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A living language: a language for living – Moving forward

Policy statement

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Live Learn Enjoy

A living language: a language for living – Moving forward

Policy statement

Audience

Welsh Government departments; public bodies in Wales; third sector bodies in Wales; private sector companies in Wales; educational organisations in Wales; organisations working to promote the use of Welsh; organisations working with families, children and young people, and communities; and other interested parties.

Action required

Interested parties to note the content of the policy statement and act accordingly.

Overview

This policy statement builds on the foundations of our strategy, *A living language: a language for living – Welsh Language Strategy 2012–17* (Welsh Government, 2012), and sets out our policy objectives for the Welsh language for the next three years.

Further information

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Additional copies

This document can be accessed from the Welsh Government's website at

www.wales.gov.uk/welshlanguage

Related documents

Programme for Government 2011–16 (Welsh Government, 2011); *A living language: a language for living – Welsh Language Strategy 2012–17* (Welsh Government, 2012);

Welsh Language (Wales) Measure 2011; *Welsh-medium Education Strategy* (Welsh Assembly Government, 2010).

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Foreword

The Welsh language is at the heart of our modern Welsh identity. Its history is remarkable. The fact that we, in the twenty-first century, can enjoy family life, education, work and leisure all through the medium of Welsh is testimony to the importance of the language to the people of Wales. During my lifetime the language has increasingly come to be seen as part of the common heritage of Wales as a whole and of all shades of political opinion. Nobody now claims a monopoly on affection for the language: it belongs to all of us who have goodwill towards it.

Devolution has itself stimulated an important boost for the use of Welsh in public life. Across many areas of public and professional life – government, education, sport, media, law – the opportunity to use the language has never been better. The family remains the basic building block for transition of the language from generation to generation while our schools are helping open up Welsh as a living option to thousands who would otherwise have been denied the choice.

Although there is a good and positive story to tell it is also true that real challenges must be overcome if Welsh is to survive and prosper for the long term. There is no case for complacency. Over the next decade we have to respond to the results of the 2011 Census and the aim must be to grow the number of people who can speak Welsh and the overall use of the language.

A living language: a language for living (Welsh Government, 2012), the Welsh Government's Welsh language strategy for 2012–17, is already in place. This statement is intended to set out our focus over the next three vital years.

As a result of the Welsh Language (Wales) Measure 2011, Welsh has official status in Wales and sits within a legislative framework. The first proposed standards, arising from legislation, will place a duty on local authorities, national parks and Welsh Ministers to promote the Welsh language. The standards will require organisations to assess the impact of their policy decisions on the language. The Welsh Language Commissioner and the Welsh Language Tribunal will help to implement and enforce the standards and provide for an appeals mechanism.

We are strengthening the position of Welsh in education and creating circumstances to enable people to use Welsh in all aspects of their lives. At home and in schools, in colleges and businesses, in the third sector and in leisure – it should be possible to use Welsh across a full range of normal daily situations.

I listened to your ideas during Y Gynhadledd Fawr and was impressed by much of what I heard. If passion and enthusiasm alone could provide the answers then there would be no questions about the language's future. But we need more than this. We need to build sound practical policies based on the plethora of ideas and imagination at work across Wales.

Y Gynhadledd Fawr particularly emphasised the Welsh language in the context of the economy as well as the community. I am convinced that this is a central challenge. The recent review of Welsh language skills needs across eight sectors found that only 4 per cent of employers had sought information, advice or support on matters relating to the language in the workplace during the past two to three years. This is disappointing and we must do more to persuade businesses of the value of using the language. We will begin this challenge through targeting specific towns in the north and south-west.

The challenges facing the language are difficult and complex. We will continue to consider new ways of tackling the issues based on emerging evidence and we remain open to innovation and fresh thinking. Here in government we accept our part in the challenge and we look to our partners across the country to do the same. No one who cares about the language should believe its future is a matter for government alone. Legislation and regulation matter but we need much more besides. We need commitment, imagination and energy from all quarters. Now is the time to deliver.

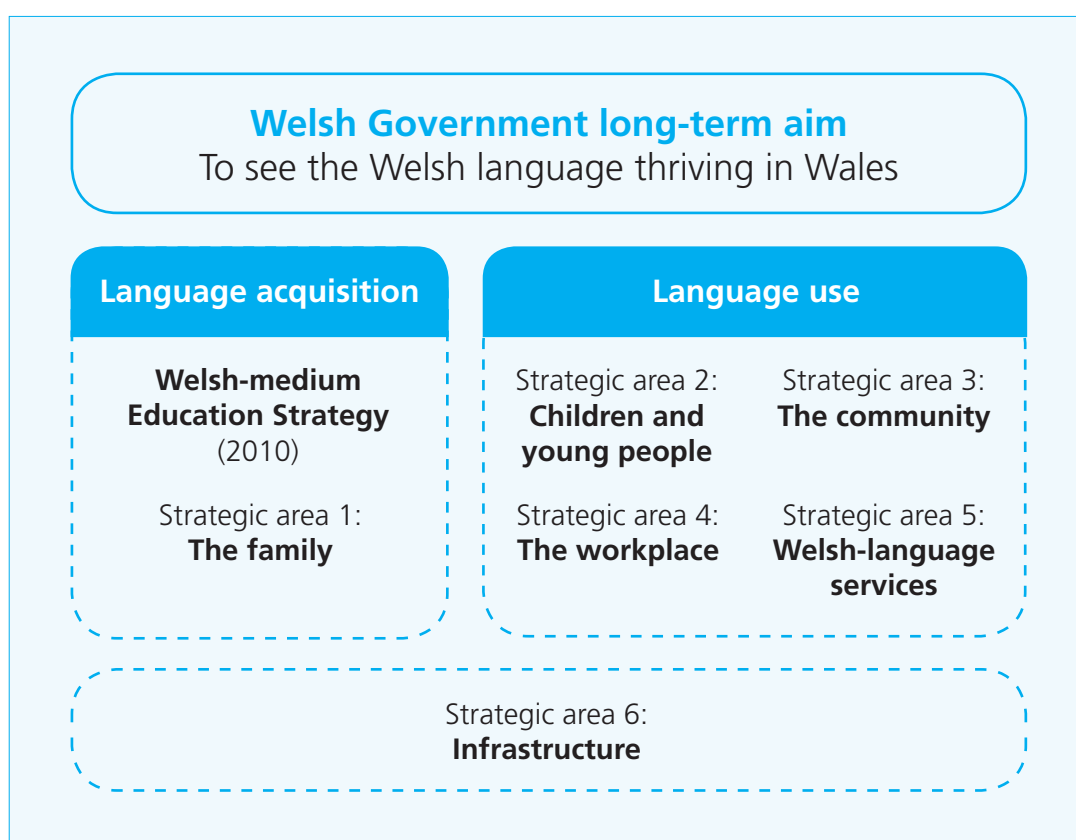
A handwritten signature in black ink, appearing to read 'Carwyn Jones', with a stylized, cursive script.

Carwyn Jones AM
First Minister of Wales

Context

The Welsh Government's vision is to see a thriving, living Welsh language. Our Welsh Language Strategy 2012–17 – *A living language: a language for living* was published in March 2012 as a five-year strategy in which we committed to take the lead in delivering that vision.

The strategy, which is structured under six strategic areas, exists alongside the *Welsh-medium Education Strategy* (Welsh Government, 2010) to provide a range of measures aimed at promoting increased **language acquisition** and **language use**.



The strategy notes our desire to see:

- an increase in the number of people who both speak and use the language
- more opportunities to use Welsh
- an increase in people's confidence and fluency in the language
- an increase in people's awareness of the value of Welsh, both as part of our national heritage and as a useful skill in modern life
- the strengthening of the position of the Welsh language in our communities
- strong representation of the Welsh language throughout digital media.

We are committed to implementing the strategy and to achieving our vision.

About this document

The purpose of this policy statement is to set out our focus over the next three years as we continue to implement the strategy. This statement has been informed by a number of developments since we published our strategy in 2012. These include the following.

- The 2011 Census results on the Welsh language published incrementally since December 2012.
- The national conversation on the Welsh language, Y Gynhadledd Fawr, undertaken by the First Minister in summer 2013 in response to the Census results.
- The publication of reports of various groups established to conduct policy reviews on Welsh-speaking communities, economic development and the Welsh language, teaching of Welsh as a second language, Welsh for adults and the National Eisteddfod.
- The externally-commissioned report on exploring Welsh speakers' language use in their daily lives.
- The externally-commissioned review of the work of the Mentrau Iaith, Language Action Plans and the Aman-Tawe Language Promotion Scheme.

In light of the above, we have identified four themes for our focus for the next three years.

1. The need to strengthen the links between the economy and the Welsh language.
2. The need for better strategic planning for the Welsh language.
3. The use of Welsh in the community.
4. The challenge of changing linguistic behaviour.

1. The Welsh language and the economy

This section sets out the Welsh Government's commitment to creating the best environment to support the mutually beneficial growth of the Welsh language and economic development. It recognises the synergy between nurturing economic growth, jobs, wealth-creation, and the well-being of the Welsh language and will create a stimulus to better support businesses to exploit these relationships. It also details how we will continue to promote the use of Welsh in the emerging digital economy.

Since 2011 we have:

- commissioned and received a report from a task and finish group on the links between the Welsh language and economic development
- held the first in a series of business networking events: 'Cymraeg – the Business Brand' to promote the benefits of bilingualism to businesses
- published an action plan to develop the use of Welsh in technology and digital media supported by investment of nearly £450,000 in 15 projects.

Over the next three years we will:

- invest up to £400,000 in specific projects in the fields of business support, research, marketing and governance in order to:
 - develop a pilot project to test an approach to improve the way of providing business services in the Teifi Valley, involving Welsh language business support surgeries and a Welsh language Small- and Medium-sized Enterprises (SME) support fund
 - commission research to better understand the barriers to the uptake of existing business support services provided through the medium of Welsh; and how current and future business support services provided through the medium of Welsh can be made more accessible
 - raise awareness to persuade businesses of the advantages of the Welsh language, and do more to market the benefits of operating bilingually, including continuing to conduct business networking events; and revise the Business Wales marketing campaign
 - review the terms of reference and membership of advisory groups primarily focused on the economy to ensure that the Welsh language and its interests are a consideration in their deliberations.
- work to ensure better alignment between the Welsh language and Welsh Government programmes for promoting skills, and stimulate training delivered through the medium of Welsh and Welsh language training
- look at developing business support to facilitate economic development in the Welsh-speaking heartlands, based on the lessons learnt from the Teifi Valley project
- collaborate with commercial organisations and academic institutions to facilitate the development of new digital language resources such as dictionaries, text analysis tools, speech technologies and translation tools which facilitate the use of Welsh.

One of the themes emphasised during Y Gynhadledd Fawr was the need to increase the value of the Welsh language as a skill for the workplace, to increase the economic value of the language, and to strengthen the economies of traditionally Welsh-speaking areas in north and west Wales.

The Welsh Language and Economic Development Task and Finish Group recognised the potential of the Welsh language and bilingualism to support business growth as well as the potential value of economic development in increasing the use of the Welsh language, and called for additional support locally to help deliver this. This section provides a snapshot of the outcomes of the work of that task and finish group. A full government response to the report describes in more detail the full programme of actions which we will undertake to ensure the delivery of this agenda.

The group received a range of submissions on the assistance available to small businesses wishing to use Welsh. The need to nurture a positive attitude by businesses rather than enforce its use was emphasised. That being so, it was suggested the most valuable support would be practical assistance to cover a range of situations such as the cost of translating documentation, signage, etc.

As noted in our response to the group's report, we will be investing up to £400,000 on specific projects to progress work in the following areas: business support, research, marketing and governance.

Business support

Last year, the Teifi Valley Local Growth Zone Task and Finish Group explored how the local growth zone model could be applied to the Teifi Valley. The group was asked to consider policy options to encourage and support jobs, economic growth and test different interventions sensitive to the valley's local economic circumstances, growth challenges and prominent use of the language.

The group recognised the value and potential of the language to support the local economy, and called for additional support to help deliver these outcomes.

A pilot project is proposed to develop a more proactive way of providing business services in the Teifi Valley. The pilot will explore and assess the current provision, barriers to take-up and demand for Welsh language services, involving a series of locally delivered surgeries and targeted support for local businesses. This pilot will be reviewed and will form the basis for wider roll-out to other areas in Wales.

The pilot will test:

- the concept of Welsh language business support surgeries to look at existing Welsh language services as well as focussing on ways of using the Welsh language for economic advantage. Through these surgeries businesses operating in the Teifi Valley would be able to identify how to maximise the use of available support to enhance their Welsh language activities and to be able to access a Welsh language SME support fund
- how the Welsh language SME support fund, if available to those referred through the surgeries, will operate in order to provide SMEs in the Teifi Valley with support to maximise opportunities of using the Welsh language within their businesses. Examples could include marketing materials, branding, signage, e-enabled sales through bilingual/Welsh language websites, etc.

Research

The evidence base in relation to the Welsh language and the economy is not strong, and additional work is required to inform future decision making.

Initial work will explore why the take-up of our Welsh language business support services is low relative to the number of Welsh speakers in the population, and what mechanisms might encourage greater take-up. Initial research will identify the barriers to accessing Welsh Government support amongst Welsh speakers. This will help to improve accessibility to programmes in the future, and establish why Welsh speakers are not using government support for starting or growing a business.

Marketing

A lack of awareness of the existing Welsh language channels could explain why take-up of these services is low. The research above will aim to shed light on the underlying causes, but we will explore what more can be done now to promote these services bilingually.

We will also consider how the Mentrau Iaith can promote the services available by signposting clients to the Business Wales One Stop Shop or contributing to the governance changes set out previously. There are businesses that successfully embrace the Welsh language and that provide guidance or inspiration to their peers. This was exemplified in the first in a series of business networking events we held recently: Cymraeg – the Business Brand. We will continue to hold such events across Wales.

Governance

We currently use a range of expertise and experience through a number of advisory groups, for example enterprise zones boards, sector panels and task and finish groups. These groups have not been tasked with looking at the Welsh language, but will be asked to do so in future.

We will immediately review the groups' terms of reference and, where appropriate, will amend them to reflect our commitment to harnessing the economic benefits of the Welsh language. We will also look to strengthen the membership of these groups to enable them to advise on the Welsh language.

An area-based approach – supporting the economy of Welsh-speaking areas

The Welsh Language and Economic Development Task and Finish Group was also asked to explore how the Welsh language and bilingualism could support economic development, and how economic development could help increase the use of Welsh.

The Welsh Government recognises the importance of the Welsh language in the economic development of towns such as Carmarthen, Aberystwyth and Bangor and the communities they serve, and understands that any future development must go hand in hand with language planning. Maintaining and growing the use of the Welsh language in the economies of the main university towns which serve the communities in north and west Wales is an important component of efforts to promote the use of the language in those areas.

The report of the Welsh-speaking Communities Task and Finish Group confirms this and states that many people move from these traditionally Welsh-speaking areas to cities such as Cardiff. This means that communities lose confident Welsh speakers as well as potential community and commercial leaders.

It is a strategic priority for the Welsh Government to support these communities and promote the use of Welsh in those areas where the number of speakers is growing. There is no doubt that the economic situation, and the availability of job opportunities in particular, is a major factor in the movement of Welsh speakers from their home communities and, indeed, Wales. Many of these are potential business and community leaders who can make a real difference to the communities of Wales. We need to ensure that these communities are vibrant areas that people want to live in and return to.

Welsh language skills for the workplace

The need to increase the value of the Welsh language as a skill for the workplace across Wales was a recurrent theme, both in evidence submitted to the Welsh Language and Economic Development Task and Finish Group and at Y Gynhadledd Fawr. The challenge is that the numbers of those able to speak the language is positive but that it does not correspond with the numbers using it, especially in the workplace. Ensuring that the Welsh language is used naturally in all aspects of community life, including the provision of customer services, has already been identified as an aspiration of the Welsh Government's policy relating to the Welsh language.

The recently published *Skills implementation plan* (Welsh Government, 2014) further confirms the Welsh Government's commitment to the availability of provision through the medium of Welsh as well as supporting the use of Welsh in the workplace. The recent report on Welsh language skills needs across key economic sectors also highlighted the opportunities and challenges associated with the Welsh language within the workplace and within vocational education and training. The Welsh Government will consider the information put forward within that report and how this can be used in delivering the skills implementation plan.

It is recognised that the development of linguistic skills and raising confidence levels is key to the normalisation of the use of Welsh in economic situations and to the more extensive use of the language in delivering services to the public in a wide range of situations. Evidence from the research on Welsh language skills needs showed that there was a level of interest amongst businesses in having Welsh speaking staff, and we must find ways to capitalise on this good will.

Case study – NatWest Bank

Natwest Bank branches in north east Wales are offering Welsh language lessons to their staff to improve the customer service experience they provide to their customers. The Welsh for banking course was developed in partnership with Coleg Cambria. Staff are given an internal recognition for their commitment to learning the language through a work-based skill certificate through Bangor University, and staff have also noted the positive impact of being invested in and rewarded for taking part in this development.

Staff have noted that customers greatly appreciate the fact that they make the effort to provide a bilingual service and it enhances the relationship that they provide on a one-to-one basis, with a number of customers traveling to specific branches some distance away to access this service.

The Welsh language in the digital economy

With the growth in digital media, it is important that we harness these technologies to ensure the Welsh language's position as a modern language. Making sure that the latest technologies and digital media are available in any minority language is challenging. The technological landscape changes quickly, and English speakers are well-served by the market. Convincing large enterprises to provide services in lesser-used languages such as Welsh is difficult, with some notable exceptions.

There are clear risks if Welsh language provision through everyday technology fails to keep pace with English. Welsh speakers will use less Welsh in their daily lives as English language technology penetrates more deeply into our lives. The home is increasingly likely to be automated, and appliances will accept voice commands. We can already send text messages and e-mails from our phones through voice recognition in English. Predictive authoring, where a device can foresee what we will write or say next, thus saving time, may be about to become very popular. The fact that this service is not yet available in Welsh further weakens the language's status and contributes to a negative perception of Welsh as a language of the past rather than the future. Keeping pace with the curve of technology is one of our key challenges.

The Welsh Government has had some success during the first year of operating our Welsh Language Technology and Digital Media Fund. As a result, a range of useful and innovative programmes have been developed such as content gathering programmes, local reporting platforms and face-to-face interaction.

We recognise the value of learning lessons from languages in a similar socio-linguistic situation to us. In the field of technology we will put great emphasis on adapting, reusing and recycling technological resources: it is possible that what has already been developed for one language can be adapted for use in Welsh more easily and quickly than creating something new. This is why we will work with relevant international networks to discover the latest developments in other countries. Through these networks, and through our own activities, we will lobby and work with international corporations to make provision for Welsh. We reiterate our intention to make the best possible use of our investment in the language. We recognise the need to reuse and recycle language technology resources and components wherever possible. We aim for our investment in technology to benefit as many Welsh speakers as possible. We will consider which open licenses are appropriate for every

language technology we invest in so that the resources paid for with public money can be reused for the benefit of all Welsh speakers and technology developers.

Our priorities are:

- to see further development of language resources such as dictionaries under open licenses to be reused in other ways
- text analysis tools, e.g. automatic semantic analysis, parsing, and tagging engines
- speech technologies, i.e. speech-to-text typing
- reuse of translations, translation engines and automated translation for post-editing and quality control by humans, so that there can be greater prominence for Welsh.

Developing resources alone is not enough; reusing and recycling resources is not enough; we also need more people to use what is already available. There are many computer programmes and websites with Welsh interfaces but, even where provision already exists, they are not used to their full potential. The reasons for this may vary. Perhaps some individuals lack confidence in the quality of the content. Perhaps some are nervous that the Welsh used will be too complicated. Others may dislike technology itself. We need to explore these barriers and develop strategies for behavioural change as part of our response.

Case study – Hunaniaith/Sgiliaith module

Through the Welsh Government grant to promote the Welsh language, Hunaniaith recently commissioned Sgiliaith to develop an online module to promote the Welsh language as a skill for employment and self-employment amongst further education students through Grŵp Llandrillo Menai. The module includes information about the Welsh language as a skill, facts and figures about the Welsh language and bilingualism, as well as video clips of interviews with business people and senior managers promoting the importance of having a workforce able to speak Welsh.

Students are asked to complete a set of questions as part of the module, which have been developed for them to ascertain on a scale of 1 to 10 their level of skill, attitude and readiness to use the language. The module has so far been completed by 71 students and following completion, 57 per cent of students noted that they wished to continue their studies through the medium of Welsh or bilingually, 97 per cent believed that Welsh was an advantage to finding employment in Wales, and 94 per cent believed that it's important to offer the Welsh language as a choice for customers and service users.

2. Better strategic planning for the Welsh language

This section sets the challenge for the Welsh language to be placed higher up on the agenda both within government and in local authorities and other public bodies. The Well-being of Future Generations Bill and Welsh language standards under the Welsh Language (Wales) Measure 2011 will be key drivers to achieving this step-change. Bridging the gap between education and the workplace by including Welsh in our skills programmes will also be of key importance.

Since 2011 we have:

- appointed a Welsh Language Commissioner
- prepared the first set of draft Welsh language standards
- included a thriving Welsh language as a well-being goal for future generations via the Well-being of Future Generations Bill
- legislated to put the planning of Welsh in education on a statutory footing
- published a revised TAN 20 and have disseminated new practice guidance to support TAN 20 to local planning authorities.

Over the next three years we will:

- set up an investment fund of £1.25 million that will be specifically targeted to support the development of centres and/or learning spaces which promote the use of Welsh or immersion in Welsh through a competition that will generate new ideas and energy
- ensure that a thriving Welsh language is at the heart of a sustainable Wales through the Well-being of Future Generations Bill
- continue with the process of making regulations to make Welsh language standards specifically applicable to organisations, beginning with the Welsh Ministers, local authorities and national park authorities
- strengthen support structures within the Welsh Government to facilitate mainstreaming the language across departments
- work with local authorities to support the efforts we expect them to make to promote the Welsh language
- continue to explore every practical step to strengthen the Welsh language within the planning system
- continue to work with local authorities to plan how they provide for Welsh in the education system
- improve the approach of providing late entry points into Welsh-medium and bilingual education across Wales
- improve the planning of Welsh language provision in pre-school education and childcare.

A key challenge is to convert goodwill towards the language into decisive action. The evidence we received during Y Gynhadledd Fawr, and through the in-depth policy reviews over the last two years, has demonstrated that there are too many missed opportunities to create the circumstances for the language to thrive.

Government and civic society must incorporate language planning principles into our mainstream strategic planning. We want leaders to take greater responsibility for the Welsh language; and for the promotion of the language to be as central to economic development as it is to cultural activity.

Investment in centres and learning spaces

With increased emphasis on the need to look for innovative ways of funding community-based projects, we intend to provide an investment fund that can be used to develop and support the opening of new centres and learning spaces that will promote the use of Welsh or immersion in Welsh. The funding of £1.25 million will be channelled through local authorities, colleges and universities who can demonstrate an innovative approach and an emphasis on working in partnership with others for the benefit of the wider community. This funding will help kick-start strategic projects to help deliver this policy agenda with an emphasis on providing the basis for community projects to become self-sustaining.

Well-being of Future Generations Bill

Our Well-being of Future Generations Bill will set ambitious, long term well-being goals to reflect the Wales we want to see in the future. This will put a thriving Welsh language at the heart of defining a sustainable Wales. It will be an important milestone for the language, underlining its official status, and it will help ensure that Welsh is clearly part of the agenda for Wales' long-term future.

The well-being plans which we intend local authorities to prepare as a result of the Well-being of Future Generations Bill will provide an important vehicle to ensure that the goal of a thriving Welsh language is a central consideration in future public policy.

Welsh language standards

The new Welsh language standards, when implemented, will provide an impetus for change. In particular, policy-making standards are likely to require organisations to assess the impact of their policy decisions on the Welsh language. Promotion standards will require Welsh Ministers, local authorities and national park authorities to promote Welsh by taking a strategic view of the state of the language within the communities they serve. These standards will be important in terms of ensuring that those organisations take ownership of the Welsh language agenda in their own areas of responsibility. The Welsh Language Commissioner will have an important regulatory role in the implementation of standards. We as a government will have an important role in setting strategic direction.

The standards will also be an important catalyst for improving how organisations consider the development of Welsh language skills within their workforce. In the case of local authorities, we expect to see better planning to ensure that young people – the authorities' future workforce – maintain their Welsh language skills from education to the workplace, thus increasing the authorities' own future Welsh language skills capacity as well as the skills capacity of other local employers. Doing so will ensure that employers as well as employees will reap the benefits of

Welsh-medium education. As a government, we are ourselves committed to developing policies to promote opportunities to work in Welsh within the organisation.

Increasing the Welsh language skills capacity of the workforce of the health and social services sectors are of particular importance. This is a key theme of our 'More than just words' strategy which we continue to implement and which will be reviewed in 2015. We will also respond in due course to the Welsh Language Commissioner's recent report following her inquiry into Welsh language provision within primary care which raised a number of important issues.

Planning of Welsh in education

To provide Welsh speakers of the future we need to better plan the provision of Welsh within the education system. In response to deficiencies in how parental demand was addressed by local authorities, the School Standards and Organisation (Wales) Act 2013 now places a duty on local authorities to plan how they will provide for Welsh in the education system, and provides the Welsh Ministers with a key role relating to local authorities' Welsh in Education Strategic Plans. The greater focus on educational planning is beginning to bear fruit and we will continue to work with local authorities to achieve this. We must extend this beyond the boundaries of statutory education. With this in mind, over the next three years we need to improve the planning of Welsh language provision in pre-school education and childcare. We also need to build on the work of the bilingual champions in further education and work-based learning to ensure the further development and sustaining of Welsh-medium and bilingual provision post-16 and ensure that the Coleg Cymraeg Cenedlaethol continues to develop and thrive.

Wales has long been a front runner in terms of developing language immersion models. One of the approaches taken in Gwynedd, Ynys Môn and Ceredigion has been to provide intensive Welsh language tuition for those coming to Welsh at a later stage, to allow for a smooth transition into local bilingual schools. We are keen to build on and further explore this well-established approach to achieve our goal of increasing the number of Welsh speakers, and to help those individuals better participate within Welsh-speaking communities. We will therefore aim to develop with local authorities a more coherent network of centres across Wales. Such projects will be open to bid for the investment fund mentioned earlier.

Land use planning

We are clear that the land use planning system can contribute to this agenda by helping create the social and economic conditions to support the use of Welsh. We published a revised TAN 20 in October 2013 which provides clarity regarding how Welsh language considerations should feed into the preparation of Development Plans, and guidance to support TAN 20 will provide further assistance to planning authorities. We will continue to explore every practical step to strengthen the Welsh language within the planning system. We expect local planning authorities to consider the Welsh language during the preparation of Development Plans, and the First Minister will be writing to planning authorities to underline this message.

We are also clear that local authorities need to consider the sustainability of Welsh-speaking communities, which are inextricably linked to the economic opportunities available in these communities. Section 1 of this document expands on specific initiatives aimed at

strengthening the link between the Welsh language and economic development, and we are also committed to ensuring that our programmes to support the economy, including our European funding programmes, integrate Welsh language considerations. A good example of ensuring language planning is at the heart of economic initiatives is the Anglesey Energy Island Programme.

Case study – Anglesey Energy Island

The Welsh Government has contributed to the Anglesey Energy Island project to ensure that the interests of the Welsh language are fully considered as part of the project. During July 2013, Ynys Môn Council held a meeting with all developers and stakeholders in order to learn more about the developments and to consider ways of sharing information and best practice. During this meeting, the Welsh Government presented key information from the 2011 Census results, and highlighted the importance of considering the effect of any developments on the Welsh language.

Currently, one of the main developments is the new Wylfa site, managed by Horizon. Horizon will present a scoping report to measure the linguistic impact of the new Wylfa development, and will go out to consultation during autumn 2014. The report will consider the effect on communities in terms of newcomers and local opportunities to gain employment in order to encourage young people to stay in Anglesey, or to return there.

We recognise that our departments will need support to ensure a new step-change within the Welsh Government. To facilitate cross-departmental ownership of Welsh language policy, we will establish a project board tasked with overseeing the implementation of the Welsh Language Strategy and this policy statement. The Welsh Language Division will increase its support to other departments to ensure that the Welsh language is incorporated into each department's policies and activities; to conduct Welsh language impact assessments; and to develop new initiatives to support the Welsh language within each department's remit.

Local authorities and others will also need similar support to develop a strategic approach to the Welsh language. A number of local authorities are already implementing, or in the process of developing, strategies which respond to the 2011 Census results. We welcome such moves, and will proactively work in partnership with local authorities. To this end we will meet with each local authority to discuss how they will undertake the task of developing strategies to promote the use of Welsh within the communities they serve.

3. The use of Welsh in the community

This section outlines how we will build on current activity to increase the use of the Welsh language in the community. This includes additional investment of £1.2 million in revenue funding over two years. We will prioritise funding for areas with a high percentage of Welsh speakers and others of strategic importance. To underpin this, we need to increase the number of people who learn Welsh through the education and training system. The challenge is to turn these learners into speakers.

Since 2011 we have:

- assumed the responsibility for leading on the promotion and facilitation of the use of Welsh in the community
- continued to fund organisations that promote the use of Welsh in the community
- conducted a review of the work of the Mentrau Iaith, the Local Language Action Plans and the Aman-Tawe Language Promotion Scheme
- conducted reviews of Welsh for Adults and the teaching of Welsh as a second language in schools.

Over the next three years we will:

- invest an additional £1.2 million over the next two years (which will include £750,000 for the Mentrau Iaith) to:
 - establish a fund of £300,000 per annum to promote innovation in areas with a high percentage of Welsh speakers and others of strategic importance
 - develop the work of our partners who promote and facilitate the use of the Welsh language in the community
 - strengthen the work of supporting young people's language use
 - provide training and professional development for employees in the area of language planning
- explore the potential role for Mentrau Iaith in signposting enquiries to Business Wales
- facilitate a collaboration agreement between the bodies promoting and facilitating the Welsh language
- develop a national programme to support families to live in Welsh
- use varied and contemporary media to promote opportunities for young people to use Welsh socially, taking the lead from young people themselves
- implement the recommendations of the review of the Welsh for Adults programme in accordance with the direction noted in the Welsh Government's response to the report
- begin the process of changing the way in which Welsh is delivered in English-medium schools.

The evidence we received during Y Gynhadledd Fawr and the various policy reviews outline the importance of the viability of Welsh in the community for the future of the language. The decline in the percentage of Welsh speakers in the counties of north and west Wales in the 2011 Census was of particular concern. We recognise the importance of supporting communities in which high percentages of Welsh speakers live – and that is a strategic priority for us over the coming years as advocated in the Welsh-speaking Communities Task and Finish Group Report.

Correspondingly, other areas with lower percentages of Welsh speakers have seen an increase in the number of speakers as a result of the growth of Welsh-medium education and migration from counties in the north and west. We will continue to support efforts to promote the use of Welsh at a community level in these areas.

We acknowledge the key role held by a number of our partners in the third sector, and these have played an important part in promoting and facilitating the use of the Welsh language at a community level. Our partners must accept the challenge of improving strategic planning for the Welsh language in a context of reduced public spending.

The Welsh Government will work with our partners in increasing and strengthening their service and their influence. By making savings from other areas of the budget, we will invest £1.2 million in revenue funding over the next two years to promote the use of Welsh in the community, of which £750,000 will be to develop the Mentrau Iaith across Wales. The funding will also be used to promote innovation in areas with a high percentage of Welsh speakers and others of strategic importance.

The role of the Mentrau Iaith

Mentrau Iaith must be an integral part of the communities they serve. One of the challenges highlighted in the recent review of the Mentrau is to ensure consistency of achievement among the Mentrau. While there is evidence that a number of Mentrau have significantly developed their ability to respond to the challenges the language faces in their communities since their establishment, not all Mentrau have managed to develop to their full potential. The Welsh Government believes there is an opportunity for the Mentrau Iaith to support and assist each other, and there are already examples of good practice. This should evolve further and become formalised among the Mentrau to raise standards. In order to facilitate the strengthening of the work of the Mentrau, the Welsh Government will invest a proportion of the new funding mentioned above to support a programme for developing the capacity of the Mentrau. This investment will offer opportunities for effective leaders to mentor others. We will also invest in training and professional development programmes – a provision we will seek to offer to other partners in the area of language planning.

The activities of the Mentrau need to vary from area to area as a result of the demographic profile of Welsh speakers and the profile of the local economy. Some Mentrau have focused on providing Welsh language services while others have sought to intervene in order to integrate the Welsh language into mainstream activities. In some cases, the Mentrau have ventured into social enterprise territory by establishing subsidiaries, while a number contract with other bodies – local authorities mainly – to provide Welsh language or bilingual services on their behalf. There is a suggestion in the review of Mentrau that this variation – and the understandable need for the Mentrau to find alternative sources of funding – means that the focus has, on occasions, diverted away from the promotion and facilitation of the use of Welsh.

Case study – Tafwyl

Along with support from Cardiff Council, the Welsh Government provides annual funding for Tafwyl through the grant scheme to promote the Welsh language. Tafwyl is an annual festival established by Menter Caerdydd to celebrate the use of Welsh in Cardiff, and aims to strengthen the position of Welsh in the community by raising the profile of Welsh and giving children, young people and adults alike opportunities to taste and use the language.

Tafwyl is a festival which is planned and tailored carefully to respond to the needs and aspirations of Cardiff citizens. It offers a range of opportunities during the festival week, including activities within the fields of culture, the arts, music, history and sport. During 2013, 13,769 people attended Tafwyl during the week. As part of the evaluation on the 2013 festival, 99.8 per cent of adults who responded noted that they were likely to attend Tafwyl again in the future, and 58 per cent noted that they felt more proud of the language following the event.

We aim to be clear about what we expect from the Mentrau in return for our financial support. Our priorities for the Mentrau are to:

- promote and facilitate the use of Welsh among local residents, societies and organisations
- operate as a county-wide and local information exchange
- identify needs and collaborate with local authorities to ensure provision is made in accordance with county language strategies
- undertake specific projects to respond to local needs and, where appropriate, support specific communities.

The role of the Mentrau laith with regard to the economy was discussed in the Welsh Language and Economic Development Task and Finish Group report and in response to this we will explore the potential role for Mentrau laith in signposting enquiries to Business Wales. We will also maintain a dialogue with the Mentrau laith, reflecting upon the pilot projects in the Teifi Valley to identify how they might contribute to developing the economy of their local area.

Mentrau have an important role to play, but we do not expect them to carry the whole burden in a community. We expect local authorities and others to take greater responsibility for promoting the language, drawing on the experience and expertise of the Mentrau. This will become more important when local authorities are reorganised in future, and we will work with the Mentrau to help them lead and influence.

We expect effective collaboration between all partners working to promote the use of Welsh, including the Mentrau laith, the Urdd, the National Eisteddfod, Mudiad Meithrin, Merched y Wawr and the Young Farmers Clubs. There is strong evidence in the review of the Mentrau that clarity is needed on the roles of the various players in the area of language promotion, and we will facilitate a collaboration agreement between those bodies in the coming months.

Families

Increasing the use of Welsh within families is one of the Welsh Government's key priorities in safeguarding the future of the Welsh language. As well as education, language transmission from

one generation to the next is a priority and in order to see an increase in the number of Welsh speakers, it needs to be the language of the home for as many children as possible. Attention is given to:

- language transmission and increasing the number of families where Welsh is the main language
- language use which includes encouraging and supporting the use of Welsh within families including initiatives aimed at increasing parent/carer confidence in their everyday lives
- services for families, ensuring that families are able to access Welsh-medium services
- support for families that do not speak Welsh who send their children through Welsh-medium education.

Our current main initiatives in this area are Twf, Growing with Welsh and Mae dy Gymraeg di'n Grêt. Twf is our largest initiative within this field and is an established and innovative programme delivered across north and south west Wales to encourage Welsh-speaking parents/carers to speak Welsh to their children. Growing with Welsh and Mae dy Gymraeg di'n Grêt are our current initiatives which aim to support parents/carers to introduce Welsh to their children and raise parents'/carers' confidence to use Welsh with their children.

We believe it is important that families are aware of a single support path which promotes their use of Welsh and the use of Welsh by their children. We are therefore eager to develop and build upon the present activity into a national programme. This will ensure that all of our initiatives and efforts within this area are aligned together to offer a wide and varied programme that will support families to live in Welsh. The work of developing our understanding of behavioural change techniques outlined in section 4 of this document will be extremely relevant within this area.

Children and young people

Census figures since 1991 draw attention to the importance of children and young people to the future of the language. The increase in the number of school-age speakers between five and 15 is one of the most encouraging developments of the last generation. The figures point to a welcome increase in the numbers of young people from non-Welsh speaking backgrounds who learn the language through the education system. However, the decline of Welsh usage that occurs among this group after leaving school is one of our major current and future challenges.

Though the increase in numbers of those able to speak the language is positive, it does not correspond with the number using it. This is apparent in Welsh-medium and bilingual schools where some young people are reluctant to use the language beyond the classroom. Ensuring that the Welsh language is used naturally in all aspects of children's and young people's lives – at home, in the community, or through services – is of key importance.

We therefore realise the importance of intensive action to support the language practices of young people in informal situations. We are already working to increase the number of young people using Welsh as a social language in a variety of settings, with the support of school staff and learners as well as partners working in the community.

We will build on work already underway in this field, and develop it into a wider programme to support the language use of children and young people. We aim to ensure that children and young people have confidence as well as the appropriate vocabulary to be able to socialise in

Welsh. Our Youth Strategy emphasises the role of local authorities and others in this aspect of the work. The responsibility for ensuring this happens lies with a number of different bodies, and we as a government will lead on this important work.

Case study – ‘Fy Ardal’ App

Following a grant through the Welsh Government’s technology fund, the Urdd developed the ‘Fy Ardal’ App designed for children and young people to find Welsh-medium events and activities in their local communities. The main aim was to ensure a quick, accurate and dynamic way for children and young people to search for events and engage in activities within communities across Wales. It has also offered an opportunity for young people to share their experiences of events and activities by providing blogs and video productions to be included on the App.

Many of the Urdd’s key partners have taken advantage of the opportunity to use the App as a platform to promote their events and activities within communities across Wales. So far, almost 2,000 children and young people have downloaded the App, and over 3,000 activities have been promoted.

In addition to supporting the social use of Welsh by children and young people, the Urdd has been undertaking important projects that target young people at risk of disengaging from education, who have no career plan or who have been referred to additional support from Careers Wales or the school. The project ‘Gweithio yn Gymraeg’ targets young people aged 14 to 19 to ensure they can make the most of their Welsh in becoming part of the world of work. Promoting Welsh as an economic skill is something we will develop further, linked to all the Welsh Government’s employment schemes for young people in the future.

The role of the education system

We also believe there is an opportunity to improve collaboration between the bodies promoting the Welsh language and educational institutions, including Welsh for Adults providers. At present around 18,000 learners learn Welsh at different levels each year. The challenge is to ensure these learners use the language. The review of the Welsh for Adults programme area included a number of recommendations to improve and develop the provision, and the Welsh Government’s response to these recommendations was published in December 2013. In the context of this policy statement, we will develop various methods of bringing Welsh learners and speakers together by working more closely with key partners; building on the success of Welsh for the family courses; and working with employers to improve provision in the workplace.

The current system of teaching and learning Welsh in English-medium schools must change. The Welsh language is a valuable part of our identity and culture, and it is important for all learners in Wales – whether they attend Welsh-medium or English-medium schools – to be supported to speak Welsh confidently. The report of the group established to review Welsh second language draws attention to a number of issues in terms of the current method of teaching, and the Welsh Government’s response to the report was published in May this year. However, as Professor Graham Donaldson is undertaking a wider review of the curriculum and assessment arrangements in Wales, any changes in relation to the curriculum will be considered as part of this wider review.

4. Changing linguistic behaviour

Much emphasis over recent years has been placed on building the capacity of service delivery through the medium of Welsh, whether in the public, private or third sectors. This is to be applauded. There is a growing requirement, however, to ensure that our efforts to provide Welsh language services are matched by our efforts encouraging the use of these services and of the use of the Welsh language more widely

To change the patterns of linguistic behaviour we need to change the way we talk and feel about the language. We must be more positive in our approach. Too often the debate around Welsh is focused on challenges, linguistic retreat and roadblocks to change – we need to replace this with a sense of opportunity, and help people make positive choices about using Welsh every day. To help with this culture shift, we will launch a new brand to help develop consistent messages across all our Welsh language policy initiatives, and we want other organisations to embrace this branding too. We will also learn from and utilise other appropriate social marketing and behavioural change techniques.

Since 2011 we have:

- commissioned, with S4C and BBC Cymru Wales, research which explored language use in the daily lives of Welsh speakers
- launched a marketing campaign to promote Welsh-medium and bilingual education
- developed a new brand to help develop consistent messages across all our Welsh language policy initiatives and which businesses and partner organisations will be able to use to promote the Welsh language.

Over the next three years we will:

- develop a series of campaigns aimed at changing linguistic behaviour that will utilise social marketing expertise, beginning with the '**Pethau Bychain**' campaign
- launch a website which will promote and advertise opportunities to learn, use and enjoy the Welsh language as part of everyday life across Wales
- alongside the website, create, facilitate and manage a customer relationship management system, in cooperation with our partners, that will allow individuals to register to receive personalised information about Welsh language events and services, and allow providers and businesses to target key messages to individuals on the benefits and opportunities to learn and use the Welsh language
- promote the use of .cymru to businesses
- utilise social marketing techniques in existing and future linguistic interventions
- ensure that all our grant recipients who promote and facilitate the Welsh language also apply these techniques where appropriate and develop consistent messages in their engagement with the public
- undertake further research to find out exactly at what points in a person's life these techniques are appropriate and provide guidance to organisations so that they change their behaviour towards the Welsh language.

Our goal as a government is to reach a situation where the use of Welsh is normalised through daily life so that products and services are offered proactively in Welsh and where people feel confident to use Welsh both formally and informally. To achieve this, we must learn lessons from other policy areas and use the best and most appropriate techniques.

The Welsh Government has facilitated behavioural change across a range of policy areas including:

- reducing waste by introducing a charge for plastic bags in stores
- banning smoking in public places
- introducing a soft opt-out system for organ and tissue donation in Wales in order to increase the number of organs and tissues available for transplantation.

The aim of this section is to explore to what extent the foundations of some of these behaviour change techniques can be used in the field of language policy in Wales.

As a starting point, we need to continue to provide information and raise awareness of opportunities to live, learn and enjoy Welsh. We will develop an online portal to achieve this, which will be an important and useful tool. However, we realise that providing information and raising awareness alone will not necessarily achieve a significant change to behaviours.

A number of factors influence our behaviour and the impetus behind the use of language can be complex. We learn norms of behaviour from a very early age, and choosing which language to use in a given situation is an integral part of these norms.

Throughout our lives, we take subconscious and more prominent ‘cues’ from others about where, when and how we should use the Welsh language. We assess each language situation in an instant, according to a multitude of inter-related factors. For example, this simple model illustrates what factors an individual might consider when deciding whether or not to ask for a Welsh service.

- Are the signs and general ‘feel’ of the organisation Welsh or bilingual?
- Can ‘Working Welsh’ material be found throughout the organisation?
- Do I feel confident enough in my own Welsh in this field?
- Will the person behind the counter be offended if I speak Welsh first?
- What is the person’s name on his or her badge?
- What is my perception of people who ask for services in Welsh?

Influencing language behaviour is more complex than an individual’s personal preference. At a cash machine or on a website, for example, evidence shows that changing the first language a user sees increases the use of that language. We need to ascertain in what situations these simple examples could be used to promote greater use of Welsh.

We will begin by developing a series of campaigns aimed at changing linguistic behaviour that will utilise social marketing expertise, beginning with the ‘**Pethau Bychain**’ campaign. The campaign will highlight how simple, everyday actions can have a cumulative impact on the use of Welsh, and aims to motivate individuals to become more confident in using Welsh in their own lives.

Case study – Dewis: Choice campaign

Better marketing of the Welsh language was a key message that we heard as part of Y Gynhadledd Fawr. On this basis, and from the findings of several reviews commissioned during the year, a marketing strategy is being developed which incorporates the objectives of the Welsh Language Strategy and the Welsh-medium Education Strategy. In November 2013, a campaign to promote Welsh-medium Education – Choice: Dewis – was launched.

The main aim of the campaign is to raise awareness of Welsh-medium and bilingual education and signpost individuals towards relevant information to help them make decisions when choosing their children's education. The campaign has, to date, consisted of a range of methods including on-air messaging, online and social media, and activities in four areas across Wales – Rhyl, Llanelli, Merthyr and Caerphilly.

To build on the campaign's message, work is being undertaken with the local authorities to consider how they present information to parents/carers about the availability of Welsh-medium and bilingual education.

The Welsh Government will maximise its use of expertise, research and science in the area of behavioural change to drive forward our Welsh language policy agenda. This approach is not a panacea for all the challenges that need to be addressed in language planning in Wales, but we believe it has a key part to play.

Taking the policy forward

There is not a single answer or simple solution to ensuring a thriving future for the Welsh language. However, we believe that through the interventions outlined in this policy that we can make a difference.

This document notes the actions we will take over the next three-year period. We will also publish annual action plans to show how we are making progress.

The implementation of our strategy will be monitored by an internal cross-departmental project board.

As we take action to deliver this policy, we will continue to seek the advice and expertise of the Welsh Language Partnership Council.

The Welsh Government has clear responsibility for driving forward a wide-ranging policy agenda for the Welsh language. We embrace this mission. But no one who cares about the language should leave everything to the government. Everyone who speaks Welsh or who has goodwill towards the language can play a part in promoting its use in any corner of life. We invite you to do so and to help in the work of shaping the language's future in this century.