measuring outcomes that vary from written questionnaires or verbal questions, feedback at the beginning and end of activities, direct feedback from focus groups, the use of a 'flipchart' by young people and anecdotal information. There is very little evidence that these outcomes are analysed at a national level and fed into Language Action Plan policy development and practice and as a result the opportunity to offer the added value of Language Action Plans within the national language planning framework is lost.

7.7 Would it be advantageous to merge the Mentrau and LAPs?

Apart from the one example where there are different management arrangements, the sum total of our fieldwork shows that the relationship between the Language Action Plans and the Mentrau is not sufficiently close and as there is consequently insufficient trust between them to ensure constructive and effective collaboration.

However, some indications from the fieldwork suggested that the Language Action Plans would work better under the auspices of the Menter Iaith as the Mentrau brand was much more obvious and recognised—

The [Menter X] brand is much stronger. Nobody knows what the Language Action Plan is or to whom they are responsible. The fewer organisations you have working in an area, the bigger the impact. The public think that everyone is part of the same organisation anyway which can create confusion when different brands are organising activities.

There was a suggestion that the Mentrau Iaith should concentrate more on strategically influencing local authorities and other public bodies and they should have more influence on policy areas such as education, housing, leisure services and planning. The opinion of this respondent was that they should completely concentrate on increasing the use of Welsh, leaving the more strategic work to the Mentrau.

7.8 Structures to ensure effective working?

The general view of the respondents is that the current county structure of the Mentrau Iaith requires an additional regional and national element. This higher level working would allow them to provide guidance to Mentrau that have not yet developed to their full potential, to share good practice, to coordinate activities across geographical boundaries and to ease the administrative burden on individual Mentrau. A national body would also be able to coordinate staff and volunteer training, lobbying on behalf of the Mentrau and provide guidance on language planning issues.

A number argued that structures similar to those of most of the main language organisations would facilitate collaboration between the main language partners and public bodies on a regional and national level. Whichever structure is finally implemented, the new system requires stability. We note this because it takes a fair degree of time to make a

difference in relation to attitudinal and behavioural change with regard to the Welsh language in a given community. We discuss a possible model for this in the next chapter.

8 Fieldwork results: the Aman Tawe Language Promotion Scheme

This Scheme was established in April 2011. Section 4.4 outlines its history. Because the scheme is in its infancy, clearly there will be less reported data than in the case of more longstanding organisations. The Aman Tawe Language Promotion Scheme addresses tasks by using a co-creative model (see, among many others (Wooding, 2008)). It has established 4 ‘powerhouses’ each with one task, to draw up an annual programme of activities based on local linguistic needs and based on the programme’s original linguistic needs analysis created by the Welsh Language Board.

The scheme’s officers note that this method is producing results, that community empowerment is becoming apparent and they feel that this model is tackling wider problems in the area linked to confidence than language issues alone. We stress again that it is early days for this partnership and therefore too early to pass judgement on their success—indeed this would be beyond the remit of the brief. However, it is fair to say that this is a very different model to governmental projects in other areas and locations that use the ‘command and control’ method. This partnership’s working methods are characterised by collaboration, co-production and capturing community aspirations.

The partnership was awarded Welsh Government start-up funding in order to establish a pilot project. However, the exact elements of the linguistic needs assessment that would be addressed as a first priority was an ‘independent’ decision by the Aman Tawe Language Promotion Scheme. This resulted in more emphasis being put on provision rather than intervention in other processes or organisations. We realise fully that there is a need for local buy-in in terms of processes and activity that promote the local culture and as a result this is a logical step to take, but it is insufficient in order to meet the linguistic planning needs of the area in the long term—and the partnership realises this.

In order to develop the strategic aspects, representatives from the Aman Tawe Language Promotion Scheme are aware that they need more professional staff which means more investment by the Government. One simple interpretation of the need for more funding is to add to the annual grant expenditure and the number of dedicated officers. But it should be noted that there are other means of achieving these aims by sharing resources and by developing the language planning capacity of an agency that also operates in the area e.g. Communities First (see Section 6.3.3).

Having scrutinised the evidence available through the research instruments and documentation provided, and given—as previously noted—that it is early days for this scheme, we believe that this model of working has potential. We believe this model can be much more holistic than any other model in this field. The main benefit of this model is that each key partner shares the vision and contributes to the agenda of the Aman Tawe Language Promotion Scheme. Undoubtedly, Government and Local Authority involvement offers power, influence and access to Authority officials, and possibly Welsh Government officials, in an area that is *not* a unit of any other nature.

The brief asks us to consider whether a similar scheme should be established in other parts of Wales. We see virtue in this model of cross-border, multi-agency working that could be employed in other parts of the country. For a long period the Welsh language has been a single issue for a limited number of pressure groups. With the promotion standards required by the Welsh Language (Wales) Measure 2011 and adopting methods used in Aman Tawe, there is a possibility of achieving elements of something called for by language planning experts for decades, i.e. Holistic Language Planning. Of course, such partnerships will have to feed directly into the schemes and policies of relevant authorities and be more than just agencies that provide activities.

The brief asks for a list of activities provided by the Aman Tawe Language Promotion Scheme. This list is appended in section 11.10. We note that the partnership is characterised by the following:

- Creating energy and offering an added psychological boost to strengthen the area's confidence in relation to the Welsh language
- All stakeholders taking part and taking responsibility for drawing up a Welsh language strategy for the area
- The ability to influence the wider activities of county councils
- Creating an additional layer of 4 language powerhouses reflecting the strong co-creation element
- Offering a method that is more responsive to the needs of the community than the more traditional method of 'command and control' adopted in areas where governmental interference (not necessarily related to language)
- Building on the fundamental principles of facilitating coordination and collaboration.

The essentials of any partnership are dedication and trust in the members of the new relationship. Naturally, creating such a synergy takes considerable time and planning. When working in partnership, participants must sign up to a set of principles that engenders trust, fairness and accountability for each member. We are of the view that an established partnership has the ability to collaborate successfully and respond more quickly to change than individual agencies that work without sufficient strategic coordination. We do not claim that Aman Tawe is the perfect template for Welsh language promotion but partnership work—planned to transcend a 'provision' model and to address holistic issues—is more likely to succeed in terms of language planning.

Looking at examples of partnerships in other areas e.g. health, experts such as Sloper (2004) have suggested there are different types of collaboration, including:

- *Strategic level working*—joint planning, decision making, commissioning, purchasing;
- *Consultation and training*—where professionals from one agency provide consultation or training for those from another agency.
- *Placement schemes*—involving establishing posts which cross the organisational divide, e.g. social workers working within primary health care.

- *Centre-based service delivery*—where professionals from different agencies work together in one place but do not necessarily deliver services jointly
- *Coordinated service delivery*—where there is usually a coordinator to pull together different services e.g. healthy schools coordinator.
- *Multi-disciplinary and multi-agency teams and projects*—where professionals from different agencies work together on a day to day basis as a multi-agency team.
- *Case or care management within multi-agency teams*—where an identified individual has responsibility for ensuring a coordinated service to families.

In relation to the factors that *facilitate* multi-agency work, health policy literature suggests that successful implementation is promoted by:

- Clear and realistic aims and objectives which are understood and accepted by all agencies.
- Clearly defined roles and responsibilities so that everyone knows what is expected of them and of others and clear lines of responsibility and accountability.
- Commitment of both senior and front line staff which is aided by involvement of front line staff in development of policies.
- Strong leadership and a multi-agency steering or management group
- An agreed timetable for implementation of changes and an incremental approach to change
- Linking projects into other planning and decision making processes.
- Ensuring good systems of communication at all levels with information sharing and adequate IT systems.

According to the studies examined by Sloper (2004), continuous operation and management of service requires:

- Sharing and adequate of resources including administrative support and protected time for staff to undertake joint working activities.
- Recruitment of staff with the right experience, knowledge and approach. Interestingly, Atkinson *et al.* (2001) found that many of those involved in the multi-agency initiatives had worked in multiple agencies during their career, suggesting that a new type of 'hybrid' professional may facilitate joint working.
- Joint training and team building.
- Appropriate support and supervision for staff.
- Monitoring and evaluation of the service, with policies and procedures being reviewed regularly in light of changing circumstances and new knowledge.

8.1 What are the barriers to multi-agency partnership work?

Many of the barriers noted by Sloper (2004), are directly related to how the multi-agency partnership is set up. In general, the barriers to good collaboration are:

- Lack of clear roles and responsibilities
- Differences in organisational objectives

- Lack of consensus on over-ambitious aims and objectives
- Lack of commitment and support from senior management
- Poor communication and information-sharing processes
- Inadequate or incompatible IT systems
- Insufficient resources and failure to secure specific joint funding
- Lack of continuing training
- Lack of leadership
- Lack of time for joint working
- Negative professional stereotypes
- Lack of trust and understanding between individuals and agencies

In addition, other factors were identified that prevented joint working:

- Constant reorganisation
- The frequency of staff turnover
- Lack of qualified staff
- Financial uncertainty, difficulties in maintaining the partnership when funding is scarce and difficulties in ensuring parity between partners
- The nature and practical implications of differing professional ideologies and agency culture

Lyne et al. (2000) suggest that key training held jointly between partners is one constructive method of resolving some of the problems and they identify evidence to show the effectiveness of quality improvement programmes and multi-agency training in Wales.

In examining the opportunities and threats presented by multi-agency work, we are of the opinion that the elements outlined above should be considered carefully when rolling out the model of an Area Development Scheme as seen in Aman Tawe. There are a great many experiences and lessons to benefit from in other areas that could ensure shared vision and momentum. The purpose of this method would be to intensify language policy considerations and transform the impact of the organisations' work as they concentrate increasingly on meaningful outcomes. One should bear in mind that much wider considerations are needed than simply linguistic ones in order to address the problem of the language in Wales today. Influencing the economy and social psychology are factors that merit considerable attention and these, at present, are beyond the reach of the majority of the organisations as currently constituted. This is the basis for our call for more multi-agency work to strengthen language planning efforts by utilising economic, psychological and regional development expertise.

8.2 Organisations' operational philosophy

Organisations have developed their working practices under the influence of neo-liberal ideology and practice. The main characteristic of this development is the change in organisations' phraseology where there is emphasis on business language, funding sources, reaching targets, the measuring of results, but in order for this to work financial security and working capital is needed.

Because of the need for managerial control, organisations are far more likely than before to protect their own interests and as a result the element of professionalism is likely to override the 'idealistic' elements that originally characterised them.

Also to some extent the nature and character of some of the organisations can be likened to the change in third sector culture e.g. the recent change in the managerial control and behaviour of charities.

The implications of dealing with the increase in statutory funding adds to the tension that exists between the competitive ideology that emphasises outcomes and the personal ethics that emphasise the intrinsic value of the individual and community as an entity. This, fundamentally, is the structural challenge facing organisations, between creating networks and new speakers and protecting/reflecting/enriching the core nature of Welsh as a community language.

Faced with this tension, some of the organisations are satisfied with focusing on their work processes and mainly providing activities. As a result they pay too little attention to purposeful and targeted planning and strategy creation that are more likely to have a positive impact on the language. Having said this, the difficulty in creating such an impact should not be underestimated especially as some of the organisations have so few permanent staff. This is an additional reason for recommending that consideration be given to combining the functions of some of the organisations.

9 Themes for consideration

In light of the fieldwork, there is a need to address a few somewhat philosophical questions in relation to the whole process of promoting the Welsh language at community level. One of the more fundamental questions is what is the purpose of the Mentrau Iaith?

The response of the organisations is that they should:

- Work strategically
- Provide activities
- Influence the activities of other organisations
- Influence the policy of other organisations

However, a number of problems have arisen from the fieldwork on the Mentrau, for example:

- What is their identity and actual purpose?
- Would a regional/national structure assist them in disseminating good practice thus increasing their impact and their capacity to work strategically?
- Regular cash flow is a problem
- Career path and salaries are a problem, as is training
- How to measure success and impact

9.1 How to measure success of Community Language Intervention?

A number of recognised methods already exist in different areas that allow us to measure the effect of policy or interventions on behaviour. The most abundant area is Health where behavioural change among the public is explored in dealing with poverty, smoking, diet and nutrition. Another obvious source is social and behavioural psychology. The social sciences offer a number of scientific methods of measuring increases or decreases in the public's use of existing opportunities. Other methods exist such as in IT, behavioural economics etc. The aim is to turn potential into reality in adopting a far more scientific approach e.g. data collection on language outcomes; turning good practice in other areas into good practice for language planning; learning from other areas and how to change behaviour and measure it regularly; regular experimentation on efficient intervention; learning from research into language planning issues in other countries e.g. Catalonia, the Basque Country, Québec.

10 Conclusion

Our general impression in conducting the fieldwork was the vast range of activity and energy levels in the work of the organisations and their volunteers. It is fair to say that they are carrying out significant language promotion work despite not being overwhelmed with resources—either staff or financial. We wish to see this considerable contribution continue and expand. In order for this to happen the exact nature of the organisations' mission and the vision set out for them must be examined. There is no doubt that there is good practice to be shared. One of the challenges is to establish a mechanism to allow for this. Also, there is a need to be realistic in terms of what one organisation can achieve. The Welsh language, undeniably, belongs to all. In order for this to have true meaning, more organisations must shoulder responsibility for its promotion. We trust that the standards of the Welsh Language (Wales) Measure 2011 will be a valuable contribution towards this. One of the main arguments that has emerged from the fieldwork is the need for detailed coordination and planning in order to maximise the contribution that the different organisations can make. Among the main potential contributors to the future of the language are the elected bodies. However, we heard that local authorities are awarding only small sums of money to the Mentrau Iaith. As a result some authorities' ownership and responsibilities for promoting the Welsh language are transferred to a third party—the Mentrau. Unfortunately these third parties are too small and marginalised in relation to the county council's mainstream activities to be able to effect the far-reaching results needed in the promotion of the language. Another side-effect is the fact that some county councils do not think strategically about the Welsh language in a holistic way—if at all. Another side-effect is the risk of creating a parallel Welsh language universe that will not benefit from the resources available to corresponding 'mainstream' structures.

In order that the Welsh language is seen as a public good (public good discourse)⁸ all categories of decision makers, public leaders and public servants must be convinced of the added value of promoting the language in every aspect of policy and implementation within their organisations. In situations where this is already the case, there is evidence to suggest that the language is healthier as a result. There is an urgent need for Welsh public bodies to prepare for the fundamental change the Welsh language standards will bring about for them and their work. The organisations do have a role in publicly debating the implications and raising awareness of those implications but we do not believe that this responsibility should impact inordinately on their main task. The Mentrau cannot be all things Welsh language to everyone and neither should they try to be; this is the basis for our wish to see their mission defined clearly.

⁸ See for instance BBC Radio 4, *What are charities for?* (14/10/13), <http://www.bbc.co.uk/programmes/b03cmnzs> <Accessed 19/11/13>.

We heard many requests for more detailed strategic guidance from the Welsh Government and beyond than that provided by the existing strategic documentation. As a result one of our recommendations relates to a detailed action plan for community level language planning. There would be an expectation that the action plan be updated at least every two years so that current and time-series data analysis could influence policy process. A core aspect of this would be to allocate resources and responsibility for undertaking the necessary work to relevant local organisations—which is far wider than language promotion organisations alone.

The results of the fieldwork show the confusion in relation to the functions of the Language Action Plans (LAPs) and the Mentrau Iaith. The lack of coordinated planning means that officer time and energy that could be spent on core work, i.e. language promotion, is being used for alternative purposes. As a result there are structural tensions between both agencies. There is no doubt that intensive language planning is needed at micro level, e.g. some small towns. But the full potential of the whole governmental investment—from whichever source—must be realised and duplication and conflict between corporate and language planning processes must be reduced.

The possible reorganisation of local government in Wales provides a good opportunity. In the meantime and as a direct result, it is appropriate to pilot an Area Development Scheme arrangement in areas that bridge county boundaries e.g. south Ceredigion and north Pembrokeshire.

Language planning is much more than mere linguistic considerations. In reality, Welsh language promotion is a *by-product* in a number of the projects evidenced. This should be commended.

10.1 Strengthening Partnerships

We have looked at a number of ways of promoting the Welsh language at the micro level during this Review. They all have their strengths and weaknesses. Based on our interpretation of the evidence, we propose that three structural aspects should be in play, tailored according to local language planning needs. We see this model as a contribution towards implementing the Welsh Language (Wales) Measure 2011 standards. Naturally it also dovetails with the principles of Welsh Government language strategies:

- Adopting Area Development Schemes in areas of special linguistic significance. These should include relevant County Council policy officers (including those responsible for language policy and beyond) as well as the relevant elected members, Mentrau Iaith and other agencies and Welsh Government officials. This is based upon the coordinated and co-creative model of the Aman Tawe Language Promotion Scheme, its powerhouses etc.
- Mentrau Iaith intervening in language behaviour and transferring the ownership for this intervention back to the community.
- Local Authorities embracing the spirit and wording of the Welsh Language Measure 2011 standards relating to operational standards and policy making standards and their related activity. This should be based on evolving the current model offered by e.g. Hunaniaith.

Although a number of the recommended models are already being implemented to a certain extent in some geographical areas, in reality not every possible—or indeed necessary—model is to be seen in action in the same area. This is a reformed method of mainstreaming the Welsh language (beyond the primary issues of bilingualism in terms of ‘status’ or ‘normalisation’) into the corporate planning and policy-making processes of all the organisations operating in an area and directing this work in a coordinated and effective manner. The county council would be expected to report to elected members and to the Welsh Government on the language outcomes of the partnership.

We are convinced by the evidence presented to us that there is great potential in capitalising on the power and influence of local authorities in order to promote the Welsh language. One of the structural weaknesses of the current governmental system in Wales is the reticence of some organisations to acknowledge the Welsh language as a core component of their activities. Legislative changes in Wales (Welsh Language (Wales) Measure 2011) means there is an expectation that the Welsh language will move up the priority list of local authorities, and indeed, will be a core element of every priority as more than simply a tick box feature. We acknowledge the importance and gravity of this ideological change. Our recommendation is based on language planning literature that states that the Welsh language—or any other language—does not exist separately to the people who speak it or who could speak it (see among many others (Nelde et al. (1996), Williams, 1992, Williams and Morris, 2000)). However, at present, specific policy is being drawn up around it without it being given sufficient consideration in other areas that could impact on its use (e.g. housing, town and country planning to name but a few). It is time that the Welsh language becomes central to policy making and brought in from the margins of the minds of Welsh administrators. The immensity of this task should not be underestimated.

In order to strengthen the Welsh language on the ground, and in order to extend practical language planning reach, there is a need to increase the influence of the organisations. A strong element of language awareness would be involved but the task is much more than that—there are many lessons to be learnt from the public affairs industry that has sprung up in Wales as a result of the establishment of the National Assembly for Wales.

One of the main themes of the evidence gathered from the research process was the inconsistency in funding between the various organisations. This results in:

- Failure to achieve the remit due to a lack of staff and resources
- Threats to the long term future of some of the Mentrau
- Morale issues among officers
- Low pay and lack of career development opportunities
- Tensions between the organisations regarding boundaries of responsibility and competition for public funding
- Lack of capacity to respond swiftly to local opportunities and threats
- Inability on the part of some organisations to adopt and share good practice
- Inability to implement the organisation’s vision
- Tendency to focus on predictable outcomes e.g. providing a service and achieving targets rather than developing a viable long term vision.

This situation is indefensible and cannot continue. Consideration should be given to how exactly this historical inconsistency can be put right and to providing an opportunity for fresh thinking on the relationship between income sources and organisational objectives including extending the funding cycle.

This would free up their energies to carry out alternative work and allow Welsh Government officials to focus on more strategic issues, to offer more policy guidance, and to some extent to undertake specialist training. This would also ensure stability, job opportunities and lower turnover of staff worried about short term contracts. This would be a significant contribution to the development of language planning as a profession in Wales. In order to ensure a regular work flow for responsible officers, this should be carried out as a rolling programme in 5-year cycles, perhaps regionally based, i.e. a cluster of counties, considering perhaps, formalising the National Eisteddfod legacy i.e. region X would implement a 5-year plan up to 2019, region Y up to 2020 etc. This should not affect the ability or right of any organisation to seek funding from alternative sources.

We received evidence that government investment in language planning was undermined by government policy that tends to be fragmented and as a result, has an adverse effect on the progress of the language (e.g. town and country planning). In the same way that mainstreaming the Welsh language into every aspect of local council policy is recommended, it would be useful for the Welsh Government to establish a working group of Welsh Government Cabinet members and civil service directors (beyond their current policy portfolios) in order to ensure that the Welsh language is mainstreamed effectively into every aspect of Government work. Naturally, we are aware that the Government does report annually on the implementation of its language strategy (and Welsh Language Scheme) but there is a risk that the Welsh Government are missing opportunities in not providing clear and thorough guidance on every ministerial portfolio.

10.2 The way forward?

The primary aim of a Menter Iaith in our view is to try to change linguistic behaviour in areas that are the 'domain' of other organisations. In order to achieve this aim, the Menterau need long term intensive training. Evas and Williams (1997) warned against the risks of losing this focus:

Of course, the reality of the situation is the tendency for the catalytic element to become established—that is, there is a tendency for bodies to justify their existence by becoming part of the very system they were designed to effect through intervention. As any Menter Iaith is, in essence, a temporary creation, it is fair to ask how this tendency may be overcome. A section of the main report addresses several questions pertaining to this tension between, on the one hand, the tendency for Menterau to become established agencies and on the other hand, the need to return ownership to the community.

In order for the Menterau Iaith to change their objectives and profile, a focus will need to be given to activities that are likely to change linguistic behaviour on local and micro levels through intervention in areas that are the 'domain' of other organisations. The good practice of collaboration in partnerships already sets a constructive precedent for this to work with partners from all sectors. Although we stressed the key role of Local Authorities in this Review, the ambition of the organisations should not be stifled in their quest for constructive partnerships with any organisation/agent/company that could jointly contribute to changing linguistic behaviour.

An aspect that became apparent in the fieldwork was the ignorance of many of the officials (e.g. in local authorities) coming into contact with the organisations about the importance of the Welsh language and its future. It was noted that raising the awareness of these officials before any attempt to influence them is more successful than 'cold calling', and that is what we recommend in this report.

On a high strategic and political level, the role of the Welsh Government is to ensure successful collaboration in providing clear policy guidance and influencing key organisations in Wales. As a result, organisations will understand the nature of government commitment and will be encouraged or compelled to respond to the political power of the Government. Subsequently the work of the Menterau Iaith locally would be much easier and their influence much more far-reaching. Government pressure would ensure access for the Menterau Iaith to be able to collaborate and influence the linguistic behaviour of customers, staff and the nature of the publicity and communications work of companies and agencies.

An additional consideration that should be kept in mind is the increasing importance of the regional element in Wales, which means there is a need for more effective strategic planning at a regional level. This is necessary in order to coordinate and direct the planning work of all the agencies and area schemes that are recommended.

Our fundamental message is that organisations must be more committed to empowering the community at micro level, harnessing new ideas and energy and not providing on their behalf. The organisations should adopt the motto, 'intervention not provision'—unless there is a need to plug gaps on behalf of other entities that do not provide sufficient Welsh medium services at present. In those cases, this should be *temporary* work only acting as a catalyst to ensure that those entities carry out their appropriate responsibilities.

11 Appendices

11.1 Welsh Government Funding to the Organisations (2012-2014)

TABLE 1: WELSH GOVERNMENT FUNDING TO THE MENTRAU IAITH. SOURCE – WELSH GOVERNMENT

| Name of Organisation | Proposed 13/14 (not real expenditure) | Proposed 12/13 (not real expenditure) | Difference |
|---|--|--|----------------|
| Abertawe (Swansea) | 102145 | 96098 | 6047 |
| Blaenau Gwent | 42750 | 36107 | 6643 |
| Bro Dinefwr (Carmarthenshire) | 93000 | 88001 | 4999 |
| Bro Morgannwg (Vale of Glamorgan) [grant to Menter Caerdydd] | 30000 | 25990 | 4010 |
| Bro Ogwr (Bridgend) | 89435 | 59435 | 30000 |
| Brycheiniog (Breconshire) | 28451 | 28420 | 31 |
| Caerdydd (Cardiff) | 84591 | 79179 | 5412 |
| Caerffili (Caerphilly) | 95552 | 90519 | 5033 |
| Casnewydd (Newport) | 47250 | 10000 | 37250 |
| Castell Nedd Port Talbot (Neath Port Talbot) | 77415 | 75569 | 1846 |
| CERED | 103068 | 100137 | 2931 |
| Conwy | 97678 | 85835 | 11843 |
| Cwm Gwendraeth (Gwendraeth Valley) | 87791 | 87791 | 0 |
| Dinbych (Denbigh) | 81583 | 79570 | 2013 |
| Fflint (Flintshire) | 72043 | 72043 | 0 |
| Gorllewin Sir Gâr (West Carmarthenshire) | 66921 | 66921 | 0 |
| Hunaniaith | 83715 | 70000 | 13715 |
| Maelor (Wrexham) | 36540 | 36540 | 0 |
| Maldwyn (Montgomeryshire) | 72591 | 70067 | 2524 |
| Merthyr | 58400 | 36213 | 22187 |
| Môn (Anglesey) | 89132 | 89132 | 0 |
| Penfro (Pembrokeshire) | 90279 | 90279 | 0 |
| Rhondda Cynon Taf | 107768 | 107768 | 0 |
| Totals | 1,738,098 | 1,581,614 | 156,484 |
| <i>Average for each Menter Iaith</i> | <i>75,569</i> | <i>68,766</i> | <i>6,804</i> |
| Aman Tawe Area Promotion Scheme (Dinefwr) | 38,000 | 38,000 | 0 |
| Aman Tawe Area Promotion Scheme (NPT) | 38,000 | 38,000 | 0 |
| Mentrau Iaith Cymru | 61,500 | 60,000 | 1,500 |
| Tafwyl Grant | 20,000 | 0 | 20,000 |
| Aman Tawe Project Funding | 15,000 | 10,000 | 5,000 |

11.2 Various Research Instruments Used

This section includes appendices that show the various research instruments used as part of this Review. In the table below are the Welsh Government specification questions. Next to each question, we have noted which organisations were asked that question and which instrument was used.

TABLE 2: THE REVIEW'S VARIOUS RESEARCH INSTRUMENTS. SOURCE – ADAPTED FROM THE WELSH GOVERNMENT'S ORIGINAL SPECIFICATION

| | Questions from Government Brief | Mentrau | Language Action Plans? | Aman Tawe? |
|--------------------------------|--|---------|---|--|
| Interview | | No | develop and training: do Language Action Plan staff receive appropriate development and training support? | do scheme staff receive appropriate development and training support? |
| Interview | | No | closer collaboration: what options are available to ensure that Language Action Plans collaborate more closely with their local Mentrau Iaith? Should they be brought closer together, or merged? | No |
| Interview Questionnaire | to what extent is the approach to promoting and facilitating the use of Welsh by communities tailored appropriately by each Menter to reflect different circumstances in different parts of Wales (reflecting the percentage, number, age and linguistic background of the population) | ☺ | ☺ | ☺ |
| Interview | is the Welsh Government's level of funding for the Welsh language appropriate | ☺ | Is the investment level appropriate; | ☺ |
| Interview | is there a justification for continuing to fund the individual Mentrau based on the scale used in the past | ☺ | No | No |
| Interview | does every part of Wales need a Menter | ☺ | do other parts of Wales need Language Action Plans; | No |
| Interview Questionnaire | what potential is there, if any, to further develop the role of the Mentrau? | ☺ | ☺ | X also 'should a similar scheme be established in other parts of Wales?' |
| Interview Questionnaire | is the whole range of activities appropriate | ☺ | ☺ | ☺ |
| Interview Questionnaire | do they reflect the needs and aspirations of the individuals and communities served by each Menter | ☺ | ☺ | ☺ |
| Interview Questionnaire | do the Mentrau innovate and try to develop new ideas; | ☺ | ☺ | ☺ |
| Interview Questionnaire | are the Mentrau doing work that others should be doing (such as local authorities) | ☺ | ☺ | ☺ |
| Interview Questionnaire | does their work appropriately reflect the priorities identified in the Welsh Language Strategy (recognising also that local needs and priorities should be met) | ☺ | ☺ | ☺ |
| Interview | are the targets set for the Mentrau currently appropriate and sufficient (in terms of the grant awarded by the Welsh Language Unit of the Welsh Government) | ☺ | No | X (in relation to the investment and grant in aid awarded by the Welsh Language Unit, Welsh Government?) |
| Interview Questionnaire | is there any evidence to show that the Mentrau are working well in partnership together, with the Language Action Plans, with the other 'Welsh language partners' of the Welsh Government and with other organisations, such as local authorities and other | ☺ | ☺ | ☺ |

| | Questions from Government Brief | Mentrau | Language Action Plans? | Aman Tawe? |
|--------------------------------|---|---------|---|-------------------|
| | Mentrau funded by government? | | | |
| Interview Questionnaire | have the individual Mentrau Iaith and the network of regional Mentrau across Wales (including Mentrau Iaith Cymru) been structured in a way that helps ensure effective working, partnership working and the sharing of good practice | ☺ | have the network of Language Action Plans been structured in a way that helps ensure effective working, partnership working and the sharing of good practice; are there already structures in place to ensure that activities are managed in an appropriate and robust way; | ☺ |
| Interview | would merging some of the Mentrau be beneficial? | ☺ | No | No |
| Interview | what role should Mentrau Iaith Cymru have in terms of development and training? | ☺ | No | No |
| Interview Questionnaire | how should Mentrau Iaith Cymru's role develop | ☺ | No | No |
| Interview | what value could Mentrau Iaith Cymru add to the work of the Mentrau? | ☺ | No | No |
| Questionnaire | what role is played by volunteers and committee members | ☺ | ☺ | ☺ |
| Questionnaire | are there already structures in place to ensure that activities are managed in an appropriate and robust way | ☺ | ☺ | ☺ |
| Questionnaire | what is the whole range of activities arranged | ☺ | ☺ | ☺ |
| Questionnaire | do they attract a wide cross-section of the community to take part | ☺ | ☺ | ☺ |
| Questionnaire | is data collected effectively in an effort to assess the impact of every activity and the number of people they reach (in terms of impact on the use of Welsh and their impact in developing positive attitudes towards the language) | ☺ | ☺ | ☺ |
| Questionnaire | to what extent have the Mentrau succeeded in attracting funding from other organisations? | ☺ | No | No |
| Questionnaire | is there any evidence to show that the Mentrau are having a positive impact on the following elements?: | ☺ | ☺ | ☺ |
| Questionnaire | their local economy | ☺ | ☺ | ☺ |
| Questionnaire | community development | ☺ | ☺ | ☺ |
| Questionnaire | reducing child poverty | ☺ | ☺ | ☺ |
| Questionnaire | promoting local heritage | ☺ | ☺ | ☺ |
| Questionnaire | job creation | ☺ | ☺ | ☺ |
| Questionnaire | helping parents to return to work | ☺ | ☺ | ☺ |
| Questionnaire | training people or attracting funding to improve community life? | ☺ | ☺ | ☺ (training only) |
| Questionnaire | do the Mentrau provide or arrange appropriate development and training support to their staff, their volunteers and committee members | ☺ | No | No |

11.3 SWOT Analysis

A Review of the work of the Mentrau Iaith, Language Action Plans and the Aman Tawe Language Promotion Scheme: 'SWOT' Analysis

The Language, Policy and Planning Research Unit at the School of Welsh in Cardiff University has been contracted by the Welsh Government to conduct the above Review. The Unit is working with Sbectrwm Consultancy during the data collection stage. The SWOT analysis below is part of the background information the research team will collect in order to prepare for intensive interviews with relevant officers. We will also ask you to complete an online questionnaire.

The organisations investigated by this Review

For the purpose of this SWOT analysis, 'organisation' means the organisations investigated by this Review, i.e. the Mentrau Iaith, the Language Action Plans and the Aman Tawe Language Promotion Scheme.

If you have any questions about the project, or if your organisation wishes to withdraw from the project, please contact Dr Jeremy Evas, School of Welsh, Cardiff University (evasj@caerdydd.ac.uk). Please feel free to consult with colleagues within your organisation in order to provide comprehensive organisational responses to this document.

The closing date for receiving this SWOT analysis is 4/6/2013.

This SWOT analysis should take about 40 minutes to complete. There is no word limit on the responses.

Section 1: Information about you

| Required information | Your response |
|---|---------------|
| 1. Your name: | |
| 2. Name of organisation for which you are responding: | |
| 3. Your role in the organisation: | |
| 4. Your e-mail address: | |
| 5. Telephone number: | |
| 6. Date this document was completed: | |

Section 2: 'SWOT' Analysis

Please complete the following SWOT analysis, giving your opinion about your organisation as it *currently* stands?

Strengths

Weaknesses

Opportunities

Threats

Section 3: Other Information

Required information

Your response

Please provide links to relevant documentation that could be useful to our analysis or attach them in an e-mail when sending this document.

What other information would you like to share with us?

When you have finished completing this document, please send via e-mail to Dr Jeremy Evas (evasj@caerdydd.ac.uk) by the above date.

11.4 Organisation Questionnaire

A Review of the Work of Mentrau Iaith, Language Action Plans and the Aman Tawe Language Promotion Scheme

[Note to readers of the final report: This version of the initial questionnaire has been copy-pasted from Bristol Online Surveys. The organisations completed it online. As a result, the formatting will not match completely with the online version used]

Welcome

The Language, Policy and Planning Research Unit at the School of Welsh in Cardiff University has been contracted by the Welsh Government to conduct the above Review. The Unit is working with Sbectrwm Consultancy during the data collection stage.

The questions below are part of the background information that the research team will collect in order to prepare for intensive interviews with relevant officers. We will also ask you to complete a SWOT analysis, and a member of the team will contact you soon to arrange an interview.

Questions about the project

If you have any questions about the Review, or if your organisation wishes to withdraw from the project, please contact Dr Jeremy Evas, School of Welsh, Cardiff University, John Percival Building, Colum Rd, Cardiff, CF10 3EU (evasj@caerdydd.ac.uk).

The organisations investigated by this Review

For the purpose of this questionnaire, 'organisation' means the organisations investigated by this Review, i.e. the Mentrau Iaith, the Language Action Plans and the Aman Tawe Language Promotion Scheme.

A note on confidentiality

This questionnaire asks you to give your name, your role within the organisation, and the name of the organisation. We will use the information collected through the research instruments (this questionnaire, the SWOT analysis and the interview) to prepare a report for the Welsh Government. It is very likely that the report will be published and that individual organisations will be identifiable in the report. If you have information that you would prefer to keep anonymous, you are welcome to send us that information separately, explaining why you wish to keep it anonymous. Of course, you may also give us information in the interviews and explain that you do not wish the release of the source of that information.

There is no word limit on the responses to this questionnaire.

A statement on data protection

For the purposes of this review, Cardiff University is the data controller. All the data collected in this review will be kept safely by the review software provider (Bristol University) under contract and will then be kept by Cardiff University in accordance with the Data Protection Act (1998). Data from the review, including responses to questions where personal details are requested, will be used by the School of Welsh and Sbectrw m Consultancy for the purposes of the research.

This review does not make use of cookies, i.e. personal data stored by your web browser.

The questions

Please feel free to consult with colleagues within your organisation in order to provide comprehensive organisational responses to this document. Thank you for your contribution.

The last date for receiving responses to this questionnaire is 4/6/2013.

This questionnaire should take about 120 minutes to complete.

Your responses to this questionnaire will be a basis for intensive interviews with you and your fellow officers. A member of the team will contact you in due course to arrange this interview.

Information about you and your organisation

1. Name of the Organisation:

2. Chief Officer's Name

3. E-mail:

4. Office Telephone:

5. Organisation Website:

6. How long have you been the chief officer of the Organisation?

7. How many staff are employed by the Organisation?

8. What is the role of Managing Committee members, how many members are there and how were they chosen?

9. How many volunteers does the Organisation work with, and what is their role?

10. What is the constitutional status of the Organisation? What was the reason for choosing this status?

11. What was the organisation's financial turnover during 2011/12?

12. What was the organisation's financial turnover during 2012/13?

13. In the table below, identify your organisation's income sources in terms of funding/income/grant during 2012/13 from whatever source

Source name

Application made (£)

Sum received (£)

| | | | |
|--------------|--|--|--|
| a. Source 1 | | | |
| b. Source 2 | | | |
| c. Source 3 | | | |
| d. Source 4 | | | |
| e. Source 5 | | | |
| f. Source 6 | | | |
| g. Source 7 | | | |
| h. Source 8 | | | |
| i. Source 9 | | | |
| j. Source 10 | | | |

Development and training

This section asks you to provide information about opportunities for your officers and volunteers to access development and training opportunities.

Training, support and promotions

14. Outline the types of training/support you provide for your staff, volunteers and members of your committee



15. Are there opportunities for your staff to apply for promotion within your organisation?



Planning and implementing your activities

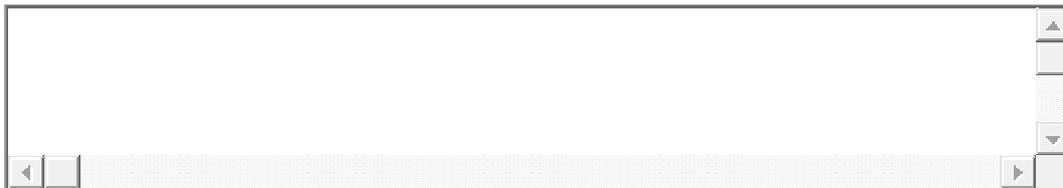
This section asks you to identify how your organisation's activities are planned, from creating the vision to the implementation period

Vision, work programme and data collection

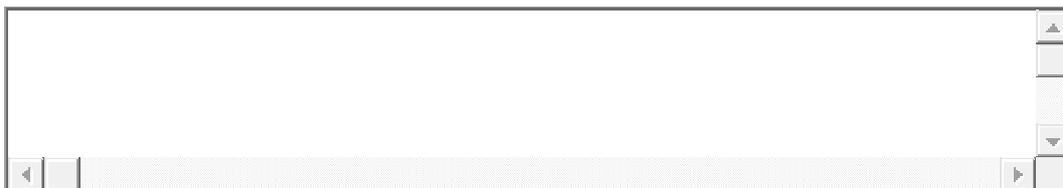
16. What is your organisation's vision?



17. Describe the process used to create the work programme/strategy of the Organisation. In doing so, describe how, if at all, you conduct research in order to identify local needs and priorities.



18. Do you have processes in place to collect data about the use of your services and activities? What are those processes?



What activities you provide

This page asks you to list all the activities carried out by your organisation.

Your organisation's activities

19. Please note all the activities arranged by the organisation in order to promote the Welsh language (also note how often they are held). Also note any activities you would like to provide, but have been unable to provide thus far (explaining why)—and any activities you have provided in the past, but do not currently provide (again explaining why).

The impacts of your work beyond language policy

The impact of your work

20. Do you have evidence to show that your organisation's activities have a positive impact on the following elements (whatever the funding source of those activities)?

- The local economy
- Community development
- Reducing child poverty
- Promoting local heritage
- Job creation
- Helping parents to return to work
- Training people or attracting funding to improve community life

What is that evidence?

Processes, Contracting, Innovating

Processes

21. Do you have processes in place that enable you to understand how your activities succeed in terms of promoting the Welsh language, increasing its usage and/or improving attitudes towards the language? What are those processes?

22. What processes are in place to ensure that activities are managed in an appropriate and robust way?

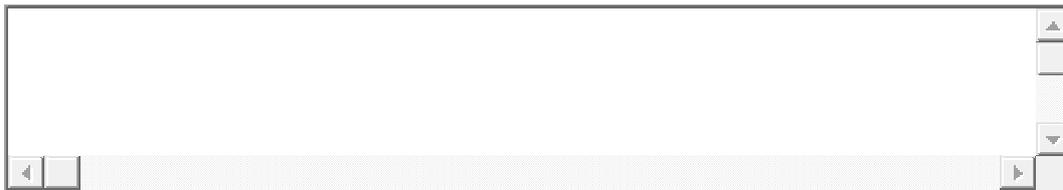
23. Do you attempt to ensure that a wide cross-section of the community takes part in your activities? How do you try to do so, and how will you assess success in this regard?

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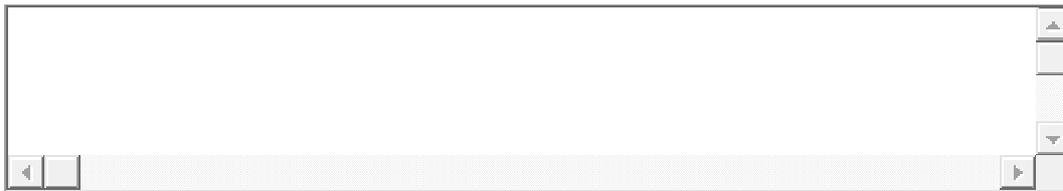
24. Give the details of any Service Level Agreement you have with a Local Authority or another public/voluntary body.

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25. Do you actively innovate and develop new ideas to promote the Welsh language? Give examples of any innovative work you have developed.

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26. Do you consider your work alongside the Welsh Government's Welsh Language Strategy? Give examples of any steps you have taken to ensure that your work dovetails with that strategy.

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Collaboration

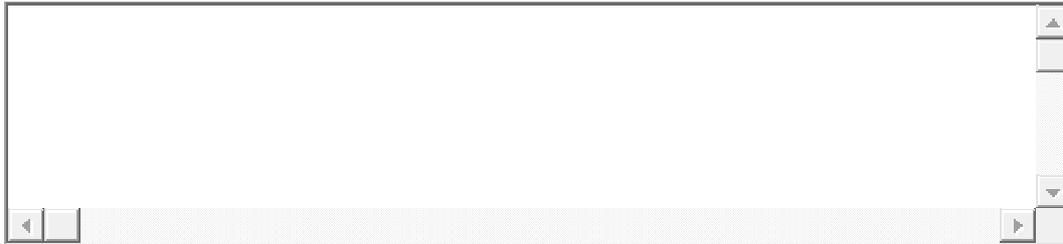
This section addresses the way your organisation collaborates with other organisations, in terms of sharing information and working collaboratively.

Collaborating, partnerships, operating on behalf of other bodies and organisations

27. Can you describe any steps you have taken recently to share good practice with other organisations and mentrau?



28. Can you describe any steps you have taken recently to work in partnership with other organisations and Mentrau? What went well? Did you have any problems?



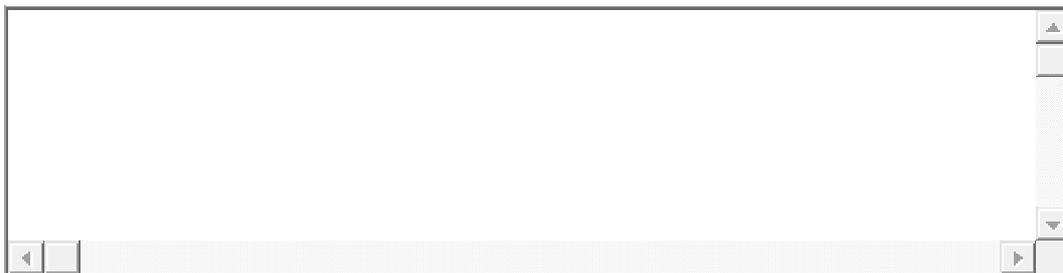
29. Are you doing any work to plug gaps because other organisations (of any sort) are not providing Welsh medium services or activities? Would it be more appropriate for them to be doing this work?



Inclusion and audiences not reached

Social inclusion issues and those audiences not currently reached by your organisation

30. Describe the audiences that you are not sufficiently reaching at present, and what would you need in order to reach them?



31. What effort does your organisation make to include and promote participation by groups of the population who share the following characteristics (the equality characteristics of the Equality Act 2010)?:

- o Age
- o Disability
- o Ethnicity

- o Gender
- o Gender Reassignment
- o Marriage and civil partnerships
- o Pregnancy and maternity
- o Religion/Faith
- o Sexual orientation



Reviewing your organisation's work

This section deals with the way you analyse the past success of your organisation, and how you would like to see success in future.

Evaluating the Past

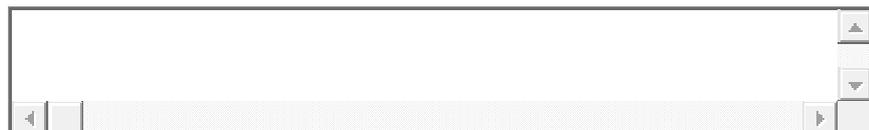
32. List 5 significant successes by your Organisation in the past 10 years

Note your successes below

a. Success 1



b. Success 2



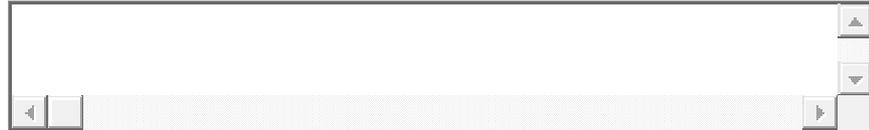
c. Success 3



d. Success 4



e. Success 5



Looking towards the Future

This section deals with the developments you would like to see in future

33. What are the 5 highest priorities of the Organisation over the next 5 years?

Note your priorities below

a. Priority 1



b. Priority 2



c. Priority 3



d. Priority 4



e. Priority 5



34. If there were up to three things that could be done to increase the impact and/or influence of your Organisation, what would they be?

Note those things below

a. Thing 1



b. Thing 2



c. Thing 3



35. In an ideal world, how would you wish to see the role of your Organisation developing over the years to come, in order to have an increasing impact in your area?

36. What are the three main changes you would like to see that would build your capacity as an organisation?

Note the changes below

a. Change 1



b. Change 2



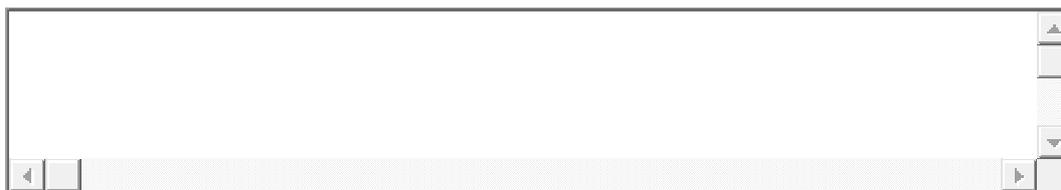
c. Change 3



37. Would you like to see the role of Mentrau Iaith Cymru developing? If so, how?



38. To what extent do you collaborate with any Menter Iaith in your area? How would you like to see the relationship/collaboration developing?



To what extent do you collaborate with any Language Action Plan in your area (if there are Language Action Plans in your area)? Would you like to see the relationship/collaboration developing?



Other information

This is the questionnaire's last question. You are welcome to give the research team other information to consider

39. Is there further information you would like to share with us?

Last page

This is the last page of the questionnaire's

Thank you very much for giving the time to complete this questionnaire. We will contact you soon to arrange an interview.

Follow this link to visit the webpage of:

[Language, Policy and Planning Research Unit](#), School of Welsh, Cardiff University

11.5 Face to face Interview Guidelines

(This is just a framework for leading an interview. Alternative questions may also be asked)

Note. Reference should be made to the information in the questionnaire and SWOT document provided by the organisation when asking the following questions.

1. To what extent is the approach to promoting and facilitating the use of Welsh by communities tailored appropriately by each Menter to reflect different circumstances in different parts of Wales (reflecting the percentage, number, age and linguistic background of the population)?
2. Is the Welsh Government's level of funding for the Welsh language appropriate?

3. Is there a justification for continuing to fund the individual Mentrau based on the scale used in the past?
4. Does every part of Wales need a Menter?
5. What potential is there, if any, to further develop the role of the Mentrau?
6. Is the whole range of activities appropriate?
7. Do they reflect the needs and aspirations of the individuals and communities served by each Menter?
8. Do the Mentrau innovate and try to develop new ideas?
9. Are the Mentrau doing work that others should be doing (such as local authorities)?
10. Does their work appropriately reflect the priorities identified in the Welsh Language Strategy (recognising also that local needs and priorities should be met)?
11. Are the targets set for the Mentrau currently appropriate and sufficient (in terms of the grant awarded by the Welsh Language Unit of the Welsh Government)?
12. Are the Mentrau iaith prioritising their work sufficiently and operating strategically enough to make a difference to the language?
13. Are the Mentrau iaith focusing clearly enough on activities that will ensure linguistic progress (rather than commercial or community development projects)?
14. Is there any evidence to show that the Mentrau are working well in partnership together, with the Language Action Plans, with the other 'Welsh language partners' of the Welsh Government and with other organisations, such as local authorities and other Mentrau funded by government?
15. Have the individual Mentrau iaith and the network of regional Mentrau across Wales (including Mentrau iaith Cymru) been structured in a way that helps ensure effective working, partnership working and the sharing of good practice?
16. Would merging some of the Mentrau be beneficial?
17. What role should Mentrau iaith Cymru have in terms of development and training?
18. How should Mentrau iaith Cymru's role develop?
19. What value could Mentrau iaith Cymru add to the work of the Mentrau?

11.6 Consent Form

CONSENT FORM TO TAKE PART IN A RESEARCH PROJECT (VIA INTERVIEW)

Project: A Review of the work of the Mentrau Iaith, the Language Action Plans and the Aman Tawe Language Promotion Scheme

The Language, Policy and Planning Research Unit at the School of Welsh in Cardiff University has been contracted by the Welsh Government to conduct the above Review. The Unit is working with Sbectrwm Consultancy during the data collection stage. The interview you are being asked to take part in is part of the information the research team will be collecting in order to prepare a report for the Welsh Government.

The organisations investigated by this Review

For the purpose of the Review, 'organisation' means the organisations investigated by this Review, i.e. the Mentrau Iaith, the Language Action Plans and the Aman Tawe Language Promotion Scheme.

If you have any questions about the project, please contact Dr Jeremy Evas, School of Welsh, Cardiff University, John Percival Building, Colum Rd, Cardiff, CF10 3EU (evasj@caerdydd.ac.uk).

Section 1: Information about you

Your name _____

The organisation you are representing _____

Section 2: Statement

I am over 18 years old, and I agree to take part in the interview that is part of the above Review on [Date of interview ___/___/2013].

1. I have read the information in this document.
2. The details of any procedures and risks have been explained to me to my satisfaction.
3. I also agree that information about me and my participation in the interview is recorded.
4. I am aware that I should keep a copy of the Information Leaflet and the Consent form as reference.
5. I understand:
 - That I will not benefit directly from taking part in this Review.
 - That I am free to withdraw from this Review at any point and to refrain from providing responses to specific questions.
 - Whether I withdraw or not, this will not affect any service provided to me by Cardiff University or Sbectrwm Consultancy
 - That I may ask for the recording to be stopped at any time, and that I may withdraw at any point from the interview without negative consequences.
6. I agree/I do not agree* that the recording/notes or transcript of the recording be used by other researchers that are not members of the research team, but who are conducting associated research *delete as appropriate

Signature of ParticipantDate.....

I certify that I have explained the Review to the participant and I consider that he/she understands what it involves and consents freely to participating.

Name of Researcher

Signature of ResearcherDate.....

11.7A list of the organisations and their constitutional status

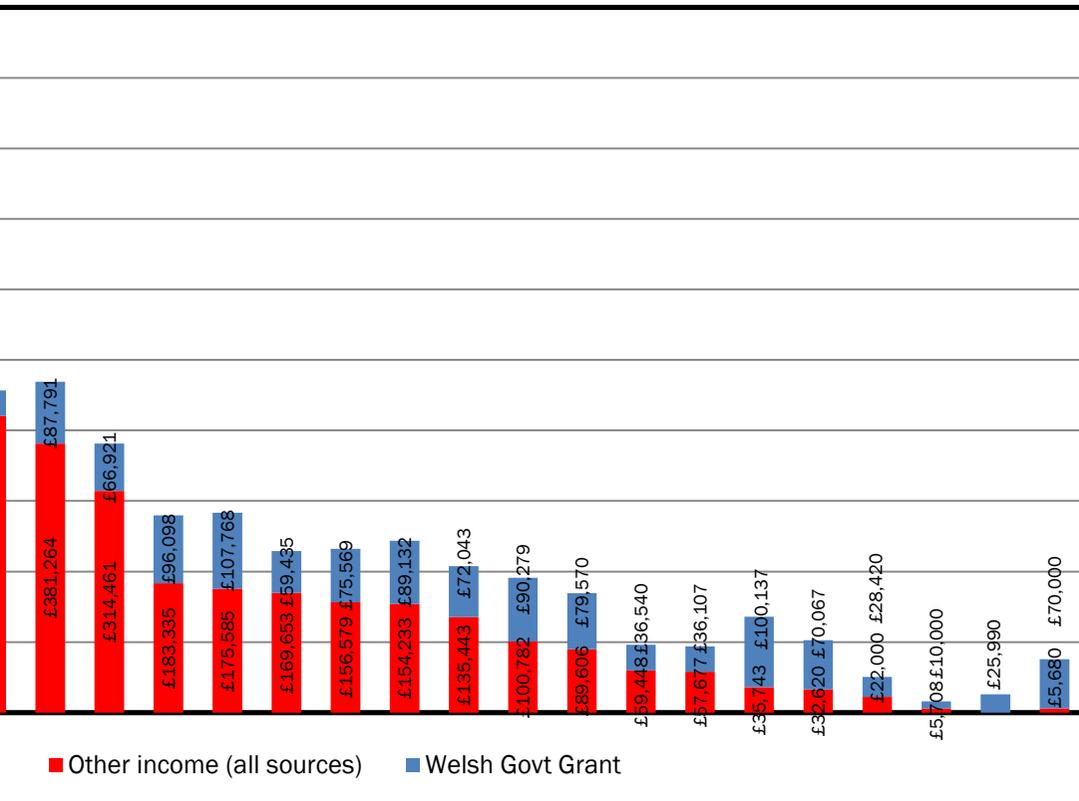
TABLE 3: A LIST OF THE ORGANISATIONS AND THEIR CONSTITUTIONAL STATUS. SOURCE: ONLINE QUESTIONNAIRE

| Name of Organisation | Constitutional Status |
|---|---|
| Bro DJ LAP [Language Action Plan] (Fishguard) | Part of the constitution of Menter Iaith Sir Benfro (Pembrokeshire) |
| Bro Teifi LAP | Welsh Government |
| Corwen LAP | Welsh Government |
| Machynlleth LAP | Welsh Government |
| Ruthin LAP | Welsh Government |
| South Arfon LAP | Welsh Government |
| Aman Tawe Language Promotion Scheme | Unincorporated partnership |
| Hunaniaith | Part of Gwynedd County Council |
| Menter Bro Dinefwr (Carmarthenshire) | Limited company, registered charity |
| Menter Bro Ogwr (Bridgend) | Limited company, registered charity |
| Menter Brycheiniog a Maesyfed (Breconshire and Radnorshire) | Part of Powys County Council |
| Menter Caerdydd (Cardiff) | Limited company, registered charity |
| Menter Gorllewin Sir Gâr (West Carmarthenshire) | Limited company, registered charity |
| Menter Iaith Merthyr Tudful | Limited company, registered charity |
| Menter Iaith Abertawe (Swansea) | Limited company |
| Menter Iaith Blaenau Gwent, Tor-faen a Mynwy (and Monmouthshire) | Unincorporated voluntary organisation |
| Menter Iaith Casnewydd (Newport) | Constitutional social body |
| Menter Iaith Castell Nedd Port Talbot | Limited company |
| Menter Iaith Conwy | Limited company |
| Menter Iaith Maldwyn (Montgomeryshire) | Limited company |
| Menter Iaith Môn (Anglesey) | Limited company |
| Menter Iaith Sir Benfro (Pembrokeshire) | Limited company, registered charity |
| Menter Iaith Sir Caerffili | Limited company, registered charity |
| Menter Iaith Sir Ddinbych (Denbighshire) | Limited company, registered charity |
| Menter Iaith Sir y Fflint (Flintshire) | Limited company |
| Menter Rhondda Cynon Taf | Registered charity |

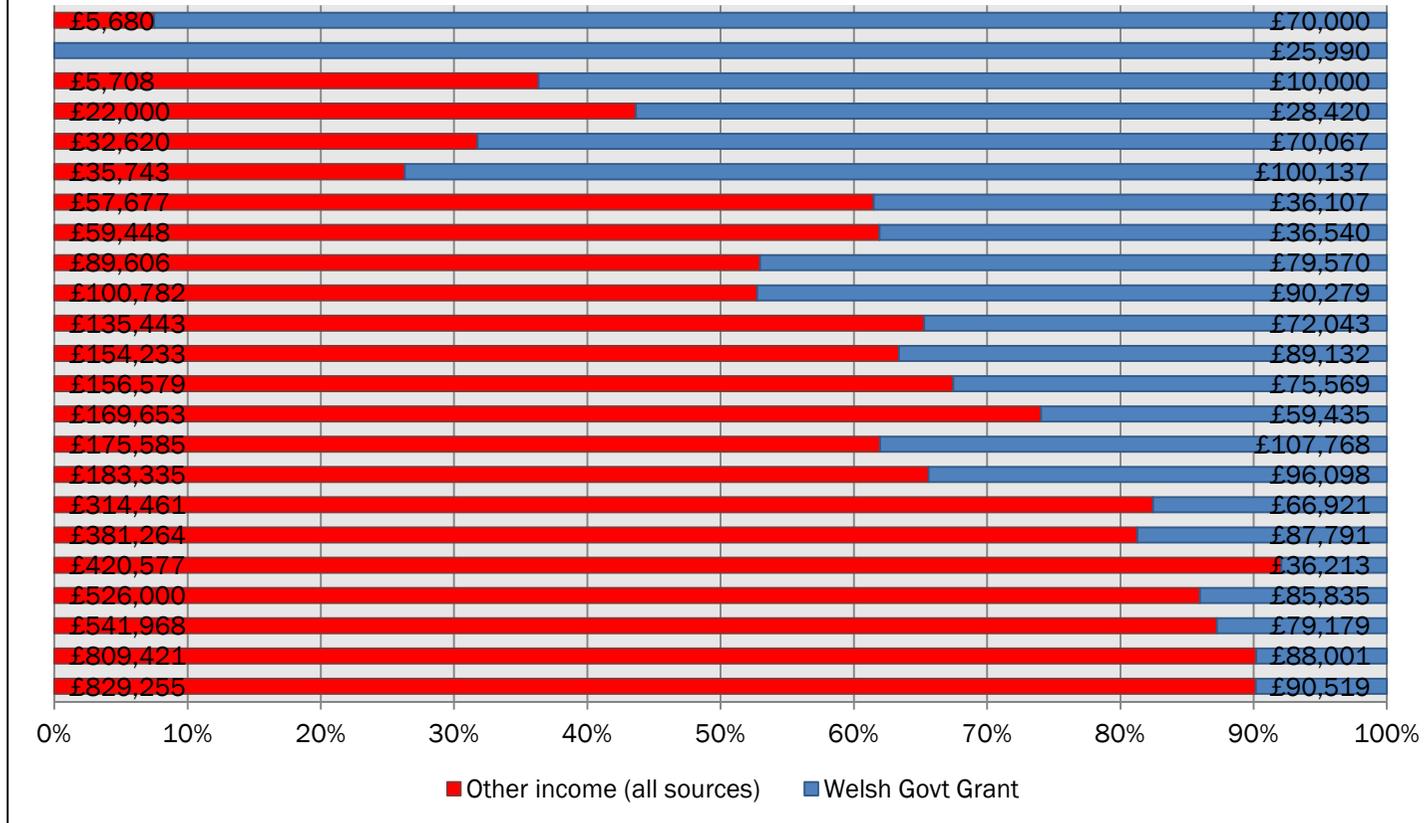
11.8 Mentrau iaith budgets and income sources

It should be noted that the graphs below are based on information given to the research team via the questionnaire. They have not been checked for accuracy, and they have not been subject to any kind of audit. We should also note that contributions ‘in kind’ are not included at all in the figures below, and neither are the figures of the Language Action Plans or the Aman Tawe Language Promotion Scheme. In accordance with the general editorial policy of the rest of the Review, Mentrau iaith are not named individually.

Income 2012/13: Welsh Government Grant and All Other Sources



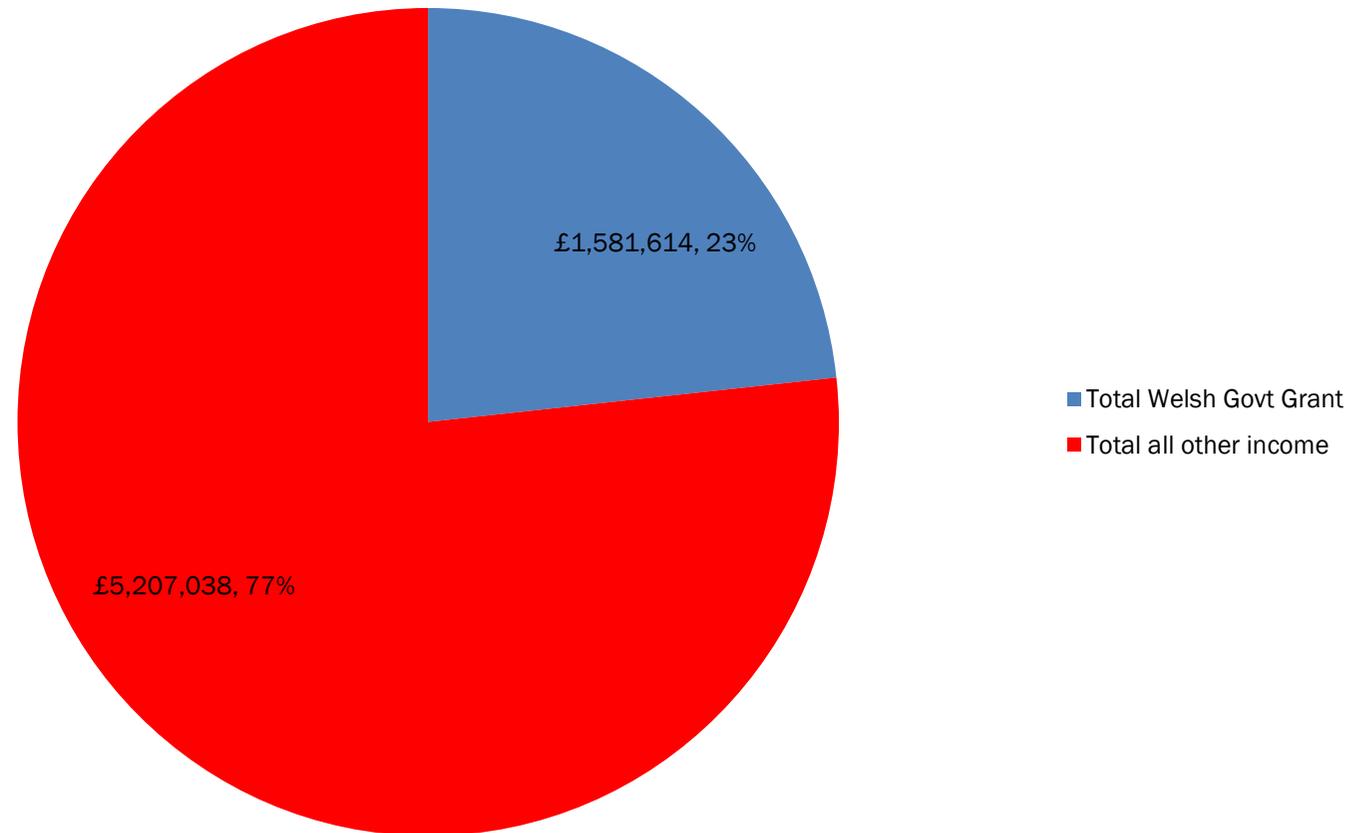
Mentrau Iaith Income 2012/13: Welsh Government Grant and All Other Sources



3

4

% Welsh Government grant versus all other Mentrau Iaith income



11.9 Activities of the Mentrau Iaith and the Language Action Plans

The activities of the organisations are dealt with in the main text of the report above. This appendix includes a more detailed list. A full list of the Aman Tawe Language Promotion Scheme is included in section 11.10. Source: the Review's Online Questionnaire.

- After school clubs
- Childcare clubs
- Cymanfa ganu (hymn-singing events)
- Conducting local language forums
- Work experience opportunities
- Assisting local Eisteddfodau
- Rediscover your Welsh courses
- Child Protection Courses
- Welsh Taster Courses for young mothers
- Language and heritage awareness courses
- Distributing 'working Welsh' merchandise
- Translation services
- Operating as a 'portal'—computer-based and otherwise—for Welsh language activities in the area
- Creative writing/poetry workshops
- Dance activities
- Activities with schools
- Leisure/outdoor activities
- Language transmission promotion activities
- Welsh for Adults Courses
- Film and drama festivals
- Promoting the Welsh language in local private and voluntary sector
- Training council/youth workers
- Noson lawen (evening of entertainment)
- Pilates/Photography/Languages/First aid/Professional Training Courses
- Public health projects
- Band tours
- Family trips
- Arranging concerts
- Arranging Welsh language day/two-day festivals

11.10 List of Aman Tawe Language Promotion Scheme activities

This is a list of all the activities held between the Scheme's establishment in April 2011, and March 2013. Source: the Review's Online Questionnaire.

- Evening to Launch the Language Powerhouses
- Language Powerhouse meetings: The 4 Powerhouses meet at least 4 times a year.
- Balchder Bro DVDs and Launch Night
- Miri Nadolig—Annually at Christmas
- St David's Street Show—Annually
- General quizzes
- Hwyl a Sbri Clubs—Once a week for a fortnight
- Parti Dewi—Annually
- Multi-Cultural Day—Annually
- Dreigiau'r Dyffryn Netball (2011-2012)—Weekly for 6 months
- Caffi Clonc—Weekly for 18 months
- Acwstig Aman—Series of 5 nights
- Babis y Bedol (2011-2012)—Weekly for a year
- 7 Walks
- Santes Dwynwen Gig
- Gig with Dewi Pws + Radwm
- End of Term Disco
- Santes Dwynwen Disco
- Attend 'Stafell Stwnsh at Ysgol Gyfun Ystalyfera—in collaboration with Menter Iaith Castell Nedd Port Talbot twice a week
- 2 evenings in collaboration with Ystradgynlais Heritage Forum
- St David's Coffee Morning
- 4 Welsh medium Zumba sessions
- Annual Carol Evening
- 2 Family Days
- 3 'Joio' Evenings (cabaret)
- Window Dressing Competition held annually
- Concert in collaboration with Côr Meibion Dyffryn Aman (Male Voice Choir)
- Trip to see Dewi Pws performing
- Santes Dwynwen card designing competition
- Gig with Mynediad am Ddim
- 4 Comedy Evenings
- Trip to St Fagans Christmas Fair
- Mari Lwyd trip to Ysgol y Wern in Ystalyfera
- St Davids Day Parade
- Gig with Dafydd Iwan
- Iaith yn y Cartref—Language in the Home
- Disadvantaged Families Support Project—5 sessions
- 3 series of Taste of Wales project—5 sessions each
- Babis y bedol (2012-2013)—Weekly for a year
- 3 Story Sessions
- 3 Jamborees

- Coffee morning in collaboration with Twf
- Half Term Cookery Session
- Collaborating with Children Centres, Schools, Children and Young People
- Bardd Plant Cymru (Children's Poet Laureate) workshop
- Collaborating with Local Welsh Language Youth Clubs
- Collaborating with the Urdd in secondary schools in the Scheme's catchment area
- Training for County Council youth workers
- Dreigiau'r Dyffryn Netball (2012-2013)—Weekly for 6 months
- Oakwood trip
- Trip to be part of the audience of the 'Jonathan' programme on S4C
- 10 pin bowling trip
- Girls Football Workshop
- Language Awareness Sessions for school pupils
- Pool tournament
- 7 sessions of Ammanford Rock Academy workshops
- 'Y Stryd' Youth Club—ran weekly
- Presentations to Year 6 pupils outlining the advantages of bilingualism
- Producing an 'Arbenigwyr Cymraeg' (Welsh language experts) leaflet
- Assisting occasionally with holding a Welsh Language Club in Ysgol Dyffryn Aman
- 6 primary schools have received 'Futsal' taster sessions
- Work, Language and Economy
- Collaborating with Careers Wales—Mock Interviews
- 'Cymraeg yn Gyntaf' (Welsh First) campaign in Ammanford and Ystradgynlais
- Research Projects
- Ammanford Language Indicators
- Ystradgynlais Language Indicators
- Consultation Among Selection of Businesses Representatives from Aman Tawe area
- Welsh Medium Youth Provision on Community Radio Programmes
- Series of community radio programmes being broadcast online, Promoting and Marketing the Welsh Language / Aman Tawe Scheme
- Maintaining a Facebook page
- Balchder Bro DVDs
- Bulletins and Statements—electronically and in papur bro/local papers—monthly
- Stalls and Presentations
- Aman Tawe Anthem
- Collaborating and sharing information with Local Authorities. In the current year we will be building on the success and activity of the first two years by:
- Continuing with a wide range of Language Powerhouse activities including Walks, Family Days, Welsh medium Social Events for Adults, Quizzes, social opportunities for Welsh learners, etc.
- Another series of community radio programmes
- Strengthening the link and the collaboration between the Scheme and key partners (Twf, Urdd, Mudiad Meithrin, Welsh for Adults, Merched y Wawr, Papurau Bro newspapers, Local Authorities).
- Training for providers of youth activities.
- Arranging projects for incomers into the area.
- Develop the Cymraeg yn Gyntaf (Welsh First) campaign.

- Promote and market Welsh language national campaigns and festivals within Scheme area.
- We will also look at developing more projects in the field of education and the economy during the current year.

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