

**Welsh Language Board**

**Venturing Onwards**

**Review of the *Mentrau Iaith*  
2000**

**Full Report**

**Kathryn Jones  
a  
Gareth Ioan**



**Cwmni Iaith Cyf.**  
Uned 3, Parc Busnes Aberarad,  
Castell Newydd Emlyn, SA38 9DB



## Acknowledgements

The authors wish to convey their most sincere thanks to the following:

- Delyth Morris, University of North Wales Bangor; Gwynfryn Evans, Marc Consultancy; and Llŷr James, of Llŷr James & Co.; for their prudent guidance and specialist knowledge while acting as our consultants for this research;
- Huw Onllwyn Jones and Bethan Roberts in The Welsh Language Board for their kind support and advice during the course of this review;
- Alan Wynne Jones, Dylan Phillips, Colin Williams, Jeremy Evas and Heini Gruffydd for background discussions and for sharing useful documentary evidence;
- Hywel Evans, Menter a Busnes; Jaci Taylor, CYD; Mike Palmer, WCVA; Dyfrig Morgan, Siân Eirian and Dafydd Carrington, Urdd Gobaith Cymru; Hywel Jones and Rita Jones, Mudiad Ysgolion Meithrin and the numerous other individuals and organisations approached locally during the review;
- Salaried staff, honorary officers, volunteers and supporters of all the *mentrau iaith* for their ready co-operation and geniality.

## Declaration of interest

In this report reference is made to a number of recent developments in the field of language planning and the development of bilingualism. Cwmni Iaith has direct links with many of them. It is only fair for us, therefore, to declare an interest in the following:

- Cwmni Iaith manages Cynllun Estyn Llaw.
- Cwmni Iaith is the author of many handbooks and training packs. 'Dwy Iaith ar Waith' and 'Datblygu Busnes Bach Cymraeg' are mentioned in the report.
- Cwmni Iaith has a translation unit operating under the name of 'Cyfiaith'.
- Cwmni Iaith is the author and facilitator of the Carmarthenshire Language Strategy.
- Cwmni Iaith has provided direct consultation to a number of *mentrau iaith* over the years – Menter Cwm Gwendraeth, Menter Iaith Maldwyn, Menter Iaith Llanelli, Menter Iaith Sir Benfro, Cered and Mentrau Iaith Myrddin.



## Contents

<b>1.</b>	<b>Foreword</b>	<b>9</b>
1.1	Background	10
1.2	The Brief	12
1.3	Research Methods	13
1.4	Framework for Evaluating the Work of the <i>Mentrau Iaith</i>	17
<b>2.</b>	<b>Language Planning</b>	<b>19</b>
2.1	What is Language Planning?	19
2.2	The Welsh Language Board and Language Planning	22
2.3	Local Language Planning and the <i>Mentrau Iaith</i>	23
<b>3.</b>	<b>Status, Resources and Management of the Mentrau Iaith</b>	<b>25</b>
3.1	Status and Influence	25
3.2	Human Resources	26
3.3	Financial Resources	29
3.4	Administrative Resources	34
3.5	Financial Management	35
3.6	Practical Quality Assurance	37
3.7	Mentrau Iaith Cymru	37
3.8	Recommendations	38
<b>4.</b>	<b>The Mentrau's Activities</b>	<b>40</b>
4.1	The Mentrau as a 'One Stop Shop'	40
4.2	The Voluntary Sector	43
4.3	The Private Sector	47
4.4	Tourism	51
4.5	The Public Sector	53
4.6	Children	55
4.7	Young People	58
4.8	Language Transmission	61
4.9	Welsh Learners	62
4.10	Community Projects	64
4.11	Translation	66
4.12	Implementing the Welsh Language Board Schemes	69
4.13	Marketing and Public Relations	70
<b>5.</b>	<b>Methods of Operation</b>	<b>71</b>
5.1	Identifying Local Language Planning Needs	71
5.2	Networking and Co-operating	73
5.3	Strategic Planning and Action	78
5.4	Monitoring and Evaluating	82

<b>6.</b>	<b>The Way Ahead</b>	<b>85</b>
6.1	Principles of Community language planning	86
6.2	Operational Model of Language Planning	87
6.3	Implementing the Framework	97
6.4	Adopting the Framework	110
<b>7.</b>	<b>Conclusions and Recommendations</b>	<b>111</b>
7.1	Conclusions	111
7.2	Main Recommendations	113
7.3	Other Recommendations	114
	<b>Bibliography</b>	<b>119</b>
	<b>Appendices</b>	<b>121</b>
<b>Appendix 1</b>	Questions set by the Welsh Language Board to guide the scope of the review of the <i>Mentrau iaith</i> .	
<b>Appendix 2</b>	<i>Mentrau iaith</i> review questionnaire (Welsh).	
<b>Appendix 3</b>	Lists of the <i>mentrau iaith</i> 's main activities.	
<b>Appendix 4</b>	Use of Welsh by context in the community.	
<b>Appendix 5</b>	Draft scheme for monitoring and evaluating Mentrau iaith Myrddin projects.	
<b>Appendix 6</b>	Sources of socio-economic and socio-linguistic data.	
<b>Appendix 7</b>	Developing methods of evaluating effectiveness and efficiency of the <i>mentrau iaith</i> .	
	<b>Figures</b>	
<b>Figure 1</b>	Location of the current <i>mentrau iaith</i> .	
<b>Figure 2</b>	Staffing levels	
<b>Figure 3</b>	The Welsh Language Board's grants to <i>mentrau iaith</i> by <i>menter</i> 2000/2001	
<b>Figure 4</b>	Local authority contributions to the <i>mentrau iaith</i> 2000/2001	
<b>Figure 5</b>	The main duties of the volunteer development officer for Interlink and Menter Iaith Rhondda Cynon Taf	
<b>Figure 6</b>	The <i>mentrau iaith</i> 's main partners	
<b>Figure 7</b>	Working model of community language planning by a <i>menter iaith</i> .	

- Figure 8** Suggested county-wide basis of *mentrau iaith*.
- Figure 9** Suggested community boundaries of *mentrau iaith*.
- Figure 10** Suggested location of offices for the *mentrau iaith*.
- Figure 11** Suggested staff and office costs
- Figure 12** Approximate costs of financing the Community Language Planning Partnership



## 1.0 Foreword

This report is of the opinion that the concept of a *menter iaith* is a development to be welcomed and one that has substantial potential for community language planning in Wales. In developing the role of the mentrau as community language planners there is an opportunity for the mentrau to contribute significantly towards raising the profile of the Welsh language locally, increasing the opportunities for using Welsh and empowering people to use the language in their daily lives. In that empowering process, the mentrau can contribute significantly to the process of community development in Wales in exciting and innovative ways.

Following our review of the *mentrau iaith*, we concur with the findings of the *Community Research Project* which undertook research into the impact of the language intervention initiatives of Menter Cwm Gwendraeth and Menter Aman Tawe that:

“there is adequate justification for inferring that the [mentrau] are an effective means which could be developed and adapted to respond constructively to the problems of language decline ... The concept of *mentrau iaith* is a basis that can be developed and upon which a local language planning framework can be built...” (1997:24)

It is important to emphasise that language planning is a comparatively new field in Wales and that the development of the *mentrau iaith* as community language planners is an original model unique to Wales. Since there are no obvious patterns of community language planning to be followed in other countries, it must be recognised that, to some extent, the creation and development of the *mentrau iaith* during the last ten years has been a period of both experimentation and innovation. We therefore welcome the decision of the Welsh Language Board to finance this review. The review provides an opportunity to evaluate the progress made hitherto by the *mentrau iaith* and an opportunity to try to offer possible directions for further development in the immediate future.

The purpose of the report, therefore, is to outline the contribution of the mentrau to the development of community language planning during the last decade of the twentieth century. We will identify examples of the good practice achieved to date in order that it may be disseminated and developed by the various mentrau. We will also identify any shortcomings in the way the mentrau operate in order to offer solutions to those shortcomings. This review provides a new opportunity for the Welsh Language Board and the *mentrau iaith* to reassess the *mentrau's* role as community language planners. It also provides an opportunity for other organisations that are active in the field of ‘language revitalisation’ in Wales to consider their own roles in that partnership.

Given that one of the purposes of the report is to identify how the substantial potential of the *mentrau* as community language planners can be realised and developed in future years, the report tends to concentrate predominantly on the *mentrau's* shortcomings. This is not a deliberate attempt to be negative and to find fault but an attempt to try and set an agenda for consolidating and strengthening the *mentrau's* role as community language planners for the future.

All is not negative, however. The report also recognises the successes of the *mentrau iaith*, acknowledging examples of good practice in the field. It also emphasises the commitment and hard work of the *mentrau's* staff who often work long hours with little support or guidance under difficult circumstances due to a lack of resources and job uncertainty. There is no direct criticism or praise for individual *mentrau* to be found in this report. Instead, we offer a review of the structure and activities the *mentrau iaith* in the wider context of community language planning rather than present a detailed and critical review of the work of each *menter*.

We hope that readers will accept this report in the constructive spirit which inspired its drafting and that it will be a means of moving all concerned forward to an exciting new era in community language planning in Wales.

## **1.1 Background**

The Welsh Language Board and the *mentrau iaith* are important partners in community language planning in Wales. The work of the Board and the *mentrau* is based on the four main challenges facing the Welsh language as noted in the Welsh Language Board's national strategy; *Strategy for the Welsh Language (1996)*:

- *increasing the number of people who are able to speak Welsh,*
- *providing opportunities to use the language,*
- *changing habits of language and encouraging people to take advantage of the opportunities provided, and*
- *strengthening Welsh as community language.*

In addition, objective 19 of the Strategy states that:

*“Welsh speakers should be provided with the requisite facilities to support and expand their use of the Welsh language within their communities”.*

It is possible to divide the development of the *mentrau* into three phases. The first phase saw the establishment of three *mentrau iaith*, namely Menter Cwm Gwendraeth in 1991, Menter Taf Elái in 1992 and Menter Aman Tawe in 1994. These early *mentrau* were funded by the Welsh Office following the impetus created by the visit of the Urdd National Eisteddfod to those areas. These *mentrau* served fairly limited geographical areas, and concentrated to a large extent on providing Welsh-medium social opportunities for children, young people and adults and encouraging people to learn Welsh.

As a result of the Welsh Language Act of 1993, the responsibility for administering grants for promoting the Welsh language was transferred from the Welsh Office to the Welsh Language Board (under Section 3(3)(a) of the Act). The Welsh Language Board has been responsible for funding the *mentrau iaith* since 1994.

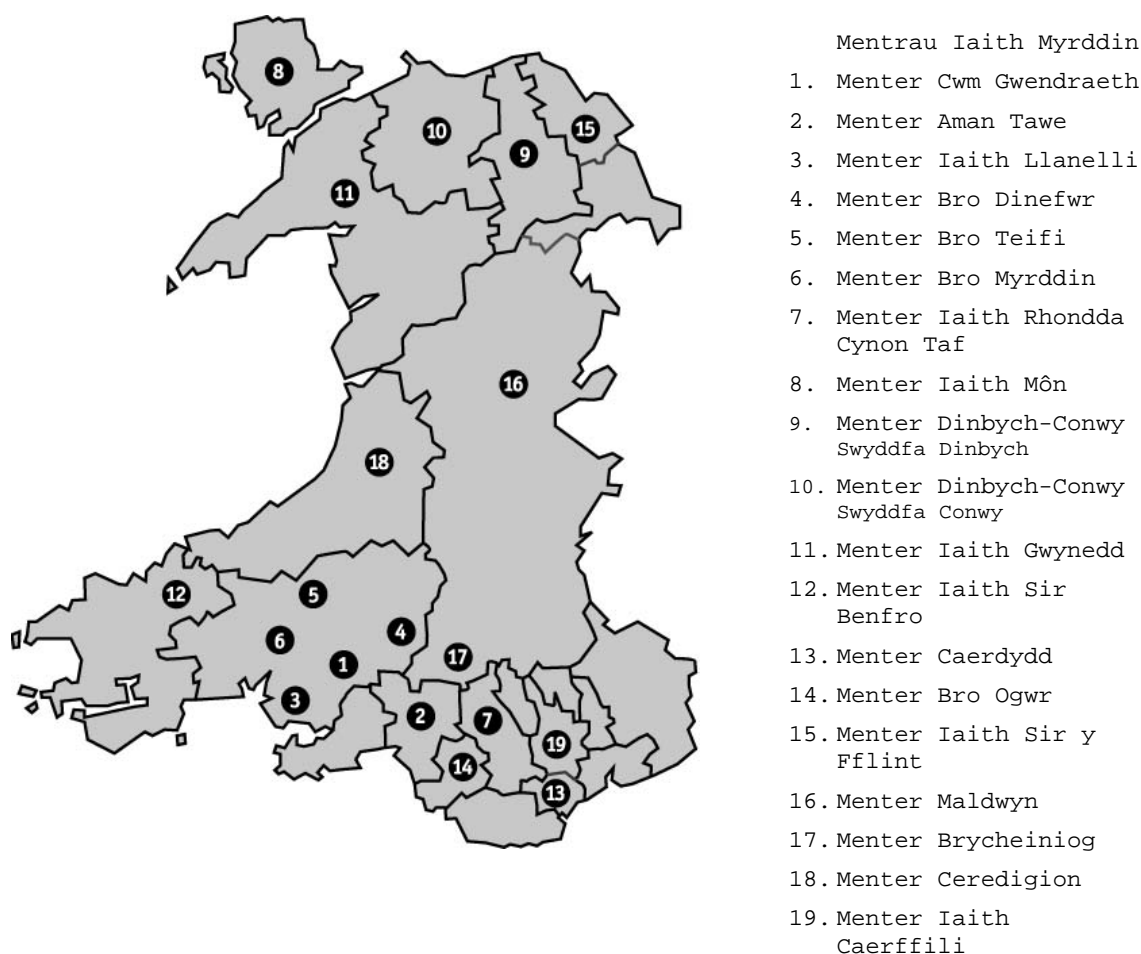
Based on the success of the early *mentrau*, the need arose for similar initiatives in other areas across Wales. (See Figure 1 for the location of the current *mentrau iaith*). The great increase in the number and type of *mentrau* established between 1994 and 2000 represents the second phase in the history of the *mentrau iaith*. During this period, 16 additional *mentrau* were established and each one receives a core grant from the Welsh Language Board.

With such an increase in the number of *mentrau*, and as a result of limitations on financial resources, it has not been possible for the Welsh Language Board to offer each *mentrau* the same level of funding enjoyed by the first three *mentrau*. This means that the *mentrau* originally established under the auspices of the Welsh Office now receive less funding than they did previously. Since 1998/99 it has been the Board's policy to fund 50% of the costs of any new *menter*. Given the costs involved in running a *menter iaith*, it is now imperative, therefore, that every *menter* seeks funding from other sources. Some *mentrau* have been more fortunate than others in the level of matched funding attained.

The *mentrau* have also been under pressure to try and serve a wider area, with many of them aiming to serve whole counties.

Despite the limitations on funding and resources, every *menter* tries its very best to provide an extensive range of services. This means that there is some diversity between the current provision of each of the *mentrau*. This reflects their individual historical development, their social context and the local needs they seek to meet. This has also led to variation in the way the *mentrau* operate with some *mentrau* facilitating and promoting provision by other organisations or arranging a selection of social events themselves.

**Figure 1: Location of the current *mentrau iaith***



The *mentrau* also differ greatly with regards to structure and activities. On the whole, the *mentrau* are institutions that have grown out of local enthusiasm to act in furtherance of the Welsh language and respond to local needs. Their structures reflect each *menter's* derivation. Some *mentrau* are independent bodies, some have close links with their local authority, some are maintained by Welsh for adults agencies, others are a part of local Leader schemes, and still others differ in that the *menter* staff combines his or her *menter* responsibilities with organising Welsh classes for adults or as a project officer for the National Eisteddfod.

There is a general tendency however, for the *mentrau iaith* to be short of resources. The situation varies greatly from those who have been successful in securing adequate resources to fund appropriate offices and staff, to those *mentrau* where the current level of financial support is sufficient only to employ one part-time member of staff. The lack of resources and the uncertain situation of the *mentrau* is a cause of concern. The Welsh Language Board has stressed the need to secure and strengthen the situation of the *mentrau* in order that they can better serve their local communities. This research provides an opportunity to review their work and plan for the third phase in the history of the *mentrau* – the future.

## 1.2 The Brief

The aim of the review was to consider every aspect of the *mentrau's* work, with emphasis being placed on forming recommendations for developing the sector in the future.

The review concentrates on 4 aspects:

- the effectiveness of the *mentrau's* work, particularly with respect to promoting and developing the use of the Welsh language within the communities they serve;
- organisational and financial efficiency in relation to spending public money and use of resources;
- identifying good practice in the field;
- providing a vision for the role of the *mentrau* in future, and recommending appropriate planning, monitoring and evaluation tools.

Listed in Appendix 1 are the questions identified by the Welsh Language Board to outline the scope of the review.

It is intended that this research achieves a number of objectives:

- assist the Welsh Language Board and others as they consider the need to develop the *mentrau iaith*, and the associated implications in terms of finance and resources in the future;
- assist the *mentrau iaith* as they develop their work programmes;
- assist the Board and others as they consider aspects of the relationship between community language planning and community development;

- contribute to a better understanding of language planning in Wales.

## 1.3 Research Methods

A combination of qualitative and quantitative research methods was used in the review. The aim was to create a profile of every aspect of the mentrau's work by seeking the views of the mentrau themselves, together with the views of representatives of other establishments, organisations and partners on their work.

### 1.3.1 Gathering Documentation

A profile of every *menter* was compiled by collating documentary evidence which included:

- grant applications to the Welsh Language Board,
- the *menter's* constitution,
- corporate plan,
- strategic and executive plans,
- the *menter's* aims and objectives,
- work programmes,
- annual reports,
- annual accounts,
- research reports,
- materials produced by the mentrau, and
- press cuttings.

In the first instance, the *mentrau* were asked to produce a collection of relevant documents. The contents of all the documents were studied to create a profile of the work of every *menter*. Additional questions were formulated and put to each *menter* on the basis of the original documentation. This had a dual purpose, namely:

- to gather information regarding any aspect of the *mentrau's* work that was not evident from the documents, and
- to gather further information regarding specific projects or ways of working described in the documentation.

Every *menter* was questioned further on the basis of these questions, either by means of visiting the *mentrau* directly or by means of 2-3 hour telephone discussions.<sup>1</sup>

### 1.3.2 Questionnaires

A general questionnaire was prepared and sent out to each *menter* at the start of the review. (A copy of the questionnaire is reproduced in Appendix 2). The purpose of the questionnaire was to collate information on the *mentrau's* views regarding:

---

<sup>1</sup> Menter Iaith Sir Benfro's Development Officer was the only staff member who chose not to co-operate with the review any further than completing the general questionnaire sent out to each of the mentrau. The officer has since resigned.

- the role of the *mentor*,
- local language planning requirements,
- the *mentrau's* partners,
- the *mentor's* main schemes and projects for the year,
- successes and failures,
- impending developments which would enable the *mentor* to operate more effectively,
- factors that hinder effectiveness,
- support required from the Welsh Language Board to secure and strengthen the situation of the *mentrau*,
- advice, support and guidance which would be beneficial to the *mentor*,
- the outcomes of the review, and
- any other comments.

Each *mentor's* answers to the questionnaire were also used as a basis for further questions put to the *mentrau* in visits and telephone discussions.

Additionally, a questionnaire relating to financial and staff management was also prepared. This questionnaire was completed by interviewing *mentrau* officers, treasurers or accountants during our visits or over the telephone.

### 1.3.3 Visits

Visits were arranged to seven of the *mentrau*. The *mentrau* were chosen to reflect the differences between the *mentrau* with regard to:

- the model of the *mentor*,
- its longevity,
- its geographic location,
- the local density of Welsh speakers and non-Welsh speakers,
- socio-economic factors, and
- the range of the *mentor's* activities.

The *mentrau* we chose to visit were as follows:

**i) Mentor Caerdydd** – a registered charity and unincorporated society. Established September 1999. The *mentor's* objective is to promote Welsh medium education amongst people who reside within the boundaries of Cardiff County Council and its adjoining areas. Cardiff County Council buys half the Development Officer's time to organise Welsh classes for adults within the county.

**ii) Mentor Cwm Gwendraeth** – a registered charity and a company limited by guarantee. The first *mentor* to be established in Wales (1991). Serving a specific area in southeast Carmarthenshire with a high density of Welsh speakers. Staffing levels: Area Director, Project Officer, two Administrative Officers (who are also involved with some projects) and two part-time youth workers. Operating a strong community development element through Mentor Datblygu Cymunedol Gwendraeth which administers the County Council's Area Forum. One of the owners of Mentrau

laith Myrddin and therefore part of a community language planning strategy on both a county and local level.

**iii) Menter Dinbych-Conwy** – a registered charity and a company limited by guarantee. Established in 1998. Has a part-time director who is also head of a limited company *Popeth Cymraeg* which provides Welsh courses for adults. Serves a very mixed area with regard to the density of Welsh speakers with a vast difference between the rural Welsh speaking areas and the coast where the majority of inhabitants are English speaking incomers. It jointly serves two counties with one field officer for each county. The field officers do some Welsh language teaching to adults in addition to their work for the *mentrau* in order to earn a full-time wage.

**iv) Menter Iaith Môn** – Established in 1997. Rather than operating as an independent body, Menter Iaith Môn is a project scheme administered by Menter Môn, an economic development body and the group which operates the LEADER II programme of the European Union for the benefit of the rural economy of the island. The percentage of Welsh speakers in Môn is amongst the highest in Wales but there are some urban pockets where English is the predominant language of the majority of inhabitants. The manager of the project is also the manager of Menter Môn. There are one full-time Language Officer and one part-time Assistant Language Officer who work specifically on the ERDF scheme – A Language Brokerage for Business.

**v) Menter Iaith Rhondda Cynon Taf** – a registered charity and an unincorporated society. Established in 1992 as Menter Taf Elái, the domain of the *menter* was extended following local government reorganisation to include the Cynon and Rhondda Valleys. It is a post-industrial area in the southeast with a low density of first language Welsh speakers. There is a full-time Development Officer; a Child Care Co-ordinator who is responsible for a range of Care Clubs; a Youth Co-ordinator who predominantly arranges activities jointly with the Urdd and a part-time Administrative Officer. There is also an Officer who works on developing Welsh-medium volunteering based in the offices of Interlink, the local Volunteer Service in Pontypridd. The office of the *menter* itself is in Llantrisant.

**vi) Menter Iaith Sir y Fflint** – a registered charity and company limited by guarantee. Established in February 1998 but did not have an acting Development Officer until August 1999. The *menter* employs only one member of staff. The area served by the *menter* is an old industrial part of north east Wales, an area with a low density of Welsh speakers with the communities of the county varying from an average of 33.3% to 6.1% of people able to speak the Welsh language according to the 1991 census.

**vii) Menter Maldwyn** – Established in 1996, before that time it was known as Menter Dyffryn Banw ac Is-Hafren. The *menter* serves a very rural and sparsely populated area in northern Powys with some areas in the north west maintaining a high density of Welsh speakers and other lowland areas being very anglicised. The *menter* has a close relationship with Powys County Council. The County Council administers the accounts of the *menter* and manages the work of the officers. There is one full-time co-ordinator and one part-time Translator/Administrator who operates a free translation service. There is also close co-operation with the county's other *menter*, Menter Brycheiniog in the south.

In addition to visiting these seven *mentrau*, the authors of the report visited Cefin Campbell, Director of Mentrau Iaith Myrddin and Chairman of Mentrau Iaith Cymru to discuss the situation of the *mentrau* in general, the experiences of Mentrau Iaith Myrddin and the intentions of Mentrau Iaith Cymru in particular.

The authors of the report visited the majority of the *mentrau* for a period of two days. In the case of the newer *mentrau*, namely Menter Caerdydd and Menter Iaith Sir y Fflint, one-day visits were undertaken by only one of the authors. During the visits we discussed every aspect of the *mentrau's* work and situation with the *menter* staff. We also held consultation discussions with members of the management board and volunteers of each *menter* in addition to representatives of the *mentrau iaith's* local partners and community members. Where conditions allowed, we also observed some of the *mentrau's* local projects and activities. Additional documentation was also collected as further evidence of the *menter's* activity, and some time was spent looking for visual evidence of the *menter's* activity within the local community.

### 1.3.4 Telephone Interviews

Telephone interviews were conducted with the remaining *mentrau* not visited, namely:

- Menter Aman Tawe
- Menter Iaith Llanelli
- Menter Bro Dinefwr
- Menter Bro Teifi
- Menter Bro Myrddin
- Menter Iaith Gwynedd
- Menter Bro Ogwr
- Menter Brycheiniog

We realise that some other *mentrau* have since been established, but it was agreed not to question them as they had barely started on their work, or had not started at all during the period of the review.

### 1.3.5 Consulting Key Partners

Further consultation took place with representatives from appropriate organisations, namely:

- CYD
- Welsh for Adults Consortia
- County Voluntary Councils
- Wales Council for Voluntary Action
- Community Councils (various)
- County Council officials
- Society of Welsh Translators
- Leader Groups
- Menter a Busnes
- Young Farmers' Clubs county officers
- Mudiad Ysgolion Meithrin
- Urdd Gobaith Cymru

In many cases, the local *menter* had arranged for us to meet local partners. In addition, many interviews with organisations were arranged independently by the authors. Each consultation aimed to discover the reaction of other bodies to the

*mentrau's* work. The extent to which they worked in partnership with the *mentrau* was discussed, as well as their views on the development needs of the field.

## 1.4 Framework for Evaluating the Work of the *Mentrau iaith*

A framework of indicators was agreed upon in order to evaluate the work of the *mentrau*. This was a list compiled by the review's authors and advisers from elements of language planning principles, managing voluntary organisations and the document Welsh Language Board's *Strategy for the Welsh Language*. The indicators were classified according to three aspects. Based on the three aspects we tried to discover to what extent the *mentrau iaith*:

- identify local needs, undertake language planning and promote community development in favour of the Welsh language;
- contribute to fulfilling the national language strategy published by the Welsh Language Board; and
- operate effectively and efficiently.

Below, we list the performance indicators used as a basis for our investigations.

### 1.4.1 Community language planning: identifying local needs

To what extent do the *mentrau iaith*:

- possess a socio-linguistic and socio-economic profile of their local area;
- possess an awareness of their local political landscape;
- possess an awareness of local patterns of language use and opportunities;
- identify local aspirations for more opportunities to use the Welsh language;
- identify people's need to develop specific communicative skills in Welsh;
- analyse the local socio-economic and socio-linguistic situation;
- identify local community development and language planning needs;
- research and analyse research findings as a basis for the *mentrau's* scheme of work;
- monitor economic and linguistic developments continually.

### 1.4.2 Contributing to the National Strategy

To what degree do *mentrau iaith* promote projects and activities by others within their communities which:

- increase the numbers of people who are able to speak Welsh;
- increase the numbers of parents and extended families who are able to speak Welsh;
- increase the number of adults who are learning Welsh;
- promote an awareness of the opportunities to use the Welsh language locally;
- sustain and increase the use of Welsh within *existing domains*;
- extend the use of the Welsh language to *new opportunities and domains*;

- boost the confidence of speakers and users;
- raise the profile of the Welsh language locally;
- prepare the necessary facilities for maintaining and extending the use of Welsh by Welsh speakers;
- change practices in relation to the use of the Welsh language and encourage people to take advantage of the opportunities provided.

### 1.4.3 Operating efficiently

To what degree do the *mentrau iaith*:

- ensure appropriate and efficient status and management;
- possess a sound, thorough and efficient procedure for managing their finances;
- ensure adequate funding;
- possess staff management procedures and operate appropriate and efficient management methods;
- recruit qualified staff and manage them effectively;
- plan, implement and appraise an appropriate programme of work;
- plan activities appropriately and effectively;
- operate in the fields of prioritised activities identified by the Welsh Language Board;
- develop a close and effective relationship with the local community;
- ensure appropriate publicity for the work of the *menter*;
- use materials produced by the Welsh Language Board;
- develop and share resources;
- make the best use of computer resources and ICT.

The function of this list of indicators is to provide a means of comparing the work of the various *mentrau*. No attempt was made to measure the results quantitatively using a scoring method. Rather, the impressions and findings of both authors were recorded. As the field of local language planning is new, and as the *mentrau* vary so much in status, longevity, structure etc, it was felt that it would be unfair to measure one *menter* against the other, producing a league of *mentrau* with some more successful than others. This review was never intended for that purpose.

The purpose of the framework, therefore, was to create a checklist, which could be used to ensure that it collected the same type of information from each *menter*. The list was discussed with *mentrau* officers and there was a consensus of opinion that it was valid and included targets which the *mentrau* should aim to achieve. It was agreed, however, that the *mentrau's* present situation hindered them from having the necessary resources and expertise to fulfil every aspect of the framework, and that they need further guidance and support to accomplish this.

## 2.0 Language Planning

Given that this report will make considerable and repeated reference to community language planning and since we have already noted that it is a comparatively new field to us in Wales, we had better define what we mean by the term.

### 2.1 What is language planning?

In simple terms, language planning is an attempt by someone to change a particular community's language behaviour for some reason (Kaplan & Baldauf 1997:3). Although social, economic and political change has influenced the language use of social groups over the centuries, language planning is a comparatively new field of research which has developed, predominantly, over the last twenty-five years.

Language planning is initiated for various reasons to achieve different social and political goals and is typically realised by implementing language policies. Language policies are a collection of ideas, laws, regulations and customs. These are implemented on many levels with the aim of achieving linguistic change, be that within a society as a whole, within a specific social or linguistic group, or within a specific system or institution.

In the Welsh context, language planning has developed along the lines of what is referred to as "reversing language shift". In the words of Joshua Fishman, the effort to halt language decline and resist de-legitimisation:

*"...appeals to many because it is part of the process of re-establishing local options, local control, local hope and local meaning to life. It ... reveals a humanistic and positive outlook vis-à-vis intragroup life, rather than a mechanistic and fatalistic one. It espouses the right and the ability of small cultures to live and to inform life for their own members as well as to contribute thereby to the enrichment of humankind as a whole" (Fishman 1991:35)*

At the turn of the millennium, with the threats which globalisation processes pose to local identities, the appeal described by Fishman becomes increasingly real to a growing number of people.

Undertaking social planning in order to influence people's patterns of language use is no mean task. Any planning must be grounded in a clear understanding of the social dimension of language use and the factors which cause social change and, through this, change in individual and institutional language practices. Before discussing the implications of such a view of language and society for language planning in Wales and the role of the *mentrau iaith*, we shall broadly outline some of the concepts at the heart of a social view of language use.

#### 2.1.1 Language and Society

Language use is integral to the way society operates and cannot, therefore, be considered separately from social structures and the actions and interactions of social groups. Every aspect of society, community and the social life of individuals is

accomplished, at least partly, through the use of oral or written language. Consequently, language use and 'the health of the language' (as defined in the Welsh Language Board's documentation), cannot be discussed without considering language use as one dimension of economic, political and organisational structures and processes.

As research in the field of bilingualism indicates, the 'health' of a language within a given society depends not only on the percentage of the population able to speak the language but on the language being legitimised by the social practices of every aspect of that society, from family life to economic life.

### **2.1.2 Social change and language use**

Social processes are dynamic processes that undergo a continual process of renewal and change. Social processes are realised through social practices, those generally accepted ways of acting, interacting, believing, valuing and using tools and objects as people deal with each other in various social contexts (Gee 1996). Language practices – the various socially appropriate ways of speaking, listening, reading and writing are all elements of social practices. These can differ considerably from one context to another so that, for example, ways of using language when drinking in a pub are typically quite different from those considered appropriate during a court case.

While some aspects of language use are acceptable in one situation, they can be quite inappropriate and unacceptable in another context. Social and linguistic practices are legitimised through people's actions and language use. Some social and linguistic practices become a source of conflict between individuals or social groups. In Wales, we are familiar with the conflict that has existed, and continues to exist, over the legitimisation of the use of Welsh in a variety of social contexts.

Social and linguistic practices are reaffirmed or altered through the continuity or change in the way institutions operate and the way people interact with each other. Consequently, it is in the complex detail of day-to-day activities and events that the factors affecting continuity and change in language use and language transmission are to be found.

As census statistics and research on language use in Wales indicate, social and economic change during this century has replaced and weakened the social networks and institutions which had been responsible for legitimising and sustaining the Welsh language in the past. Recently, the situation has deteriorated still further as the process of globalisation has taken place. Today, world-wide economic and political structures penetrate almost every aspect of local community life. This, coupled with technological advancements, has brought fundamental changes to the way people live their daily lives. Where people used to live local lives, typically interacting face-to-face with other members of their local communities, these days they communicate by means of the telephone, e-mail, fax, internet and so on, and do so with people from other parts of the country and throughout the world.

On the one hand, the conflict between the local and 'non-local' which lies at the heart of globalisation represents a threat to relatively powerless languages such as Welsh, particularly within their traditional contexts. On the other hand, modern social developments offer new opportunities and contexts for language use. Therefore, whilst it is important to strengthen Welsh community networks, and expand the opportunity to use the Welsh language within local institutions and organisations, it is

also important to address other aspects of social change. Identifying the nature of the threats to, and the opportunities for, the Welsh language are important when maintaining and developing the use of the language within contemporary Welsh society.

### **2.1.3 Language and community development**

Because language is used by people, groups of people and communities of people, then language planning cannot be considered independently of other social factors. When developing language planning strategies, particularly on a local level, consideration must be given to those other social factors which affect the local population's choice in using a particular language. Those choices very often revolve around issues relating to power within the community – economic, political and cultural power.

Given that economic and cultural influences of world-wide significance affect the future of Welsh communities, language planners need to consider ways of empowering individuals and groups within their communities to make decisions about that future. At the same time it is, of course, crucial to recognise how international power relations can shape and confine the ways in which local communities can take control of their local lives.

Language choice is only one element amongst many others within the dynamics of a local community context. Communities vary considerably with regard to power and influence and this reflects the level of human and social resources which exist in the community in question which, in turn, affects the real choices people within the community can make in relation to health and education as well as language.

The link between language planning and the concept of community development is obvious – indeed, it is impossible to separate one from the other. The key to influencing language use at community level is adopting a holistic approach towards empowering community members. Language planners should therefore consider their role and their relationship with other agencies in the community who invest in and promote similar concepts of local empowerment and community development.

Within the field of community development references are currently made to concepts such as '*community entrepreneurship*', '*building social inclusion*' and '*combating social exclusion*' – which, in simple terms, mean promoting the skills, ability, confidence and initiative of the community to take responsibility for its own future. We believe that there is a central role for the *mentrau iaith* within this process of empowering communities.

As previously emphasised, it is crucial that language planning on both a national and local level is sensitive to social change in order to respond to change and to identify opportunities for development. Seeing language as an integral part of community development is one way of ensuring that language planning anticipates social change, rather than merely responding retrospectively to change.

## 2.2 The Welsh Language Board and Language Planning

Over the past twenty years, there have been several contributions to setting the agenda for language intervention and language planning in Wales. There have been a number of comprehensive and insightful documents detailing language planning requirements such as *A Future for the Welsh Language* by The Welsh Language Council (1978); and *Language Strategy 1991-2001* by the National Language Forum (1991); together with a number of strategies on a more regional level.

Since its establishment as a statutory body in 1993, the Welsh Language Board has contributed significantly towards co-ordinating the field of language planning in Wales. The Board presented its vision for language planning in its *Strategy for the Welsh Language* published in 1996 and, more recently, *The Welsh Language: Mission and Vision for 2000-2005*. In addition to these general strategies, strategies for education have been published: *National Strategy for Welsh for Adults* (1997); and *Strategy for Bilingual post-16 Education and Training in Wales* (2000). With regard to community level language planning, *The Community Research Project* (1997) was commissioned by the University of Wales, Cardiff, and a paper was prepared on the role of the *mentrau iaith* 'Mentrau Iaith: Report on the Workshop held at Gregynog 20 and 21 May 1998'.

By operating at national level, the Welsh Language Board offers institutional, financial and resource support in order to promote and facilitate the use of Welsh within the public, voluntary and public sectors. However, operating as it does without governmental status, with funding of less than £10,000,000 and only 30 members of staff, it must be acknowledged that the role and influence of the Welsh Language Board as a language planning agency in Wales is very limited compared with the situation in many other parts of Europe, such as the Basque Country and Catalunya (see, for example, Gruffudd 1999 for an outline of the language planning strategies of the Basque Country and Catalunya). It is worth drawing attention to this difference since the limited power and influence of the Board as a language planning agency has an impact on the effectiveness of the *mentrau iaith*'s community language planning.

Despite the limitations on its power, resources and expertise, the Board has succeeded in laying the foundations for effective language planning in Wales. The development of the *mentrau iaith* is an important means of ensuring local intervention in language use. By securing funding and resource support for the *mentrau*, the Welsh Language Board can achieve some of the schemes outlined in its national language planning strategy.

### 2.2.1 The role of the Welsh Language Board with regard to supporting the work of the *mentrau iaith*

The Gregynog workshop report outlines the role of the Welsh Language Board in supporting the work of the *mentrau*, as follows:

- providing grant assistance for the *mentrau iaith*;
- helping to establish new *mentrau iaith*;
- updating and developing the advice given to the *mentrau iaith*;
- developing and distributing the resources intended to facilitate the use of the Welsh language;

- presenting to the Government the case for having the resources necessary for maintaining and developing *mentrau iaith*;
- organising more *mentrau iaith* workshops;
- commissioning periodic independent reviews of the work of the *mentrau iaith*;
- distributing advice and information which will be of assistance to the *mentrau iaith*;
- commissioning research to assist with the task of developing the role of the *mentrau iaith*;
- promoting collaboration between the *mentrau iaith* – and co-ordinating their work generally;
- supporting the *mentrau iaith* as they seek funding;
- agreeing targets annually with each *menter*.

In this report, we evaluate the support provided to the *mentrau* by the Welsh Language Board. We then outline how some elements of this support could be developed and strengthened to assist the *mentrau* to realise their full potential as community language planners and ensure the best value for the level of funding allocated to them.

### **2.3 Local Language Planning and the *Mentrau iaith***

The *mentrau* have proven their ability to promote and facilitate the use of the Welsh language on a local level by consolidating Welsh community networks, promoting local activities, assisting local bodies and institutions to provide bilingual services, and helping people to develop their language skills and learn other skills anew. As previously identified by *The Community Research Project*, there is an obvious role for the *mentrau iaith* as language planners on a local level and “by virtue of their status as local language planning bodies they could act as a focus for creating new partnerships” (1997 par 4.2.7).

The *mentrau iaith* are organisations with their origins in their local communities. This is an immense advantage to any language planning initiative that seeks to influence language use on an individual and social group level. To ensure the effectiveness of the success of any local planning, organisational support is also needed on a national level. The Welsh Language Board is able to offer (and has offered) this assistance and influence to some degree but, as previously noted, the influence of the Board is currently limited. The statutory role, funding and staffing levels of the Board must be extended to ensure its effective influence as a language planning body, otherwise, the Board’s well intentioned efforts can only scratch the surface of local language planning needs in Wales. Furthermore, the influence of the *mentrau iaith* cannot be consolidated without first consolidating the position of the Welsh Language Board.

As already noted, one of the strengths of the *mentrau iaith* as local language planning initiatives is that they have developed out of local enthusiasm and commitment to protect and extend local patterns of Welsh language use. By further nurturing wider support for, and ownership of, the work of the *mentrau* within their communities, the potential for influencing local language practices is likely to be higher than if regulations and campaigns were initiated by a national agency such as the Welsh Language Board. It is crucial, therefore, in planning for the future of the *mentrau iaith*, that the local dimension and ownership of the *mentrau* must be safeguarded and consolidated. However, there must also be institutional support behind any community language planning, otherwise local community members do

not have the political power to realise their aspirations. Care must therefore be taken to ensure that the responsibility for local language planning is not placed solely on the shoulders of the *mentrau iaith*.

The recommendations offered in Chapter 6 of the review aim to increase the status, expertise and resources of the *mentrau*. We have re-iterated on many occasions in this document how essential it is that the role of the *mentrau* is developed within networks of power, especially the power of the unitary authorities. Also in Chapter 6, we offer recommendations which will facilitate and formalise influential partnerships between the *mentrau* and other Welsh bodies and organisations for the benefit of community language planning.

In Chapter 4 we look in more detail at the range of activities the *mentrau iaith* are involved in and evaluate the suitability and effectiveness of these activities in relation to local language planning needs. Before doing so, in Chapter 3, we outline the position of the *mentrau* with regard to their status and current resources.

## 3.0 The status, resources and management of the *mentrau iaith*

### 3.1 Status and influence

#### 3.1.1 Constitutional status

The status of the *mentrau* varies a great deal from *menter* to *menter* with various constitutions reflecting the different history, circumstances and partners of each *menter*. In general, there are three types of *mentrau*:

- *mentrau* which are independent voluntary organisations of varying status,
- *mentrau* which are projects within local authority structures,
- *mentrau* which are projects within economic and community development agencies or other voluntary organisations.

There are also differences with regard to their legal status which include:

- companies limited by guarantee which are also registered charities,
- voluntary organisations which are registered charities,
- unincorporated societies which are not registered charities, and
- projects without independent legal status.

This variety in constitutional status is completely valid. There is no clear advantage in setting an approved pattern of constitutional status for the *mentrau iaith* if their current status answers local need. However, there was some evidence to show that the knowledge of some officers about the significance and implications of different types of constitutional status was not sound. One indication of this was that some considered forming formal partnerships with other organisations and with other *mentrau* without having the constitutional status to do so.

Each *menter* needs to be aware of the implications of different types of constitutional status, evaluating their status regularly as they develop. Essentially, each *menter* should concern itself with ensuring a constitutional status that will allow them to secure the necessary resources to be effective language planners within their local context.

#### 3.1.2 Advisory committees

Depending on their constitutional status, each *menter* is answerable in some way to a managing committee or takes into consideration the views of an advisory committee. The size and membership of committees such as these varies from area to area. What is certain is that the *mentrau* are fortunate to have the support and enthusiasm of a host of local volunteers who are prepared to support and serve them voluntarily as trustees or advisors.

We do not have sufficiently detailed information to form an opinion of the performance of these advisory committees and it would be unfair of us to do so. However, from the evidence presented, it is fair to suggest that, as a matter of good practice, the advisory committees should assess their own performance and

membership from time to time. In doing so they should consider whether they have amongst them representatives who can collectively provide the following functions on behalf of the *menter*:

- manage the resources of the *menter* soundly and consistently – both financial resources and human resources,
- make a progressive contribution to community language planning,
- ensure the establishment and maintenance of key local partnerships,
- ensure that the *menter* holds influence within local networks of power.

The *mentrau* should appreciate the contribution of their trustees and advisors and, in order to improve the quality of their support, provide a purposeful programme of training for them as a matter of course. A number of specific training opportunities are arranged for trustees and members of managing committees by the County Voluntary Councils.

## Conclusions

It would be advantageous for the *mentrau* to consider their constitutional status and review the membership of their advisory committees from time to time. Additionally, appropriate guidance and training should be sought on matters of constitutional management.

## 3.2 Human resources

### 3.2.1 Staffing Levels

Staffing levels also vary from *menter* to *menter* reflecting, more often than not, the longevity of the *menter* within the area or the support offered by the local authority.

The majority of the *mentrau* considered in the review operate with two full time members of staff or less (11 *mentrau*). Staffing levels in the remaining *mentrau* (5) vary up to a maximum of 5 full time members of staff with some also employing a number of occasional staff to work on specific projects.

**Figure 2: Staffing levels**

No. of staff	No. of <i>mentrau</i>
5	1
4.5	1
4	1
3.5	0
3	1
2.5	1
2	3
1.5	2
1	4
0.5	2

With regard to staffing, each *menter* has a principal officer in charge. Again the title of such posts varies and can be Director, Area Director, Director of Policy and Development, Co-ordinating Officer or Development Officer. The main functions of officers in charge such as these are to:

- direct policy and development,
- ensure that the *menter's* aims are effectively implemented, and
- ensure effective management of resources.

Sometimes, these officers have responsibility for other officers, at other times they operate single-handedly. The majority of these *menter* officers are employed on a full time basis but when the *menter iaith* is a project within another organisation some of these management responsibilities are carried out by the managers of those organisations.

In addition, there are a number of other posts under the supervision of the principal officers which assist in the implementation of various aspects of the *menter iaith's* operational plans. These are:

- Development Officer
- Projects Officer
- Translator
- Youth Officer
- Language Officer
- Volunteer Officer
- Youth Co-ordinator
- Child Care Co-ordinator
- Community Translation Service Co-ordinator
- Area Field Officer

The roles of the above officers fall into three kinds – officers with responsibility for a geographical area, officers with responsibility for a project or target group, and officers who combine the above elements.

A minority (3) of the *mentrau* are supported by full or part time administrative assistants. Some (5) are fortunate enough to have the part time or occasional assistance of partner organisations but, on the whole, executive officers within the majority of *mentrau* are expected to undertake their own administrative work.

### **3.2.2 Employment and salaries**

The level of salaries within the *mentrau* also varies greatly and there is very little consistency between the *mentrau* in the wage paid for similar responsibilities.

- The managerial staff within the *mentrau* are paid between £16,000 and £33,500 a year.
- Executive officers receive a salary of between £11,500 and £17,500 a year.
- Administrative assistants are paid between £8,500 and £11,500 a year.

Although some *mentrau* pay according to recognised scales (e.g. APT&C, JNC, NJC) there is no consistency and quite often salaries are set according to the limited

resources of the *menter* without reference to the employment terms of a specific scale.

Those *mentrau iaith* that have a relationship with partner organisations such as local authorities or a local economic development body offer pension schemes to their staff. However, many of the *mentrau* do not have pension arrangements. This gives rise to further inequality in comparing the terms of employment offered by the various *mentrau*.

### 3.2.3 Staff experience and background

As noted previously, community language planning is a comparatively new field and, therefore, very little professional experience in language planning has been developed thus far, on which the *mentrau* can draw. However, the experience in similar fields – for example – within local authorities, social work, community and economic development initiatives, management of voluntary organisations and youth and community work – can be considered relevant.

The great strength of the *mentrau's* staff is their enthusiasm for maintaining and extending the use of Welsh in the community and their commitment to their local area. The 'missionary' and innovative elements of the work inevitably draw young adults who are committed to language revitalisation. It is no surprise, therefore, that around half of the *mentrau's* officers are young adults in their first professional posts.

Given the relevant fields listed above, the experience and background of the *mentrau's* staff is rather limited. With a few exceptions, the older members of the *mentrau* staff come from the world of education. They either have experience of formal education within the schools system or come from a background of teaching Welsh to adults or are former officers with voluntary youth organisations.

Given that community language planning is a relatively new field to all *menter* staff and that a number of the principle officers in charge have no prior experience of management within the voluntary sector then, in fairness to all, the *mentrau* need to develop a purposeful programme of in-service training to improve the quality of action and management within the *mentrau iaith*. Thus far, there is no evidence that a culture of in-service training has been developed.

### 3.2.4 Managing work and time

The systems for managing the work and time of the *mentrau* staff vary from *menter* to *menter*, however, there is little evidence of purposeful planning and documentation of work. Some *mentrau* have detailed programmes of work but the evidence of systematic recording and managing of work as regards timetables and records of achievement is sparse.

On the whole, informal and ad hoc arrangements for managing staff are implemented. Only a minority keep detailed records and implement a formal time off in lieu scheme (TOIL). The majority have informal systems, often working long and unsociable hours but implementing flexible TOIL.

The evidence of formal staff evaluation meetings is limited.

The *mentrau* staff could benefit from guidance and training in relation to planning programmes of work and work and time management. The managers of the *mentrau* would also benefit from training with regard to managing staff, including evaluation methods and implementing staff development plans.

### 3.2.5 Voluntary work

The *mentrau iaith* are very fortunate in the support they receive from a host of local supporters and volunteers. The volunteers are involved in a variety of functions. Amongst them are the following:

- members of the advisory committee,
- advice and guidance,
- project leaders,
- local co-ordinators,
- children and youth work,
- cultural activities, and
- marketing.

The contribution of these volunteers is vital to the success of local *mentrau* and reflects their success in ensuring local ownership and becoming an integral part of the support networks of local communities. Each *menter* needs to look closely at the way it uses its local volunteers and includes them in its activities. Moreover, there is a need to plan carefully in order to support volunteers through regular and appropriate training and pastoral care.

Given that the bulk of this report, on the whole, refers directly to professional structures and salaried officers, we take this opportunity to express our appreciation of the work accomplished by supporters and volunteers of the *mentrau iaith* throughout the country. Whilst not mentioned explicitly, our acknowledgement of their contribution and activity is implicit throughout this document.

## Conclusions

There is a need to increase the staffing levels of the *mentrau* and agree a common pay structure and common terms of employment. In conjunction with this, there is a need to develop a culture of professional development and organise opportunities for relevant training. Such training needs include improving work management and documentation skills, staff management and development, and volunteer management and development.

## 3.3 Financial Resources

### 3.3.1 Welsh Language Board Grants

Welsh Language Board grants are the main source of income for the *mentrau iaith*. Given that the Board is directly responsible for promoting the concept of *mentrau iaith* and has been responsible for encouraging the establishment of the majority of *mentrau*, this is to be expected.

During 2000/2001 the Welsh Language Board will distribute £430,390 in grants to the *mentrau iaith* with 75% earmarked for salaries. The remaining 25% represents the Board's contribution towards administrative costs or project costs. The grants vary from £15,000 to a new *menter* such as Menter Iaith Caerffili to approximately £80,000 to Mentrau Iaith Myrddin which is an agency co-ordinating the work of a number of local *mentrau*.

The table below lists the current grants allocated by the Board to the *mentrau iaith*.

**Figure 3: The Welsh Language Board Grants to the *mentrau iaith* according to *menter* 2000/2001.**

<b>Menter</b>	<b>WLB grant for 00/01</b>	<b>Contribution towards salaries (including pension and NI)</b>
Menter Aman Tawe	42,000.00	27,749
Cyngor Sir Powys – Menter Maldwyn and Menter Brycheiniog	44,348.00	37,848
Menter Bro Ogwr	22,231.00	15,900
Menter Caerdydd	23,717.00	15,332
Menter Ceredigion	18,081.00	16,081
Menter Caerffili	15,000.00	13,920
Menter Dinbych-Conwy	43,500.00	37,500
Menter Iaith Gwynedd	25,221.00	17,971
Menter Iaith Sir Benfro	20,000.00	12,800
Menter Iaith Sir y Fflint	30,930.00	22,310
Menter Iaith Rhondda Cynon Taf	40,092.00	26,234
Menter Iaith Môn	25,627.00	17,027
Mentrau Iaith Myrddin	79,643.00	60,676
<b>Total</b>	<b>430,390</b>	<b>321,348</b>

### 3.3.2 Contributions from local authorities

Another of the *mentrau iaith*'s obvious partners is the local authority for the area in which they operate. The majority of local authorities where there is a *menter iaith* make some form of contribution to the local *menter*. However, the value of their contribution varies greatly.

Firstly, attention must be drawn to the substantial and significant contribution of Carmarthenshire County Council towards the *mentrau iaith* in its area. It is fair to note that there are more *mentrau iaith* in Carmarthenshire than in any other county due to the development of Mentrau Iaith Myrddin. However, the contribution of Carmarthenshire County Council towards those *mentrau iaith* is almost as much as the contribution of every other local authority put together (£96,500), namely 48% of the total amount.

Powys County Council also contributes significantly (£32,000) to the two *mentrau iaith* within its area - Menter Iaith Maldwyn and Menter Iaith Brycheiniog. Both *mentrau iaith* have a close relationship with the County Council, operating until now as

relatively independent projects within the structure of the council. They also receive support in kind in the form of offices and professional support.

Of the other authorities who contribute, the amount varies from £1,750 in the case of Menter Iaith Bro Ogwr to £27,000 in the case of Menter Iaith Môn. Some, at either end of the scale, contribute towards the core costs of the *mentrau*. Where the contribution is more substantial, the local authorities often contribute towards providing specific services such as a Welsh for adults service in Cardiff or the Community Translation Scheme on Ynys Môn.

As in the case of the Powys *mentrau*, in addition to financial contributions, a number of local authorities contribute to the *mentrau* in kind. Usually, this support comes in the form of providing an office, administrative equipment and part-time administrative support.

**Figure 4: Local authority financial contributions to the *mentrau iaith* 2000/2001**

Local Authority	Financial grant
Carmarthenshire County Council	£96,500
Powys County Council	£32,000
Anglesey County Council	£27,000
Cardiff County Council	£12,500
Rhondda Cynon Taf County Borough Council	£10,000
Conwy County Borough Council	£9,500
Ceredigion County Council	£6,723
Pembrokeshire County Council	£3,000
Flintshire County Council	£2,000
Bridgend County Borough Council	£1,750
<b>Total</b>	<b>£200,973</b>

The financial contribution of the local authorities corresponds to 47% of the grants awarded by the Welsh Language Board. (It should be remembered that a significant contribution by one Council influences this percentage greatly). This is far from being match funding. If the *mentrau iaith* are to succeed, local authorities must recognise their importance and offer greater support than at present, following the praiseworthy examples of Carmarthenshire and Powys County Councils with regard to core costs or Anglesey County Council with regard to service agreements.

### 3.3.3 Other sources

As with all other bodies in the voluntary sector, securing significant and reliable sources of income is essential and not always easy. On the whole, the *mentrau iaith's* alternative sources, apart from the Welsh Language Board and the local authorities are very few, with some succeeding to attract greater funding than others.

The National Lottery's Charities Board has contributed significantly to the work of Mentrau Iaith Myrddin (£48,000) and the Menter Iaith in Rhondda Cynon Taf (£50,000). Indeed, Menter Iaith RCT is the *menter* that has best succeeded in attracting grant funding from sources of this kind, with current funding coming from

the New Opportunities Fund (£50,000) and Children in Need (£10,000) for voluntary work with children and young people.

Three of the *mentrau* – Dinbych-Conwy, Môn and Gwynedd – are given support of between £9,500 and £16,000 from the local Leader agencies. This is a combination of financial contributions and contributions in kind with regard to support and administrative services. It must be noted here that Menter Dinbych-Conwy also has the use of an office belonging to Popeth Cymraeg in Denbigh and an office belonging to Conwy County Council in Llanrwst.

Only Menter Bro Ogwr has succeeded to attract current monies from the European Union, a sum of £10,000 via the European Social Fund under Objective 2. The other, few financial sources to have been tapped by the *mentrau* include small sums of project funding from the Welsh Council for Voluntary Action, sponsorship from banks and funds raised locally.

We believe that the *mentrau* could do more to find alternative sources of funding, be that from charitable trusts or public funds. Indeed, generally, there was evidence that a number of *menter* staff are not aware of the possible and appropriate sources of funding or effective ways of applying for that funding. In fairness, however, many of the *mentrau* staff noted that they needed guidance in such matters. Nevertheless, very few of them turned to local support agencies such as the County Voluntary Councils who have the necessary knowledge and expertise in attracting funding in the form of directories, data bases, search software, knowledgeable staff and specific training courses. Finding funding sources and developing grant application skills should be considered a priority within the staff development plans of the *mentrau*.

The Welsh Language Board's intention to appoint a Funding Officer who will search for funding sources and secure funding for the Board's partners is a welcome development. It is hoped that this officer will be able to provide the *mentrau* with guidance on funding sources and assistance with preparing applications.

Some *mentrau iaith* generate income by providing services such as local translation services (written and oral), providing office services and selling marketing products. The sum of income generated by such means is very small. Although these kinds of activities have some value with regard to developing a relationship with the local community, they do not justify themselves financially as they often draw on the staff's language planning time.

However, we see no reason to oppose developing these kinds of services on a commercial level. A successful commercial wing could be an asset to the *menter* and with regard to the potential to draw significant income to the *menter's* funds.

### **3.3.4 Annual grants from the Welsh Language Board**

As noted above, Welsh Language Board grants are the *mentrau iaith's* main source of regular income. Thus far, the grants have been awarded annually based on an annual application presented at the end of October for the next financial year in April. Usually, the *mentrau* are notified of the level of their grant towards the end of January.

The current situation is a cause of great frustration to the *mentrau iaith*. Each *menter* was of the opinion that the annual funding system prevented their work from developing and created unnecessary uncertainty. The current situation makes mid-

term and long term planning difficult. The annual uncertainty affects the morale of staff and contributes to regular staff turn over. It also has an effect on the effectiveness of operational projects. Some *mentrau* were of the opinion that the repetitive administrative work also took up valuable time.

While we reject the argument against excessive administrative work, given that the *mentrau* need to plan in more detail and be wholly accountable for the expenditure of public funds, we do believe that the current situation of awarding grants on an annual basis does not make for best value and that the situation should be revised.

We believe that a funding scheme should be adopted which offers certainty of income for a period of three years based on a strategic plan and business plan for the same period. Grants should be awarded annually within that framework based on detailed annual operational schemes and evidence of sound financial management.

Applications are made to the Welsh Language Board using the Board's main grant scheme application form. The same form is used for all applications to the fund by every organisation. With regard to the *mentrau*, there is also an additional appendix which asks them to list targets for their annual work. We suggest that these forms should be revised to place a clearer focus on the value of strategic and operational planning. The form should request details of the *menter's* operational process in the form of performance indicators in addition to quantitative targets for outcomes. Application forms should be submitted in conjunction with detailed strategic and operational plans.

In order to facilitate the establishment of such a scheme the Welsh Language Board should offer training opportunities and guidance on planning work and on the new three-year funding scheme.

## Conclusions

The Welsh Language Board currently contributes significantly to the maintenance of the *mentrau iaith*. There is a dire need for that support to be matched by local authorities and there is a need for the *mentrau iaith* themselves to better their success rate in attracting additional income from other sources.

Organisationally, there is a need to revise the way the *mentrau iaith* apply for an annual grant from the Welsh Language Board.

## 3.4 Administrative Resources

### 3.4.1 Offices

Each *menter iaith* has an office. However, the standard and location of these offices vary greatly. On the whole, the offices are contributions in kind from partner organisations and that support is appreciated by each *menter*. Not one of the *mentrau* owns or holds the lease of its own office.

Although there are some fortunate exceptions, on the whole, the vast majority of *menter* offices are inadequate with regard to size, access, location and appearance. They are sometimes located inconveniently in back streets or on higher floors in second-rate office buildings. A number are located in portable cabins or temporary buildings on educational sites. Some have had serious problems with thieves and other intruders on their property.

Isolation can be a cause for concern for some *menter* staff. The majority share offices with other staff in the *menter iaith* or share a site or office with a partner organisation. This brings advantages in relation to working conditions as well as social and professional advantages. However, other officers work on their own, often in isolated and run-down buildings. This situation does not contribute positively to the effectiveness of those *mentrau* and it should be ensured that *menter* staff are located in offices which permit a relationship with other staff of a similar nature.

Some *mentrau iaith* (Rhondda Cynon Taf, Conwy, Môn, Maldwyn, Cwm Gwendraeth) have plans to develop language centres in prominent locations in their area. Such developments are likely to be a great asset to the *menter* itself with regard to working conditions and also to their potential effect within the local community. Schemes such as these should be encouraged, particularly if they answer local needs with regard to raising the *menter's* profile, increasing opportunities to use the Welsh language and encouraging a process of local ownership of the *menter*. However, developing centres such as these should not necessarily be the responsibility of the Welsh Language Board and the *mentrau* should secure funding from new sources to finance such developments.

### 3.4.2 Administrative resources and information and communications technology

On the whole, the *mentrau* have sufficient administrative resources in terms of office equipment to allow them to carry out their work efficiently. Not all *mentrau* have direct management over such resources, particularly those few *mentrau* that depend on administrative support from partnership bodies. Nevertheless, not one single *menter* has failed to carry out its work due to a lack of suitable administrative resources. However, many can justifiably argue that their administrative resources need to be improved.

With regard to computer equipment, the situation varies greatly with some *mentrau* owning appropriate computer equipment or having access to appropriate equipment owned by other bodies. However, some *mentrau* have more up to date equipment than others. Sometimes, when equipment is received as part of the support offered by a partner organisation it is not always as up-to-date as it could be and sometimes computers must be shared between staff.

Generally, PC systems are used running the usual Microsoft software (a Windows platform and the programmes which are a part of *MS Office* are typical). Some *mentrau* also have accounting software (*Sage*, *Cash Flow Manager*, *Excel*) as well as desktop publishing software.

E-mail software is common but not all of the *mentrau* currently have access to it. Similarly some *mentrau* have a website – often through partner organisations. The Welsh Language Board has established a website [www.mentrau-iaith.com](http://www.mentrau-iaith.com) to co-ordinate the *mentrau iaith's* websites but only half of the *mentrau* have currently developed their websites around this structure. The [www.mentrau-iaith.com](http://www.mentrau-iaith.com) website offers valuable opportunities to share information about the *mentrau* and between *mentrau* and the website's potential should be further developed particularly as an intranet for the *mentrau* themselves.

## Conclusions

At present, no *menter* fails to operate due to a lack of office resources. However, there is a necessity to improve the standard of some offices, ensure administrative support and suitable technical equipment and promote an appropriate atmosphere for *menter* staff to share offices with other staff of a similar nature.

## 3.5 Financial Management

Given that the Welsh Language Board spends £430,000 of public money on the *mentrau iaith*, great emphasis was placed on investigating various aspects of financial management. A checklist was prepared with the assistance of an accountant who is familiar with the field. The checklist detailed the following aspects:

- financial planning;
- regular monitoring;
- answerability.

We shall detail the main findings below.

### 3.5.1 Financial Planning

Although the majority of the *mentrau* are aware of their main sources of income and their likely expenditure at the beginning of the year, little evidence was seen of detailed financial planning on their part. This is illustrated by the fact that there is very little understanding of organising and managing budgets under meaningful expenditure headings. Symptomatic of this is that there is very little understanding of differentiating between free and tied reserves at the end of the financial year, as would be expected of organisations with charitable intentions.

### 3.5.2 Regular monitoring

Only 5 *mentrau* keep management accounts to keep a regular eye on expenditure and income (monthly or quarterly). The remainder 'manage' the budget on an annual basis only. With the exception of Mentrau Iaith Myrddin, none of the *mentrau*

produces a predicted cash flow for expenditure and income. There is no evidence either to show that any other method is used to monitor income and expenditure.

With one serious exception, each *menter* has appropriate procedures for authorising expenditure and signing cheques.

Generally, with some exceptions, financial management within the *mentrau* is very weak. There are examples of good practice particularly where there is specialist software in use and regular guidance is received from an external accountant.

### 3.5.3 Answerability

Each *menter* has a treasurer or financial officer of varying experience and background. The majority also have a relationship with an independent accountant although that relationship is not always as sound, consistent or supportive as it could be. Some *mentrau* who have a close relationship with partner organisations rely on the financial management service of the parent organisation. In these cases, financial accountability is sound, although there is room, in some cases, to refine aspects of budget management which are relevant to the *mentrau* themselves.

Only one *menter* has a finance sub-committee with another *menter* expressing an intention to establish such a committee. Management committees are directly responsible for the *menter's* finance along with every other aspect of the *mentrau's* work. However, only 4 of the *mentrau* regularly place financial issues on the agendas of their management committee meetings. This reflects the fact that there are no systems in place for managing and sourcing funding by the majority of *mentrau*. This means that the burden of finding, planning and managing finance, usually falls entirely on the employed staff.

Apart from Mentrau Iaith Myrddin, only one *menter* has an accountant in attendance at each meeting. Another *menter* ensures the presence of an accountant once a year. Others use accountants as an occasional resource, reflecting a deficient relationship between the *mentrau* and their professional financial advisors.

## Conclusions

On the whole, with some exemplary exceptions, the financial management within the *mentrau iaith* is currently weak.

Moreover, it must be noted that unfavourable procedures were seen in many cases and in one case a completely unacceptable procedure was observed, with a very substantial sum of money under the management and signature of one independent individual within a very loose and unorganised financial management system.

There is a need for the *mentrau* to receive guidance and training on aspects of financial management.

### 3.6 Practical Quality Assurance

The Charities Evaluation Services had developed PQASSO, a practical quality assurance system for small charities and voluntary organisations. The aim of the scheme is to assist small organisations to establish, monitor and improve their internal management processes. The scheme offers a means for organisations to satisfy their users, funders and, where the case arises, their regulators. PQASSO is a scheme which enables organisations:

- to show their users that they understand their needs and that they are determined to improve their services to satisfy those needs;
- to show their funders that they are able to deal with the resources they receive in a competent and sound way; and
- show their regulators that they comply fully with the law and that they have an understanding of best practice in management.

The scheme is flexible and has been tailored for the needs of a whole range of small organisations. According to the Welsh Council for Voluntary Services, more and more funders will expect to see voluntary organisations adopting quality assurance schemes such as PQASSO as a prerequisite for funding. It is appropriate therefore that the *mentrau iaith* are aware of this and plan accordingly.

The Welsh Council for Voluntary Action provides training courses and consultative guidance on developing and implementing PQASSO within small organisations and some financial assistance is available for organisations wishing to run the scheme.

### 3.7 Mentrau Iaith Cymru

Mentrau Iaith Cymru was established in 1998 as an inter-connecting body for the *mentrau iaith*. It meets regularly some five times a year as an informal and unincorporated forum to discuss issues common to the *mentrau*. We believe that the establishment of Mentrau Iaith Cymru is a development to be welcomed as it provides a valuable opportunity for the *mentrau iaith* to share experiences, share good practice and offers a forum for discussion on issues of common importance.

However, we do not believe that the current intention to incorporate Mentrau Iaith Cymru as a limited company is appropriate, necessary or indeed practical. Uncertainty was expressed regarding this development by a number of the *mentrau iaith* questioned and there is no unanimous opinion amongst them on this issue. Although some of the *mentrau's* staff are enthusiastic to see this type of development in the status and objectives of Mentrau Iaith Cymru, the majority of staff expressed concern regarding the proposed change of constitutional status. In their opinion, this would create another layer of unnecessary bureaucracy amongst the *mentrau* and that some *mentrau* would be likely to benefit more than others from the new arrangement. The opinion of the majority of *mentrau*, therefore, was that Mentrau Iaith Cymru ought to remain an unincorporated organisation which would

- be a discussion forum for the field,
- provide occasional training,
- prepare opportunities for networking, and

- disseminate good practice.

Moreover, as indicated above, it should be noted that the nature and status of the *mentrau iaith* themselves vary and that the constitutional status of many of the *mentrau* does not allow them to be in ownership of a corporate company. It must also be remembered that many of the *mentrau* have been established very recently and that it would be unwise to expect them to commit themselves to constitutional responsibilities outside their current obligations.

Is it argued that Mentrau Iaith Cymru could be a means of bringing extra funding to the *mentrau*. We have two doubts. Firstly, to work effectively on this scale it will be necessary for Mentrau Iaith Cymru to have significant resources, resources that will restrict the other *mentrau's* opportunity to take advantage of the same financial sources. Secondly, that function could cause unnecessary tensions in deciding which *mentrau* would benefit from Mentrau Iaith Cymru funding.

We acknowledge that the intention of incorporating and extending the role and function of Mentrau Iaith Cymru is to some extent an attempt to fill a vacuum which is not being filled on the part of the Welsh Language Board in relation to providing training and guidance for individual *mentrau*, identifying and ensuring additional funding, co-ordinating community language planning, and networking on a national level. In Chapter 6 of this report we offer an alternative structure to meet these needs.

## Conclusions

We suggest that Mentrau Iaith Cymru should continue to act effectively to fulfil important and key functions as an informal forum in the form of an unincorporated organisation similar to other professional organisations.

## 3.8 Recommendations

**We recommend that the *mentrau iaith* need to:**

- **receive guidance on the appropriateness of different kinds of constitutional status to their activities and aims;**
- **offer appropriate training to their voluntary trustees and advisors;**
- **offer training in devising work plans and time and work management to staff;**
- **offer training as regards staff management to professional and volunteer managers, including staff appraisal and staff development practices;**
- **agree to a common pay scale and common terms of employment for similar posts;**

- **develop professional development plans and promote a culture of in-service training for staff and volunteers;**
- **ensure appropriate information and communications technology and easy access to the e-mail and internet;**
- **urgently receive guidance and training on standard financial management procedures;**
- **receive guidance and training on securing funding from new sources, making more use of the expertise of local partners;**
- **foster a close and working relationship with an independent accountant;**
- **consider adopting the PQASSO scheme or a similar practical quality assurance scheme;**
- **ensure appropriate and suitable offices which would be an asset to the staff's working conditions and to the strategic aims of the *menter* within the area.**

**We recommend that the Welsh Language Board should:**

- **establish a funding process based on a framework of three year strategic plans, revising the current application forms and placing emphasis on receiving three year strategic and business plans and detailed annual operational plans;**
- **urge local authorities to contribute match funding for the *mentrau iaith*;**
- **develop [www.mentrau-iaith.com](http://www.mentrau-iaith.com) particularly as an intranet for the *mentrau* themselves;**
- **ensure that the *mentrau iaith* strengthen their financial management systems as a prerequisite for receiving a grant.**

## 4.0 The Mentrau's Activities

In this section we examine the *mentrau's* areas of work. The range of activities in which *mentrau* are involved are based on those priorities identified in the Welsh Language Board's language planning documents, *Strategy for the Welsh Language (1996)* and *The Welsh Language: Mission and Vision for 2000-2005*. The main areas identified by the Board are:

- the voluntary sector
- the private sector
- tourism
- the public sector
- provision for children
- youth
- community projects
- language transmission
- Welsh for adults
- translation services

Although it is not intended, nor expected, for every *menter* to be active in each of the above fields, a report on the Gregynog workshop held in May 1998, involving the *mentrau* and the Welsh Language Board, outlines the role of the *mentrau* when operating within these areas on a local level.

As part of the review we have considered:

- to what extent every *menter* undertakes the range of activities described in the Gregynog report;
- to what extent the role of the *mentrau* in each area conforms to the vision of the *menter's* appropriate role agreed upon in the Gregynog report;
- the appropriateness of these activities to local language planning.

### 4.1 The Menter Iaith as a 'One-stop Shop'

The concept of a *menter iaith* as 'one-stop shop' or a 'centre for everything Welsh' is often used in describing the role of the *mentrau* within their local communities. Looking at the report on the Gregynog workshop and the conclusions reached by the *mentrau* and the Welsh language Board on what is meant by a 'one-stop shop', it can be seen that they agree that the *mentrau* should operate as Welsh language information and resource centres in order to 'assist in publicising the language and promote its use within the community'.

We believe that it is completely valid that the *mentrau* should operate as resource and information centres. We see this as being a part of their function as local facilitators or 'language *animateurs*' to use the term adopted by Colin Williams and Jeremy Evas in *The Community Research Project*. Encouraging the use of the *menter's* resources fosters a sense of participation in, and ownership of, the *menter* on the part of the community, and it is an effective and practical way of ensuring that it becomes part of the support network in local communities.

#### 4.1.1 Findings

All the *mentrau* appear to be operating as information and resource centres to some extent and the majority also sell Welsh spell-checking, grammar and font software and exhibit leaflets and brochures produced by the Welsh Language Board and others. Developing the role of the *menter* as an information and resource centre is a process that takes time. The older *mentrau* that have placed an emphasis on developing a close relationship with their community demonstrate that it is possible to develop local use of the *mentrau's* resources and information.

However, the location, size and computer resources of some *mentrau* premises prevent them from operating as a centre where members of the public can drop in without disrupting the work of staff. Where this is the case, improved offices and resources need to be ensured for the *mentrau*.

All the *mentrau* acknowledge the importance of responding to the requests and requirements of the community in order to foster and maintain links and local ownership of the *menter*. At present, response to this demand tends to be on an ad hoc basis. This work needs to be recognised as an aspect of the *mentrau's* work that needs to be planned for, by formulating staff duties and specific programmes of work accordingly. In the case of some *mentrau*, this would involve employing extra staff to undertake this element of the work.

While it is wholly appropriate for the *mentrau's* resources and equipment to be available for use by others, the *mentrau* staff should not use their limited time to plan and produce materials for others. It is necessary to guard against spending too much of a *menter iaith's* time on serving others directly, rather than facilitating opportunities for the community itself to develop the relevant skills. It is also necessary to guard against individuals taking unfair advantage of the services on offer.

There was a tendency, particularly amongst the newer *mentrau*, to give priority to responding to public requests and enquiries in order to foster a good relationship with a particular individual or organisation. In many cases, it was seen that *mentrau* staff were being drawn in too many directions in attempting to fulfill these demands. The trick is to ensure an appropriate balance between welcoming and encouraging the public to turn to the *mentrau* for help and guidance whilst not providing excessively for them. It is necessary to have a long-term strategy for dealing with the public in order to ensure that any assistance offered forms a part of a developing relationship and promotes opportunities to empower the community.

#### 4.1.2 Examples of good practice<sup>2</sup>

- The community was seen to have made extensive use of the resources of **Menter Cwm Gwendraeth**, with people coming to the office to use the photocopier, to receive assistance in the design of posters and tickets, and to use the *menter* as an information centre.

---

<sup>2</sup> Only a few examples of good practice are noted in the report. No attempt was made to include every example from every *menter*, and therefore nothing should be read into the lack of equal reference to the work of each *menter*. There is a tendency to refer to those *mentrau* which were visited rather than those who were only contacted by telephone, due to our more detailed experience and understanding of the activities of the former.

- A number of *mentrau* are developing directories and data-bases. **Menter Caerdydd** is compiling a data-base of Welsh-speaking artists and performers which it will distribute in conjunction with Cardiff County Council. **Menter Iaith Môn** has prepared *Cyfeirlyfr Dwyieithrwydd Ynys Môn* - a directory which includes practical information about operating bilingually, along with a list of useful contacts. **Menter Rhondda Cynon Taf** used to publish a prospectus of Welsh-language activities in Taf Elái. It is a pity that it was forced to abandon the scheme due to funding cuts.
- A number of *mentrau* are planning to establish new multi-purpose centres combining the *menter's* offices with a café, bookshop and an information technology resource centre.
- There is a potential for providing information on the *mentrau* websites, with connections to the Welsh Language Board's website and to those of other relevant organisations. We understand that these developments are already in hand.

#### 4.1.3 Conclusions

In the Gregynog workshop it was agreed that the *mentrau iaith* should avoid regarding themselves as 'one-stop shops' for Welsh language services. "The *mentrau iaith* should not be thought of as *providers* of translation services, Welsh for Adults, Welsh-medium childcare, or the range of activities referred to [in the Board's documentation]" (The Gregynog Workshop Report, p. 7).

As was noted in *the Community Research Project*, "in its essence the role of the *menter iaith* is to persuade others to act; taking responsibility for everything is not the function of the Menter" (2000, para. 4.2 9).

We are in complete agreement with these conclusions, and it must be emphasised that it is only in the context of being an information centre and a point of contact between the public and other organisations and establishments that the *mentrau* can be 'a one-stop shop' or a 'centre for everything Welsh'.

#### 4.1.4 Recommendations

**We recommend that:**

- **the responsibility for responding to enquiries by the public should be reflected in staff management systems and programmes of work;**
- **in the case of some *mentrau*, additional staff may need to be employed to undertake the duties of operating an information and resource centre;**
- **a central location, convenient for public access should be ensured;**

- **suitable resources and space should be available in the *menter's* office to enable the public to make use of its resources without disturbing the work of staff and volunteers;**
- **the *mentrau* should operate as Language Resource Centres with one *menter* office within the county forming part of the County Language Resource Centre as described in Section 5.2, of the *Community Research Project*.**

## 4.2 The Voluntary Sector

The Gregynog report draws attention to the importance of the voluntary sector with regard to increasing people's use of Welsh during recent years. We believe that influencing voluntary and community action is wholly valid to the role of the *mentrau* as local language planners since this sector touches upon several aspects of the social life of a vast number of individuals within local communities. It is therefore completely proper that encouraging and promoting the use of Welsh within voluntary and community services should be regarded as one of *mentrau iaith's* appropriate areas of work.

The Welsh Language Board and the Wales Council for Voluntary Action (WCVA) have collaborated to some extent in promoting the use of Welsh in this sector. One of the fruits of this collaboration was the production of the booklet *O'n Gwirfodd*. This handbook contains a framework for increasing the use of Welsh within voluntary organisations, and a format for developing Welsh language schemes. In 1997 training package entitled *Dwy Iaith ar Waith (Manage Bi-language)* was published jointly by both organisations. This training package is an introduction to the language issues relevant to voluntary organisations, and provides practical guidance on developing bilingualism within such organisations. The WCVA has also published its own pamphlet *Recruiting Welsh-speaking Volunteers* which encourages voluntary organisations to attract and recruit bilingual volunteers.

It was agreed at the Gregynog workshop that "the *mentrau* should develop strategies to promote the use of Welsh in voluntary sector organisations active within their area", whether they are local branches of national organisations or organisations operating on a local level only.

### 4.2.1 Findings

Every *menter* is involved in voluntary and community action to some extent. The type of involvement varies, with some *mentrau* giving more priority to working in this field than others. (See Appendix 3.1 for a list of the types of activities carried out by the *mentrau*.)

During the course of this review, the *mentrau* themselves reported favorably on their dealings with voluntary organisations. According to their experience of working within the sector, the voluntary organisations were, almost without exception, pleased to have the opportunity and support to develop ways of operating bilingually. Obviously there is considerable potential for the *mentrau* to develop their role as local language

planners by co-operating with voluntary organisations on a strategic level to promote bilingualism in the field.

Overall, however, the present provision being offered was found to be fragmented and *ad hoc* and totally inadequate in respect of effective planning in the field. There was a lack of any specific, intentional planning for promoting Welsh-medium voluntary and community action. A major weakness was that the number of *mentrau* who had actually developed effective working links with their local County Voluntary Council was small – an essential first step for working effectively in the sector.

Although a number of *mentrau* work closely with the local voluntary councils, it was mainly occasional co-operation for a specific purpose. The tendency was for the *mentrau* to provide a translation service, distribute resources and give presentations at seminars. Although these activities contribute somewhat to promoting and encouraging the use of Welsh by the organisations, they are not sufficiently far-reaching in respect of changing social practices and therefore language use patterns in the voluntary sector. In order to work effectively and sustainably in this area, a broader, long-term scheme formulated in partnership with the local voluntary council is required. However, the *mentrau* and local voluntary councils cannot be expected to accomplish thorough planning without additional co-ordinated support and guidance on a national level from the Wales Council for Voluntary Action and the Welsh Language Board.

A number of *mentrau* were providing a free translation service to local voluntary organisations. We believe that this is a symptom of a lack of broader language planning. We believe that this practice is inappropriate unless it is directly linked to a scheme of introducing a Welsh ethos to the whole organisation. A free translation service devalues bilingualism: it undermines the potential market available to local translators; it duplicates the translation services provided by some county councils, and it is, in the long term, unsustainable. We acknowledge that some *mentrau* have developed a good relationship with voluntary organisations by offering this type of service. However, in terms of effective language planning, the provision of free translation services should serve only as an initial step in developing a sustainable long-term relationship which aims to develop the ability of voluntary organisations to operate bilingually.

#### 4.2.2 Examples of good practice

In spite of our general criticisms, there are numerous examples of good practice in the field that should be noted unreservedly.

- **Menter Iaith Sir y Fflint** is active in recruiting local Welsh organisations to join the County Voluntary Council (CVC). Although the *menter* had not planned how to ensure that local voluntary organisations should operate bilingually in conjunction with the CVC, this is an example of strategic action on the part of the *menter* that aims to ensure that the Welsh language becomes an integral part of the mainstream of local voluntary activity.
- **Menter Caerdydd** provides another example of strategic planning. In this case, the *menter* has been involved in discussions with the head of the Welsh Language Board's Department of Public and Voluntary Sectors, and has, as a result, decided to target and concentrate on a number of key local organisations in partnership with the Welsh Language Board and the County Voluntary Council.

- The most effective working relationship between a *menter* and a County Voluntary Council is to be seen in the work of **Menter Iaith Rhondda Cynon Taf**. Here the *menter* and *Interlink* have made a joint application to the National Lottery's Charities Board in Wales to fund the appointment of a full-time Development Officer working with Welsh speaking volunteers for a period of three years. The officer works from the offices of *Interlink* and the director of the County Voluntary Council oversees the work of the officer from day to day. The officer's programme of work is agreed between the *menter* and *Interlink* and a report on the officer's work is presented monthly to meetings of the *menter iaith*.

The main duties of the volunteer development officer in Menter Iaith Rhondda Cynon Taf, as listed in the job description quoted below, indicates the potential for encouraging and fostering the use of Welsh in the voluntary sector through effective collaboration between a *menter iaith* and a County Voluntary Council.

**Figure 5: The main duties of the volunteer development officer for Interlink and Menter Iaith Rhondda Cynon Taf**

<b>JOB DESCRIPTION – VOLUNTEER DEVELOPMENT WORKER</b>
<p>Working with Interlink's present Volunteer Development Co-ordinator in order to –</p> <ul style="list-style-type: none"><li>• Discover and record the existing opportunities to volunteer through the medium of Welsh within the county borough;</li><li>• Raise the profile of opportunities to volunteer, particularly through the medium of Welsh;</li><li>• Find Welsh-speakers for the whole range of organisations that require volunteers;</li><li>• Bring volunteers, particularly Welsh-speakers, into contact with organisations requiring volunteers;</li><li>• Develop a Forum of Welsh Voluntary Organisations in Rhondda Cynon Taf and act as secretariat for that forum;</li><li>• Work with a number of voluntary organisations within Rhondda Cynon Taf in order to extend their use of Welsh by developing appropriate Language Schemes;</li><li>• Promote good practice in voluntary activity, including providing training and support for organisations that use volunteers, especially those who speak Welsh;</li><li>• Provide advice and information on specific policy issues regarding volunteering;</li><li>• Support the Voluntary Sector element of the Government's New Deal scheme;</li><li>• Support the Government's Millennium Volunteer Initiative.</li></ul>

#### **4.2.3 Conclusions**

Whereas each *menter* is involved with local voluntary groups in one way or another, the influence of the *mentrau* on the opportunities and patterns of language use within the voluntary sector can be made more effective as a result of closer and more

purposeful co-operation with their local county voluntary councils. There is also a need to provide specific specialist schemes to fulfill the requirements of this field.

#### 4.2.4 Other relevant issues

##### a) Cynllun Estyn Llaw

A pioneering pilot-scheme in this field, *Cynllun Estyn Llaw*, is at present being operated in Ceredigion and the Teifi Valley by *Cwmni Iaith* with funding from the Welsh Language Board and others.

The aims of *Cynllun Estyn Llaw* are twofold. Put simply, on the one hand it offers local voluntary organisations direct assistance in increasing the use of Welsh in their activities by offering appropriate training and consultation, and, on the other hand, it co-operates with the local volunteer bureaux in order to try to attract more Welsh-speaking volunteers to work with those organisations.

If working partnerships were established between County Voluntary Councils and local *mentrau iaith* it is possible that the methodology of *Estyn Llaw* and the good practice of Menter Iaith Rhondda Cynon Taf could later be extended to other parts of Wales, with the County Voluntary Councils providing the networks and the local influence, the *mentrau iaith* identifying the needs for developing bilingualism and arranging for those to be fulfilled, and *Estyn Llaw* offering consultative expertise and appropriate training.

Indeed, such a model which combines access, planning, expertise and action could well be developed in the *mentrau iaith*'s other fields of activity, on a national or regional level. We shall deal with such a model in further detail in a subsequent section of this report.

##### b) National issues

The Wales Council for Voluntary Action had a Welsh Development Officer for a period of three years who prepared the way for developing Welsh in the sector in general. By its nature, the post mainly involved networking and assisting on a national level. There was considerable change in that post's personnel during the period but there is strong evidence to suggest that the post was successful in its aims and that voluntary organisations had appreciated the support they received. It is not for us to offer a particular view about that post but we believe it is essential that the WCVA be involved in any language planning that occurs on a national or regional level in relation to the voluntary sector. In Chapter 6 of the report, we offer a structure to ensure the collaboration and contribution of national organisations such as the WCVA in the language planning process in Wales.

#### 4.2.5 Recommendations

**We recommend that:**

- **the *mentrau iaith* should adopt collaborative, long-term language planning schemes with the local voluntary sector;**

- **the *mentrau iaith* should ensure close and effective links with their local County Voluntary Councils in developing those development plans;**
- **on a national level, an appropriate forum should be established where the *mentrau iaith* and the Welsh Language Board are able to take advantage of the WCVA's expertise in the voluntary sector;**
- **consideration should be given to working in partnership in the voluntary sector based on a multi-faceted model, which combines access, planning, expertise and action e.g. similar to Estyn Llaw.**

### 4.3 The Private Sector

Encouraging and promoting the use of the Welsh language within the business world is another area identified by the Welsh Language Board in its Strategy and on the *mentrau's* grant application target forms.

Intervening in the language practices of the business world is one dimension of institutionalising Welsh within the economy and labour market. Research by Glyn Williams and Delyth Morris, for example, into practices of language use in the community indicates that the status given to the Welsh language and the opportunity to use it within the private sector can restrict people's use of the language within their own community. Appendix 4 shows that a substantial percentage of Welsh-speakers throughout the whole of Wales say it is not possible for them to speak Welsh in the context of motor repairs (39%), discussions with a bank manager (39%), buying petrol (47%), buying newspapers (47%), shopping (49%), hairdressing (50%), hiring a taxi (60%), restaurants (60%), having washing-machines repaired (65%), buying hi-fi equipment (68%), and booking holidays (71%). (Williams & Morris 2000:103).

This research emphasises that it is the failure of the service-providers to speak Welsh that determines the language of communication within such social contexts. When the agency or company offers a service in Welsh, very few Welsh-speakers opt to use English (Williams and Morris, 2000:94). This underlines the need for planning that ensures that companies make it easy for customers to deal with them through the medium of Welsh. One comparatively simple step would be the provision of bilingual signs and leaflets that enhance the company's bilingual image and increase customer's confidence in using Welsh when discussing their business. There is also a need for companies to consider employing Welsh-speakers to deal face-to-face with customers, and to train their existing staff to use Welsh confidently within the working environment.

In terms of local language planning in relation to the private sector, there are two aspects upon which to focus – i) affecting the workplace language use of those earning a living in the business world, and ii) affecting the patterns of language use by customers as they purchase goods and services. At present, the number of private sector companies who are aware of the potential of the Welsh language to promote their businesses (Williams and Morris, 2000:151) is limited, and this shows the need to work at different levels, locally and nationally to raise their awareness.

The private sector is a broad and varied field. Whilst we believe it is a valid field for the *mentrau iaith* to become involved in, we must define what we believe to be their role. As the *mentrau iaith* are involved with promoting Welsh in the community, we believe that their main area of concern should be encouraging and promoting the use of Welsh amongst small and medium sized businesses. We believe that it is the responsibility of the Welsh Language Board and its national agencies in the field to continue with national campaigns to target other groups within the sector, such as chain stores and energy utilities. The *mentrau* could put pressure on local branches of chain stores as part of a specific local campaign but, since language use in chain stores is a matter of central policy, the main pressure for such companies to change their existing practices should come from the Welsh Language Board. However, if the local managers of large companies turn to the *mentrau* for guidance on practical issues, for example finding translators, then, of course, the *mentrau* should provide that guidance.

### 4.3.1 Findings

The various activities carried out by the *mentrau* in order to encourage and promote the use of Welsh in the business sector are listed in Appendix 3.2.

Appropriately enough, some *mentrau* place more emphasis on operating in the business world than others. Some *mentrau iaith* are projects within local Leader agencies and work closely with the parent body within the private sector. Other *mentrau* have not, hitherto, given any significant attention to the sector. Due to the way the *mentrau iaith*'s grants are administered by the Welsh Language Board, some *mentrau iaith* reported feeling a responsibility to be active in the business world although they had other priorities locally.

The list in Appendix 3.2 shows that the *mentrau* that are active in the private sector adopt a variety of means in order to encourage and promote the use of Welsh by local businesses.

Generally, we agree with the emphasis made in the Gregynog report, namely that the *mentrau* should attempt to establish partnerships with relevant bodies, such as local Chambers of Commerce, local Enterprise Agencies, Local Authorities and Cwlwm Busnes (Business Partnership), in order to:

- facilitate links with individual companies;
- collaborate with partners to encourage local businesses to use Welsh;
- urge partners who award grants to individual companies to encourage the use of Welsh by companies in receipt of those grants;
- assist in the task of identifying new developments within the private sector (e.g. new businesses, businesses that are expanding or relocating, and situations which provide the opportunity to consider the need for bilingual staff, signs, company literature, etc) (The Gregynog Report).

Some *mentrau* attempt to operate strategically within the sector by developing links with key bodies such as:

- The County Council's Planning and Economic Development Department,
- Area Business Forum,
- Business and Commerce Committee, or
- Chamber of Commerce.

Links such as these are very much in the initial stages and the fruits of such partnerships are not apparent as yet. However, there is great potential for effective collaboration, and, therefore, developing a close partnership with these organisation is central to any action the *mentrau* are considering with the local business world.

Many *mentrau* reported finding it extremely difficult to persuade individual businesses to consider providing a bilingual service. As expected, the response they had from business owners varied considerably from those who responded positively to others who were quite hostile to the idea. Consequently, some *mentrau*, rightly or wrongly, stressed the need for a new language act that would render private businesses legally obliged to offer a bilingual service to all their customers.

As a consequence of some *mentrau's* efforts, a number of businesses of all kinds have developed ways of working bilingually. There is a clear need for research, which shows the advantages of working bilingually in the business world in order to convince other businesses of the advantages. The Welsh Language Board should either commission this type of research themselves or emphasise the need for such research amongst other commissioners and academic research funding bodies.

Several *mentrau* staff noted the need for training with regard to making presentations to businesses and ways of convincing business people of the advantages of providing a bilingual service. On the whole, *mentrau* staff have very limited experience of the business world, with the majority of them having a background in education. Furthermore, the majority of *mentrau* staff are young people in their early twenties and this is obviously a disadvantage for them when trying to influence the perceptions and prejudices of older business people effectively.

A number of the *mentrau* concentrate on promoting the Welsh Language Board's materials and resources such as *Cynllun Iaith Gwaith*, *Siec Mêt* and the Small Grants Scheme. Others place their emphasis on increasing the use of bilingual signs and leaflets by local businesses. In fact, some *mentrau* offer grants to encourage this, and others, in some cases, have combined the promotion of visible bilingualism with administering the Welsh Tourist Board's *Naws am Le* grant. The promotion of visible bilingualism is a valid aspect of the *mentrau's* efforts to work with the private sector and an obvious way for them to operate, particularly when one considers the lack of resources and business expertise of some *mentrau*.

#### 4.3.2 Examples of good practice

- **Menter Bro Myrddin** has developed a scheme aimed at learners and local businesses, where some businesses have agreed to use Welsh with learners and learners are told about the shops where they will be encouraged to practice their Welsh. This is an example of a scheme whose aim is to develop learners' confidence in speaking Welsh within their communities and to promote the use of the spoken language in the business sector.
- In conjunction with local Leader Schemes, **Menter Iaith Môn** and **Menter Iaith Gwynedd** work closely with local businesses to ensure the use of Welsh on signs and in leaflets. The bilingual resources produced as a result of this collaboration have been of a high quality, and have contributed to introducing a Welsh ethos to local businesses. *Cyfeirlyfr Dwyieithog Môn (The Môn Bilingual Directory)* also offers guidance on how businesses should set about increasing their use of

Welsh. If similar schemes are not already in operation in other parts of Wales, this is the kind of activity that other *mentrau* could lobby their local enterprise agencies to adopt.

- In partnership with *Popeth Cymraeg* (providers of Welsh courses for adults in North-East Wales), **Menter Dinbych-Conwy** is organising Welsh-language tuition in the workplace for local businesses. A close relationship exists between the *menter* and *Popeth Cymraeg*, as they share a director and a building (in the case of their Denbigh office). *Menter Dinbych-Conwy's* efforts to encourage the take up of courses for Welsh in the workplace illustrate the advantages of close collaboration between the *mentrau* and their local Welsh for Adults Consortia.

### 4.3.3 Conclusions

Whilst efforts to introduce the visual use of Welsh by private businesses are successful in encouraging and promoting the status of the language within the sector, we must ask to what extent bilingual signs change people's language practices. For effective language planning in this field, the *mentrau iaith* must look further than the language of signs and leaflets and address the social activities of the sector. The materials produced by the Welsh Language Board to promote Welsh in the world of business provide the tools to accomplish this but it is necessary to combine the use of those tools with other elements in a new and pioneering way as a part of a specific and co-ordinated campaign.

In the current context, as a part of the Welsh Language Board's expectations in relation to the activities of the *mentrau iaith*, we believe that working in the private sector does not deserve the priority it is assigned at present. The current emphasis is upon efforts to raise the visual status of Welsh in business. However, although the visual status of Welsh needs to be raised within the sector at every opportunity, there is a greater need to develop a national strategic campaign to change language practices when shopping, with the *mentrau* taking the lead in implementing such a strategy on a local basis within their own communities.

In order to operate effectively in the private sector, strategic planning on a national and local level is necessary, drawing upon expertise in the field that can provide the *mentrau* with appropriate resources, training and methodology to succeed. Until the summer of 2000 the material produced by the Language Board for the private sector was mainly aimed at large or corporate businesses. The publication of *Y Fantais Gymraeg* aimed at small and medium businesses, was warmly welcomed by the *mentrau* and others. In addition, a website course on promoting the use of Welsh in business is being developed by *Cwmni Iaith*, a number of local *mentrau iaith*, and the University of Wales Lampeter. Again this is aimed at the same sector, and will be valuable in this respect. The expertise and experience of *Menter a Busnes* in this field is also a resource that should be used in developing specific schemes for the private sector.

As noted previously, the *mentrau's* staff cannot be experts in every aspect of their work, neither can they be everything to everyone. *Mentrau* staff should be supported by being offered a complete campaign package prepared by experts in the field of business and language planning with appropriate methodology, resources and training to enable them to work with local businesses confidently and knowledgeably.

#### 4.3.4 Recommendations

We recommend that:

- a national strategic working party should be established, including language and business experts and key agencies in the field, which would develop specific projects and campaigns to promote the use of Welsh in the sector;
- a national working party should ensure appropriate support for the *mentrau iaith* in terms of resources and training in order to implement the campaign locally;
- the *mentrau iaith* should ensure a close and effective relationship with key partners on a county and regional level in order to plan and operate strategically in the business world in their own areas;
- the Welsh Language Board should either commission research on the advantages of bilingualism for private businesses or stress the need for such research amongst commissioners and other funding bodies.

#### 4.4 Tourism

Although the Welsh Language Board includes encouraging and promoting the use of Welsh within the tourist industry in its strategy and within the *mentrau iaith*'s areas of activity, we believe that the *mentrau* should not become involved in this sector.

Promoting the use of Welsh within the tourist industry is largely irrelevant to promoting the use of the language in the community. The Welsh Language Board's argument in support of the *mentrau* involvement in the tourist sector is that:

*"...tourism contributes substantially to employment and the economic health of the community in many parts of Wales. Research conducted by the Welsh Tourist Board shows that visitors value the use of Welsh within the tourism industry."*

(The Gregynog Report, 1998:9-10)

We do not disagree with this assertion. Our argument is that this is not wholly relevant nor central to the community language planning role of the *mentrau*. Although a percentage of the local population will be working within the tourist industry, the occasions when the local community socialise within tourist industry networks and attend tourist events are rare. This is confirmed by the early findings of research conducted by Dylan Phillips of the University of Wales Centre for Advanced Welsh and Celtic Studies (personal communication). Prioritisation is essential given the lack of resources, and there are other much more important priorities which the *mentrau iaith* should be concentrating upon.

Furthermore, other agencies already exist to undertake development work in the tourist industry, such as the Wales Tourist Board, Croesawiaith and the tourism

departments of the County Councils. The Welsh Language Board should collaborate directly with the tourist agencies to ensure that the Welsh language is promoted and championed within the industry itself.

#### 4.4.1 Findings

Around half of the *mentrau* are involved in the tourist industry in some way or another (see Appendix 3.3).

Menter Iaith Môn and Menter Iaith Gwynedd are most active in this regard, and this is appropriate to their specific status as projects within the Menter Môn and Cymad Leader groups.

A number of the *mentrau* include local tourist businesses such as hotels, restaurants and pubs within their parameters for engaging with the private sector, and therefore include the tourist industry in their activities to promote the use of Welsh in the business world generally.

There is a tendency for the *mentrau* to consider tourist businesses as an 'easy target' because they are more willing than many other businesses to see the advantage of promoting Welsh as a business attraction. The inclusion of tourist businesses as part of their business sector activities is an easy way for the *mentrau* to achieve the targets they must agree with the Welsh Language Board.

#### 4.4.2 Conclusion

Given their limited resources, the *mentrau* have far more important priorities than tourism in which to involve themselves.

#### 4.4.3 Recommendations

We recommend:

- that the Welsh Language Board should develop schemes to encourage and promote the use of Welsh in the tourist industry jointly with the Wales Tourist Board, Local Authority Departments of Tourism and other relevant agencies, rather than the *mentrau iaith*;
- that championing and promoting Welsh in the tourist industry should be removed from the to the *mentrau iaith*'s grant application documentation;
- that the *mentrau iaith* should not be involved in the tourist industry unless they are operating within Leader groups such as Menter Môn and Cymad.

## 4.5 The Public Sector

Because the Welsh Language Act of 1993 places a clear obligation on public and Crown bodies to provide bilingual services by preparing and implementing Welsh Language Schemes, then promoting the use of Welsh by public bodies is obviously a wholly appropriate area of responsibility for the *mentrau iaith*. This is at its most apparent in the context of local authority services, since local authorities have a fundamental and far-reaching influence on the patterns of social interaction within local communities.

In the Gregynog report, the activities appropriate for the *mentrau* in this field are listed as follows. The *mentrau iaith* should:

- know which public bodies (both local and national) operate within their areas;
- know which of these are developing, or have developed, Welsh Language Schemes;
- keep copies of relevant Welsh Language Schemes;
- urge public bodies to deliver their services in compliance with their Welsh Language Schemes\*;
- remind public bodies of any opportunities to increase their use of Welsh\*;
- urge grant-giving bodies to promote the use of Welsh within those groups in receipt of grants\*;
- urge the public to make use of those services which are available through the medium of Welsh.

Very rarely do we find the *mentrau* undertaking the three activities marked \* in the above list. This is to be expected, since fulfilling these functions is, essentially, the duty of the Welsh Language Board itself. Generally, the *mentrau* should not involve themselves directly in influencing public body services, unless it is in response to the complaints or specific needs of local users. At present, we believe that the *mentrau* should initially concentrate on influencing the services provided by their unitary authorities.

If the *mentrau iaith* are to be involved effectively in purposeful language planning within their communities, it is necessary for them to secure for themselves political status and credibility on a county level so that they can exercise an effective influence on the policies of the unitary authority. The attitude of unitary authorities towards the *mentrau iaith* varies considerably from one part of Wales to another. In some authorities, influential individuals within the authority have recognised the potential of the *mentrau* as key players in language planning and community development and, consequently, effective partnerships have already been established. Where no such support for the *mentrau* currently exists, they must have the power and support of the National Assembly and the Welsh Language Board behind them in order to insist on their being allowed to play their parts as key partners.

### 4.5.1 Findings

From the list of examples of the *mentrau's* activities in the public sector in Appendix 3.4, it is apparent that some *mentrau* regularly 'network' with the staff of their local authorities. Normally, networking occurs through the county council's Language Officers, with some *mentrau* also networking with the Community Development Officers and Youth and Community Officers. Overall, however, the activities of the

*mentrau* within the public sector were found to be *ad hoc* and fragmented. This underlines the lack of power and status accorded to many of the *mentrau iaith* within the unitary authorities.

As previously noted in Chapter 3, the basis of the relationship between the *mentrau* and its unitary authority varies greatly in respect of support, co-operation and funding levels. The *mentrau* that receive the strongest support from their county councils are Mentrau Iaith Myrddin and also Menter Maldwyn and Menter Brycheiniog which both belong to Powys County Council. These are the *mentrau* that, through close co-operation with their councils, have the greatest potential for exerting influence in the public sector.

It is imperative that the *mentrau iaith* staff develop a thorough understanding of local politics and ensure support within local networks of power. The evidence of a sophisticated understanding of local politics was rare overall, and subsequently the *mentrau iaith* are marginal organisations on the whole.

An exception to this is Mentrau Iaith Myrddin which stems directly from a partnership between Carmarthenshire County Council's Policy Department, Trinity College, Carmarthen, and three of the county's *mentrau iaith*. Menter Iaith Myrddin is listened to by the local authority more so than any other *menter iaith*, although this relationship needs to be developed further in future.

Similarly, on a local level, Menter Cwm Gwendraeth has undertaken the role of facilitator of one of their county council's Area Forums, which means that language issues can become a central issue when considering all local authority initiatives within that area.

Some of the *mentrau* undertake the work of monitoring the unitary authority's language schemes on behalf of the Welsh Language Board or on behalf of the authority itself. Providing this type of service for the Welsh Language Board for a fee or as part of the partnership agreement with the unitary authority is entirely inappropriate for a *menter iaith* and can pose a threat to their developing a positive partnership with their authority. It places the *menter* in an awkward situation; on the one hand it is a partner that is dependent on the unitary authority for support, funding and influence while on the other hand, it is made responsible for policing the authority's service.

#### 4.5.2 Examples of good practice

- With regard to specific projects, **Menter Iaith Môn**, with funding from Ynys Môn County Council, has been promoting the use of Welsh within the island's community councils. This has been done by providing a simultaneous translation service, and arranging opportunities for community council clerks to attend 'language refinement' courses that develop the skills and confidence necessary to undertake the council's paper work through the medium of Welsh. The *menter* has also produced a small, business-sized card to promote the use of Welsh language helplines and lists some relevant telephone numbers.
- **Menter Caerdydd** responds to the draft Welsh Language Schemes of public bodies when they are issued for general consultation. The *menter* also regularly urges Welsh speakers to use the Welsh language services offered by public bodies that have published their language schemes in the *menter's* newsletter, and in articles in the local press and *papur bro* (community newspaper).

### 4.5.3 Conclusions

At present, the main public bodies to be targeted by the *mentrau* should be the unitary authorities.

Other bodies could be valid targets as part of a specific local campaign. For example, Health Authorities and Trusts could be a valid target in terms of planning a language transmission project with midwives, or a project which concentrates on children's language needs and improving their opportunities of receiving medical treatment through the medium of Welsh.

Extending the *mentrau's* terms of reference in the public sector can be justified in due course, but this should not be a priority or a target in the short term. In this initial period, the main priority should be to foster positive and constructive relationships with the local authority.

### 4.5.4 Recommendations

**We recommend that:**

- **the unitary authority should be the main public body to be targeted by the *mentrau iaith*;**
- **the Welsh Language Board and the National Assembly should ensure the commitment of the unitary authorities to developing bilingualism and establishing a collaborative relationship with their local *mentrau*;**
- **the unitary authorities should offer better support in terms of finance and resources to the *mentrau*.**

## 4.6 Children

Influencing the provision for children is also an area the Welsh Language Board has identified as being appropriate for the *mentrau iaith*. The emphasis on providing for children of school age and pre-school children has been apparent in the activities of the *mentrau* from the very beginning. This is entirely appropriate since children are a key social group in any situation of language decline.

Research from several sources indicates that the number of children aged 3- 15 who are able to speak Welsh has increased during the last twenty years (e.g. Aitchison & Carter 2000:104). Developments in the Welsh medium and bilingual education system have influenced these figures considerably. Research by Williams and Morris (2000:125) shows that an overwhelming majority of children who receive Welsh medium primary education speak with each other solely in Welsh. This research also suggests that the medium of education is an all-important factor, since the children of parents who spoke little or no Welsh but who received bilingual primary education were as likely to speak Welsh to each other as children from Welsh-speaking homes

who attended English-medium schools (ibid). It is obvious, however, that the opportunities for pupils to use Welsh outside the classroom can be very limited if their parents are not Welsh-speaking, and if they live in the most anglicized areas of Wales.

We therefore agree with the Gregynog workshop report that children are a valid target group with whom the *mentrau* should be involved, but we also agree that they should not, of necessity, be the main priority for every *menter*. While we agree with the importance given to providing for the needs of children, we believe, however, that the aim of 'influencing the provision for children' has been over-restricted to institutional provision. In order to plan effectively for members of any target group, a broader view of their communicative needs as individuals and as a social group must be taken.

Children's social behaviour patterns need to be defined – what are their social practices and what are their language practices? What and whom influence their language use? It is necessary to take account of friendship patterns and family childcare practices as well as the provision by institutions and organisations? It is from these questions that priorities for language intervention can be identified.

#### 4.6.1 Findings

Every *menter* tries to influence the institutional provision for children in some way. (See Appendix 3.5 for a list of the kinds of activities carried out).

Although there are some good examples of strategic and co-ordinated work, the *mentrau's* interpretation of the children's needs is generally limited. Children's needs are mainly interpreted in terms of play schemes, after school care and cultural activities.

In this context, the *mentrau* tend to take too much responsibility for providing care services and so forth themselves. There are other organisations and agencies that are better qualified to do this such as local authorities, Mudiad Ysgolion Meithrin, Urdd Gobaith Cymru, private companies and voluntary groups under the auspices of Play Wales. There are a number of examples of *mentrau* offering provision for children at the expense of, or in competition with, another organisation. In such cases, this has led to ill feeling and a lack of co-operation between the *menter* and other organisations.

Generally, the *mentrau's* knowledge of the childcare field, even when organising their own provision, was very weak. For example, one *menter* was unaware of the Early Years Partnership and had made no links with the relevant local authority departments.

The *mentrau iaith* should not be directly responsible for providing services for children; rather, their role should be to assist in identifying children's needs and planning in collaboration with other relevant bodies ways of meeting those needs. This could mean either:

- encouraging agencies and establishments to provide through the medium of Welsh, or
- forming formal partnerships to establish independent provision.

It can be argued, however, that other relevant organisations have not responded to the latest developments and needs in relation to after-school care as they should have done. It can be further argued that it is an attempt to respond to this situation that has led some *mentrau* to organise their own provision in order to fill the gap. Nevertheless, we maintain that the *mentrau* should assume a co-ordinating and facilitating role in this context, in order to persuade potential partners to co-operate more closely. Ensuring the bilingual nature of local provision by others is the proper function of the *menter iaith*, rather than becoming the providers themselves.

In the context of Welsh language clubs and child-care services, we suggest that there is need for *Mudiad Ysgolion Meithrin*, *Urdd Gobaith Cymru* and others to form a national partnership in order to establish Welsh-medium care clubs throughout Wales.

#### 4.6.2 Examples of good practice

- **Menter Caerdydd** has established a child provision sub-committee/working party with other organisations and bodies with the aim of forming partnerships and preparing a report on how to improve upon the existing provision. The members of this working party have collaborated to prepare funding applications to finance plans that will fulfill the child-provision needs identified in the Cardiff area.
- **Menter Brycheiniog** and **Menter Maldwyn** are collaborating closely with *Mudiad Ysgolion Meithrin* in order to identify local provision and needs and are discussing the possibility of conducting research and a marketing campaign jointly. The *mentrau* have produced a directory of individuals who are prepared to organise activities through the medium of Welsh for children aged 4-11 and they intend to publish the directory in the form of a CD-ROM in the future.
- **Menter Llanelli** has held a Sioe Feithrin (Nursery stage show) for children in nursery schools and reception classes within Llanelli and the surrounding area, in order to increase the children's awareness of Welsh-language entertainment and television programmes.

#### 4.6.3 Conclusions

The activities of the *mentrau iaith* in the childcare field are currently limited and concentrate excessively on offering their own provision.

When considering promoting children's use of Welsh in the community, the *mentrau* need to look more broadly at children's social networks, paying more attention to a broader range of influences, such as:

- young parents
- child minders
- extended family
- health visitors
- doctors and nurses
- social workers, children's homes, foster parents
- teachers
- other older children

- child culture, e.g. books, videos, television, magazines, IT
- sports coaching and leisure

We believe that the role of the *mentrau* as language planners to be as follows:

- collecting information on children's social practices and language use locally,
- identifying children's social networks and noting the linguistic elements of these networks, and then
- identifying ways to promote opportunities for children to use Welsh, by
- operating strategically in collaboration with other organisations and agencies to ensure the appropriate provision, and
- collaborating with experts to develop innovative projects for children that deal with their social practices outside institutional provision.

#### 4.6.4 Recommendations

We recommend that:

- **the *mentrau iaith* should not provide child-care and play facilities themselves;**
- **other organisations should consider establishing a national consortium to provide a Welsh medium childcare service;**
- **the *mentrau iaith* should receive input and co-operation from experts in the field in order to develop progressive methods of language planning in the context of children, especially in relation to informal social networks.**

## 4.7 Young People

Influencing the provision for young people (aged between 14 and 25) is also a priority identified by the Welsh Language Board. As in the case of young children, young people are an important target group. Although the number of young people attending Welsh medium schools has increased recently, as in the case of young children, there may be a lack of Welsh medium networks for young people outside school and college, particularly if they are not from a Welsh speaking homes (Gruffudd 1998, Williams and Morris 2000).

With the influence of the Anglo-American media playing such an important role in the lives and culture of young people, the threats of globalisation are likely to have a direct effect on the language use patterns of this group. Unfortunately, little research is available to explain the nature and effect of the threat (C. Williams 1987) and there is a clear need for such research in order to plan effectively for young people.

Planning for the requirements of young people outside the classroom is a valid and important aim for the *mentrau*, and every *menter* is attempting to deal with these needs in some way or other (see Appendix 3.6).

#### 4.7.1 Findings

As in the case of children, the current interpretation of the requirements of young people is too limited. *Mentrau* involvement with young people is primarily limited to leisure and entertainment activities. Almost all of the *mentrau* organise gigs and such activities aimed at young people.

Although some of the *mentrau* make an effort to collaborate with young people in order to identify their needs and wishes with regard to extending their opportunities to use Welsh in a social capacity, the most obvious tendency is for the *mentrau* to plan events for young people, rather than motivating the young people themselves to be part of the planning and provision process.

On the whole, the *mentrau* take on the responsibility for organising provision themselves rather than:

- encouraging other organisations and agencies to adopt good practice, and
- empowering young people/local people to provide for themselves.

At the Gregynog workshop close collaboration was encouraged between the *mentrau iaith* and national youth organisations to promote good practice in the field. It was agreed, for example, that the *mentrau* could contact other local organisations to promote training for Welsh language youth leaders to work across a wide range of local youth organisations. However, evidence of this kind of strategic action by the *mentrau* was scarce.

There is also a role in this respect for the Welsh Language Board to foster effective partnerships with relevant national organisations within the public and voluntary sectors. A guide to developing bilingual youth work was published by CWVYS and the Welsh Language Board via the Wales Youth Agency in December 2000 – 'Opening Both Doors'. There is need for these bodies to build on this partnership and ensure that providing opportunities for bilingual youth work becomes a part of the curriculum, training, and inspection framework of the youth service in general.

#### 4.7.2 Examples of good practice

- **Menter Brycheiniog** and **Menter Maldwyn** are collaborating with secondary schools and with organisations and services that cater for young people – such as the county youth service, Young Farmers' clubs, the *Urdd*, the Scouts, etc. – in order to identify the needs of the county's young people. The intention is to formalise this collaboration by establishing a Providers' Committee in order to identify the existing provision and the patterns of language use within those activities. There is also an intention to set up a Youth Forum in order to collaborate and plan more strategically within the county in order to meet the Welsh-language needs of young people.
- **Menter Caerdydd** has prepared a database of provision and activities aimed at young people that are offered by other organisations. The *menter* also intends to identify gaps in the existing provision, and to encourage others to provide according to the need.
- **Menter Iaith Sir y Fflint** has visited the county's secondary schools to discuss with the pupils issues such as the Welsh language, bilingualism as a common experience in Europe and the rest of the world, and job opportunities for Welsh-

speakers. It has also initiated a new column aimed at young people in the community newspaper which encourages contributions from young readers. On a more strategic level, the *menter* is in the process of joining *Youth Action Flintshire* with the intention of influencing the language practices of this venture which promotes initiative and citizenship in young people.

#### 4.7.3 Conclusions

When considering the needs of young people, planning should be broader, with attention being given to areas such as:

- the youth work provision,
- health promotion,
- sport and leisure,
- education and training,
- benefits and loans,
- police, courts, probation service
- social work,
- driving lessons,
- career advice and work experience, and
- information technology.

The role of the *mentrau* as language planners in relation to young people should be to:

- collect information on young people's social practices and language use locally,
- identify young people's social networks and identify the linguistic elements of these networks, and then
- identify the provision requirements to promote Welsh opportunities, and
- undertake collaborative strategic action with other organisations and agencies to ensure appropriate provision, and
- collaborate with experts to develop innovative projects for young people that deal with their social practices outside institutional provision.

As previously noted with children, there is a need to discover young people's social 'milieu' and influence language use in contexts other than entertainment alone.

#### 4.7.4 Recommendations:

**We recommend that:**

- the *mentrau iaith* should not provide their own services on behalf of young people;
- the *mentrau iaith* should plan with young people and other relevant partners so that the young people themselves may organise their own Welsh medium and bilingual activities;

- the *mentrau iaith* should collaborate with local experts to develop progressive methods of language planning in the youth sector, extending the range of social activity that is currently under consideration.

## 4.8 Language Transmission

Influencing language transmission between parents and their children is a very important aspect of language planning and is central to any efforts to protect and extend the use of the Welsh language. The Welsh Language Board is therefore right to make language transmission schemes one of its priorities.

Although the field of language transmission is one of the set fields on the *mentrau's* application forms, their present activities in this area are limited (see Appendix 3.7). Since the Welsh Language Board itself has only recently started to focus on this field, a shortage in the current provision of language transmission plans by the *mentrau* is only to be expected.

Language transmission is a sensitive and complex field and there is a need for clear guidance and specific, carefully planned projects in order to have a positive effect on language transmission patterns. At present, Mentrau Iaith Myrddin and the Welsh Language Board have a pilot scheme underway. Further projects will be no doubt be developed in other areas of Wales following a review of the scheme's strengths and weaknesses. In fact, Menter Iaith Gwynedd is also conducting language-awareness sessions for midwives, and Menter Maldwyn intends to conduct preliminary research in the field in the near future.

However, we believe that it would be ill-advised for each *menter* to rush to plan and provide in this field immediately, even if it were a priority. The Welsh Language Board should ensure sound, specialist guidance for projects in this field giving the *mentrau* an assurance that there is no pressure on them to be proactive in this area without appropriate guidance.

The *mentrau's* involvement in language transmission should be related to roles at specific levels, namely:

- strategic co-ordination on a county level,
- facilitating training,
- arranging general presentations for the public,
- distributing materials produced by the Welsh Language Board and others.

### 4.8.1 Conclusions

The pilot scheme run by MIM and the Board needs to be reviewed and evaluated as a basis to developing a national strategy and campaign. However, it must be noted that female professional experts from the Association of Nurses and Midwives, for example, need to be ensured to train midwives, health visitors and pregnant women. Generally, with some exceptions, the *mentrau iaith* do not have the necessary expertise or experience to deal with this field directly. In this respect the *mentrau's* role should be one of co-ordinating projects by bringing local partners together.

#### 4.8.2 Recommendation

We recommend that:

- a specialist national working party is established to plan a detailed and far-reaching language transmission campaign in terms of methodology and resources; then, in implementing the project, the *mentrau iaith* should co-ordinate local projects and facilitate the services of relevant experts.

### 4.9 Learners

At the Gregynog workshop, it was agreed that the *mentrau's* role with regard to Welsh learners is to refer individuals to appropriate local sources of information on Welsh for Adults courses and Cymdeithas y Dysgwyr (Society for Learners - CYD) groups.

We believe that this role is somewhat limited. Planning for learners' needs is also an important element of any language revitalisation scheme, particularly where the density of 'first-language' Welsh speakers is low. The *mentrau* already reflect this, with many of them, in the most Anglicised areas of the country, placing considerable emphasis on identifying and meeting learners' needs.

It is also important to extend the concept of learners to include everyone who wishes to improve their Welsh or to develop their use of Welsh. The term 'learner' is used to describe people who are starting to learn the language, or people from a non-Welsh speaking background who have become totally fluent in the language. It is important to pay attention to people at all points along the linguistic continuum, including first-language Welsh speakers who need to improve particular aspects of their Welsh, and plan for the needs of specific groups.

#### 4.9.1 Findings

The majority of the *mentrau iaith* are involved with Welsh learners to some extent (see Appendix 3.8). A number of them have established and support branches of CYD and provide social opportunities for learners to practise their Welsh outside the classroom.

With regard to strategic language planning for learners, activities are currently limited, although there are some examples of good practice such as contributing to the Working Party for Assimilating Learners schemes.

#### 4.9.2 Examples of good practice

- **Menter Caerdydd** and Cymdeithas y Dysgwyr intend to collaborate on research in order to discover the types of provision that would assist learners in practising

their Welsh outside the classroom and to socialise through the medium of the language.

- **Menter Bro Dinefwr** has established a Learners Sub-committee and a Working Party for Assimilation of Learners in order to develop schemes for local learners. One of these involved obtaining a grant to stage a touring production within the Dinefwr district which portrayed the state of the language in the area, outlining the threats it faces and sparking a public debate about the plight of the language. In addition, the working party has developed a pilot scheme for using Welsh while shopping, with four businesses in Llandeilo and Llangadog agreeing to assist learners in using Welsh. The names of these businesses have been circulated in Welsh classes in the area.
- An excellent example of a *menter* playing the role of a language facilitator is seen in the case of **Menter Bro Ogwr**, which has been consulting with the parents of young children and leaders of nursery groups in the area with the intention of establishing more Welsh classes for adult learners during nursery hours.
- The Learners Sub-committee of **Menter Bro Myrddin** is collaborating with local organisations such as *Merched y Wawr*, Young Farmers' Clubs and *Urdd* branches in order to develop mentor schemes for learners within these organisations. The object of the scheme is to assist learners in practising their Welsh in social situations. This *menter* is also preparing a list of businesses and shops that are prepared to use Welsh with learners.

#### 4.9.3 Conclusions

We believe that it is not for the *mentrau* to:

- provide Welsh lessons,
- distribute grants for learners,
- provide opportunities for 'chatting sessions',
- recruit learners to lessons, or
- undertake marketing work on behalf of the Welsh for Adults Consortia.

There are other organisations and agencies to undertake the above such as CYD, the Consortia themselves, local providers and the local authorities.

We believe that the *mentrau's* role is to:

- to hold details about the local provision in respect of Welsh classes for adults;
- identify learners and their social networks – work and leisure;
- identify learners' needs and pass on information to lesson providers (consortia) and those who provide social opportunities (CYD);
- develop assimilation ideas and priorities in collaboration with community establishments, for example, supportive shopkeepers, contact people within organisations, mentors in the work-place and social friends.

#### 4.9.4 Recommendations

**We recommend that:**

- the *mentrau* should operate strategically in conjunction with other agencies to identify learners' needs and develop innovative schemes to fulfill those needs in conjunction with their partners.

## 4.10 Community Projects

The local community is an essential partner for every *menter iaith* and ensuring opportunities for people to use Welsh when socialising locally is vital in order to maintain and extend Welsh as the medium of local community interaction. Influencing community activities in order to extend opportunities for Welsh language activities and to increase the use of the language is therefore a priority for the *mentrau*.

In the Gregynog workshop report it was agreed that the *mentrau* should seek to influence those community activities that have been traditionally conducted through the medium of English in order to introduce the use of Welsh. It was also agreed that the *mentrau* could play a leading role in responding to the aspirations of groups within the community and establishing new projects or activities according to demand. However, the role of the *menter* in instigating and promoting new activities should be to assist in establishing them and then **transfer the responsibility for maintaining them to the community**, so that the *menter* can move on to new projects.

Transferring responsibility for projects to community ownership can be difficult. It is made more difficult when *menter* staff have taken too much responsibility for organising the activity or event in the first place. Unnecessary difficulties need not arise when implementing principles of community development and keeping to the principle of trying to empower people to organise and provide for themselves in order to realise their own aspirations.

### 4.10.1 Findings

Every *menter* places considerable emphasis on community projects and there is a wide variety in their activities, including an extensive range of recreational, leisure, cultural and lifelong learning activities, as can be seen from the table in Appendix 3.9.

Although the Gregynog workshop report states that the *mentrau* should not organise their own community projects but try to influence the language use of established projects and promote new projects amongst members of the community, evidence of this is rare.

On the whole, there is a strong tendency on behalf of the *mentrau* to provide rather than:

- identify partners/other providers (CYD, Urdd etc.),
- encourage public agencies to provide themselves, and
- promote local ownership and empower residents through a specific organisation, local voluntary group or recreation committee.

### 4.10.2 Examples of good practice

- **Menter Dinbych-Conwy** has been successful in introducing Welsh into a number of activities held in Denbigh, with the *menter's* officer sitting on steering committees in order to influence organisational decisions such as the language of posters and the nature of the entertainment, etc.
- **Menter Aman Tawe** has persuaded a number of providers to deliver their services bilingually. For example, the Community Education Department of the County Council now provides courses for adults, such as Aromatherapy and Word Processing, through the medium of Welsh. It has also encouraged the Leisure Centre and local social organisations to include Welsh language provision.
- **Menter Caerdydd** is preparing a database of Welsh language performers which will be made available to organisers of social evenings. **Menter Aman Tawe** also has a similar scheme – the *Adloniant Cymraeg (Welsh Entertainment)* package.
- A number of *mentrau* have facilitated the establishment of Welsh medium social activities locally, such as branches of *Merched y Wawr*, a local history society, drama and dance clubs, etc. In a number of these developments, local ownership has been ensured with the *menter* offering only minimal medium-term support.

#### 4.10.3 Conclusions

We believe that the *mentrau's* role in this respect is to:

- identify the provision and gaps in the provision,
- consult in order to draw up priorities,
- facilitate innovative provision,
- transfer the responsibility of providing and organising to the community before moving on and keeping a watchful eye from a distance.

#### 4.10.4 Recommendations

We recommend that the *mentrau iaith* should:

- **influence existing social activities, and facilitate new developments without taking responsibility for organising them – unless it is absolutely impossible to find other providers;**
- **when providing community activities, funding should be secured from sources other than the Welsh Language Board, and they should plan for transferring responsibility for the provision to another body or organisation within the community within 3-5 years.**

#### 4.11 Translation Services

In the Gregynog Report, the only role identified for the *mentrau* in promoting translation services, both written and oral was:

- to keep a list of people in their area who offer a translation service;

- to refer people to the Language Board's *Directory of Translators*;
- to know whether any translators offer services free or at a reduced rate to voluntary organisations, or for small tasks;
- to know where simultaneous-translation equipment can be hired;
- to organise or promote courses in written or simultaneous translation with the intention of creating a pool of translators who can offer their services to other organisations.

We are in complete agreement with the above recommendations. However, as can be seen from the examples in Appendix 3.10, the *mentrau* undertake translation services of a far more extensive nature than is indicated above.

#### 4.11.1 Translating Written Texts

On the whole, we believe that it is inappropriate for the *mentrau iaith* to undertake written text translation. Each unitary authority has a translation unit, and the Welsh Language Board should lobby local authorities to consider broadening their role as providers of a community translation-service. Indeed, the *mentrau iaith* should promote that objective. Additionally, there are an increasing number of commercial translation companies that would not appreciate being undermined by cheaper services offered by *mentrau iaith*.

##### a) Small-scale community translation

We believe that there is justification for providing limited translations for community groups, e.g. programmes, posters, leaflets, agendas for meetings, if this is part of a campaign to promote the use of Welsh in a particular field. However, although it must be acknowledged that it is a good way of fostering relationships with community groups, such work is time consuming.

We believe that a *menter* would be better occupied in facilitating elementary translation courses for community groups, provided by professional translation tutors, in order to empower community groups to undertake the work themselves. In addition, the *mentrau* could consider co-ordinating a supportive 'correction and refinement' service that would increase the use of Welsh by those groups, and increase their confidence in using the language.

The *mentrau*, in conjunction with the Association of Welsh Translators and the County Councils, should prepare funding applications to develop community translation services.

## **b) Translating for local voluntary organisations**

Some *mentrau* undertake translation work for local voluntary organisations. Although it must be recognised that it may encourage a number of organisations to use Welsh, such work is time consuming. However, it would be better to offer translation as part of a wider package for developing bilingualism within voluntary organisations i.e. that there is a strong element of *quid pro quo*. Again, there is no need for the *menter* to provide the service itself, some arrangement could be made with the local authority and County Voluntary Council or establish a link with local freelance translators.

## **c) Commercial translation**

It is acknowledged that commercial translation brings in income to the *mentrau iaith*. If so, and without forgetting that it is essential to maintain professional standards in translation, the *mentrau iaith* should consider establishing a company or commercial translation unit to bring in some income to the *menter* on the same level as other translation companies, with profits being fed back into the *menter* as the owner of the service which could then be used for other schemes. Any other arrangement would only prove to be a bind on the time and potential of the *mentrau* in accomplishing developmental work.

## **d) The dangers of undertaking written translation**

There are a number of problems inherent in *mentrau* staff undertaking written translation themselves. Firstly, as has been frequently noted, it is a drain on the limited time of those staff. We have heard a number of staff complaining that they cannot concentrate on other tasks because a request for the translation of a document has come to hand.

Secondly, involvement in translation work reinforces the perception that 'translating' is the very essence of language planning, and it is essential that this false perception is not further reinforced in local opinion.

In the case of some *mentrau*, there is evidence of translation being undertaken by independent translators without there being any system of supervision or of proof-reading their work. Such a situation leads to inadequate standards and quality assurance problems. It was also seen that some individuals and organisations tended to take advantage of the staff's willingness to provide a translation service.

## **e) Core principles**

We note here three principles which should guide the *mentrau's* attitude towards translation work:

- Bilingualism is not a charity – it is a duty. There is a cost involved in serving two language communities. There is also a cost involved in failure to serve those communities. Voluntary organisations are generally prepared to accept this.
- If translation is an enticement used to encourage organisations and groups to adopt the use of Welsh, it should form part of a wider, composite scheme to facilitate this.

- If the *mentrau* provide a cut-price translation service for local voluntary organisations, there must be an element of ‘tapering’ with the organisation being weaned off the service over a period of a year or two.

#### f) The role of the *Menter Iaith* in the field of translation

We therefore endorse the Gregynog workshop report in saying that the role of the *mentrau* in this field is:

- to facilitate the use of the language by community leaders;
- to broker on behalf of community groups in order to secure the provision of a suitable translation service by local authorities and others;
- to refer people to approved translation services;
- to draw attention to the Welsh Language Board’s Small Grant Scheme and Link-Line service; and the Wales Tourist Board’s *Naws am Le* scheme; and
- to promote a general bilingual ethos within voluntary organisations.

#### 4.11.2 Simultaneous Translation

Simultaneous translation is a valid activity for the *mentrau* to become involved in to some extent since it promotes the use of Welsh orally in public situations within the community, e.g. committees, conferences and community councils.

However, simultaneous translation should be part of a broader scheme such as:

- distributing guidelines on arranging bilingual events;
- facilitating training on the above (language buddies, etc);
- raising the language awareness of Chairpersons and Secretaries etc;
- encouraging and supporting Welsh speakers to contribute in Welsh;
- arranging training and maintaining a network of community translators;
- encouraging Welsh for Adults Consortia to provide improvement courses in spoken Welsh.

Some *mentrau* arrange language improvement courses, training for voluntary translators and facilitate translation by others by putting organisations in touch with them and providing simultaneous translation equipment. We see this type of action by the *mentrau* to be entirely valid.

#### 4.11.3 Examples of good practice

One specific example of developmental activity in this field is **Menter Iaith Môn**’s community translation scheme, where, on one hand, the local organisations have to undergo training in developing bilingualism in order to claim a ‘translation advantage card’. On the other the organisations are offered a simultaneous-translation service together with courses aimed at improving language skills and raising people’s confidence in using Welsh in specific contexts.

#### 4.11.4 Recommendations

We recommend that:

- the *mentrau* should not get involved with translation work apart from establishing a commercial translation unit,
- any translation work undertaken by the *mentrau* should be part of purposeful and composite campaign to promote the Welsh language within a specific target group.

### 4.12 Implementing the Welsh Language Board's Schemes

Since the Welsh Language Board contributes a substantial amount of funding to the *mentrau iaith's* budgets, we believe it is appropriate to expect the *mentrau* to implement some the Welsh Language Board's schemes.

The materials produced by the Welsh Language Board are purposeful, of good quality and are, in general, praised by the *mentrau* and others. The Welsh Language Board is good at identifying areas and subjects of priority and producing appropriate resource material. However, it appears that the material is produced in an ad hoc manner, with little consultation within the field in relation to timing and purpose. The Board's materials are not targeted sufficiently as part of a co-ordinated scheme and the *mentrau* are not given sufficient training on how to use the material to best effect. Sometimes, as noted by many of the *mentrau*, the material is not sufficiently relevant to local needs.

Unfortunately, there is a tendency for the Welsh Language Board to operate mainly on the basis of marketing methods rather than planning developmental projects where marketing plays an important within a wider language planning scheme. The Welsh Language Board's material needs to be produced as a resource for specific, high profile public campaigns. The *mentrau* need to be drawn into such campaigns with regard to planning and implementing them. Training and guidance should be provided on how to implement a campaign locally, and the purpose and role of the resource within the campaign.

To have an effective impact on the situation of the Welsh language, a progressive, specialist and co-ordinated national language planning scheme is required. We suggest that the Welsh Language Board should undertake a limited number of developmental projects in the medium term (3-5 years), and that such projects should be planned and led by a small working party consisting of professional specialists, representatives of the Welsh Language Board, and *mentrau* representatives. In practice, the functions of the three parties would be as follows:

- the Language Board would lead and co-ordinate the campaign;
- professional specialists would advise, support, and provide resources; and
- the *mentrau iaith* would facilitate and implement the campaign locally.

Piloting the projects on a district or regional basis might be considered initially, and resultant good practice could then be disseminated as projects are implemented more widely in due course.

We will outline in more detail the possible nature of such projects in Chapters 5 and 6 of the report, which deal specifically with the structure, methodology, and fields of activity that we believe the Welsh Language Board and the *mentrau* should consider in this context.

#### 4.13 Marketing and Public Relations

Producing general marketing material for the *mentrau* is valid and, overall, they do produce appropriate material of a high standard. Many of the *mentrau* have produced leaflets to market themselves and the services that they offer. A number of *mentrau* have made effective use of the local press and media in order to promote their activities. Almost every *menter* has developed a close relationship with its local community newspaper, to which it contributes articles regularly. The occasional *menter* has also developed its own website as another medium to promote its activities. These may be accessed via the [www.mentrau-iaith.com](http://www.mentrau-iaith.com) website.

However, it is sometimes necessary to consider more carefully at whom, and for what purpose, the marketing material is targeted. Is it targeted at the *menter's* partners, at the public, or at the funders? In producing such material it is essential to guard against the temptation to market the *menter*, rather than the activities or the services that it offers.

Despite the importance of effective promotional material, there is nothing to beat direct contact – be that on the level of community or organisation. An activity based on local ownership and participation is the most effective marketing tool – organic marketing. Unfortunately, it was found that the links some *mentrau* had established with their local communities and organisations were, at present, extremely tenuous.

This organic relationship must function properly before it is possible to take advantage of the usual mechanical marketing methods. The icing on the cake of local ownership is marketing devices such as: circulars, information leaflets, road shows, articles in the press and radio/television appearances. Additionally, these should be part of specific campaigns rather than a means of drawing attention to the *menter* itself.

## 5.0 Methods of Operation

### 5.1 Identifying local language planning needs

Identifying local language planning needs is central to the *mentrau iaith's* work. There is no means of planning effectively without identifying these needs as the *Community Research Project* also emphasises:

*“In order to ensure the efficiency of language intervention from the very outset, any intervening agency must come to understand the true nature of the community as it stands, and operate in a way that is relevant to that community ...”* (Williams and Evas 1997:25)

The vast majority of *mentrau* staff were people who were either brought up locally or have come to know the area well with time. As a result the *menter* staff have a relatively detailed knowledge of the *menter's* geographical area and this is a clear advantage to the staff in their relationship with the local community. Nevertheless, a personal understanding of a local community, however sound, is not a sufficient basis for effective language planning. Gathering data, detailed research and consulting widely with community members are essential to the process of community language planning.

Identifying local requirements and planning strategically to satisfy those needs is a process that includes:

- obtaining a socio-economic and socio-linguistic profile of the area;
- being familiar with local politics and how to engage with and influence local networks of power;
- being aware of the local opportunities and practices of language use;
- identifying local aspirations for more opportunities to use the Welsh language;
- identifying people's needs for learning and developing their Welsh;
- prioritising on the basis of careful analysis of the socio-economic and socio-linguistic context, community development and local language planning needs;
- monitoring economic and linguistic developments continually.

#### 5.1.1 Findings

On the whole, the *mentrau* undertook a wide range of research which included socio-economic and socio-linguistic profiles of the *menter's* geographical area. In addition, there was evidence of specific research activities into aspects of programmes of work such as:

- the need for clubs and leisure activities for children and adults;
- identifying the requirements in Welsh services for children;
- research to establish a Welsh-medium teaching agency and two community development centres;
- the bilingual needs of businesses;
- factors affecting language transmission in collaboration with Mudiad Ysgolion Meithrin.

These research tools were invariably prepared internally by *menter* staff in the form of questionnaires. Unfortunately, however, in the case of a number of the *mentrau* that had undertaken research, the questionnaires used to gather data were of poor standard and indicated inexperience in questionnaire design. There was also a lack of resources and software, for example *MS Excel* or *MS Access*, to analyse the results effectively. Consequently, the *mentrau* were taking a long time to analyse the results and, in a number of cases, the work of analysing data was not completed due to lack of time.

The majority of the *mentrau* understood and agreed with the importance of research and consultation in order to identify local patterns of language use and local language planning needs. However, the lack of time, resources and expertise currently hinders the *mentrau's* research and consultation work and makes it difficult for them to give sufficient priority to effective research.

### 5.1.2 Good practice

Many of the *mentrau* set about collating a linguistic and social profile of the area at the time of establishing the *menter*, with some doing so in greater detail than others. Two recent examples that are worth sharing with the other *mentrau* are the reports on the language profile of the **Menter Bro Dinefwr** and **Menter Bro Myrddin** areas. The reports combine a collection of statistical data and research results from various sources together with original consultation by *mentrau* staff. Both documents present an outline of patterns of language use and opportunities amongst local groups, organisations and institutions. The information gained from this research process forms the basis for identifying opportunities and priorities for community language planning.

### 5.1.3 Conclusions

At present, there is not enough research and consultation on local patterns of language use and the factors that affect these patterns as a basis for the local language planning initiatives carried out by the *mentrau*.

More expertise and understanding of language planning, socio-linguistics and research methods is needed by the *mentrau*. The *mentrau's* staff are themselves aware of this and a number of them emphasised the need for specific guidance and training. Guidance is also needed on how to turn research and consultation data into operational schemes based on a process of sound data analysis and interpretation.

More co-operation is needed between the *mentrau* and other bodies and organisations on the one hand, and with the universities and colleges and research agencies on the other, to develop research projects that will be relevant to the *mentrau iaith's* local planning needs. The Board could lead the way, and promote co-operation on a national level, whilst there is a means for the *mentrau* also to develop their own links locally.

#### 5.1.4 Recommendations

We recommend that:

- the Welsh Language Board should commission research into patterns of language use and language planning needs as a basis for national and local language schemes;
- training and guidance should be arranged for the *mentrau* on methods of gathering information, socio-linguistics and local language planning;
- co-operation should be ensured between the *mentrau* and other bodies and organisations on the one hand, and with the universities and colleges and research agencies on the other, to develop relevant research projects.
- that a copy of the findings and research reports prepared by/for every *menter* should be sent to the Welsh Language Board for circulation to the other *mentrau*.

## 5.2 Networking and Collaboration

### 5.2.1 Networking with other *mentrau*

At the Gregynog workshop, the *mentrau* agreed the importance of working together in order to share ideas, collaborate on specific projects, search for joint funding sources and avoid the duplication of resources and efforts. This review found that co-operation of this kind was taking place effectively amongst the *mentrau*.

As previously noted in Section 3.8, establishing *Mentrau Iaith Cymru* has given the *mentrau* an ideal opportunity to network among themselves on a national level. A number of *mentrau* are also collaborating locally and regionally to share resources, produce publications, leaflets and brochures and collaborate on specific projects.

The more established *mentrau*, in particular, spend substantial periods of time providing guidance and support to the new *mentrau*. Whilst these experienced *mentrau* staff were more than willing to share their experience and provide support, this role was obviously burdensome and increased their workload tremendously. Whilst the *mentrau*, without exception, praised the support of the Welsh Language Board, they stressed the need for more support, and practical support in particular, from an experienced member of staff who would be able to visit all the *mentrau* rather than operate from an office in Cardiff. Following a number of conversations with *mentrau* officers, we believe that there is a dire need for specific pastoral officers who could be responsible for providing guidance and support for the *mentrau* in the field.

## 5.2.2 Acknowledging existing work

Organisations, public bodies and individuals throughout Wales have worked tirelessly in their efforts to sustain the Welsh language over a period of forty years and more. The *mentrau iaith* are a relatively new voluntary movement with the first *menter*, Menter Cwm Gwendraeth celebrating its 10<sup>th</sup> anniversary in 2001. It is therefore important to recognise and appreciate every effort to regenerate the Welsh language and ensure that any developments by the *mentrau* and their new partners build on the work already carried out by learning lessons from the strengths of existing activities and disseminating good practice throughout Wales.

## 5.2.3 Networking with Partners

The Gregynog workshop has placed considerable emphasis on co-operation between the *mentrau* and other organisations and bodies. To date in Wales, however, there is little evidence to show that networking, developing partnerships, joint-planning and strategic action by our organisations, public bodies and active individuals has not been given sufficient attention. Consequently, language planning in Wales exists as a series of unconnected campaigns and activities that have developed as a result of specific requirements without considering these initiatives and developments as part of a wider picture.

Networking and partnership development is central to the work of the *mentrau*, on two specific levels – the strategic and the operational.

When **planning strategically** networking and working on a partnership basis is a means of:

- facilitating research;
- identifying present provision;
- identifying gaps in the present provision;
- identifying needs; and
- strategic prioritisation.

When **planning operationally**, networking and working on a partnership basis are a means of:

- facilitating opportunities;
- sharing resources;
- avoiding duplication;
- ensuring funding sources, resources and support;
- adding value;
- developing wider ownership;
- including language issues as being central to all areas of social planning and action.

## 5.2.4 Developing collaborative networks and structures

In order to ensure holistic language planning a structure of effective collaboration needs to be developed throughout Wales that would link local planning and action to national planning and action. This means networking and collaborating at all levels

including national, regional, county and community. It is appropriate, if not essential, for the *mentrau* to be part of this process at every level. At present, however, it is not possible for the *mentrau* to operate on a national scale. The only opportunity at present exists through Mentrau Iaith Cymru which is attempting to develop a forum for discussion and dissemination of good practice.

Below, we list some of the *mentrau's* main partners at national, regional/county and community levels as an example of the type of partnerships that would need to be developed in order to have as much influence as possible in the community. This list could be extended, of course, particularly on the local level where specific partners exist.

**Figure 6: The *mentrau iaith's* partners**

<b>NATIONAL</b>	<b>COUNTY AND REGIONAL</b>	<b>COMMUNITY</b>
<ul style="list-style-type: none"> <li>• Welsh Development Agency</li> <li>• Welsh Language Board</li> <li>• Wales CBI</li> <li>• Wales Association of Community and Town Councils</li> <li>• Wales Society of Nurses and Midwives</li> <li>• Cymdeithas y Dysgwyr (Welsh Learners Society)</li> <li>• Wales Council for Voluntary Action</li> <li>• National Assembly of Wales</li> <li>• Private Sector Nursery Education Providers</li> <li>• Wales Community Development</li> <li>• Federation of Small and Medium sized Businesses</li> <li>• Wales Young Farmers Club Federation</li> <li>• Mudiad Ysgolion Meithrin</li> <li>• Political Parties</li> <li>• Pre-school Playgroups Association</li> <li>• University of Wales and Colleges of Higher Education</li> <li>• Urdd Gobaith Cymru</li> </ul>	<ul style="list-style-type: none"> <li>• `Antur' Agencies</li> <li>• Community Development Agencies</li> <li>• Welsh Development Agency</li> <li>• Education Authorities</li> <li>• County Voluntary Councils</li> <li>• Training and Enterprise Councils</li> <li>• County Councils</li> <li>• `Leader' Groups</li> <li>• Assembly regional sub-committees</li> <li>• Chambers of Trade</li> </ul>	<ul style="list-style-type: none"> <li>• Youth clubs</li> <li>• Cymdeithas y Dysgwyr (Welsh Learners Society)</li> <li>• Local Societies</li> <li>• Local Councils</li> <li>• Young Farmers</li> <li>• Mudiad Ysgolion Meithrin</li> <li>• Local organisations</li> <li>• Village Committees</li> <li>• Urdd Gobaith Cymru</li> <li>• Schools and colleges</li> </ul>

At present, in the context of developing local strategic partnerships, it is important that the *mentrau* pay detailed attention to the National Assembly's consultation on the new Community Planning Initiative. The aim of the Community Planning Initiative, which is an extension to recent developments to modernise local government, is to enable local authorities to include community bodies as central partners when undertaking strategic planning for the county. The Community Planning Initiative, therefore, will provide an ideal opportunity for the *mentrau* to network and exert effective influence in order to place the language planning agenda at the heart of strategic planning at county level across the whole of Wales.

### 5.2.5 Findings

Every *menter* was seen to be networking and collaborating with organisations, public bodies and individual community members to some extent. The *mentrau's* main partners were:

- Local Authorities
- County Voluntary Councils
- 'Welsh' organisations
- Chambers of Commerce
- Leader Groups
- Community development agencies

On the whole, there was a lack of effective strategic networking with a tendency to network and develop partnerships with relatively powerless organisations.

Many of the *mentrau* were collaborating with local partners on specific projects. Some partners were seen to be taking advantage of the *mentrau*, expecting them to organise activities on their behalf, whilst others accepted the *mentrau's* offer of being providers in the area.

In the case of some *mentrau*, the lack of collaboration with key organisations was apparent. In some cases, there was a tendency for the *menter* to become involved in organising provision for children and young people even though organisations such as Mudiad Ysgolion Meithrin and the Urdd were already established providers in the area. Where these *mentrau* were providing services, or were planning to provide a service, at the expense of other bodies and organisations, this had led to tensions and hostility between the *menter* and that particular body or organisation. In one case, a *menter* was seen to be acting in a totally improper manner and, quite intentionally and openly, operating independently and challenging other language organisations within the area. Despite this, several examples of good practice were also seen with extensive partnership having been fostered by local management committees or local Partnership Committees.

We are aware that some difficulties have arisen in collaborating with local partners in a number of places, for a number of reasons. When problems arise, they are often due to some of the following factors:

- the perception of competition between the *mentrau* and the other bodies, with one being suspect of the other or both struggling to provide services in the same area;

- the perception of a tendency by some *mentrau* to behave as if they are everyone's answer to everything in matters relating to language planning requirements and Welsh-medium provision in the area;
- a lack of acknowledgement of the role of the *mentrau's* language planning role;
- a lack of support for the Welsh language;
- a lack of interest in collaboration by members of some other bodies and organisations;
- a misunderstanding of the role and objectives of the *menter*;
- the *mentrau's* lack of status and power;
- a lack of confidence and experience of some *mentrau* staff;
- a lack of staff time to network widely;
- a lack of acknowledgement of the importance of collaborating to achieve the same aim.

Specific difficulties need to be acknowledged in order to discover a way of overcoming them. We trust that the suggested re-organisation of the language planning field and the role of the *mentrau*, outlined in Chapter 6 of this report, will provide a means of ensuring influential and effective networking and collaboration at every level, be it national, county or local.

Finally, as noted in Chapter 4 on numerous occasions, the Gregynog Report states that the *mentrau* should avoid taking on the role of local providers and organisers and should, instead, transfer the responsibility for any provision they initiate to others after a specific period. None of the *mentrau* showed any evidence of transferring the responsibility of organising events and activities to local bodies, organisations and groups. And, according to our findings, there was very little intention by the *mentrau* to do so.

### 5.2.6 Good Practice

Despite numerous difficulties, there were many examples of good practice with regard to collaboration and networking.

- In the Gwendraeth Valley there is an effective and influential partnership between the *menter*, the Community Development Partnership and other key partners. Here there are community fora collaborating to identify the language and community development requirements of the valley.
- Some *mentrau*, such as Mentrau Maldwyn, Brycheiniog, and Mentrau Iaith Myrddin have either established, or have become members of local language fora. There is potential here to develop these as a focus for more strategic planning on a county level, with regional officers ensuring co-operation across the county committees/fora.
- On a local level, there are partnerships where the *menter* and another body or organisation both benefited by, for example, jointly funding a member of staff to operate a particular scheme. One such example can be found in the case of **Menter Rhondda Cynon Taf** where the post of a voluntary sector officer is funded jointly by the *menter* and *Interlink*, the County Voluntary Council.
- The *mentrau iaith* in Môn and Gwynedd, which are part of the local Leader schemes, benefit extensively from that partnership by being involved in county economic development schemes.

### 5.2.7 Conclusions

Every *menter* should network widely and develop effective partnerships in their role as local language planners, in order to:

- identify local provision;
- identify gaps in the provision;
- identify local requirements;
- ensure effective development partnerships.

Establishing, maintaining and developing partnerships is central to the effective operation of every *menter* as far as planning and operating is concerned, as will be noted in further detail in Section 6.

### 5.2.8 Recommendations

We recommend that:

- **any *menter* should network extensively and develop effective partnerships in their role as local language planners in order to identify local provision, identify gaps in that provision and identify local needs;**
- **the Welsh Language Board should facilitate collaboration between the *mentrau iaith* and other local bodies and organisations by establishing purposeful partnerships with national bodies and organisations;**
- **the *mentrau iaith* should ensure that an agenda for language planning is included within the county's strategic plans by joining the Community Planning Initiative when it is adopted by the unitary authorities;**
- **a pastoral officer is appointed who may be responsible for providing guidance and practical support to the *mentrau* on all aspects of their work.**

## 5.3 Strategic Planning and Action

Strategic planning and action is central to the work of any *menter*. No mention is made of strategic planning and action in the Gregynog workshop report. In our opinion, this reflects a lack of recognition of a core element of the work of any effective language planner.

Ideally, any planning would be based on the process of research and consultation on local needs, followed by establishing priorities and developing specific campaigns to meet specific needs. In addition, involving other organisations and bodies and members of the community in the planning process would be a means of:

- identifying partners and providers,

- ensuring the suitability of proposed schemes, and
- promoting local ownership.

A strategic plan would determine strategic aims for the *menter*, that is, what the *menter* hopes to achieve within a certain time-scale. A strategic plan provides the framework for determining priorities and guiding the work of the *menter* over that period.

Based on the strategic plan, an annual operation plan should be formulated, detailing the tasks identified to achieve every objective, performance indicators for every task, the intended outcomes of every task, timetable and the cost of every task. By planning strategically, therefore, intentional, purposeful and measurable action can be achieved.

### 5.3.1 Findings

With the exception of a few praiseworthy examples, the evidence of detailed and effective strategic planning and action by the *mentrau* was very scarce. Only 8 of the 15 *mentrau* had prepared strategies of some kind in documentary form and, on the whole, the standard of the strategic plans was very poor. Some of the *mentrau* had noted the aims and objectives of the *menter* in the form of a document without detailing the process of achieving those objectives. Other *mentrau* used the Welsh Language Board's grant application form as their strategy and scheme of work for the year.

There was very little evidence of any process of researching and consulting to profile the local socio-linguistic context, identifying planning needs, and then prioritising needs according to resources, expertise and partnerships. There was a tendency to concentrate on areas that appeared to be obvious priorities for the *mentrau's* staff – typically, youth work, childcare or operating within the private sector – without a wider evidence base.

In the case of a number of *mentrau*, some research or strategic plan had been completed when first establishing the *menter*. However, since then, they had not evaluated the original strategy on the basis of the success and effectiveness of subsequent activities nor had they re-identified their local needs and priorities. In the case of these *mentrau*, their current work was considerably different to what was intended in the original documents.

As strategic planning and action are such an important element of language planning this was found to be one of the *mentrau's* main weaknesses with a clear need for guidance and training in this area.

The majority of the *mentrau's* officers agreed that assessing local needs and planning and taking strategic action were all-important. Their main reasons for not planning and taking strategic action on an ongoing basis from year to year were:

- lack of time,
- lack of resources,
- lack of expertise, and
- lack of guidance by the Welsh Language Board.

The majority of officers believed that organising social events and activities was more of a priority than strategic research and planning.

### 5.3.2 Good Practice

#### a) Strategic planning and action on a county level

From the evidence presented, none of the *mentrau* undertake strategic planning on a county level to the extent that might be expected. It must be remembered, however, that it is impossible for the *mentrau* to accomplish every language-planning role within the county. Their main focus is on voluntary and community action, and their work is mainly involved with trying to influence the language practices of individuals and groups within the community. A comprehensive strategy is necessary to accomplish this effectively, one that focuses on the various aspects of the *menter's* work.

On a wider platform, political influence and the power to influence the practices of county organisations and bodies are imperative. The local authority is the most influential organisation in this respect and there is scope for every *menter* to promote a stronger link with their local authority. In this respect, attention needs to be drawn to one example of county language planning. Carmarthenshire County Council has promoted the formulation of a *Carmarthenshire Language Strategy*, which aims to draw all the county's main agencies, institutions, organisations, and bodies together to promote the Welsh language. These partners have been divided into five specialist fora:

- education and training,
- business and the economy,
- public welfare,
- culture and leisure, and
- voluntary and community action.

*Mentrau Iaith Myrddin* is one of the main partners of the County Council in this county strategy and is specifically responsible for facilitating the voluntary and community action language forum. Additionally, there is a representative from each of the Carmarthenshire *mentrau* on all of the other forums. This ensures continuity between institutions and the community in every area of county planning.

As the Strategy becomes operational within the county, a wider co-ordinating role is foreseen for *Mentrau Iaith Myrddin* to provide support for the other main partners in the Strategy. Other local authorities should pay detailed attention to the pioneering work being developed in Carmarthenshire in terms of language planning.

#### b) Strategic planning and action by an individual *menter*

An example of the most detailed and thorough strategic planning and action is by **Menter Cwm Gwendraeth** and it would be well worth giving other *mentrau* the opportunity to see a copy of the *menter's* current strategic plan. The strategy has been developed based upon feedback to a series of consultative papers. The aims, theories and community development intervention techniques that form the basis of the scheme are outlined, and details provided of the *menter's* corporate structure, financial plans, strategic outcomes and targets, and timetable of activities.

The relationship between Menter Iaith Cwm Gwendraeth, the Community Development Partnership and the Healthy Living Centre is incorporated into the company's structure and strengthens its potential to recognise and respond to local language and community development requirements. Although this type of corporate structure would not be possible or even appropriate for other *mentrau*, there are lessons to be learnt in terms of developing strong local partnerships and joint strategic and operational planning to satisfy both language and community development needs.

From the very beginning, **Menter Cwm Gwendraeth** has been very fortunate in respect of the experience and expertise of staff and volunteers and their contribution to the process of identifying local requirements and developing strategic and operative strategies to satisfy these requirements. Training should be provided for the staff and volunteers of every *menter* on planning and developing a strategic plan in order to ensure the same level of expertise across the *mentrau*.

### 5.3.3 Conclusions

Training and guidance on how to plan and act strategically need to be ensured for the *mentrau's* staff.

Time has to be allocated within the scheme of work for the process of planning and developing a system of working strategically.

The *mentrau* should be able to 'buy in' the services of experts to do the work for them as has happened already in the case of some of the *mentrau* (e.g. Penfro, MIM, Cered and Menter Maldwyn).

The current system of funding and managing the *mentrau's* work by the Welsh Language Board does not promote strategic planning and action. The problems inherent in the current system are:

- offering grants for a year without any security of subsequent funding,
- an application form that gives priority to describing activities,
- an evaluation process based on quantitative targets rather than strategic aims and outcomes,
- not making providing evidence of strategic planning and action a condition of grant allocation.

The present system promotes short term planning and the tendency to concentrate on ad-hoc action rather than planning before taking action.

### 5.3.4 Recommendations

**We recommend that:**

- **the Welsh Language Board should fund the *mentrau* for a period of 3 years on the basis of a sound strategy and detailed scheme of work for that extended period.**

- time for planning and developing a system of strategic action should be one of the requirements in applications for grants from the Welsh Language Board.
- the Welsh Language Board should ensure and prepare training and guidance for the *mentrau* on how to plan and work in a strategic manner.
- the *mentrau* should ensure that strategic planning and action are accorded due priority.
- the *mentrau* should ensure that their staff are given training and the time to plan strategically themselves or that they buy in this service from external experts.

## 5.4 Monitoring and Evaluating

Monitoring and evaluating the effectiveness of schemes in respect of achieving the original objectives are important steps in any planning work.

At present, there is no evidence of the *mentrau* monitoring and evaluating their activities with the exception of doing so in an informal and ad hoc manner. Every *menter* was very clear about what they considered to be successful or unsuccessful activities but they did not have any purposeful methods of evaluating their activities systematically.

**Menter Cwm Gwendraeth** is the only *menter* that has tried to develop a system of monitoring and evaluating projects. However, the system that was devised originally was been found to be too complex to be practical and required simplification. Menter Iaith Myrddin has recently adapted Menter Cwm Gwendraeth's original system. The intention is to begin to use a modified system to monitor and evaluate new schemes from Autumn 2000 onwards. We suggest that the staff of Mentrau Iaith Myrddin are given the opportunity to experiment with this system and, after any further adaptations, share the scheme with the other *mentrau*. A current draft copy of Mentrau Iaith Myrddin's monitoring and evaluating system is reproduced in Appendix 5 as an example of the type of scheme that should be developed by the *mentrau*.

### 5.4.1 Monitoring and evaluating the effect of the *mentrau* on the "health of the language"

The Board's definition of the "health of the language" is the extent to which the language is used by individuals and organisations. The Board's brief for our review of the work of the *mentrau* questions "whether a monitoring framework can be developed to measure the 'health of the language' that would be beneficial to the *mentrau*, the Board and other bodies." The question suggests that it is possible to develop a comparatively simple monitoring framework that could be used in any language context to measure the success of language planning intervention.

Several attempts have been made to define a model of 'language vitality', with the most influential of these being suggested by Giles, Bourhis and Taylor (1977). Their model recognises a number of factors influencing language vitality, such as:

- **status** – economic status, social status, social-historical status and linguistic status in terms of internal and external perceptions of social worth;
- **demographic** – geographic distribution and the number of speakers including the number of births, inward and outward migration and mixed marriages;
- **institutional support** – formally by the mass media, education and government services, and informally in industry, religion and culture.

Although several attempts have been made to develop and extend this model, there are a number of criticisms of its weaknesses. These include, problems with its theoretical basis (e.g. G. Williams 1992); the model's tendency to over-simplify the relationship between the various factors; the model's lack of acknowledgement of change and variety over time; and practical difficulties in implementing and testing the model (e.g. Baker and Jones 1998).

It is beyond the parameters of this review, therefore, to offer another model. It must be accepted that there is no simple way of measuring the effect of the *mentrau* on "the health of the language", and the temptation to develop a simplistic model should be resisted. This does not mean, however, that the *mentrau* should not develop a monitoring scheme and evaluate themselves. We suggest steps along those lines in the following section.

#### 5.4.2 Developing a monitoring and evaluation scheme for the *mentrau*

Developing a system of monitoring and evaluating in a quantitative way is difficult in this context because the nature of language use as a social medium changes on a daily basis and depends on so many factors which are beyond the control of the *mentrau iaith*. Furthermore, it is invariably difficult to measure success in a way that can be compared accurately from one year to the next.

However, the current system used by the Welsh Language Board to evaluate the *mentrau's* grant applications whereby quantitative targets are set for the *mentrau's* activities is not an adequate or satisfactory method of measuring the effectiveness of the *mentrau*. We believe that it is also necessary to include performance indicators to measure the efficiency of the *mentrau's* operational processes in addition to including strategic outcomes to measure the effectiveness of intention along with quantitative targets for specific activities.

The performance indicators will vary according to the type of activity but, generally, they should include evidence of:

- identifying local language needs,
- strategic language planning for a specific aspect of social life,
- purposeful networking and planning,
- ensuring and promoting local ownership,
- finding sufficient sources of funding, and
- efficient and purposeful action.

The strategic outcomes could include:

- raising the profile of the Welsh language in a specific context,
- creating opportunities to use the language and increase the use of the language,

- extending new opportunities to use the language and people's use of it,
- empowering people to make more use of the Welsh language through opportunities to practice and improve their command of the language.

In Chapter 6 of the report, we offer further ideas on how to include the process of monitoring and evaluating as an element of the *mentrau's* ongoing procedures.

### 5.4.3 Conclusions

On the whole, the monitoring and evaluation activities currently undertaken by the *mentrau* are limited.

The *mentrau iaith* need specific training and guidance in order to develop this element of their work further.

### 5.4.4 Recommendations

- **The *mentrau's* activities should be evaluated according to the outcomes that achieve the *menter's* objectives rather than quantitative targets which reflect the range of activities they are involved in.**
- **Menter Cwm Gwendraeth and Mentrau Iaith Myrddin have developed a scheme to monitor and evaluate the *menter's* schemes. We suggest that the *mentrau* staff are given an opportunity to experiment with the system, and after any further adaptations, share the scheme with other *mentrau*.**

## 6.0 The Way Ahead

### A framework for developing the field of community language planning and consolidating the work of the *mentrau*

In this section, the following framework is offered for two reasons:

- in order to develop and empower community language planning as a body of important work that is essential to the future of the Welsh language, and
- in order to consolidate and empower the *mentrau iaith* as the primary community language planners.

This review has highlighted a number of requirements in relation to realising the above aims. The main requirements are as follows:

#### a) Language planning requirements

There is a need to:

- raise the status of community language planning and give it recognition as a relevant field, equal with other related fields such as community and economic development;
- ensure that language issues are a part of the agenda in every field in order to 'normalise' the Welsh language in every aspect of social life;
- identify language planning and community development needs on a national, regional, county and local level;
- plan strategically on a national, regional, county and local level;
- ensure expert and professional input into community language planning and into specific language planning and community and economic development initiatives;
- ensure effective working partnerships between bodies, organisations and community groups that promote the Welsh language.

#### b) Requirements in relation to consolidating and empowering the *mentrau iaith*

There is a need to:

- develop the expertise of the *mentrau* in language planning;
- develop the role of the *mentrau* as community language planners and facilitators;
- ensure better financial certainty for the *mentrau*;
- ensure consistent wages and terms of employment;
- continue to strengthen effective networking between the *mentrau*;
- develop partnerships between the *mentrau* and other key bodies;
- prepare guidance and assistance for the *mentrau's* staff;
- provide adequate support for *mentrau* volunteers;
- develop a culture of in-service training;
- provide guidance and training for the *mentrau* in relation to management and administration;
- promote detailed and purposeful planning;

- ensure effective and efficient programmes of work for each mentor; and
- develop a system of monitoring and evaluating the effectiveness and efficiency of the *mentrau iaith*.

## 6.1 Community Language Planning

The main principle in identifying the language planning needs in a particular community is to identify the specific needs of individuals and social groups in their social contexts. To this end, community language planning practice needs to be based on a sound understanding of the local community which involves gathering information about:

- the social practices, language use and values of specific individuals and social groups, and
- socio-linguistic and socio-economic processes and trends.

In addition, it is necessary to identify factors that influence language use patterns such as:

- social values, the values of institutions and individuals,
- perceptions of the status and legality of the Welsh language in certain social contexts or on specific occasions,
- provision of organisations, bodies and institutions within the community,
- the perceptions of individuals about language and identity, and
- the individual's competence and confidence in using the language.

It is necessary that any data collected be analysed in the context of a wider knowledge of socio-linguistic and socio-economic processes and trends. Although the *mentrau* are not expected to undertake this type of research themselves, they should be aware of the need for it and its potential to add real value to their activities and the fruits of their labour. A list of socio-linguistic and socio-economic data sources is provided in Appendix 6.

### 6.1.1 Five areas for action

In order to move towards a practical model of community language planning, we suggest that it is appropriate to plan for meeting the needs of social groups within the community based on the following five areas:

- voluntary sector,
- public sector,
- private sector,
- leisure, culture and lifelong learning, and
- the home.

We believe that the home is the most important of the five areas for the *mentrau iaith* since no other organisations are involved in this aspect of people's lives. Indeed, in respect of influencing language practice within the home and other informal social

networks, the *mentrau* are the only agency with the opportunity and potential to operate influentially.

Any planning within the five areas should be based on:

- an analysis of information about the local community and the needs of the field in the form of socio-linguistic and socio-economic data;
- gathering information and consulting with relevant social groups;
- strategic planning with the main players in the field; and
- input from experts in the field.

The aim in doing so would be to achieve the three indicators of a 'living language', those being:

- ensuring status and respect for the language in all aspects of social life;
- maintaining, increasing and promoting opportunities to use the language and the use made of those opportunities, and
- empowering people to use the language by nurturing confidence and competence.

When investigating how people and groups interact within each of five areas noted above, it is important to be sensitive to the various ways people communicate with each other. In addition to ways of using spoken and written language, it is also essential to be increasingly aware of contemporary ways of using language with regard to the broadcasting media and information technology. We are all aware that we are in the process of an information revolution when information technology will have an increasing influence on our ways of interacting and our language practices in the future. Undoubtedly, there will be increasing tension between cultural globalisation and local identities. The *mentrau iaith* must be sensitive to such developments and try, in collaboration with other language planners, to predict tendencies and prepare appropriate strategies.

## 6.2 Community Language Planning: A Working Model

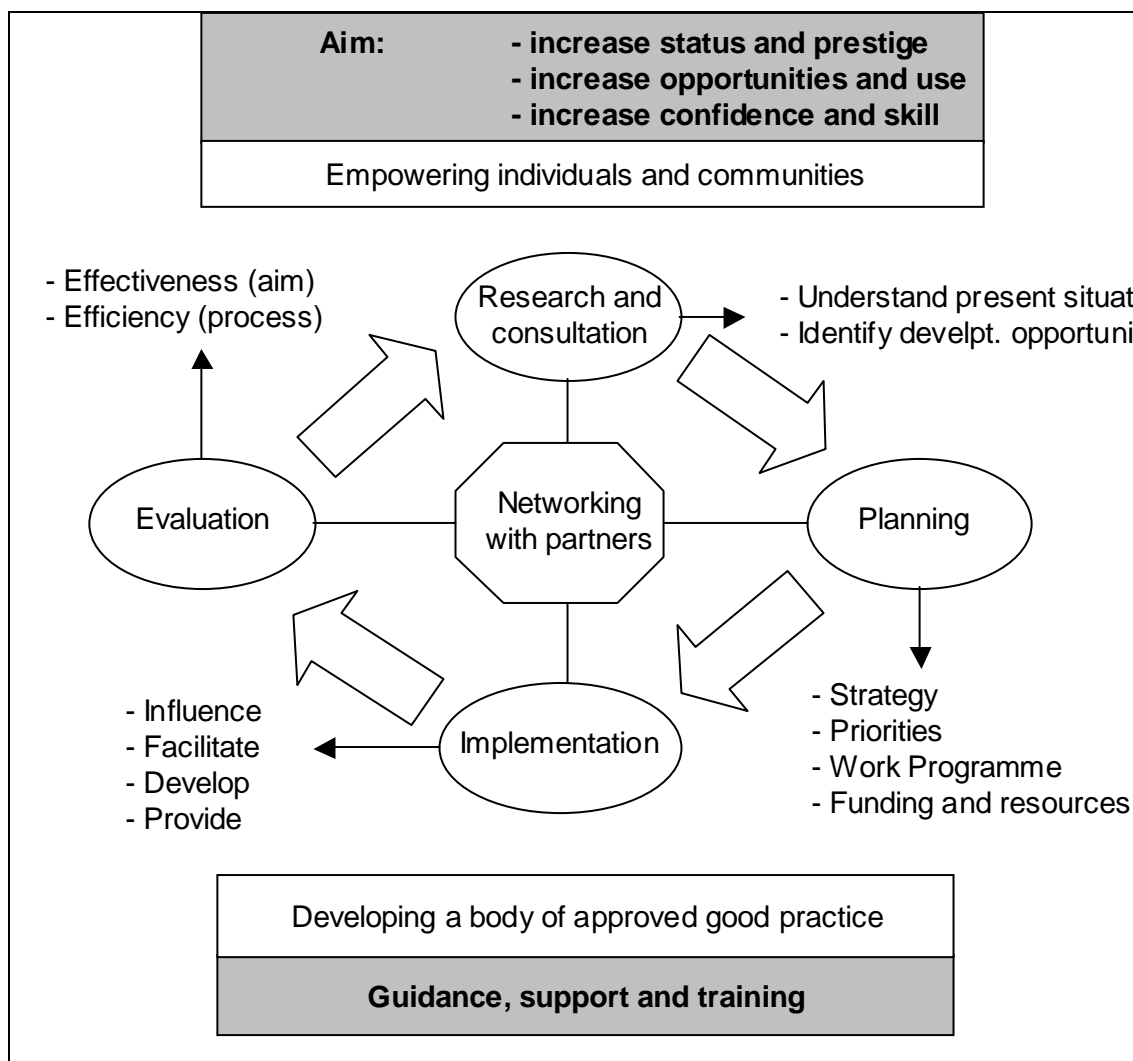
As Figure 7 shows, there are four main stages to any planning process and effective language planning is no exception to the general rule that research, planning, action and evaluation are essential. These four stages are equally relevant at every level of language planning, be it on a local, county or national level.

In trying to create a community language planning model that is relevant and workable for the *mentrau iaith*, we have adapted the basic principles of the planning circle to our own ends as detailed below.

### 6.2.1 Research and Consultation

The first stage in the planning process involves research and consultation in order to identify the current opportunities and use of Welsh, the gaps in the existing opportunities and patterns of use and, therefore, opportunities for intervention.

**Figure 7: Working model of community language planning by a *menter iaith*.**



**a) Identifying current opportunities and use**

The first stage, therefore, is to identify:

- the current opportunities people have to use the Welsh language, and
- their current patterns of language use.

This is achieved by:

- effective and purposeful research and consultation, and
- influential and effective networking with key partners.

Involving members of the local community and other providers in the research and consultation process is a means of increasing the information gained and ensures active collaboration with community members from the very beginning. Working collaboratively will also contribute to raising the profile of the language and the *mentrau* amongst members of the community and with other key bodies and organisations.

Mapping every opportunity to use the Welsh language and the current use of those opportunities may be an enormous and complex task. The process should be thought of as a long-term process that can be added to over time. The initial burden could be lessened by:

- concentrating on a limited area,
- concentrating on opportunities and use amongst specific social groups,
- concentrating on specific aspects of social life.

This type of information provide a picture of the situation locally, which will:

- i) **identify any threats to the continuation of current opportunities** – in order to plan and act in a pro-active manner to prevent or reduce the threat;
- ii) **identify areas where further support may sustain, strengthen or increase opportunities** – in order to protect and sustain current use of Welsh and perhaps, in doing so, increase people's and institution's use of the language;
- iii) **identify factors that hinder the optimum use of opportunities** – in order to plan, encourage and promote further use of the language.

#### **b) Identify gaps in current opportunities and use**

Gaps in current opportunities and use of Welsh can be identified as part of the process of collecting and analysing information on the current opportunities and use of the language. Again, this is a process that should be achieved through:

- effective and purposeful research and consultation, and
- influential and effective networking with key partners

Involving specific institutional and organisational providers and suppliers in this part of the process is all-important in order to ensure their effective collaboration.

This stage in the planning cycle provides an opportunity to identify the needs of individuals and local community groups in sufficient detail to enable the *mentrau* and their partners to identify strategic objectives and development priorities.

#### **c) The importance of networking and partnerships**

The importance of influential and effective networking and collaboration with partners cannot be over-emphasised. Collaboration with other groups, organisations and bodies can be a way of facilitating the process of identifying language planning needs, and in planning, it is a means of ensuring wide ownership of, and support for, specific projects. Indeed, as the above model demonstrates, networking with partners should be central to all aspects of a *menter iaith's* work – collaborative research, collaborative planning, collaborative action and collaborative evaluation.

#### **d) Research Partnerships**

It is very important that experts within universities and research agencies become more active partners with the *mentrau iaith*. Advantage should be taken of their

expertise and input in developing research techniques and implementing specific projects. The universities can draw on additional funding sources for research, such as Economic and Social Research Council (ESRC) and the British Academy, which are not available to the *mentrau* and the Welsh Language Board. Also, university and college students can undertake research projects that would be relevant to their courses and research doctorates as well as to the research needs of the *mentrau iaith*. There are also a number of charitable philanthropic institutions that could be approached for research support such as the Leverhulme Trust, the Rowntree Trust and the Rank Foundation, to name but three.

## 6.2.2 Planning

The second stage in the model requires detailed and purposeful planning based on information gathered during the research and consultation phase. Firstly, strategic aims must be identified and, subsequently, specific areas should be prioritised for development. The *mentrau iaith* should not attempt to be all things to all men – although the expectations for them to do just that is often high, not least their own expectations. The *mentrau* need to focus on a limited number of objectives at any given time. This is a basic management issue but one that many of the *mentrau* have not felt the necessity to implement due to the moral pressure to ‘save the language - now’!

After deciding on their operational focus, annual operational plans should be formed which are a combination of projects and actions that are to be instigated locally as well as projects that deal with local aspects of national campaigns, again according to local needs. Operational plans should be detailed, purposeful and measurable and should provide clear descriptions of the outcomes to be achieved.

We provide details on these elements below:

### a) Strategic objectives

In planning strategic objectives, the following should be ensured:

- objectives that correspond to the findings of the *mentrau* and their partners in relation to local needs;
- objectives that promote local strategic action;
- co-ordination of local, county and national strategic aims, ensuring that local needs are given priority at all times;
- objectives that are achievable within the scope of the menter’s resources to be achieved over time.

### b) Development priorities

In deciding on development priorities it should be ensured:

- that all relevant partner organisations and bodies contribute to the process of identifying development priorities, identifying the role of each body and organisation in realising the objectives noted;
- that each priority is based on the evidence of sound research and consultation;

- co-ordination between development priorities ensuring that local priorities are supported within county and national strategies.

### c) Operational Plans

The whole purpose of planning is to promote effective action. After all, the whole purpose of the *mentrau's* existence is to act in order to ensure change and progress. It is essential, therefore, that the strategic planning and the process of prioritising are turned into detailed and purposeful operational plans which are measurable with regard to the efficiency of the process and with regard to the effectiveness of the *mentrau* in achieving their aims. Operational plans should therefore include:

- objectives,
- specific tasks,
- outcomes,
- quantitative targets where appropriate,
- expected outcomes,
- timetable, and
- costs.

As previously noted, effective operational planning is currently very scarce within the *mentrau*, who have a tendency to operate in an ad-hoc manner, responding to needs as they arise and acting upon them randomly. A more purposeful operational culture must be nurtured within the *mentrau iaith*, at the level of the whole menter and on the level of individual members of staff, whilst also allowing sufficient room for flexibility to respond to changing circumstances.

Operational plans should be a combination of two specific elements:

- tasks and projects developed to meet local needs in accordance with recognised strategic priorities,
- the local dimension of national projects when relevant to the local situation.

Given that a number of the *mentrau's* staff work long and unsociable hours, the operational plans of individual staff should also give consideration to:

- administrative time,
- staff development plans and training opportunities, and
- staff holidays and terms of employment.

The Welsh Language Board and other funders should emphasise the importance of the planning process when evaluating the *mentrau's* annual applications.

### d) Local Projects

In developing operational plans, the *mentrau* will need to develop local projects in order to meet specific needs within their communities. They will need to be creative, adventurous and experimental in developing projects that will attempt to change language use practices within the community. It is likely that many of the *mentrau* will see the need to develop their own unique projects with their local partners. It is also

possible that some groups of *mentrau*, within or across county boundaries, will wish to collaborate on specific projects by sharing experience, expertise and resources as is currently the case with the *mentrau* in the North West for example. The local *mentrau* will be responsible for these projects but they should be given advice and guidance as needed. Further details are provided on the way in which appropriate supportive arrangements could be developed in Chapter 6.3.

#### **e) National Campaigns**

In addition, we foresee the need to plan national projects and campaigns in those areas where there are clear priorities throughout Wales based on the strategic objectives of the Welsh Language Board.

The language transmission scheme that is being developed jointly by the Welsh Language Board and health practitioners in Carmarthenshire and Mentrau Iaith Myrddin is currently a clear example of a language planning field that is relevant to every part of the country. The Welsh Language Board produces valuable resources, of a high standard to promote several aspects of their objectives. From speaking to the *mentrau iaith*, we found that these resources could be used more effectively if they were part of a purposeful, co-ordinated campaign.

National campaigns such as these should be developed and led by working parties which draw together the Welsh Language Board, the *mentrau iaith*, relevant partners and experts in their given fields. Campaign working parties such as these would ensure expert input and guidance as well as inter-organisational collaboration on all campaign initiatives. Pilot schemes should be developed in specific areas with the co-operation of the *mentrau iaith* and relevant bodies. Collaboration on national pilot projects provides the opportunity, not only to refine campaign methods before disseminating them to others, but also to use and develop the experience and expertise of the *mentrau iaith's* staff as part of a purposeful staff development strategy.

The pilot projects should be evaluated before the projects are developed in other parts of Wales in order to ensure that the projects are implemented on the basis of experience and success. National projects should be piloted in different areas of Wales so that each menter in turn is able to benefit from the guidance and resources involved and is given the opportunity to develop and implement innovative initiatives.

Following the pilot schemes, national initiatives could be disseminated to other relevant areas through appropriate training, leadership, resources and support.

#### **e) Resources and finance**

Planning sufficient resources and funding to maintain an operational language planning programme is essential. Without the necessary resources nothing will be achieved. In order to implement the programme of work efficiently, the following must be ensured:

- sufficient funding from appropriate sources,
- a sound financial management system, and
- an effective system for managing staff time and duties.

Again, as previously noted, these elements are aspects in which the *mentrau iaith* generally need guidance, support and training in order to increase their effectiveness and efficiency.

### 6.2.3 Action

The nature of the *mentrau iaith*'s projects or operations will vary from menter to menter and from area to area depending on local circumstances. Chapter 4 of this report provides details on our opinion of appropriate activities and at the beginning of this chapter, five areas of action were suggested for involvement by the *mentrau* in relation to the language use of individuals and groups within the community. Here we focus on ways of working.

Essentially, the *mentrau iaith*'s activities should focus on two aspects:

- strategic and political action on a county level, and
- an operational element within the local community.

#### a) Strategic and political action

In addition to the strategic planning noted above, one of the *mentrau iaith*'s main functions on a county level should be to influence key partners in the area in order to ensure a change in the social and political climate in favour of its language planning objectives. The *mentrau iaith* must network effectively within local institutions of power, to ensure that it is a constant lobby and advocate within the county's circles of influence for extending the opportunities to use Welsh and for creating social circumstances that promote the well being of Welsh speaking communities. In trying to influence the policies and actions of county organisations and institutions within each sector, the *mentrau iaith* must ensure the support of a wide range of significant allies through effective networks and partnerships. Without nurturing political status and credibility as one of the county's main development agencies it is doubtful how much the *mentrau* can actually achieve.

#### b) Community action

As noted above, one of the *mentrau iaith*'s main functions as community language planners is to identify local development needs. This in itself, if done effectively, is a great service to all involved with promoting the Welsh language within the community. Having identified local needs, the gaps in the local provision and the opportunities for development, the next step is to initiate action to fulfil them.

We believe that the *mentrau iaith* need to base their community action on four approaches:

- facilitating provision by partners in the field,
- developing local responses from the community itself,
- developing and running innovative projects, and finally, where necessary,
- providing services directly, with the aim of transferring the responsibility to the community as soon as possible.

The above approaches involve a considerable amount of time and energy in establishing meaningful partnerships with key partners and with the community itself. Not every mentor has been successful in achieving this to date. Indeed, as noted previously, examples were seen of *mentrau iaith* competing with and challenging the work of other organisations that should be considered natural partners of the *mentrau iaith*, being funded as they are from the same source to the same end. Again, as noted in the above model, as far as operational methods are concerned, networking with partners is a key factor in effective action on a community level, as at every other level.

Given that the *mentrau iaith* need to act in innovative, adventurous and challenging ways to promote the Welsh language locally in order to raise the expectations of groups and individuals and change local language practices, it is necessary for them to undertake innovative and proactive projects to meet specific needs in order to develop a dynamic of social change within the community. Projects such as these should be challenging, powerful and planned in order to have the greatest possible effect on patterns of local language use.

In accordance with the basic principles of effective community planning, where there are no other local partners available, or when, for some other reason, the *mentrau* may well be required to provide services and opportunities themselves, they should ensure that they plan the provision in collaboration with the local community and ensure an effective exit strategy to transfer the responsibility to the community or other partners in time.

### **c) Outcomes**

A number of positive outcomes in favour of protecting and promoting the Welsh language should appear of their own accord as a result of implementing a purposeful and effective programme of work. Amongst them should be outcomes in relation to:

- maintaining or creating new opportunities to use Welsh,
- increasing new uses of the language,
- ensuring public status and legitimisation for the language, and
- nurturing local people's confidence and competence in their use of Welsh.

There will also be other outcomes in relation to aspects of community development or inter-organisational relationships. In addition, although the *mentrau* and their staff and volunteers are expected to identify the expected outcomes when planning activities, unintentional outcomes that occur as a result of their intervention should also be identified and recorded.

Most important of all, finally, it must be emphasised, that when considering developing the work of the *mentrau iaith* in the future, the *mentrau's* proper role in working in the community, is to facilitate provision by partners or empower members of their local community to develop their own initiatives.

## **6.2.4 Evaluation**

Evaluating an activity is an important stage in the language planning process and allows us to develop new work and restart the planning cycle. Evaluation involves two main elements:

- **evaluating efficiency** – the process of planning and implementing activities, and
- **evaluating effectiveness** – assessing the outcomes of the activities of the *mentrau* and their partners.

Developing a system of evaluating the efficiency of the *mentrau's* work in order to monitor value for public money for funding purposes is valid and comparatively easy. However, creating a system for evaluating and measuring the effectiveness and success of community language planning initiatives is another matter.

It is important to remember that community language planning is an experimental and developing field in Wales. Practitioners are currently creating new parameters and principles of community language planning as they go along. The factors influencing the language choices and practices of people and social groups are varied and complex. Expectations may be unreal – from partners organisations, the public and the *mentrau* themselves. What should be expected of them? Should they attempt to maintain the status quo or to initiate change? Are small agencies such as the *mentrau iaith* expected to be solely responsible for ensuring that the language flourishes in their area?

There are no simple, ready answers to ways of measuring menter effectiveness in relation to protecting or extending language opportunities and use. This must be borne in mind when developing evaluation methods.

**a) The *mentrau's* efficiency: measuring the success of the planning and implementing process**

Taking the planning and implementation method described above as a basis for good and approved practice in the field, it is possible to agree on appropriate criteria or quality indicators in relation to that process. Those criteria could include:

- the quality of the research and consultation processes,
- use of information sources,
- range and nature of partners,
- extent and influence of networks,
- quality of strategic planning,
- thoroughness of operational planning,
- financial viability and efficiency,
- quality of staff development plans,
- relevance of ways of working,
- quality of management and guidance,
- use of monitoring and evaluation methods.

The *mentrau* are not currently evaluated, apart from on the basis of attaining quantitative targets set in their grant applications to the Welsh Language Board. By adopting more systematic operational practices it would be possible to evaluate the *mentrau iaith* on a firmer basis. It should also be remembered that the main aim of evaluation is not to criticise but to identify new development needs and better ways of working. In this respect, developing self-evaluation practices is all-important.

## **b) The *mentrau*'s effectiveness: measuring outcomes**

The *mentrau iaith*'s effectiveness should be measured in accordance with the aims and objectives they set themselves. This can be done on two levels – operationally and strategically:

- operationally, the effectiveness of each activity should be measured in accordance with the predicted outcomes and the unintentional outcomes that arise from it;
- strategically, the *menter iaith*'s effectiveness should be measured in terms of the strategic aims set for the individual menter since this could vary from area to area and from menter to menter.

Finally, the basic criteria for evaluating the effectiveness of the language planning field in general are the aims we noted earlier as being the purpose of community language planning:

- increasing the status and prestige of Welsh in all areas of social life,
- maintaining, increasing and promoting opportunities to use the language and individual and institutional use of those opportunities
- empowering people to use the language by nurturing their confidence and competence in the language.

Developing relevant, valid and reliable criteria in relation to measuring language vitality is a worthwhile task that should be completed, but which is not possible to undertake within the time limits and resources of this exercise. It could be argued that such criteria will become apparent as community language planning develops a body of approved good practice in the future.

## **c) Evaluation methods**

When discussing evaluation, brief reference should be made to evaluation methods. The importance of self-evaluation has already been noted as a cornerstone of the planning process. This depends on purposeful planning and the regular recording and monitoring of work.

In addition, different methods of gathering information should be combined in order to measure outcomes. For example, in addition to using work monitoring records and the impressions of menter staff, partners and participants, any questionnaires and initial information gathering methods could be re-used to collect further information to compare the current situation with that identified originally. An evaluation framework and methods of measuring success should be developed systematically over a period of time to suit various situations and activities. Mentrau Iaith Myrddin have already developed one model for monitoring and evaluating projects (see Appendix 5 for details). Practices such as these should be shared and developed as part of developing the field of community language planning and in order to promote ownership of evaluation methods.

Care should be taken not to expect too much change over a short period of time. Long term objectives as well as short term objectives should be at the heart of every evaluation scheme and the methods of measuring the success of any scheme should reflect and consider this.

In evaluating outcomes, qualitative evidence should be valued as well as quantitative evidence. It is possible to measure some outcomes quantitatively, such as the number of activities held through the medium of Welsh or bilingually where they were not previously. However, care must be taken not to be over dependent on quantitative targets and measures given that the nature and quality of such opportunities and the type of language use are just as important, if not more important than the number who attend an event or receive a service.

Depending on quantitative targets and performance indicators alone tends to over simplify the process of implementing strategic language planning and evaluating its outcomes. As noted above, success or otherwise must be measured and understood in a way which leads to increasingly effective action in the future. What is needed therefore, is a combination of methods and questions that ask:

- What is the extent and nature of the outcomes?
- What reasons and factors are behind the extent and nature of the outcomes?
- How can existing ways of working be further improved?
- What other methods would be suitable for gathering information and measuring effectiveness and success in a useful way?

We suggest examples of the type of questions that need to be asked in various ways in Appendix 7.

### 6.3 Implementing the Framework

In this section we present a practical structure for implementing community language planning objectives. This structure is an attempt to achieve three things:

- increase and empower the *mentrau iaith* as local language planners,
- provide appropriate, specialist professional guidance and support for the *mentrau iaith*, and
- increase co-ordination and collaboration between key players in the field, the *mentrau iaith* and other relevant organisations and institutions.

We believe that there is a need to extend the influence of the *mentrau iaith* to every part of Wales. However, in the face of recent demographic changes, we agree that it could be argued that there is a need to focus resources on consolidating and strengthening traditional Welsh communities in the north and the west. Additionally, to increase effectiveness, the concept of two-fold *mentrau* should be considered – county-based *mentrau iaith* that plan and operate strategically across their geographical area, and community-based *mentrau* that implement practical projects on a geographical basis or on a project work basis in local communities.

To provide peace of mind for *mentrau* staff, we do not foresee the need to lose any post as a result of the recommendations of this report. In fact, if the model is to succeed, additional posts will need to be created. The model anticipates making use of existing mentor offices and technical resources where these are appropriate and of a good standard. It is suggested that new offices and additional resources are provided when the need arises.

In relation to promoting co-ordination and collaboration, it should be noted that the Welsh Language Board provides core funding for a number of other organisations

that promote the Welsh language amongst specific groups of the population – Urdd Gobaith Cymru, Mudiad Ysgolion Meithrin, CYD and others. Secondly, the Board also has national institutional partners working in specific areas that need to be included in the community language planning process. Thirdly, there are a number of other institutions and agencies that have developed considerable expertise in promoting the Welsh language in specific social contexts. We maintain that it would be desirable and extremely effective to draw these partners together under the banner of a Community Language Planning Partnership to try and ensure unity of vision and action.

A number of the *mentrau* reported their dire need for assistance and support with regard to two aspects of their work: language planning needs and general management skills. The model we present endeavours to provide a solution to their concern by creating stronger county level structures for organising the work of the *mentrau* and providing appropriate national leadership.

Finally, there are substantial financial implications to these recommendations. This cannot be avoided if the concept of the *mentrau iaith* as community language planners is to be effective. It is strongly recommended, therefore, that there is a need for the National Assembly to earmark additional funds for the *mentrau iaith* through the Welsh Language Board's grants system.

### 6.3.1 Mentrau Bro a Sirol (Community and County-based Mentrau)

There are currently 19 *mentrau iaith*. Of these, 11 serve a whole county. In reality, however, they often have to focus on particular areas since they do not have the human resources to operate across the entire county. In the case of Powys, there are two *mentrau*, one serving the Montgomery area in the north and the other serving the Brecknock area in the south of the county. In Carmarthenshire, there is one county initiative which co-ordinates 6 community based *mentrau*.

As noted previously in Chapter 5, the Mentrau Iaith Myrddin model is seen to be working effectively in maintaining a two-fold role; county-based strategic planning and responding to the specific requirements of local communities within the county. We believe it would, therefore, be good to see more *mentrau* being established on this type of model across the whole of Wales.

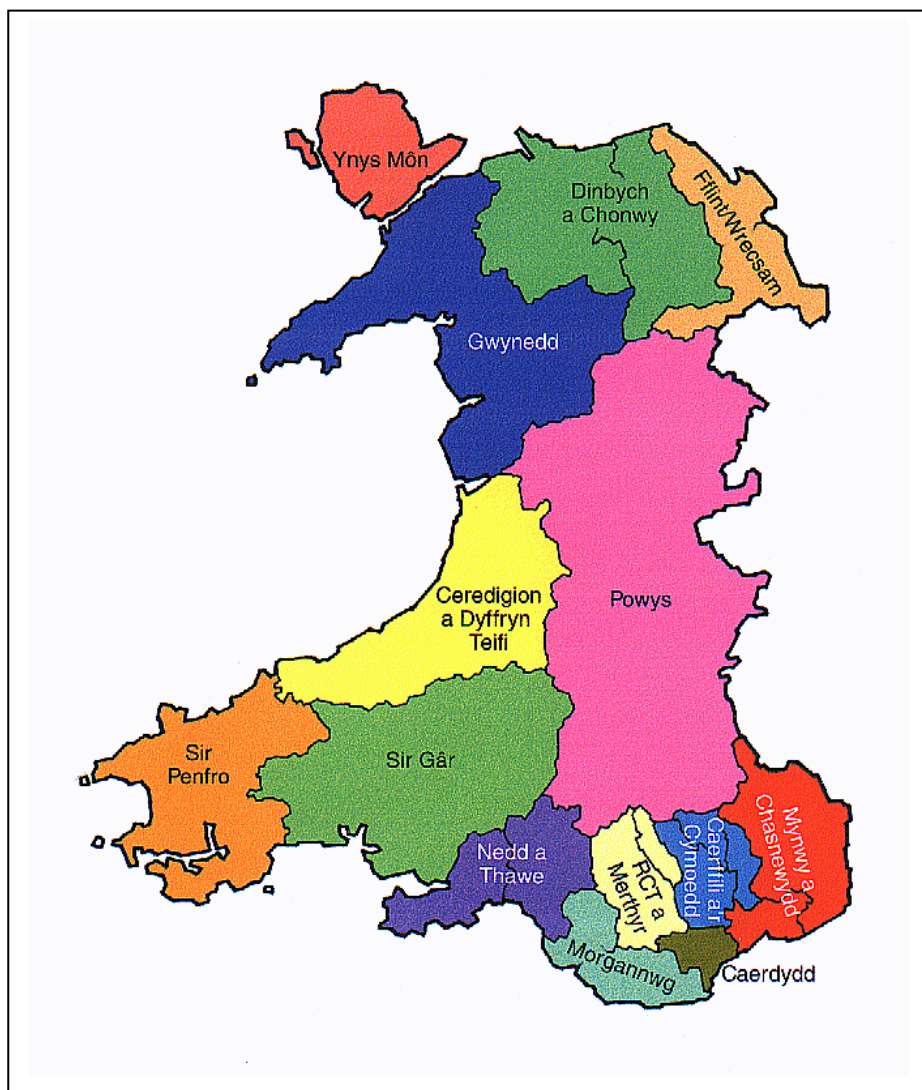
We therefore see the need to ensure that there are 14 county-based *mentrau iaith* to serve the whole of Wales, as follows:

- |                     |                               |                                  |
|---------------------|-------------------------------|----------------------------------|
| • Môn               | • Powys                       | • Glamorgan                      |
| • Gwynedd           | • Ceredigion and Teifi Valley | • Rhondda Cynon Taff and Merthyr |
| • Denbigh and Conwy | • Pembroke                    | • Cardiff                        |
| • Wrexham and Flint | • Carmarthen                  | • Caerphilly and the Valleys     |
|                     | • Neath and Swansea           | • Monmouth and Newport           |

(See also the map in Figure 8).

In the case of some *mentrau*, there is no change to the county boundaries they serve at present. In the case of some of the other *mentrau*, we suggest that their county boundaries are extended and we would wish to see an increase in those *mentrau's* resources, as necessary.

Figure 8: Suggested county-based areas of *mentrau iaith*



### 6.3.2 Mentrau Bro (Community-Based *Mentrau*)

In order to implement the second element of the two-fold menter - operating locally within communities - additional community-based *mentrau iaith* need to be established within a number of county areas. This means that additional staff need to be appointed for a number of *mentrau* and in some cases additional offices need to be opened to serve the communities effectively. As a starting point we suggest the following list of 35 community-based *mentrau iaith*:

- North
- Anglesey
- Bro Menai
- Arfon
- Llŷn and
- Montgomery
- Radnor
- Brecknock
- Penweddig
- Mid Ceredigion
- Llanelli (LL)
- Swansea Valley
- Neath Valley
- Swansea and Gower
- Bridgend and Blaenau

- |                     |   |                              |
|---------------------|---|------------------------------|
| Eifionydd           | • South Ceredigion and the Teifi Valley | Glamorgan                    |
| • Meirionydd        | • Preseli                               | • Vale of Glamorgan          |
| • Rural Conwy       | • South Pembrokeshire                   | • Cardiff                    |
| • Rural Denbigh     | • Bro Dinefwr                           | • Rhondda                    |
| • Glannau'r Gogledd | • Bro Myrddin                           | • Cynon                      |
| • Flint             | • Gwendraeth Valley                     | • Taf Elái                   |
| • Wrexham           | • Aman Valley                           | • Merthyr                    |
|                     |   | • Caerphilly and the Valleys |
|                     |   | • Newport and Monmouth       |

Figure 9: Suggested *mentrau iaith* community areas



The above list includes some communities that are currently served by a *menter iaith*. We have suggested additional communities within some county areas where there was a clear need for additional funding and staff to work at the grass roots level. It could be reasonably argued that there is a need for more communities than those listed here. For example, it has been argued that Anglesey could be split into four communities rather than two, and this is a perfectly acceptable argument. The *mentrau iaith* themselves, in partnership with their local communities, should decide on this. All we can offer here are suggestions. The situation should be reviewed with the *mentrau* according to the pattern of local community needs before taking any final decisions.

A number of the current community-based *mentrau* are independent, unincorporated societies, and in some cases also charitable companies. We do not suggest that this status should necessarily be reproduced in every community area. Consideration should be given to what is appropriate to each local community. In the majority of cases, we would imagine that there would be a need to establish some form of informal local advisory committees to extend ownership of the county-based *menter*.

The issue of boundaries is a complex one. Community life does not necessarily follow the boundaries of local government. Thorough local knowledge is necessary to understand the nuance of boundaries fully. We have intentionally included one example of this – Ceredigion and the Teifi Valley. *Menter Bro Teifi* currently serves the Southern side of the Teifi Valley which is part of *Mentrau Iaith Myrddin*. The valley is long and forms the length of the boundary between Ceredigion and Carmarthenshire. Despite the fixed map boundary, it is mainly the location of the market towns along the valley that define local community patterns rather than the course of the river. It would appear to be more sensible to arrange trans-boundary *mentrau* here based on market towns and their hinterland – Cardigan as far as Llandysul, Llandysul to Lampeter, Lampeter to Tregaron – literally crossing bridges. Every *menter* must be aware of this possible complexity and collaborate on a trans-boundary basis where appropriate.

### 6.3.3 The *mentrau* staff

#### a) County Officers

As noted above, more staff will need to be appointed to consolidate and strengthen the work of the *mentrau iaith*. One of the *mentrau's* advantages at present is their relationship with the local community and their potential to develop this relationship over time. It is important, therefore, that this relationship is protected and strengthened. One way of achieving this is to ensure a sufficient number of staff to operate within the area's communities, giving priority to developing local ownership of schemes and community development activities by establishing and collaborating with consultative committees or local fora.

A less effective element, overall, at present is the *mentrau's* success in influencing and planning on a county level in conjunction with the unitary authorities and other influential partners. One way of trying to answer this specific need is to ensure that one member of the *menter's* staff focuses on operating on a county level. We suggest, therefore, that the county and community split outlined above is followed, and that some of the *mentrau* staff roles are restructured to ensure that every *menter* has one member of staff to network and plan on a county basis and other staff to

network and plan on a community level, thus facilitating and operating specific projects.

A county officer within a *menter iaith* would be responsible for:

- identifying language planning needs in the county,
- strategic language planning on a county level,
- networking with key partners on a county level,
- facilitating schemes and projects on a county level,
- monitoring and evaluating county schemes,
- supervising and managing the work of community-based *mentrau* officers,
- management and administration duties according to local arrangements.

We foresee that 14 Community Language Planning Officers will be needed to correspond to the county-based *mentrau iaith*.

### **b) Community or Project Officers**

There will also be a need for some staff to be responsible for the following roles on a community level:

- identifying language planning needs in the local community,
- networking within the local community,
- promoting local community projects,
- implementing some specific projects,
- ensuring local ownership of specific projects,
- monitoring and evaluating community schemes.

According to the basic model outlined above, we estimate that this will mean a workforce of 34 community or project officers<sup>3</sup> who would correspond fairly closely to the *mentrau's* field officers or project officers in post at present.

We foresee that the responsibilities of these officers may be defined geographically within their communities. They may also be defined according to specific areas of work, such as youth or voluntary sector work. We believe that the experience and expertise of staff in specific fields should be utilised, in addition to encouraging such staff to gain new experiences and expertise.

The 34 community or project officers noted above is a minimum figure. If a *menter*, as an independent body, could secure the resources to employ more community/project officers than are noted here, then all the better!

### **c) Administrative Assistance**

The lack of administrative assistance is a problem for nearly all of the *mentrau*. We therefore suggest that at least one full-time (or two part-time) administrative assistant

---

<sup>3</sup> We foresee that the Powys County Language Officer could also be responsible for the Radnor community area since there is not a sufficient population or density of Welsh speakers to justify employing a full-time Community Language Officer specifically to serve this area.

are appointed in each county to manage the *mentrau's* offices and offer administrative support to the staff. It is acknowledged that there may be a need for more administrative staff in some areas and that would be a matter for the *mentrau* locally to plan and employ according to their means.

### 6.3.4 Assistance and support

#### a) Community Language Planning Advisors

In addition to operating on a county and community basis there is a clear need to have some people who can contribute to strategic networking and planning on a regional and national level, in conjunction with the *mentrau iaith*. This does not occur at present apart from the occasional initiative by the Welsh Language Board and Mentrau Iaith Cymru, and a commercial service by a language-planning agency. There is a clear need for staff who would undertake this role as the main focus of their work. A substantial number of *mentrau* also stressed the need for guidance and specialist, pastoral support in their day-to-day work.

Although the Welsh Language Board's staff undertake some of this work, the Board does not have a sufficient number of appropriate staff to serve the *mentrau* fully to provide practical guidance on a daily basis. As the *mentrau* themselves emphasised, there is a need for a member of staff who is able to make regular visits to each *menter* in a pastoral role rather than operate from an office in Cardiff. Community Language Planning Advisor posts therefore need to be created to provide the *mentrau* with guidance, assistance and support they need. The Advisors' duties would include:

- identifying national language planning needs,
- strategic language planning on a national, county and community level,
- networking with key partners on a national level,
- leading and guiding the *mentrau's* staff,
- co-ordinating specific national projects,
- monitoring and evaluating national schemes.

Staff with a substantial experience of language planning, community development or a similar field would be required. It would also be essential for such advisors to possess the status and experience to influence national institutional partners effectively.

It will be crucial for the Community Language Planning Advisors to foster a very close relationship with the *mentrau* and their volunteers in order to gain a thorough understanding of the situation and language planning needs on a county and community level and develop specific projects. It will also be essential that they are able to network effectively on a national and regional level. In our opinion, therefore, a team of three Community Language Planning Advisors will be needed to undertake the work across the whole of Wales.

The Community Language Planning Advisors could be located separately in one of the *mentrau's* offices in north, mid and south Wales, or together in one central office. If they were located in one office we suggest that they should not be in Cardiff but in a location that is central to the whole of Wales, such as Aberystwyth.

By establishing a team of Community Language Planning Advisors in Aberystwyth, for example, they could be located within a National Language Resource Centre such as the one proposed in the *Community Research Project*.

#### **b) Networking and sharing good practice**

Networking and sharing ideas and good practice amongst similar organisations is always an effective way of ensuring assistance and support. The networking opportunities and sharing of good practice should be continued and strengthened amongst the *mentrau*.

Mentrau Iaith Cymru already fulfils a valuable role in this respect and, as previously noted, receives the support of all the *mentrau*. There is a role therefore for Mentrau Iaith Cymru to operate as an unincorporated umbrella organisation to promote:

- professional development opportunities,
- the facilitation of training opportunities,
- internal networking, and
- the sharing of good practice.

#### **c) Training**

One of the main development needs that became apparent in respect of assistance and support was the need for training opportunities. As these needs were wide ranging, we note a training programme that could be considered – in the short, medium and long term.

In the short term there is an immediate need for training on the administrative and organisational aspects of running a voluntary organisation, specifically those aspects related financial and personnel management. We suggest that an introductory package on good practice in the field is produced, linking its presentation with appropriate training.

In the short term also, introductory courses to community language planning and language awareness should be organised so that all menter staff come to share the same understanding and vision of their role.

In the medium term, the training requirements could be as wide-ranging as the staff's needs. The key factor is that every menter should establish a system of staff development that identifies training needs and facilitates appropriate opportunities. Sometimes it is necessary to take time to refine skills and expert knowledge. The following are amongst the subjects that could be considered:

- community language planning
- research techniques and information sources
- managing projects
- monitoring and evaluating
- presentation skills
- local networking
- European lessons
- attracting finance and funding
- managing volunteers

- administering charities

A number of establishments, mainly the Wales Council for Voluntary Action and the Local Voluntary Councils, already provide training opportunities on these and other subjects. The *mentrau iaith* should make much more use of the opportunities available at present.

In the long term, there are more possibilities that educational establishments could consider providing for *mentrau iaith* staff and others. Amongst these possibilities are courses in:

- sociolinguistics,
- language planning,
- implementing community development,
- youth and community work through the medium of Welsh,
- working with children through the medium of Welsh,
- language awareness,
- professional management skills.

### 6.3.5 Employment Details

As noted in Chapter 3, the variation in the salaries and expenses paid to *mentrau iaith* staff is enormous. There is a clear need to professionalise the field by paying salaries that reflect the experience and responsibility of the post and corresponds to the salaries of similar posts.

As the employment terms of *mentrau iaith* staff vary greatly, we are not in a position to set grades for specific posts. However, we suggest that the pay scales of the *mentrau's* staff are set around the following scales:

- Community Language Planning Advisors: £30k - £35k
- County Officers: £23k - £28k
- Community/Project Officer: £16k - £21k
- Administrative assistants: £11k - £14k

The *mentrau iaith* should ensure that they are able to pay National Insurance contributions and employers' pension contributions.

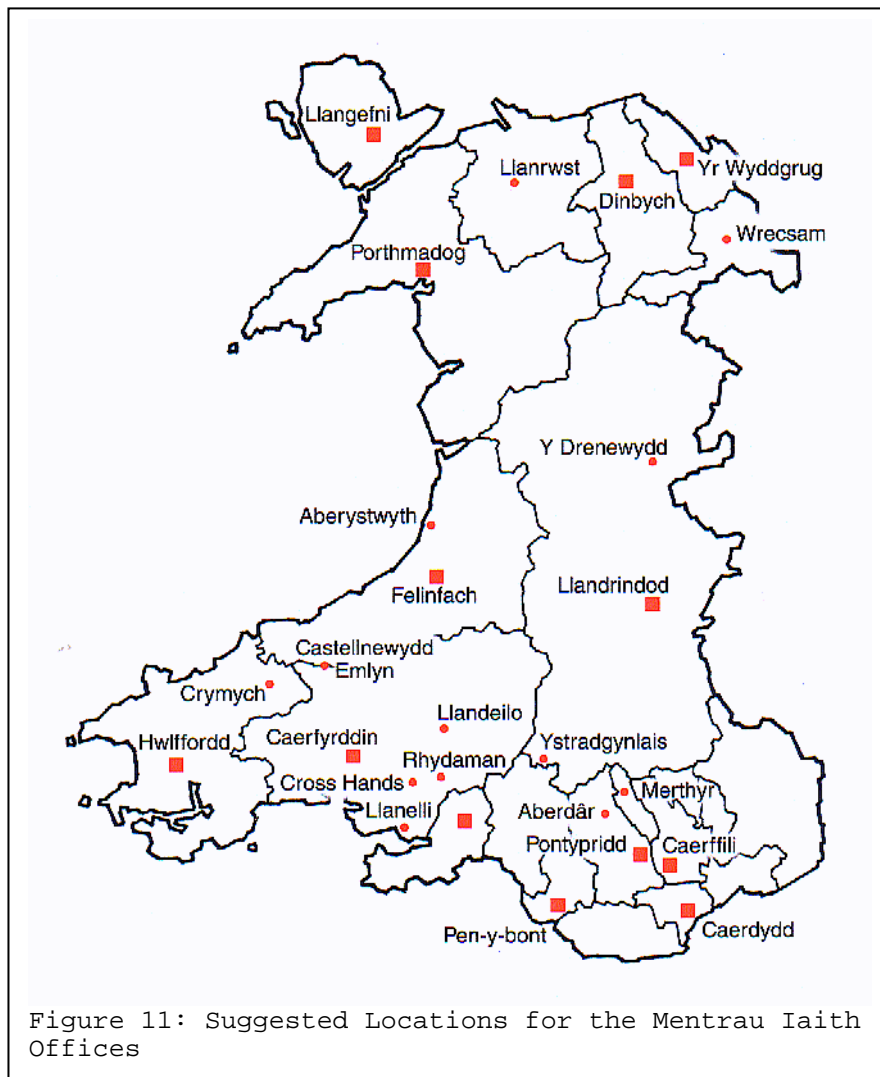
It was also noted in Chapter 3 that short-term contracts contributed to the uncertainty in the field. We suggest, therefore, that the contracts given to *mentrau iaith* staff are changed to 3-year contracts with a trial period of 5 months in the first instance.

#### a) Expenses for volunteers

We do not have any information regarding the expenses paid to the *mentrau's* volunteers. The situation within each menter should be clarified and plans made to standardise the *mentrau's* relationship with their volunteers. This could be an appropriate task for Mentrau Iaith Cymru to undertake.

b) The *mentrau's* offices and administrative resources

Figure 10: Suggested locations for *mentrau* iaith offices



We foresee that the pattern outlined above will require 26 offices, with 3 or 4 of them being county offices, and the remainder being community-based offices.

As can be seen from the map in Figure 10, the majority of these will be offices that are already in existence. Many of the *mentrau* intend or wish to move to better premises and this should be discussed when planning for menter premises. Some new offices will need to be created for areas that are not currently served by a menter.

It should be ensured that each menter owns standard and up-to-date administrative and computer resources. We foresee that this will mean an average investment of some £10,000 in each menter over a period of three years.

**c) Staff and office costs**

In Figure 11 below, we outline the costs of the model suggested above. The table is based on an estimate of the cost based on the highest costs for every salary and pension scale.

**Figure 11: Suggested Staff and Office Costs**

<b>Staff and Office Costs</b>	<b>Full Cost</b>	<b>WLB Contribution</b>	<b>LA Contribution</b>
3 Community Language Planning Advisors (£30-35k)	£121,800	£121,800	-
14 County Officers (£23-28k)	£454,720	£454,720	-
34 Project/Community Officer (£16-21k)	£828,240	£414,120	£414,120
14 Administrative Assistants (£11- 14k)	£227,360	£227,360	-
Costs of maintaining 26 offices (£10k for every office)	£260,000	£130,000	£130,000
Computers investment etc (approx £10k per office)	£260,000	£200,000	£60,000
Traveling expenses (approx £2k per person)	£100,000	£67,250	£32,750
Staff training and development (approx £500 per person, £10k per region)	£30,000	£30,000	-
Basic Project Money (leaflets, resources, etc) £5k each	£75,000	£75,000	-
<b>Total</b>	<b>£2,357,120</b>		
<b>WLB Contribution @75%</b>		<b>£1,720,250</b>	
<b>County Councils' Contribution @ 25%</b>			<b>£636,870</b>

Resources permitting, it would be good to see the Welsh Language Board committing itself to contributing 75% of this cost and the unitary authorities increasing their core contributions to maintain their local *mentrau*. It could be argued that the Welsh Language Board and the unitary authorities should support all the *mentrau*'s core costs between them, leaving the *mentrau* to source additional project money themselves.

As a guideline, some £660,000 is intended to be spent on the *mentrau* during 2001/2002. The Welsh Language Board has already asked the National Assembly of Wales for an additional one million pounds for the *mentrau iaith* in the future. The *mentrau* already raise some £500,000 (a figure that should be increased, particularly in relation to local European funds) and there is a possibility of attracting some £300,000 from Objective 1 on a regional level in the west and the valleys.

We see, therefore, that the budget presented above is neither unreasonable nor unrealistic. Indeed, this is the minimum required if the business of community language planning in Wales is to be taken seriously.

### 6.3.6 Community Language Planning Partnership

As noted above, we believe there is a need to strengthen the role of the Welsh Language Board as a spur and agency for new partnerships to promote language planning on a community and national level. To achieve this, we suggest that the Board establishes a Community Language Planning Partnership. The aim of establishing such a partnership would be to bring national bodies and organisations together in a community language planning partnership. We trust this would be a means of placing language planning needs high on the agenda of every relevant field. It would also be a means of ensuring specialist institutional input and support on every aspect of community language planning.

The partnership's core membership would be:

- The Welsh Language Board and other funders,
- Core Partners – relevant national organisations funded by the Welsh Language Board,
- National Partners – national organisations who have an influence on community language planning,
- Specialist consultants as necessary,
- Mentrau Iaith Cymru, and the
- 3 Community Language Planning Advisors.

The Partnership's role would be to:

- identify national language planning needs
- establish priorities and develop a national strategy
- identify key players and experts in each field and include them in the planning process
- plan specific campaigns
- commission research
- guide and support the work of the Community Language Planning Advisors.

When planning specific campaigns we foresee the need to establish campaign working parties that would meet from time to time to arrange national campaigns based on the 5 areas of action previously identified. Membership of these campaign working parties would include:

- representatives from the Welsh Language Board,
- the main players in the field in question,
- relevant experts,
- Community Language Advisors, and
- representation from the *mentrau iaith*.

The working parties' role would be to develop a national campaign on a specific aspect of language planning by:

- reviewing research and data already available and commissioning further research as and when necessary;
- devising a methodology and resources to be piloted in a specific area;
- adapting the campaign as necessary before disseminating it to other parts of the country and offering appropriate guidance, training and resources;
- monitoring and evaluating progress.

The campaign working parties would serve several advantages. They would:

- ensure continuity between national strategic planning and local action;
- increase the effectiveness of local action;
- increase the value of resources produced by the Welsh Language Board;
- provide specialist guidance to local *mentrau*; and
- provide opportunities for the professional development of *mentrau* staff.

We suggest that the Welsh Language Board provides an administrative service to the Partnership thus co-ordinating the work of the Partnership and its campaign working parties.

An estimate of the Community Language Planning Partnership is as follows:

**Figure 12: Approximate costs of financing the Community Language Planning Partnership**

Traveling expenses of joint-committee members	£3,600
Time of WLB CE (5 days)	£1,250
Time of WLB Head of Grants Department (20 days)	£4,000
Administrative support (10 days)	£1,000
Paper work, photo-copying, postage	£400
<b>Total</b>	<b>£10,250</b>

There would be additional costs for specific campaigns. This should initially be taken from the Welsh Language Board's project budgets, as is the current practice, and from other partners' sources as appropriate and possible.

### 6.3.7 The Board's relationship with the *Mentrau iaith*

In implementing community language planning schemes, it is important to maintain a balance between the Welsh Language Board's national language planning needs and local development needs. Given that the Welsh Language Board has contributed core funding for a substantial amount of the *mentrau* it is fair to expect the *mentrau* to fulfil some of the Board's strategic requirements. However, the *mentrau iaith* are essentially independent voluntary community organisations and they have every right to act to fulfil local requirements as they wish, within the requirements of their constitution and to the extent that their funding sources allow.

We therefore suggest that the Welsh Language Board forms a service level agreement with the *mentrau iaith* which clearly defines the relationship between them. Such an agreement would place the following responsibilities on the *mentrau iaith*, that they:

- undertake language planning on a strategic level within their areas;

- fulfill local language development needs in accordance with the vision shared by themselves and their partners;
- satisfy quality standards in respect of planning, operating and financial management, and
- participate in an agreed number of national projects led by the campaign working parties of the Community Language Planning Partnership in accordance with local conditions.

The Welsh Language Board would agree to provide appropriate funding and support to the *mentrau* for maintaining and developing their programmes of work through:

- its central staff,
- the Community Language Planning Advisors, and
- the Community Language Planning Partnership.

The way the Welsh Language Board reviews the work of the *mentrau* should also be reviewed, and it should be based more closely on the efficiency of the planning and the effectiveness of the action rather than the current list of quantitative targets.

We believe such a step would bring more focus to the partnership between the Welsh Language Board and the *mentrau* and create a new dynamic to move the field of community language planning forward.

## **6.4 Adopting the Framework**

The framework outlined in this summary includes a number of recommendations and suggestions that would need to be discussed and agreed by the Welsh Language Board and the *mentrau iaith*. Given that a number of the recommendations also affect the partners of the Board and the *mentrau*, they too should be consulted on some aspects.

Before beginning the process of reviewing the activities of the *mentrau*, there are some operational elements that should be acted upon immediately, such as ensuring sound financial management in each menter.

The framework can be divided into stages to be achieved over the next 2-3 years. The Welsh Language Board's staff will be responsible for administering these changes and the Board will need to ensure that it has the necessary staff to implement any changes effectively in conjunction with the *mentrau*. We suggest that preparations for adopting the framework should be in place by the grant application closing date in Autumn 2001/2002.

## 7.0 Conclusions and Recommendations

### 7.1 Main Findings

We believe that there is a clear potential for the *mentrau iaith* to operate very effectively as local language planners and to deliver, at community level, the Welsh Language Board's language planning strategy. However, the only way to realise this is by bringing increased professionalism to the field and by supporting the *mentrau* through a combination of adequate and dependable funding, clear guidance and support, and effective co-ordination of language planning initiatives.

We believe that, in general, the *mentrau iaith* have a positive influence on the use made of the Welsh language at the community level. On the whole, there are many examples of good practice amongst the *mentrau* which have been developed over the years in relation to:

- identifying and responding appropriately to local language planning needs;
- purposeful and effective planning;
- networking and collaborating with relevant partners;
- putting language issues on strategic planning agendas at county level;
- contributing to community development initiatives;
- fostering local ownership of schemes;
- increasing opportunities for, and the use of Welsh within the community;
- raising the status and profile of the language locally; and
- raising local people's confidence and competence in using the language.

However, despite this, much of many of the *mentrau's* work is rather patchy and unfocused and there is a need to share and develop examples of good practice for the benefit of every *menter*.

We do not believe that the activities of the *mentrau* are adequate at present, in terms of scope or effectiveness, to achieve the significant and lasting change in patterns of local language use necessary to ensure the future of Welsh as a language of local social life.

With regard to the *mentrau* themselves, we believe that they need to:

- develop their role and expertise as community language planners,
- develop an ethos of community development,
- improve their methods of research and consultation,
- network more effectively and purposefully,
- create influential partnerships at county level,
- ensure ownership throughout the local community,
- facilitate, influence and develop initiatives with others rather than organise their own provision,
- improve their methods of planning, operating and evaluating,
- improve their resource management,
- establish common salary scales and terms of employment,
- develop a culture of training and staff development, and

- improve office quality, location and resources.

All the limitations of the work of the *mentrau iaith* can not be blamed solely upon the *mentrau's* staff and volunteers. In addition to social factors beyond their control, the constraining effect of the following must be recognised:

- lack of adequate and dependable funding and resources;
- lack of clear guidance and specialist support;
- the *mentrau's* lack of status and influence;
- lack of co-operation by some other organisations and public bodies;
- lack of staff training and development of the skills necessary to be effective local language planners and community language *animateurs*.

It is important to recognise the influence of the Welsh Language Board in developing and supporting the *mentrau*. There is now a clear role for the Welsh Language Board to provide further guidance and support to the *mentrau* in order to realise their language planning potential. In this regard, we believe that the Welsh Language Board should:

- consider a 3 year funding programme for the *mentrau*,
- review the grant application process to ensure improved strategic and operational planning and sounder financial management,
- substantially strengthen the *mentrau* in terms of number and resources,
- provide support and guidance in community language planning for the *mentrau*,
- facilitate appropriate training opportunities,
- co-ordinate the work of relevant partners – organisations which receive grants from the Board and other influential organisations,
- develop a co-ordinated approach to national campaigns, and
- lobby the local authorities to give practical support to the *mentrau*.

Despite the weaknesses we have noted, the *mentrau* and their volunteers must be praised for their success in breaking new ground in the pioneering field of language planning at the community level and praised for succeeding in laying firm foundations for the future. The *mentrau* have developed a unique model of community language planning which has enormous potential.

In planning for the future, if we are to be in earnest about language planning in Wales, it is essential that we strengthen and secure the position of the *mentrau*, follow examples of language planning in other European countries and accept the cost of meeting the aims and challenges set out in the national language strategy.

## 7.2 Main recommendations

- 7.2.1 The *mentrau iaith* must be supported and empowered within the framework outlined in Chapter 6 of the report in order to reach their full potential as community language planners.
- 7.2.2 Care must be taken not to place the entire responsibility for local language planning on the shoulders of the *mentrau iaith* alone. Effective support and guidance should be ensured from the Welsh Language Board as well as the co-operation of other partner organisations and public bodies by means of the Community Language Planning Partnership (para 6.3.6) that would consist of WLB representatives, representatives of *mentrau iaith*, main grant holders and experts in particular fields.
- 7.2.3 *Mentrau iaith* should develop their practice to operate on two levels – strategically on a county-wide basis and operationally at a community level (as outlined in section 6.3).
- 7.2.4 Community Language Planning Advisors should be appointed to provide guidance, help and support to *mentrau iaith* and contribute to strategic planning and networking on a regional and national level in co-operation with the *mentrau* (section 6.3.4).
- 7.2.5 The Welsh Language Board's statutory functions, funding and staffing levels must be extended in order to guarantee its influence and effectiveness in co-ordinating language planning initiatives both nationally and at community level (section 2.2.).
- 7.2.6 Any local language planning must be backed by national institutional power, otherwise, members of the local communities do not have sufficient power to achieve any change themselves. There is a place here for the Welsh Language Board to use its influence to ensure that public bodies and organisations and local authorities throughout Wales form an effective working partnership with the *mentrau iaith* (section 6.3.).
- 7.2.7 In planning for the future of the *mentrau iaith*, it is essential that the local character and ownership of the *mentrau* be safeguarded and strengthened.
- 7.2.8 In order that the concept of *mentrau iaith* as community language planners be effective, we strongly recommend that the National Assembly needs to earmark additional funds to the *mentrau iaith* through the Welsh Language Board's grants system (section 6.3.5).

## 7.3 Other Recommendations

### The *mentrau's* status, resources and management

- 7.3.1 We recommend that the *mentrau* should receive guidance on the appropriateness of various types of constitutional status for their specific aims and activities.
- 7.3.2 We recommend that the *mentrau iaith* should offer appropriate training to their voluntary trustees and advisors.
- 7.3.3 We recommend that the *mentrau iaith* should offer training in devising work plans and time and work management to staff.
- 7.3.4 We recommend that the *mentrau iaith* should offer training as regards staff management to professional and voluntary managers, including staff appraisal and staff development practices.
- 7.3.5 We recommend that the *mentrau iaith* should agree to a common pay scale and common terms of employment for similar posts.
- 7.3.6 We recommend that the *mentrau iaith* should develop staff development plans and promote a culture of in-service training.
- 7.3.7 We recommend that the *mentrau iaith* need to ensure they have appropriate information and communications technology and easy access to the e-mail and internet.
- 7.3.8 We recommend that the *mentrau iaith* urgently need to receive guidance and training on standard financial management procedures.
- 7.3.9 We recommend that the *mentrau iaith* need to receive guidance and training on securing funding from new sources and making more use of the expertise of local partners.
- 7.3.10 We recommend that the *mentrau iaith* need to form a close and active relationship with an independent accountant.
- 7.3.11 We recommend that the *mentrau iaith* should consider adopting the PQASSO scheme or a similar practical quality assurance system.
- 7.3.12 We recommend that the *mentrau iaith* should secure appropriate offices which will be an asset to the staff's working conditions and to the strategic aims of the *menter* within the community.
- 7.3.13 We recommend that the Welsh Language Board should establish a funding process based on a framework of three year strategic plans, revising the current application forms and placing emphasis on three year strategic and business plans and detailed annual operational plans.
- 7.3.14 We recommend that the Welsh Language Board urges local authorities to contribute match funding for the *mentrau iaith*.

- 7.3.15 We recommend that the Welsh Language Board develops [www.mentrau-iaith.com](http://www.mentrau-iaith.com), particularly as an intranet for the *mentrau* themselves.
- 7.3.16 We recommend that the Welsh Language Board ensures that the *mentrau iaith* strengthen their financial management systems as a prerequisite for receiving a grant.

### **The *mentrau*'s areas of work**

- 7.3.17 We recommend that the *mentrau* should serve as Resource and Information Centres with one of the *menter*'s offices within the county being part of the County Language Resource Centre as described in Section 5.2 of the *Community Research Project*.
- 7.3.18 We recommend that the responsibility for responding to enquiries by the public should be reflected in staff management systems and schemes of work. Where possible, *mentrau* should consider appointing administrative/resource staff to be responsible for dealing with enquiries from the public, gathering relevant information, and managing and updating resources.
- 7.3.19 We recommend that in the case of some *mentrau*, additional staff need to be employed to undertake the *mentrau*'s duties as resource and information centres.
- 7.3.20 We recommend that *mentrau* offices be sited in central locations to facilitate public access.
- 7.3.21 We recommend that the *mentrau* ensure that they have adequate office space and facilities to enable members of the public to make use of their resources without disrupting the work of staff and volunteers.
- 7.3.22 We recommend that the *mentrau iaith* should adopt coherent long-term plans for language planning in relation to all aspects of community and social life.
- 7.3.23 We recommend that the *mentrau iaith* should ensure a close and effective relationship with the County Voluntary Councils in developing development plans for the voluntary sector.
- 7.3.24 We recommend that nationally, an appropriate forum should be established where the *mentrau iaith* and the Welsh Language Board can take advantage of the expertise of the Welsh Council for Voluntary Action in the voluntary sector.
- 7.3.25 We recommend that consideration should be given to operating in partnership with the voluntary sector on the basis of a multi-faceted model which includes access, planning, expertise and action
- 7.3.26 We recommend that a national strategic working party should be established which includes languages and business experts and key agencies in the field who would be able to develop specific projects and campaigns to promote the use of the Welsh language in each sector.

- 7.3.27 We recommend that the national working party should ensure appropriate operational support for the *mentrau iaith* with regard to resources and training in order to implement the campaign locally.
- 7.3.28 We recommend that the *mentrau iaith* should ensure a close and effective relationship with key partners on a county and national basis in order to plan and act strategically in the world of business in their own areas.
- 7.3.29 We recommend that the Welsh Language Board should either commission research on the advantages of bilingualism to private businesses or highlight the need for research amongst other commissioning and funding bodies.
- 7.3.30 We recommend that since very few community residents participate in the activities of their local tourist industry, tourism should not be a priority area for *mentrau* unless they work within a Leader group such as Mentrau Môn and Cymad.
- 7.3.31 We recommend that the Welsh Language Board should develop schemes to promote the use of the Welsh language within the tourism industry in conjunction with the Welsh Tourist Board, the tourism departments of local authorities and other agencies working in the field, rather than the *mentrau iaith*.
- 7.3.32 We recommend that promoting the Welsh language within the tourism industry should be deleted from the appendix to the *mentrau's* application form.
- 7.3.33 We recommend that the unitary authority should be the main public body to be targeted by the *mentrau* with regard to local language planning.
- 7.3.34 We recommend that the Welsh Language Board and the National Assembly should ensure the unitary authorities' commitment to bilingualism and developing a working relationship with their local *mentrau*.
- 7.3.35 We recommend that the unitary authorities should offer better financial assistance and resources to the *mentrau*.
- 7.3.36 We recommend that the *mentrau iaith* should not be a direct provider of childcare services.
- 7.3.37 We recommend that other agencies consider establishing a national consortium to provide Welsh medium childcare services.
- 7.3.38 We recommend that the *mentrau* should receive the input and collaboration of experts in the field in order to develop innovative methods of language planning in relation to children, with particular regard to informal social networks.
- 7.3.39 We recommend that the *mentrau iaith* should not provide direct services to young people.
- 7.3.40 We recommend that the *mentrau* should support young people and relevant partners such as secondary schools, colleges, youth clubs, sports clubs, night clubs and pubs, the local authorities, the Young Farmers, the Urdd and the

Duke of Edinburgh Award in organising their own Welsh medium and bilingual activities.

- 7.3.41 We recommend that the *mentrau* should consider innovative methods of language planning in relation to children, with particular regard to their informal social networks and extending the range of social contexts currently considered.
- 7.3.42 We recommend that a specialist working party should be established to plan a detailed and far-reaching campaign for language transmission with the *mentrau iaith* facilitating the service of experts locally.
- 7.3.43 We recommend that the *mentrau* should operate strategically in collaboration with other agencies to identify the needs of learners and develop innovative strategies to meet those needs in collaboration with their partners.
- 7.3.44 We recommend that the *mentrau* should facilitate and influence community activities and projects without taking direct responsibility for provision themselves unless it is absolutely impossible to secure alternative providers.
- 7.3.45 We recommend that those *mentrau* currently providing community activities should plan to transfer the responsibility to appropriate groups and organisations in local the community within 3-5 years.
- 7.3.46 We recommend that the *mentrau* should not be involved in translation apart from through establishing a commercial translation unit.
- 7.3.47 We recommend that any translation work undertaken by the *mentrau* should be part of purposeful planning with local organisations.

### **Ways of Working**

- 7.3.48 We recommend that the *mentrau* should be clear about the aim of each activity in relation to raising the profile of the Welsh language and identify a specific outcome/outcomes to be achieved.
- 7.3.49 We recommend that research into the patterns of language use and language planning requirements should be commissioned by the Welsh Language Board as a basis for national and local language schemes.
- 7.3.50 We recommend that training and guidance should be arranged for the *mentrau* on methods for gathering information linked to language sociology and local language planning.
- 7.3.51 We recommend that co-operation between the *mentrau* and other organisations and bodies as well as the universities, colleges and research agencies should be ensured to develop relevant research projects. The Welsh Language Board can lead on this and promote collaboration at national level while the *mentrau* can also develop their own local links.
- 7.3.52 We recommend that the *mentrau* should share all their research findings with the other *mentrau iaith*.

- 7.3.53 We recommend that any *menter* should network widely and develop effective partnerships in their role as local language planners in order to be aware of the local provision, identify the gaps in this provision and identify local needs.
- 7.3.54 We recommend that the Welsh Language Board should facilitate co-operation between the *mentrau iaith* and other organisations and bodies by establishing purposeful partnerships with national organisations and bodies.
- 7.3.55 We recommend that the *mentrau iaith* should ensure that the language planning agenda is central to strategic planning at county level by joining the Community Planning Initiative when it is adopted by the Unitary Authorities.
- 7.3.56 We recommend that pastoral officers are appointed who may be responsible for providing guidance and practical support to the *mentrau* on all aspects of their work.
- 7.3.57 We recommend that the Welsh Language Board should fund the *mentrau* for a period of 3-5 years based on a sound strategy and detailed scheme of work for that extended period.
- 7.3.58 We recommend that time for planning and developing a strategic way of working should be a prerequisite for a grant from the Welsh Language Board.
- 7.3.59 We recommend that the Welsh Language Board should ensure/provide training and guidance to the *mentrau* on how to plan and take strategic action.
- 7.3.60 We recommend that the *mentrau* should ensure that strategic planning and action is given priority.
- 7.3.61 We recommend that the *mentrau* should ensure that their staff are given the training and time to prepare their own strategic and operational plans or to buy this service from external experts.
- 7.3.62 We recommend that the activities of the *mentrau* should be evaluated according to the outcomes that achieve the aims of the *menter* rather than quantitative targets which reflect the range of activities.

**Cwmni Iaith  
December 2000**

## Bibliography

- Aitchison, John and Harold Carter 2000 *Language Economy and Society: The Changing Fortunes of the Welsh Language in the Twentieth Century*. University of Wales Press: Cardiff.
- Baker, Colin and Sylvia Prys Jones 1998 *Encyclopaedia of Bilingualism and Bilingual Education*. Multilingual Matters: Clevedon.
- The Welsh Language Board 1996 *Strategy for the Welsh Language*. The Welsh Language Board: Cardiff.
- The Welsh Language Board 1996 *Strategaeth Genedlaethol Cymraeg i Oedolion*. The Welsh Language Board: Cardiff.
- The Welsh Language Board 1998 *Adroddiad ar y Gweithdy a Gynhaliwyd yng Ngregynog 20 a 21 Mai 1998*. The Welsh Language Board: Cardiff.
- The Welsh Language Board 2000 *Yr Iaith Gymraeg: Cenhadaeth a Gweledigaeth ar gyfer 2000-2005*. The Welsh Language Board: Cardiff.
- Cooper, R.L. 1989 *Language Planning and Social Change*. Cambridge University Press: Cambridge.
- Fishman, Joshua 1991 *Reversing Language Shift*. Multilingual Matters: Clevedon.
- Freire, Paulo 1970 *Pedagogy of the Oppressed*. Penguin Books : London.
- Gee, James Paul 1996 *Social Linguistics and Literacies: Ideology in Discourses*. Taylor & Francis: London.
- Giles, H. Bourhis, R and Taylor, D. 1977 'Towards a Theory of Language in Ethnic Group Relations' in H. Giles (ed.) *Language, Ethnicity and Intergroup Relations*, Academic Press: London.
- Giles, H. and Coupland, N. 1991 *Language: Contexts and Consequences*. Open University Press: Milton Keynes.
- Gruffudd, Heini 1998 'Young People's Use of Welsh: The Influence of Home and Community', *Contemporary Wales: An Annual Review of Economic & Social Research*, 10, 200- 218.
- Gruffudd, Heini 1999 *Awdurdod Iaith i Gymru*. Cyfres y Cynulliad, Y Lolfa: Talybont.
- Kaplan, Robert B. and Richard B. Baldauf Jr. 1997 *Language Planning: From Practice to Theory*. Multilingual Matters: Clevedon.
- Kaufman, Michael (ed) with Haroldo Dilla Alfonso 1997 *Community Power and grassroots Democracy: The Transformation of Social Life*. Atlantic Highlands: London.

Thomas, Simon, Peter Bryant and Alice Greenlees 1997 *Building Communities: Community-led Development/ Adeiladu Cymunedau: Y Gymuned yn Arwain Datblygiad*. WCVA: Caerphilly.

Williams, Colin 1987 'Location and Context in Welsh Language Reproduction: A geographic Interpretation', *International Journal of the Sociology of Language*, 66, 61-83.

Williams, Colin and Jeremy Evas 1997 *Y Cynllun Ymchwil Cymunedol*. University of Wales, Cardiff: Cardiff.

Williams, Glyn 1992 *Sociolinguistics: A Sociological Critique*. London: Routledge.

Williams, Glyn and Delyth Morris 2000 *language Planning and Language Use: Welsh in a Global Age*. University of Wales Press: Cardiff.

The Welsh Office 1992 *Arolwg Cymdeithasol Cymru 1992: Adroddiad ar yr Iaith Gymraeg*.

## Appendices

### Appendix 1

#### Questions set by the Welsh Language Board to outline the scope of the review of the *mentrau iaith*

##### Activities

- Are the activities undertaken by each menter (and as described in the Gregynog report) appropriate with regard to increasing the use of Welsh in their communities?
- To what extent does each menter undertake the range of activities described in the Gregynog report?
- Are the mentrau taking the necessary steps to ensure that they are not undertaking activities which would duplicate the work of other organisations, or would be more appropriate for others to undertake?
- Are there other activities which the mentrau could usefully undertake?
- Are there some activities which the mentrau should not undertake, or should cease undertaking?
- To what extent are the mentrau succeeding in transferring responsibility for activities and projects to the community?
- Are the mentrau planning their work programmes efficiently and appropriately?

##### Monitoring and evaluation

- Are the mentrau having an impact on the “health of the language” in the communities they serve (in this context, the health of the language is taken to mean the degree to which it is used by individuals and organisations)?
- How should the mentrau monitor and evaluate their impact on the “health of the language” in the communities that they serve?
- Can a monitoring framework be developed to measure the “health of the language”, which could be of use to the mentrau, the Board and other organisations?
- Are the targets which are set at present sufficient and appropriate?

##### Management structures and staff

- What, within reason, would be an appropriate staffing level for each menter?
- Is there an ideal management, staff and reporting structure for the mentrau, and if there is a need to alter the structure of any of the mentrau, how could that be achieved?
- Should there be consistency between the mentrau with regard to their staffing structure, staff responsibilities and salaries?
- Are the mentrau making adequate and appropriate use of information technology (with regard to internal administration and external communication)?

### Training needs

- What kind of training should be provided for the mentrau's staff and volunteers, in terms of general management as well as job specific training (the latter to include an element of "language planning")?
- Who could provide this training?
- How could this training be funded?

### Funding

- Is efficient use made of the grant paid by the Welsh Language Board?
- Is there justification for continuing the grant, at its present level, or at any other level?
- What, within reason, would be an appropriate level of funding for the mentrau?
- Is their financial management sound and efficient?
- What other funding sources are available to the mentrau, and how best could those sources be accessed?
- Do the mentrau raise an appropriate level of income by charging for their services?
- Should the Board continue with its present pattern of offering grant for a year at a time, or is there any justification for offering grants to cover a longer period?

### Networking

- Are the mentrau networking effectively with each other, and with other organisations?
- What would be an appropriate role for *Mentrau Iaith Cymru*?

### Relationship with the local community

- How should the mentrau assess the needs of their communities with regard to developing the use of Welsh?
- Do the mentrau have appropriately developed relationships with the communities they serve?
- Do the mentrau make appropriate use of volunteer effort to assist with their work?

### Marketing and Public Relations

- What marketing and public relations methods could the mentrau adopt (aimed at the general public, organisations, decision makers and funders)

### Non-financial Resources

Annex 7 lists the materials produced by the Board, and made available to the mentrau.

- Do they make sufficient and appropriate use of these materials?
- Have the mentrau been effective in producing their own materials – and should they do more of this work (individually, or by working together)?

### **Other Mentrau**

- Can we justify establishing mentrau in other parts of Wales or is there a potential role for an agent to provide “menter-like” services in some parts of Wales?

### **The Board’s Strategy**

- To what extent is the Board, in offering grant aid to the mentrau, achieving the objectives outlined in its Strategy for the Welsh Language (copy enclosed at annex 8), and in its Corporate Plan (annex 9)?

## Appendix 2

### **Mentrau Iaith Review Questionnaire**

Yr ydym yn ymwybodol fod y mentrau yn amrywio yn fawr o un i'r llall o ran natur y fenter, hirhoedledd, cyllido, patrymau staffio, cyd-destun ieithyddol a chymdeithasol a.y.y.b.. Bwriad yr holiadur yma yw casglu data cefndirol er mwyn adnabod sefyllfa, anghenion a blaenoriaethau pob menter. Buaswn yn falch iawn petaech yn cwblhau yr holiadur ac yn ei ddychwelyd ataf erbyn Dydd Gwener 11<sup>eg</sup> Chwefror.

- 1. Disgrifiwch mewn llai na 20 gair yr hyn y credwch yw eich swyddogaeth o fewn eich ardal.

- 2. Beth yw anghenion cynllunio iaith yn yr ardal a wasanaethir gan eich menter?

- 3. Ar ba sail wnaethoch chi adnabod yr anghenion hynny?

*Os yr ydych wedi cyflawni unrhyw ymchwil ar ddefnydd iaith ac anghenion cynllunio iaith yn eich ardal neu wedi defnyddio ymchwil rhywrai eraill fe fuaswn yn falch o dderbyn manylion o'r ymchwil hon.*

**4. Sut ydych wedi ceisio ymateb i anghenion cynllunio iaith eich ardal o ran meysydd gwaith?**

**5. Pwy sydd yn penderfynu ar strategaeth a blaenoriaethau y fenter?**

**6. Pwy ydych chi'n ystyried yw eich partneriaid yn eich gwaith?**

**7. Sut ydych yn cynnal perthynas â'ch partneriaid?**

**8. Faint o'ch gweithgareddau/prosiectau sy'n digwydd gyda'r canlynol:**

- eich grwpiau gweithgaredd eich hun
- gwaith gyda'r sector preifat
- gwaith gyda chyrrff cyhoeddus
- gwaith gyda grwpiau gwirfoddol neu gymunedol eraill


**9. Beth yw eich prif gynlluniau/prosiectau ar gyfer y flwyddyn i ddod?**

1.
2.
3.

**10. Beth ydych wedi ei gyflawni dros y ddwy flynedd diwethaf (ers sefydlu'r fenter) sydd wedi rhoi'r boddhad mwyaf i chi? A pham?**

--

**11. A'r boddhad lleiaf? A pham?**

--

**12. Beth fu eich gweithgaredd mwyaf llwyddiannus yn ystod y ddwy flynedd diwethaf (ers sefydlu'r fenter)? A pham?**

**13. Beth fu eich gweithgaredd mwyaf aflwyddiannus? A pham?**

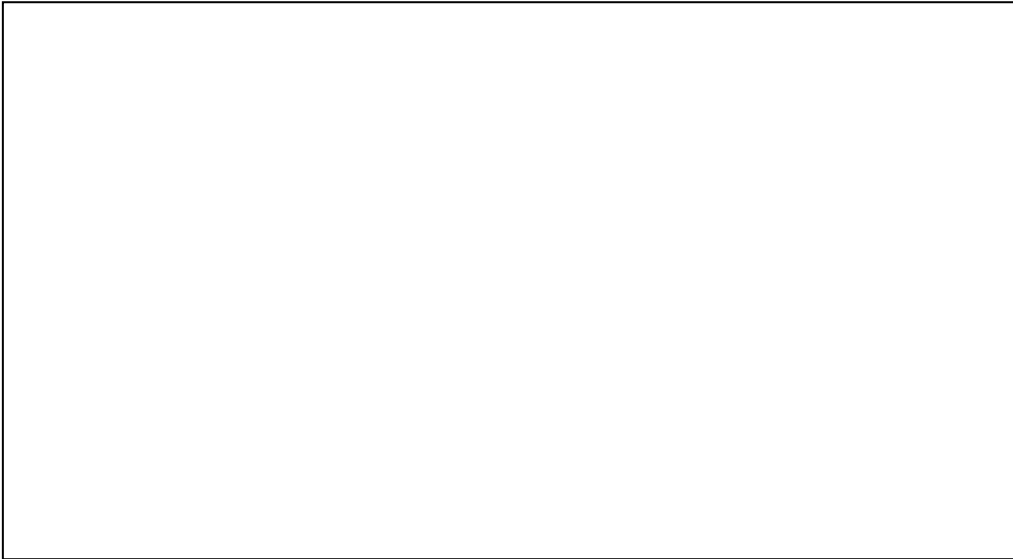
**14. Nodwch unrhyw ddatblygiadau diweddar sydd wedi hwyluso eich gwaith, a sut y gwnaethpwyd hynny.**

**15. Nodwch unrhyw ddatblygiadau sydd ar y gweill fydd yn hwyluso eich gwaith, a sut y gwnânt hynny.**

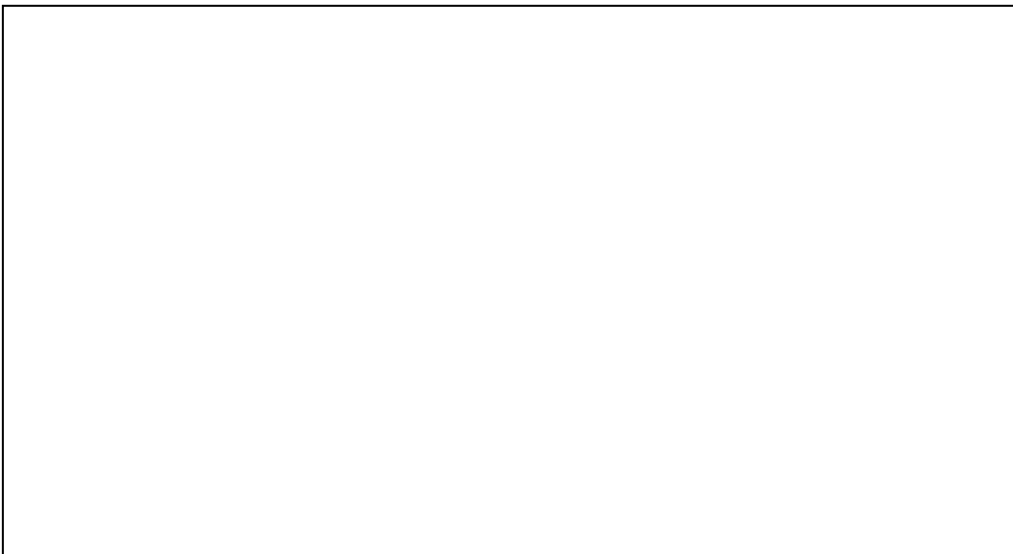
**16. Pa ddatblygiadau pellach fyddai'n eich galluogi i wasanaethu eich cymuned yn fwy effeithiol? A sut?**



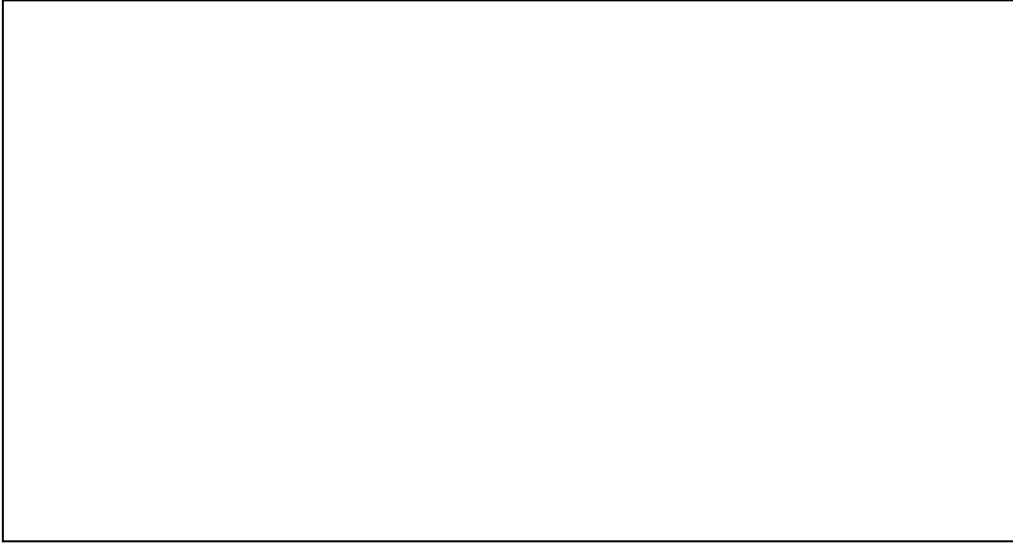
**17. Pa ffactorau mewnol (e.e. cyllid/staffio) sy'n llesteirio eich effeithiolrwydd? A sut?**



**18. Pa ffactorau allanol (cymdeithasol/gwleidyddol) sy'n llesteirio eich effeithiolrwydd? A sut?**



**19. Beth carech chi weld Bwrdd yr Iaith Gymraeg yn ei wneud i “sefydlogi ac atgyfnerthu sefyllfa y mentrau”?**




**20. Nodwch unrhyw fath o gyngor, cefnogaeth, cymorth neu arweiniad a fyddai o fudd i'ch menter?**



**21. Beth a hoffech chi weld yn deillio o'r arolwg hwn? A pham?**



**22. Nodwch isod unrhyw sylwadau pellach.**



*Diolch yn fawr i chi am eich cydweithrediad.*

## Appendix 3

### List of the mentrau's main activities

In this appendix, we list the types of activities currently carried out by the mentrau in every field. We do not necessarily approve of each activity. We discuss the activities we believe to be valid and the types of activities that we do not deem appropriate along with the underpinning rationale each relevant section of the report. It should also be remembered that not every *menter* undertakes every one of the activities listed and we would not expect them to do so.

#### 3.1 The mentrau's main activities with voluntary organisations

• Advise voluntary organisations on Welsh language schemes or form Welsh language schemes. Refer the voluntary organisations to <i>As Good As Our Words</i>	✓
• Arrange seminars with the local County Voluntary Council on promoting the use of the Welsh language within the voluntary organisations	✓
• Arrange seminars on using simultaneous translation services with voluntary organisations	✓
• Arrange taster courses (introduction to bilingualism) for voluntary organisations	✓
• Offer and/or distribute resource grants e.g. CysGair, CySill, <i>Geiriadur yr Academi</i> , Translators Directory & <i>Canllawiau Ysgrifennu Cymraeg</i> to local voluntary organisations	✓
• Produce and distribute a pamphlet on holding bilingual committees	✓ materials should be shared where possible
• Free translation for voluntary organisations	✗ except when part of a specific scheme
• Arrange language refinement courses for voluntary organisations	✓
• Attract Welsh organisations to the local CVC	✓
• Contribute articles to the CVC newsletter	✓

#### 3.2 The mentrau's main activities in promoting the use of Welsh in the business world

• Promote the Welsh language within local businesses by forming compacts with the business	✓
• Target businesses that have received a grant from the County Council	✓
• Prepare a pamphlet on developing Welsh in the business	✓ materials should be shared when possible
• Monitor the use of Welsh by businesses	✓

• Hold seminars to promote bilingualism with local businesses/Chamber of Trade	✓
• Hold a training session on bilingualism for business consultants	✓
• Hold discussions with the Planning and Economic Development Department	✓
• Create links with the area Business Forum, Business and Commerce Committee, Chamber of Trade	✓
• Provide free translation services for local businesses	✗
• Occasional translation for local businesses	✗
• Market the <i>menter's</i> free translation services amidst local businesses	✗
• Produce guidelines on developing bilingualism in the private sector	✓ materials should be shared where possible
• Support <i>Cwlwm Busnes</i> branches	✗ better business experts
• Reward businesses on their use of Welsh	✓ if a part of a specific scheme
• Provide training for small businesses on developing bilingualism (Adapt Scheme)	✓
• Arrange Welsh in the Workplace classes for the staff of local businesses	✓ encourage others to provide
• Offer free Welsh lessons for businesses	✗
• Encourage estate agents to promote the Welsh language	✓
• Encourage young people to use the Welsh language at work	✓
• Encourage businesses to join the area Language Forum	✓
• Manage the 'Welsh Mentor in the Workplace' scheme	✓
• Promote the Welsh Language Board's <i>Iaith Gwaith</i> Scheme, Check Mate and Small Grants Scheme	✓
• Cooperate with 'Business Connect' Business Centres to promote the Welsh language	✓

### 3.3 The mentrau's main activities in promoting the use of Welsh in the tourism industry

• Promote the WLB and Tourist Board's schemes ( <i>Naws am Le, Ennill Tamaid</i> , WLB Small Grants Scheme, Translation etc)	✓ if a Leader Agency
• Produce a bilingual information pamphlet(s) for visitors	✓ if a Leader Agency
• Produce a pamphlet of addresses of Welsh hotels	✓ if a Leader Agency
• Operate a network of Farm Holidays	✓ if a Leader Agency
• Hold a Welsh feast for local hotel owners and publicans	✓ if a Leader Agency
• Arrange holidays for learners	✓ if a Leader Agency
• Advise hotels on bilingual menus and signs (and local produce schemes)	✓
• Encourage hotels to use the Welsh language	✓
• Encourage the use of the Welsh language generally within the field	✓ if a Leader Agency
• Prepare a booklet of local Welsh performers/create a	✓

database of Welsh performers	
• Arrange performances for tourists	✓ if a Leader Agency
• Support <i>Croesawiaith</i>	✓ if a Leader Agency
• Arrange an Eisteddfod scheme for visitors	✓ if a Leader Agency
• Offer to cooperate with the Tourist Board	✓ if a Leader Agency
• Closely cooperate with the County Council's Tourism Department on specific projects	✓ if a Leader Agency

### 3.4 The mentrau's main activities in promoting the use of Welsh by public bodies

• Monitor UA Welsh Language Schemes for the Welsh Language Board	✗
• Monitor the County Council's switchboard service (for the Council itself)	✗
• Respond to public bodies' Welsh language schemes	✓
• Prepare Welsh language schemes for community councils	✓
• Encourage public bodies to use Welsh internally and with the public	✓ better to concentrate on the County Council for the time being
• Advise public bodies such as county councils on the needs of Welsh-speakers – become a member of the relevant committees to do so	✓ better to concentrate on the County Council for the time being
• Encourage Welsh-speakers to use the Welsh services of public bodies that have published a Welsh language scheme, through articles in the press	✓
• Cooperate with the County Council's language officer e.g. to gain financial support for translation equipment, and identify local provision needs as part of the consultation with a number of relevant partners	✓
• Cooperate with the County Council's Economic Development Department (one <i>menter</i> has taken responsibility for the departments bilingual signs scheme)	✓ cooperate & encourage but leave the responsibility with the County Council
• Coordinate a simultaneous translation scheme for community councils	✓
• Provide language refinement courses for community council clerks	✓
• Offer the mentrau's services to surgeries	✓

### 3.5 The *menter's* main activities in promoting the use of Welsh by children

• Provide after school clubs	✗ promote not provide
• Provide play schemes	✗ promote not provide
• Provide nursery care clubs	✗ promote not provide
• Provide Saturday and Summer Holidays Clubs	✗ promote not provide
• Establish a working party on the provision for children with	✓

other bodies	
• Provide sports sessions for primary schools/children of primary age	* promote not provide
• Arrange a drama scheme	✓ promote not provide
• Prepare a directory of Welsh medium activities for children	✓
• Prepare a register of people who can provide Welsh medium activities for children	✓
• Discuss research and a marketing campaign in conjunction with MYM	✓
• Identify local provision and needs in conjunction with MYM	✓
• Hold a nursery and primary show to raise nursery children's awareness of Welsh television programmes	✓
• Provide nursery sports	* promote not provide
• Establish a 'Reading with the Child' scheme with MYM	✓ promote not provide

### 3.6 The mentrau's main activities in promoting the use of Welsh by young people

• Research and consult on the needs of young people	✓
• Produce a database of provision and activities by the Urdd, MYM, RhAG	✓
• Identify gaps in the provision and encourage others to provide according to the need	✓
• Advise and inform people about Welsh medium activities for young people in the area	✓
• Arrange bilingual activities for young people	✓
• Encourage youth centres to provide bilingually (e.g. advise on the translation of pamphlets & send bilingual design packs & visits)	✓
• Arrange visits for secondary schools	* promote not provide
• Establish <i>Aelwydydd</i> and after school clubs.	✓ promote not provide
• Develop Welsh within the Young Farmers' Clubs and the Community Education Departments' Youth Clubs	✓
• Arrange entertainment/gigs	* promote not provide
• Arrange buses to gigs and entertainment	* promote not provide
• Establish a Youth Forum and School Forum	✓
• Establish a Youth Providers' Forum	✓
• Establish and maintain youth clubs	✓ promote not provide
• Hold a youth theatre/Welsh drama club	✓ promote not provide
• Run Drama workshops	✓ promote not provide
• Train young people to lead youth clubs	✓
• Hold a musical festival	✓ promote not provide
• Provide a Welsh medium sports and leisure scheme	✓ promote not provide

### 3.7 The mentrau's main activities in influencing language transmission

• Hold language awareness sessions with mid-wives	✓
• Speak to ante-natal classes	✗
• Arrange socialising opportunities for <i>Cylchoedd Meithrin</i> mothers	✓ promote
• Coordinate Welsh for <i>Ti a Fi</i> on behalf of MYM	✓ promote not provide
• Visit <i>Ti a Fi</i> groups and encourage/advise parents to use Welsh with their children	✓ better to promote others to provide
• Distribute information on raising children in Welsh	✓
• Establish a pro-active relationship with mid-wives	✓
• Promote the concept of language transmission with nursery school parents	✓ better to promote others to provide

### 3.8 The mentrau's main activities in promoting the use of Welsh by learners

• Establish a learners' working party to identify the needs of the field	✓
• Prepare language classes for learners	✗
• Establish and support CYD branches	✓ promote not provide
• Prepare applications and undertake research with CYD	✓
• Hold Talking Shops/Discussion Sessions for learners	✓ promote not provide
• Provide social opportunities for learners	✓ promote not provide
• A scheme (pilot) to promote the use/practice of Welsh when shopping	✓
• Commission a script for a traveling performance to present the area's bilingualism to learners	✓
• Market classes on behalf of the local Language Consortium	✗
• Gather information about the needs of nursery parents in relation to learning Welsh	✓
• Arrange to hold classes at the same time as the <i>cylch meithrin</i>	✓ promote not provide
• Arrange festivals for learners	✓ if a Leader Agency
• Operate a mentor scheme for learners in local societies	✓
• Offer grants to learners	✗
• Hold a seminar promoting the language and the <i>menter</i> amongst groups of learners	✓
• Attend meetings of the Welsh for Adults Consortium	✓
• Arrange a Festival for Learners	✓ promote not provide
• Arrange an Awards Ceremony for learners	✓ promote not provide

### 3.9 **Mentrau's main activities as regards community projects**

• Contact every organisation in the area and identify the Welsh medium provision	✓
• Identify gaps in the provision and arrange a programme to fill the gaps	✓ promote not provide
• Establish and support a local history society	✓ promote not provide
• Promote the use of bilingual statutory services in the community	✓
• Produce a Contact Lines Card and Bilingualism Directory	✓
• Cooperate with the Local Community Forum to make community activities more bilingual	✓ promote not provide
• Hold a <i>Clwb Clebran</i> .	✓ promote not provide
• Hold a Language Festival	✓ promote not provide
• Support/Encourage the establishment of a <i>Clwb Gwawr/MW</i>	✓ promote not provide
• Train Welsh sports coaches	✓ promote not provide
• Establish sports teams/coaching	✓ promote not provide
• Arrange keep fit classes	✓ promote not provide
• Arrange family activities for Welsh-speakers and learners	✓ promote not provide
• Encourage social organisations and clubs to include Welsh medium entertainment in their programme	✓
• Influence the County Council's Community Education Department to promote courses for adults through the medium of Welsh (e.g. aromatherapy, word processing)	✓
• Establish drama, dance and folk clubs	✓ promote not provide
• Hold scripting competitions (with <i>Theatr Bara Caws</i> )	✓ promote not provide
• Hold a Rural Theatre Service	✓ promote not provide
• Arrange Welsh performances	✓ promote not provide
• Run village quizzes/sports	✓ promote not provide
• Encourage the Community Education Department to provide bilingually	✓
• Encourage Leisure Centres to provide bilingually	✓
• Encourage local social societies to provide through the medium of Welsh	✓
• Arrange social/art/cultural activities	✓ promote not provide
• Hold/arrange a local festival	✓ promote not provide
• Arrange leisure activities and workshops	✓ promote not provide
• Arrange sports for schools	✓ promote not provide
• Establish a society for people over 25 years old	✓ promote not provide
• Arrange Welsh medium entertainment for adults	✓ promote not provide
• Help societies to arrange their own entertainment by providing a 'Welsh Entertainment' booklet	✓
• Prepare a database of information on local Welsh performers	✓
• Arrange a musical competition: Battle of the Bands.	✓ promote not provide
• Establish an action plan of activities for the year with relevant organisations	✓ promote not provide

### 3.10 The *menter's* main activities with regard to translation services

• Employ a part time translator	• ✓ if operating a specific scheme
• Market the translation service	• ✓ if operating a specific scheme
• An application with the Society of Welsh Translators for area translators	• ✓
• Maintain a community translation scheme	• ✓ if operating a specific scheme
• Arrange a simultaneous translation course for voluntary community translators	• ✓ promote not provide
• Arrange translation provision by other individuals/agencies	• ✓
• Occasional translation for organisations and businesses	• ✗ only as part of a purposeful scheme
• Arrange translation training for the <i>menter's</i> staff	• ✗

## Appendix 4

### Use of Welsh by context in the community (from Williams & Morris 2000:93)

	I can and do % and (nos.)	I can but don't % and (nos.)	Not possible to speak Welsh % and (nos.)	Not applicable Nos.
Priest/Minister	92% (820)	2% (20)	6% (50)	110
With child's teacher	83% (300)	9% (30)	8% (30)	640
Local councillor	76% (670)	2% (20)	22% (190)	120
Library	69% (520)	4% (30)	27% (200)	250
Solicitor	63% (500)	5% (40)	32% (250)	210
Car repairs	57% (440)	4% (40)	39% (300)	230
Bank Manager	57% (430)	5% (40)	38% (290)	240
Police	56% (360)	8% (40)	36% (240)	360
In pub	55% (420)	5% (40)	40% (300)	240
Post Office	52% (500)	3% (30)	45% (430)	40
Buy petrol	52% (420)	4% (30)	44% (360)	190
Buy newspaper	51% (450)	2% (30)	47% (420)	110
Tax office	49% (340)	5% (50)	46% (320)	300
Water Board	48% (320)	9% (60)	43% (290)	330
Social Worker	47% (170)	9% (40)	44% (160)	640
Family Doctor	46% (460)	9% (80)	45% (450)	10
Shopping	46% (430)	5% (50)	49% (460)	60
Hairdresser	46% (430)	4% (40)	50% (460)	70
Social Security	42% (230)	7% (40)	51% (280)	450
Dentist	41% (380)	6% (40)	53% (490)	80
Theatre	37% (280)	1% (30)	59% (440)	250
Optician	35% (280)	3% (30)	62% (500)	190
Call taxi	34% (240)	6% (40)	60% (420)	300
Electricity Board	33% (250)	7% (60)	60% (460)	230
Sports Training	33% (100)	17% (40)	50% (150)	700
Restaurant	32% (270)	8% (70)	60% (500)	160
Telephone Operator	30% (270)	8% (70)	62% (560)	100
Ask stranger time of day	30% (260)	6% (60)	64% (560)	130
Repair washing machine	30% (200)	5% (30)	65% (430)	340
Driving Test	30% (140)	16% (70)	54% (250)	540
Buy hi-fi	26% (180)	6% (50)	68% (470)	310
Travel Agent	25% (200)	4% (30)	71% (570)	200
Gas Board	22% (130)	9% (50)	69% (410)	410

## Appendix 5

### **Draft scheme for monitoring and evaluating the projects of Mentrau Iaith Myrddin**

In this appendix we include a current copy of Mentrau Iaith Myrddin's draft scheme to evaluate projects. We are grateful to Mentrau Iaith Myrddin for their permission to include the scheme in the report as an example of the type of scheme that could be developed by the *mentrau* when monitoring and evaluating their activities. This document is only a draft version and document should not be copied and used without contacting Cefin Campbell, Director of Mentrau Iaith Myrddin, for permission.

## Appendix 6

### Sources of Socio-economic and socio-linguistic information

Table 1: Socio-economic sources and data

Socio-economic data	Socio-economic data sources
<ul style="list-style-type: none"> <li>• Population according to gender (OPCS)</li> <li>• Population according to age (OPCS)</li> <li>• Family composition (OPCS)</li> <li>• Employment patterns / economic activity scale (OPCS)</li> <li>• Occupation according to gender (OPCS)</li> <li>• Unemployment rates according to gender (Department of Social Security)</li> <li>• Employment of women patterns (full/part-time) (Chwarae Teg)</li> <li>• Low incomes (Employment Service/ local TEC)</li> <li>• Low income (Low Income Unit)</li> <li>• Number/percentage receiving benefits (Department of Social Security)</li> <li>• Benefits linked to income (Department of Social Security / Government Statistical Service)</li> <li>• Homes with an income which is less than the Welsh/British average (Department of Social Security)</li> <li>• Number of children receiving free school meals (Local Authority Education Department)</li> <li>• Housing Conditions (local authority Housing Department)</li> <li>• Number receiving housing benefit (Local Authority Housing Department)</li> <li>• Public Transport Patterns (local authority)</li> <li>• Number suffering from long term disabilities/illness (OPCS/Local Authority Department of Social Security /Health Authority)</li> </ul>	<ul style="list-style-type: none"> <li>• OPCS Census 1991</li> <li>• Welsh Office Social Survey 1992 (Welsh Language)</li> <li>• Local Councils' Planning Reports (Framework Scheme, etc.)</li> <li>• <i>Economic Development Reports of Local Authorities</i></li> <li>• <i>Local Authority Housing Department</i></li> <li>• <i>Department of Social Security</i></li> <li>• <i>National Assembly periodical summary</i></li> <li>• <i>Association of Family Practitioners</i></li> <li>• <i>Councils of Voluntary Services</i></li> <li>• <i>Citizens Advice Bureau (various statistics – debts etc.)</i></li> <li>• <i>Government Statistical Service</i></li> <li>• <i>Low Pay Unit</i></li> <li>• <i>Chwarae Teg</i></li> <li>• <i>Local TEC</i></li> <li>• <i>Employment Service</i></li> <li>• <i>Local Authority Social Services Department</i></li> <li>• <i>Specific research by the menter</i></li> </ul>

**Table 2: Socio-linguistic sources and data**

<b>Socio-linguistic Data</b>	<b>Socio-linguistic data sources</b>
<ul style="list-style-type: none"> <li>• Population figures (OPCS Census 1991; Local Authority Planning Departments)</li> <li>• Number &amp; percentage of Welsh-speakers (OPCS Census 1991; Local Authority Planning Departments)</li> <li>• Language &amp; Gender (OPCS Census 1991)</li> <li>• Language &amp; age (OPCS Census 1991)</li> <li>• Language &amp; social class &amp; socio-economic group (OPCS Census 1991)</li> <li>• Language &amp; Work (OPCS Census 1991)</li> <li>• Language &amp; Mobility (OPCS Census 1991)</li> <li>• Language &amp; families (OPCS Census 1991)</li> <li>• Language perception and competence</li> <li>• Status and position of the Welsh language within organisations with a Welsh language scheme</li> <li>• Opportunities to use Welsh in the public, voluntary and private sectors</li> <li>• Language use patterns</li> <li>• Local attitudes towards the Welsh language</li> <li>• Language and education (school statistics, number of children learning Welsh, number taking GCSE/A Level in Welsh) (CBAC; Local Education Authority)</li> </ul>	<ul style="list-style-type: none"> <li>• OPCS Census 1991</li> <li>• Welsh Office Social Survey 1992</li> <li>• <i>Statistics from local authority Planning departments</i></li> <li>• <i>CBAC (education statistics)</i></li> <li>• <i>Local Education Authority</i></li> <li>• <i>Specific research by another agent (university etc.)</i></li> <li>• <i>Specific research by the menter</i></li> </ul>

## Appendix 7

### Developing methods for evaluating the effectiveness and efficiency of the *mentrau iaith*

These lists contain the types of questions that could be asked when evaluating efficiency and effectiveness. These are only examples. These questions need to be further developed and selected in forming an evaluation plan.

### Efficiency of the mentrau: measuring the success of the planning process

#### Opportunities

- Did you go about identifying present opportunities and use?
- By what methods?
- How effective and purposeful were the research and consultation methods?
- Did the local residents as well as the organisations and bodies and local groups take an active part in the process of gathering information?
- How was the collected evidence interpreted?
- Was there purposeful and useful support and leadership from experts and/or the Community Language Planning Partnership?

#### Gaps

- Did you go about identifying the gaps in the present opportunities and use systematically?
- Was every other relevant organisation and body included in the process of identifying the gaps?

#### Objectives and Priorities

- On what basis were the strategic objectives and development priorities identified?
- Are the objectives and priorities based on sound evidence? What evidence?
- Do the objectives and priorities meet local needs? How?
- Was every relevant organisation and body included in the process of identifying the development priorities?

#### Project Planning

- Was there detailed and intentional planning as a basis to developing plans to create new opportunities and language use?
- Did you have any specialist input and leadership?
- Did you have the support of every relevant organisation and body?
- Was a pilot scheme planned before providing the scheme on a wider basis?
- Was there a process of evaluating the pilot scheme and monitoring further schemes?
- What were the schemes successes?
- How, if at all, could the scheme be improved?

- If the *menter* had to go about providing their own schemes, are there plans to transfer responsibility to other providers? How will this be done and over what period of time?

### **Programme of Work**

- Did the programme of work show detailed and purposeful planning?
- Did the planning consider realistic funding levels?
- Was there sufficient funding available to implement the programme of work as was expected?
- Was there a firm financial management system in place?
- Were the tasks, indicators and results listed in the programme of work suitable in order to achieve the objectives and tasks?
- Was the programme of work operational with regard to staff workload and other resources?
- Was there a time and staff management scheme in place and working effectively?
- Was sufficient priority given to planning, networking and evaluating the work programme?
- Did you succeed in achieving all of the work programme's targets?
- Why was it not possible to achieve all of the targets?
- What changes are needed to the methods of planning and preparing a programme of work in order to ensure the achievement of all of the targets?
- Did you get the necessary support from organisations and other bodies? If not, what were the reasons for this?
- How could you ensure their support in the future?
- What was the role of the *menter* in the plans?
- What work was achieved by other bodies, organisations and/or groups?

### **Evaluation**

- What methods were used to evaluate activities?
- What methods were used to evaluate the process of planning?
- Who was responsible for the evaluation element?
- Should other people be included in the process next time?
- Are the methods of evaluation effective?
- Do the methods of evaluation need to be revised? If yes, how?

## **Effectiveness of the mentrau: measuring the success of the results**

### **Opportunities**

- Are the same opportunities available as were previously available at the beginning of the scheme?
- Is there an increase or decrease in the opportunities?
- Are the same opportunities available each time or do they vary for specific reasons? What are the new opportunities?
- What opportunities were lost?
- What are the reasons for the increase or decrease?
- What efforts were achieved in order to maintain or extend the opportunities?
- Were the efforts successful according to the indicators and results?
- What are the reasons for the success or lack of success of the efforts?

- How can you build on the success attained?
- How can you overcome the factors which hinder success?
- How apparent and public are the written and oral opportunities?
- To what extent are the opportunities provided or offered without asking?
- What methods are used to promote the opportunities by the specific bodies/organisations/groups and by the *mentor*?
- To what extent are people aware of the opportunities?
- Do the methods of promoting succeed in raising awareness of the opportunities? If so, how? If not, why?
- Is it possible to further raise awareness of the opportunities by other promotional methods? What would these be?

### **Status**

- Is there an equal status for Welsh and English amongst bodies, organisations, groups and businesses in their written and oral provision/language use?
- How do organisational values towards Welsh become apparent in the opportunities and language use patterns in those organisations?
- Are there positive perceptions of the value of Welsh by specific social groups? How could you take advantage of this to develop more opportunities or promote more use?
- Are there negative perceptions towards Welsh? By who? In what context? How can you influence these negative perceptions?

### **Use**

- Are the language use patterns (oral and written) the same as before?
- If there was a change in language use, what is the change?
- Was there a change in the kind of use (that is: for different needs/purposes)?
- Was there an increase in the number of people who make specific use of the language or use of the language on a particular occasion?

### **Confidence**

- Is there evidence that some Welsh-speakers have or are developing more competence and confidence to use the language?
- If so, what was responsible for this?
- How do you develop more competence and confidence amongst these people?
- How do you raise the confidence and develop the language competence of more people?