



Appendix 1

# Review of the Bilingual Cardiff Promotion Strategy 2017-22

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[www.nico.cymru](http://www.nico.cymru)  
[post@nico.cymru](mailto:post@nico.cymru)

**“5-year strategies have huge potential to make local authorities promotion agencies for the Welsh language within their areas, coordinating and driving efforts in areas as diverse as education, economy, planning, youth, tourism, care and so on. The strategies have led to more strategic attention to the Welsh language by a number of organisations, but it is not clear how many new activities have been put in place as a direct result of the strategies, and it seems no significant new budgets and resources have been dedicated to implement them in most cases.**

**There is an opportunity on the horizon to change this, with a requirement for organisations to review and formulate new strategies in 2022. Now is the time to start planning and measuring impact in order to ensure that the strategies have a real impact on the position of the Welsh language in the community during this decade.”**

**Welsh Language Commissioner, Narrowing the Gap, Assurance Report 2019-20**

## 1. Introduction

This independent review was undertaken by Nia Davies from Nico and was commissioned by the Council to assess the delivery of the Bilingual Cardiff 5-year Welsh language Promotion Strategy at the end of its five years, as well as to make relevant recommendations in drawing up the second strategy for 2022-2027.

The review took place in October and November 2021, and was based on desk top research, a review of internal documentation regarding the Council's strategy and interviews with key partners and internal stakeholders. The research also included consideration of the Language Profile produced by Menter Caerdydd in 2021, the Welsh Language Commissioner's guidance documents; the Welsh Government's Cymraeg 2050 strategy, together with the Council's draft WESP.

This review looks at the strategy in its statutory and policy context; the extent to which the objectives of standards 145 and 146 have been achieved; and outlines conclusions and recommendations for consideration by the Council for the next strategy.

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## 2. Summary

The aim of this review is to assess the extent to which the Council has met the requirements of Welsh Language Standards number 145 and 146.

The publication of a Promotion Strategy is a specific statutory requirement, but the Strategy itself is the culmination of a wide range of strategic action by the Council and its partners providing a focus for those activities.

The Strategy acknowledges its relevance in the context of the objectives of the Welsh Government's national strategy, Cymraeg 2050, and its role within a wider policy context with education and well-being at the forefront.

Until the 2021 Census figures are available to us, according to the evidence seen in terms of the Council's projections regarding the city's population in 2021, the figures of the Annual Population Survey and the National Survey for Wales show that there is an encouraging trend in the right direction, and Cardiff has managed to maintain its percentage of Welsh speakers as the population has grown.

This review concludes that the Council has met its requirements under standards 145 and 146 by setting a target in terms of the percentage and number of Welsh speakers in the area, together with outlining in the strategy how it aims to achieve that target in the form of an action plan and targets for the Council and partners. The Council has met all the targets it originally set itself which in turn provides a firm foundation for the next strategy.

This review meets the requirement in standard 146 to assess the extent to which the Council has followed the strategy and met the target set, and in turn, the assessment provides useful feedback for the production of a revised and ambitious 5-year strategy to be published in due course.

Feedback from partners and stakeholders highlights several examples of good practice and points to a number of opportunities for the Council to strengthen the direction of the next strategy. The recommendations in this report therefore seek to reflect these findings. The recommendations are outlined on page 33 with the aim of providing an element of challenge for future planning.

### 3. Context

The Bilingual Cardiff Strategy is a specific statutory requirement arising from the Welsh Language Standards Regulations, but it also exists in a wider policy and legislative context. The Strategy acknowledges its relationship with the objectives of the Welsh Government's strategy for the language, and its role alongside the Welsh in Education Strategic Plan as well as the wider objectives of areas of well-being.

#### *i. Welsh Language (Wales) Measure 2011*

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 through regulations (The Welsh Language Standards (No. 1) Regulations 2015).

The standards that refer specifically to the 5 year Strategy are standards 145 and 146 and require Cardiff Council to:

- produce and publish a 5-year strategy setting out how it intends to promote the Welsh language and to facilitate the use of Welsh more widely in the area;
- include a target for increasing or maintaining the number of Welsh speakers in the area by the end of the five-year period;
- include a statement explaining how the Council intends to reach that target;
- review the strategy and publish a revised version of it on the website within 5 years of the date of publication of the strategy (or the date of publication of a revised version of it);
- after 5 years, assess the extent to which the Council has followed that strategy and met the target it has set;
- publish the assessment on the website, showing the number of Welsh speakers in the area, and the age of those speakers;

- note in the assessment a list of activities arranged or funded by the Council to promote the Welsh language during the previous five years.

The Welsh Language Commissioner published an advice document in 2021 on assessing the delivery of the 5-year strategies which provides information on methodologies and data sources and suggestions on the best methods to monitor progress. This report aims to cover the main areas identified in this document.

### *ii. Cymraeg 2050: A Million Welsh Speakers*

Cymraeg 2050 sets out the Government's long-term aim towards a million Welsh speakers by 2050. It is based on three strategic themes:

1. Increasing the number of Welsh speakers
2. Increasing the use of Welsh
3. Creating favourable conditions – Infrastructure and context

The Cymraeg 2050 targets are:

- Number of Welsh speakers to reach one million by 2050.
- The percentage of the population that speaks Welsh daily, and can speak more than just a few words of Welsh, to increase from 10 per cent (in 2013-15) to 20 per cent by 2050.

The Bilingual Cardiff strategy is therefore a vital contribution to both national targets.

### *iii Cymraeg 2050 update (July 2021)*

On 13 July 2021, the Government published the Welsh Work Programme 2050 2021-2026, outlining the route map for the next 5 years with broad reference to the following areas:

- emphasis on the relationship of Well-being and the Welsh language more clearly – this can be more clearly reflected with the Council's other activities
- language planning is a long-term process and this should be recognised when preparing targets
- the importance of education and the education workforce
- the need to review things after the Census data is published and adjust priorities accordingly
- the importance of celebrating successes and encouraging
- 3 year opportunity around the National Eisteddfod
- the importance of the 'Welsh – it belongs to us all' initiative and the importance of that narrative
- emphasis on the foundational economy
- emphasis on the principles of community development and empowerment in language planning initiatives ensuring that partners motivate communities to take action
- the importance of promoting the Welsh language in remote working hubs
- the importance of mainstreaming the Welsh language across the equality agenda
- continued investment in Cymraeg Gwaith

### *iv. Government Response to the Impact of Covid-19 on the Welsh Language*

The Government published its response to the impact of Covid-19 on the Welsh language in July 2021, and a number of recommendations included some relating to local authority promotion strategies:



*"Local Authorities should give Welsh-speaking community organisations a strong voice in planning and implementing their language promotion strategies. Welsh Language Promotion Strategies, Welsh in Education Strategic Plans and Mentrau Iaith County Forums should be interwoven with the Welsh-speaking community organisations."*

Among the recommendations were:

- *" ensuring a strong voice for community groups within the Promotional Strategies, Welsh in Education Strategic Plans and County Forums of the Mentrau Iaith*
- *ensuring that the language forums meet regularly and develop work programs in conjunction with other partners and the community and support the Promotion Strategies and the Welsh in Education Strategic Plans*
- *tapping into the enthusiasm of communities as they prepare for the National Eisteddfod, as well as our expectations for the legacy and the specific role of the local authority in that regard (see also recommendation 3)*
- *we'll support the work of the local authority in developing and realising their Promotional Strategy by providing them with data and evidence. This will also be very useful for the Welsh in Education Strategic Plans*
- *work with relevant partners to ensure that work on the implementation of county Promotion Strategies reflects this recommendation*
- *emphasise that local authorities need to ensure that all organisations who play a part in the implementation of the strategy have a clear role, and that all those organisations have timely access to proposed plans to ensure strategic and specialist input"*

It will therefore be important to consider the above in the context of the next strategy.

v. *Welsh in Education Strategic Plan 2022-2032*

The Welsh in Education Strategic Plans Regulations came into force in December 2020 and the strategic plans cycle (10 years) was changed from 1 September 2021 to 1 September 2022. Guidance was issued by the Government in 2021 to set out its vision and strategic direction. Trajectory data was provided to all local authorities in August 2021.

The Council is consulting on its draft WESP for 2022-2031 at the time of writing. The Council acknowledges that the education system and the WESP will play a key role in ensuring the growth of the language in the city and notes its commitment to *"ensure a scale of growth in line with the 25-29% as provided by the Welsh Government"*.

The Leader of the Council has stated that:

*"The growth of the Welsh language in Cardiff has been supported by the expansion of Welsh-medium education.*

*The Bilingual Cardiff Strategy includes a number of targeting to develop this provision and it will be implemented to support and facilitate the Council's new 10-year Welsh in Education Strategic Plan.*

*Both strategies have been prepared in tandem to ensure consistency of action and ambition to provide every parent in Cardiff the opportunity for their children to be educated in Welsh."*

It will be vital that the Bilingual Cardiff Strategy complements and drives the WESP forward particularly in terms of the aims of Outcomes 1 and 5.

vi. *Well-being*

The Council's Well-being Plan aims to provide a more holistic approach to the planning and delivery of public services in Wales, including a better way of integrating the relevant duties and frameworks.

One of the well-being goals under the Act is 'Wales of vibrant culture and thriving Welsh language'. However, it is important to acknowledge that the language is very closely linked to other well-being goals (economy, health and care eg.) and the importance of wider partnerships and frameworks.

*vii. Cardiff 2030 and a Child Friendly City*

Both visions set out the city's ambition for its children and young people in terms of education and as a great city to be brought up in. The emphasis is on the rights of children and young people who are central to any decisions. Partnerships are key to both visions and the promotion strategy is important to the success of both visions, because children's rights, inevitably include the right to the Welsh language.

**Interim review 2018**

Nico carried out an interim review of the strategy at the request of the Council in March 2018. Some recommendations were made covering the following areas, and officers were asked for an update on progress made:

- *Measuring impact – evidence of progress*  
Evidence of effective procedures and governance was identified in relation to gathering evidence of the achievement of the targets. It was noted that all the Council's targets had been achieved over the 5 years. Officers report that the Forum has enabled the action plan to develop over time bringing partners together to take action, share objectives and identify gaps. The Commissioner's advice document on assessing the achievement of strategies and the need to consider, with partners, methods of gathering qualitative evidence for the delivery of the second strategy were discussed.

- *Awareness of the vision*

It was noted that the strategy and the Bilingual Cardiff brand had helped to embed the vision. Officers said that the internal consultation on the second strategy has confirmed this with consistency of representations. There is a need to continue to cascade information internally across departments.

- *Bilingual Cardiff Forum to involve more partners from wider areas*

Officers noted that the Forum had evolved and was the key strength of the strategy in terms of strengthening partners' relationships with each other. Officers stated that there is a mutual understanding and a real desire to develop further. They have brought in new partners during the period (e.g. Health Board, arts and heritage organisations and the third sector). With the creation of sub-groups to discuss the formulation of the second strategy, it has been possible to bring relevant partners closer with a greater thematic focus.

It was also noted that the strong link between Bilingual Cardiff officers and the Forum's partners allowed them to be prepared for opportunities at short notice to develop provisions for children and young people as a result of the recovery fund grant (Summer of Smiles).

- *Stakeholder Engagement*

As above, the need to continue to identify new stakeholders and ensure that communication remains equally effective both internally and externally, was noted.

## 4. Targets and performance measures

As noted above each county council's strategy (standard 145) must include:

- a target (in terms of the percentage of speakers in their area) for increasing or maintaining the number of Welsh speakers in the area by the end of the 5-year period concerned, and
- a statement explaining how they intend to meet the target.

An assessment of the strategy (standard 146) must include:

- information on the number and ages of Welsh speakers in the area
- a list of activities organised or funded during the 5 years to promote the use of the Welsh language

Linked to standard 146 is the need to ensure that monitoring arrangements and performance measures are in place to assess the delivery of the strategy.

The target that the Council set itself in terms of Welsh speakers was to increase the number of Welsh speakers (aged 3+) in Cardiff by 15.9% from 36,735 (2011 Census) to 42,583 (2021 Census).

Apart from the Census data, the Council's own main sources of data in terms of the number of Welsh speakers among its population are its **education** and **workforce** data which allows the Council to identify any trends and progress towards the target each year.

### The Census

According to the 2011 Census **11.1%** of the population of Cardiff were fluent Welsh speakers with **16.2 %** of Cardiff's population having some knowledge of Welsh i.e. understanding, speaking, reading or writing or a combination of these.

| <b>2011</b>    | <b>Able to speak Welsh<br/>Number</b> | <b>Able to speak Welsh<br/>% of population</b> |
|----------------|---------------------------------------|--|
| <b>Cardiff</b> | <b>36,735</b>                         | <b>11.1</b>                                    |
| Wales          | 562,016                               | 19.0   |

Cardiff is the most populous area of Wales and is currently the local authority with the third highest number of Welsh speakers in Wales. The Council's research suggests that it could be the first by 2027, the end of the second strategy.

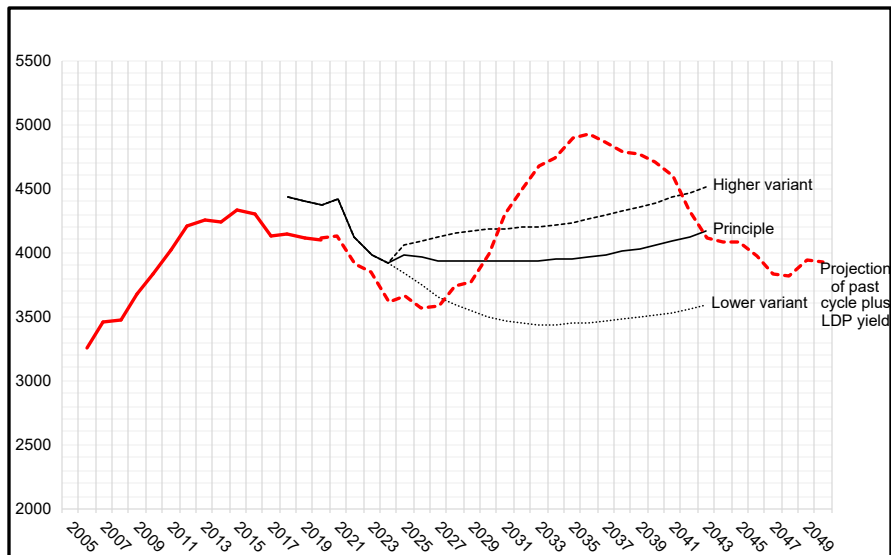
The 2021 Census was carried out on 21/03/2021 and the first results are expected within 12 months and the remainder within 24 months. Therefore, at present, specific and accurate data on the number and ages of Welsh speakers in the area is not available at the time of compiling this report to meet the requirements of standard 146 to the extent that the Council would wish.

However, the Council's research and data forecasts based on Welsh Government data sources (Population Survey, and projected population data for 2021) predicts 42,584 Welsh speakers in 2021 (11.6% of the population). This is an increase in number of some 5,849, which is the aim on which the first Strategy was based.

### **Local data forecasts – Cardiff population beyond 2021**

The Council anticipates a fall in population between now and the next Census in 2031, broadly due to a fall in the birth rate from 2021 onwards, together with the number of people moving to Cardiff. This will therefore have to be kept in mind when considering the second 5-year Strategy period figures together with the achievement of the WESP which takes account of these forecasts.

## Projected number of 5 year olds in Cardiff 2020 2050



*(Source: Welsh Government/Cardiff Council)*

## What other evidence is there?

The Welsh Language Commissioner's guidance document on assessing the achievement of the 5-year strategies points us to other methods of tracking patterns or trends that could provide useful insight on the delivery of the strategy.

## Annual Population Survey

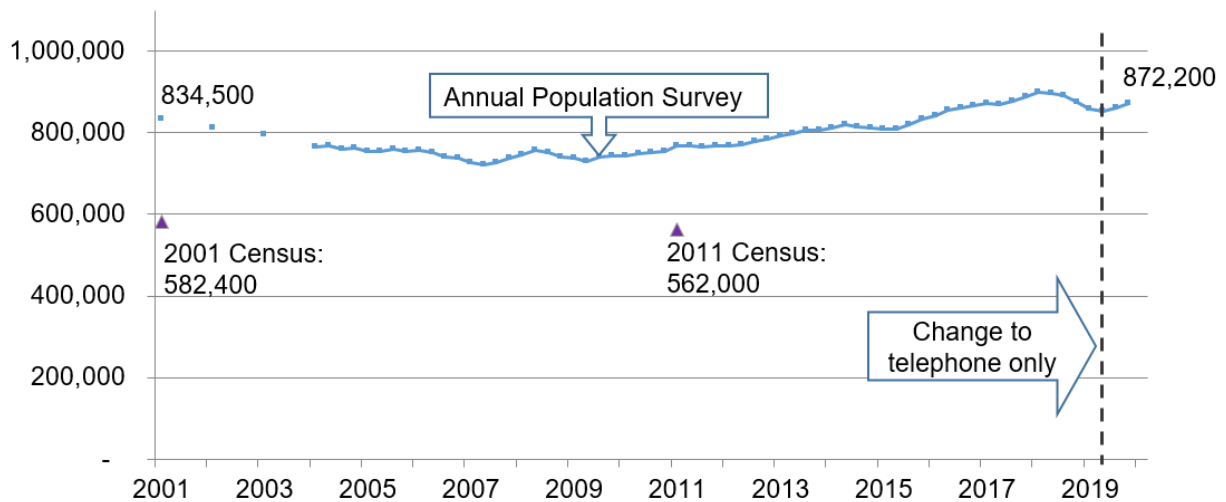
The Office for National Statistics conducts a quarterly survey and provides data on the number of people able to speak Welsh at county council level to demonstrate

Welsh language trends between each census. However, the Commissioner's guidance document states that 'the annual survey results should not be used to measure progress towards the target of a million Welsh speakers'.

Nevertheless, the advantage with this is that it produces results more often and can be a useful indicator. It provides results according to broad age groups to give us a general idea of progress.

At an all-Wales level the trend is as follows:

## Number of people aged 3 or over able to speak Welsh, 2001 to September 2020



Source: Annual Population Survey and Census of Population

And at local authority level:

| Year          | Able to speak Welsh | All     | Percentage of population |
|---------------|---------------------|---------|--------------------------|
| 30 June 2017  | 69,900              | 344,300 | 20.3                     |
| 30 June 2019  | 81,300              | 353,300 | 23.0                     |
| 30 June 2021* | 89,600              | 361,500 | 24.8                     |

(Source Annual Population Survey - October 2021)



\*The Government website states that this increase should be treated with care due to a change in how the survey was conducted from mid March 2020 due to the coronavirus pandemic.

## National Survey for Wales

Another indicator is the National Survey for Wales which gathers information on the ability of adults aged 16 and over to speak Welsh in accordance with national indicators 36 and 37 of the Well-being of Future Generations Act. As with the Annual Survey, it is not possible to use the data with target for standard 145 but it is useful to show indications and trends in the capital city compared to the rest of Wales:

| Year    | Percentage of people who speak Welsh daily and can speak more than just a few words of Welsh | Wales | D37 Percentage of adults (16+) who speak Welsh | Wales |
|---------|--|-------|--|-------|
| 2019-20 | 6%   | 10%   | 10%  | 16%   |
| 2018-19 | 7%   | 11%   | 10%  | 18%   |
| 2017-18 | 6%   | 12%   | 11%  | 19%   |
| 2016-17 | 5%   | 11%   | 9%   | 20%   |

(Source: statswales.gov.wales)

Until the 2021 Census figures are available, according to the evidence shown in the figures of the Annual Population Survey and the National Survey for Wales there is an encouraging trend in the right direction, and the city has managed to maintain its percentage of Welsh speakers as the population grows.

## Language Use Survey

The language use surveys do not gather information on numbers of Welsh speakers, they collect more detailed information on fluency and use. Due to Covid-19 the 2019-21 Language Use Survey had to be discontinued early but the data collected during the first nine months of the survey, when released, will

provide an insight into how people use the Welsh language at a national (and possibly regional) level.

The previous language use survey, in 2013-15, showed that there had been a significant increase in the number of those stating that they were fluent and those who used Welsh every day since 2004-06.

## **Language transmission**

According to the 2011 Census figures, in Wales, the rate of transmission of Welsh to children in households where two parents can speak Welsh was 82%. In Cardiff the rate was slightly higher than this at 84%.

The majority of 3-4 year olds in Cardiff live in a household where no adult speaks Welsh (61% in a couple household and 27% in a single parent household). Only 12% of children live in a household where one or more adults can speak Welsh.

Therefore in Cardiff there is considerable reliance on nursery and education provision to transfer the language to the city's children.

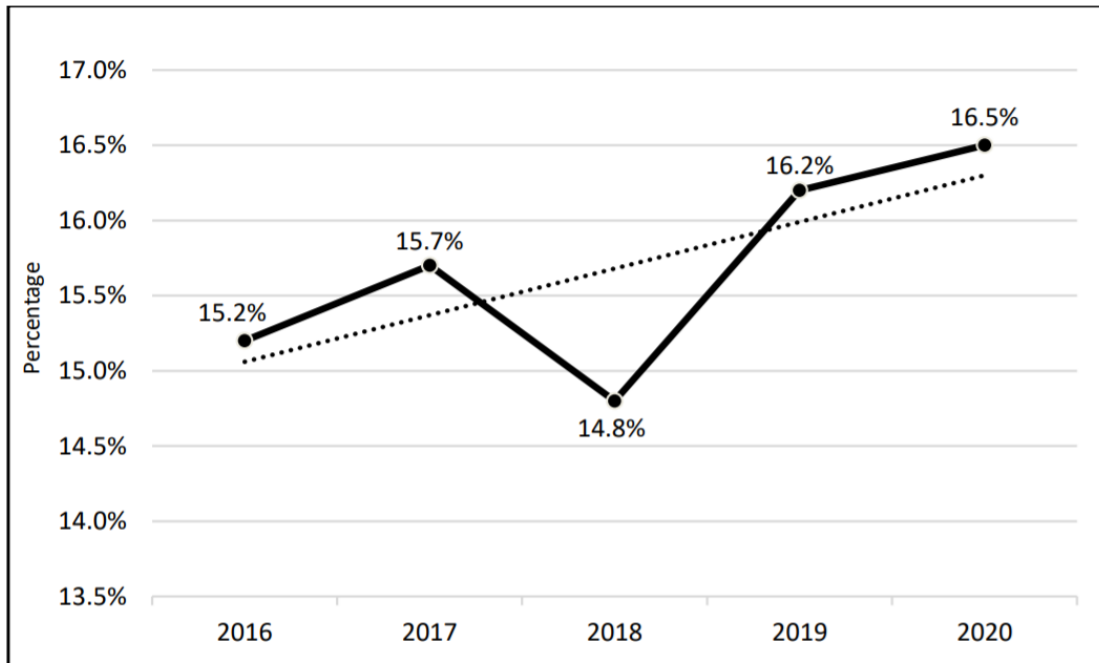
## **Education**

### **Reception classes**

The numbers and percentages of pupils entering reception have varied, but there has been a general level of progress during the period under review. The percentage and number of pupils registered in 2020/21 represented Cardiff's highest percentage of pupils in Welsh Reception classes (764 pupils or 18.5% according to council figures). As there is a direct relationship between the number of pupils registered in Welsh classes with the population of pupils, that may rise or fall, a percentage increase is a better indicator of growth.

## Percentage of seven-year-olds in Welsh-medium education

The graph below shows the pattern at primary level over the period.



(Source: Cardiff 2050 Trajectory 2022 – 2032 WESP)

The 'Cardiff 2050 Trajectory 2022-2032 WESP' document summarises the following:

*"In January 2017 there were 7,272 pupils aged 4-18 attending Welsh-medium schools. This had increased to 7,902 Welsh-medium pupils in January 2020, which is an increase of 8.7%. On average the number of pupils in Welsh-medium schools has increased by over 200 pupils each year. To reach the target of 8,107 pupils by 2022, set out in Bilingual Cardiff, the current number would only need to increase by a further 205 pupils. Therefore it is very likely that the target of a 12.3% increase will be met by 2022. However, much of this increase is driven by population patterns rather than a change in preference."*

## Workforce

County councils are required to assess the Welsh language skills of the workforce and publish the information annually. While increasing the Welsh language skills of the workforce is covered by the requirements of other standards, it is fair to say that this aspect and the associated targets in the promotion strategy support the core aims of increasing the number of speakers and the use of Welsh and raising awareness of its importance among the workforce.

The table below summarises the figures over the period:

| <b>Council staff – Welsh language skills</b> (figures do not include staff working in schools) | <b>Number</b> | <b>Percentage</b> |
|--|---------------|-------------------|
| <b>2016-2017</b>   | 242           | 5.4%              |
| <b>2020-2021</b>   | 837           | 11.96%            |

The number of staff with Welsh language skills has increased by **7.86%** since 2019-20 and **60%** since 2018-19 (**837 in 20/21** compared to **776 in 19/20** and **523 in 18/19**). This increase is associated with improved recording and awareness raising arrangements, the first 5-year strategy (which included a target to increase the number of staff with Welsh language skills), the Bilingual Cardiff: Bilingual Council policy (Promoting and Using Welsh in the Council – June 2018) and Welsh courses provided by an in-house Welsh tutor as well as the Work Welsh scheme.

## Activities

A table reporting the full list of activities together with the record of their achievement, is attached as evidence for the purposes of reporting on standard 146 (Annex 1). The activities were subject to regular scrutiny during the Forum and Council scrutiny processes, and a report on them was included as part of an Annual Monitoring Report to the Commissioner.

Naturally, progress during 2020-21 has been limited in a number of areas due to the impact of Covid-19, as people focus on adapting to new models of service delivery. The lessons learned as more flexible and blended provision and work develop over this period will be very valuable when considering future targets.

## 5. Delivering the 2017-22 Strategy – stakeholder feedback

Interviews were conducted with a number of internal and external partners covering the following:

- Impact of COVID-19
  - Main lessons
  - Successes
  - Bilingual Cardiff Forum
  - Challenges
  - Measuring impact
- 
- **Impact of COVID-19**

Although it is too early to assess the full impact of the pandemic on the Welsh language, it is fair to say that in terms of formal and informal opportunities to use Welsh in the community the pandemic has undoubtedly had a negative effect, as highlighted in the Welsh Government's report on the Impact of COVID-19 on Welsh-speaking community groups (December 2020).

However, officers and partners were keen to emphasise the positive side in going forward with many partners having managed to adapt and change ways of working very quickly with flexibility and creativity. Everyone was forced to adapt, experiment and learn, with some successfully extending their appeal nationally with online activities although missing out with the face-to-face contact locally.

Internally, officers noted that there had been little negative impact on the work of the Bilingual Cardiff team, except that it had not been possible to invite partners to meetings of the Bilingual Cardiff Members Working Group to share information and to bring the additional level of scrutiny to the implementation of the strategy. Instead, an overview of progress continued with Bilingual Cardiff internal monitoring reports.

- **Key lessons – partners were asked to sum up the lessons of the last 5 years of the Strategy**

**COVID-19:** The importance of having a flexible approach and a willingness to experiment and adapt was highlighted.

**Communications:** The importance of maintaining clear and consistent communication through the Forum so that partners are kept up to date with each other's work and any developments on the horizon.

It was noted that there was a need to try to ensure continuity between each meeting but that this was difficult as the Forum meets once a term.

**Gaps:** The importance of identifying gaps – i.e. the areas that fall between the responsibilities of different partners. Although there is generally an effective strategic overlap, there are areas that need to be mapped in order to understand gaps and ensure commitment of relevant individuals, whether they are external partners or other departments within the council.

**Targets:** The importance of setting targets that are in line with the work of partners was noted.

- **Successes – partners were asked what they thought the main successes with the Strategy were**

One of the strengths identified was the initial approach of involving and consulting partners and stakeholders from the outset in planning the strategy. It was also noted that public consultation on the strategy was a strength in order to have the opportunity to hear the voice of the city's Welsh speakers.

Another strength identified by a number of partners was the development of the Bilingual Cardiff Forum over the 5 years where share good practice is shared and challenges discussed. It was noted that partners have come to understand each other's priorities and this then facilitates the way of

identifying where there are gaps and demand so that strategic planning can take place.

It was noted how important it is that the strategy recognises the work of Mudiad Meithrin as the key to starting the bilingual journey and that it is absolutely vital to increasing the numbers of speakers and the use of the language in the home.

*"Having the support of partners in similar areas with the same vision ultimately helps us reach more parents."*

It was noted that the opportunity to bring partners together had also enabled more informal and social links and partnerships to take place that can lead to projects and collaboration.

- **Bilingual Cardiff Forum – after the Welsh Government identified the need for local authorities to ensure that the language forums develop joint programmes of work, partners were asked how the role of the Forum could be strengthened over the coming years**

The feedback from partners was that the Forum was a strength and a good and effective model. But in pressing them to offer suggestions for the future the following suggestions were noted:

It might be interesting if an overview of what other forums are doing across Wales were available.

*"Need to try to ensure the opportunity to be less formal at times rather than just formal meetings with quarterly reports"*

At the same time the Forum was seen as a very useful opportunity for everyone to get to know organisations and partners better.

Sub-groups – these have been seen as a new development with a lot of potential, allowing for more thematic discussions. It was noted that future opportunities could be examined with the sub-groups to explore common themes (e.g. challenges in terms of technology, the new curriculum for



Wales, diversity) with different individuals having the opportunity to lead on specific small pieces of work with the support and input of other members to strengthen things across the city.

It was noted that a number of partners already held termly meetings in other forums to share information and priorities.

Reference was made to examples of good practice in other areas with important developments across national and international networks (Irish youth groups for example) that can bring another perspective while at the same time celebrating the Welsh language.

*"The Forum needs more voices"*

The positive step of expanding the Forum's membership over the 5 years was acknowledged, but it was also noted that there may be a need to invite some providers who are key to the aims of the strategy but who are not a regular part of the Forum family, either to the main meeting or to meetings of the more specialist sub-groups when focusing on specific actions (for example Chapter Arts and Sherman Theatre when arts are an area of discussion, or the private sector and business). Whilst it was recognised that simultaneous translation facilities would need to be considered on such occasions, the importance of considering the inclusion of non-Welsh speaking organisations and officers from the Council who do not necessarily speak Welsh but represent relevant areas was noted. Having said that, the risk of involving too large a number of people was identified as something that might impairing the effectiveness of the meetings, and it was recognised that it would be difficult to strike a perfect balance.

Internal partners (from Youth Services and Child Friendly Cardiff in particular) indicated their willingness to be invited to share information with the partners in the Forum when key developments were planned that were relevant to the work of partners (e.g. Children's University).

It was noted that the co-leadership between Bilingual Cardiff and Menter Caerdydd had been a strength:

*"This is more effective in ensuring that the work at a strategic level is driven forward"*

It was also noted that it was important that Cardiff Council co-ordinated the governance and communications of the Forum to bring everyone together.

- **Challenges – Partners were asked there were apparent gaps when thinking about their work and the Council's provision.**

It was noted that there needed to be a greater emphasis on sharing information about the benefits of Welsh-medium education early to new families, e.g. with registration of births, Flying Start, libraries, Family Information Services and health visitors.

*"What about holding a specific meeting with them to discuss more about how they can contribute to the strategy?"*

The majority agreed that youth work was generally a challenging area across Wales in terms of meeting local needs and the resources and expertise required.

*"There is a certain amount of learning to be done in this area"*

The need to look at what is be happening across Wales was noted, identifying good practice and seeing whether it was possible to get national partners to feed in to a process of mapping provision in Cardiff.

More than one partner identified the need to map the Council's youth provision to see where the gaps in Welsh language provision are and what needs to be done to address it, particularly in more specialist areas such as ALN and so on.

*"Services for young people should be prioritised, and the opportunity to discuss this is now. We need a vision to take things forward in this area"*

*and ensure that the Welsh language is part of young people's lives outside school"*

It was noted that there was a lack of clarity in terms of the future budget for youth services to accompany the vision and growth of Welsh speakers in this cohort over the coming decades.

A number of partners were keen to note that the Council should ensure adequate resources and funding for those partners who specialise in providing activities in Welsh across the city to ensure continuity of provision. It was noted that the way in which the Urdd and Menter Caerdydd responded to a Summer of Smiles funding was an example of the flexibility of these bodies to be able to offer quality Welsh language provision at short notice.

On the other hand, it was suggested that the terms and conditions within the Youth Innovation Grant could be reviewed to ensure that it included some specific Welsh language objectives (whether relating to communication methods, a specific proportion of activities in Welsh, or staff skills for example) so that organisations applying for the grants have to think about how they will also provide for Welsh-speaking young people. It was noted that the Welsh language needed to be moved up the agenda and that the rest of the Council needed to consider the importance of the Welsh language in the community, outside school, and tie things closer to the aims of the WESP and the promotion strategy over the next 5 years.

The importance of continuity and progression and establishing a pathway for young children, working up through the ages in order to normalise social use of the language at all stages was noted.

The proposed Bilingual Cardiff Youth Forum set out in the draft strategy would be an opportunity to consider how to include the voices of the children of all the city's Welsh-medium schools, whether through language charter groups or school councils and so on.

In terms of the council's own resources, it was noted that perhaps the strategy should reflect an aspiration in terms of developing the Welsh language skills of the youth workforce in general to ensure more bilingual skills over time as well as a need to ensure clarity in terms of requirements for the type of skills sought in recruitment.

It was noted that there should be an attempt to ensure that everyone's voice is heard, for example, the voice of youth in the context of diversity and that the Welsh language is a language for all. It was asked whether this element can be promoted with a visual campaign for all residents of the city (the council's campaign was mentioned some years ago which used the friendly faces of its staff to bring the council closer to the residents), so that all the city's communities can see and celebrate Welsh as a language that stands alongside other languages in the community.

A gap in arts provision was noted with a need for more detailed discussion to map provision leading to the necessary strategic conversations.

It was noted that Cardiff was uniquely placed because it had a wealth of experiences and resources within the reach of all. The gap in this context is how to ensure that Cardiff children experience these activities systematically, coherently and fairly regardless of their circumstances.

It was suggested that there was an opportunity to have a strategic conversation as partners in the Forum to identify the challenges faced by everyone and whether joint solutions can be found.

- **Measuring impact**

It was noted that it was important that the council continued to mainstream the Welsh language into all areas and that the Welsh language was a proactive policy consideration when allocating grants and agreements.

In terms of the work of the Forum's partners, it was noted that the fact that the Strategy reflected the strategic themes of Cymraeg 2050 was a

strength as it will be easier in terms of reporting. It ensures compatibility with the aims of the partners and is easier for them to plan and map goals.

*"These themes are a silver thread running through everyone's planning."*

Partners were asked how the impact of the strategy on behaviour change or patterns of use could be measured. Everyone saw this as a challenge in their own reporting areas. However, it was also noted that quantitative and qualitative data were equally important although it was a challenge to ensure consistent methods and the quality of the information collected.

Partners shared a number of examples of good practice that could be considered for measuring the Strategy's impact using qualitative methods. These include:

- Using a mix of formal and informal methods of gathering users' views, from quick snapshot surveys to measuring satisfaction with activities to more in-depth case studies that track the journey through the process and identify lessons that have been learned. The case studies then help to report on achievement and share good practice across the body.
- Include questions about language use in staff questionnaires.
- In certain activities that take place over a period of time, it is possible to develop relationships with people and gather their views and feedback. It is also possible to target the views of different groups and create case studies to demonstrate impact.
- Mudiad Meithrin for example asks all parents who have attended groups over the term to complete a short questionnaire to measure progress in using the language. Mudiad is then able to use extracts from the feedback to promote the groups.
- Another partner in their internal meetings uses case studies/good news stories that reflect encouraging examples, reporting experiences that demonstrate the short/long-term impact of different activities.

- One partner noted that increasing awareness of the language of its history and culture was seen to bring to life the importance of the Welsh language to young people and staff in different organisations, and there is therefore a change in behaviour or attitude and subsequently this qualitative evidence should also be sought in expanding such training in the future.
- It was noted that the Siarter Iaith (Language Charter)'s methods of setting a baseline and measuring impact may provide an excellent example of measuring progress in use of the Welsh language. The questionnaire records children's social use of Welsh in school, in the yard and in the community and enables children to record their confidence and how important the Welsh language is to them as well. The questionnaire is repeated after a period of time to track the change as a result of different activities. The graph or 'language web' is an effective visual tool to show which areas need to be focussed on.
- The Arts Council of Wales conducts the Children's Omnibus Survey <https://arts.wales/about-us/research/annual-surveys> with an arts focus with a sample of 2000 across Wales. It was suggested that the Council's research department would be able to carry out an omnibus themselves with schools in the county to collect data as a measurement before implementing a scheme such as this and afterwards (for example relating to the arts in Welsh and English).
- Innovative examples of qualitative evidence gathering can also be found within Council departments –an ethnographic study in the work of the Child Friendly Cardiff team; the youth services department makes extensive use of technology and various digital activities to engage with young people to find out their views and feelings on different topics.
- It was suggested that consideration should be given to the best ways of reaching people as this is much more than sharing messages on social media. A number of sources should be considered as age groups differ in their use of social media and so on. It would be possible to draw on

the links of partners as well as through Hwb and the schools, Siarter Iaith Co-ordinators and school councils and so on.

- In terms of measuring the impact of the strategy, it was suggested that individual partners could feed back to Forum meetings on their qualitative methods of measuring impact and this could then feed into the whole strategy where appropriate, eg. providing a case study to enrich the evidence.
- A similar suggestion was that an item could be included on the Forum's agenda with different partners sharing good practice and good news stories (for example in the form of a short case study) as a means of collecting a record of qualitative evidence over time.

### **Any further comments**

It was noted that a strong Forum was crucial to the success of the strategy's objectives with the Council and the Menter co-chairing. It was asked whether there was scope to bring in other key partners to lead on some items with a specific responsibility or role. It was noted that there was a need to maintain the work that is currently taking place to ensure commitment from all and action between each quarterly meeting.

In conclusion, the quote below sums up the collaborative spirit of the Bilingual Cardiff Forum:

**"We would like to thank you for the clear and strong leadership in driving the strategy forward" (Mudiad Meithrin)**

## 6. Conclusions

- **Standards 145 and 146**

To address the Council's compliance with the standards in question, it is clear that the Council has fully met the requirements of standard 145 by setting a target in terms of the percentage and number of speakers in the area, together with outlining in the strategy how it would aim to achieve that target in the form of an action plan and targets.

This review meets the requirement in standard 146 in terms of assessing the extent to which the Council has followed the strategy and met the target set, and in turn, the assessment offers useful feedback for the production of a revised and ambitious 5 year strategy to be published in due course.

- **Overall impact of the strategy**

As noted above, Census data is not yet available to measure the exact extent of the success of the Council's strategic intervention in terms of the numbers and ages of Welsh speakers in the area, but indications from other reliable sources suggest a stable and gradual increase.

It would be difficult to attribute any increase in numbers directly to the strategy's community activities, but, as the Commissioner's advice document on assessing the achievement of 5-year strategies notes, it is also difficult to attribute an increase in everyday use to specific activities. The Council is therefore encouraged to consider the Commissioner's advice document in the context of the second Cymraeg 2050 target to double the daily use of Welsh, by setting qualitative and quantitative measurements to track the impact and success of specific activities. The feedback from partners offers an excellent starting point for this.

- **Status of the language**

Although the 5-year strategy is founded by the promotion standards, the Bilingual Cardiff strategy has provided an opportunity for the Council to seek to expand on the statutory requirements of the other standards to which it is subject under the Measure such as the policy making and



operational standards, for example with the Welsh language skills of its staff, the Cardiff street-naming policy and policy guidance for developers. These all relate to promoting the **status of the language** and this should be identified as good practice to emulate. It is important that Bilingual Cardiff continues to look for opportunities to raise the profile and status of the language in the city as well as its work in increasing the number of speakers and opportunities to use the language.



## 7. Recommendations

As noted in the first review, it is important to celebrate the strengths of the Bilingual Cardiff Strategy and lessons learned should continue to be examined and good practice shared. A number of opportunities arise for the Council on the cusp of the implementation of a new promotion strategy and WESP along with other strategic developments at Council level and with partners.

Section 3 sets out the recent position at national policy level in relation to the Welsh language and any new approach at this level should be taken into account in the development of the second strategy with consideration of any new opportunities arising.

Section 5 sets out valuable insights and suggestions contained in the feedback received from the interviews with partners and careful consideration should be given to each one.

The recommendations below are based on the new context of the 5-year strategies, interviews with partners and an assessment of progress to date, and are intended to provide an element of challenge in planning for the future with the Bilingual Cardiff Strategy for 2022-2027:

### **Recommendation 1.**

**2021 Census data** The new Strategy should be reviewed following the publication of Census data on the Welsh language in 2022/23 with critical scrutiny of targets, adapting them as necessary. It will be necessary to be prepared to work with internal and external partners to meet challenge in any particular demographic area and to propose some new targets.

### **Recommendation 2.**

**Children and young people** With reviews of the Council's youth services currently taking place, together with the developments with Child Friendly Cardiff, there is an opportunity to put plans in place now to expand Welsh-medium provision over the next 5-10 years. The mapping exercise to identify gaps in provision referred to in the draft WESP, (objective 1 Outcome 5), should lead directly to proportionate investment in Welsh

language services and resources that fits with the vision of the WESP and the new Promotion Strategy.

### **Recommendation 3.**

**Bilingual Cardiff Forum** The strength of the Forum is its communication and links with partners/stakeholders. There is a need to consider how best to include:

- (i) officers from the Council (Education, Child Friendly Cardiff and Youth Services specifically) to share knowledge and good practice and ensure a shared understanding of goals;
- (ii) a wider base of partners eg. from business and economy.

### **Recommendation 4.**

**Measuring impact** In order to be able to measure the strategy's progress effectively by 2027, the Welsh Language Commissioner's advice on assessing the strategy should be considered alongside the practical examples of evidence gathering given by partners. A decision should be made as to the evidence that could demonstrate the impact of interventions, in terms of change in behaviour / attitude / use of Welsh as well as what success means in quantitative terms.

### **Recommendation 5.**

**WESP 2022-31 (outcome goals 1 and 5)** Following the consultation process on the Promotion Strategy and the WESP, stronger links between the two strategies should be ensured so that the strategic goals can be easily cross-referenced as they evolve into practical actions (specifically Outcome 1 and 5 of the WESP).

### **Recommendation 6.**

**Caerdydd Ddwieithog / Bilingual Cardiff** The Council should expand the resources of the Bilingual Cardiff team. Policy advice and expertise from the team could add value, provide valuable input and assurance of compliance as other departments plan their services in alignment with the Council's strategic goals.