Rights taking root

The Welsh Language Commissioner's
Assurance Report 2016-17

Comisiynydd y
Gymraeg
Welsh Language
Commissioner

Published in accordance with section 4
of the Welsh Language (Wales) Measure 2011

Contents

Foreword

When the first 26 organisations started implementing Welsh language standards last year, new rights were created for people to use the Welsh language. Since then, standards have been introduced to more organisations, and the process for their introduction and imposition continues. But what do these rights mean, and what impact are standards having on people's lives and experiences?

During 2016-17 I have been gathering information and have placed the citizen at the heart of my work when assessing the situation. I did this by putting myself in the shoes of the service user during mystery shopper surveys, by receiving and dealing with complaints, and by conducting discussion groups in communities throughout Wales.

This report shows early indications that people's experiences are improving and that Welsh language services are being actively offered on an increasing scale. It also became apparent that organisations are introducing changes to enable them to better implement the requirements of the standards.

However, not everyone is able to use the Welsh language with organisations when they wish to do so, and organisations do not always adhere to the principle of treating the Welsh language no less favourably than the English language. In order to encourage improvement and ensure rights, this report highlights where the focus needs to be in terms of increasing provision. It also underlines the importance of actively promoting services in order to maintain and increase the use of the language.

This year the Welsh Government published its ambitious strategy to create a million Welsh speakers by 2050.[1] The work of ensuring people's rights to public services in Welsh is vital in ensuring that the language can be used in all aspects of life.

Although there is a considerable way to go yet, the evidence shows that the introduction of Welsh language standards means that we are going in the right direction. The challenge for the next period is clear, that is to build on the foundations established this year, and to be innovative in order to ensure that services are offered and that people are confident to use them.

I look forward to continued cooperation with organisations and to listening to the public in ensuring that this challenge is met.

Meri Huws

Meri Huws
The Welsh Language Commissioner

[1] Cymraeg 2050 - A million Welsh speakers, Welsh Government, July 2017.

Background

1 For the past year and more, organisations have been implementing Welsh language standards, providing rights for Welsh language users. This report asks whether Welsh speakers' experience of public services is improving. It considers whether the advent of a new regime has prompted organisational improvement, and in light of that, whether there is evidence that Welsh speakers are enabled and encouraged to use the Welsh language with organisations.

2 One in every five person in Wales speaks the Welsh language - over half a million of its citizens. There are significant numbers of Welsh speakers living in all areas of Wales. The 2011 Census revealed that over 36,000 people speak Welsh in Cardiff, and over 27,000 in the Rhondda - the populated urban areas of the south east. Over 24,000 Welsh speakers live in Powys, and 34,000 in Ceredigion - the rural areas of mid and west Wales. [2]

3 Language legislation requiring public organisations to plan their Welsh language service provision has been in existence for almost a quarter of a century. The Welsh Language Act 1993 requires public organisations to produce Welsh language schemes.[3] The Welsh Language (Wales) Measure 2011 [the Welsh Language Measure] was introduced to replace that system over time. The Welsh Government established a clear strategic direction in the Measure: official status was given to the Welsh language in Wales for the first time, and Welsh language standards were introduced, giving rights to citizens in relation to Welsh language services.

4 The Welsh Language Measure enables the Welsh Government to prepare Welsh Language Standards Regulations to be approved by the National Assembly for Wales. Thereafter, the Welsh Language Commissioner [the Commissioner] is responsible for administering the process of agreeing and imposing those duties on organisations by giving them a compliance notice. To date, the Commissioner has given compliance notices to 107 public organisations that provide services to people in Wales.[4]

5 The Welsh Language Measure states that the Commissioner must give regard to two principles in ensuring that services are provided in Welsh:

- the Welsh language should be treated no less favourably than the English language in Wales; and
- persons in Wales should be able to live their lives through the medium of the Welsh language if they choose to do so.[5]

6 The Commissioner's Regulatory Framework explains how the Commissioner will act proactively to increase opportunities for people to use the Welsh language in their everyday lives.[6] Several methods are used to gather information in order to gain a better understanding of why things are as they are and to ensure that organisations give regard to improvements that will make the most difference to people.

7 During 2016-17, a series of surveys were conducted by the Commissioner in order to gain an insight into people's experience in using Welsh when accessing public services. The Commissioner placed herself in the shoes of service users by conducting mystery shopper surveys to test the service provided - visits were undertaken to reception areas and telephone calls made; websites were visited and correspondence was sent via letter, e-mail and social media. A series of discussion groups were held in locations across Wales in order to gather information directly from Welsh speakers regarding their experiences. Although the results of these surveys only provide a snapshot of the situation, they provide an account of real life experiences. In addition, a number of thematic studies were undertaken, focussing on Welsh language promotional strategies and on raising awareness of Welsh language services - desktop research and phone interviews were conducted with officers from organisations in order to assess the extent of their success.[7] When it is possible to do so, this report compares the 2016-17 results with the results of the 2015-16 surveys.

8 Every public organisation surveyed by the Commissioner provides services to people in Wales. They either implement Welsh language standards or a Welsh language scheme. It should be noted that not every organisation was required to implement the requirements of the relevant standards during the survey period: it could be that some of them had challenged the imposition of a standard relevant to a particular survey, or the imposition day of the standard may not have passed.[8]

[2] The Census 2011, Office for National Statistics.
[3] Welsh Language Act 1993.
[4] Compliance notices are published on the Commissioner's website.

[5] The Welsh Language Commissioner's Regulatory Framework, 2016.
[6] Section 2 (3) Welsh Language (Wales) Measure 2011.
[7] Further details on methodologies used and a list of the organisations that were included in the surveys are available in Appendices 1 and 2.
[8] Further details on methodologies used and a list of the organisations that were included in the surveys are available in Appendices 1 and 2.

Summary

This report's main findings:

Welsh language services are improving

Welsh speakers have confidence that the situation is improving and more of them are aware that they have rights to use the language

There has been an increase in the opportunities available to receive services through the medium of Welsh

Increasingly, Welsh language services are actively offered

Organisations are introducing new procedures to enable them to implement the Welsh language standards requirements

Despite improvements further work is needed

Although there has been progress in terms of the level of provision of some Welsh language services, there is still more to do to ensure that they are as accessible as they should be

The quality of Welsh language services needs to improve

Organisations need to improve their self-regulatory arrangements and act on their findings, in order to ensure that they are complying with the Welsh language standards.

Behavioural change is required in order to promote and facilitate the Welsh language

Before being able to promote the use of the Welsh language, organisations must improve their understanding of the reasons why a significant proportion of Welsh speakers choose not to use the language in their dealings with them

In order to create customers for Welsh language services, organisations must do more than simply telling people they exist - they must market them intelligently and persuade people that their needs will be met

It is vital that effective promotion strategies are prepared and implemented in order to ensure that the number of Welsh speakers is maintained or increased

Part 1:
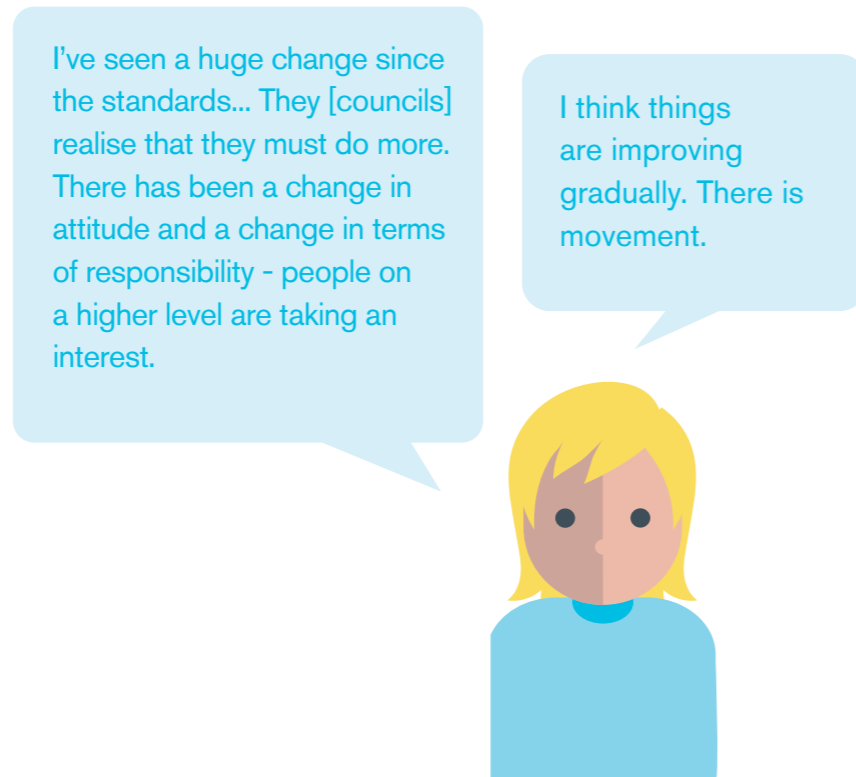# Welsh language services are improving

The Commissioner's opinion

The fact that people who use the Welsh language state that their experiences of public services are improving and that they have increasing confidence in the new standards regime, is an indication that people's rights to use the Welsh language are starting to take root.

The increasing prominence of the active offer is likely to increase Welsh speakers' awareness of the opportunities available to use the language in their everyday lives.

As I facilitated workshops and provided advice to organisations on bilingual workforce planning during 2016-17, it is encouraging to see statistics that suggest that the first organisations to have a duty to assess the language skills of posts are identifying an increasing number of jobs where value is placed on the Welsh language as an essential skill.

Welsh speakers have confidence that the situation is improving and more of them are aware that they have rights to use the language

> I've seen a huge change since the standards... They [councils] realise that they must do more. There has been a change in attitude and a change in terms of responsibility - people on a higher level are taking an interest.

> I think things are improving gradually. There is movement.

Source: The Welsh Language Commissioner's discussion groups 2016

1.1 During 2016-17 people across Wales have reported positive experiences to the Commissioner about their use of the Welsh language when using public services. In conversations with people who attended the discussion groups, it was found that a number were of the opinion that the general situation regarding the provision of Welsh language services is improving and that the attitudes of the organisations providing these services are changing for the better.

1.2 57% of the Welsh speakers surveyed as part of the Beaufort Research Welsh Speakers Omnibus Survey [the Omnibus Survey] believed that opportunities to use the Welsh language with public organisations were increasing. 41% of them were of the opinion that there were more opportunities to use the Welsh language with businesses and 24% with charities. [9]

1.3 According to the same survey, 91% of Welsh speakers believed that they were able to deal with public organisations in Welsh if they wished to do so. The percentage is 8% higher than in the previous year's survey. [10]

1.4 98% of the Welsh speakers surveyed in the Omnibus Survey confirmed that they were aware that they have rights to use the Welsh language. There was overwhelming support to the existence of rights, with 97% agreeing that it was important to have rights to use the Welsh language with public organisations. [11]

1.5 A firm opinion was also expressed regarding the right to complain about unsatisfactory Welsh language services, with 97% agreeing that it is important that people are able to complain.

[9] Further information about the survey is available in Appendix 1.

[10] The question was asked only of those who noted that they wished to deal with public organisations in Welsh.
[11] Further information about the survey is available in Appendix 1.

There has been an increase in the opportunities available to receive services through the medium of Welsh

2.1 When discussing their experiences of trying to use the Welsh language when dealing with public organisations during 2016-17, many Welsh speakers confirmed that they had successfully received the service sought. People taking part in the Commissioner's discussion groups said that they had received Welsh language services in situations and areas where it had not been possible to do so in the past.

> I've just phone the county council as I had parked my car and the machine didn't work... I was able to get through immediately to a Welsh language service which was excellent.

> With the county council, regarding recycling and so on, the information centre is very good in terms of their Welsh medium provision.

> Recently, for instance, the hospital has started making bilingual announcements over the Tannoy.

> The council's online services are good, although you do tend to assume that it would not be as this is not a naturally Welsh speaking area, but these days the provision is excellent. I can pay my council tax online in Welsh for instance.

**Source:** The Welsh Language Commissioner's discussion groups 2016

2.2 76% of Welsh speakers surveyed in the Omnibus Survey believe that public organisations' Welsh language services are improving. Only 10% disagreed, and 13% didn't know.[12]

2.3 In its strategy to reach a million Welsh speakers by 2050, the Welsh Government states that it wants to see an increase in the range of services offered to Welsh speakers and an increase in the use of Welsh language services. It is noted that some organisations are subject to regulatory oversight through the Welsh Language Standards to increase provision of their Welsh language services[13]

2.4 The findings of the Commissioner's service experience surveys during 2016-17 have also confirmed an increase in the availability of services for people who choose to use the Welsh language, together with an increase in opportunities to use the language when dealing with public organisations that are implementing the Welsh language standards.

2.5 It was shown that the percentage of phone calls to county councils where the call was answered in Welsh and the nature of the enquiry was understood during the conversation, was 20% higher than in 2015-16.[14]

Using telephone services: operator able to conduct the conversation in Welsh and understand the nature of the enquiry

2015 -16	50%
2016 -17	70%

0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%
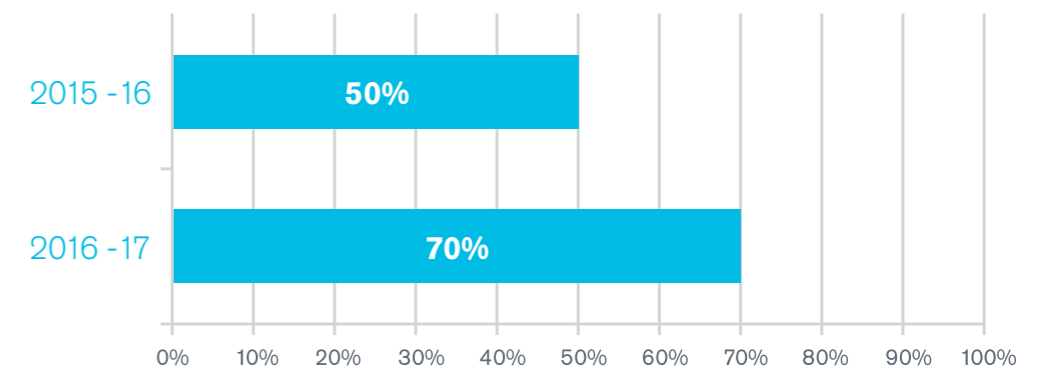
The percentage of calls to county councils answered by a person able to conduct the conversation in Welsh and understand the nature of the enquiry

[12] Further information about the survey is available in Appendix 1
[13] Cymraeg 2050: A million Welsh speakers, Welsh Government, 2017, (p.52).
[14] Data include the calls that were transferred to an operator from an initial automated service that offered a language choice.

2.6 The percentage of county council receptions able to provide a response to a Welsh language enquiry in 2016-17 was 21% higher than in 2015-16.

Using reception services: providing a response to an enquiry in Welsh
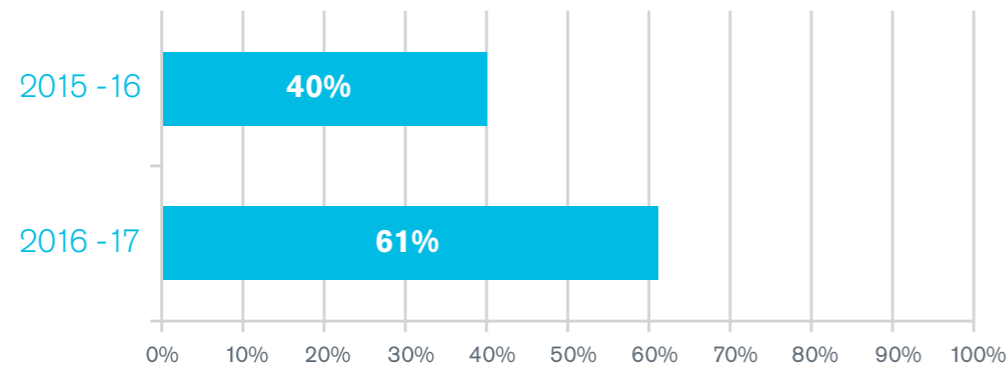
The percentage of county council receptions able to provide a response to an enquiry in Welsh

2.7 During visits to the receptions of all county councils and national park authorities and the Welsh Government, the Commissioner found that a member of staff was available to provide a service through the medium of Welsh in 67% of them.[15]
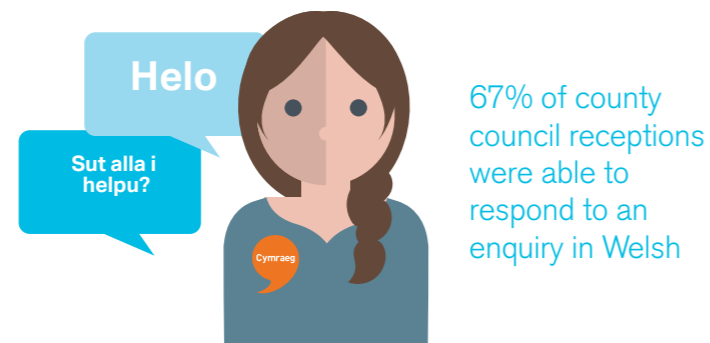
67% of county council receptions were able to respond to an enquiry in Welsh

2.8 A full response was received in 74% of the Welsh language telephone enquiries presented to all the public organisations in the telephone survey, 160 of the 216 calls. The enquiry was answered either by the operator answering the call or another officer after accepting an offer to transfer the call to a Welsh speaker.

Using telephone services: receiving a Welsh language response to a Welsh language enquiry
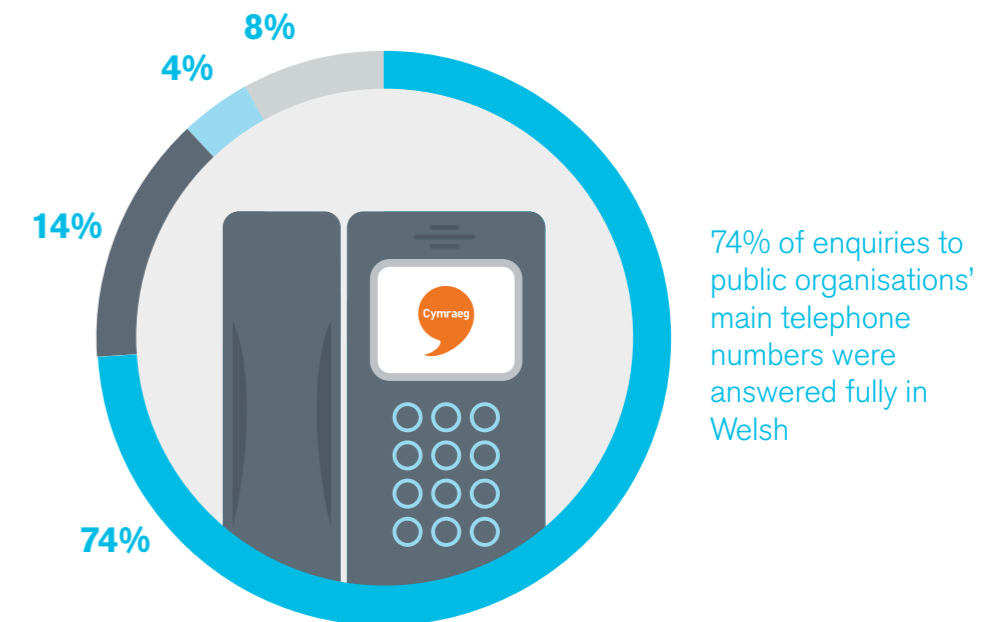
74% of enquiries to public organisations' main telephone numbers were answered fully in Welsh

- The enquiry was answered fully in Welsh
- The call was answered in Welsh but it was not possible to receive a full response
- No Welsh service available at all
- The enquiry was transferred to an answering machine

2.9 Ten public organisations implementing the Welsh Language Standards (No.1) Regulations 2015 are required to deal with telephone calls in Welsh in their entirety if the caller so wishes. All ten organisations managed to do so for 93% of the calls answered during the Commissioner's telephone survey.[16]

---

[15] Receptions were visited during the Raising awareness of Welsh language services survey by Iaith Cyf. on behalf of the Welsh Language Commissioner.

[16] Eight county councils, one national park authority and Welsh Ministers implement standard 10, Welsh Language Standards (No.1) Regulations 2015. Further information about the survey is available in Appendix 1.

2.10 Although not all public organisations implementing the Welsh Language Standards (No.1) Regulations 2015 are required to respond fully in Welsh to telephone enquiries, it should be noted that the percentage of calls where this was achieved was 32% higher than in 2015-16.[17]

Using telephone services: receiving a response in Welsh to a Welsh language enquiry
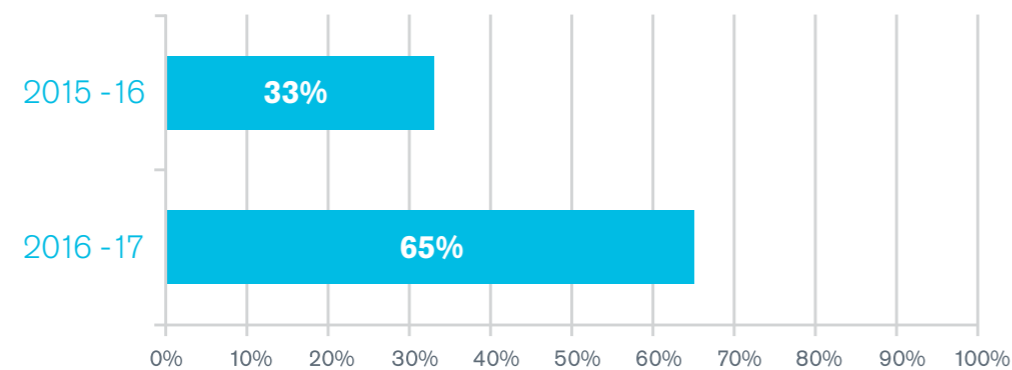
The percentage of telephone enquiries answered fully in Welsh by county councils, national park authorities and Welsh Ministers

2.11 The findings of the Commissioner's websites survey in 2016-17 also gives assurance that organisations, when planning their online provision, are giving increasing consideration to the needs of people who choose to use the Welsh language. 93% of the pages surveyed on the websites of public organisations were available in Welsh - 3,042 of the 3,285 pages. 53% of the 104 organisations successfully provided 100% of the web pages surveyed in Welsh.[18]

Using website services: the availability of Welsh language web pages

93%

93% of all the web pages visited were available in Welsh
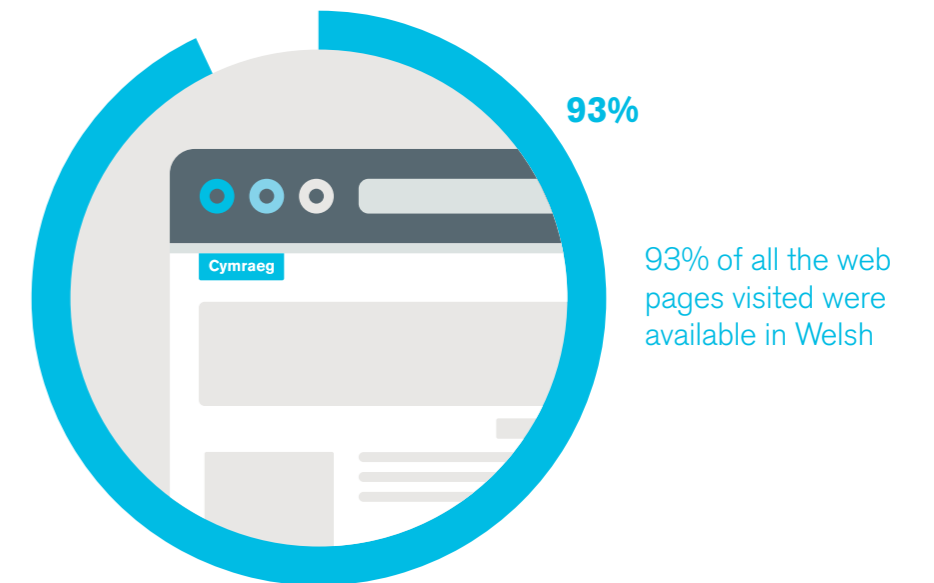
2.12 In the 2015-16 websites survey, seven of the 22 county councils provided each web page visited in Welsh. In 2016-17, 10 of the county councils provided each web page visited in Welsh, a percentage increase of 13%. One county council had less than 50% of its web pages available in Welsh.[19]

Using website services: availability of Welsh pages on county council websites

The percentage of county councils providing all web pages visited in Welsh

[16] Calls answered by organisations implementing standard 11a of the Welsh Language Standards (No.1) Regulations 2015 Further information about the survey is available in Appendix 1.
[17] Further information about the survey is available in Appendix 1.

[19] Further information about the survey is available in Appendix 1.

Increasingly, Welsh language services are actively offered

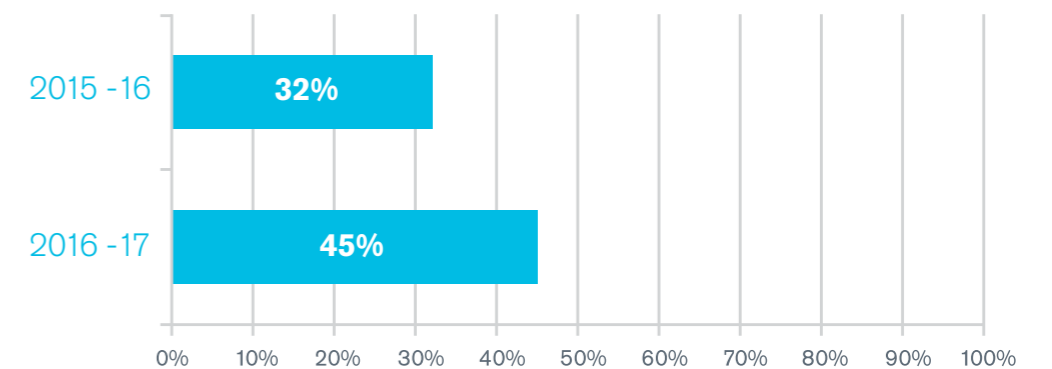> The active offer is important, especially with county councils... The public need to know which services are available in Welsh so that they can benefit from them instead of having to go to the trouble of asking for them.

Source: The Welsh Language Commissioner's discussion groups 2016

3.1 Simply put, actively offering a service means that the service is provided without someone having to ask for it. In relation to Welsh language services, this means offering someone the opportunity to use the Welsh language, or providing the service in Welsh as a default.

3.2 On the face of it, clearly displaying the availability of Welsh language services appears straightforward. For example, a website splash page can offer a choice, a visual sign such as a badge or poster can be displayed, or a receptionist can greet people in Welsh or bilingually. However, successfully implementing the active offer requires that a fundamental change to organisational culture must be ensured. The change must ensure that the workforce offers a Welsh language service consistently and proactively, and that it does not take it for granted that people who speak Welsh can express themselves confidently through the medium of English or that they are happy to receive their service in English.

3.3 77% of those surveyed in the Omnibus Survey agreed that organisations asked in which language they wished to deal with them and actively offered Welsh language services to them - 3% higher than in the a 3% percentage increase compared to the 2016 survey.[20]

3.4 Comments were also made during conversations in the Commissioner's discussion groups regarding the importance of receiving an active offer to use the Welsh language. A number agreed that it gave them the confidence to use the language in their dealings with public bodies.

[20] Further information about the survey is available in Appendix 1 (t.53).

> Hearing Welsh first gives me confidence to speak Welsh from the start.

> It helps to see the Iaith Gwaith badge... I feel, 'Great, I'm able to speak Welsh' instead of 'Here we go again'.

Source: The Welsh Language Commissioner's discussion groups 2016

3.5 In its strategy to reach a million Welsh speakers by 2050 the Welsh Government states that changing the way in which a Welsh-language service is offered can be addressed quickly by assisting service providers to offer their services in the most proactive manner.[21]

3.6 The Commissioner's mystery shopper exercises in 2016-17 testify that a number of public organisations already implement the active offer principle. Organisations are shown to be adopting methods of indicating clearly to people that their services are available in Welsh, for example, displaying a sign on a counter or wall, or asking members of staff at receptions to wear badges.

3.7 During the survey of reception services, 54% of county council receptions visited were shown to be displaying a sign that stated that people were welcome to use the Welsh language, a 28% percentage increase since 2015-16. Locations visited included all main offices, libraries, leisure centres and community education sites.[22] In the majority of receptions Iaith Gwaith materials were used, but other signage was also seen, such as 'Happy to speak Welsh', 'Start each conversation in Welsh' and 'A Welsh language service available here'. [23]

[21] Cymraeg 2050: A million Welsh speakers, Welsh Government, 2017 (p.53).
[22] Receptions were visited during the Raising awareness of Welsh language services survey by Iaith Cyf. on behalf of the Welsh Language Commissioner. In 2015-16, Iaith Gwaith materials were observed in 26% of receptions.
[23] The Welsh Language Commissioner provides free Iaith Gwaith resources in order to help organisations promote opportunities to use Welsh when delivering services to the public in Wales, such as badges, lanyards and posters.

Using reception services: visible sign that a Welsh language service is available

2015 -16	26%
2016 -17	54%

0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%
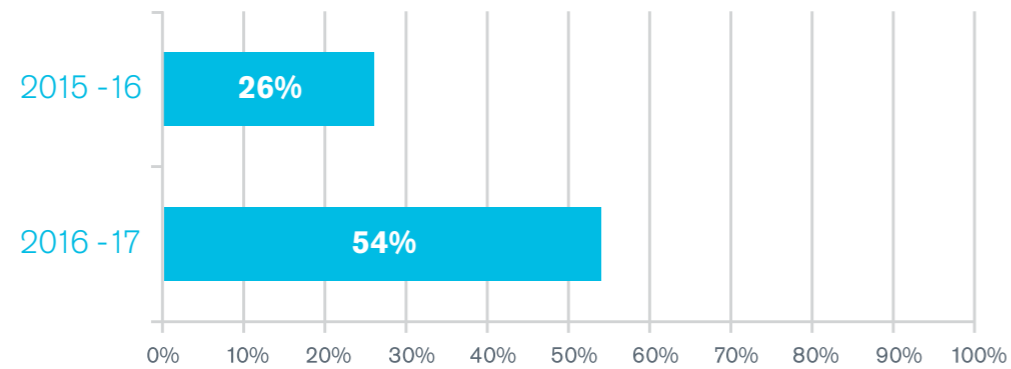
The percentage of receptions displaying a sign indicating that people were welcome to use Welsh
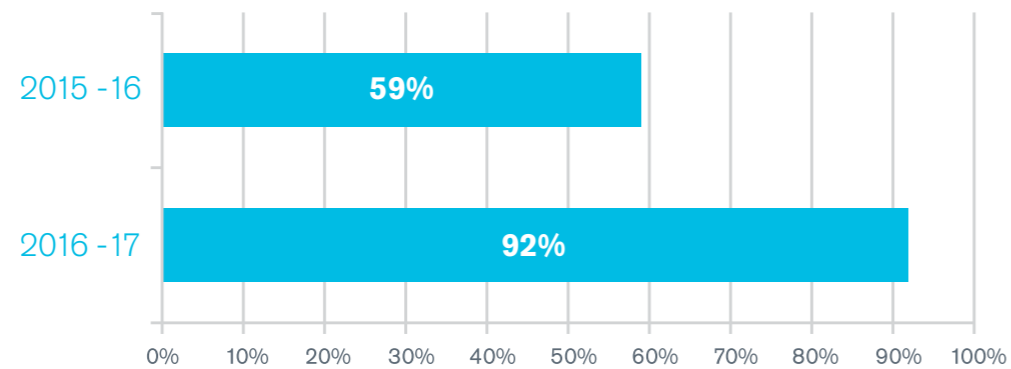
3.8 The percentage of telephone calls to county councils answered by a person with a Welsh or bilingual greeting was 33% higher than in 2015-16 - this was achieved in the case of 92% of calls to councils' main telephone numbers or call centres.

Using telephone services: Welsh or bilingual greeting

2015 -16	59%
2016 -17	92%

0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%

The percentage of telephone calls to county councils where a Welsh or bilingual greeting was given by a person

3.9 Public organisations are making increasing use of automated services to answer telephone calls where the caller is asked to choose which language they wish to use. Over half the calls were answered by an automated service and by the end of the survey period 55% of the 73 public organisations included in the telephone survey were using such a service. A Welsh or bilingual greeting was given in the case of 90% of the calls answered by an automated service.[24]

Using telephone services: receiving a Welsh or bilingual greeting from an automated service

Press 1 for a Welsh language service

90%

Cymraeg

A Welsh or bilingual greeting was given during 90% of the calls to public organisations answered by an automated service

3.10 Organisations' websites are used more and more in order to search for information about services. A splash page (i.e. a front page published specifically to provide options before accessing the website's main services) is one way of enabling organisations to actively offer a language choice to individuals using their websites. The percentage of county councils publishing a splash page offering language choice on their websites was 14% higher than in 2015-16. 13 of the 22 councils, 59% now provide an initial language option on their websites. It should be noted that the websites of some organisations default to the Welsh language version, which is another way of actively offering the Welsh language service.

[24] Further information about the survey is available in Appendix 1 and 2.

Using website services: splash page offering language choice

2015 -16	45%
2016 -17	59%

0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%
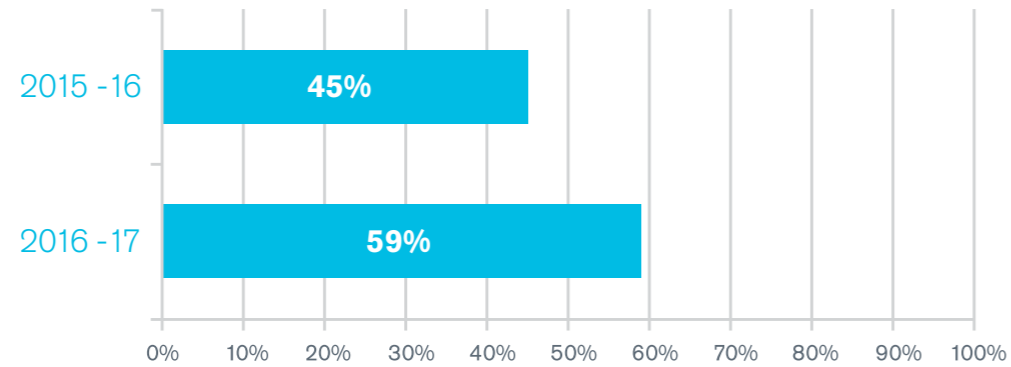
The percentage of county council websites with a splash page enabling people to make a language choice before going to the homepage

3.11   The survey of telephone services found that in 88% of calls made, organisations informed people at the outset that a Welsh language service was available, and therefore there was no need to ask to be able to use the Welsh language. A Welsh language service was offered in Welsh or bilingually either by an automated service or a person who could provide a Welsh language service, or a person actively offering to transfer the call to an officer who could provide the service in Welsh.

3.12   It was shown that the percentage of telephone calls to county councils where it was not necessary to request the use of Welsh when the call was answered was 46% higher than in 2015-16. The offer to use the Welsh language was given immediately in the case of 96% of calls.

3.13   The data reflects that a significant number of councils have introduced an automated telephone answering service: this is partly responsible for the increase in the percentage of calls where language choice is offered at the first point of contact.

Use of telephone services: immediately offering language choice to the caller

2015 -16	50%
2016 -17	96%

0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%
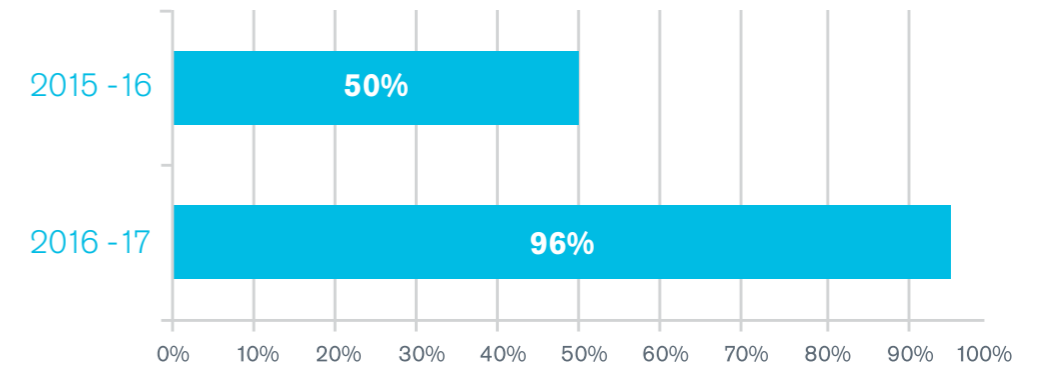
Percentage of calls to county councils immediately offering a language choice

3.14   The experiences during the Commissioner's survey of services therefore correspond to the opinion of Welsh speakers that took part in the Omnibus Survey and the views of those attending the Commissioner's discussion groups. A number of the main public organisations in Wales have adopted a proactive approach in providing services to people who want to use the Welsh language and frontline staff are giving clear indications to citizens that they are welcome to use the Welsh language, therefore promoting the use of Welsh.

Organisations are introducing new procedures to enable them to implement the Welsh language standards requirements

4.1 The quality and effectiveness of Welsh language services depend greatly on the ability of organisations to ensure that a sufficient number of staff with the appropriate skills are in the right jobs. One of the Commissioner's key messages in the 2015-16 assurance report was that public organisations needed to plan their workforces effectively in order to deliver Welsh language services.[25]

4.2 Between October 2016 and January 2017, the Commissioner arranged a series of workshops aimed at encouraging organisations to respond to the Commissioner's 2015-16 assurance report and to implement sound practices in relation to asking for Welsh language skills when recruiting. The workshops were attended by senior human resources officers and workforce planning officers from 81 public organisations.

4.3 A new recruitment procedure adopted by the Department for Work and Pensions during 2016-17 shows how an organisation can respond to the need to increase its workforce's Welsh language skills in order to deliver Welsh language services:

> **Treating the Welsh language as a skill when recruiting**
>
> A Task and Finish Group was set up within the Department for Work and Pensions to explore how they would overcome the difficulties they had experienced in recruiting Welsh speakers and to identify the best opportunities to attract as many suitable candidates as possible to apply for posts.
>
> As a result, a decision was made to use Welsh language job websites to advertise vacant posts, to use social media such as Twitter and Facebook, to highlight the vacant posts to customers, i.e. people who had used the services of the jobcentres to seek employment, who had Welsh language skills, and to clearly outline the requirements and expectations of the role in the job description.

> A campaign to recruit Welsh speaking Work Coaches to Jobcentres across Wales was held early in 2017. The campaign proved a success and attracted 245 applications from Welsh speakers. A total of 122 applicants were invited for interview and 53 applicants met the required standard. These individuals have either started, are waiting for a start date, or are on a reserve list for future opportunities in locations in which they have expressed an interest.
>
> Due to the success of this new approach, from now on the department intends to advertise for Work Coaches with Welsh language skills in the first instance, before conducting its general recruitment exercise.

4.4 In accordance with the requirements of Welsh Language Standards, organisations must keep a record of the number of new and vacant posts categorised as posts where Welsh language skills are essential, desirable, where there is a need to learn Welsh or where Welsh skills are not necessary.[26]

4.5 During the Commissioner's 2016-17 jobs survey, information on over four thousand posts advertised in the public sector was recorded.[27] 15% of posts were advertised with essential skills requirements, a total of 615 posts. 52% of posts were advertised with Welsh language skills as a desirable requirement, a total of 2,076 posts.

4.6 The percentage of posts advertised by the 26 organisations implementing the Welsh Language Standards (No.1) Regulations 2015 noting that Welsh language skills were essential was 9% higher than in 2015-16.[28] 25%, 543 posts, were advertised with essential skills requirements in 2016-17, compared with 16% of posts in 2015 16. It is therefore likely that more assessments have been undertaken by organisations that concluded that Welsh language skills would be essential in order to perform a particular job.

[25] Time to set the standard: A portrayal of Welsh language users' experiences, The Welsh Language Commissioner's Assurance Report 2015-16.

[26] In accordance with standard 136 of the Welsh Language Standards (No. 1) Regulations 2015.
[27] Further information about the survey is available in Appendix 1.
[28] 22 county councils, Welsh Ministers and 3 national park authorities.

4.7   It was also shown that the percentage of posts advertised by county councils with Welsh language skills as a desirable requirement was 9% higher than in 2015-16. This was the case for 755 posts, 35% of the posts recorded.

The Welsh language skills requirements of posts advertised
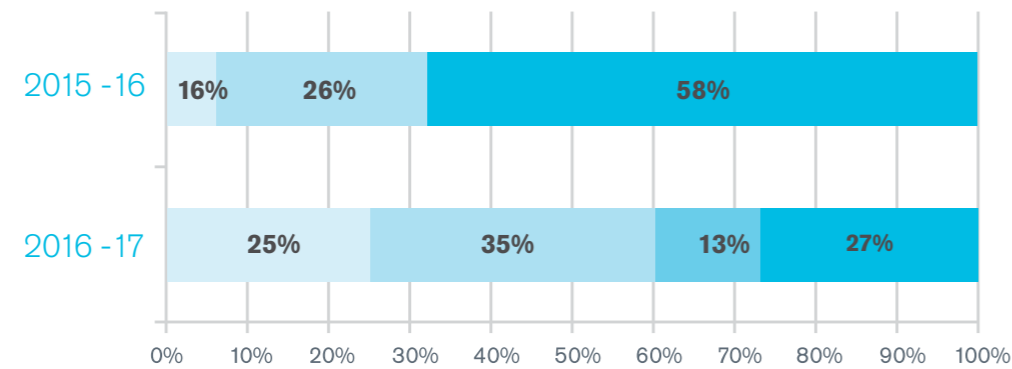
Percentage of county council posts advertised with Welsh language skills requirements in 2016-17

- essential
- desirable
- other description
- no skills

4.8   In 2016-17 every county council advertised posts with some Welsh language skills requirements - a significant step forward considering that the 2015-16 survey showed that no Welsh language skills requirements were included in the job advertisements, person specifications and job descriptions of 11 of the 22 county councils. This suggests that county councils are conducting assessments of Welsh language skills requirements following the imposition of the Welsh language standards.[29]

County councils specifying Welsh language skills requirements in job advertisements
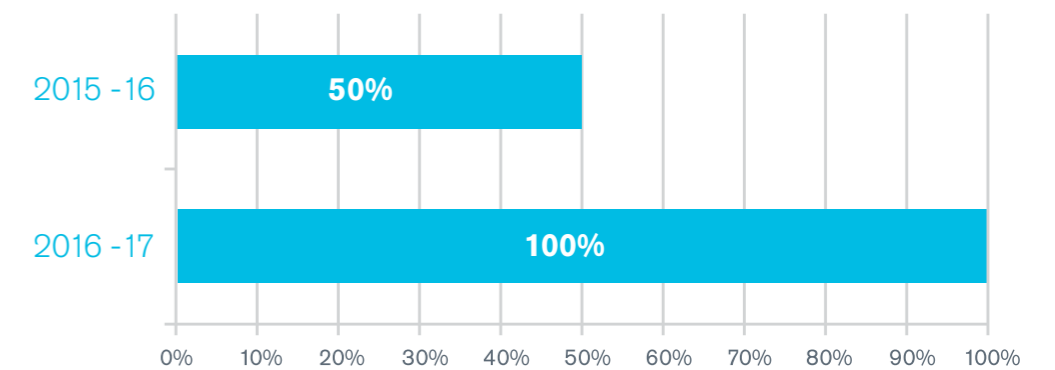
The percentage of county councils advertising posts with Welsh language skills requirements in 2016-17

4.9　Comments made by the leader of one of the largest county councils in Wales when it published its Welsh language standards annual report reflect the desire of organisations to respond positively to the challenges of the new system:

'Over the last 25 years, the number of Welsh speakers in Cardiff has more than doubled and we want to build on that to play our part in supporting the Welsh Government's vision for a million Welsh speakers by 2050. The standards, as well as the Bilingual Cardiff strategy, will play a significant role in achieving this.

We've already made progress on the journey to becoming a truly bilingual capital, both as an organisation and throughout the city. However, some challenges still remain and we are working hard across the authority, and essentially with partners too, to promote and facilitate the use of Welsh.'

**Councillor Huw Thomas,
Leader Cardiff City Council**

Part 2:
Despite improvements further work is needed

The Commissioner's opinion

There is room for improvement in some sectors and some areas and where new duties have been imposed. It is through perseverance that organisations will succeed in complying with the standards and, as a result, ensure that the quality of the experience of Welsh language users improves.

I regularly hear people referring to failures in services delivered by the health sector, which underlines the importance of introducing Welsh Language Standards Regulations for this sector.

Public organisations should make it clear to people who use the Welsh language what rights they have to services and how to complain to the organisation if they are not available as they should be. In the case of many organisations, these fundamental elements are not clear to citizens and people turn to me for help and to seek a solution. At times, it takes confidence and perseverance to complain directly to an organisation and it is important that the route is easily accessible to the citizen seeking a service in Welsh. That is why my ability to investigate complaints on behalf of the public is so important.

Although there has been progress in terms of the level of provision of some Welsh language services, there is still more to do to ensure that they are as accessible as they should be

5.1 Even though evidence from a number of sources confirms that there has been an increase in the level of Welsh language service provision, the Commissioner's discussion group members report that their experiences when using the Welsh language continue to be less favourable than if they were to use English.

> I phoned the Registry Office yesterday. They said 'There's nobody here who can speak Welsh right now' - I don't know whether the Welsh speaking person had gone to lunch.

> A chap came here with a planning application form - I asked him 'May I have the Welsh one please?'. 'Oh, no, that one's in the office he said.

> Yesterday I had to go to the local council office to ask for recycling bags... I asked the receptionist in Welsh, and I had to wait, leave a phone number etc.

> They don't have anyone available to speak Welsh and I've had to wait on the phone for ages.

Source: The Welsh Language Commissioner's discussion groups 2016

5.2 The following statistics from the Commissioner's surveys give examples of where improvements are needed:

Websites 53% of all public organisations surveyed provided every webpage visited in Welsh as required to do so. Only three county councils provided every web page visited fully in Welsh and English.[30]

Telephone 40% of calls to 16 county councils were answered by an operator who was able to conduct a conversation in Welsh to a sufficient standard in order to understand the nature of the enquiry and to transfer the call successfully to another appropriate officer as required.[31]

8% of calls to public organisations' main telephone number or call centres were answered by a person in English only.

Correspondence No response was received to 31% of the Welsh language correspondence sent in Welsh during the correspondence survey.

Using correspondence services: receiving a response to Welsh language correspondence

74% 78% 60% 65% 73% 74%

Organisations are less likely to respond to Welsh language correspondence in a number of media:

E-mail ● **74% Welsh** receive a response ● **78% English**
Letter ● **60% Welsh** receive a response ● **65% English**
Facebook ● **73% Welsh** receive a response ● **74% English**

[30] Further information about the survey is available in Appendix 1.
[31] 16 of the 22 county councils implement standard 11 Welsh Language Standards (No. 1) Regulations 2015.

Social Media 23% of public organisations' Twitter accounts provided a corresponding service in Welsh and English, either as a bilingual account or separate Welsh and English accounts. Accounts are mostly used to share information, news, events and to retweet messages from other organisations.

15% of the 26 organisations implementing the Welsh Language Standards (No.1) Regulations 2015 complied with the requirements of the relevant standards imposed on them in relation to their Twitter accounts.[32]

The provision of organisations' Facebook accounts, used less frequently than their Twitter accounts, was slightly better. 29% of Facebook accounts provided a corresponding Welsh language service.

32% of the organisations implementing the Welsh language Standards (No.1) Regulations 2015 complied with the requirements of the relevant standards imposed on them in relation to their Facebook accounts.[33]

5.3 The survey of social media services found that each of the 26 organisations implementing the Welsh Language Standards (No.1) Regulations 2015 showed that they have the ability to post Welsh language messages on social media but that they do not do so consistently. There are examples of councils that manage to maintain accounts that provide an equal service with bilingual accounts and separate Welsh and English accounts, demonstrating that it is possible to maintain a successful service either way.

5.4 With regards to the health sector, the principle of the active offer has been adopted since 2012, when the Welsh Government published the More than just words …. framework. Despite this, comments from the Commissioner's discussion group members do not give assurance that the active offer concept has become embedded into organisational culture within the sector.

[32] Further information about the survey is available in Appendix 1
[33] More than just words…. , Welsh Government, 2012

It's impossible to use Welsh in the hospital. When I go to my appointment, I say 'Good morning, I have an appointment'; and everything is in English from then on. It happens every time. If you go to a medical appointment, you don't want to complain…

I was at the hospital and the nurses came in and said 'Bore da', they were wearing lanyards, but then turned to English saying 'I went to a Welsh school but I don't use it'. They need support to increase their confidence to use Welsh at work.

I spent five hours at A&E the other day… One of the nurses had a Welsh speakers badge, and I said 'Oh, do you speak Welsh?' and they answered, 'Oh, no - this is the only uniform they could give me.'

After moving house I tried to register with the health board and it took me weeks to find out which surgeries had a Welsh speaking GP. The Welsh speaking GP was outside the catchment area - but he has accepted me as I insisted on someone who spoke Welsh.

Older people in their eighties and nineties are going into hospital and residential homes and there's no way for them to have a conversation in Welsh. I was on the Community Health Council for 8 years, and we were constantly getting complaints.

Source: The Welsh Language Commissioner's discussion groups 2016

5.5 As noted in the Welsh Government strategy, Cymraeg 2050: A million Welsh speakers, a shift in health and social care sector practices could make a valuable contribution to the strategy's aim of increasing the use of the Welsh language as almost 200,000 members of staff deliver services in the sector in Wales and patients interact with the service 20 million times a year.[34]

5.6 The following data from the Commissioner's surveys give examples of where improvements are needed:

Correspondence Of the correspondence sent in Welsh to Health Boards and NHS Trusts in Wales, 30% received a response, compared with 40% of the correspondence sent in English. 17% of the correspondence sent in Welsh received a response in English.

Gwefannau 55% of the Welsh language pages surveyed on NHS Wales Health Boards and Trusts' websites did not correspond to the English pages, or they contained errors. This is a significantly higher percentage than the 18% for the webpages of all organisations surveyed.

5.7 Welsh Language Standards place a duty on public organisations to assess the Welsh language skills requirements of new and vacant posts and to note these when advertising. As reported previously the Commissioner's jobs survey suggests that county council practices are changing following the introduction of Welsh language standards as there has been an increase in the number of posts advertised with essential Welsh language skills required.

5.8 However, a similar increase has not been seen by Health Boards and NHS Wales Trusts who are yet to implement Welsh language standards. The percentage of posts advertised with Welsh language skills as an essential requirement remains low at 1% or 13 of the 1,492 posts recorded. This is a significantly lower percentage than any other sector surveyed and does not reflect any change since 2015-16. This suggests that the health sector has not adopted any new practices in terms of assessing job requirements.

5.9 Turning to one of the aims of the Welsh language standards - ensuring more consistency in terms of the Welsh language services available to people across Wales - the Commissioner's discussion group members expressed the opinion that although some positive

35 Cymraeg 2050: A million Welsh speakers, Welsh Government, 2017.

experiences are seen in some areas, this isn't true for every part of Wales. They believe that where a person lives continues to affect the opportunities available to use the Welsh language.

I had to go on a speed awareness course but to attend a Welsh language course, I would have to go to North Wales. I accept that one might not be available in Aberdare, but North Wales is unreasonable.

If I press the Welsh option on the phone, I have to wait 15 minutes. This wouldn't happen in English. Why should I be satisfied just because I live in the south east? Standards should be consistent across Wales… Where we live shouldn't be a factor; Welsh services should be offered in every county.

After moving house I have seen a difference, although I live in the same county with the same health board responsible for the services… In the old GP surgery, they asked in which language you wanted correspondence; the new surgery isn't as good. They don't use the same systems so the record of one's language choice isn't transferred… There is room for improvement.

The experience in the neighbouring county council is totally different. Even when you select the option to speak with someone in Welsh, you tend to get someone in English. You have to ask and you get 'We'll find someone to call you back...' There are always delays. They don't answer e-mails, they don't answer tweets - they're disappointing.

Source: The Welsh Language Commissioner's discussion groups 2016

The quality of Welsh language services needs to improve

6.1   To increase citizens' confidence and encourage them to use the Welsh language the quality of a service has to be considered in addition to its availability. Quality is a core part of the experience, and the fact that a citizen chooses to use the Welsh language should not lead to a second class service.

6.2   Quality can mean different things to different people - it depends on the individual's circumstances and the type of service they are using. The nature of the service sometimes means that language is central to its quality, such as in the case of care services. Other times, the quality of the service is dependent on the behaviour and attitude of the provider; it can also be related to accuracy.

> You phone the council and there's a message asking you to press 2 for Welsh. You press 2 and the person speaks to you in English and by the time you've been put through to someone who speaks Welsh the time taken has cost money.

> They put bilingual permanent signs up as they should, but any temporary sign is very often in English only.

> I know that there is a bilingual form available and when you ask for a Welsh version, they say 'Oh sorry, they've all gone - can you come back in two weeks?'

> When I phoned the council, I pressed for the Welsh option because I was given the choice, but I had to put the phone down after hanging on for ages.

> The council uses Google Translate to tweet in Welsh.

Source: The Welsh Language Commissioner's discussion groups 2016

6.3   The Commissioner's mystery shopper surveys during 2016-17 support comments made by members of the Commissioner's discussion groups and are evidence that the quality of the Welsh language service offered isn't always as it should be.

6.4   The website survey found that 96% of public organisations included in the survey provided a language selector button on the pages visited, this percentage was 15% higher than in 2015-16. But the button does not always work or achieve its aim of facilitating the use of either language, and so the Welsh language is treated less favourably.

6.5   In the case of one county council, clicking on the language selector button led to a page that was a Google Translate translation of the English page; there were also numerous examples of websites where clicking on the language choice button led the user to the homepage in the other language instead of the corresponding page. Another website included a language choice button on the Welsh language web pages, therefore allowing the user to change to the English version, but there was no button on the English pages giving the option to change from English to Welsh.

6.6 Pages that need updating regularly - such as lists or registers - were less likely to be available in Welsh. In a number of cases, it was noted that information such as dates and prices had not been updated. The survey found that pages with technical elements - such as search engines, or online tools such as payment options or referral forms - were less likely to be available in Welsh. There were links missing on Welsh pages and outdated content, this was not true in the case of the corresponding English pages. PDF attachments were not always available in Welsh although they were accessed from the Welsh version of the website.

6.7 In the case of some websites, the only way of accessing the Welsh pages was to go to the corresponding page in English first, then selecting the language choice option.

6.8 Comments by members of the discussion groups as well as the results of the Commissioner's Rising awareness of Welsh language services survey found that staff in organisations wore a badge giving the impression that they were able to provide services in Welsh despite the fact that they did not have the skills to do so.

6.9 Slightly over half of county council receptions displayed a sign showing that they were able to provide a service in Welsh, despite the fact that the standards require each one of them to do so and that there are materials available easily and free of charge.[35]

6.10 When measuring the quality of services the attitude shown towards the citizen receiving the service is an essential element, reflected in the professional standards required of public sector workers in a number of sectors that emphasise the need to show respect. A number of discussion group members commented how their choice to use the Welsh language led to an attitude displayed by the organisation that made them feel inferior.

The person at the other end of the phone thought I was pulling their leg when I complained about the Welsh language service.

'Why do you want it in Welsh? Would you like me to explain it to you?'

You frequently feel inferior because you aren't allowed to respond in Welsh.

Another stupid question asked when you speak Welsh is 'Do you want to speak to someone in Welsh?' Isn't it obvious?! But it is asked very often.

It's very frustrating... It's as if we are second class citizens.
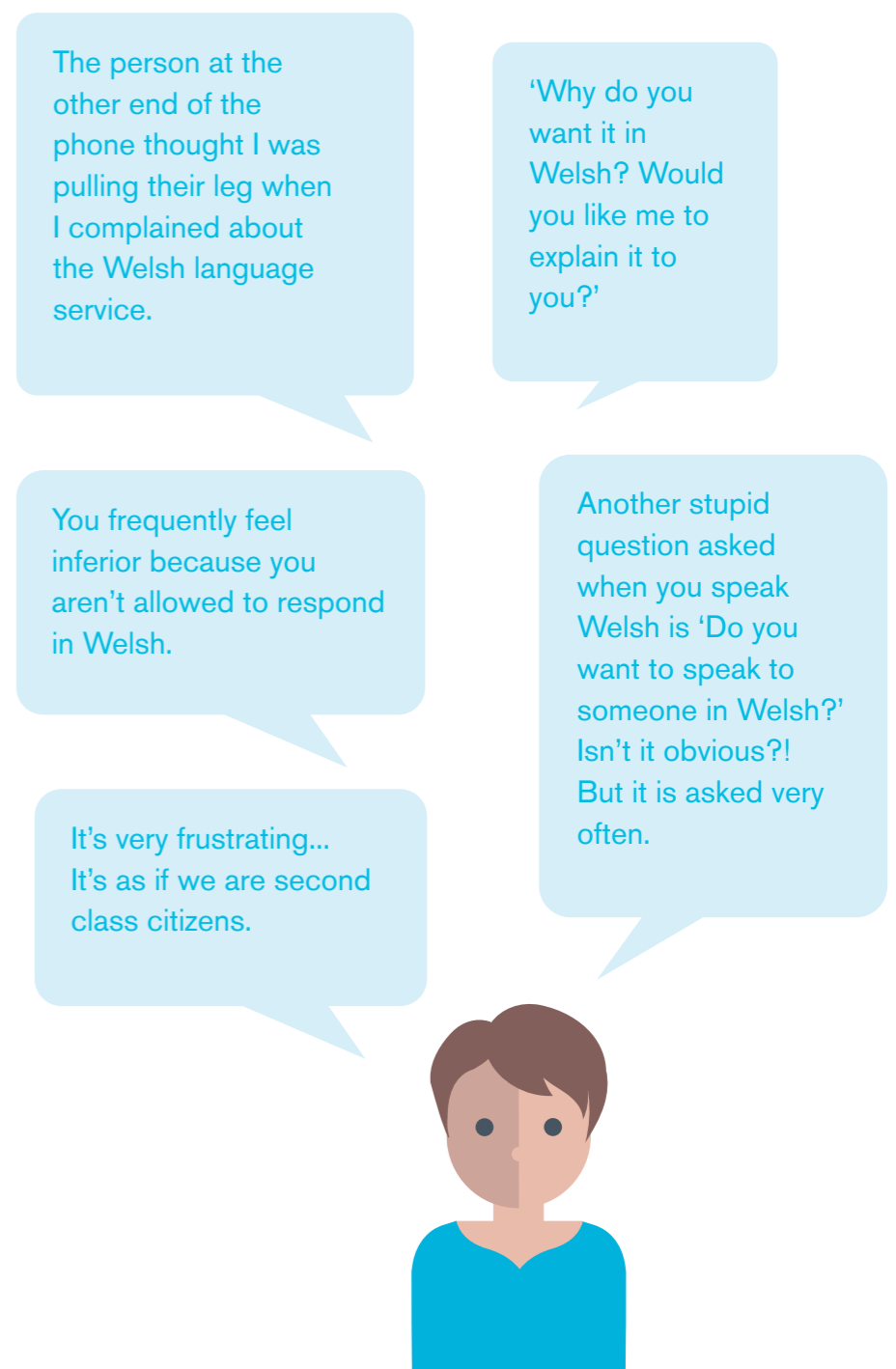
6.11 In the Commissioner's 2015-16 assurance report it was noted that public organisations need to influence their staff's attitudes and behaviours towards the language so that they are aware of their duties to provide Welsh language services. Basic linguistic courtesy is central to their ability to provide a good quality service.

[35] The Welsh Language Commissioner provides free Iaith Gwaith resources in order to help organisations promote opportunities to use Welsh when delivering services to the public in Wales, such as badges, lanyards and posters.

Organisations need to improve their self-regulatory arrangements and act on their findings in order to ensure that they are complying with the Welsh language standards

7.1 The Commissioner's Regulatory Framework emphasises that organisations need to take responsibility for ensuring that they are complying as they should with the Welsh language standards or their Welsh language schemes. In other words, they need to conduct effective self-regulation.[36]

7.2 The Commissioner's survey highlighted that the impressions of officers within organisations regarding the level of their compliance do not always correspond with the reality of people's experience when using their services, for instance: [37]

 o officers from the 26 organisations interviewed noted that they all displayed materials at every service point in order to inform the public that they may use Welsh. However, the reality of people's experiences differs: only 54% organisations displayed such materials in their receptions

 o 22 of the 26 organisations noted that invitations to meetings open to the public state that people are welcome to use the Welsh language. However, during a survey of the websites of the 26 organisations, evidence of the practice was only found on one website.

7.3 The survey found that a proportion of organisations did not comply with duties that are fairly simple to implement, such as publishing compliance notices on websites, having a bilingual greeting on an answering machine, or ensuring that reception staff who are able to speak Welsh wear a badge to communicate this, for instance:

 o in the receptions of 25% of those organisations where a Welsh language service was available, no members of staff wore a badge to indicate this;

 o 29% of the organisations had not published a document on their website explaining which standards they are required to implement, despite the fact that simply publishing the organisations' compliance notice would suffice.

7.4 The standards require organisations to publish a complaints procedure explaining how they will deal with complaints regarding their compliance with Welsh Language Standards. This is aimed at ensuring that people can be confident in complaining directly to the organisations. The Commissioner's survey showed that 37% of the organisations had published information on how they would deal with such complaints from the public.[38]

Publishing a complaint procedure

37%

37% of organisations had published a complaints procedure on their website.
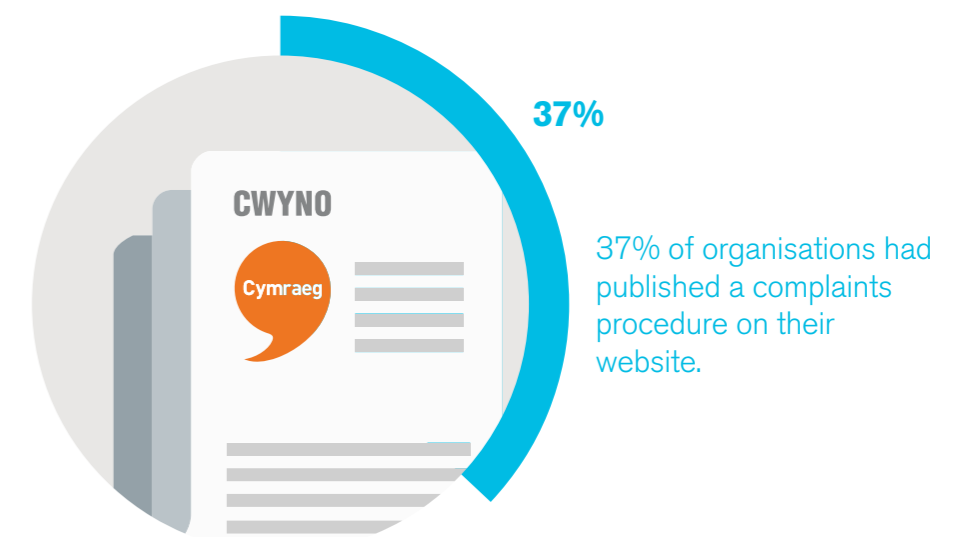
7.5 Organisations have a duty to publish Welsh language standards annual reports. The 26 organisations implementing Regulations (No. 1) 2015, county councils, national park authorities and Welsh Ministers, are required to publish an annual report no later than 30 June after the financial year to which the report relates. The report must contain specific statistics as set out in the regulations. The publication date for the Welsh language standards annual reports of the organisations implementing Regulations (No. 2) (No. 4) and (No. 5) 2016 is 30 September, and as such it is not possible to include an analysis of them in this report.

7.6 A survey of the websites of the organisations operating the Welsh Language Standards Regulations (No. 1) 2015 found that 22 of them had published a report.[39]

---

36 The Welsh Language Commissioner 's Regulatory Framework, 2016.
37 As part of the Raising awareness of Welsh language services survey by Iaith Cyf. on behalf of the Commissioner, a series of telephone interviews were conducted with officers from 26 of the organisations implementing the Welsh Language Standards (No.1) Regulations and reception areas were visited also. Further details of the survey and the organisations included as part of the survey are available in appendices 1 and 2.

38 Organisations implementing the Welsh Language Standards Regulations (No.1), (No. 2), (No. 4) and (No. 5).
39 Further information about the survey can be found in Appendix 1.

7.7 21 organisations were able to report on the number of complaints. Of these, 3 noted that they had not received any complaints about the service delivery standards. Ten other institutions noted that they had received five or less complaints; 17 was the maximum number of complaints reported to have been received. No organisation reported that it received any complaints relating to the policy making standards; only one organisation reported that it received complaints about the operational standards. The majority of complaints,109 of them, related to the service delivery standards and a small number (2) related to the operational standards.

7.8 In terms of employee skills, it was reported that a total of 20,386 members of staff of the organisations in question (amounting to 42%) have Welsh language skills fluency levels 1-5. It should be noted that levels 1 and 2 constitute basic skills only.

7.9 There were shortcomings in terms of reporting on new, specific requirements. For example, organisations must report on the number of staff attending training courses in Welsh on recruitment and interviewing, performance management, complaints and disciplinary procedures, induction and health and safety. Of the 22 organisations that published an annual report, nine of them reported correctly, 12 either did not report or not doing so accurately.[40]

7.10 Organisations are expected to include data on the number of post advertised where an assessment of language skills needed was undertaken. It was reported that 8,204 posts were assessed and that 1,425 posts (17%) were consequently categorised as posts where Welsh language skills were essential; 33 posts (0.4%) required the need to learn Welsh skills on appointment and 3,337 posts (40%) were categorised as posts where the Welsh language was a desirable skill. Welsh language skills were not required for 3,409 posts (41.5%).

[40] At the time of considering the reports, one of the 22 organisations had challenged the relevant standard.

Part 3:
Behavioural change is required in order to promote and facilitate the Welsh language

The Commissioner's opinion

The finding that Welsh speakers do not use the language when they deal with public organisations has been known for years. A strength of the Welsh Language Measure is that the duty to promote and facilitate use of the language use goes hand in hand with the need to deliver Welsh language services.

However, in order to put this duty into practice, organisations must transform their attitudes and culture, and a number of them have started to do so. I acknowledge that this is not possible overnight - it will involve hard work in order to build the confidence of Welsh speakers and encourage them to make increasing use of the language in their everyday lives.

It is my intention to provide advice and to facilitate dialogue between organisations in order to encourage them to proactively consider what circumstances will enable them to persuade people that they can use the Welsh language, and that their experiences will be no less favourable should they do so.

It is vital that effective language promotion strategies are prepared and implemented in order to ensure that the number of Welsh speakers is maintained or increased.

8.1 According to research conducted by Citizens Advice in 2015 Welsh speakers are eager to receive services through the medium of Welsh and their desire is increasing.[41] Having said that, the Welsh Government acknowledges that the existence of Welsh language services does not guarantee that people will use them and the Welsh Language Measure[42], in this context, imposes a duty on public organisations to promote and facilitate the use of the Welsh language. It places an expectation on public organisations that did not necessarily exist under the Welsh Language Act 1993, to make it easier for people to use Welsh and to encourage them to do so in their everyday lives.

8.2 The following definitions in the Welsh Language Measure highlight how central the promotion and facilitation of the use of the Welsh language is in implementing the standards:

> …"service delivery standard" means a standard that relates to a service delivery activity, and is intended to promote or facilitate the use of the Welsh language, or to work towards ensuring that the Welsh language is treated no less favourably than the English language when that activity is carried out.
>
> …"operational standard" means a standard that relates to the functions, or business or other undertaking [of an organisation] […] intended to promote or facilitate the use of the Welsh language.[43]

Before being able to promote the use of the Welsh language, organisations must improve their understanding of the reasons why a significant proportion of Welsh speakers choose not to use the language in their dealings with them

I would love to if it was less of an effort.

It shouldn't be us here today, but those people who select the English option at the cashpoint, those who fill in the form in English - for me the problem we have is how do we persuade those Welsh speakers of why they should be using Welsh language services.

In the post office, they ask 'Do you want it in Welsh or English' and people say 'English' because the Welsh is too much work, people don't understand it.

It's very interesting that Welsh speakers are willing to accept English language certificates. One of the most important things is that children are taught in school how to use their Welsh - how to use the cashpoint; how to fill in a form - try and show that it's something hassle-free.

It would be really nice if all the Welsh speakers went into the shop and started their conversations in Welsh, and then if they didn't speak Welsh there, turn to English. But that's what that Iaith Gwaith badge is all about isn't it, we need it because people don't do that.

Source: The Welsh Language Commissioner's discussion groups 2016

[41] English by default: understanding the use and non-use of Welsh language Services, Citizens Advice 2015.
[42] Cymraeg 2050: A million Welsh speakers, Welsh Government, 2017.
[43] Section 28, 30 and 31 of the Welsh Language (Wales) Measure 2011, Welsh Government.

8.3   A number of recent surveys have shown that a significant proportion of Welsh speakers choose not to use the language in their dealings with public organisations and evidence suggests that there are a number of factors that influence their language choice when using services. The comments made during conversations in the Commissioner's discussion groups reveal that the different factors influencing the habits of Welsh speakers are numerous, and that changing habits is going to be a long and challenging process.[44]

8.4   34% of Welsh speakers surveyed as part of the Omnibus Survey said that they wished to deal with public organisations through the medium of Welsh in situations such as telephoning the county council, receiving health services or receiving information from government agencies. However, 97% stated that they thought rights to use the Welsh language were important. They therefore support the existence of Welsh language services in principle and are glad that they are available, but they aren't prepared to use them. This proportion is consistent with the findings of the 2015-16 survey when 32% of Welsh speakers said that they prefer using Welsh when dealing with public organisations.

8.5   In 2014-15, the Welsh Government's National Survey for Wales asked whether people preferred to communicate with health and social care staff through the medium of Welsh or English. Of the 1,600 Welsh speakers surveyed, 17% of them stated that their chosen language when dealing with the service is Welsh, and 19% noted that they would choose either language. English was the chosen language of 64% of Welsh speakers when dealing with health or social care sector staff.[45]

8.6   Respondents were also asked whether they had used Welsh to communicate with health or social care staff during the past 12 months. The survey found that 31% had done so during the past 12 months.

8.7   Comments from members of the Commissioner's discussion groups in 2016-17 provide an insight to the many factors that influence the choice of Welsh speakers when deciding on language choice in their dealings with public organisations. The comments highlight that there is a need for organisations to take practical steps to promote and facilitate the use of Welsh if they are to increase people's use of the Welsh language.

[44] Beaufort Research Omnibus Survey of Welsh Speakers 2017; Welsh Language Use Survey, Welsh Language Commissioner. and the Welsh Government, 2013-15; National Survey for Wales, Welsh Government 2014-15.
[45] 2014-15 National Survey for Wales, Welsh Government.

One tends to think 'Oh I'm being a bit of a nuisance here… I'll do it in English..'

One has to go out of one's way to get a Welsh language service.

When you phone up for something, you want an answer to the question straight away without delay.

Sometimes you phone the Welsh language line, and the person who answers speaks Welsh, but thirty seconds into the conversation they say 'I'm not confident enough to deal with the call in Welsh'. Staff don't seem to be getting enough training and support to work through the medium of Welsh.

It's as if everything is a battle. I know before picking up the phone that I'm going to have trouble.

Children speak English first to ask for something in the shop… and I always ask them why they do that.

I try to read the organisation's publications in Welsh, but the language is too formal.

Source: The Welsh Language Commissioner's discussion groups 2016

8.8 The research by Citizens Advice in 2015 confirmed that there is a complex variety of reasons that influence the current use of Welsh language services:

> o 'We would argue there are structural barriers in the way organisations design, deliver and promote their Welsh language services, often meaning that these services can be more difficult to access and less visible than English language provision.
>
> o 'However there are also behavioural barriers, in the way Welsh speakers use and view their Welsh, their perceptions of Welsh language services, and their past experiences of using Welsh language services that impact on why they use or do not use existing services'
>
> o Importantly, both structural and behavioural barriers often exist together and influence one another[46]

8.9 The Welsh Language Commissioner and the Welsh Government's Language Use Survey 2013-15 asked 5,500 Welsh speakers whether they tried to use the Welsh language when dealing with public organisations. 27% of fluent Welsh speakers said they always tried to use the Welsh language, 26% said they tried using the Welsh language usually and 26% sometimes tried to use the language. When asked how often they were successful in using Welsh with public organisations, 64% of those who said they tried to use Welsh (to any extent) said that they were successful either every time, almost every time or usually.[47]

8.10 As this report shows, there has been an increase in the availability and quality of Welsh language public services since organisations adopted Welsh language schemes and since implementing the Welsh language standards. So, beyond lack of provision, what is the reason for the low take-up of Welsh language services by fluent Welsh speakers? Do organisations understand the nature of the barriers that prevent people from using services that are already available in Welsh?

8.11 The Welsh Language Commissioner's 2015-16 assurance report reported in detail on the experience of people having to make more of an effort, or trying to persuade organisations to provide services, or having to wait longer when using the Welsh language. Comments made by members of the Commissioner's discussion groups in 2016 confirm that such experiences continue - comments underline the idea that Welsh speakers, although they wish to receive services through the medium of Welsh, and that this is their preferred option, still decide to use the English language service.

8.12 The Omnibus Survey confirms that previous experiences of receiving deficient services are a barrier. When asked which changes would make them more likely to use public organisations' Welsh language services in future, Welsh speakers noted the following factors:

> **I would be more likely to use Welsh language services...**
>
> o if I knew that Welsh language services were going to be available every time
> o if I knew they were available
> o if I was given a choice
> o if the choice was made clear to me
> o if they started the conversation in Welsh
> o after I improve my confidence in speaking Welsh as I'm not fluent enough
> o if the language was less formal and more natural
> o if I didn't have trouble understanding a northern/southern accent sometimes
> o if it was easier
> o if the service was available quicker
> o if they were advertised
> o if they were of better quality - the Welsh language services offered are not of a high quality

---

[46] English by default: Understanding the use and non-use of Welsh language services, Citizens Advice 2015.
[47] The Welsh Language Use Survey, The Welsh Language Commissioner and the Welsh Government 2013-15.

In order to create customers for Welsh language services, organisations must do more than simply telling people they exist - they must market them intelligently and persuade people that their needs will be met

9.1 It is one thing to inform citizens that they can use the Welsh language, building their confidence to do so is another matter.

9.2 Comments from Welsh speakers during the Commissioner's discussion groups confirm that they are more likely to use the language if organisations are more proactive. The comments also suggest that some of the main public organisations in Wales are yet to understand the importance of the active offer of services because at the moment they are missing an opportunity to promote the use of Welsh.

> Hearing Welsh first gives me confidence to speak Welsh from the start.

> For me to get a staff parking permit where I work, I had to fill in the form and in the small print at the bottom, it said, if you want the form in Welsh, you had to make a special request - instead of them giving us a bilingual form. The problem is, a number of staff speak Welsh, but nobody wanted to go to the trouble of asking. I went to the trouble, and in the end, got a Welsh form.

> Seeing a badge makes you more confident to start the conversation in Welsh or to want to use the Welsh language service. If the Welsh language service isn't there in your face, you won't go for it.

> The public need to know which services are available in Welsh so that they can benefit from them instead of having to go to the trouble of asking for them.

> It's human nature, if the Iaith Gwaith badge is worn, you know that you can (speak Welsh). It's quite interesting, you find the older generation always start the conversation in Welsh, not as a political statement - it's what comes naturally.

> If you go into the surgery, they should just record Welsh speaking in the notes and continue in Welsh, without you having to ask 'Can I have a Welsh language service please?' The active offer should happen naturally.

> It helps to see the Iaith Gwaith badge. I feel, 'Great, I'm able to speak Welsh' instead of 'Here we go again'.

Source: The Welsh Language Commissioner's discussion groups 2016

9.3 As well as investing in Welsh language services and being ready to offer them, the Welsh Government is of the view that:

- o providers need to know how to facilitate their increased use;
- o this demands intelligent marketing;
- o the onus is on the provider to design services in a way which is geared to the needs of the customer.

It is of the view that this customer-focused approach will require new and different methods, and a change in mindset, in order to attract and nurture a growing customer base for Welsh-language services.[48]

9.4   Members of the Commissioner's discussion groups have voiced the same views during 2016-17: that implementing the active offer means much more than providing information on the existence of services. It means creating an environment where the citizen is confident that the language choice offered is a real one, and that their needs will be met if they choose to use the Welsh language.

> We need to normalise the use of Welsh - the County Council has been praised a little today, but the problem is behind the scenes, they don't work through the medium of Welsh.

> At the end of the day, we must get the culture right. After working for the county council for many years, where Welsh is in the question there are no barriers at all. Everyone just accepts it. We need to create the proper culture - that's the only thing that will take things forward.

> When phoning the hospital, I say 'Bore da'; the receptionist says, 'Bore da'. But then when I go on to speak Welsh they say, 'We've been told to say 'Bore da' to customers so that we comply with the rules'.

> I think at the end of the day we need to normalise, this doesn't happen really, this depends a lot on culture.

> The leadership must be right so that the organisational culture can enable Welsh language services to be offered.

Source: The Welsh Language Commissioner's discussion groups 2016

9.5   The Commissioner conducted a survey of the activities of the 26 public organisations implementing the Welsh Language Standards (No.1) Regulations 2015 in raising awareness of their Welsh language services. A large proportion of the organisations reviewed, 77%, could not provide examples of activities and proactive methods of promoting and advertising Welsh language services.[49]

[48] Cymraeg 2050: A million Welsh speakers, Welsh Government, 2017 (p.53).

[49] Standard 82, organisations implementing the Welsh Language Standards (No.1) Regulations 2015

9.6 One discussion group member commented that organisations needed to consider what would encourage Welsh speakers to use the language and that they should set Welsh as the default in order to persuade more Welsh speakers to use Welsh language services:

Welsh should be the default, until someone chooses differently
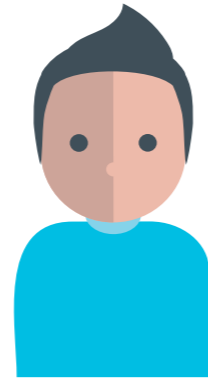
9.7 The Welsh Government's strategy for increasing the use of Welsh by 2050 also acknowledges the importance of the active offer. It notes that it is essential that there are no barriers to receiving services in Welsh. It also notes that service providers must ensure that Welsh language services are offered proactively, are widespread and of an equal quality to those offered in English:

As well as investing in and proactively offering Welsh-language services, providers also need to know how to facilitate their increased use. This demands intelligent marketing, with the onus on the provider to design services in a way which is geared to the needs of the customer. This customer-focused approach will require new and different methods, and a change in mindset, in order to attract and nurture a growing customer base for Welsh-language services.[50]

It is vital that effective language promotion strategies are prepared and implemented in order to ensure that the number of Welsh speakers is maintained or increased

10.1 Further requirements to promote the Welsh language were specified for county councils and national park authorities by means of an additional set of standards. 'Promotion standards' require organisations to prepare and publish a 5-year strategy explaining how they intend to promote the Welsh language and facilitate the use of Welsh more widely in their areas.[51]

10.2 The promotion strategies must include a target to increase or maintain the number of Welsh speakers in the area by the end of the 5-year period and include a statement explaining how the organisation intends to meet the target.[52]

10.3 During February and March 2017, the Commissioner conducted a survey in order to gather information on the degree to which the county councils and the national park authorities had succeeded in achieving these requirements. The relevant standards have been imposed on 25 public organisations, but due to the fact that four had either challenged the standard or they were not required to publish the strategy by the date of the survey, only 21 were included.[53]

10.4 A promotion strategy was published on the website of 15 of the 21 organisations, with draft status attached to four of them at the time of the survey. Three county councils had published a strategy before the standards' imposition day as they had already undertaken their own process of strategic planning. The other organisations reported that the main reason for the delay in publishing their strategies was their approval procedures.

10.5 Of the 15 strategies published, nine of them included a target for the number of Welsh speakers in the area. These targets varied from specifying an increase of 0.5%, to more than 5%. Of those strategies that did not include a target for the number of Welsh speakers in the area, two strategies set targets for specific groups within the population, such as school age children and the county council's workforce. In the 11 strategies that include a target, the intention is to increase, rather than maintain, the number of Welsh speakers.

50 Cymraeg 2050: A million Welsh speakers, Welsh Government, 2017.

51 The Welsh Language Standards (No.1) Regulations 2015 specify standards for Welsh Ministers, county councils and national park authorities.
52 Standard 145 of the Welsh Language Standards (No. 1) Regulations 2015
53 A list of the public bodies included in the survey is provided in Appendix 2. Although standards 145 and 146 of the Welsh Language Standards Regulations (No.1) 2015 were included in every county council's compliance notice, four councils were omitted from the survey due to the fact that they had either challenged the standard or the imposition day had not passed at the time of the survey.

10.6 Two strategies had been produced by county councils in response to the particular challenges highlighted by the 2011 Census within their areas, acknowledging the need to increase use, language transmission and acquisition. Although they have not set specific quantitative targets, they include a detailed action plan to promote and facilitate the language more widely. They also include a detailed baseline of language demographics and language use, and therefore these organisations have the ability to set meaningful quantitative targets based on the contents of their strategies.

10.7 In terms of the other two strategies, one acknowledges the need to 'maintain the number of Welsh speakers in the county borough', but does not expand further, and the other is a document outlining the need for further mapping work before establishing a baseline.

10.8 Each one of the 15 strategies included an explanation of the way in which the organisations intended to promote and facilitate the use of Welsh, but differed in terms of how detailed and thorough they were.

10.9 In terms of considering the way in which the organisations explain how they will be able to assess the degree to which they have been successful within five years, 11 organisations have included a baseline against which they will be able to measure progress. Although most organisations have made use of the 2011 Census figures, a number of bodies acknowledge that the 2021 Census figures will not be available as a measurement at the end of the five year period and that they will need to identify other indicators and sources of data. Three strategies had not included any quantitative indicators or methodologies to monitor progress.

10.10 The survey found that the strategies differed in terms of their ambitions to increase the number of Welsh speakers. In every strategy, the main method for achieving the target of increasing Welsh speakers is the growth in the number of school pupils receiving Welsh medium education. However, some organisations have also set out targets to increase the number of Welsh learners in the community and the workplace, an increase in terms of language transmission within families, and in some areas, the natural growth within the population itself.

10.11 14 of the 15 strategies published include strategic aims, targets or action plans that outline activities to promote and facilitate the use of Welsh more widely. They vary a great deal in terms of detail and therefore at the end of the five year strategy the quality of the evidence that will enable organisations to assess their compliance with the standards will also vary greatly.

10.12 Most strategies referred in general terms to monitoring and reviewing progress, which would be conducted periodically and at the end of the five years. It is likely therefore that the quality of the evidence at the end of the strategy's five year cycle will vary, together with the ability of the organisations themselves to conduct a self-assessment of their success.

10.13 **Good features evident in promotion strategies**
The following features serve to strengthen the strategies and underline their credibility as authoritative documents.

Ownership and accountability
Some strategies demonstrate clear ownership by the whole organisation, eg. foreword by the Chief Executive, the Chair, and a clear accountability structure for implementation and assessment of progress.

Baseline
The most comprehensive strategies have based their targets and action plans for the promotion and facilitation of the language on qualitative and quantitative evidence of the area's Welsh language speakers and groups of Welsh speakers (using the Census, the Welsh Language Use Survey, relevant research conducted by the bodies themselves and others nationally); education data; language transmission data; information on current community provision; Welsh learner figures.

Clear vision
In any strategy one would expect to see a statement outlining a clear vision with relevant strategic priorities, and this is present in a number of these strategies. However, the opening pages of some strategies are unclear in terms of what the organisation hopes to achieve, and convey a sense of an obligation to conform to legal requirements. Others do set out their aim and target, but these are lost within the body of the strategy and there is no prominent position for them as an organisational or partnership vision. A clear statement of vision serves not only to enable the public to understand the aims of the organisation, but also helps the staff of the organisation, who have to implement the relevant actions.

Partners
Some of the strategies are partnership in nature, as some of the Language Forums have taken a central part in their formulation. Although every strategy that was part of this survey makes reference to partners / stakeholders, they vary greatly in terms of the proposed level of participation and collaboration. The strategies that place an emphasis on collaboration with partners and stakeholders strongly indicate that there is local ownership at a number of levels and not just at the level of the organisation alone. The most comprehensive action plans extend to every relevant area and demonstrate a commitment to work in partnership with organisations in the public and private sector together with the third sector, and of course local people.

The wider context
The most comprehensive strategies deal with the wider context of the growth and vitality of the Welsh language, the local social / economic context; cross references with WESPS and other strategies that overlap locally and nationally (health and wellbeing, for instance).

Measuring progress
The most comprehensive strategies set clear targets, strategic priorities, quantitative indicators, and a detailed action plan with clear links between activities and strategic priorities. The most comprehensive action plans set out targets with clear timescales and responsibilities.

Appendix 1

Survey methodologies

Every public organisation included in the Commissioner's surveys provides services to people in Wales. Each one that was subject to review had either received a compliance notice from the Commissioner including the standards relevant to the specific survey, or were implementing a statutory Welsh language scheme. Some organisations were included despite the fact that they were not required to provide some of the services at the time of review - either because the standard's imposition day had not passed or because the organisation had challenged the duty to comply.

Social media survey

The main aim of the survey was to gather information on the experience of using Welsh when using public organisations' social media account. The findings serve to assist to the Commissioner in drawing her conclusions on the compliance of organisations with the Welsh language standards.[54] The work was undertaken by the Commissioner's officers.

During April and May 2016, officers visited the social media accounts of 70 public organisations that implement the Welsh Language Standards (No.1) Regulations 2015, (No. 2) 2016 and (No. 5) 2016.[55] The Twitter and Facebook accounts of every organisation was visited once.

Officers recorded whether the accounts were maintained as separate Welsh and English accounts or bilingually, the number of followers and the number of messages. The language in which the organisation posted messages and the language used in reply was recorded.

Comments were also recorded regarding the quality of the service, regarding matters such as whether the accounts' biographies were available in Welsh or bilingually, how frequently the accounts were used; the consistency of the content, and whether language choice was acknowledged when replying to messages.

Telephone services survey

The main aim of the survey was to gather information on the experience of using Welsh when using public bodies' telephone services. The findings provide assistance to the Commissioner in drawing her conclusions on the compliance of organisations with the Welsh language standards.[56] The work was undertaken by the Commissioner's officers.

Between December 2016 and March 2017, 219 calls were made to the main telephone numbers of 73 public bodies implementing Welsh Language Standards (No.1) Regulations 2015; (No. 2) 2016, (No. 4) 2016 and (No. 5) 2016.[57] The Welsh language line was contacted if one was advertised by the organisation on its website. Three calls were made to each organisation, to the same main telephone number, with a different enquiry made each month at different dates and times.

The enquiry was made in Welsh and officers sought to only use Welsh during the call. Officers also sought to limit the use of English to ask for a service in Welsh.

Officers recorded whether the Welsh language was used to greet the caller and what language was used by the organisation to handle the call, from start to finish: did the operator succeed in conducting a conversation in Welsh and succeed in understanding the nature of the enquiry, transferring the call to another member of staff to provide a service with regard to the particular subject? Officers recorded whether the enquiry was handled entirely in Welsh. Observations were also recorded on the quality of service, with consideration given to issues such as whether a Welsh language service was offered proactively or did the researcher have to ask to use Welsh and whether that created a feeling of being a nuisance, and whether the number for the Welsh language service was the same as the number for the English language service.

Correspondence services survey

The main aim of the survey was to gather information on the experience of using Welsh when receiving a response to correspondence sent to public bodies. The findings serve to assist to the Commissioner in drawing her conclusions on the compliance of organisations with their duties under Welsh language standards or Welsh language schemes.[58] Trywydd was commissioned to undertake the work on behalf of the Commissioner.

Between November 2016 and March 2017 a total of 12 pieces of correspondence was sent to each one of 86 public organisations implementing Welsh Language Standards (No.1) Regulations 2015; (No. 2) 2016, (No.4) 2016 and (No. 5) 2016 together with Health Boards and NHS Wales Trusts. A total of 1, 032 pieces of correspondence was sent: letters, e-mails, text messages and messages to Facebook accounts.[59] The same number of correspondence was sent in both Welsh and English in order to compare response times and assess whether there was any delay due to the enquirer choosing to use Welsh.

---

[54] Standards 58, 59 Welsh Language Standards (No.1) Regulations 2015; 54, 55 Welsh Language Standards (No. 2) Regulations 2016; 55, 56 Welsh Language Standards (No. 5) Regulations 2016.
[55] A list of the public bodies included in the survey is provided in Appendix 2. Flintshire County Council did not have a Facebook account. The British Transport Police Authority did not have a Facebook or Twitter account.
[56] Standards 8, 9, 10, 11, 13, 16, 17 and 22 Welsh Language Standards (No.1) Regulations 2015; (No. 2) 2016, (No.4) 2016 and (No. 5) 2016.

[57] A list of the public bodies included in the survey is provided in Appendix 2. The relevant telephone services standards have not been imposed on the Student Loans Company nor the British Transport Police Authority. The telephone services of the Auditor General for Wales was not reviewed as the Wales Audit Office was included in the survey.
[58] Standards 1, 7, 58, 59 Welsh Language Standards (No.1) Regulations 2015; 1, 7, 54, 55 Welsh Language Standards (No. 2) Regulations 2015; 1, 7, 58, 59 Welsh Language Standards (No. 4) Regulations 2016; 1, 7, 55, 56 Welsh Language Standards (No. 5) Regulations 2016
[59] A list of the public bodies included in the survey is provided in Appendix 2.

The language in which the organisation responded to the correspondence and provided any further information was recorded. The number of working days the organisation took to respond was also recorded. Observations were also recorded on the quality of service, with consideration given to issues such as language quality and accuracy, style of correspondence and whether it was signed.[60]

Websites survey

The main aim of the survey was to gather information on the experience of using Welsh when using public bodies' websites. The findings serve to assist the Commissioner in drawing her conclusions on the compliance of organisations with their duties under Welsh language standards or Welsh language schemes.[61] The work was undertaken by the Commissioner's officers.

Between June and September 2016, officers visited the websites of 104 public organisations implementing Welsh Language Standards (No.1) Regulations 2015; (No. 2) 2016, (No. 5) 2016 and (No. 6) 2017 together with NHS Health Boards. A total of 3,285 pages were visited, around 30 pages from three specific areas of each website were examined.[62]

Officers recorded whether a language choice was offered on a splash page; whether every page visited was available in Welsh and corresponded to the English page; and whether it was possible to navigate from one language to another. When Welsh and English pages corresponded in terms of content and text, but did not correspond necessarily in terms of design, it was recorded that they did correspond unless the design had a negative impact on the meaning, and the Welsh language as a result was treated less favourably. If some of the content was missing, or if information was outdated, the page was recorded as being available in Welsh for the purposes of this specific survey.

Comments were also recorded regarding the quality of the service: the design of the pages, the standard of the language used and how easy it was to use.

Production and publishing of documents survey

The main aim of the survey was to gather information on the experience of using Welsh when seeking and using various documents from a public organisation - such as booklets, leaflets, pamphlets, cards, agendas and meeting discussion papers, minutes, annual reports, guidelines and press statements. The findings serve to assist to the Commissioner in drawing her conclusions on the compliance of organisations with the Welsh language standards.[63] The work was undertaken by the Commissioner's officers.

During March 2017, officers visited the websites of 26 public organisations implementing the Welsh Language Standards (No.1) Regulations 2015 to access documents available to download. The Welsh and English web pages were visited and the documents most recently published were accessed from the corresponding sections of the websites of organisations that deliver the same type of services. If the documents were not dated, the ones that appeared at the top of the page were downloaded.

A consistent number of the same type of documents were accessed from each organisation - a total of 207 documents. Officers recorded whether or not the same documents were available in English and Welsh.

Supplementary matters standards survey

The main aim of the survey was to gather information regarding the capacity of public organisations to publish strategies, procedures and information on their websites - documents produced by them in order to explain how they intend to comply with the standards. The findings serve to assist to the Commissioner in drawing her conclusions on the compliance of organisations with the Welsh language standards.[64] The work was undertaken by the Commissioner's officers

During July 2016, officers visited the websites of 26 public organisations implementing the Welsh Language Standards (No.1) Regulations 2015, to access documents recording the standards with which the organisation is required to comply; documents explaining how the organisation intends to comply with those standards; documents that outline the organisation's arrangements for monitoring compliance; and documents that set out the organisation's complaints procedure. The officers recorded whether or not the documents were available. During March 2017, officers visited the websites of 31 public organisations implementing the Welsh Language Standards (No.2) Regulations 2016 to access documents available to download.

[60] The following definitions were used for recording the language quality of the correspondence: accurate - text which is of an accurate grammatical standard and reads naturally; partly accurate - text that reads accurately on the whole but included mutation or spelling errors or Welsh that was non-standard; inaccurate - text where too many serious errors were a distraction.
[61] Standards 52, 55, 56 Welsh Language Standards (No.1) Regulations 2015; 48, 49, 50, 51, 52 Welsh Language Standards (No. 2) Regulations 2016; 52, 55, 56 Welsh Language Standards (No.4) Regulations 2016; 49, 50, 51, 52, 53 Welsh Language Standards (No. 5) Regulations 2016; 55, 56, 57, 58, 59 Welsh Language Standards (No. 6) Regulations 2017.
[62] The corresponding sections were examined on the websites of organisations delivering the same kind of services.

[63] Standards 40, 41, 43, 44, 46 of the Welsh Language Standards (No. 1) Regulations 2015
[64] Standards 155, 156, 157, 159, 161, 162, 163, 165, 167, 168, 169, 171, 173, 175 Welsh Language Standards (No.1) Regulations 2015, Standards 149, 150, 151, 153, 155, 156, 157, 159, 161, 162, 163, 165, 167, 169 Welsh Language Standards (No. 2) Regulations 2015.

During May 2017, officers revisited the websites of the public organisations implementing the Welsh Language Standards Regulations (No.1) and (No. 2), as well as the websites of organisations implementing the Welsh Language Standards Regulations (No. 4) and (No. 5) for the first time to access information on the organisations' arrangements regarding receiving complaints from the public about the way in which they are implementing the Welsh language standards. By this date, all but one of the organisations included in the review were required to comply with the relevant standards.[65]

Jobs survey

The main aim of the survey was to gather information on public bodies' practices in terms of including and describing Welsh language skills requirements when recruiting staff to new and vacant posts. The findings serve to assist the Commissioner in drawing her conclusions on the compliance of organisations with their duties under Welsh language standards or Welsh language schemes.[66] The work was undertaken by the Commissioner's officers.

Between November 2016 and March 2017 officers recorded information on 4,002 posts advertised on the websites of 73 public organisations implementing Welsh Language Standards Regulations (No.1) 2015; (No. 2) 2016, (No. 4) 2016 and (No. 5) 2016 together with Health Boards and NHS Wales Trusts.[67] The information was accessed by visiting the recruitment pages of individual organisations' websites and/or group websites if used. The Welsh and English pages were read if available.

Officers recorded which Welsh language skills were essential or desirable for each post based on the information published in the advertisements, job descriptions and person specifications. Officers recorded comments regarding the quality of the information: how organisations describe Welsh language skills requirements and how clear and meaningful the requirements were for the organisation and candidate. Officers also recorded whether information on the advertised posts was available in Welsh.

In terms of county councils, auxiliary posts in schools such as child transport staff, catering staff etc were recorded. Teaching staff and teaching assistant staff posts were not recorded.

Due to the large number of posts advertised by the health sector, a decision was made to record a selection only of the advertised posts. This included the six staff groups most likely to come into contact with the public - administrative and clerical; allied health professionals; clinical services; scientific and technical health professionals; doctors, dentists, and registered nurses and midwives. This was conducted between 1 February and 3 March 2017.

No volunteering opportunities advertised by organisations were recorded.

Raising awareness of Welsh language services survey

The main aim of the survey was to gather information regarding the extent to which public organisations promote the Welsh language services provided by them and actively encourage people to use these services. The findings provide assistance to the Commissioner in drawing her conclusions on the compliance of organisations with the Welsh language standards.[68] The Welsh Centre for Language Planning was commissioned to undertake the work on behalf of the Commissioner.

During February and March 2017, telephone interviews were conducted with officers from 25 public organisations implementing the Welsh Language Standards (No.1) Regulations 2015 in order to gather information on current procedures, their plans for the future and examples of good practice.[69] The officers were given interview guidelines beforehand and a set time was arranged for the interviews. Officers were also asked to provide any documentary evidence that would confirm compliance, such as policy documents, promotion and facilitation strategies; marketing and advertising guidance, grants guidelines and reception protocols.

Information was recorded regarding the practices of 25 organisations in terms of welcoming the use of Welsh in meetings; using Welsh in public events; displaying signs at receptions indicating that people are welcome to use Welsh and ensuring that reception staff also wear a badge for this purpose; advertising that Welsh language services are available in publicity material, documents and websites that refer to the corresponding English medium services; publishing information on the standards with which the organisation is required to comply, and an explanation of how the organisation will ensure compliance.

During the same period, 54 public receptions of 26 public organisations were visited once.[70] Each organisation's main reception was included together with the reception in regional offices, libraries, leisure sites and community education sites. A 'mystery shopper' method was adopted

[65] Standards 156, 162, 168 Welsh Language Standards (No.1) Regulations 2015; 150, 156, 162 Welsh Language Standards (No. 2) Regulations 2016; 150, 156, 162 Welsh Language Standards (No. 4) Regulations 2016; 153, 159, 165 Welsh Language Standards (No. 5) Regulations 2016. The Information Commissioner's Office had challenged the relevant standards and as such the duty to comply was postponed.
[66] Standards 136A, 137, 137A, 138, 139 Welsh Language Standards (No.1) Regulations 2015; 132A, 133, 133A, 134, 135 Welsh Language Standards (No. 2) Regulations 2016; 131A, 132, 132A, 133, 134 Welsh Language Standards (No.4) Regulations 2016; 134A, 135, 135A, 135, 136 Welsh Language Standards (No. 5) Regulations 2016.
[67] The public organisations included in the survey are listed in Appendix 2. Ten of the organisations surveyed did not advertise any posts at the time of review.

[68] Standards 30, 35, 67, 68, 81, 82, 155, 159, 161, 165, 167, 171, 173, 175 Welsh Language Standards (No.1) Regulations 2015.
[69] A list of the public bodies included in the survey is provided in Appendix 2. Merthyr Tydfil County Borough Council did not wish to take part in the survey.
[70] Receptions maintained by Merthyr Tydfil County Borough Council were included in the survey.

with a specific enquiry. A record was kept regarding whether and how any Welsh language service provided was advertised at reception. If an English medium service was advertised, a record was kept of whether there was a corresponding service in Welsh. A record was also kept regarding whether a sign was displayed at the location indicating that people were welcome to use Welsh, materials such as Working Welsh posters.[71] A record was also made of whether the reception staff could provide a Welsh language service and whether they wore a badge to signify this. A record was also kept regarding whether documents were available at reception outlining with which standards the organisation is required to comply.

The Twitter and Facebook accounts of the same 26 organisations were visited to determine whether Welsh language services are promoted and advertised - a record was kept regarding whether there was a direct statement outlining that Welsh language services were available or whether the accounts gave a general impression that Welsh language services were available.

Promotion standards survey

The main aim of the survey was to gather information regarding to what extent public organisations promote the Welsh language in accordance with the standards imposed on them - standards in relation to any activity intended to promote or facilitate the use of Welsh more widely.[72] The findings serve to assist the Commissioner in drawing her conclusions on the compliance of organisations with the Welsh language standards as well as highlighting examples of good practice.[73] Nico was commissioned to undertake the work on behalf of the Commissioner.

Between February and March 2017, the websites of 21 public organisations implementing the Welsh Language Standards (No.1) Regulations 2015 were visited to check whether the organisation had published their Welsh language promotion strategy. Although the relevant standards had been imposed on 25 public organisations, only 21 were included in the survey. The remaining organisations had either challenged the standard or the imposition day of the standard had not passed at the time of the survey.

A record was kept of whether the organisation had published a 5-year strategy outlining how the organisation intends to promote the Welsh language and facilitate its use more widely in the area; whether a target to maintain or increase the percentage of Welsh speakers in the area within 5 years was included; and whether the organisation included a statement to explain how it intended to reach the target and the date it would assess the strategy and publish an updated version.

Comments were also recorded regarding the quality of the strategies giving consideration to how likely they would enable the organisations to comply with specific standards.

An assessment was made of the adequacy of the strategies in relation to enabling organisations to assess any success together with the accountability framework related to the activities themselves. Good practice was recorded in order to identify transferable features that would encourage their adoption by other organisations in order to improve compliance.

Welsh Speakers Omnibus Survey

The main aim of this survey was to gather information on the attitudes of Welsh speakers towards the Welsh language services provided by public organisations and their experience of using them. Beaufort Research were commissioned to undertake the work on behalf of the Commissioner and during March 2017, telephone interviews were conducted with 500 Welsh speakers 16 years and over.

Officers recorded responses to questions involving the opinion of people on the opportunities available to use the Welsh language in their everyday lives, with businesses, charities and public organisations, and also in relation to which language they prefer to use when dealing with public organisations in situations such as phoning the county council or receiving healthcare services. Contributors were also asked for their opinion on a series of statements relating to receiving services in Welsh if they so wish, Welsh language services being actively offered to them, the rights of people to use Welsh and people's ability to complain if they are dissatisfied with the provision on offer.

As a similar survey was held in March 2016, the findings assist the Commissioner in measuring whether people's experiences in using the Welsh language are improving as Welsh language standards becomes established.

Discussion groups

The main aim of the groups was to gather information on people's experience of choosing to use the Welsh language in accessing services from public organisations. The work was undertaken by the Commissioner's officers.

The discussion groups on rights to use the Welsh language were held during July and December 2016, in Caernarfon, Wrexham, Cardiff, Carmarthen, Ruthin, Llangefni, Merthyr Tydfil and Cardigan, attracting around 60 participants.

---

[71] The Welsh Language Commissioner provides free Iaith Gwaith resources in order to help organisations promote opportunities to use Welsh when delivering services to the public in Wales.
[72] A list of the public bodies included in the survey is provided in Appendix 2. Although standards 145 and 146 were included in every county councils' compliance notices, four councils were omitted from the survey due to the fact that they had either challenged the standard or the imposition day had not passed at the time of review.
[73] Standards 145, 146 of the Welsh Language Standards (No. 1) Regulations 2015.

Appendix 2

Public organisations surveyed

Every public organisation included in the Commissioner's surveys provides services to people in Wales. Each one surveyed has either received a compliance notice from the Commissioner or is implementing a statutory Welsh language scheme. Some organisations were included even though they were not required to provide some of the services during the survey period - either because the standard's imposition day had not passed or that the organisation had challenged the duty to comply.

The Welsh Language Standards (No. 1) Regulations 2015

Organisation	social media	telephone	correspondence	websites	jobs	producing and publishing reports	supplementary provisions	raising awareness of Welsh language Services	promoting the Welsh language
Pembrokeshire Coast National Park Authority	✔	✔	✔	✔	✔	✔	✔	✔	✔
Brecon Beacons National Park Authority	✔	✔	✔	✔	✔	✔	✔	✔	
Snowdonia National Park Authority	✔	✔	✔	✔	✔	✔	✔	✔	✔
Blaenau Gwent County Borough Council	✔	✔	✔	✔	✔	✔	✔	✔	
Caerphilly County Borough Council	✔	✔	✔	✔	✔	✔	✔	✔	✔
Neath Port Talbot County Borough Council	✔	✔	✔	✔	✔	✔	✔	✔	
Conwy County Borough Council	✔	✔	✔	✔	✔	✔	✔	✔	✔
Merthyr Tydfil County Borough Council	✔	✔	✔	✔	✔	✔	✔	✔	
Bridgend County Borough Council	✔	✔	✔	✔	✔	✔	✔	✔	✔
Rhondda Cynon Taf County Borough Council	✔	✔	✔	✔	✔	✔	✔	✔	✔
Torfaen County Borough Council	✔	✔	✔	✔	✔	✔	✔	✔	✔
Wrexham County Borough Council	✔	✔	✔	✔	✔	✔	✔	✔	✔
Swansea City and County Council	✔	✔	✔	✔	✔	✔	✔	✔	✔
Cardiff City Council	✔	✔	✔	✔	✔	✔	✔	✔	✔
Newport City Council	✔	✔	✔	✔	✔	✔	✔	✔	✔
Gwynedd Council	✔	✔	✔	✔	✔	✔	✔	✔	✔
Vale of Glamorgan County Council	✔	✔	✔	✔	✔	✔	✔	✔	✔
Ceredigion County Council	✔	✔	✔	✔	✔	✔	✔	✔	✔
Denbighshire County Council	✔	✔	✔	✔	✔	✔	✔	✔	✔
Monmouthshire County Council	✔	✔	✔	✔	✔	✔	✔	✔	✔
Carmarthenshire County Council	✔	✔	✔	✔	✔	✔	✔	✔	✔

	Organisation	social media	telephone	correspondence	websites	jobs	producing and publishing reports	supplementary provisions	raising awareness of Welsh language Services	promoting the Welsh language
The Welsh Language Standards (No. 1) Regulations 2015	Pembrokeshire County Council	✔	✔	✔	✔	✔	✔	✔	✔	✔
	Powys County Council	✔	✔	✔	✔	✔	✔	✔	✔	✔
	Flintshire County Council	✔	✔	✔	✔	✔	✔	✔	✔	✔
	Isle of Anglesey County Council	✔	✔	✔	✔	✔	✔	✔	✔	✔
	Welsh Ministers	✔	✔	✔	✔	✔	✔	✔	✔	
The Welsh Language Standards (No. 2) Regulations 2016	National Museums Wales	✔	✔	✔	✔			✔		
	The Auditor General for Wales[74]							✔		
	The Quality Assurance Agency for Higher Education	✔		✔	✔	✔		✔		
	BBC		✔	✔	✔	✔		✔		
	Wales Millennium Centre	✔	✔	✔	✔	✔		✔		
	Sports Wales	✔	✔	✔	✔	✔		✔		
	Colleges Wales	✔	✔	✔	✔	*		✔		
	The Royal Commission on the Ancient and	✔	✔	✔	✔	✔		✔		
	The Commission for Equality and Human Rights	✔	✔	✔	✔	✔		✔		
	The Local Democracy and Boundaries	✔	✔	✔	✔	*		✔		
	The Children's Commissioner for Wales	✔	✔	✔	✔	*		✔		
	The Commissioner for Older People in Wales	✔	✔	✔	✔	✔		✔		
	The Student Loans Company	✔			✔	✔		✔		
	Natural Resources Wales	✔	✔	✔	✔	✔		✔		

[74] The Auditor General for Wales was not included in the surveys. Instead the surveys focussed on the Wales Audit Office who provide support to the Auditor General's functions.

	Organisation	social media	telephone	correspondence	websites	jobs	producing and publishing reports	supplementary provisions	raising awareness of Welsh language Services	promoting the Welsh language
The Welsh Language Standards (No. 2) Regulations 2016	Welsh Local Government Association	✔	✔	✔	✔	✔		✔		
	The Arts Council of Wales	✔	✔	✔	✔	✔		✔		
	Wales Council for Voluntary Action	✔	✔	✔	✔	*		✔		
	The Welsh Books Council	✔	✔	✔		*		✔		
	Estyn	✔	✔	✔	✔	✔		✔		
	National Botanic Garden of Wales	✔	✔	✔	✔	✔		✔		
	The National Library of Wales	✔	✔	✔	✔	✔		✔		
	National Theatre Wales	✔	✔	✔	✔	*		✔		
	National Opera of Wales	✔	✔	✔	✔	✔		✔		
	S4C	✔	✔	✔	✔	✔		✔		
	The Learning and Work Institute	✔	✔	✔	✔	✔		✔		
	Wales Audit Office	✔	✔	✔	✔	✔		✔		
	The Information Commissioner's Office	✔	✔	✔	✔	✔		✔		
	Theatr Genedlaethol Cymru	✔	✔	✔	✔	✔		✔		
	Data Unit Wales	✔	✔	✔	✔	✔		✔		
	The Electoral Commission	✔	✔	✔	✔	*		✔		
	The Big Lottery Fund	✔	✔	✔	✔	✔		✔		
	The Office of Communications	✔	✔	✔	✔	*		✔		
The Welsh Language Standards (No.4) Regulations 2016	Education Workforce Council		✔	✔		✔		✔		
	Mental Health Review Tribunal for Wales		✔	✔				✔		
	Special Educational Needs Tribunal for Wales		✔	✔				✔		

Organisation	social media	telephone	correspondence	websites	jobs	producing and publishing reports	supplementary provisions	raising awareness of Welsh language Services	promoting the Welsh language
Residential Property Tribunal Wales		✔	✔				✔		
Valuation Tribunal for Wales		✔	✔		*		✔		
Agricultural Land Tribunal for Wales		✔	✔				✔		
The British Transport Police Authority	*		✔	✔	✔		✔		
Mid and West Wales Fire and Rescue Authority	✔	✔	✔	✔	✔		✔		
South Wales Fire and Rescue Authority	✔	✔	✔	✔	✔		✔		
North Wales Fire and Rescue Authority	✔	✔	✔	✔	✔		✔		
The Independent Police Complaints Commission	✔	✔	✔	✔	✔		✔		
Powys Police and Crime Commissioner	✔	✔	✔	✔	✔		✔		
North Wales Police and Crime Commissioner	✔	✔	✔	✔	✔		✔		
Gwent Police and Crime Commissioner	✔	✔	✔	✔	*		✔		
South Wales Police and Crime Commissioner	✔	✔	✔	✔	✔		✔		
The Chief Constable of South Wales Police	✔	✔	✔	✔	✔		✔		
The Chief Constable of Dyfed Powys Police	✔	✔	✔	✔	✔		✔		
The Chief Constable of North Wales Police	✔	✔	✔	✔	✔		✔		
The Chief Constable of Gwent Police	✔	✔	✔	✔	✔		✔		
The Chief Constable of the British Transport	✔		✔	✔	✔		✔		
Adult Learning Wales									
Careers Wales				✔					

Organisation	social media	telephone	correspondence	websites	jobs	producing and publishing reports	supplementary provisions	raising awareness of Welsh language Services	promoting the Welsh language
The Royal Welsh College of Music and Drama				✔					
Cardiff and Vale College				✔					
Coleg Cambria				✔					
Coleg Ceredigion				✔					
Coleg Gwent				✔					
Gower College Swansea				✔					
Merthyr Tydfil College				✔					
Coleg Penybont				✔					
Pembrokeshire College				✔					
Coleg Sir Gâr				✔					
Coleg y Cymoedd				✔					
Saint David's Catholic College				✔					
Higher Education Funding Council Wales				✔					
Grŵp Llandrillo-Menai				✔					
NPTC Group of Colleges				✔					
Swansea University				✔					
Aberystwyth University				✔					
Bangor University				✔					
Cardiff University				✔					
University of Wales Trinity St David				✔					
The University of Wales				✔					

	social media	telephone	correspondence	websites	jobs	producing and publishing reports	supplementary provisions	raising awareness of Welsh language Services	promoting the Welsh language
Organisation									
The Welsh Language Standards (No. 5) Regulations 2016									
The University of Wales				✔					
Glyndŵr University				✔					
Cardiff Metropolitan University				✔					
The Open University				✔					
Welsh Language Schemes									
Powys Teaching Health Board			✔	✔	✔				
Abertawe Bro Morgannwg University Health			✔	✔	✔				
Aneurin Bevan University Health Board			✔	✔	✔				
Betsi Cadwaladr University Health Board			✔	✔	✔				
Cardiff and Vale University Health Board			✔	✔	✔				
Cwm Taf University Health Board			✔	✔	✔				
Hywel Dda University Health Board			✔	✔	✔				
Felindre NHS Trust			✔		✔				
Welsh Ambulance Services NHS Trust			✔		✔				
Public Health Wales NHS Trust			✔		✔				

✔ a duty to provide services in accordance with every standard reviewed during the survey period, data recorded

✔ no duty to provide services in accordance with every standard reviewed during the survey period, data recorded

* required to provide services in accordance with standard/standards reviewed, no data available for the records

* not required to provide services in accordance with standard/standards reviewed, no data available for the records

Notes

....

....

....

....

....

....

....

....

....

....

....

....

....

....

....

....

....

....

....

....

....

....

....

....

....