

Culture, Welsh Language and Communications Committee

Date: 14 November 2018

Time: 09:30-10:30am

Title: Evidence paper to inform scrutiny of Draft Budget 2019-20 from the Culture, Welsh Language and Communications Committee

Purpose

1. To provide information on the Draft Budget 2019-20 in relation to the Welsh language as requested by the Culture, Welsh Language and Communications Committee.

Timing

2. The draft budget was published as part of a two stage process; publishing an outline budget (stage 1) on 2 October followed by a detailed budget (stage 2) on 23 October.

Background

3. In July 2017, we launched our *Cymraeg 2050* strategy, setting out our vision to reach a million Welsh speakers by 2050 and increase the percentage of the population who speak Welsh daily from 10% to 20% by 2050. The strategy has three main themes:
 - Theme 1: Increasing the number of Welsh speakers
 - Theme 2: Increasing the use of Welsh
 - Theme 3: Creating favourable conditions – which entails securing the right infrastructure and context to enable themes 1 and 2 to happen.
4. Census results show that in 2011 there were approximately 562,000 Welsh speakers. During the process of drafting the *Cymraeg 2050* strategy, the projection for the number of Welsh speakers by 2050 (i.e. the number of Welsh speakers that was predicted if the prevailing patterns and trends regarding the Welsh language and the population had continued until 2050, with no further intervention to increase the number of speakers), was 666,000.
5. Reaching a million speakers therefore necessitated a step-change in order to see the requisite increase. The approach in the strategy follows a vision to increase the number of speakers, increase use of the language, and improve the infrastructure using a life-course approach followed in other administrations with minority languages such as Catalonia.
6. Previous Welsh Government strategies for the language focussed on maintaining the number of speakers, however the target of a million speakers is deliberately ambitious. Its aim is to change people's mindsets and work towards a situation where the language is truly thriving. This expansive approach requires a shift in attitude and resources to achieve a better balance between regulation to provide rights to existing Welsh speakers on the one hand, and a clear programme of work of positive encouragement and reinforcement on the other. The aim is to

increase the use of the language in all aspects of the daily lives of fluent Welsh speakers, those who may be reluctant to use the language and new speakers.

7. The strategy provides a trajectory for the journey to a million speakers (a trajectory was developed alongside the strategy to demonstrate one possible path of reaching a million Welsh speakers by 2050, based on the policy intentions included in the strategy). The *Work Programme for 2017-21*, published in tandem with the strategy, sets out what we will do during this Assembly to lay the foundations. The early milestones to show that we are on the right course will be:
 - A small increase in language transmission rates in families by the 2021 Census, continuing the trend seen between 2001 and 2011
 - An increase in the percentage of learners in Welsh-medium education, from 22 per cent (based on 7,700 seven-year-old learners in 2015/16) to 24 per cent (about 8,400) by 2021, in order to be on track to reach 30 per cent (about 10,500 in each year group) by 2031 and then 40 per cent (about 14,000 in each year group) by 2050.
8. Much of our focus, therefore, is on advancing these two areas of work between now and 2021 in order to strengthen the foundations for the future.
9. We are also keeping a close eye on indicators of language use associated with the target of increasing the percentage speaking Welsh daily from 10 per cent of the population to 20 per cent in 2050. Increasing the percentage to 11 per cent by 2021 is our first milestone.

Response

10. The following information is provided in the order requested in the commissioning letter dated 25 September 2018 under the following headings:
 - **Part 1: Commentary on Actions and detail of Budget Expenditure Line (BEL) allocations**
 - **Part 2: Other information**
 - **Part 3: Specific areas**

Part 1: Commentary on Actions and detail of Budget Expenditure Line (BEL) allocations

11. Our commitment to the Welsh language remains as strong as ever, as evidenced by the challenging target we have set ourselves in *Cymraeg 2050*. In increasingly difficult and uncertain financial times, we have maintained the budget to support the Welsh language at 2018-19 levels. This will ensure that the investment to lay the foundations required as we work to reach a million Welsh speakers by 2050 continues.
12. The table at **Annex 1** provides a breakdown of budgets relating to Welsh language funding as requested by the committee by BEL for 2019-20. The report provides detail on 2018-19 First Supplementary Budget allocations, 2018-19 forecast outturn and 2017-18 final outturn.

13. The budget for 2019-20 includes continuation of additional £1.5m funding allocated in 2018-19: £0.5m to improve provision of bilingual education resources and £1m for Mudiad Meithrin to increase Welsh-medium childcare provision as a result of the two year Budget agreement with Plaid Cymru. The budget for 2019-20 also includes continuation of £5m funding for Cymraeg Gwaith and promotion from the 2017-18 Budget agreement.
14. The purpose of the three BELs in the table at Annex 1 are to support the *Cymraeg 2050: a million Welsh speakers Strategy and Work Programme*. A breakdown of each one is provided below:

Welsh in Education BEL

15. The BEL supports actions related to Welsh-medium and Welsh language education within *Cymraeg 2050*, which includes:
- The planning of Welsh-medium education to include implementing recommendations made within Aled Roberts Rapid Review of the WESPs
 - The delivery of practitioner training through the Sabbatical Scheme
 - The delivery of Welsh-language training through the National Centre for Learning Welsh
 - Commissioning of teaching and learning resources
 - Promoting language transmission in families
 - Delivery of the Welsh Language Charter programme
 - Funding for the Coleg Cymraeg Cenedlaethol and the development of post-16 Welsh-medium provision.
16. New plans for 2019-20, when compared with the original 2019-20 plans as per the 2018-19 final budget, shows a decrease of £2m to the BEL. This decrease relates to a transfer of funding to the Welsh Language BEL and there is therefore a corresponding increase in the budget allocated to the Welsh Language BEL. This is to ensure that the £5m allocated as part of the Plaid Cymru agreement is accurately split over the relevant budgets.

Welsh Language BEL

17. The purpose of the Welsh Language BEL is to support the aims of the Welsh Government's new Welsh Language Strategy – *Cymraeg 2050* in relation to increasing the use of Welsh and securing the right infrastructure (information about the new strategy can be found at paras 3-9 above).
18. As outlined in paragraph 16 the BEL budget has increased by £2m due to the transfer of funding from the Welsh in Education BEL.

Welsh Language Commissioner BEL

19. The purpose of the Welsh Language Commissioner BEL is to fund the position of the Welsh Language Commissioner. The Commissioner has wide ranging functions and powers which include:

- Working towards ensuring that the Welsh language is treated no less favourably than the English language
- Imposing duties on persons who come within the scope of the Measure to comply with standards relating to the Welsh language
- Conducting inquiries into matters relating to the Commissioner's functions
- Investigating alleged interference with an individual's freedom to communicate in Welsh with another individual
- Promoting and facilitating the use of the Welsh language especially within the 3rd and private sectors.

20. For the Welsh Language Commissioner's BEL an additional £32k has been allocated during 2018-19 to cover a possible overlap period when the current Commissioner and the new Commissioner will both be in post. This £32k has been highlighted as a pressure against the Welsh Language Commissioner's BEL. This will not be required for 2019-20.

Part 2: Other information

Information on how the delivery of the Welsh Language portfolio and associated outcomes are monitored and evaluated to demonstrate value for money

21. In terms of ensuring value for money, clarity over how we use our resources effectively is central to delivering the priorities set out in Taking Wales Forward and Prosperity for All. My priorities are clear:
- Increasing the number of Welsh speakers to 1 million by 2050
 - Increasing the percentage of the population who use Welsh daily from 10% to 20% by 2050
 - Creating favourable conditions through improving infrastructure and creating the context to allow the language to flourish.
22. Once expenditure is planned in line with my priorities, I have well-established processes in place to ensure that resources are used effectively for the purposes intended.
23. The *Cymraeg 2050 Work Programme for 2017-21* details the steps we will prioritise during the first phase of the strategy in order to lay all-important foundations towards a million speakers.
24. Recent work includes research to support the teaching of Welsh in the context of developing the curriculum and assessment arrangements in Wales. The report *An overview of approaches to second language acquisition and instructional practices* was published in February 2018, and a *Rapid evidence assessment: Effective second language teaching approaches and methods* in June 2018. Initial findings of the process evaluation of the Cymraeg for Kids programme was published in October, with the final review to follow later in the year – its findings will be fed into the planning and delivery of the next contract which is due to commence in April 2019.

25. An independent review of the Coleg Cymraeg Cenedlaethol was published in July 2017 and its remit included considering value for money in relation to the funding of the Coleg. With the expansion of the remit of the Coleg Cymraeg Cenedlaethol to the further education and work based learning sectors, for 2018-19 an allocation of £150k was included in the funding agreement for the Coleg to expand activity in areas where an immediate benefit for the development of Welsh-medium post-16 provision. The allocation for 2019-20 will be dependent on the priorities identified within the new post-16 implementation plan under development.
26. In addition to budget provided directly to the Coleg, budgets across the Welsh Government and especially within the Welsh Language Division support post-16 development. A new implementation plan will ensure that all budget and resources aimed at Welsh-medium post-16 developments is targeted and interventions are prioritised to achieve best value for money and impact.
27. In measuring the delivery of *Cymraeg 2050*, we will, of course, measure our progress against our target of a million Welsh speakers. For this administration, progress in delivering the short term targets outlined in the Work Programme for 2017-21 will be a measure of progress towards achieving the aims of *Cymraeg 2050*. Progress as a whole is monitored from year to year through a process which leads to the publication of an Annual Report.
28. Regarding preventative spend, our target of increasing Welsh language early years provision by 40 nursery groups by 2021 has the aim of creating bilingual citizens of the future. Cylchoedd Meithrin contribute to nurturing the conditions which create new Welsh speakers by immersing children in the language and its culture, and by helping to feed Welsh-medium schools. This spend on the early years prepares the ground for further interventions in the shape of, for instance, the Siarter Iaith (which has the aim of establishing Welsh-language use among school children from an early age), and has the potential to reduce spend on promotion among older age groups, as their language practices will already have taken root.
29. Furthermore, the digital landscape is a game-changer for the Welsh language, several elements of which could be considered as preventative spend. Welsh Language Division officials have been working with my Welsh Language Technology Board to draft an Action Plan for Welsh language technology. The Plan will involve ensuring Welsh language digital components are created and maintained so that they can be used and reused widely by all organisations and individuals. The spread of Welsh language technology is also essential for the normalisation of the Welsh language and enabling people to use it in their day to day lives, thus driving Theme 2 of our strategy surrounding use of the language. The Plan was launched in an Oral Statement on 23 October, and deals with three key areas:
 - Welsh Language Speech Technology (e.g. Welsh language speech to text recognition and text to speech synthesis). The long-term aim would be to see these facilities integrated into mobile devices and used on digital assistants (as is the case currently with the English language)

- Computer-assisted translation, i.e. sharing and reusing English<>Welsh text translations via 'translation memory' technology. The corpus of translations thereby created would feed automatic translation engines, with the potential of further increasing the amount of English<>Welsh translation available
- Conversational Artificial Intelligence, whereby machines would *understand* the Welsh language (in addition to *recognising* it). This technology could, for example, be used for the chatbot services that public authorities are increasingly adopting.

30. As a Government we are committed to using the Well-being of Future Generations (Wales) Act to improve how we make decisions about the social, economic, environmental and cultural well-being of Wales. Our goal is to ensure we reflect the sustainable development principle and our spending plans aim to achieve a balance between short and long-term priorities.

Information on allocations (and their location) in your portfolio to provide for Welsh language legislation which has the potential to impact in the 2019-20 financial year.

31. No legislation will be introduced that will impact the 2019-20 financial year. In my statement in Plenary on 5 June, I noted that Welsh Language Standards were currently on hold, therefore no new subordinate legislation will be prepared to bring new bodies under Standards for the time being as staffing resources have been prioritised on developing the Welsh Language Bill.

Implications of a UK exit from the EU on the Welsh Language portfolio, and how the Welsh Government will manage any predicted impact.

32. As the potential implications of Brexit becomes clearer and closer, there will be an impact on the Welsh language and on the Welsh Government's ability to respond to the *Cymraeg 2050* strategy following our exit from the EU. The impacts will be indirect in nature due to the effect on some key sectors, including agriculture, especially upland farming, rural areas, the rural economy and the impact on structural funds for the third sector and education institutions.

33. The main impact will be on the viability of rural communities; a vibrant economy is integral to creating the social conditions where Welsh speakers can stay in Welsh-speaking communities, or return to work in those communities. Any impact on the rural economy of Wales will have a direct impact on the Welsh language.

34. The Welsh Language Division works across Government to support policy development which responds to the challenges of exiting the EU; the levers to mitigate these impacts are mainly within the Economy, Skills and Natural Resources Divisions.

Part 3: Specific areas

Updates on allocations in 2017-18 budget

Information on outcomes relating to the £3 million of additional funding allocated to the National Centre for Learning Welsh within the 2017-18 Welsh in Education BEL.

35. The additional £3m allocated to the National Centre for Learning Welsh in 2017-18 enabled it to launch a new programme of training and support which focussed on developing Welsh language skills in the workplace.
36. More than 4,600 employees from a wide range of workplaces benefited from the training offered by 'Cymraeg Gwaith' ('Work Welsh') during the year, ranging from online courses for beginners to intensive training and residential courses aimed at building confidence in using Welsh in the workplace.

Information on outcomes relating to the £400,000 funding allocated to help small and medium sized enterprises to become 'more bilingual'.

37. £400k was allocated to help small and medium sized enterprises to become more bilingual. The project has employed 10 Welsh for Business outreach officers across Wales to ensure that practical support is available to SMEs and microbusinesses (under 10 employees) to help them increase their use of the Welsh language. These outreach officers are based in Mentrau Iaith offices, and coordinated centrally. The Welsh Language Commissioner currently provides some support to larger businesses – however, there are currently over 90,000 SMEs in Wales that do not have access to support or assistance to guide them on using more Welsh language.
38. During the first year of the project, over 1,000 businesses had contact with the Welsh for Business outreach officers. Over a third of these businesses are now using the "Working Welsh/Iaith Gwaith" logo to ensure that customers can recognise when Welsh language customer services are available. Over 150 short translations were provided to businesses to support them to make the Welsh more visible. This free translation service is one which I am eager to expand substantially
39. As a result, over the coming months, I will also be launching a national Cymraeg "information contact point" (the official title is currently being developed with marketing colleagues) as a first port of call for anyone interested in the Welsh language. It will provide short translations and signposting to help available free of charge for businesses and third sector organisations to assist them to make the Welsh language more visible (e.g., on their social media, menus, advertising, signage). Our intention is to create an ecosystem between this contact point and the business outreach officers that will further enable them to create bilingual plans for their workplace. The information contact point will also provide us with detailed analytic reports of the provenance and type of enquiries, upon which we can base further policy interventions in this field.
40. The remainder of the additional funding for 2018-2019 is being used to enhance and strengthen the promotion function already undertaken by the

Welsh Government, for example, our new Welsh Language Technology Action Plan.

Update on allocation in 2018-19 budget.

Update on the allocation of £1.5m from reserves, which included £500,000 for bilingual resources and £1m for Mudiad Meithrin.

41. As a result of the additional allocation of £500k for bilingual resources, funding has been provided in several areas. These include vocational resource provision where Coleg Cymraeg Cenedlaethol has been awarded a grant to identify the current provision of teaching and learning resources for seven vocational priority areas. Funding will be provided for the translation and commissioning of bilingual resources to support the current and reformed qualifications and curriculum.
42. Alongside these projects, the additional allocation of £500k will support research into the current usage of resources, the finding of which will feed into decisions about future requirements.
43. The additional £1m allocated to Mudiad Meithrin in 2018-19 has enabled it to undertake a new programme aimed at supporting the establishment of new Welsh-medium childcare settings across Wales. These settings are being established in areas where there is a current lack of Welsh-medium childcare provision and that additional provision is likely to succeed in increasing the number of children who progress to Welsh-medium education. The aim is to ensure that the first 10 of these new settings will open during the 2018-19 academic year.

Update on the £600,000 transferred from the Foundation Phase BEL and Communities and Children BEL to the Mudiad Meithrin to support training and development of early years staff.

44. This funding has enabled Mudiad Meithrin to offer opportunities for students to gain a Level 3 Diploma in Children's Care, Learning and Development through the medium of Welsh. The diploma combines written and practical assessments with placements in Welsh-medium settings allowing students to gain real work experience. This year's cohort of 122 learners are due to complete their studies by summer 2019. Additional steps were taken during the recruitment process to encourage applications from areas where additional Welsh-medium provision is being established to help extend provision and build workforce capacity in parallel.

Information on the development of the Welsh language provision through the new Childcare Offer, and whether it is anticipated that the Offer will have any implications for the Welsh language budget in 2019-20.

45. Supporting Welsh-medium and bilingual provision is a key part of the Childcare Offer for Wales with a commitment to increase the number of government funded Welsh-medium childcare places. There are no direct implications on the

Welsh language budget to deliver the Offer in 2019-20. It is however important to ensure that the Welsh language budget does continue to support existing Welsh-medium settings and develop new provision. It should also contribute to the work of strengthening Welsh language skills amongst childcare practitioners to ensure increased opportunities for families across to access Welsh-medium and bilingual provision as the Offer is rolled out across Wales.

46. Further data is required in order to fully understand the expected demand for Welsh-medium provision through the Offer. As a result, it is difficult to anticipate the impact of the Offer at this time.
47. Data collected from local authorities, as well as an evaluation undertaken during the pilot phase, will provide evidence on the demand and take up of Welsh medium and bilingual childcare provision within the Offer. The final evaluation report is due to be published in November 2018.
48. Whilst the Welsh language budget does not directly fund any part of the delivery of the Childcare Offer, we will need to be aware of the findings of this evaluation and trends within the data and try to see whether programmes, including Mudiad Meithrin's grant programme, can respond to them.

Welsh Language Commissioner

Allocations and commentary in respect of the budget allocation for the Welsh Language Commissioner in 2019–20.

49. The Commissioner will receive £3.051m from Welsh Government in 2019-20. This is the same amount as was allocated in 2018-19 (less £32k for possible transition arrangements – see paragraph 20).
50. A new Commissioner will be in post from 1 April 2019. We will discuss spending priorities for the 2019-20 financial year with the incoming Commissioner early in 2019.

Welsh in Education Strategic Plans

Details relating to the £46 million of capital expenditure allocated to support the growth of Welsh medium education.

51. Through the Welsh Medium Capital Grant and Childcare Offer Capital Grant, £46m was allocated from the Education Infrastructure BEL within the Education MEG to support the growth in Welsh medium Education.
52. Funding to support the expansion of Welsh language learning is allocated (on a 100% basis) to the projects recommended by the Welsh Language Capital Grant Investment Panel. The total funding commitment of £46m (divided between the Welsh Medium Capital Grant £32.81m and Early Years Capital Grant £13.02m) will deliver 41 projects across 16 local authorities and create

2,818 additional school and childcare places for Welsh medium learners. Those projects which have not been approved for support have been placed on a reserve list and further advice will be submitted in terms of options to support projects detailed in the reserve list.

53. We recently announced further funding in 2018-19 to support the Welsh language, through an additional capital allocation of £2.75m to upgrade the Urdd camps at Glan-llyn, near Bala and Llangrannog. This funding was made available from the existing 21st Century Schools and Education Programme.
54. This is in addition to the £5 million for the Pantycelyn development announced earlier this year from the Education Infrastructure BEL.
55. The Cabinet Secretary for Education has also provided information to the CYPE Committee on the budget provision to support the implementation of the Welsh-medium element of the *Cymraeg 2050* strategy. It included budget provision to support local authorities' Welsh in Education Strategic Plans.

Specific Allocations within BELs

Action	BEL Description	2017-18 Final Outturn	2018-19 Supplementary Budget June 2018	2018-19 Forecast (Period 6)	2019-20 Plans as per 2018-19 Final Budget	Changes	2019-20 New Plans Draft Budget
Welsh in Education	Welsh in Education	27,206	31,361	29,050	31,361	-2,000	29,361
Total Welsh in Education Action		27,206	31,361	29,050	31,361	-2,000	29,361
Welsh Language	Welsh Language	6,181	3,913	6,224	3,913	2,000	5,913
	Welsh Language Commissioner	3,051	3,051	3,083	3,051	0	3,051
Total Welsh Language Action		9,232	6,964	9,307	6,964	2,000	8,964
TOTAL BUDGET		36,438	38,325	38,357	38,325	0	38,325