

CABINET MEETING: 16 MARCH 2017

THE CITY OF CARDIFF COUNCIL BILINGUAL CARDIFF: 5-
YEAR WELSH LANGUAGE STRATEGY 2017 – 2022

REPORT OF THE DIRECTOR OF GOVERNANCE & LEGAL
SERVICES

AGENDA ITEM:3

PORTFOLIO: LEADER (ECONOMIC DEVELOPMENT & PARTNERSHIPS)

Reason for this Report

1. To agree and approve the content of the Bilingual Cardiff Strategy 2017-2022 (**Appendix 1**) in accordance with the Welsh Language Standards (No.1) Regulations 2015 under the Welsh Language (Wales) Measure 2011

Background

2. The Welsh Language (Wales) Measure 2011 established a legal framework to impose duties on certain organisations to comply with standards in relation to the Welsh language by way of sub-legislation (Welsh Language [No.1] Regulation Standards 2015). The standards issued to the City of Cardiff Council are listed in 'The City of Cardiff Council Compliance Notice – Section 44 Welsh Language (Wales) Measure 2011 (**Appendix 2**)
3. Standard 145 of the Welsh Language Standards (No.1) Regulations 2015 requires the Council to produce and publish a five year strategy by the 30th of September 2016 which sets out how we will promote and facilitate the use of Welsh. This strategy includes a target to increase the number of Welsh speakers within Cardiff as well as specific actions to facilitate the use of the language in line with the Welsh Government's Welsh Language Strategy 2012—17 and draft strategy: *a million Welsh speakers by 2050* (published for consultation August 2016).

Welsh Language Standard 145 states:

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

target (in terms of the percentage of speakers in your area) for increasing or maintaining the number of Welsh speakers in your area by the end of the 5 year period concerned, and (b) a statement setting out how you intend to reach that target; and you must review the strategy and publish a revised version on your website within 5 years of publishing a strategy (or of publishing a revised strategy).

4. Over the last 25 years, the number of Welsh speakers in Cardiff has more than doubled with the latest 2011 census figures indicating that over 16% of the city's population have one or more skills in the language. As the city grows our aim in this strategy is to increase the number and percentage of Welsh speakers and learners in Cardiff, as well as increase the use of the Welsh language in the city.
5. The Welsh Government's current Welsh language strategy *A living language: a language for living* comes to an end on 31st March 2017. In August 2016 the Welsh Government published for consultation a new draft Welsh language strategy with a target of a million Welsh speakers by 2050. The consultation period for the draft strategy has now ended and it is expected that the new strategy will be published later this year. We will endeavour to ensure that our strategy connects with the priorities and actions within the Welsh Government's new strategy, which may mean that a review is required in 2017-18 in order to further align this strategy with the new national document.
6. The Council has a statutory duty under standard 145 to include in the strategy a target for increasing or maintaining the number of Welsh speakers by the end of the 5 year period concerned. To support the Welsh Government's vision for a million Welsh speakers by 2050, and in order for Cardiff to play its part in achieving this vision, we would need to increase the number of Welsh speakers (aged 3+) in Cardiff by 15.9% from 36,735 (2011 Census) to 42,584 (2021 Census). This target has been included in the Bilingual Cardiff Strategy.
7. The methodology used for this target was to apply the percentage increase required each year in the number of Welsh speakers to reach a million by 2050 (from 562,016 in 2011 Census). This 1.5% per annum growth rate if applied to Cardiff would increase the number of Welsh speakers to 42,584 by the 2021 Census; an increase of 15.9% on the 2011 Census figure.
8. The approach set out in the Bilingual Cardiff Strategy is structured to reflect the strategic areas outlined in the Welsh Government's current Welsh language strategy, namely The Family, Children and Young People, The Community, infrastructure, the Workplace and Welsh Language Services.
9. Following consultation, the strategic areas named above have been combined in order to produce 3 strategic areas 1) The Family, Children and Young People 2) Community and Infrastructure and 3) Welsh Language Services and the Workplace. The draft Bilingual Cardiff

Strategy sets out our priorities under each of these areas, and identifies the change that we will need to make to realise the vision set out in the strategy.

10. Supporting young people, families and communities to learn and speak Welsh is also at the heart of delivering our ambitions. Recent years have seen a significant increase in the growth of Welsh medium education in the city with an ever increasing number of our children and young people now receiving their education in Welsh. The education system and the Council's Welsh in Education Strategic Plan will play a key role in ensuring the future growth of the language as we aim to increase the number of children – and parents – who have the opportunity to learn and speak Welsh, and have opportunities to use the language outside the school gates.
11. This is a strategy for the city as a whole, not for any one organisation. Delivering the strategy will rely on partnership working: between public sector partners; between the public, private and education sectors; as well as the citizens. The success of the strategy relies on strong partnership working, please see Appendix 2 of the strategy for a list of partner organisations.
12. Through this strategy we will be starting a journey to promote and facilitate the Welsh language in Cardiff, and revising the strategy in order to set further targets. It is accepted that the Council's vision of creating a bilingual Cardiff cannot be achieved within 5 years alone.

Welsh in Education Strategic Plan 2017-2020

13. Every three years each local authority in Wales is required to submit a three-year Welsh in Education Strategic Plan (WESP). A WESP is a plan that details the strategic direction for the planning and delivery of Welsh-medium and Welsh-language education in the authority.
14. Cardiff's Welsh in Education Strategic Plan covers the period 2017-2020. The Plan is underpinned and informed by Welsh Government's current Welsh-medium Education Strategy (April 2010) and policy statement for 2015-16 (March 2016) as well as being an integral part of the Bilingual Cardiff: 5 Year Welsh Language Strategy (2017-2022).
15. The target to increase the number of Welsh speakers in Cardiff in line with the Welsh Government's vision will largely be achieved through the WESP and the Education system. The aspirations within Cardiff's WESP are in line with Bilingual Cardiff five year strategy and this is reflected through aligned visions and specific actions being reflected in both documents.
16. Both strategies share the same vision which is to realise the Welsh Government's vision of a million Welsh speakers in Wales by 2050 and to develop a bilingual Cardiff with Welsh-medium education and childcare that is available to all, and where the Welsh language is protected and nurtured for future generations to use and enjoy.

17. The Minister for Lifelong Learning and Welsh Language has indicated their intention to review the WEPs as part of their wider review into the legislative framework for the Welsh language. (*The Culture, Welsh Language and Communications Committee / 18/01/2017 No 244*).
18. Further, the Welsh Government has now included Education as one of the six strategic areas within their draft Welsh Language Strategy which will replace a previously separate Education Strategy. Once their Welsh Language Strategy has been finalised and published later this year there would be scope for the Council to review the Bilingual Cardiff Strategy and include Education/WESP as part of this.

Consultation

19. Prior to public consultation an internal consultation workshop event was held with Welsh Language Coordinators, Champions and policy officers to formulate the strategy's main priorities. Following this event an internal consultation survey was published on the Council's intranet in order to seek the views of our employees and in order to further develop our strategic priorities. The draft strategy was then considered by SMT and the Bilingual Cardiff Members Group prior to publication of the draft Strategy on 30th September 2016.
20. Public consultation period commenced on the 30th of September 2016, and lasted for a total of 6 weeks during which time the Strategy was considered by the Policy Review & Performance Scrutiny Committee.
21. As part of the consultation a workshop event was held on the 20th of October with our 26 main partners and stakeholders. Attendees included Welsh Government, the Welsh Language Commissioner, Cardiff University, the Public Service Board organisations, Menter Caerdydd, and Urdd Gobaith Cymru.
22. 254 responses were received during the consultation period. Of the responses received to the public consultation (223 responses) **70.3%** strongly agreed or tended to agree with the vision of a truly bilingual Cardiff. **53.2%** agreed with our target for increasing the number of Welsh speakers in Cardiff.

In order to support the Welsh Government's vision of a million Welsh speakers by 2050, we would need to increase the number of Welsh speakers (aged 3+) in Cardiff by 15.9% from 36,735 (2011 Census) to 42,584 (2021 Census). Do you agree with our provisional target?

| | | |
|---------------------|-----|----------------|
| Yes | 118 | (53.2%) |
| No - it is too high | 72 | (32.4%) |
| No - it is too low | 32 | (14.4%) |

Do you agree with the overall vision of a truly bilingual Cardiff?

| | | |
|----------------|-----|----------------|
| Strongly Agree | 126 | (56.8%) |
|----------------|-----|----------------|

| | | |
|-------------------|----|---------|
| Tend to Agree | 30 | (13.5%) |
| Neither | 11 | (5.0%) |
| Tend to Disagree | 18 | (8.1%) |
| Strongly Disagree | 35 | (15.8%) |
| Don't Know | 2 | (0.9%) |

** Percentages do not total 100% due to rounding error.*

Implementation & Monitoring

23. Standard 146 requires the Council to assess the extent to which the targets and actions in the strategy have been met 5 years after publishing the strategy. The assessment will include the latest available number of Welsh speakers and their ages, and a list of the activities that the authority has arranged or funded during the previous 5 years in order to promote the use of the Welsh language.

Standard 146 States:

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

(a) assess to what extent you have followed that strategy and have reached the target set by it, and

(b) publish that assessment on your website, ensuring that it contains the following information—

(i) the number of Welsh speakers in your area, and the age of those speakers;

(ii) a list of the activities that you have arranged or funded during the previous 5 years in order to promote the use of the Welsh language.

24. As this is a strategy for the city as a whole, not for any one organisation, delivering the strategy will rely on partnership working, between the public, private and education sectors. All the partners listed within this strategy have agreed to implement and monitor progress against the relevant actions within the action plan.
25. An independent external review of the strategy will be arranged before the end of the year after the Welsh Government's new Welsh language strategy is published to ensure that the Bilingual Strategy action plan is delivering the priorities within the 3 strategic areas.
26. Further, Cardiff's long established Welsh Language Forum, now renamed the Bilingual Cardiff Forum, which includes representation from the Bilingual Cardiff partners, have agreed to undertake the role of implementing and monitoring this strategy on behalf of their organisations whilst the Bilingual Cardiff team will lead on facilitating the Strategy from the Council's perspective.

27. The Bilingual Cardiff Member Group is scheduled to meet on the 13th of March 2017 and will be consulted on their views on future governance arrangements for this strategy. Following this meeting Cabinet will be provided with a verbal update. Subject to their views, it is recommended that Scrutiny take on the governance responsibility for the strategy in future.

Potential Funding Opportunities

28. On 18th of October 2016, Welsh Government announced that the Welsh language is to receive an additional £5m in funding. Since then they have confirmed that £3m of this will be invested in the National Centre for Learning Welsh to improve and increase the use of Welsh in the workplace. It is intended that this investment will enable the National Centre for Learning Welsh to provide practical support to bodies, putting them in a position to provide an outstanding bilingual service to the public and comply with the Welsh language standards. This funding will assist in meeting the priorities identified in relation to strategic area 3 in the Strategy, namely the Workplace and Welsh Language Services.
29. The remaining £2m will be allocated to the promotion and facilitation of the Welsh language; however no formal announcement regarding the exact nature of this investment has yet been issued.

Reasons for Recommendations

30. Standard 145 of the Welsh Language Standards (No.1) Regulations 2015 requires the Council to produce and publish a five year strategy which sets out how we will promote and facilitate the use of Welsh. The draft strategy was published for consultation on the 30th of September 2016 and the accompanying action plan was produced with partners following the consultation period.

Legal Implications

31. Standard 145 of the Welsh Language Standards requires the Council to produce, and publish on its website, a 5-year strategy that sets out how it proposes to promote the Welsh language and to facilitate the use of the Welsh language more widely in its area. The Strategy must include (amongst other matters)
- a) a target (in terms of the percentage of speakers in Cardiff) for increasing or maintaining the number of Welsh speakers in Cardiff by the end of the 5 year period concerned, and
 - b) a statement setting out how the Council intends to reach that target;

The Council must review the Strategy and publish a revised version on its website within five years of publishing the Strategy (or of publishing a revised Strategy).

32. Five years after publishing the Strategy the Council must –
- a) assess to what extent it has followed the Strategy and has reached the target set by it, and
 - b) publish that assessment on the Council's website, ensuring that it contains the following information -
 - i. the number of Welsh speakers in Cardiff, and the age of those speakers;
 - ii. a list of the activities that the Council has arranged or funded during the previous five years in order to promote the use of the Welsh language.
33. Failure to comply with the above requirements may be investigated by the Welsh Language Commissioner, with the potential to lead to enforcement action and possibly an ultimate criminal sanction.
34. Sound strategies and policies are based on adequate consultation with stakeholders and the consultation that has taken place is described in paragraphs 19 - 22 of this Report.
35. In making decisions the Council has to satisfy its public sector duties under the Equality Act 2010. The Council must have due regard to the need to
(1) eliminate unlawful discrimination (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics.

Protected characteristics are:

- Age
- Gender reassignment
- Sex
- Race – including ethnic or national origin, colour or nationality
- Disability
- Pregnancy and maternity
- Marriage and civil partnership
- Sexual orientation
- Religion or belief – including lack of belief

36. The Report identifies that an Equality Impact Assessment has been carried out. The purpose of an Equality Impact Assessment is to ensure that the Council has understood the potential impacts of the proposal in terms of equality so that it can ensure that it is making proportionate and rational decisions having due regard to its public sector equality duty.

The Cabinet must have due regard to the Equality Impact Assessment in making its decision.

Financial Implications

37. This report sets out the five year Welsh Language Strategy. In the event of any action being required as a result of the contents of the Strategy then any associated costs would need to be found from within the existing budgetary resource allocation or from externally funded sources. Where externally funded sources are identified then consideration needs to be given of any terms and conditions associated with the funding and advice sought.

Equality Impact Assessment

38. An Equality Impact Assessment has been completed and concludes that the Bilingual Cardiff: 5-Year Welsh Language Strategy would have a positive impact on the development of the Welsh language (**Appendix 3**).

RECOMMENDATIONS

The Cabinet is recommended to

1. Approve the Bilingual Cardiff: 5-Year Welsh Language Strategy 2017 – 2022 and recommend it to full Council for adoption.
2. Agree an independent external review of the strategy and action plan.
3. Recommend that scrutiny of the Bilingual Cardiff Strategy be specifically included in the terms of reference for the Scrutiny Committee dealing with policy and partnerships.

DAVINA FIORE

Director

10 March 2017

The following appendices are attached:

Appendix 1 – Bilingual Cardiff: 5-Year Welsh Language Strategy 2017 – 2022

Appendix 2 – The City of Cardiff Council Compliance Notice – Section 44 Welsh Language (Wales) Measure 2011

Appendix 3 – Equality Impact Assessment

Appendix 4 - Statutory Screening Tool