



CREATING A FUTURE FOR THE WELSH LANGUAGE

ACTION PROGRAMME

**TO DDO
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*CREATING
A FUTURE
FOR THE WELSH
LANGUAGE*

**ACTION PROGRAMME
2015**

**TO
DYFODOL**

DYFODOL I'R IAITH
www.dyfodol.net

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Executive Summary

We hereby offer a plan to ensure that the Welsh language thrives within Wales. We do this on the basis of some fundamental considerations:

- **The Welsh language is an integral part of Welsh nationhood, and the identity of those who live here.**
- **Building upon the visual use of the Welsh language and the right of individuals to use it, we need to create the conditions that allow the Welsh language to be the first and natural language in as many different contexts as possible.**
- **There is a need to move away from unstable bilingualism to a situation which allows unhindered use of the Welsh language.**
- **Emphasis must be given to promoting the language in the home, the community and the workplace.**
- **Urgent priority needs to be given to expanding Welsh education and to teaching the language to adults.**
- **Welsh Language Centres need to be established throughout the nation to promote the renewal of the language and to create networks for those who speak it.**
- **The Welsh language needs to be used extensively within the workplace and the economy.**
- **The Welsh language needs to be given priority within areas of linguistic significance.**
- **Momentum needs to be created for the growth of the language and the normalisation of its use in the nation's life at all levels.**
- **The people of Wales need to be active in all of this.**

Principles

- **Facilitating growth in the number of Welsh-speaking homes**
- **The Welsh language to be given priority in areas of linguistic significance**
- **Strengthen the areas where the Welsh language is the first and natural language choice**
- **Establish a strong Welsh-language administration at the heart of government to formulate policy**

Education

We believe that extending Welsh education is of key importance. Growth needs to be accelerated to reflect Welsh parents' desire for their children to be able to speak the language.

- **50% of 7 year old pupils in Welsh-medium education by 2030**
- **Welsh taught as a one language subject; this would strengthen language continuity across all sectors of education**
- **Scrap student payment for transport to post-16 education**
- **Emphasis on subjects being taught through the medium of Welsh**
- **A tracking system established for former pupils of Welsh-medium schools to encourage use of Welsh**
- **Emphasis on day-to-day communication and the use of Welsh as a medium of education by pupils in English-medium schools**
- **Introducing a rigorous programme of language awareness in the curriculum**
- **Promoting Welsh education amongst parents**
- **Financial support for Welsh extra-curricular activities**

- **Emphasis on the use of Welsh in further education courses which includes contact with customers**
- **Creating a financial incentive for Higher Education students to study in Wales**

Welsh for adults

We consider the extension of Welsh for Adults to be essential to teach the language to parents, public officials, and to create a bilingual workforce. This needs to be achieved through intensive and comprehensive programmes.

- **Trebling the funding for Welsh for Adults in order to:**
- **Give language training for teachers and public workers**
- **Give language training for parents who wish to develop their use of Welsh at home**
- **Offer intensive year-long courses, with up to 1,200 contact hours**

Welsh-speaking communities

Priority needs to be given to Welsh-language communities, including the home; strengthening communities where the Welsh language is a natural medium; and establishing new networks within areas where the language is less prevalent

- **An increase in Welsh-speaking homes**
- **Enlivening Welsh-language communities**
- **Establishing a network of Welsh Language Centres as powerhouses for the language**

The Media and culture

Ensuring Welsh language media and culture is essential, and particular emphasis needs to be given to youth culture.

- **The establishment of a Culture Unit under the National Language Agency in order to set targets across the sector which would include:**
- **A daily Welsh language newspaper, with website provision in both Welsh and English**
- **Ensure the future financial viability of S4C**
- **Developing two Welsh language radio stations**
- **Encompassing electronic media**
- **Effective provision for all ages and interests**
- **Strengthening music and theatre performance provision**

A thriving economy

The connection between language and the economy is a difficult one, and cannot be precisely controlled. However, it is necessary to create economic momentum in areas where the Welsh language is stronger whereby Welsh speakers are provided with attractive work opportunities.

- **The establishment of a Welsh Business Agency**
- **Growth centres in areas of higher Welsh language use**
- **Devolution of national institutions to areas of higher Welsh language use**
- **Promotion of local procurement policies**
- **A Welsh-Language Labour Market to connect the need for Welsh-medium services with those who are able to speak the language.**

Providing and receiving service

We need to do more than provide Welsh at reception desks. The Welsh language needs to be a living medium in the workplace. Ensuring Welsh is a working medium within local government and public organisations is essential.

- **A Welsh linguistic landscape**
- **Establishing Welsh as a working and administrative language in local government and public organisations**
- **Facilitating the use of the Welsh language as a medium of oral communication**
- **Positive discrimination in favour of Welsh**
- **Transfer of legal jurisdiction to Wales**
- **This Section is concerned with all aspects of everyday life where citizens receive services.**

Planning land use and homes

We need to do what is possible to ensure affordable homes for local people and to ensure that the planning system does not militate against Welsh speakers.

- **The Welsh Language to be an essential consideration in planning**
- **Designating Areas of Special Linguistic Significance**
- **Establishing a separate planning inspectorate for Wales**
- **Priority for social housing to serve the needs of local people**
- **Using a points system which gives priority to local people**

Understanding bilingualism

In creating a nation of Welsh speakers, it is necessary to understand how language is used by its speakers, what the functions of language are, and what is meant by bilingualism.

- **promote language awareness**
- **recognise the Welsh language as a skill to be promoted amongst incomers**
- **establish a National Institute of Linguistics**

Organisational Change

There are currently obvious weaknesses in the way that the Welsh language is discussed by Government departments. To establish a robust foundation that will withstand the whims of politicians, we wish to see a strong Language Administration within Government, led by experts in language planning. In addition to this, a National Language Agency is needed to put policies into action.

- **The establishment of a strong Language Ministry within Government to formulate targets and policies, led by specialists in language planning**
- **The creation of an arm's length National Language Agency to put Government policies into action, to prepare reports and to advise the Assembly committee responsible for the Welsh language**
- **The Language Commissioner's Officer to ensure that public and private bodies use and promote Welsh in their work**
- **Sufficient Government investment in the Welsh language to reflect an ambitious programme for creating a flourishing future for the language.**

Introduction

DYFODOL I'R IAITH is a lobbying pressure group. The organisation wishes to see positive policies which favour the Welsh language being put into action by central and local government.

Dyfodol i'r iaith encourages positive action in favour of the language based upon the principles of language planning.

This document presents an action plan which offers a way of promoting the Welsh language, making possible an increase in the number of Welsh speakers. The plan also presents the means to ensure that Welsh develops as a living language in the home, the community and the workplace.

Dyfodol i'r iaith have already presented a number of recommendations that have been accepted by central and local government. The organisation's influence was of key importance in ensuring that the Government accepted the role of the Welsh language within the Planning Bill. Carmarthenshire County Council accepted Dyfodol i'r iaith's suggestion that a central Unit be established to lead on Welsh for Adults. The Government has also responded positively to Dyfodol i'r iaith's recommendation to establish Welsh Language Centres throughout Wales.

The journey has just begun. In this document,

we present an action plan to be adopted by the political parties as they prepare for the Assembly Elections. In addition to defining policy areas, we also call for fundamental changes to Government systems in dealing with the Welsh language.

We look forward to discussing and developing our plan with the different parties and various bodies and organisations. Many of the points we put forward can be actioned in the short-term. Others call for more fundamental changes.

Elinor Jones, President

Heini Gruffudd, Chair

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1 / Principles

DYFODOL I'R IAITH calls for:

- **Facilitating growth in the number of Welsh-speaking homes**
- **The Welsh language to be given priority in areas of linguistic significance**
- **Strengthen the areas where the Welsh language is the first and natural language choice**
- **Establish a strong Welsh-language administration at the heart of government to formulate policy**

Rights and promoting: shifting the emphasis

We believe that that the viability of the Welsh language is essential to Wales' national development.

Throughout the centuries, until comparatively recently, Welsh was the main language of the nation. It is the indigenous language of Wales. More than anything else, it formed our identity as a nation.

The battle for the rights of the Welsh language and its speakers over the past fifty years has been difficult, exciting and transformative. It is essential that we avoid complacency and that we build upon the gains that have already been achieved.

We should now be building upon this foundation by shifting the emphasis towards a comprehensive and co-ordinated programme of promoting Welsh as the language of the home and as a

thriving and exciting community language.

Growth not protection

Growth, development, confidence, innovation, and creativity: these are some of the key words that need to be associated with the Welsh language as we set it on the path to regeneration. As we step into the future, it is essential that we do not regard that which has been protected, such as the areas where Welsh remains a majority language, as precious relics to be conserved, but rather as the foundation for future development.

The Welsh language and the home

We consider an increase in the number of Welsh-speaking homes as being the essential basis for a flourishing future for the language. Welsh-speaking homes provide the most effective means of setting positive language patterns for people throughout their lives.

Bilingualism and Welsh-speaking communities

There is a danger that bilingualism in contemporary Wales is unstable, and a step on the road from a Welsh-speaking Wales to an English-speaking Wales. It does not have to be this way.

To establish a firm foundation for our efforts to revitalise the Welsh language, we must

Domains

Experts have noted ways in which people within bilingual situations tend to use different languages for different purposes. In Wales, for example, there has traditionally been a tendency to choose as follows:

- Welsh for cultural and religious activities, and used within a family context, socially, and to an extent, within primary education; these have traditionally been the Welsh-language domains.
- English for official activities, the law, business and secondary and higher education; these have traditionally been the English-language domains.

By now, the situation is more complex. The Welsh language has won a foothold in official life, secondary and higher education, while English found its way into domains that were previously exclusively Welsh. What remains true, however, is that the Welsh language, if it is to thrive, needs to possess its own domains, where its use as a natural default language is assured.

understand the difference between personal and social bilingualism.

Personal bilingualism is the ability to easily use two languages. Social bilingualism refers to two languages co-existing within the same area, with their own ground or domains.

There is a tendency in such situations for one of the two languages to supplant the other over time. This is why the Welsh language has, for numerous reasons, been supplanted by English in many parts of Wales.

There is currently a danger that bilingualism is used as an argument to introduce the English language into aspects of social life which have always been exclusively Welsh. This stems from a misunderstanding of constructive bilingualism, and it results in the undermining of Welsh-language domains; those very domains that are essential to the language's survival and success.

The means to avoid this unfortunate tendency is that the more vulnerable of the two languages stakes its own domains – places, situations, aspects of life where it is used naturally, inevitably and as the default language. In this document, we discuss how to ensure that the Welsh language claims its own domains.

We want Wales to be an example of how bilingualism may thrive and grow, rather than following the familiar pattern of social shift from the use of one language to another.

To succeed in this, we must firstly acknowledge that the relationship between Wales' two languages is not an equal one. The English language holds immense power and appeal, as one of the world's main administrative, economic and cultural languages. The practical implication of creating a bilingual Wales, to a great extent, consists of strengthening and promoting its regeneration in every way possible.

Secondly, we must understand that language is a social phenomenon. Each language lives by its community of speakers – those people who use it naturally as part of their everyday lives. This 'Welsh community' would include those raised to speak Welsh from birth and others who learn and adopt it in later life. To some, speaking the Welsh language will come naturally, as it is the main language of the

The Sociology of Language and Language Planning

Over the past decades, our understanding of the relationship between language and society has developed in tandem with the growth of the principles of the sociology of language. The pioneer of this discipline was Joshua Fishman, who died in March 2015. It is significant that the Basque Country, the autonomous Basque community within the Spanish state, appointed Fishman as an expert consultant as they planned the regeneration of the Basque language. Among some of the main principles of the discipline is the concept of 'language shift'; the process of supplanting one language with another within a specific society or territory. Another concept is diglossia; the custom of using different languages for different purposes or within various 'domains'.

Fishman also coined the term 'reversing language shift' for the process of regenerating and strengthening declining languages. In order to achieve this, careful, informed planning is required – this is known as 'Language Planning'.

community where they live. Such communities are, of course, a priceless resource as we embark upon the process of regenerating the language. To an increasing number of others, opportunities to experience the language come through family networks, individuals and organisations. In both cases, it is clear that the family provides a strong influence.

Secondly, we must understand that language is a social phenomenon. Each language lives by its community of speakers – those people who use it naturally as part of their everyday lives. This 'Welsh community' would include those raised to speak Welsh from birth and others who learn and adopt it in later life. To some, speaking the Welsh language will come naturally, as it is the main language of the community where they live. Such communities are, of course, a priceless resource as we embark upon the process of regenerating the language. To an increasing number of others, opportunities to experience the language come through family networks, individuals and organisations. In both cases, it is clear that the family provides a strong influence.

Empowering the Welsh community and facilitating its settlement and growth: this is the key to turning the slogan, 'bilingual Wales' into a reality. The Welsh community's horizons will be wide and its vision inclusive. It will be a community open to newcomers and to diverse influences. It will contribute energetically to the nation's life and that of the wider world.

Regional Variation

The regeneration of the Welsh language will be a project for the whole nation. With some exceptions, each area within Wales is a 'traditional Welsh-speaking area' and its current revitalisation in areas where it had previously ceased to be the main medium of communication is something of which to be proud.

Within this national context, however, areas with a high-density of Welsh-speakers have a practical and special linguistic significance. Over the past half century, Welsh became the main language within education and local government in Gwynedd and secured special status within the former Dyfed. There is an important opportunity to build upon the foundations set within these regions, while over time, increasing the use of the language in social and public life in all parts of Wales. These regions are strongholds which set a pattern for wider efforts.

Co-ordinated Strategy

We will never regenerate the Welsh language through scattered action; rather, we need a co-ordinated strategy, actioned in a consistent manner, over an extended time-frame. The

The Basque Country

The Autonomous Basque Community within the Spanish state offers a positive example of effective language planning.

About 1.8 million people live within the Autonomous Community. The percentage of Basque speakers has risen from 24% in 1991 to 30% in 2006, with another 18% being passive speakers. Throughout the nation, the number of speakers (those aged over 16) rose from 665,800 in 2006 to 714,136 in 2011.

Civil servants and government officials receive state-funded language training. The programme of strengthening the Basque language within local government was a gradual one.

In 1976-77, 95% of primary school teachers had no knowledge of the Basque language. Responding to the demands of parents, a significant investment was made in providing language training for teachers. By 2010, 65% of primary school pupils were in Basque-medium schools and 25% in bilingual schools: from 5% to 90% within 35 years.

A key component was the contribution of the teaching of the Basque language to adults. €40m is spent on maintaining 105 learning centres, providing for 1,344 teachers and about 35,000 learners each year.

The Basque language has gained 300,000 speakers over the last 30 years: 200,000 through the schools and 100,000 through Basque for Adults programmes

Welsh language has to be mainstreamed and considered in the context of all areas of public policy. However, priorities must also be set. These must be concentrated upon and put into action systematically, with determination and cohesively. To this end, governmental structures must be appropriate and sufficient.

There are lessons to be learnt from those nations/regions which have already experienced success in regenerating their indigenous languages, and especially the Basque Country within Spain, whose starting-point was remarkably similar to that of Wales. Their strategies were firmly grounded in the discipline of the Sociology of Language and Language Planning.

Partnership and Assent

Clearly, we cannot expect the Welsh Government and Assembly alone to work for the regeneration of the Welsh language. There must be a creative bottom-up effort in addition to top-down leadership and planning. It is essential to establish a lively partnership between Governments on the one hand, and the Welsh community, its members, its organisations and institutions on the other.

The Government's role will be to set aims and establish direction; leading, planning and facilitating. A National Language Agency is needed to put aims into action.

The Welsh-language community's role will be to respond to this leadership through innovation, creativity, venture, working together, and promoting their own human and financial resources.

We foresee a constant dialogue between Government and the community regarding planning, needs, priorities and new developments. Robust arrangements must be agreed upon to allow and encourage this dialogue.

The Welsh Language and Welsh Government

Soon after Wales won a degree of self-government, our National Assembly and Welsh Government declared their support for the Welsh language and for the aim of creating a bilingual Wales. New legislation was passed to give it official and unequivocal status and to protect the rights of its speakers. Promoting and protecting the Welsh language is a stated aim within The Well-Being of Future Generations (Wales) Act 2015. The sixth aim of the Act is to build “A Wales of vibrant culture and thriving Welsh language”; the Act also seeks to promote and protect “culture, heritage and the Welsh language.” This imposes a duty upon central and local government, Welsh public bodies, education and cultural organisations and a whole range of public services.

Over the last few years, the Government and its Departments have published many documents on aspects of the Welsh language. Moving Forward develops the themes of A Living Language: A Language for Living. The Welsh-Medium Education Strategy has also been produced and More Than Just Words for the Health Service. We acknowledge the goodwill contained within these documents, but progress is far too slow, and the work has not always been based upon the essential principles of language planning; that is, identifying the home and community as the starting-point. Action should be taken urgently and on a greater scale than has been seen so far.

The Government has acknowledged the need to develop the economy to strengthen the use of the Welsh language and strengthen Welsh-speaking communities, but how they intend to achieve this has not been outlined.

The time has come to build upon goodwill. But new impetus needs to be given to the campaign to develop the Welsh language as a dynamic, confident and prominent national language.

2 / Education

DYFODOL I'R IAITH calls for:

- **50% of 7 year old pupils in Welsh-medium education by 2030**
- **Welsh taught as a one language subject; this would strengthen language continuity across all sectors of education**
- **Scrap student payment for transport to post-16 education**
- **Emphasis on subjects being taught through the medium of Welsh**
- **A tracking system established for former pupils of Welsh-medium schools to encourage use of Welsh**
- **Emphasis on day-to-day communication and the use of Welsh as a medium of education by pupils in English-medium schools**
- **Introducing a rigorous programme of language awareness in the curriculum**
- **Promoting Welsh education amongst parents**
- **Financial support for Welsh extra-curricular activities**
- **Emphasis on the use of Welsh in further education courses which includes contact with customers**
- **Creating a financial incentive for Higher Education students to study in Wales**

The education system has had a tremendous influence on the Welsh language. The gradual growth of education in Welsh during the past hundred years has contributed more than anything to its survival up to the present day.

Increasing Welsh-medium education by arranging a strategy to rejuvenate the language is a priority these days. By doing so, it is possible to create a critical core of Welsh speakers. This should make it possible in due course for the language to have prominence in an increasing number of domains: in the home, the workplace and in social life generally.

The Welsh Government has acknowledged the key importance of this in publishing *Strategaeth Addysg Gymraeg* in 2010. However, it is unlikely that Government targets will be met; and the growth of Welsh-medium (WM) education is too slow by far.

It is our view that a target of having 50% of 7 year old pupils in WM education by 2030 is totally realistic. That would transform the outlook for the language as well as bringing important educational benefits in its wake.

As the need for WM education is met, non-Welsh speaking parents should be offered an opportunity to learn the language and thereby transform their home into a Welsh language one. The example of some counties in establishing co-ordinated programmes for parents to promote language skills and its use in the home should be followed and strengthened. At the same time, programmes to transform parents with passive skills to become confident speakers in the home need to be established. This should be one of the priorities of the National Welsh for Adults Unit which will be responsible for managing Welsh for Adults in the future.

The Early Years

Excellent work has been accomplished already in the early years, especially by *Mudiad Meithrin* (MM) and its network of *Ti a Fi* groups and play groups.

At the same time, Government plans for the early years, such as *Cychwyn Cadarn* and *Dechrau'n Deg*, will have a negative impact on Welsh. Travel difficulties often deter parents who wish to provide WM nursery education for their children. Lack of space in many nursery classes of a local Welsh school is another factor. These obstacles need to be removed.

There is also a need to address the dearth of staff with Welsh language skills by providing effective tuition for play group and nursery class staff, as well as students in further education.

A comprehensive audit of the present system should be conducted, to include provision by MYM, *Cychwyn Cadarn*, *Dechrau'n Deg* and in schools. Financial support for *Twf*, which aids parents to bring up their children in Welsh, that was recently reduced, should be restored.

A target of 50% should be set for nursery classes and groups throughout Wales by 2030.

There should be a substantial investment in day care, wrap-around care and vacation schemes through the medium of Welsh.

Primary Schools

The growth of WM education is a success story. Around 7% of our children receive Welsh in the home but 22.4% of 7 year olds receive their education in Welsh these days.

In its *Strategaeth Addysg Cyfrwng Cymraeg*, the Welsh Government has acknowledged that WM schools are the best model to transfer language and to nurture equal skills in both languages. In addition, schools, by holding WM extra-curricular activities, create a wholly Welsh ambience for pupils. Every WM school is a Welsh domain.

Dual-stream schools, and, indeed, bilingual and English schools, could be placed on a development path, beginning in the nursery class, with the intention of making them WM schools.

In some less prominently Welsh areas, the plans should answer in full the local call for WM education. In *Gwynedd*, *Môn*, *Ceredigion* and *Carmarthenshire* WM education should be the norm. Government should insist that local authorities stick to a standard means of measuring the demand, monitoring the situation often and thoroughly.

This need not involve substantially increased capital expenditure. Schools can be re-arranged. Another issue is that WM schools should be an integral part of plans for new housing estates. Empty places should not be accepted as an excuse to delay WM expansion.

In expanding WM education, attention should be given to strengthening the language in the school/home scenario, an example being

the Language Charters of Gwynedd, Môn, Carmarthenshire and other places

Secondary Schools

A constant expansion of WM secondary schools is required in order to build on the work accomplished in the early years and primary schools

Welsh medium Schools

A special effort must be made to ensure that pupils who have received WM education in the primary sector continue to do so in the secondary sector. The situation differs widely at present.

Welsh should be taught as one language, in accordance with Professor Sioned Davies' recommendation in her report *Un Iaith i Bawb*, to ensure that pupils cannot change from 'first language' to 'second language'. In a stroke, this would solve the failure to achieve linguistic continuity, which is particularly apparent in around a dozen 'bilingual' schools.

A specific obstacle to the expansion of post-16 WM education in some areas is the new practice of charging for transport to the Welsh-medium school. This is an example of linguistic discrimination, and contrary to the terms of the 2008 Transport Bill which places responsibility on local authorities to provide transport that would promote WM education.

Charging £300 plus for transport in some areas penalises the underprivileged more than anyone. Government should prevent local authorities from operating such practices.

WM schools should teach all subjects through the medium of Welsh. Teaching the Sciences through the medium of English means that some pupils will only receive a small part of their education in Welsh. This undermines WM schools as a Welsh domain.

A recent report by Estyn (*Linguistic progression and standards of Welsh in ten bilingual schools*, November 2014) has shown how proficiency in Welsh and the quality of teaching suffers in schools which use both languages simultaneously in the same class. In

Môn and Ceredigion, 20% of first-language Welsh pupils take five GCSE subjects in Welsh, as well as Welsh as a subject. 50% is the percentage in Gwynedd and Carmarthenshire. According to Estyn, there is a clear correlation between the percentage of subjects studied in Welsh and command of the language and its social use.

It is well-known that many WM school pupils have difficulty finding an opportunity to use the language after leaving school. That calls for a project concentrating on ex-pupils, with a tracking system established to keep in touch with them in order to raise their confidence and urge them to practise their Welsh with their family, in their workplace and in the community.



English medium Schools

The present system is neither effective nor sustainable.

The report *Un Iaith i Bawb* and the Donaldson report on the curriculum, *Successful Futures*, recommend using Welsh as a means of communication – as well as a subject – in English-medium schools. Welsh should be taught to an equal standard in English primary schools to ensure continuity in the secondary school. Practical and ambitious targets should be set which would enable pupils to make everyday use of the language after the period of formal schooling.

The aim is for everyone who has learnt Welsh in these circumstances to be able to use it for normal verbal communication and that those who have specialised in it (eg, by studying to an Advanced level) could communicate to a higher standard both verbally and in writing.

Language awareness and extra-curricular activities

Welsh should be taught in a positive and meaningful context. We wish to see language awareness being presented as an integral part of the curriculum. We wish Welsh history and culture to be core, so that the world is then seen from a Welsh perspective. Welsh museums and cultural institutions should reinforce this move with priority given to projecting Welsh culture. This would help young people to understand their heritage and become part of it.

Extra-curricular activities are essential to promote confident use of Welsh beyond the classroom and many Welsh schools have been extremely creative in this field. Strengthening this key area should be a strategic aim of the Welsh Government, with specific financial support available. We understand that the government intends to bring one of their schemes to an end. The following would be amongst the strategy's specific components:

- **teachers with special responsibility for developing extra-curricular work**
- **liaising with activity and sports institutions, broadcasting media, the Urdd, Young Farmers' Clubs and Mentrau Iaith**
- **creating close communication with Centres for Welsh**

Further Education

In the field of vocational training in both colleges and the workplace, the provision is disappointing and expectations low. There are some commendable schemes in the sector, and the work of Sgiliaith, eg, needs to be shared across the sector. By doing so, we need to ensure that bilingual teaching does not replace teaching through the medium of Welsh, which should take place naturally.

The first step should be to conduct a survey of the linguistic needs of the workplace by pinpointing the areas where competence in Welsh is required and then set about providing courses for such areas. Areas involving direct contact with the public should receive particular attention.

Regarding the language of a community, developing Welsh in further education is more important than higher education. This should be one of the priorities of the *Coleg Cymraeg Cenedlaethol*.

Higher Education

Establishing the *Coleg Cymraeg Cenedlaethol* has been an important step in the history of the language. Public finance, instrumental in its establishment, must be safeguarded so that it may develop further as a foundation for learning and expertise which in turn should feed further growth in WM education and the Welsh workforce.

In particular, the *Coleg Cymraeg Cenedlaethol* should be encouraged to ensure coherent co-operation and networking between Welsh academics across all our Higher Education establishments.

We recommend the setting up of a National Institute of Linguistics which would be responsible for developing knowledge and policy in the fields of language corpus planning. The *Coleg Cymraeg Cenedlaethol* should lead in the process of establishing it.

Educating the Workforce

Expanding Welsh education and training at every level to the ambitious standard described above relies on substantial investment in the language development of the workforce. Welsh education at every level must be a rich experience, in content and language quality, and that requires securing teachers and carers with a command

of Welsh and an understanding of practical linguistic principles. A wide range of provision will be required, including rigorous courses for new learners and enhancement courses for those speakers low in confidence or lacking linguistic resources.

In the Basque country, substantial investment in developing the workforce has been a key factor in successfully expanding Basque language education thereby increasing the numbers of speakers dramatically. To be serious about reviving the Welsh language, we must also operate a similar programme

3 / Welsh for adults

DYFODOL I'R IAITH calls for:

- **Trebling the funding for Welsh for Adults in order to:**
- **Give language training for teachers and public workers**
- **Give language training for parents who wish to develop their use of Welsh at home**
- **Offer intensive year-long courses, with up to 1,200 contact hours**

An extensive Welsh for Adults programme will be at the heart of plans to increase the use of Welsh in various domains throughout Wales. With this in view, the Government's recent decision to cut the finance for Welsh for Adults by 15% is a backward step – it is a sign of failure to think and to plan strategically.

The recent announcement regarding establishing a Welsh for Adults Unit ('yr Endid') offers a chance to correct this failure. A strategy should be adopted which will ensure substantial new investment to ensure further dynamic growth in the use of Welsh in all aspects of life. The following priorities become evident.

1 Education workforce

To accomplish a swift growth in Welsh medium education and to further Welsh in English medium schools, a far-reaching programme is needed to teach Welsh to teachers, classroom assistants and child carers, and to update their language skills. Releasing staff from work for sufficient periods to follow courses which suit their needs will be a central element of this provision. The training needs have been measured, county by county. [Source: Hywel Jones, *Interpreting Education Statistics*, 2014.]

2 Homes

Parents whose children attend Welsh medium education and prospective parents who wish to use Welsh at home must be supported by offering Sabbatical periods from work to follow appropriate courses which could include learning from the beginning or a confidence raising course for passive learners. A start could be made by aiming to provide for 500 families a year. Over 10 years this would create 5000 Welsh-speaking families a year.

3 Public and civil servants

Year-long a two year Sabbatical courses to teach and perfect Welsh language skills are the key to increase the number of Welsh-speaking workers and Welsh workplaces. This is especially relevant in authorities and institutions which wish to use Welsh as the main language of administering and communication but also for designated departments in institutions which at present operate mainly through the medium of English. This includes the health and care services.

4 The language of the street

The same kind of courses should be available especially for the retail sector so that customers can receive a Welsh medium service same kind of courses should be available

Effective learning

Specialists suggest that between 1,200 and 1,500 contact hours are needed to learn a new language. In England, 1,200 hour courses are offered to immigrants. In the Basque Country, it is common for teachers and public works to be released from work for three months, a year or two years, to undertake courses of up to 1,700 hours. This kind of provision is regarded as an investment in professional development as well as giving an opportunity to those who wish to learn and use the language.

Reorganising Welsh for Adults along these lines is an ambitious project. The foundations have been set in the variety of intensive and successful Sabbatical courses which are now available. The National Welsh for Adults section ('yr Endid') will need to work closely with providers who will be appointed to ensure an ambitious programme that will be appropriately targeted.

Community Learning

Classes of one or two sessions per week are the main provision for adults of Welsh for Adults at present. A low proportion of those who start to learn succeed in becoming Welsh speakers, and the majority of these are pensioners. This group of learners, around 15,000 per year at present, should not be undervalued. Frequent opportunities should be provided for these to use Welsh informally, with attention given to turn the substantial numbers of passive Welsh speakers into active speakers.

One of the main barriers which learners face is the lack of opportunity to use Welsh in their community. The main need then is to develop social networks where they can use their new language. This is one of the aims of Canolfannau Cymraeg (Welsh language centres) which are discussed in the next section. These can be locations for various activities as well as for lessons. It is important that informal activities such as discussion sessions are available for community learners so that formal lessons bear fruit.

Finance

The public finance at present available for the above challenges and opportunities is quite insufficient. In the Basque Country, which is similar to Wales in population numbers and in the percentage of native language speakers, central and local governments spend around €35m per year. We should aim at a similar level of spending.

4 / Welsh-speaking communities

DYFODOL I'R IAITH calls for:

- **An increase in Welsh-speaking homes**
- **Enlivening Welsh-language communities**
- **Establishing a network of Welsh Language Centres as powerhouses for the language**

A mobile society

Constant mobility is one of the features of our modern society for many: commuting to work, travelling for leisure and adventure, to seek entertainment and to visit relatives and friends, and moving home. This means that our traditional view of neighbourhood and society and community have had to change.

One of the effects of this major change in Wales is that the familiar distinction between 'Welsh-speaking areas' and 'anglicised areas' is much less obvious than it used to be. These days, a large percentage of Welsh speakers live in areas where English is the main language of most social domains. As we consider this reality, we must also consider the fact that many of our main Welsh-speaking areas suffer from economic poverty which results in many of young people leaving the area to seek employment whilst newcomers move in. Even in these areas, therefore, there is a tendency for English to permeate social domains that were once totally Welsh.

In these areas, the aim on the whole is for Welsh to be the natural, default language: on the street, in the café, in the supermarket, in educational, recreational and social activities, and in the workplace.

Welsh networks

Both in these areas and in the rest of Wales there is a need to develop social networks which allow Welsh speakers, including learners, to use their language extensively and without restrictions. Through these networks, it is possible to provide domains where Welsh is the natural, default language. Such networks are already in existence and thrive through voluntary effort. We wish to see the Welsh Government and other relevant institutions supporting these networks and instigating their creation as a key factor in a strategy to rejuvenate the language. The Welsh Centres to be discussed below will be crucial for this purpose.

Homes

Strengthening Welsh as the language of the home is integral to the transmission of language to the next generation and also for setting patterns for wider use of the language. We view this as an extremely important priority.

Language centres: powerhouses for Welsh

Yng In the Basque country, over a hundred Euskaltegi – language centres – have been established across the country. In addition to offering Basque learning courses, these centres provide an opportunity to form social networks and to arrange various events and activities.

Similar centres are already being established in Wales: in Swansea, Merthyr, Wrexham and Nant Gwrtheyrn; with Government grants, more will soon appear at Carmarthen, Pontardawe, Cardiff, Llanelli, Bangor and other places. 'Popeth Cymraeg' has established a network of Welsh learning centres at Denbigh, Llanrwst, Prestatyn and Colwyn Bay. Canolfan Gartholwg in Glamorgan is another model.

We call on the Welsh Government and the National Unit of Welsh for Adults to expedite the creation of a Welsh Centres network across Wales, in conjunction with local authorities and voluntary organisations as well as the private sector.

In many instances, the venture could emanate from local enthusiasm; elsewhere, the National Unit and/or the Welsh Government could

instigate developments. This is an example of active partnership between language movements and the Welsh Government.

Our vision is that these Welsh Centres will become much more than locations to learn the language. We see them developing into a focal point of Welsh-language life in their areas. This would happen specifically in conjunction with the Mentrau Iaith and other bodies such as the Urdd and Twf which could locate their offices there. They would establish a close relationship with Welsh schools, and institutions such as the Coleg Cymraeg Cenedlaethol and the Welsh Business Agency, and voluntary organisations such as the Young Farmers' Clubs. Welsh broadcasters and artistic institutions would also be in close proximity.

The Welsh Centres would offer a range of activities that could become a hive of activity and creativity. New Welsh speakers would find a Welsh-speaking community there which could provide an unimpeded opportunity to practice their language.

One of their functions would be to stimulate and support activities across their catchment area. Furthermore, they would create an electronic communication network that would provide information about Welsh events, making substantial use of social networking. Thereby, Welsh speakers would be linked together in a strong interconnected network.

Alongside these Welsh-language Centres, a network of language mentors should be set up, as in Catalonia. Their role would be to help newcomers and non-Welsh speakers by encouraging them to learn and master the language, and bring them into local Welsh-language networks and societies.

In a word, these Welsh-language Centres and their partners would promote the resurgence of Welsh. Furthermore, all these Centres would form one national network which in turn would arrange and facilitate national activities.

In order to achieve this ideal, we need to be inventive and flexible. The following possible models could be considered, some in order to instigate a project:

- **local authorities to provide a building**
- **religious denominations to provide chapels no longer needed**

- **volunteers to establish a charity to maintain the building**
- **schools and colleges to establish outreach centres in convenient locations, such as the high street**
- **Welsh pubs/cafés to be used for classes and activities**

5 / Media and culture

DYFODOL I'R IAITH calls for:

- **The establishment of a Culture Unit under the National Language Agency in order to set targets across the sector which would include:**
- **A daily Welsh language newspaper, with website provision in both Welsh and English**
- **Ensure the future financial viability of S4C**
- **Developing two Welsh language radio stations**
- **Encompassing electronic media**
- **Effective provision for all ages and interests**
- **Strengthening music and theatre performance provision**

Communication technology and the Welsh community

As the population moves from one part of the country to another, and as emigrating becomes a normal experience, communication technologies offer a means of continued networking.

It is high time that the Census counts the 100,000 and more of Welsh speakers who live in England and other parts of the world. S4C and Radio Cymru are available on different platforms, and it's time to take full advantage of their availability. The web's influence in teaching and learning the language is already apparent.

At the moment, Mentrau Iaith in all corners of Wales publish information and events by e-mail, and publishers have links for Twitter, Facebook, Instagram, video channels and the purchase of e-books.

All this is particularly relevant to the methods in which Welsh-language communities can develop. Electronic communication will be instrumental in the growth of a network of Welsh-language communities.

Limitless creative opportunities could emanate from connecting these ebullient bottom-up electronic networks (Facebook, Twitter, Youtube, etc.) with more traditional media such as television, radio and the print press, and indeed with the expansive provision available through the Worldwide web.

This could offer an opportunity to publish a daily Welsh newspaper, which would also command a website that could be available in English as well. Its role would include news distribution, but could also act as a forum for interpreting and enriching all aspects of culture in its widest context.

Many surveys have shown that young people are less likely to listen to Radio Cymru than to English music stations, and traditional Radio Cymru listeners are turning to Radio 4. The need for two Welsh-language radio channels has been proven, and early action is required. We call for the establishment of a Welsh Radio One which would concentrate on providing music for young people, a station that could be run either by the BBC or by a quasi-commercial franchise which would receive financial support from the Government.

At the same time, financing S4C needs to be resolved, as well as safeguarding its financial independence at a time when the BBC itself faces possible changes.

The Westminster Government's plans to devolve responsibility for broadcasting to the National Assembly are limited. We need to press for further substantial devolution in order to blend together the various sources of media provision and offer a range of services necessary to satisfy the needs of the Welsh-language community.

Creative, educational and entertainment activities within society should be encouraged, by nurturing both traditional culture and popular music. The needs of Welsh learners should be addressed, as well as establishing Welsh local radio services.

We therefore call specifically for the establishment of a Culture Unit within the National Language Agency to include expertise

of the highest standard in the media. The Culture Unit would be in a position to note the deficiencies in Welsh theatre, the press, film and music provision with the aim of promoting a lively Welsh cultural life both locally and nationally.

It is essential that the Culture Unit has the ability and status to influence other Government departments involved in the media, and especially as regards to Business and the Economy as the media makes such an essential contribution to Wales' economic well-being.

It is imperative to foster a lively correlation between the mass media and Welsh-language communities. There should be an integral relationship between broadcasters and other important providers and the Centres for Welsh.

6 / A thriving economy

DYFODOL I'R IAITH calls for:

- **The establishment of a Welsh Business Agency**
- **Growth centres in areas of higher Welsh language use**
- **Devolution of national institutions to areas of higher Welsh language use**
- **Promotion of local procurement policies**
- **A Welsh-Language Labour Market to connect the need for Welsh-medium services with those who are able to speak the language**

The Welsh Government, under the leadership of Edwina Hart, has been looking at developing the connection between the Welsh language and the economy. A thriving economy is fundamental to the growth of the Welsh language and to substantiate the vision of a truly bilingual nation. Today, as our society is being transformed by constant technological development, the Welsh language has to be identified with innovation, experimentation, and the excitement of change. Dyfodol i'r iaith appreciates the Welsh Government's emphasis on creating a thriving Welsh economy. This is essential in order to

- **encourage a sense of national confidence**
- **inspire business innovation**
- **create a range of occupations and promotion pathways within Wales**
- **attract a higher proportion of young people to build their futures within Wales**
- **enable the native population to compete for homes on the open property market**

Out-migration and the Welsh Language

Over the centuries, Wales's peripheral position within the British state and its under-developed economy has led to many people leaving in order to pursue economic and social opportunities. The Welsh language was particularly weakened by this emigration.

It has been judged that about 4,000 to 5,000 Welsh speakers leave Wales each year. It is also possible to judge that about 30% of those who leave do not return.

It is estimated that there are about 100,000 Welsh-speakers in England, and a further 15,000 in the USA, Canada, Patagonia, Australia and New Zealand; about 20% of the total number of Welsh speakers.

Parallel to this, in-migration as a percentage of the population (the percentage of the population who live here, but were not born here) is the highest in Wales of all the nations of Europe, with the exception of Latvia.

Encouraging more of our young people to remain in Wales is a strategic priority for regenerating the Welsh language. This would strengthen the Welsh community, while at the same time increasing the capacity to assimilate in-migrants to Wales. This is so important that it should be one of the main indicators of economic policy.

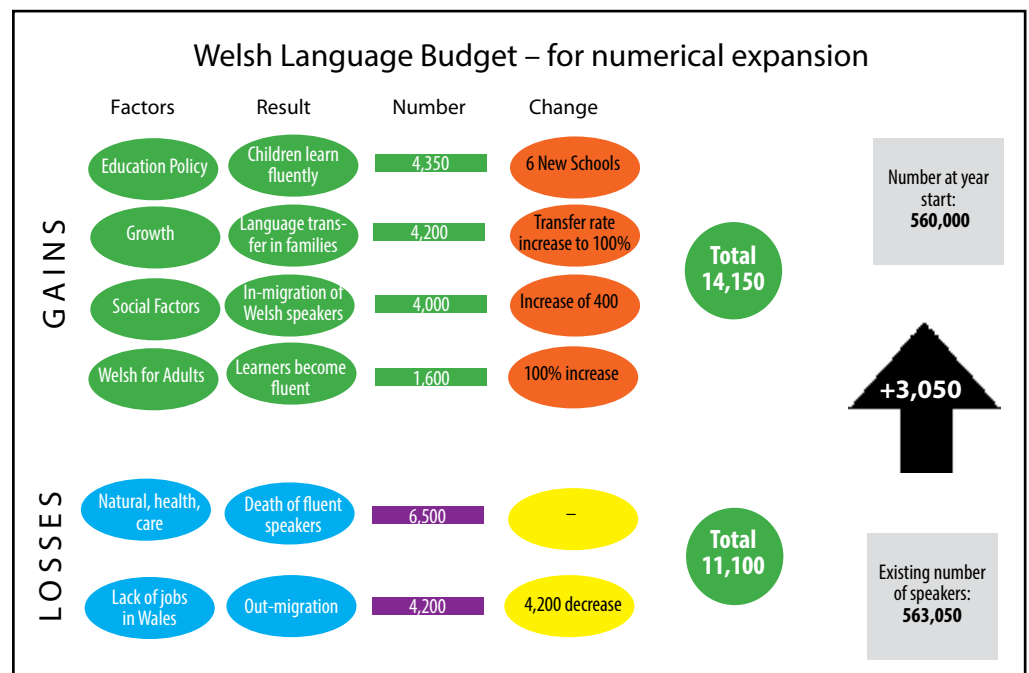
We accept the model put forward by Mentrau Iaith Cymru, presented in the graph above.

It is extremely important that investment and growth are dispersed to different regions of the nation, and particularly to those areas where there are high concentrations of Welsh speakers, such as Gwynedd and the South West. It is important to counter the pull of centres such as Cardiff, Liverpool, London and other cities that attract Welsh speakers from the west and

north of Wales, thus leaving them weakened, by creating thriving centres in these areas. Dyfodol wishes to see an increasingly prominent place given to the Welsh language within the business world generally.

A move in the right direction was S4C's decision to establish itself in Carmarthen; relocating Welsh establishments and activity in the west. It is unacceptable, for instance, that no national body has its headquarters in Gwynedd.

Such a policy could be linked to the development of Welsh growth towns.



Procurement policy

A local procurement policy could contribute to establishing an advantage for local, regional and national businesses as the economy develops and changes. The Welsh Government's decision to establish a National Procurement Service is to be welcomed. Developing a regional aspect of the Service's work could be advantageous to areas where the Welsh language is stronger.

Workplaces

Workplaces where Welsh is the normal medium of communication and administration are a valuable resource, crucial to the growth of the language. Much has been achieved in this area over the past decades in for example local development initiatives, by television and entertainment companies, and certain housing associations

A Welsh Business Agency

To encourage the growth of Welsh businesses, we recommend the establishment of a Welsh Business Agency. The Agency's remit would include

- **encouraging cooperation and networking among businesses who work through the medium of Welsh or bilingually**
- **offering advice and assistance to those who wish to establish businesses and who would work through the medium of Welsh or bilingually**
- **raising the profile of Welsh-language businesses**
- **working with the careers service Careers Wales to develop a Welsh-medium labour market**
- **promoting local procurement policies**

The Agency would work closely with the Welsh Government's Business Department and other public departments and bodies, such as Natural Resources Wales.

A Welsh labour market

We support Mentrau Iaith Cymru's call to develop a Welsh Labour Market, which would provide a means of connecting the need for Welsh-medium services with Welsh speakers who are able to provide them. This would provide a firmer economic foundation for the Welsh language.

The first step is to identify the demand for Welsh-medium services, ensuring at the same time that public bodies increase the use of the language within the workplace. Careful planning will be needed to provide language training, which should be arranged in cooperation with the Welsh for Adults Unit. This will encourage Welsh speakers, and young people in particular, to see the economic advantages of the language and to use it in the workplace.



7 / Providing and receiving services

DYFODOL I'R IAITH calls for:

- **A Welsh linguistic landscape**
- **Establishing Welsh as a working and administrative language in local government and public organisations**
- **Facilitating the use of the Welsh language as a medium of oral communication**
- **Positive discrimination in favour of Welsh**
- **Transfer of legal jurisdiction to Wales**
- **This Section is concerned with all aspects of everyday life where citizens receive services.**

The linguistic landscape

That Welsh language should have a prominent place in public and administrative life, not only in terms of rights, but also in order to raise the status and prestige of the language within society generally. This is what experts on bilingualism refer to as the 'linguistic landscape'.

We need to think creatively about how to use public policy to develop a linguistic landscape that is favourable to the Welsh language, facilitates its use and promotes its growth; employing positive action in favour of the language over the period of its regeneration. Here are two clear priorities.

1 Visual prominence

The Welsh language should be clearly visible on signage, road signs, buildings, exhibitions, goods packaging, in shops and supermarkets. As Wales's particular language, and the one which needs strengthening, the Welsh language should be accorded symbolic priority.

Unfortunately, and all too often, errors in language/ spelling appear on Welsh-language signage. We need arrangements to ensure the correct Welsh-medium public signage.

2 Face-to-face services

For Welsh speakers it is more important that they be able to use the language in oral, face-to-face situations than that all forms and documentation are available bilingually. We should aim for the progressive normalisation of the use of Welsh when services are provided over the counter, in offices, hotels and shops or over the telephone. Where it is not feasible to provide a full service through the medium of Welsh, a Welsh greeting is symbolically significant and welcoming to the Welsh customer. Those who are able to provide face-to-face services through the medium of Welsh should always wear a badge to advertise this. Telephone services in particular should be available in Welsh, without the customer having to request it.

Any service that requires the customer to ask for it in Welsh places the Welsh-speaker in an inferior position. It also leads to an unwillingness amongst less confident Welsh speakers to ask for services in their own language, which in turn, leads to fewer requests. The current level of use of Welsh does not therefore reflect the higher level of use that would result from not having to specifically request it.

The Public Sector

Mae'n It is important that the work of developing the standards in accordance with The Welsh Language (Wales) Measure 2011 progress rapidly and that they be enacted effectively throughout Wales bearing in mind the priorities outlined above.

The Welsh Language Measure 2011 lists the public and quasi-public bodies that have to comply with the language standards. The standards need to offer firm guidelines on using the Welsh language as an everyday working medium within public and semi-public bodies.

There have already been examples in Gwynedd and Carmarthenshire where, contrary to the spirit of the standards, non-Welsh speaking senior officers have been appointed, with no requirement to learn the language. It appears that neither the Measure nor the Commissioner

are able to influence this. Stronger standards are therefore needed.

Neither does it appear that the standards provide guidance for public and semi-public bodies which operate in Welsh. The standards need to protect the right of bodies and organisations, such as Theatr Genedlaethol Cymru, to work exclusively through the medium of Welsh.

We also need to be more vigilant about how bodies receiving government funding make use of the language. Those who provide services for government or who are under contract to the government should be subject to robust standards, and this should be rigorously monitored. There are scores of public and quasi-public bodies that could be working positively in favour of the Welsh language.

Internal Administration

The decision to use Welsh as the main administrative language of a number of councils, and in particular Gwynedd and Dwyfor, was a major step forward in the development of the Welsh language. What it meant was that competence the language became an important advantage in career development. Domains were created where the use of the Welsh language became the natural default choice. This has been a development of historic importance for the language.

In the process of local government re-organisation, it is essential that we protect and build upon these gains.

Public authorities should aim to increase over time the use of Welsh in internal administration, particularly in areas where there are higher densities of Welsh-speakers. Where a number of staff are non-Welsh speaking or lack confidence in its use, they should be released for extended periods to follow Welsh courses.

It is reasonable to expect that the proportion of Welsh speaking employees in public authorities, particularly those in lead roles, be at least as high as proportion of Welsh speakers in the population. This proportion will naturally increase throughout Wales with the growth of Welsh-medium education. It would be appropriate to start with a minimum quota system forthwith.

The Private Sector

It is a fact of life that the average citizen comes into contact with the private sector much more frequently than the public sector. The time will come when the private sector will be subject to language legislation. In the meantime, the Commissioner should devote a significant proportion of her energies to increasing the use of the Welsh language in providing services by the private sector. The retail and to a lesser extent wholesale sectors are particularly relevant.

Here again, face-to-face customer contact takes priority. Retailers in particular should be encouraged to appoint Welsh-speakers whenever possible to deal directly with customers. The use of badges to denote that staff are able to speak Welsh should be normalised, and it should be ensured that staff are at least able to greet customers in Welsh.

There should be signage showing the extent to which retailers can offer services in Welsh, displayed much as hygiene scores are displayed in restaurants.

When a commercial company wishes to increase the use of Welsh internally and externally, staff should be allowed to follow courses to learn or improve their Welsh language skills as within the public sector.

Thus could the 'linguistic landscape' of the retail sector be transformed. This would be highly beneficial to the profile and status of the Welsh language, enabling its speakers to feel at ease and confident in using the language in a commercial context

Public speaking; meetings, committees and conferences

Most of these events will inevitably be bilingual. Since English is understood by almost everyone, simultaneous translation has to be available to allow people to contribute through the medium of Welsh.

Guidelines should be available, particularly to bilingual chairs, on how to handle bilingual meetings and conferences. It is they who influence the language of those taking part in the discussions. The guidelines should be among the standards which the Commissioner is responsible for providing and policing.

The extent to which the Welsh language will thrive as a public spoken language depends on the extent to which its speakers will own make use of it whenever this is practically possible. This will become increasingly likely as the general strategy to regenerate the language gains strength and momentum.

The Welsh language and the law

Although there is goodwill towards the language in Wales, with some judges and practitioners being very supportive, the basic problem remains that our legal system is English.

All major decisions are made in London, and the Welsh language only becomes a consideration when a decision or policy is about to be implemented and someone mentions Wales or its language. Welsh or bilingual provision becomes an afterthought well after the English system has been put in place.

The only solution is to have a separate legal jurisdiction for Wales but this will take 10 – 15 years and so is a long-term solution. In the meantime, responsibilities need to be devolved one at a time to the Assembly, and the simplest of these would be language. Responsibility for the use of Welsh in the Courts remains in London, although responsibility for all other aspects of the language have been devolved. The introduction of the ‘reserved powers model’ means that it can be transferred to the Assembly. This would allow legislation e.g. for Welsh and bilingual juries.

Currently, a witness in the Crown Court can use his/her right to use the Welsh language, but an English-speaking witness has the statutory right that all members of the jury understand his/her language. A Welsh-speaking witness has no such right, and the jury will hear his/her evidence through a translator. The Welsh-speaker is treated as a foreigner by the Court.

There should be a Judicial Appointments Authority for Wales to ensure not only an adequate number of Welsh judges, but also judges that understand Wales’s linguistic profile. As matters stand, English or non-Welsh speaking judges may be appointed to Welsh speaking areas, and it is possible for a judge or an English recorder to decide a child’s future, unaware of the availability of Welsh-medium or bilingual education and unaware of its importance to some parents.

In relation to the administration of the system (forms, policies, IT systems etc.) the branch of the Courts Service in Wales should advise London; however as this only a branch, what is needed is communication between the two governments on these matters. All forms that are produced for those who are involved with any legal case in Wales should be bilingual.

The Welsh language is also treated unfairly in pleading. The choice is given to plead in English or bilingually, and in both cases, the plea is recorded in English. The same is true in the case of forms to register births, marriages and deaths; they may be filled in bilingually or in English, but not solely in Welsh. This is not acceptable, and the treatment of the Welsh language within the legal system should correspond to the goodwill that exists towards it.

8 / Planning land use and homes

DYFODOL I'R IAITH calls for:

- **The Welsh Language to be an essential consideration in planning**
- **Designating Areas of Special Linguistic Significance**
- **Establishing a separate planning inspectorate for Wales**
- **Priority for social housing to serve the needs of local people**
- **Using a points system which gives priority to local people**

Finding an appropriate balance between the need for new developments and wider considerations such as safeguarding the natural environment, the needs of the local community and the welfare of future generations: such is the purpose of the Planning System. It is clear that the well-being of the Welsh language should be an important consideration in planning and Dyfodol i'r iaith welcomes the fact that the National Assembly and the Government of Wales have recognised this by including a clause in the Planning Bill.

It is, however, unfortunate that the Welsh language does not have, as is the case with forests and birds, an institution to represent it in cases of appeal against a housing development. That is why we wish to see a body that would have consultee powers in such cases. At the same time, a separate Planning Inspectorate is needed for Wales, so that all planning matters can be dealt with in Wales.

The process whereby the linguistic impact of new housing developments is considered needs

to be expedited, by establishing an impact measurement framework that could be used throughout the country.

Areas of Special Linguistic Significance

The planning process will be especially relevant to the Welsh language in areas where Welsh is the normal community language, with Welsh speakers forming 50% or more of the population. The planning system in such areas should facilitate developments that would be likely to strengthen the language and discourage those likely to undermine its particular position in the community.

We must also remember that mobility and commuting to work are features of the present age. We thus need to think in terms of region as well as locality when planning for the Welsh language.

Areas with more than 50% of Welsh speakers should be designated as Areas of Special Linguistic Significance (ASLS). In such areas Welsh would be a compulsory consideration in planning new developments. Where a development which could otherwise be beneficial presents an element of risk, the plan should show what mitigating actions are needed to safeguard and strengthen the Welsh language, e.g. in education, training and employment.

The government should develop a methodology for designating ASLSs. In addition to this, there needs to be clear direction to the Planning Inspectorate so that its decisions reflect the specific needs of the Welsh language.

Homes: meeting local needs

As much as possible should be done to ensure that affordable homes are available for local people.

Social and economic factors can often cause local people to be priced out of the market. Thus when new homes are built, it is reasonable to give priority to local needs and for the effect on the Welsh language to be a significant consideration. Among the means of doing this are:

- a points system for social housing which gives priority to local people
- help for local people to own their homes
- new housing developments which are specifically for local people
- a sufficient supply of social housing
- support for young people to buy their first home

9 / Understanding bilingualism

DYFODOL I'R IAITH calls for the Government to:

- **promote language awareness**
- **recognise the Welsh language as a skill to be promoted amongst incomers**
- **establish a National Institute of Linguistics**

In order to achieve the aim of regenerating the Welsh language, we need to understand what that means in practical terms and what steps are required to accomplish it.

Too often at present, bilingualism is discussed in highly superficial and vague terms.

What is fundamentally important is to ensure that Welsh has its own territory along with domains that are strong enough for Welsh speakers to live in a supportive context where Welsh is the natural language. As regards public status and the linguistic landscape, we need to create the kind of bilingualism which facilitates the everyday use of Welsh, and gives special status to the weaker language. On the basis of the principle of “positive discrimination”, it could be described as Bilingualism Favourable to Welsh.

In this Programme we have set out to describe what needs to be done to regenerate the Welsh language. We have emphasised, for example, that language is a social phenomenon and that Welsh needs its community of speakers: a confident, dynamic community which has its own institutions and has the ability to expand and to absorb incomers.

Disseminating understanding

It is crucial that understanding this link between two languages permeates our society. In order

to win democratic approval for the project we wish to undertake, and to execute it effectively, everyone involved with it needs to understand its underpinning principles and the practical requirements inherent to it.

Expert knowledge of the nature of bilingualism and of reviving 'lesser-used languages' is already available amongst academics, various practitioners and companies operating in the field.

The Welsh Government should commission a comprehensive study of how to create a country where Welsh could flourish, in order to prepare material which should be used flexibly to disseminate an understanding of language functions within society.

That material could then be adapted for different groups, for example in the curriculum of educational institutions, from the early years up to Higher and Adult Education, for teachers and tutors, for workers in all public services: civil servants, local government officials, the police etc., and for commercial companies, especially those which wish to operate in Welsh or bilingually, and the retail sector.

Naturally, an understanding of the significance of Welsh in the life and history of Wales would be fundamental, but it should be presented in an international context. It's important to realise that bilingualism and multilingualism are the norm in the modern world. Lessons could be learnt from countries where public policy is geared to sustain specific languages and promote bilingualism, such as the Basque country, Catalonia, Belgium, Switzerland and Canada.

Incomers

It is vitally important that incomers to Wales, from whatever country of origin, become aware of the importance of Welsh in the life of the nation and of the intention to revive it.

UK legislation now insists that incomers from abroad who wish to become British citizens must become fluent in English. Free English classes are provided across Wales following this legislation. These classes should include material regarding the significance and status of the Welsh language in Welsh life and the policies that promote it. Incomers should have the opportunity to receive Welsh lessons should they so wish.

Incomers from other parts of the UK could be included amongst those who need to become aware of the history and linguistic characteristics of Wales. In Areas of Special Linguistic Significance, specific measures are required to ensure that newcomers realise the importance of Welsh as a common language in the life of the community where they intend to live.

National Institute of Linguistics

There is already substantial expertise in this exciting field in Wales: in universities and other institutions. This work could be strengthened by co-ordinating it in a National Institute of Linguistics which could be formed under the auspices of the Coleg Cymraeg Cenedlaethol.

The Institute could

- **provide a source of expertise in policy development and disseminating information**
- **co-operate to monitor Government performance in the field**
- **lead work on language corpus planning (vocabulary, terminology, etc.)**
- **become an international centre of excellence**

Wales to lead the way

It is totally realistic to believe that Wales could become an international example of successful language revival and practical bilingualism in this field. A prosperous Welsh language could be seen as a national asset, a subject of pride and joy. Disseminating 'linguistic awareness' amongst our people is imperative for such a vision.

10 / Organisational change

DYFODOL I'R IAITH calls for:

- **The establishment of a strong Language Ministry within Government to formulate targets and policies, led by specialists in language planning**
- **The creation of an arm's length National Language Agency to put Government policies into action, to prepare reports and to advise the Assemble committee responsible for the Welsh language**
- **The Language Commissioner's Officer to ensure that public and private bodies use and promote Welsh in their work**
- **Sufficient Government investment in the Welsh language to reflect an ambitious programme for creating a flourishing future for the language.**

In order to set about revitalising the Welsh language, a strategy needs to be agreed and acted upon consistently over an extended period of time. Government institutions which are responsible for leading the work must be appropriate and sufficient for the task. Everyone associated with the work needs to be clear regarding the extent of their responsibility. They also need the relevant expertise as well as vision and enthusiasm.

Following the Welsh language Measure (2011), the Welsh Language Board was abolished in 2012. The Board had previously been responsible for agreeing Language Plans of public bodies and the private sector, for projects promoting the use of Welsh in the home and community, and for allocating grants. The Board was also responsible for arranging Welsh education plans and for other aspects of language planning. The Language Act of 1993 had given the Board

responsibility to do anything within its powers to promote the Welsh language. By its last year of existence the Board received a budget of £13 million from the Welsh Government to promote Welsh.

The Welsh Language Commissioner and the Government

The responsibilities of the Board are now divided between the Government of Wales and a new body established by the Measure, The Commissioner for the Welsh Language. The function of the Commissioner for the Welsh language was established at an annual cost of £4 million, with £1million spent on administration and £3 million on employment costs. When the duties were divided between the government and the commissioner, the work of regulating the new standards was given to the Language Commissioner. The Commissioner was also given the task of promoting Welsh in the private sector, dealing with technology and terminology issues as well as being an advocate for Welsh speakers.

Since establishing the function of the Welsh Language commissioner, these duties have been severely curtailed, with the number of staff falling from 48 to 28. The Commissioner decided to confine its functions to very specific ones as defined by the Welsh Language Measure. Following this, there is a substantial lack of clarity regarding who should deal with the functions which are no longer being fulfilled.

Following the Measure a number of duties were transferred to the Government of Wales but because of a substantial change in personnel in the Government, there is no clarity within the Government as to which duties they have and which tasks are the responsibility of the Welsh Language Commissioner.

Our view is that this has led to hindering the promotion of Welsh and to confusion. The Welsh Language Measure established new arrangements to ensure that bodies in the public and some bodies in the private sectors provide services in Welsh. This involved setting standards for bodies. These are new arrangements that have not been used anywhere before and are therefore experimental.

It is the Government's task to set standards and the Welsh Language Commissioner's to police

them. The Commissioner offered draft standards to the Government but they were rejected. The process of formulating and agreeing language standards for public bodies has been slow and until now their effect has not been seen. There is also a danger that the heavy and uncreative hand of policing will damage the good will towards the language.

At the same time, the former system of Language Schemes has been disregarded by public bodies and by the Language Commissioner. Substantial ground has been lost in the gap between the system of language schemes and the introduction of language standards. Most of the new standards deal with written documents. Others deal with complaint procedures if no Welsh service is available.

The Welsh Language Measure gave the language official status, and through the Language Commissioner public bodies will have to treat the Welsh language no less favourably than English. This is crucial as legal status is needed to restore a language's position. But the Measure has placed greater emphasis on the complaints procedure than on how Welsh can be promoted.

The complaints process puts the onus on the user. For the complaints process to succeed, the user needs to complain in the first instance to the public body which treats Welsh unfairly. The user needs therefore to be confident and literate. In so many situations, Welsh speakers lack confidence, especially in their use of formal Welsh. This means that only a small minority can use the complaints system. Unfortunately, the whole process gives rise to a scenario where a small minority indulges in complaining rather than a majority enjoying using the language.

This raises a fundamental question regarding the effect of the Language Measure on the Welsh language, and especially on expanding the use of Welsh as a spoken language.

It is our view is that we need to direct the scope of the Commissioner's work to ensuring that public and private bodies operate through the medium of Welsh and promote the language. The Language Commissioner's office should ensure that public bodies administer internally in Welsh, and that people see an obvious value in learning and speaking the language as well as keeping up their linguistic skills. Standards need to be simplified, and regional standards need to be established so that people know which Welsh

medium services are naturally available in any part of Wales.

In order to safeguard the independence of the Commissioner in this important role, he/she should be appointed by the National Assembly and should be accountable to it, rather than to the Welsh Government.

Arrangements for promoting Welsh

According to the Welsh Language Measure (2011), the main aim of the Language Commissioner is to 'promote and facilitate' the use of Welsh. The Commissioner can do anything that is 'appropriate' to promote the use of Welsh and to facilitate its use.

Following the Welsh Language Measure, the Government has taken over the promotional work that was formerly the task of the Welsh Language Board. Although some of the work has continued, there are clear omissions. A number of promotion projects have been scrapped, and the Government has failed to reach its own targets for the growth of Welsh-medium education. Funding for Welsh for Adults has been severely curtailed. There has been a substantial cut to important projects such as TWF. There is no longer a free translation service.

It is good that money has been given to establish Canolfannau Cymraeg (Welsh language centres), a move that Dyfodol i'r Iaith has called for, but it is difficult to see how the Government can coordinate activities to promote the language without a radical change in its organisation. We no longer know whether the emphasis on education and increasing numbers of speakers is continuing.

Recent decisions, some favourable and others negative, show a lack of coherence in policies and a lack of attention to basic principles of language planning. Compared to this, the arrangements of some other European countries are strikingly thorough.

In Catalonia, the Language Normalisation Plan has been divided into seven main fields, and these in turn sub-divided into 31 areas, including education, research and young people, the mass media and the press, socio-economic areas, including public and private companies, health and social institutions, including religion and leisure activities. There have also been specific campaigns including Catalanisation of

sports, changing the language of computers and promoting Catalan in films.

In the Basque Autonomous Community three principles form the bases of the Government's language policy, namely democracy – responding to the wishes of the population; positive action in favour of the minority language; and rectifying the unequal position of the language. The Departments in the Government which promote the language include the education service, the Institute for Literacy and Basquisation of adults, and the Institute of Public Administration. The country's local councils also have departments which have the specific aim of promoting the language.

Associated with these are scores of societies and private companies which contribute towards normalising the language. Among the priorities are increasing numbers of speakers through the education system and Basque for adults, and increasing the number of homes which use Basque as a first language. Among the effects of these efforts are the establishment of Basque radio and television services, a daily newspaper and an extensive and popular publishing programme.

It is clear that the first priority in Wales is to ensure that the Government has a strong Welsh language Ministry which will lead the development of Welsh along language planning principles. This must be led by specialists who understand all aspects of international language planning which includes giving appropriate attention to the relevance of the home and community for the well-being of the language.

A specialist language planning consultant should therefore be appointed with responsibility to give a lead on strategic direction and to ensure the continuity and the consistency which are so crucial to success in language regeneration. The Welsh-language Adviser would be a permanent appointment rather than a post whose holder could change according to the whim of a minister, although the person appointed would of course have to prove effectiveness in the post.

This Ministry would have need to have a cross-department role within government, influencing policies in the economic, planning and education fields. The Ministry would need to set ambitious targets to increase the numbers mastering the language in statutory education and beyond, but also just as important targets for using the

language in the home, in the community, at work and in various domains.

As the function of Government is to draft legislation and determine policy in general terms, it is unlikely that the Administration would be in a position to implement its policies.

That is why we are calling for an arm's length National Language Agency which will include experienced language planners with responsibility for operating ambitious plans to increase the use of Welsh in areas of interpersonal and social networking:

- **In the home and extended family**
- **In the community and in new networks**
- **On the web and in social media**
- **In businesses and in workplace, in the private and public sectors**

The Government in partnership with the Agency would formulate a detailed programme of work for this Agency and the Agency would be accountable to the Government. One of the successes of the Basques is that they discuss each linguistic development in detail, with frequent analyses of the use of the language in various domains, with priority given to the home. We therefore suggest that the Agency should convene specialist panels to assist it.

The Agency's work would be to build bridges across all aspects of life in Wales and to move the focus from regulating to encouraging, motivating and helping, which are the really important factors when revitalising a minority language. This will include coherent arrangements so that different fields move in the same direction. Promotion and risk-taking in testing new plans will be integral to the Agency's work.

A combination of the three elements noted above, namely the Government setting the policy objective and the criteria for success, an arm's length dynamic Agency and a Language Commissioner which ensures that public and private bodies use and promote Welsh in their work, would offer a solid structure for promoting Welsh during the next crucial decades.

This has investment obligations which should not be avoided. In some fields, e.g. Welsh medium education, capital and maintenance costs are no higher than in any education system. In other fields, e.g. Welsh for Adults, one needs to bear

in mind that the investment contributes towards the long term well-being of the Welsh language. Governments in Europe generally make this investment with incomers and in their education systems. In general we need to invest with confidence that we are creating a better future for Wales and the Welsh language.

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