



SOCIAL RESEARCH NUMBER:

62/2023

PUBLICATION DATE:

13/06/2023

Review of the Welsh Government Grant Scheme to Promote and Facilitate the Use of the Welsh Language

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Full research report: Hughes, B., Jones, K., Jones, R., and Lewis, H. (2023). *Review of the Welsh Government Grant Scheme to Promote and Facilitate the Use of the Welsh Language*. Cardiff: Welsh Government, report number GSR 62/2023.
Available at: <https://www.gov.wales/welsh-government-grant-scheme-promote-and-facilitate-use-welsh-language-review>

Views expressed in this report are those of the researchers and not necessarily those of the Welsh Government.

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Glossary

Acronym/Keyword	Definition
Additional Funding	'Additional funding' or 'match funding' in relation to this Grant Scheme means an additional amount of funding raised by the grant recipients from another source. All grant recipients are expected to aim to secure a minimum of 30 per cent of the full costs from another source. The additional/match funding needs to be money (rather than a contribution in kind) and is expected to align with the purposes of the Grant Scheme.
Core Funding	Core funding is defined as financial support for basic 'core' administrative and organisational costs. Core costs may include office staff salaries, rent, equipment and services such as electricity, gas, and media and communications systems.
County YFC Federation	Federation of County Young Farmers Clubs. Each Young Farmers Club is an independent member of a County YFC Federation.
COVID-19	Coronavirus Disease 2019
CVC	County Voluntary Council
GDPR	General Data Protection Regulation
Grant Recipients	Organisations and establishments receiving funding through the Welsh Government Grant Scheme to Promote and Facilitate the Use of the Welsh Language
LA	Local Authority
LEA	Local Education Authority
MIC	Mentrau Iaith Cymru

Acronym/Keyword	Definition
NPA	National Park Authority
Regional Education Consortium	A body providing education services to support schools in a region. There are four consortia: GwE (North Wales); Partneriaeth (Pembrokeshire, Carmarthenshire and Swansea); Central South Consortium; Education Achievement Service (South East Wales, EAS). Ceredigion, Powys and Neath Port Talbot LAs are not members of an Education Consortium.
Wales Federation of Young Farmers Clubs	The Wales Federation of Young Farmers Clubs has a network of 12 county federations.
WCVA	Wales Council for Voluntary Action
Welsh Language Charter	A programme implemented in Welsh-medium and bilingual primary and secondary schools across Wales which aims to increase children's social use of the Welsh language. There are other programmes for learners who are learning Welsh in English-medium primary schools (Cymraeg Campus) and English-medium secondary schools (Cymraeg Bob Dydd).
WESP	Welsh in Education Strategic Plan

1. Introduction and background

1.1 This report presents the findings of a review of the Welsh Government Grant Scheme to Promote and Facilitate the Use of the Welsh Language (the Grant Scheme).¹ IAITH was commissioned by the Welsh Government to conduct the review. The research was conducted between December 2021 and October 2022.

1.2 The Welsh Government has implemented the current Grant Scheme since it was transferred from the Welsh Language Board in 2012. Following the *Welsh Language (Wales) Measure 2011*, the functions of the Welsh Language Board were shared between the Welsh Language Commissioner and the Welsh Government in 2012. Some of the functions transferred to the Welsh Government involved awarding grants.

1.3 The aim of the Grant Scheme is to support a variety of organisations to facilitate the use of the Welsh language. In the 2021-22 financial year, the following organisations received funding through the Grant Scheme:

- Cymdeithas Eisteddfodau Cymru;
- Cymdeithas Cyfieithwyr Cymru (the Association of Welsh Translators and Interpreters);
- National Eisteddfod of Wales;
- Wales Federation of Young Farmers Clubs and 12 Federations of County Young Farmers Clubs;
- Mentrau Iaith Cymru (MIC);
- 21 Menter Iaith;²
- Merched y Wawr;
- 52 Community Newspapers (Papurau Bro) (MIC distributes the grant to Papurau Bro on behalf of the Welsh Government);
- Urdd Gobaith Cymru.

¹ We refer to the 'Grant Scheme' unless we quote text referring to an alternative title.

² Menter Iaith Bangor is administered by Hunaniaith.

Aims and objectives of the review

1.4 The aim of this review was to provide guidance for the Welsh Government as it designs a funding model and structures for the future to increase the use of the Welsh language. This included assessing the design and delivery of the current Grant Scheme, and drawing conclusions about the elements that need to be maintained, adapted or transformed. It was not intended for the review to assess the performance or impact of the work of individual grant recipients, nor did it include an assessment of value for money. It was expected for the following areas relating to the financial elements of the Scheme to be examined:

- the process of applying for funding;
- monitoring progress during a funding period, and evaluating achievement at the end of a funding period;
- the extent to which the funding allocated through the Scheme provides a basis for receiving funding from other sources;
- the role of the Scheme in the context of other Welsh Government funding streams.

1.5 The objectives of the review were as follows:

- situate the Scheme in the Welsh Government strategic and policy context for the Welsh language, *Cymraeg 2050: a million Welsh speakers*;
- examine how the current Scheme is implemented through a process evaluation;
- develop a theoretical basis and a theory of change for the future implementation of the Scheme; and
- come to conclusions and offer recommendations about ways of supporting organisations and communities across Wales to promote and facilitate the use of Welsh, and to increase its use in a world that has changed as a result of COVID-19.

Research Questions

1.6 The review's research areas and questions were as follows:

- To what extent does the Scheme contribute to the vision and strategic objectives of *Cymraeg 2050* in terms of facilitating the use of the Welsh language in social and informal contexts across Wales?
- How and to what extent does the Scheme contribute towards the aims and ways of working of the *Well-being of Future Generations Act*?
- Is the contribution of the Scheme to the Welsh Government's vision and objectives clear to the Welsh Government and grant recipients?
- What data and what evidence are gathered and analysed at different stages of the funding cycle, and for what purposes are they collected?
- How and to what extent does the current Scheme foster a culture of effective self-evaluation among grant recipients?
- How are grant recipients responding, and are being supported to respond, to situations in the light of COVID-19?

Grant Scheme Title

1.7 During the review, it was highlighted that there was some inconsistency in Welsh in the title used to refer to the Grant Scheme. The title provided in the specification for the review was 'Cynllun Grantiau Llywodraeth Cymru i Hyrwyddo a Hwyluso'r Defnydd o'r Gymraeg' ('Welsh Government Grant Scheme to Promote and Facilitate the Use of the Welsh Language'). For the purposes of the review, and when engaging with participants, this is the title used. However, in the guidance and information documents associated with the grant, the title used in Welsh varies as follows: 'Grant Hybu a Hwyluso Defnydd y Gymraeg'; 'Grant Hybu a Hwyluso'r Defnydd o'r Gymraeg', and 'Grant i Hybu a Hwyluso Defnydd y Gymraeg'.

2. Methodology

2.1 The project used a combination of desk-based research, interviews, an online survey and theory of change workshops to examine the research questions. The combination of research methods used aimed to ensure that the review was built on an evidence base combining depth and breadth. The remainder of this section explains these approaches and sets out the limitations and challenges involved.

Desk-based research

2.2 Desk-based research was undertaken to gather documentary evidence and develop the theoretical and strategic framework of the review. The evidence and publications reviewed covered:

- Grant Scheme administration and implementation documents;
- Welsh Government policy documents relevant to the Grant Scheme (*Cymraeg 2050: a Million Welsh Speakers; Cymraeg 2050–Work Programme 2021-26; Welsh Government Programme for Government 2021-26; Third Sector Scheme 2014, and Well-being of Future Generations (Wales) 2015*);
- previous research studies commissioned by the Welsh Government which are relevant to the Grant Scheme (*Review of the Work of Mentrau Iaith, Language Action Plans, and the Aman Tawe Language Promotion Scheme (2014); Evaluation of the Welsh Language Charter and associated programmes (2020); The effects of COVID-19 on Welsh language community groups (2020)*);
- reports on models of community empowerment and innovation in some areas of Wales;
- studies and research publications including articles from academic volumes and journals; and
- websites and documentation regarding relevant programmes and projects beyond Wales.

- 2.3 The Grant Scheme administration and implementation documents were provided by Welsh Government officials, and details of community empowerment and innovation models in Wales were provided by members of the Review Steering Group.
- 2.4 In order to review the academic literature, the knowledge of the research team members and suggestions of the Steering Group members were drawn upon. In addition, the following databases and websites were used for searches: Academia.edu; Theses Collection Wales; Google Scholar; National Library of Wales and Welsh Government.
- 2.5 The following terms were used in Welsh and English for searches to identify relevant items:

Table 2.1: Terms used for searches

Community	Social transformation
Community development	Language regeneration
Community empowerment	Language strategy
Community groups	Promoting language use
Families	Well-being
Children and young people	Race equality
Partnership/ partnerships/partnership working	COVID-19

- 2.6 In order to review the information and evidence available regarding programmes and methods for promoting language use through partnerships beyond Wales, a desk-based search exercise was conducted for evidence from Europe, Canada and New Zealand. The intention was to gather evidence that was available online in English, such as websites, annual reports, evaluations and reviews about:

- programmes promoting minority language use through community partnerships;
- who funds these projects and how; and
- how funders or programme officers evaluate and measure the impact of the project.

2.7 Some additional evidence was gathered by contacting international organisations to enquire about evaluation reports and project reviews.

Synthesis of desk-based research evidence

2.8 A number of the academic articles were selected because they offered literature reviews in their own right and synthesised research evidence on community development, community empowerment, economic and social restructuring, and their implications for the policy and language planning relevant to the review. The synthesis contextualises this review of the Grant Scheme, sets out theoretical grounds for the review, and discusses connections and differences within the themes relevant to the review.

2.9 A synthesis was created by reading the relevant material and then preparing text that reviewed the material, summarising key themes and highlighting issues where there is some consensus, elements where there is disagreement or where there are differences in emphasis.

Interviews with Welsh Government officials

2.10 Interviews were held with Welsh Government officials during December 2021 and January 2022 via Microsoft *Teams* following semi-structured interview schedules. The purpose of these interviews was to gather evidence on the following matters: the background of the Grant Scheme, the implementation of the Scheme, opportunities to promote the Welsh language through other grants, the aims of the Grant Scheme in its current form, the strengths and weaknesses of the current implementation process, and the impact of COVID-19 on organisations receiving grants.

2.11 Interviews were also held between March and May 2022 with the Welsh Government Grants Centre of Excellence and grant managers responsible

for the administration of other grants in the Welsh Government. The purpose of the interviews with grant managers was to gather evidence on the background of the grant schemes, their implementation including administration and monitoring arrangements, strategic aspects and any opportunities to promote and facilitate the use of Welsh through them, together with understanding whether there were features of the grant schemes that it could be useful to consider for the future development of the Grant Scheme. These interviews were also conducted through Microsoft *Teams* following a semi-structured interview schedule. Only four grant schemes were considered for this element, and it did not involve a detailed examination of how these schemes operate. The information collected provided an insight into some of the schemes that are implemented in areas that are relevant to the Grant Scheme, but the limitations regarding the way in which this information was collected need to be borne in mind.

Online survey of grant recipients 2021-22

- 2.12 To give all recipients of the Grant Scheme in 2021-22 the opportunity to contribute to the review, an online survey was devised to be distributed to all existing grant recipients and Papurau Bro. The purpose of the survey was to gather evidence and comments on the operation and administration of the Grant Scheme, and information on the experiences of grant recipients in relation to the Grant Scheme. The survey was a combination of questions that required factual information, and opportunities for respondents to comment in free text boxes. A copy of the questionnaire can be found in Appendix 2.
- 2.13 The survey consisted of 30 questions which were arranged as follows:
- 12 questions (Q1-12) for grant recipients and Papurau Bro;
 - six questions (Q13-18) for Papurau Bro only;
 - 12 questions (Q19 - 30) for grant recipients only.

- 2.14 All questions were answered by all relevant respondents, with the exception of questions 3, 4 and 23.³ These exceptions are highlighted when discussing the analysis of the survey evidence in Section 6.
- 2.15 The questions sought information about the grant recipients; the operation of the Grant Scheme; their interpretation of the role of the Grant Scheme in relation to the objectives and vision of *Cymraeg 2050*; planning and evaluating the impact of activities; engagement with the Welsh Government and other partners; the impacts of the COVID-19 pandemic; other sources of funding; grant recipients' observations about the Grant Scheme, and the contribution of grant recipients to Welsh language promotion strategies and well-being assessments.
- 2.16 The online survey and questionnaire design software *SmartSurvey* was used. Responses to the survey could be made in Welsh and English according to the respondent's preference. A pilot phase was carried out and some questions were modified after receiving comments as part of this process.
- 2.17 The survey was distributed on May 23, 2022, through messages to officers from all the organisations that received a grant in 2021-22, a total of 42 organisations. Contact details for grant recipients were received from the Welsh Government. The Wales Federation of Young Farmers Clubs were asked to distribute the survey to the 12 County YFC Federations. Mentrau Iaith Cymru was asked to distribute the survey to the 52 Papurau Bro. The survey ran until 24 June 2022.
- 2.18 There was a low response to the first invitation to complete the survey. Reminders were sent to grant recipients three times between 23 May and 24 June 2022 to encourage and seek to increase the number of responses.
- 2.19 Based on the number of invitations sent (94), there was a response rate of 56.4 per cent (53 responses). The response rate was 63.5 per cent (33 responses out of 52) for the Papurau Bro and 47.6 per cent (20 responses

³ All respondents answered the questions except: Question 3, one unanswered; Question 4, one unanswered; Question 23, three unanswered.

out of 42) for the other grant recipients. No responses to the survey were received from County YFC Federations.

Interviews with grant recipients and other organisations

2.20 18 interviews were conducted with a range of grant recipients and other organisations (between 12 July and 24 October 2022). The interview schedules for these interviews can be found in Appendix 2.

Grant recipients

2.21 The aim of conducting the interviews with grant recipients was to discuss the themes and issues included in the survey in more detail. This included information about the organisations; how they contributed to the strategic objectives of *Cymraeg 2050*; monitoring and understanding the impact of their activities; attracting new audiences; working with partners, and funding arrangements.

2.22 Eight interviews were conducted with grant recipients. These included: Mentrau Iaith; organisations working with children, young people, families and adults, and organisations that host community and cultural activities. Some were national and some were regional organisations. The following criteria were used in an attempt to secure a variety of participants from the Mentrau Iaith:

- legal status;
- operating model;
- operating within the boundary of a Local Authority;
- operating in an area smaller than a Local Authority boundary; and
- geographical location in Wales.

National and regional partners

- 2.23 Seven interviews were conducted with a range of national and regional organisations who work in partnership with the grant recipients. The purpose of the interviews with partners was to gather evidence about methods of collaboration and planning with grant recipients, how the partners and grant recipients understand the impact of their collaboration, and how the collaboration contributes to the strategic objectives of *Cymraeg 2050*.
- 2.24 Of the seven partner organisations, three interviews were held with officers from Local Education Authorities to understand their role in terms of collaborating with grant recipients through Welsh in Education Strategic Plans (WESPs) and the *Welsh Language Charter*. The LEAs were selected in an attempt to gain representation from different regional education consortia areas and a range of percentages of Welsh speakers within the LEA according to the 2011 Census figures. A small sample of LEAs was selected, and the evidence presented through these interviews is not necessarily representative of how each LEA works with grant recipients. The purpose of conducting the interviews was to attempt to gain an insight into the type of collaboration that occurs between grant recipients and LEAs.

Organisations supporting the third sector through grant funding

- 2.25 Three interviews were held with officers and representatives of organisations that fund third sector organisations. The purpose of these interviews was to gather evidence about the aim and objective of grant schemes for the third sector; how grant schemes were implemented; methods of monitoring and understanding the impact of the work that is funded; evaluation or self-assessment methods; and whether cross-cutting themes (well-being, poverty, equality, inclusion, *Well-being of Future Generations Act* and promoting the use of Welsh language) were among the grant scheme considerations.

Analysis of interview and survey data

- 2.26 The survey data included both quantitative and qualitative data. The first stage of the qualitative data analysis was to develop a thorough familiarity

with the survey's free text answers and interview notes by reading and noting issues and topics identified in the data.

- 2.27 Secondly, following thematic analysis (Braun and Clarke 2006), a series of codes were developed for the qualitative data in relation to the research questions and key issues and topics identified. The data gathered through the survey and interviews was initially sorted and grouped under the corresponding data codes by team members separately and then together, to ensure consensus across the team in relation to the themes identified in the evidence.
- 2.28 Thirdly, thematic maps were created from the codes, and the codes and themes were refined further at this stage. Also at this stage, the research team compared the themes from the survey and interviews with the key themes and issues highlighted in the evidence from the desk-based research, and created composite thematic maps that informed the interpretation and reporting of the findings.

Interpreting and developing a theory of change

- 2.29 There was no pre-existing theory of change for the Grant Scheme. One of the objectives of this review was to interpret and develop a theory of change for the Grant Scheme. The purpose of this element was to examine and explicate:
- the long-term changes the Grant Scheme is expected to bring about;
 - the logical pathway between the inputs, activities, outputs and anticipated outcomes of the Scheme; and
 - the associated assumptions and risks.
- 2.30 Developing the theory of change involved assessing:
- whether the activities of the current Grant Scheme are logically sound in the light of the objectives of the Scheme;
 - whether there were activities that did not contribute to achieving the objectives;
 - whether there were additional unforeseen outcomes;

- to what extent the Scheme sits alongside other Welsh Government and local authority policies and programmes; and
 - whether these other policies and programmes supported or hindered the Scheme.
- 2.31 The basis for interpreting the theory of change was the desk-based research, analysis of the Grant Scheme documentation, the research team's analysis of the evidence from the literature review process, and the evidence gathered in three theory of change development workshops.
- 2.32 Three virtual workshops on developing a theory of change were held through *Microsoft Teams*; one with six Welsh Government officials and two with grant recipients. All current grant recipients and a Mentrau Iaith Cymru officer to represent the Papurau Bro were invited to these workshops. 11 grant recipient representatives were in attendance, seven in one workshop and four in the other.
- 2.33 A draft of the theory of change was developed during the first workshop with Welsh Government officials and further development, testing and refinement took place during the two subsequent workshops with grant recipients. A copy of the schedule used for the theory of change workshops can be found in Appendix 2. Notes from the workshops were analysed in line with the review questions and additional key themes and issues highlighted during the workshop discussions.

Data protection and ethical considerations

- 2.34 The review was completed in line with the principles of Government Social Research (GSR). An ethics checklist was completed at the beginning of the review, and the list was reviewed during the study.
- 2.35 Participants received a privacy notice and an information sheet about the review, explaining the aims and objectives of the research, and their contribution to the review. It was explained that they were contributing to the study voluntarily.

Limitations and challenges

- 2.36 There are some limitations associated with the methodology adopted for the review that need to be taken into account when considering the findings of the review. These limitations and challenges are highlighted below.
- 2.37 The literature review was undertaken within the resources and time available for the study. The evidence discussed does not necessarily provide a full picture of the evidence that exists in relation to the research questions. However, its intention is to provide a useful context for the themes and considerations covered in this review.
- 2.38 The evidence available in English about evaluated programmes promoting language use through community partnerships beyond Wales was limited. Relevant materials written in other languages were not included. The findings presented in this report are therefore unlikely to provide a full picture of the evidence that exists.
- 2.39 There is no clear explanation for the low response rate to the survey which was specifically targeted at grant recipients.
- 2.40 The review is based on evidence gathered from a range of participants (government officials, grant recipients, partner organisations and officers from organisations supporting the third sector), and in written documents. It is therefore likely that the evidence reflects different interpretations of the objectives of the Grant Scheme and how it operates.

Survey

- 2.41 The purpose of the survey was to gather both factual and qualitative evidence. It has not been appropriate to report on quantitative evidence in terms of percentages as the number of participant responses to the survey was small, but reference is made to some quantitative evidence. The evidence submitted in the survey responses is not necessarily representative of the views of those who chose not to respond. Free text responses were volunteered by respondents, and the evidence gathered from the free text boxes does not necessarily provide a full picture of the views of the grant recipients who contributed to the survey. It should also be taken into account that it may be the views of individuals who completed the survey which are

included in the responses, rather than the views of the organisations and Papurau Bro as a whole. However, the evidence gathered offers information from a range of different types of national, regional and local organisations who are grant recipients.

Interviews

- 2.42 Owing to the resource available for this review, a relatively small number of interviews were held with grant recipients, Welsh Government officials, third sector grant funders and partners. Whilst efforts were made to include representation from different types of organisations and from areas across Wales, it is not guaranteed that they are representative of all grant recipients and partners involved in the Grant Scheme. In addition, the organisations were responsible for selecting or nominating an officer to be interviewed. The evidence gathered by the officers may not represent the views of the organisations as a whole.

Theory of change development workshops

- 2.43 Participants in the two theory of change workshops held with grant recipients were self-selected. Not all grant recipients were represented at the workshops and therefore the evidence gathered is limited to the perspective of individuals working for just two types of organisation. However, there was representation from organisations operating in areas across Wales.

3. Policy context for the Grant Scheme

3.1 This section sets out the current Grant Scheme and the need for the review in the context of the Welsh Government's policy and strategy for the Welsh language. Since its inception in 1999, the National Assembly and then the Welsh Government have promoted several policies and strategies which, either wholly or partly, aim to support the Welsh language in terms of its status, speakers and communities where the language is spoken (Jones and Lewis 2019). In this section, particular attention is paid to:

- *Cymraeg 2050: a million Welsh speakers;*
- *ARFOR programme;*
- *Well-being of Future Generations Act – the Well-being Goals and Ways of Working;*
- *Third Sector Scheme;*
- *Welsh in Education Strategic Plans;*
- *The Welsh Language Charter and associated programmes;*
- *Anti-racist Wales Action Plan 2022 (Consultation document 2021: Race Equality Action Plan for Wales);*
- *The effects of COVID-19 on Welsh language community groups.*

These policies, strategies and publications contribute to the Welsh Government's vision for cross-sector and holistic action to promote and facilitate the use of the Welsh language. The overview presented below highlights those aspects which provide direction for the review of the current Grant Scheme. It also highlights some of the elements and concepts that inform the theory of change for the future Grant Scheme.

Cymraeg 2050: a million Welsh speakers (2017-2050)

3.2 *Cymraeg 2050: a million Welsh speakers (Cymraeg 2050)* is the current strategy derived from the Welsh Government's responsibility under the *Government of Wales Act 2006* to adopt an all-Wales strategy for promoting and facilitating the use of the Welsh language. This is the strategy that sets out a national framework and action plan for language planning in Wales.

- 3.3 *Cymraeg 2050* sets out a clear vision for Wales in the year 2050, where '[t]he Welsh language is thriving, the number of speakers has reached a million, and it is used in every aspect of life. Among those who do not speak Welsh there is goodwill and a sense of ownership towards the language and a recognition by all of its contribution to the culture, society and economy of Wales.' (Welsh Government 2017: 4).
- 3.4 The strategy emphasises the strong and ongoing interrelationship between the three themes that underpin it: '(1) increasing the number of Welsh speakers, (2) increasing the use of Welsh, and (3) creating favourable conditions – infrastructure and context' (Welsh Government 2017: 5).
- 3.5 Activities funded through the Grant Scheme focus on the second theme, 'Increasing the use of Welsh.' This theme includes the following target: 'The percentage of the population that speak Welsh daily, and can speak more than just a few words of Welsh, to increase from 10 per cent (in 2013–15) to 20 per cent by 2050' (Welsh Government 2017: 11). Three aims are intended to contribute towards achieving this target, one of which (Aim 8) relates to the social use of Welsh: 'embed positive language use practices supported by formal and informal opportunities to use Welsh socially' (Welsh Government 2017: 48).
- 3.6 *Cymraeg 2050* notes the importance of transmitting the Welsh language to children at home, and offering opportunities to use the Welsh language to children and young people who come into contact with the Welsh language for the first time through childcare or education provision. Ensuring opportunities for young people to use the Welsh language, and encouraging them to act on these opportunities, is a key element of the strategy, whether this is through face-to-face activities or social media. In addition, there is a commitment to facilitate the use of Welsh amongst speakers of all levels of fluency, whatever their experience of acquiring or learning the Welsh language. This includes increasing confidence and offering support to new speakers. These social and linguistic groups are the main targets for the interventions funded by the Grant Scheme.
- 3.7 As stated in *Cymraeg 2050*, the characteristics of communities across Wales, and the interpretations of what is meant by 'communities', are evolving, and

the factors that influence the linguistic behaviour of speakers are varied and complex. Globalisation and population mobility have led to social changes. Whilst communities defined by geography, social networks and face-to-face communication continue to be a central part of people's lifestyles, technological advances have provided new ways for people to work and communicate with each other and is an area that has seen rapid development as a result of the COVID-19 pandemic.

- 3.8 *Cymraeg 2050* notes that, as speakers' involvement in their communities varies, facilitating the opportunities to use Welsh does not necessarily mean organising events: 'Although [organising events] is part of the picture, it does not reflect fully how people live their lives. In many cases people are not members of clubs and do not frequent formal activities on a regular basis, tending to be too busy or with other priorities. These individuals are more likely to use Welsh in the street, in shops and when using services.' (Welsh Government 2017: 56).
- 3.9 *Cymraeg 2050* further states the need to '[consider] each area of Wales on the basis of its linguistic composition' (Welsh Government 2017: 57), and plan in order to strike an appropriate balance locally 'between formal and informal events, creating contexts in which the use of Welsh occurs naturally, and taking action to normalise the language' (ibid.).
- 3.10 *Cymraeg 2050* recognises the importance of the link between language and the economy. It includes 'community and economy' as 'favourable conditions' required to achieve its aim of a million Welsh speakers. The Strategy also states that the economy is essential in order to '[create] the social conditions where Welsh speakers can stay in Welsh-speaking communities, or return to those communities' (2017: 59). In addition, it is noted that the 'the prestige placed on the Welsh language' ensures that the Welsh language is seen as a 'valuable skill in large developments, and opportunities to use those skills can influence economic factors'.
- 3.11 As part of the Collaboration Agreement with Plaid Cymru, the Welsh Government has announced a second phase of its *ARFOR* Programme. The main objective of the *ARFOR* Programme (phases 1 and 2) is to support communities in Anglesey, Gwynedd, Ceredigion, and Carmarthenshire to

thrive through economic interventions that will also contribute to increasing opportunities to see and use the Welsh language on a daily basis (Welsh Government 2022d). The second phase of ARFOR offers a budget of £11 million up to the end of March 2025 and is another grant source open to organisations that are not necessarily funded by the current Grant Scheme.

- 3.12 *Cymraeg 2050* also states an aim of enabling communities to develop ownership for their own actions to support the viability of the Welsh language. To achieve this, forward thinking leaders will need to be developed, who understand the ‘key aspects of language planning’ and who ‘act as independent catalysts’ (Welsh Government 2017: 59).
- 3.13 Another important aspect of the Strategy is the need to plan purposefully and to evaluate the effectiveness of interventions. *Cymraeg 2050* states, ‘[if] the strategy’s objectives are to be realised, we will need a firm evidence base and a commitment to evaluate the effectiveness of programmes and interventions delivered in its name’ (Welsh Government 2017: 77). In 2022, the Welsh Government published a research and evaluation framework to provide ‘guidance for the collection of evidence and data, assessing progress, and evaluating the impact’ of implementing *Cymraeg 2050* (Welsh Government 2022a: 5).
- 3.14 The vision for language planning presented in *Cymraeg 2050* and summarised above highlights aspects addressed in the review of the current Grant Scheme:
- enabling communities to act for themselves to support the viability of the Welsh language;
 - developing innovative leaders who understand the ‘key aspects of language planning’ and who ‘act as independent catalysts’;
 - the extent to which grant recipients plan purposefully and evaluate the effectiveness of interventions.

Well-being of Future Generations (Wales) Act 2015

- 3.15 The Welsh Government has committed to the values of sustainable development since devolution began in 1999 (Jones and Ross 2016) and this was given an additional and important impetus in 2015 when the *Well-being of Future Generations (Wales) Act 2015* was passed. The aim of the Act is to promote social, economic, environmental and cultural well-being which underpins the actions of public services in Wales. One of the seven well-being goals of the Act is to create, by 2050, 'A Wales of vibrant culture and thriving Welsh language' (Welsh Government 2015a: 3). This aim to ensure the prosperity of the Welsh language is converted into two national indicators. National indicator 36 focuses on the percentage of people who speak Welsh daily and can speak more than just a few words of Welsh, while national indicator 37 refers to the number of people who can speak Welsh (Welsh Government 2022a). These two indicators reflect and reinforce the focus of *Cymraeg 2050* on linguistic ability and language use.
- 3.16 The *Well-being Act* emphasises the need to develop new ways of working within public services in Wales:
- 'Long term: The importance of balancing short-term needs with the need to safeguard the ability to also meet long term needs.
 - Prevention: How acting to prevent problems occurring or getting worse may help public bodies meet their objectives.
 - Integration: Considering how public bodies' well-being objectives may impact upon each of the well-being goals, on their other objectives, or on the objectives of other public bodies.
 - Collaboration: Acting in collaboration with any other person (or different parts of the body itself) that could help the body meet its well-being objectives.
 - Involvement: The importance of involving people with an interest in achieving the well-being goals, and ensuring that those people reflect the diversity of the area which the body serves' (Welsh Government 2015a: 7).
- 3.17 What, therefore, are the implications of these new ways of working in terms of promoting and facilitating the use of the Welsh language? For example,

how should planning to promote the use of Welsh in the long term be undertaken? What are the ways of planning more purposefully to promote the use of the Welsh language by involving partners and integrating the well-being goal of the Welsh language with other relevant aims? The process evaluation of the Grant Scheme and the theory of change for the Scheme in the future give further consideration to these questions.

Third Sector Scheme (2014)

- 3.18 The *Third Sector Scheme (2014)* is a statutory scheme which sets out how the Welsh Government intends to promote the interests of voluntary organisations (Welsh Government 2014b: 3). The Plan notes that the third sector ‘is vital to the survival and growth of Welsh as a community language as it provides opportunities for people to volunteer and provides voluntary services in Welsh, as well as celebrating the language and its associated traditions’ (Welsh Government 2014b: 10).
- 3.19 The Scheme and its annex, *Code of Practice for Funding the Third Sector*, set out the key principles underpinning the collaborative relationship between the Welsh Government and the Third Sector, and the principles underpinning the Welsh Government’s Third Sector funding scheme. All Welsh Government departments must comply with this Code of Practice (ibid.: 23). This means that the operation of the Grant Scheme must comply with the *Code of Practice for Funding the Third Sector*.

Welsh in Education Strategic Plans

- 3.20 Section 84 of the *School Standards and Organisation (Wales) Act 2013* requires a Local Education Authority (LEA) to prepare a Welsh in Education Strategic Plan (WESP). WESP action plans are based on a series of outcomes that accompany the policy areas of *Cymraeg 2050*. Outcome 5 of the *Guidance on Welsh in Education Strategic Plans* (Welsh Government 2021b) refers to ‘more opportunities for learners to use Welsh in different contexts in school’ (Welsh Government 2021b: 14). Planning considerations for achieving this outcome include:

- mapping the current provision available for children to use their Welsh language skills both outside the classroom and outside school by working in partnership with youth services and organisations; and
- holding discussions with regional consortia about the opportunities available to young people through the *Welsh Language Charter* framework or similar programmes.

3.21 Statutory guidance for WESPs sets out who an LEA should work with in order to ensure that the implementation of the WESP is as effective as possible. One aspect of this review was to gather evidence on how grant recipients work in partnership with Local Education Authorities, education providers and other organisations to promote and facilitate the use of Welsh by children and young people.

The Welsh Language Charter and associated programmes

3.22 The aim of the *Welsh Language Charter and associated programmes*, funded by the Welsh Government and delivered in primary and secondary schools, is to increase the informal use of the Welsh language by children and young people in social settings (Welsh Government 2020b). One of the recommendations of the *Evaluation of the Welsh Language Charter and associated programmes* (Welsh Government 2020b) was that ‘Welsh Government should ensure alignment between the objectives of the national framework for the Welsh Language Charter and the aims and objectives of community organisations that support the Welsh language and are funded by the Welsh Government.’ (Recommendation 10, Welsh Government 2020b: 114). This includes organisations receiving funding through this Grant Scheme. One of the aims of the review was to gather evidence on the activity of the current grant recipients in relation to the *Welsh Language Charter*.

Anti-racist Wales Action Plan (2022)

3.23 The Welsh Government published a consultation version of the *Anti-racist Wales Action Plan* in 2021; the title of the Plan at the time was *Race Equality Action Plan for Wales*. Following statutory consultation, the title of the document was changed and the *Anti-racist Wales Action Plan* in its present

form was published in 2022 (Welsh Government 2022b). The Plan presents the Welsh Government's vision of creating an anti-racist Wales by 2030. The review looked at how grant recipients operated inclusively and created opportunities for people from different backgrounds to use the Welsh language. The *Anti-racist Wales Action Plan* includes over two hundred actions. Included in the Plan are seven actions specifically relating to the Welsh language. The Plan states: 'We have an expansionist and inclusive vision for the Welsh language. Welsh is a language that belongs to us all, and is a way of uniting people from different backgrounds.' (Welsh Government 2022b: 43). Around 10,000 of those who said they could speak Welsh in the 2011 Census were from ethnic minority communities (ibid:43).⁴ The *Anti-racist Wales Action Plan* notes an aspiration to see this number increasing, and states that the Welsh Government will work with partners to promote access to Welsh-medium education and opportunities to use Welsh among ethnic minority communities. One of the actions relating to the Welsh language in the Action Plan relates to Welsh Government grant-funded organisations. It includes the need for the Welsh Government to set targets and expectations for anti-racist approaches, and to develop an action plan to improve representation from ethnic minority backgrounds within the workforce of grant-funded organisations. It is intended for this to lead to:

- 'more Welsh language projects delivered to people from ethnic minority communities across Wales;
- more individuals from ethnic minority communities across Wales enjoying activities and events through the medium of Welsh'. (Welsh Government 2022b: 53)

Mentrau Iaith

3.24 In 2013, the Welsh Government conducted a *Review of the Work of Mentrau Iaith, Language Action Plans and the Aman Tawe Language Promotion Scheme* (Welsh Government 2014a). The aim of the review was to examine

⁴ There was an increase in the number and percentage of people aged three and over that can speak Welsh from ethnic minorities between 2011 and 2021, increasing from almost 11,000 in 2011 to just over 16,000 people in 2021. [Welsh language by population characteristics Census 2021](#)

the methods used at the time by these organisations to promote and facilitate the use of the Welsh language. The review paid particular attention to the effectiveness of organisational structures, the potential for further developing the role of Mentrau Iaith, and the Welsh Government's funding arrangements. The report made recommendations covering a range of fields related to planning provision based on a detailed understanding of the needs of areas; effective and strategic partnerships; training, and funding structures. In its response to the recommendations, the Welsh Government announced its intention to support all Mentrau Iaith to continue to develop and standardise their work across Wales; to plan on the basis of linguistic outcomes; to provide training and resources to support the initiatives to achieve this, and extend the funding cycle (Welsh Government 2014c).

The effects of COVID-19 on Welsh language community groups

- 3.25 The COVID-19 pandemic had an unprecedented and significant impact on the ability of community organisations to operate in their usual way. The Welsh Government conducted a survey to examine the effects of the COVID-19 pandemic on the work of Welsh language community groups and the implications of this for meeting the objectives of *Cymraeg 2050* (Welsh Government 2020a). The survey showed that the first lockdown in 2020 had an impact on the work of organisations, with 68 per cent of respondents stating that they had not undertaken activities at all since the beginning of lockdown (Welsh Government 2020a: 23). Sixteen per cent of respondents indicated that they had modified their activities so that they could be carried out online, and seven per cent said they had stopped their activity at the beginning of the lockdown period, but had since restarted (Welsh Government 2020a).
- 3.26 Mentrau Iaith were most likely to have remained active during lockdown, with the majority modifying their activities to be held online or organising new activities online. Around half of the learning groups, Papurau Bro and Young Farmers Clubs who responded also organised online activities (Welsh Government 2020a: 28). Some organisations modified their activities and sought to respond directly to the challenges that arose in the context of the

pandemic, for example by supporting vulnerable individuals and local businesses. Hosting virtual activities enabled some organisations to increase participation and reach new audiences (Welsh Government 2020a: 29). In the Welsh Government's response to the review of the *Effects of COVID-19 on Welsh language community groups*, the recommendations of a Sub-group for Increasing the Use of Welsh highlighted a wider question regarding the need for voluntary organisations to think more strategically about their contribution to promoting the use of Welsh in communities (Welsh Government 2021d).

4. 'Community', 'community empowerment' and partnership working

4.1 The *Cymraeg 2050* strategy recognises the need for language planning in Wales to respond to the challenges of social change as a result of globalisation, population mobility and technological developments. It recognises that the nature of communities across Wales, and the interpretations of what is meant by 'communities', are evolving. It also sets an aim of enabling communities to develop ownership for their own actions to support the viability of the Welsh language.

4.2 The way of working that is encouraged by the Well-being of Future Generations Act places an emphasis on 'community empowerment' and 'partnership working'. The principles of community empowerment are reflected in many of the commitments in the *Programme for Government – Update* (Welsh Government 2021e) and in the *Written Statement – Communities Policy* (Welsh Government 2022c) which sets out the intention to:

'develop new, co-productive, ways of working with our communities. This will help to ensure that the principles of community empowerment already built into our primary legislation are translated consistently into effective local engagement. [...] We also want to listen to and learn from our communities, drawing on local knowledge and hard-won experience. In doing so we will fully respect existing local and regional structures.' (Welsh Government 2022c: 1)

4.3 This section is intended to explore the concepts of 'community', 'community empowerment' and 'culture of partnership working' in developing a theory of change for the future Grant Scheme. It contributes to developing an understanding of these concepts by reviewing the academic literature. This section also reports on the evidence and information gathered about language use promotion programmes and methods through community partnerships beyond Wales.

'Community', territory and language use

- 4.4 'Community' is a concept that has acquired prominence in discussions in the areas of anthropology, geography, sociology and the sociology of language. The most traditional and familiar interpretation for the majority is that of 'community' as a concept that conveys a particular geographical area that is relatively small in scale or size, and has recognised boundaries (e.g. Rees 1950; Davies and Rees 1960).
- 4.5 An alternative and more recent interpretation of the nature of a community is the notion of a 'community of interest' (Mayo 2000). In this case, the community is not perceived as a specific geographical entity, but as a group of people drawn together on the basis of common interests (Lawthom and Whelan 2012). These types of communities are 'more invisible' and 'less obvious' entities than the geographical ones, as they bring together and connect individuals who may be spread across a wide geographical area (Lawthom and Whelan 2012: 16).
- 4.6 It is not only specific interests that can underpin communities of interest; they can also develop in the context of common life experiences, depending on a person's time in life, for example, when they are students or parents (Lawthom and Whelan (2012: 16) or on the basis of certain identities such as ethnicity, gender, religious or political beliefs.
- 4.7 Another key feature in relation to communities of interest is the voluntary nature of these social forms, along with the relatively purposeful nature of the interaction they support. Participation in a community of interest stems from an individual's willingness to engage and possibly travel to meet other members in specific locations at designated times. This is in contrast to the idea of more spontaneous, random interactions linked to the model of traditional local communities based on a particular geographical area (Glyn 2010; Mayo 2000).

Connecting community and language use

- 4.8 Recent research has considered the relationship between the alternative interpretations of the nature of a community and different understandings of how people use language in everyday life.
- 4.9 The emphasis on the traditional geographical interpretation of a community has been a prominent feature of discussions regarding the use of the Welsh language in Wales (Glyn 2010, Jones and Lewis 2019, Jones 2021). From this perspective, the tendency is to assume that social interaction, and language use as a result, occurs mainly in the context of random encounters within the relatively small geographical confines of the local community. Therefore, if an individual happens to live in an area where a high percentage of their fellow residents happen to speak Welsh, the assumption is that a high percentage of their daily conversations will also take place through the medium of Welsh (Jones and Lewis 2019: 210). *Cymraeg 2050* states: 'In some communities, opportunities to use Welsh will be embedded in day-to-day interaction since Welsh is the language of everyday life' (Welsh Government 2017: 48).
- 4.10 As a result, a key objective in the attempt to prevent the decline of the Welsh language has been to maintain the number of areas where the language continues to hold this status. There has also been a tendency to assume that the Welsh language can continue to be used as an 'everyday language' or 'community language' (Welsh Government 2012b: 8, 25) provided that 70 per cent or more of the people living within the boundaries of the community continue to speak the language.
- 4.11 The significance attributed to the 70 per cent threshold can be seen in a range of official publications relating to the Welsh language. For example, the number of communities across Wales that remain above this threshold is a theme specifically addressed in the two 5-year reports on the position of the Welsh language published by the Welsh Language Commissioner (2016, 2020), '[c]ommunities where over 70 per cent of the population can speak Welsh are considered linguistically significant [...] They are considered significant due to the likelihood of the use of Welsh being high in those communities.' (Welsh Language Commissioner 2016: 54).

- 4.12 Over the years, the 70 per cent threshold has also been emphasised in the Welsh Government's official language strategies. For example, *A Living Language: A Language for Living* stated: 'The number of communities where over 70 per cent of the population was able to speak Welsh dropped to 54 in the 2001 census, compared with 92 in 1991. It has long been argued that such a density of speakers is required in order for Welsh to be an everyday language of the community.' (Welsh Government 2012b: 8).
- 4.13 Language activists have also emphasised the significance of the 70 per cent threshold and the need to try to maintain the number of areas above this threshold. These are the areas defined as 'Welsh communities' (Cymdeithas yr Iaith 2018). One explanation given for the emphasis on the 70 per cent threshold is that this is the level where there is an equal likelihood that a random conversation between two individuals will be able to take place through the medium of Welsh.
- 4.14 Jones (2007) argued that the likelihood of two Welsh speakers meeting at random can be calculated as: $p = x^2$ - where x is the proportion of the population able to speak Welsh. Therefore, according to this model, when $x = 0.7$, the likelihood that two people who can speak Welsh would meet at random is 0.49 ($0.7 \times 0.7 = 0.49$). As a result, 'if 70 per cent of the population in a particular area speaks Welsh then there is a likelihood of almost 1 in 2 that a random conversation between two different people will be able to take place through the medium of Welsh' (Jones 2007: 24). [translation of original Welsh].
- 4.15 The perspective in which the local geographical community is considered the most appropriate focus for understanding and interpreting language use practices underpins much of the academic literature in the area of language shift and language revitalisation (Lewis and McLeod 2021). One of the most significant and influential statements from this perspective can be found in Joshua Fishman's well-known work, *Reversing Language Shift* (RLS) (1991). A consistent theme in Fishman's work was the need for those seeking to ensure language revitalisation to prioritise interventions that would maintain informal 'face-to-face' use of the target language within 'local communities' (Fishman 1991: 4). In areas where the speakers of the target language are in

the minority, Fishman encouraged action to facilitate language use within specific neighbourhoods or networks through a 'process of planned concentration in particular neighbourhoods' (ibid.: 92). According to Fishman, '[e]very pro-RLS movement must strive to provide physical breathing-space for its constituency, a demographically concentrated space where Xish can be on its own turf, predominant and unharassed' (ibid.: 58).

- 4.16 Other research has highlighted the social interaction that occurs mainly through a series of different communities of interest, rather than within one territory-bound community. This research highlights that from day to day we will move through a range of different spaces or domains – some close to home, others further afield – and that all these contexts – some of which relate to work and others related to leisure – will be characterised by specific sociolinguistic circumstances in which particular language use practices can vary.

A post-territorial age?

- 4.17 Over recent years, there has been considerable discussion across the social sciences about the extent of the decline in the significance of a geographical area as a factor influencing different aspects of social, economic, and political life.
- 4.18 The trigger for these discussions has been an increasing awareness of the impact of influences such as the growth in international migration, the increasing use of cars that has led to changes in travel-to-work practices, and far-reaching technological developments that have stimulated movement towards a more mobile and interconnected world (Jones and Lewis 2019). As a result, there are significant implications for how people live from day to day and engage with others, professionally or socially.
- 4.19 Following the daily journey of individuals, taking into account their different movements and interactions, their encounters are rarely tied to one local territorial community (Jones 2021). Rather, an individual's day-to-day life is likely to include a diverse range of experiences and encounters brought about by moving through a variety of different situations or spaces where they interact with a range of individuals or groups.

Implications for language planners

4.20 *Cymraeg 2050* recognises the significance of the social transformation seen and the significance of this in language planning. For example, in the section which sets out the conceptual basis of *Cymraeg 2050*, it is noted:

‘We do not have a detailed picture of how people will be living their lives by the year 2050, but in all probability the developments witnessed in recent decades will continue to transform our everyday lives. We see how globalisation, mobility, and more varied interpretations of concepts such as the family unit and ‘community’ have led to far-reaching changes. We also see how developments in technology offer new ways of carrying out our work and communicating with each other. At the same time, these changes have not replaced the importance of communities which are defined by geography, social networks based on face-to-face communication, and the key role of households as the focus of family life.’ (Welsh Government 2017: 15).

4.21 The practical implication for those working in language planning is the need to avoid working in a way where the geographical community is adopted from the outset as the appropriate frame for understanding language use and also the appropriate scale for interventions aimed at expanding that use. The research reviewed in this section suggests that the aim should be to plan in a way that prioritises how specific language speakers live their everyday lives, thus building an understanding of the networks and spaces of significance that influence how and when different languages are used.

Community empowerment and encouraging a culture of working in partnership

- 4.22 Community ‘empowerment’ has developed into a prominent concept in discussions about how governance should be organised, and how public policies should be developed and implemented.
- 4.23 The essence of community empowerment is the desire for people or communities to maintain a level of control over the direction of their lives (World Health Organization 2020), to be more self-sufficient, to be able to do more for themselves, and to allow them to take active decisions that affect the nature of their communities (Audit Scotland 2019: 4).
- 4.24 A culture of partnership working is central to community empowerment. Community empowerment is a collaborative process that brings together a range of actors – whether they are formal public, private or third sector bodies or organisations, or an informal collection of individuals (Scottish Government 2009: 2).
- 4.25 The Wales Council for Voluntary Action argues that community empowerment calls for action to be taken to redistribute power and influence. ‘This means public bodies, business and voluntary organisations co-designing and co-producing solutions with local communities’ (Wales Council for Voluntary Action 2018: 8).
- 4.26 Community empowerment tends to focus primarily on the traditional notion of geographical communities (Adamson and Bromiley 2013, Wales Council for Voluntary Action 2018). But recognition is also given to the importance of communities that share common interests, concerns or identities (World Health Organisation 2020).

Relevant policy developments in the UK

- 4.27 Community empowerment has been a prominent theme in policy developments across the UK since the early twentieth century (Adamson and Bromiley 2013). In Scotland, community empowerment has been a leading theme in discussions about public policy direction. One of the key principles established by the Christie Commission report (Scottish Government 2011)

for reforming the country's public services for the future was that public services should be reformed in a way that will empower the individuals and communities that use them by involving them in the planning and organisation of those services.

- 4.28 In Wales, a community empowerment agenda has been evident across a range of policy areas post-devolution. It has been a particularly prominent feature of the Welsh Government's policy programmes on the eradication of poverty and disadvantage, particularly the phase of the Communities First programme that ran from 2001 to 2012 (Adamson and Bromiley 2008). It has also been an important theme in other areas, such as the reform of health and social services (Public Health Wales 2019) and the development of community assets for the benefit of communities (the Local Government and Housing Committee of the Senedd 2022). Significantly, in the context of this review, community empowerment has also been a concept that informs discussions about how to organise interventions to promote the social use of the Welsh language. This has been most evident in relation to Mentrau Iaith (Glyn 2010).

Implementing community empowerment

- 4.29 In 2019, Public Health Wales undertook a participative process, with community organisations and partners across the public and voluntary sectors, to develop a set of principles that health sector workers should employ to ensure effective engagement with communities that promote meaningful empowerment. The *Principles of Community Engagement for Empowerment* (Public Health Wales 2019) document outlines eight key principles. The text of significance to this review has been underlined.

Principle 1: 'Community engagement that leads to empowerment must be systematised and long term [...] [it] should be embedded into our way of working, so that it is something that is automatically part of everyday practice' (2019: 4).

Principle 2: 'Community engagement that aims to empower means that we need to create participatory spaces, which aim to foster dialogue on an

equal basis and contribute to building trusting relationships over time.'

(2019: 5)

Principle 3: 'Community engagement [...] means acknowledging the power imbalance and being explicit about relinquishing power [...]. In the first instance this principle refers to the power that professionals, including public sector and third sector organisations, have over individuals and communities. Although many would argue that such power can be used positively to bring about social change, evidence suggests the power that professionals and organisations hold is a fundamental barrier to systematic individual and community empowerment' (2019: 6).

Principle 4: 'Empowering communities requires us to acknowledge, value, and release capacity in communities before commencing work to build further assets [...] we need to take stock of the resources, assets, and relationships that are available within the community, appreciating the value they bring. Working with existing strengths, structures and networks, and helping to maximise their potential should happen before considering any capacity building actions' (2019: 7).

Principle 5: 'Words are important; how communities are described can be stigmatising and disempowering and may not reflect how a community sees itself [...] Words that we use frequently [...] to describe communities, such as 'disadvantaged', 'disempowered' and 'deprived' [...] can carry stigma and shame [...]. This can have a negative effect on empowerment' (2019: 8).

Principle 6: 'Community engagement that aims to empower requires us to recognise, value, and use all forms of knowledge in an equal way [...]. Different types of knowledge are necessary to understand and explore different aspects that are important to our work. Whilst acknowledging that academic knowledge and knowledge based on lived experience that comes from the community are different, it is important to recognise that both are essential, and ought to be treated with equal value' (2019: 9).

Principle 7: Recognise and value frontline workers within communities [...]. This principle highlights the importance of those working directly with and for communities in facilitating connections between the community

and organisations or partner agencies. Such key individuals may also create valuable formal or informal community networks. They can provide a route into a community, informed by their insight into how things operate there, that avoids creating alternative or new infrastructures' (2019: 10).

Principle 8: 'Community empowerment requires action across the whole system, not just within the community. Those working with and for communities must have the courage to unlearn and address the changes needed within their own organisations. This principle is about encouraging those who work with and for communities [...] to take an inward gaze at established community engagement practice within their organisation and to reflect on the part that they, the agency, may play in creating problems [...] organisations frequently use their expertise to find solutions to what they perceive to be problems in communities without talking to community members. This can be challenging for communities (2019: 11).

4.30 In response to the Welsh Government's decision in 2017 to phase out the *Communities First* programme by March 2018 and gradually move to a 'new approach to building resilient communities', *Empowering Communities* (Wales Council for Voluntary Action 2018) was published based on close collaboration with Building Communities Trust Cymru, the Talwrn network and discussions with a range of third sector organisations and networks in Wales. The document sets out six general principles which should be used for 'building resilient communities'. The text of significance to this review has been underlined.

1 Recognise the importance of clarity of language and outcomes:

'Language matters. Different sectors will use terminologies and concepts in different ways and communities will have different interpretations; shared understanding should not be assumed [...] Irrespective of the terms we use we need to be clear and consistent in the underpinning concepts.' (2018: 6).

2 Understand how place can play a key role in empowerment:

'There was consensus that place should be a defining element of the government's new approaches to resilient and empowered communities.

However, it should not be the only element' (2018: 12).

3 Adopt approaches founded on Asset Based Community

Development: 'People emphasised to us the benefit of approaches at community and neighbourhood level that allow communities to harness, exercise control or influence over the use of their key assets. These assets can be environmental, physical, cultural or social [...] There should be a presumption towards community ownership of those assets that communities cherish, and which are deemed to have realisable potential. There is little provision, like in Scotland and England, for communities to articulate a desire for and develop the means to acquire community ownership of assets. With a mixed experience of asset transfer across Wales, there is scope to consider additional policy and legislative provision to enhance the right for community ownership' (2018: 15).

4 Recognise the value of social capital: 'Whether social capital has declined or adopted new forms, it is clear that a great many Welsh communities do still have it in abundance, and it is often organic, highly localised and self-mobilising [...]. The state needs to recognise not only the role and value of social capital, but recognise that it must not 'colonise' or encroach on it. Neither should it seek to formalise it with performance frameworks and guidance. There is an argument that this is what the latter phase of Communities First has done: manipulating community organisations to deliver government outcomes at a local level, or manipulating individuals into adopting government-sanctioned behaviours' (2018: 17-18).

5 Value community anchor organisations: This principle emphasises the significance of organisations that are genuinely anchored in the community compared to 'community' resources owned by public bodies. For example: 'Local authority hubs tend to be facilities, usually based at/around former libraries, comprising co-located services. Though valuable for individuals seeking to access IT facilities, advice or information, they will do little to empower communities because they are not owned by them. Community ownership and community leadership are fundamental for community empowerment. The role that Community

Anchors can play has been increasingly recognised over the past decade' (2018: 20).

6 Be clear what success means: '[...] at the local level, people in communities must define what success means for them. If this does not happen, communities will continue to be passive to the changes that happen to them. They will not have ownership and this is a key ingredient for success. We heard about the rich diversity of activity that has led to more resilient and empowered communities. All too often indicators are applied to communities that are related to issues that are important to the state but are unrelated to the things that matter to communities. This has implications for funders to ensure their funds and the attached monitoring frameworks are sympathetic to communities' aspirations' (2018: 23).

How meaningful is the concept of community empowerment?

- 4.31 Those who have discussed the concept of community empowerment from a more critical perspective have warned of the need to be alert to the risk that concepts such as 'empowerment' and 'community' can only be used as rhetorical instruments aimed at providing an inclusive or progressive view of policy programmes (Cochrane in Atkinson and Cope 1997).
- 4.32 This review considered the extent to which the Grant Scheme and its implementation contribute to empowering communities and helping them plan their own responses to increase community use of the Welsh language locally.

Factors that can hinder meaningful community empowerment

- 4.33 A study of the first five years of the *Communities First* programme (Adamson and Bromiley 2008) highlighted features that are essential to effective community empowerment and are therefore worth considering here:
- The review states that the willingness and ability of community members to participate was key to any attempt to develop a local working partnership. Whilst community members are likely to have relevant skills, they may need support to develop specific skills that are key to the main focus of the working partnership (2008: ix)

- The review concludes that it is necessary for what is expected of the local partnership and its members to be clearly defined and outlined from the outset, in order to give clarity to community members and public agency representatives alike (2008: x).
- The review emphasises the need to recognise that local partnerships or forums will often operate alongside other, more traditional structures for expressing community views or priorities, e.g., the local democratic process. As a result, any new forums set up to promote community empowerment should make sure they develop in a way that allows cohesion between them and other avenues to voice the views of the community (2008: x)
- The review concludes that community empowerment requires giving particular attention to local views and priorities, but that a balance will need to be struck between this and the need to consider regional or national policy objectives or priorities. These two elements may not necessarily run smoothly side by side, and the need to consider the latter may sometimes conflict with the logic of community empowerment (2008: xiv).

4.34 Adamson and Bromiley conclude that, whilst community empowerment had been achieved, there was a lack of flexibility and a lack of willingness to work differently on the part of the statutory sector:

‘The research overall suggests that Communities First has promoted community empowerment and active involvement of local residents [...] However, the statutory sector has largely failed to respond to the community agenda and there is little evidence of community influence over budgets and service delivery, and no evidence of bending mainstream services to reflect the partnership process’ (Adamson and Bromiley 2008: xv).

A process evaluation of the subsequent phase of Communities First, following a re-focus and re-design of the programme in 2012, was undertaken on behalf of the Welsh Government in 2014 (Welsh Government 2015b).

Programmes and methods for language use promotion through community partnerships beyond Wales

- 4.35 This section reports on the evidence gathered on researching language use promotion programmes and methods through community partnerships beyond Wales.
- 4.36 International research has shown that there has been an increase since the beginning of this century in ‘community-led planning’ (Meijer 2018) in response to globalisation and urbanisation processes happening on a global scale (Boonstra 2016; Meijer 2018). In the research literature, community-led planning is known as ‘social innovation’, a community action that creates new rules and social connections to meet local needs (Bock 2012; Moulaert et al. 2005). There are examples of social innovation redefining the potential role of citizens in society, in addition to their ability to improve their living environment based on local needs. International organisations, such as the OECD (2017) and the European Commission (2013) advocate the benefits of social innovation, in supporting the ability of citizens to adapt to changing social contexts and trends.

Evidence on promoting language use through community partnerships

- 4.37 Whilst grey literature and research reports refer to ‘community-led planning’ and ‘social innovation’ in international contexts, this review identified only a few examples in relation to promoting indigenous or minority language use.
- 4.38 The first stage of website searches, annual reports, end of project evaluations and academic publications highlighted that there was considerable evidence of activities to promote language use that were related to cultural arts (film, theatre, music, festivals, literature and cultural heritage), projects (such as exhibitions and workshops, education and educational activities for children), and resources for adult language learning.
- 4.39 Ten projects were identified in six linguistic communities that could offer examples of promoting language use through community partnerships. The rationale for selecting these projects was that they are organisations or activities that promote minority language use in the community, and are

located in various linguistic contexts in Europe, Canada and New Zealand.

The languages were:

- Scottish Gaelic, Scotland
- Galician, Galicia
- Irish, Ireland
- Inuktitut, Canada
- Manx, Isle of Man
- Māori, Aotearoa-New Zealand

4.40 Evidence was collected on programmes and projects using the following activities to promote the use of minority languages in the community:

- **community centres:** four community centres promoting and facilitating the use of the minority/community language; two centres on the Western Isles of Scotland (Taigh Dhonnchaidh and Grinneabhat) and two examples of centres in Aotearoa (Oranga Marae) and Galicia (Semante);⁵
- **sports festivals:** Spors Gàidhlig, a social enterprise working across Scotland creating opportunities for young people to use and learn about Gaelic and 'Nurrait Jeunes Karibus' ('young deer') creating partnerships with teachers and older people in the 14 Nunavik communities in northern Quebec to facilitate the use of Inuktitut by young people;⁶
- **culture festivals** (music and literature), including two festivals in Ireland (Féile na Gaelaí and Youth Odyssey to the Isle of Lewis) and one festival in the Isle of Man (Cooish).⁷

4.41 When gathering further information about these organisations and activities, no examples were found of methods and programmes to promote language use through community partnerships that offer examples the Grant Scheme could emulate or learn from. Perhaps the most interesting, given the emphasis placed on the leadership and key role of community members and

⁵ [Taigh Dhonnchaidh](#); [Grinneabhat](#); [Oranga Marae](#); [Semente Vigo](#)

⁶ [Spòrs Gàidhlig](#); [Nurrait Jeunes Karibus](#)

⁷ [Féile na Gealaí](#); [Youth Odyssey to the Isle of Lewis](#); [Cooish 2021](#)

the fact that the project is led by specific cultural values and outlooks, are the Oranga Marae centres.

- 4.42 Oranga Marae centres are considered to be centres that protect and promote the traditional Māori culture in Aotearoa.⁸ Marae are unique to the cultures of the Pacific Islands but can be described as community centres which include more than one building in an area. They are social spaces where it is possible to socialise and participate in cultural activities in the native language. An adviser is appointed to work alongside the Marae to achieve the aims of Oranga Marae. The Marae have to create a Marae development plan to outline development goals and identify the scale of investment required. This plan outlines the vision of the Marae, the current situation and the proposed actions. The Marae manage this process, and the Oranga Marae Committee primarily needs to see that the whānau (extended family) or the hapū (extended family group) have worked together to plan for the sustainable future of their Marae and will support the plan to make it happen. Once the Marae Development Plan has been approved by whānau, hapū and trustees, the Marae may request funding to deliver the actions set out in the plan.

Methods of monitoring, evaluating and understanding impact

- 4.43 Of the projects reviewed, Oranga Marae was the only one where there was evidence of data (a combination of qualitative and quantitative data) being used to evaluate the impact of the project. This project was also the only one where there was evidence that it was based on a theory of change development stage. The evaluation of the scheme refers to how Marae have helped bring members of the community together (Te Puni Kōkiri et al. 2020). Oranga Marae has published levels of expenditure, the number of Marae and the number of locations supported in addition to a summary of qualitative data and user comments from six case studies (Te Puni Kōkiri et al. 2020).

⁸ [Oranga Marae: Oranga Marae: Programme Evaluation](#)

4.44 The evaluation report noted that features of the programme's success included:

- excellent cultural leadership;
- sound project management skills;
- relevant professional (e.g., accounting, budgeting, governance) and technical (e.g., engineering, architecture and construction) skills;
- a sustained commitment to the Marae's vision, mission and strategy;
and
- thousands of hours of voluntary contributions.

5. Purposeful planning and understanding impact

5.1 Purposeful planning and understanding the impact of specific interventions is a key principle in policy development, and an issue raised in a number of reviews and evaluations of Welsh Government strategies. One objective of this review was to review the literature on community empowerment and consider models that develop the capacity of communities and beneficiaries to measure the outcomes and impact of their activity. In this section, we present findings based on a review of academic literature and grey literature on community development and measuring the impact of community activity and policy interventions. Based on our review, we present examples of models that build the capacity of communities and beneficiaries to measure the outcomes and impact of their activity.

Models that build the capacity of communities and beneficiaries to measure the outcomes and impact of their activity

5.2 There are numerous guidelines and models for measuring the outcomes and impact of community activity (e.g. Kusek and Rist 2004, Wales Council for Voluntary Action 2017, Wales Co-production Network 2019). These guidelines and models combine the gathering of qualitative and quantitative evidence with an emphasis on a collaborative approach to measuring outcomes and understanding the impact of activity.

CREAM and SPICED indicators

5.3 The CREAM guide is a modification of the SMART principles (see Table 5.1). SMART principles (Specific, Measurable, Achievable, Realistic and Time-bound) for setting targets and setting indicators are followed primarily when handling quantitative data. The CREAM principles were designed to be suitable for determining both quantitative and qualitative indicators alike. One of the principles of CREAM is that the indicator determined is '[able] to provide sufficient information on performance' (Table 5.1). In complex situations, the CREAM principles recognise that it is not easy to illustrate the reality of a situation as a whole and therefore adequate indicators must be

accepted, i.e. the indicator is good enough or acceptable under the circumstances. Monitoring and measuring progress in terms of the use of Welsh can be complex, and it can be difficult to attribute behavioural change to just one intervention or factor. In such a situation, accepting the principle that ‘adequate’ indicators must be relied upon is an important principle.

Table 5.1: CREAM indicators

CREAM indicators	
Clear	Specific, precise and unambiguous
Relevant	Appropriate to the desired aims and/or outcomes
Economic	Can be obtained at a reasonable cost
Adequate	Sufficient to meet the performance assessment requirements
Monitorable	Easily monitored, and amenable to independent validation

Sources: Schiavo-Campo (1999); Kusek and Rist (2004)

5.4 The principles of SPICED focus on the use of indicators rather than the process of developing them (see Table 5.2). The SPICED approach is more suited to situations where stakeholders and participants want to understand and learn about the desired change. The strength of the SPICED approach is that it emphasises the need to engage with the community where change is proposed. For this reason, the SPICED approach is suitable for understanding the impact of community activities and community development. The principles of SPICED emphasise the need to recognise the experience of stakeholders or participants and their views and insights into what is happening. People’s views can be analysed along with their anecdotal stories and used as evidence when testing the indicators. With SPICED, achievement and success can also be defined within a geographical community or community of interest, comparing and cross-checking to test the validity of the results.

Table 5.2: SPICED indicators

SPICED indicators	
Subjective:	The importance of subjective data which takes into account the unique insights and experiences of users/participants and service providers or individual activities
Participatory:	Developing indicators with the stakeholders best placed to assess them
Interpreted and communicable:	The exact meaning of each indicator will need to be defined as it can vary from one context to the other
Cross-checked and compared:	Checking validity by cross-referencing with other methods of gathering evidence from different sources
Empowering:	The process of setting and assessing indicators should be empowering in itself and allow groups of people to reflect critically on the nature of a changing situation
Diverse and disaggregated:	There should be a deliberate effort to seek out indicators which allow broken down data to be collected based on a number of categories, e.g. gender, age, area, sector

Sources: Roche (1999); Better Evaluation (2011)

5.5 The significance of the SPICED approach to building the capacity of communities and beneficiaries to measure the outcomes and impact of their activity is that it involves stakeholders in identifying the indicators and verifying the outcomes. Gathering qualitative evidence from community members, event participants or service users is an important contribution to interpreting the significance of any quantitative indicators identified. The SPICED approach emphasises the importance of achieving an accurate balance between quantitative and qualitative indicators, with qualitative data providing context, detailed explanation and meaning for what is measured quantitatively.

Most Significant Change Technique

5.6 The Most Significant Change Technique is a method of measuring the impact of interventions and projects by asking individuals to assess the main impact of a project or intervention on them:

‘The most significant change (MSC) technique is a form of participatory monitoring and evaluation [...]. Essentially the process involves the collection of significant change (SC) stories [...] and the systematic selection of the most significant of these stories by panels of stakeholders or staff [...]. When the technique is implemented successfully, whole teams of people begin to focus their attention on program impact’ (Davies and Dart 2005: 8).

5.7 The method can be applied as a means of assessing the impact of an intervention or project that aims to promote the use of the Welsh language. A question could be asked as follows: ‘over the past year, what is the most significant change that has happened to you in terms of your language use based on your involvement with body X?’ In this respect, the approach is based on a process of gathering stories from stakeholders as they evaluate their involvement with a particular organisation or intervention.

5.8 After gathering a variety of stories, officers or volunteers in the organisation responsible for planning the intervention or project are required to discuss – and then select – which is the most significant of all the significant changes. In addition to providing feedback to officers on the main impacts of their interventions, these discussions are a way of enabling an organisation to evaluate, justify and question its work.

5.9 Whilst the majority of the data produced by the method is qualitative, officers are able to quantify the data, including identifying the number of responses that referred to specific significant changes.

Local Action

5.10 *Local Action* (Welsh Government 2012a) is a framework for facilitating micro language planning within a geographical community. This framework recognises that sustainability at a community level or, on a smaller

neighbourhood scale, is largely in the hands of local activists and ‘champions’ (2012a: 3). *Local Action* is a resource pack designed to encourage ‘co-ordinated activity [...] within Welsh neighbourhoods in order to try to set the best possible social conditions for the Welsh language to flourish on a local level’ (2012a: 5). The resource pack facilitates a process that includes the following stages:

- establishing a local action group;
- carrying out relevant research into the nature of the neighbourhood;
- carrying out an assessment of Welsh language use locally;
- identifying actions;
- ring-fencing resources and identifying responsibilities;
- implementing the plan;
- monitoring and evaluating progress.

Theory of change and logic model

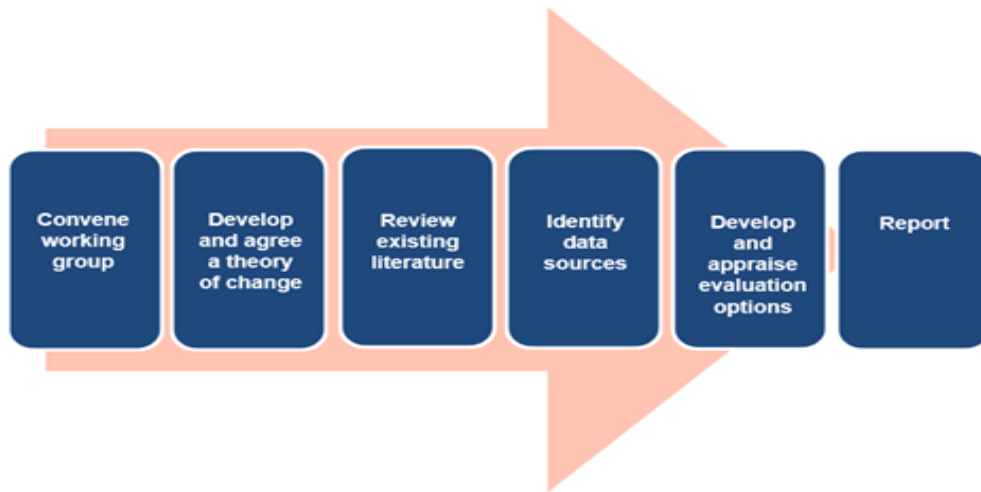
- 5.11 The development of logic models and theories of change are two methods of purposeful planning that have been used to support language planning. Some examples of developing a logic model or theory of change already exist in the context of language interventions funded by the Welsh Government. For example, a series of logic models were developed as a means of analysing the impact of interventions in the six strategic areas of *A Living Language: A Language for Living*, including a logic model for language use in communities (Welsh Government 2013: 38-41). A theory of change was developed as part of the evaluations of *Cymraeg for Kids* (Welsh Government 2019) and the *Welsh Language Charter* (Welsh Government 2020b). In 2022 the Welsh Government published a high-level theory of change to set out the relationship between the main elements of *Cymraeg 2050* (Welsh Government 2022a). This theory of change is intended to inform the development of a more detailed and complete ‘theory or theories of change that can be refined as the ‘Cymraeg 2050’ programme of research and evaluation is developed further’ (ibid.: 20).

- 5.12 Theories of change and logic models seek to develop a theoretical and logical understanding of the short- and long-term impact of a particular intervention. The main difference between the two approaches is that a logic model identifies a logical sequence associated with a particular intervention, ‘if we do a, b will happen’, while a theory of change emphasises, in addition, the mechanisms that link the steps within the model (Welsh Government 2020b).
- 5.13 An increasing number of charities and community organisations are using theories of change, and their funders expect to see them (Wales Council for Voluntary Action 2018). Guidance on how to develop a theory of change is one of the accessible resources offered by the [Wales Council for Voluntary Action](#) on measuring, understanding, and improving impact.

Evaluability Assessment (EA)

- 5.14 An ‘Evaluability Assessment’ is a systematic approach to planning evaluation projects suitable for significant programmes and investments. It is an approach that brings together researchers and other stakeholders (e.g. policy makers, funders, agencies, organisations and beneficiaries) to:
- define intervention objectives,
 - establish how the objectives will be achieved,
 - develop a theory of change,
 - receive advice on whether evaluation can be carried out at a reasonable cost and what methods should be used (Craig and Campbell 2015, and see Figure 5.1).
- 5.15 Conducting an EA involves obtaining expert input to guide the process of planning an evaluation, judging the quality of evidence that could be collected, and equipping the evaluator to understand the limitations in addition to the potential of the evidence.

Figure 5.1 Evaluability Assessment Model



Source: Craig and Campbell (2015)

5.16 In addition to creating a sound basis for making decisions on how and whether to evaluate before spending resources, EA is able to improve the process of putting research into practice by ensuring that policy makers, practitioners and beneficiaries work together from the outset to develop and appraise the evaluation options (Brunner et al. 2017). EA is a model used for policy interventions and development projects across a wide range of policy areas (ibid.:4). Although EA is not a practical approach for individual grant recipients to implement, it offers a model that may be adapted for the development of a collaborative approach between the Welsh Government, the bodies it funds through the Grant Scheme and beneficiaries, to jointly review how best to measure the impact of interventions promoting and facilitating the use of Welsh in relation to the aims and objectives of *Cymraeg 2050*.

6. Process evaluation of the current Grant Scheme

6.1 This section presents the findings of a process evaluation of the current Grant Scheme's operation. This element of the review included:

- examining how the current Grant Scheme is implemented;
- reviewing the effectiveness and suitability of the Scheme's procedures; and
- examining how the objectives of the Grant Scheme are interpreted and realised by the Welsh Government and grant recipients throughout the funding cycle.

6.2 This section also reports on findings in relation to examining whether the Grant Scheme offers appropriate opportunities for groups and organisations that have not previously received funding through the Scheme (or are not currently receiving funding) to receive financial support in the future. It also examines areas relating to the financial elements of the Scheme.

6.3 The findings presented in this section are based on the following evidence:

- survey and interviews with existing grant recipients;
- interviews with Welsh Government officials, partners working with existing grant recipients, and officers and representatives of other organisations that support the third sector through grant funding;
- desk-based research examining the documentation of the Grant Scheme:
 - *Cynllun Grant i Hybu a Hwyluso Defnydd o'r Gymraeg 2021 – 2022: Canllaw i Dderbynwyr Grant (Grant Scheme to Promote and Facilitate the Use of the Welsh Language 2021 – 2022: Guidance for Grant Recipients – only available in Welsh);*
 - *Canllaw Adrodd Grant Hybu a Hwyluso Defnydd o'r Gymraeg 2021-2022: Gwybodaeth i Dderbynwyr Grant (Reporting Guidance for the Grant Scheme to Promote and Facilitate the Use of the Welsh Language 2021 – 2022: Information for Grant Recipients – only available in Welsh);*

- *Mesur Canlyniadau: Fersiwn 1 (Measuring Outcomes: Version 1)* (a resource developed jointly between Mentrau Iaith Cymru and Welsh Government and available only in Welsh);
- *Standard Grant Letter* template (2021).

6.4 In order to protect the anonymity of participants, this section does not detail specific projects referred to in the survey and interviews.

Grant Scheme Operation

6.5 This section reports on the following aspects:

- purpose of the Grant Scheme;
- eligibility criteria for grant funding;
- Grant Scheme requirements and expectations for applicants;
- specific issues relevant to Papurau Bro;
- engagement and communication between Welsh Government and grant recipients;
- response to and support for situations as a result of COVID-19.

Purpose of the Grant Scheme

6.6 The *Canllaw i Dderbynwyr Grant 2021-22 (Guidance for Grant Recipients 2021-22)*, clearly states that the specific purpose of the Grant Scheme is to provide funding for activities that promote and facilitate the use of the Welsh language, thereby contributing to achieving the aims and objectives of the *Cymraeg 2050: a million speakers* strategy. The opening text of the Guidance states:

‘The purpose of this grant scheme is to support the aims and objectives of our *Cymraeg 2050: a Million Welsh Speakers* strategy. This aim should be central to any project funded through the grant scheme.

The scheme provides core funding to help organisations develop a range of activities and campaigns to promote and facilitate the use of the Welsh language across communities in Wales’ (Welsh Government 2021c: 3).
[translation of original Welsh].

Eligibility criteria for grant funding

- 6.7 The Guidance states that third sector organisations, private sector companies and public organisations are eligible to apply for the grant. Organisations may also submit ‘individual or partnership applications, to operate nationally, regionally (more than one county) or at county level’ (Welsh Government 2021c: 2). To be eligible to apply for funding, organisations must have received ‘grant funding from this fund during 2020-21’ (ibid.: 5). [translation of original Welsh]. The current Grant Scheme is therefore limited to those organisations.

Current grant recipients (2021 – 2022)

- 6.8 Current grant recipients (see Table 6.1) have been receiving this grant since 2015/16 when full Welsh Government applications were last made. Since 2016, the Grant Scheme’s funding has operated on a year-by-year basis, and grant recipients have submitted targets annually to the Welsh Government.

Table 6.1: Organisations funded through the Grant Scheme and amount allocated in 2021-22

Organisation	Amount allocated
	2021 – 2022
Wales Federation of Young Farmers Clubs*	£124,719
Cymdeithas Eisteddfodau Cymru	£46,036
Cymdeithas Cyfieithwyr Cymru	£50,000
National Eisteddfod of Wales	£603,000
Merched y Wawr	£110,000
Mentrau Iaith Cymru	£160,000
Urdd Gobaith Cymru	£852,184
Cronfa Papurau Bro (Mentrau Iaith Cymru)**	£97,810
Cered	£120,626
Hunaniaith	£192,890
<i>Hunaniaith - (£116,890)</i>	
<i>Hunaniaith - Nantlle 2020 (£3,000)</i>	
<i>Hunaniaith - Menter Iaith Bangor (£50,000)</i>	

Organisation	Amount allocated
<i>Hunaniaith - Gwallgofiaid (£23,000)</i>	
Menter Iaith Abertawe	£102,145
Menter Iaith Blaenau Gwent Torfaen a Mynwy	£118,332
Menter Iaith Bro Ogwr	£60,000
Menter Iaith Caerdydd a'r Fro	£206,736
Menter Iaith Caerffili	£95,552
Menter Iaith Casnewydd	£60,000
Menter Iaith Castell Nedd Port Talbot	£115,415
<i>Menter Iaith Castell Nedd Port Talbot - Aman Tawe Initiative (£38,000)</i>	
Menter Iaith Conwy	£105,570
Menter Iaith Dinbych	£81,583
Menter Iaith Merthyr	£60,000
Menter Iaith Môn	£133,060
Menter Iaith Powys	£132,591
<i>Menter Iaith Powys - Maldwyn (£72,591)</i>	
<i>Menter Iaith Powys - Brycheiniog a Maesyfed (£60,000)</i>	
Menter Iaith Rhondda Cynon Taf	£107,768
Menter Iaith Sir Benfro	£90,279
Mentrau Iaith Fflint a Wrecsam	£132,043
Mentrau Iaith Sir Gâr	£319,505
<i>Mentrau Iaith Sir Gâr - Menter Dinefwr (£93,0000)</i>	
<i>Mentrau Iaith Sir Gâr - Menter Dinefwr Aman Tawe Initiative (£38,000)</i>	
<i>Mentrau Iaith Sir Gâr - Menter Gorllewin Sir Gâr (£72,688)</i>	
<i>Mentrau Iaith Sir Gâr - Menter Iaith Gwendraeth ac Elli (£115,817)</i>	
Total	£4,277,844

Source: Based on information provided by Welsh Government.

*funding for Welsh Federation of Young Farmers Clubs plus 12 County YFC Federations.

**Mentrau Iaith Cymru (MIC) is a national organisation that supports a network of Mentrau Iaith across Wales. Papurau Bro receive Welsh Government funding

through a Community Newspapers Fund administered on their behalf by Mentrau Iaith Cymru.

6.9 Table 6.2 shows how grants have been allocated since the 2013-14 financial year. The amounts in the table indicate total funding at the beginning of each financial year.

Table 6.2: Welsh Government Grant Allocations to Promote and Facilitate the Use of the Welsh Language 2013-21

Financial year	Total Finance	Number of organisations and Papurau Bro (PB) allocated grant funding
2013-14	£3,557,347	47 organisations and 50 PB
2014-15	£3,557,347	47 organisations and 50 PB
2015-16	£4,209,000	47 organisations and 50 PB
2016-17	£4,065,491	42 organisations and 52 PB
2017-18	£4,157,049	42 organisations and 52 PB
2018-19	£4,157,049	42 organisations and 52 PB
2019-20	£4,327,844	42 organisations and 52 PB
2020-21	£4,327,844	42 organisations and 52 PB
2021-22	£4,277,844	42 organisations and 52 PB

Eligible costs

6.10 The grant fund can contribute up to 70 per cent towards eligible costs, which include general core costs for organisations to continue to operate various schemes and/or develop new activities. The Scheme provides funding for core costs, salaries, and project funding.

6.11 Grant recipients are expected to secure match funding to align with the purposes of the Grant Scheme. They are expected to include details of match funding in their programmes of work alongside the proposed budget they are presenting.

6.12 The Grant Scheme does not award funding to applicants with substantial free reserves, unless the applicant contributes a substantial part of the free reserves to fund costs or projects that contribute specifically to the purposes of the application and that are aligned with the aims and objectives of *Cymraeg 2050*. The Grant Scheme will not award funding to bodies that are not financially sound.

Grant Scheme requirements and expectations

6.13 Organisations applying for funding are encouraged to be ambitious and imaginative:

‘Rising to the challenge of achieving a million Welsh speakers by 2050 calls for far-reaching changes. There is a need to push the boundaries and take ambitious steps so that more people learn and use the Welsh language’ (Welsh Government 2021c:4) [translation of original Welsh]

6.14 The *Grant Recipient Guidance 2021-22* details the strategic themes, targets and aims that organisations applying for funding are expected to contribute towards (Table 6.3). The Guidance refers to the work programmes the Government publish every five years for further guidance. Grant applicants are expected to submit ‘applications that respond to the linguistic needs and challenges of the communities served’ (Welsh Government 2021c: 6). [translation of original Welsh].

Table 6.3: Strategic themes, targets and aims of Cymraeg 2050

Theme 1 - Increasing the number of Welsh speakers	
Target: Number of Welsh speakers to reach 1 million by 2050	
Aims	
i. Language transmission in the family: provide our children with the best start in the language by expanding support for families to transmit the language in the home.	iv. The education workforce, resources and qualifications workforce: plan in order to increase and improve substantially: <ul style="list-style-type: none"> the education and training workforce which can teach

<p>ii. The early years: expand Welsh-medium provision in the early years as an access point for Welsh-medium education.</p> <p>iii. Statutory education: create a statutory education system which increases the number of confident Welsh speakers.</p>	<p>Welsh and teach through the medium of Welsh</p> <ul style="list-style-type: none"> • the resources and qualifications needed to support • increased provision.
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Theme 2 – Increasing the use of Welsh

Target: The percentage of the population that speak Welsh daily, and can speak more than just a few words of Welsh, to increase from 10 per cent (in 2013–15) to 20 per cent by 2050.

Aims

<p>i. The workforce: increase the use of Welsh within the workplace across all sectors.</p> <p>ii. Services: increase the range of services offered to Welsh speakers, and an increase in use of Welsh-language services.</p>	<p>iii. Social use of Welsh: embed positive language use practices supported by formal and informal opportunities to use Welsh socially.</p>
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Theme 3 - Creating favourable conditions – infrastructure and context

Aims

<p>i. Community and economy: support the socioeconomic infrastructure of Welsh-speaking communities.</p> <p>ii. Culture and media: ensure that the Welsh language is safeguarded as an integral part of our contemporary culture.</p>	<p>v. Linguistic infrastructure: ensure the continued development of Welsh language infrastructure (dictionaries, terminology, the translation profession) as integral to the delivery of this strategy.</p> <p>vi. Language planning: embed language planning and promotion nationally, regionally and locally,</p>
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<p>iii. Wales and the wider world: ensure that the Welsh language is an integral part of our efforts to enhance Wales' relationship with the wider world, and used to welcome and integrate people who move to Wales.</p>	<p>with a better understanding of and support for bilingualism and the needs of Welsh speakers.</p>
<p>iv. Digital technology: ensure that the Welsh language is at the heart of innovation in digital technology to enable the use of Welsh in all digital contexts.</p>	<p>vii. Evaluation and research: continue to build on our evidence about the Welsh language and its speakers, as a basis for assessing the effectiveness of our interventions and developing Welsh language policy.</p>

Source: Welsh Government (2021c: 4-6)

6.15 Applicants are required to submit a work plan which includes:

- 'the strategic themes of *Cymraeg 2050* within which they intend to operate;
- the results expected for the Welsh language as a result of the work programme;
- outputs (or targets) identified in SMART format;
- performance indicators' (Welsh Government 2021a: 6). [translation of original Welsh].

6.16 Grant recipients are also required to implement a suitable method to monitor the operation of the work programme. They are asked to refer to the *Mesur Canlyniadau (Measuring Outcomes)* resource (Mentrau Iaith Cymru and Welsh Government, no date) for advice and guidance on methods of assessing the impact of achievements. Grant recipients are expected to allocate a suitable proportion of the budget for measuring achievement and evaluation.

6.17 In the survey, grant recipients other than the Papurau Bro were asked to respond to statements about the *Guidance for Grant Recipients*. Overall, grant recipients agreed or strongly agreed that the funding and eligibility criteria for receiving a grant were clearly set out in the *Guidance for Grant*

Recipients and they were generally satisfied with the clarity and content of the guidance. Overall, grant recipients also either agreed or strongly agreed that it was easy to access information on how to receive grant funding, and that the guidance on receiving a grant were easy to understand.

Issues specific to Papurau Bro

- 6.18 In the survey, the majority of Papurau Bro who responded felt that the current arrangements for receiving the Welsh Government grant through Mentrau Iaith Cymru were appropriate. There were several comments about how important the grant was for papers, and that some papers would be unable to continue without the support of the grant. A number of respondents noted that the most important aspect was that the grant was awarded, although there was also disappointment that the grant had not increased since 2012, while production costs had risen annually.
- 6.19 The main use Papurau Bro made of the funding they received through the grant was for contributing to printing costs. These costs had increased significantly as a result of a rise in paper cost. Papurau Bro also used the grant funding for purchasing computer software, photography equipment, postage and distribution costs, and banking charges – which have increased due to the rise in banking fees for charities and voluntary organisations.
- 6.20 Approximately two thirds of Papurau Bro respondents reported that the circulation of the Papur Bro had decreased in the last six years; around a third of the papers had remained stable and a small number (two papers) had successfully increased circulation. One of the methods used to increase circulation was to offer subscriptions via the internet and use the Bro 360 website. The COVID-19 pandemic impacted the circulation of some papers resulting in reduced sales. Another reason suggested for the reduction in circulation was that Papurau Bro are very popular amongst older people, ‘so circulation decreases as they leave us.’ [translation of original Welsh]. There was a view that younger people read Papurau Bro but were less likely to purchase them regularly.
- 6.21 Three quarters of the Papurau Bro had plans to attract new readers. These methods included:

- running campaigns to increase circulation from time to time;
- promoting digital provision;
- regular electronic publishing;
- attempting to attract readers via Facebook and Twitter;
- advertising through stalls in festivals;
- working alongside schools, libraries and colleges.

6.22 Some Papurau Bro were traditionally circulated through a network of distributors, but this was changing with more sales in local shops. This ‘worked’ for some Papurau Bro, and there was a greater awareness of the papers’ existence locally.

Engagement and communication between Welsh Government and grant recipients

6.23 As Mentrau Iaith Cymru was responsible for distributing funding to the Papurau Bro on behalf of the Welsh Government, there was no direct engagement between them and Welsh Government officials. According to the evidence from the survey, other grant recipients appreciated the contact between them and Welsh Government officials. It was noted that ‘Government grant officials understand our aims and the importance/context of working for the benefit of the Welsh language.’ [translation of original Welsh]. Grant recipients stated that other funders emphasise areas such as tackling poverty, well-being etc rather than increasing the use of Welsh in the community. A number of grant recipients mentioned good support and communication with Welsh Government officials and stated that clear information was provided on what was necessary in terms of the requirements of the Scheme. In interviews, grant recipients indicated that Welsh Government officials were prepared to listen, assist and lead. According to the Government officials interviewed, contact mainly took place via email during the COVID-19 pandemic. Virtual meetings were held with grant recipients in 2021. Welsh Government officials also reported that they held regional meetings with Mentrau Iaith on a regular basis.

6.24 In the interviews with grant recipients, some expressed dissatisfaction with the lack of Welsh Government feedback. Others mentioned receiving positive feedback which offered guidance to them. Some grant recipients felt that more contact between Welsh Government officials and the organisations would be useful. Some grant recipients said that it would be beneficial for Welsh Government officials to visit the communities where grant recipients work in order for them to gain a better understanding of the activities that are held. Grant recipients acknowledged that officers can be contacted for advice and clarification when necessary: ‘we can pick up the phone and ask the officer to explain [...] they are pretty open to checking specific details’ [translation of original Welsh].

Support in responding to situations resulting from COVID-19

6.25 In the survey, grant recipients and Papurau Bro were asked whether they received any support to respond to situations as a result of COVID-19. Just under half of the total number of grant recipients and Papurau Bro who completed the survey indicated that they had received support as a result of COVID-19. The support received by grant recipients and Papurau Bro was largely financial support. Some grant recipients had received assistance to change arrangements as a result of having to postpone events. Grant recipients received financial support from a variety of sources including funding from the Job Retention Scheme, Welsh Government Business Support, local Voluntary Council Service, Economic Resilience Fund, Outdoor Education Centre Resilience Fund, Sports Resilience Fund, Business Tax Levy, Arts Resilience Fund. Grant recipients used the money primarily to protect or re-employ the workforce.

6.26 Some grant recipients reported that they had received funding to increase staff numbers as they came out of the COVID-19 lockdown following a requirement to reduce core staff during the pandemic. Some grant recipients were provided with support to protect the organisation’s staff in order to avoid losing expertise as far as possible, and to ensure they survived the period. However, some grant recipients faced challenging times and had to lay off staff.

- 6.27 According to Welsh Government officials, they were flexible in allowing alternative use of grant funding during the pandemic, to attempt to support grant recipients. Grant Scheme funding had been distributed as soon as possible for 2020 and, in conjunction with grant recipients, the Government revised grant recipients' targets due to restrictions, in order to facilitate digital capability. This led to some grant recipients conducting activities in different ways using technology. Around a third of the Papurau Bro who responded to the survey said they had not been able to print hard copies for a few months. Digital versions were successfully published by others and funding from the Welsh Government continued throughout the period. Digital methods included e-mail distribution, and use of the Bro 360 website and Mentrau Iaith websites.
- 6.28 Respondents to the survey, including the Papurau Bro, reported that several lessons had been learnt during the COVID-19 pandemic. The lessons learnt included: how to host online activities and the importance of being able to redirect other activities, events, and actions to alternative platforms. Technology was of assistance for carrying out activities, although not everyone was able to use technology, and according to some grant recipients and Papurau Bro, some people were excluded from online community activities as a result. Grant recipients were able to carry out some online activities, but policies needed to be adhered to and regularly reflected upon in terms of communication, data protection, safeguarding children and vulnerable people.
- 6.29 For some of the grant recipients who responded to the survey, the pandemic highlighted the importance of running activities for children and young people who do not have opportunities to speak Welsh at home, and that non-Welsh speaking parents have concerns about their ability to support children in Welsh-medium education.
- 6.30 Some Papurau Bro who responded to the survey had realised that the newspapers could be published electronically, and that arrangements could be made to work fully online and make better use of computers to prepare, set and plan a Papur Bro. They did not use these methods prior to the pandemic.

Arrangements for agreeing work programmes and monitoring progress and performance

6.31 This section reports on the following aspects of the operation of the Grant Scheme:

- agreeing work programmes: criteria and rationale for setting objectives and targets;
- monitoring progress and performance against the objectives set;
- data and evidence collected and analysed at different stages of the funding cycle and evaluating achievement.

Agreeing work programmes: criteria and rationale for setting objectives and targets

6.32 According to grant recipients' comments from the survey and interviews, alongside interviews with Welsh Government officials, annual work programmes are agreed in collaboration with the Welsh Government grant officer. The criteria and rationale used by grant recipients to set the objectives and targets of their work programmes are aligned with the strategic themes and targets of *Cymraeg 2050* according to a number of grant recipients and Government officials interviewed. Of the grant recipients who responded to the survey, some stated that their work plans also support and contribute to the Five Year Welsh Language Promotion Strategy and Welsh in Education Strategic Plan of their Local Authorities.

6.33 A number of grant recipients in the survey and interviews said that their targets and plans had been created on the basis of local needs, in addition to national targets. Some grant recipients who responded reported that they set objectives and targets based on evidence and research. Some of these grant recipients were basing their programmes of work on a language profile which includes key statistics and data on the position of the Welsh language locally, along with further research and consultation.

6.34 In the case of Papurau Bro, no evidence was received regarding the same degree of research-based strategic planning nor the setting of targets for promoting and facilitating the use of Welsh. According to the survey responses, the rationale behind the activities of Papurau Bro was to provide

a Welsh language paper for the local community; adhere to the requirement to prepare all the material and adverts in the paper in Welsh; and conduct all their writing, editing, committee meetings and community events, such as coffee mornings, in Welsh.

Monitoring progress and performance against the set objectives

- 6.35 According to Welsh Government officials, a procedure was in place to monitor progress and performance against the targets and outcomes agreed with each organisation in accordance with the *Grant Offer Letter*. Before receiving the *Grant Offer Letter*, applicants would have submitted Expenditure Profiles, Work Programmes (targets) and Performance Indicators, a current Corporate Plan, a constitution, and their most recent full accounts. These requirements are detailed in the *Canllaw Adrodd Grant Hybu a Hwyluso Defnydd o'r Gymraeg (Reporting Guidance for the Grant Scheme to Promote and Facilitate the Use of the Welsh Language - only available in Welsh)* (Welsh Government 2021a).
- 6.36 The *Reporting Guidance* asks recipients to submit an 'Annual Evaluation Report to show the difference made as a result of grant support and the lessons learnt' (Welsh Government 2021a:15) [translation of original Welsh]. In addition, 'all organisations are also expected to submit case studies outlining the impact of their activity on individuals, groups of people or organisations' (ibid.:15) [translation]. The Guidance states the requirement to submit an Annual Financial Report detailing 'the grant's spending priorities and forecasts, noting any projected variations from the estimates submitted' (ibid.: 15) [translation of original Welsh].
- 6.37 The Welsh Government reported that the target submission form was adapted for 2021-22 compared to previous forms to indicate how activities carried out by grant recipients are consistent with the aims of *Cymraeg 2050*. In the progress reports submitted to the Government, grant recipients are required to submit evidence that reports on the outcomes of an 'activity/intervention, namely the changes experienced by individuals e.g. an increase in the use of Welsh/attitude towards the Welsh language' (Welsh Government 2021a: 4) [translation of original Welsh]. Grant recipients are

asked to measure changes to ‘use, confidence, ability, attitudes and awareness’ experienced by ‘individuals, groups of people or organisations’ (Welsh Government 2021a: 3-4) [translation], in addition to reporting quantitatively on the number and type of activities arranged and the number of attendees at events.

- 6.38 The *Mesur Canlyniadau (Measuring Outcomes)* resource, developed jointly by Mentrau Iaith Cymru and Welsh Government, provides guidance on suitable methods for ‘measuring outcomes that benefit the Welsh language by undertaking activities and/or projects within the strategic areas of the Welsh Language Strategy’ (page 3) [translation]. The document was developed for the Mentrau Iaith in relation to contributing to the aim and outcomes of *A Living Language: A Language for Living* and it refers to the Evaluation Framework (Welsh Government 2013) for that strategy. The document explains why outcomes need to be measured and provides guidance on the aims, outcomes and indicators under each of the strategic areas of *A Living Language*. The document lists examples of things that could be measured (e.g. changes in use, confidence, ability, attitudes, opportunities and awareness of Welsh-medium education and the benefits of bilingualism) in relation to each strategic area. It gives examples of quantitative and qualitative methods for measuring outcomes. It also provides detailed guidance on the process of planning towards measuring outcomes in addition to sharing tips on ‘good practice’ in terms of principles and guidance for ensuring that the processes used to measure outcomes are effective, suitable and useful. The resource has not been adapted to reflect the specific aims and objectives of *Cymraeg 2050*.
- 6.39 Evidence from interviews with Government officials and grant recipients showed that it was necessary for grant recipients (but not Papurau Bro) to attend a minimum of one annual monitoring meeting with Welsh Government officials to review progress. In addition, Welsh Government officials held progress meetings with grant recipients, in accordance with the requirements of individual organisations.
- 6.40 In the survey responses there were differing opinions among grant recipients regarding the clarity and suitability of the data collection requirements

presented in the *Reporting Guidance* (Welsh Government 2021a).⁹ 13 of the 20 grant recipients agreed or strongly agreed that the requirements for reporting on the progress of activities funded through the Grant Scheme are appropriate for the level of funding; that the rationale for reporting progress and performance against the objectives set is clear; and that the process for reporting on the progress of activities funded through the Grant Scheme is clearly defined in the guidance. Eight of the 20 grant recipients agreed or strongly agreed that the data collection and analysis requirements at different stages of the funding cycle were reasonable.

- 6.41 According to the evidence gathered from the survey and interviews with grant recipients, many believed that the requirement to collect quantitative data for each activity and event they carry out and evaluate the impact of their activities was time-consuming. Some grant recipients questioned the value of collecting some types of data. For these grant recipients, data collection had a purpose which helped them plan their work programmes and respond to local requirements. They considered, however, that there was too much emphasis on reporting on Government targets and data requirements, particularly if these did not fit with their local priorities.

Data and evidence collected and analysed at different stages of the funding cycle and evaluation of achievement

- 6.42 The *Reporting Guidance* (Welsh Government 2021a) states that it is necessary for grant recipients to ‘measure the contribution of projects and activities to the aims sought, which are to increase the number of Welsh speakers, increase the use of the Welsh language and create favourable conditions for the Welsh language across the communities of Wales’ (2021a:2). [translation of original Welsh].
- 6.43 The majority of grant recipients and Papurau Bro who responded to the survey said that they had arrangements in place to understand and review

⁹ The Papurau Bro were not asked about data collection requirements.

how activities were making a difference in terms of increasing the use of Welsh. Some grant recipients stated that they follow the suggestions in the *Mesur Canlyniadau (Measuring Outcomes)* resource.

- 6.44 In responses to the survey, grant recipients and Papurau Bro referred to methods of collecting various forms of data and evidence including: recording quantitative data such as the number of activities undertaken, and the number of beneficiaries who participated in activities; recording an increase in the use of Welsh; collecting evidence of changing attitudes or language practices among beneficiaries through questionnaires or interviews. Methods used to collect evidence also included conducting surveys, focus groups and informal interviews; collecting 'local reports on the ground'; desk-based work to collect 'quantitative information and look for changes in numbers'; 'keeping track of the circulation, usage and popularity of Facebook and Twitter accounts'; keeping a record of the number of beneficiaries learning Welsh; and 'talking to teachers and partners to receive feedback on changes in the language use of children and young people' [translations of original Welsh].
- 6.45 In general, the grant recipients who contributed to the survey and interviews welcomed the need to prepare case studies as required by the Grant Scheme, stating that they provided an opportunity to demonstrate the kind of achievement brought about by the activities of grant recipients and their impact on individuals. According to these grant recipients, the studies were useful for showing their staff the difference they were making to the use of Welsh, and could be used in reports, presentations or when presenting evidence to committees.
- 6.46 Responses to the survey and interviews showed that some grant recipients were aware of the challenges faced when gathering reliable evidence to evaluate the impact of projects and activities. Some stated they had experienced difficulties in gathering evidence relating to recording changes in language use, because 'people were inconsistent in their use of Welsh' and 'due to the length of the funding cycle [one year at a time] it was difficult to show changes over a short period'. [translation of original Welsh].
- 6.47 Some grant recipients responding to the survey indicated that they used the data and evidence they collected to inform the planning of their work

programmes, and to create targets that fed into progress review processes. In interviews, some grant recipients referred to the importance of monitoring and checking during the project ‘to examine and re-plan if necessary’, or ‘to change direction after seeing what the data says’ [translation of original Welsh]. Some grant recipients said they looked at the reasons why a project had not been successful, and whether the reasons were valid, for example, that there was a need for ‘more time or further resources’ [translation].

- 6.48 Some grant recipients who responded to the survey said that they used the data and evidence collected to report to other funders in addition to the Welsh Government. The data had also been used by some as part of their Annual Reports, and had been included in a local authority Welsh Language Promotion Strategy.
- 6.49 Although grant recipients stated that they used various methods of collecting data, evidence and feedback, there was less evidence of awareness of self-evaluation methods. Only a few grant recipients had used evaluation methods such as a theory of change and the Most Significant Change Technique to develop and measure the impact of their activities.

Planning and working in partnership

- 6.50 This section reports on the following aspects:
- working in partnership with other organisations to carry out activities that promote and facilitate the use of the Welsh language;
 - collaboration between grant recipients and Local Education Authorities in relation to Welsh in Education Strategic Plans and the Welsh Language Charter;
 - collaborating with County Voluntary Councils;
 - attracting new audiences;
 - including people with protected characteristics (and associated characteristics) in activities.

Working in partnership with other organisations to carry out activities that promote and facilitate the use of the Welsh language

- 6.51 The information presented in this section is based on the evidence gathered from the survey and interviews with grant recipients, alongside interviews with seven national and regional organisations working in partnership with them.
- 6.52 The majority of grant recipients and Papurau Bro who responded to the survey said that they were working in partnership with other organisations on various schemes and activities to promote and facilitate the use of the Welsh language. Examples of partners and organisations named by the grant recipients in the survey are listed in Table 6.4.

Table 6.4: Examples of partners and organisations collaborating with grant recipients

Local Authorities	Welsh Government
Universities	Flying Start
Health Boards	Menter a Busnes
Further Education Colleges	Cymru Kids' Clubs
Chapels	British Red Cross
Cytûn	Stonewall
Town and Community Councils	Papurau Bro Forum
Local Businesses	Bro 360
Care Homes	Welsh Books Council
Local Action Groups	Literature Wales
Schools	Mudiad Meithrin/Cymraeg for Kids
Third Sector partners	National Centre for Learning Welsh
Advisory Teachers	Local Welsh for Adults providers
Outdoor Partnerships	

International Partnerships	Coleg Cymraeg
Disability Wales	Cenedlaethol
Miscellaneous Sports Organisations	Theatr Genedlaethol Cymru
Local Language Forum	Community Initiatives
S4C	Agricultural Shows
Radio Cymru	

6.53 According to survey responses and evidence gathered in the interviews, close collaboration between grant recipients and other partners was a key part of the efforts on both sides to take action to achieve the aims and objectives of *Cymraeg 2050*. Grant recipients and partners reported in interviews that collaboration between them enabled grant recipients and their partners to achieve more than would be possible without collaborating, both at a strategic and operational level.

6.54 In the survey and interviews, there were numerous examples of grant recipients and partners supporting each other's work in order to promote and facilitate the use of the Welsh language, including:

- co-ordinating local activities and events;
- establishing diverse Welsh-medium clubs;
- disseminating and sharing information about activities from other providers;
- co-ordinating and promoting activities, events, and community opportunities to use the Welsh language;
- organising marketing campaigns to promote the benefits of Welsh-medium education and supporting parents and children to use Welsh outside school;
- producing resources and organising activities to support schools' *Welsh Language Charter* schemes, such as arts and crafts clubs, sports clubs, photography or coding clubs, and organising local festivals;
- co-delivering, co-funding, and offering support in kind to partners;
- developing collaborative training;

- influencing policy for the benefit of the Welsh language; and
 - contributing to research.
- 6.55 Some grant recipients reported that they had established strong strategic partnerships with organisations where there was co-ordinated planning and co-operation between them. With partners working in the area of Welsh language, evidence from the interviews showed that the activities or events on which they worked with the grant recipients were ‘specifically aligned with the objectives of *Cymraeg 2050*’ [translation of original Welsh].
- 6.56 There were examples of collaboration between partners and grant recipients to identify gaps in Welsh-medium provision in a range of areas, and to draw up relevant strategies and activities to meet the need. Working in partnership with others was also a method of reaching new audiences according to the comments of partners and grant recipients in interviews.
- 6.57 Some grant recipients and partners reported that the collaboration worked best when they ‘had regular discussions’ and ‘negotiated and shared ideas in order to operate in the most effective and efficient way’ and ‘avoided duplicating work’ in relation to promoting the use of Welsh according to partners [translations of original Welsh]. Opportunities for collaboration arose from regular discussions between partners and grant recipients. Maintaining relationships with partners and establishing a system to ensure mutual understanding were important elements of effective collaboration.
- 6.58 A collaboration agreement existed between partners and some existing grant recipients, and a memorandum of understanding was in place between one partner and one of the grant recipients to establish the exact nature of the relationship between them.
- 6.59 The evidence from interviews with grant recipients and partners showed that there were a few instances of less successful collaboration as a result of a lack of co-ordinated planning and action, a lack of trust, a lack of understanding of each other’s exact roles and specialisms, or a lack of equal partnership working, ‘if one gives and one takes, it doesn’t work’ [translation of original Welsh].

Collaborating with County Voluntary Councils

6.60 In the survey, grant recipients were asked whether they were working with County Voluntary Councils (CVCs) to promote and facilitate the use of the Welsh language. The majority of respondents said that they worked with the local CVC in some way, but the nature and extent of the collaboration varied between grant recipients and areas. Examples of collaboration included running play schemes during school holidays, co-ordinating the Welsh language elements of family events, working on a volunteer project, community work looking at the effects of Dementia and Alzheimer's in the context of the Welsh language. Some grant recipients stated they had experienced difficulties in working with some of the CVCs as a result of what they saw as the reluctance of some CVCs to increase their use of the Welsh language.

Attracting new audiences

6.61 Many grant recipients who responded to the survey and were interviewed said that they were purposefully planning to encourage new participants to take part in the activities they were organising. The methods varied from one organisation to the other and included:

- networking widely and developing links with local community and third sector groups;
- carrying out various marketing campaigns to reach new people and encourage them to engage with the Welsh language;
- adopting a marketing strategy that recognises the need to target different demographic groups;
- advertising events widely using various methods and platforms;
- being active in their local communities and attracting new participants through personal contacts;
- developing and strengthening communication and networking systems locally;
- setting targets to reach participants who were not normally involved with an organisation;

- plans to encourage existing participants to recruit more members;
- offering discounted activities to specific groups; and
- introducing new activities.

- 6.62 Of those who contributed to the survey and interviews, the majority of grant recipients made extensive use of social media such as Facebook and Twitter, not only as marketing tools but also as methods of recording responses to activities. One grant recipient said that ‘Facebook groups [...] are a community in themselves, and are more powerful and far-reaching than just us putting it on our own page’ [translation of original Welsh].
- 6.63 The evidence from the survey and interviews showed that a lot of the new audience engagement work involves building partnerships with specific groups, organisations and societies that represent particular beneficiaries.

Including people with protected characteristics (and associated characteristics) in activities

- 6.64 In the survey, grant recipients were asked what they were doing to include people with protected characteristics (and associated characteristics) in their activities. A variety of answers were received, ranging from not making any arrangements to examples of specific arrangements. Some organisations and Papurau Bro noted that the activities they offered were open to everyone, and that there was no need for specific action. Examples of specific actions included:
- engagement with different communities;
 - clear equal opportunities policies;
 - ensuring representation among the performers, artists, and activity leaders provided;
 - developing the technology skills of older members by offering one-to-one sessions;
 - ensuring suitable provision in the activities for members with disabilities;
 - close working with the LGBTQ+ community and demonstrating support during ‘Pride’ week;

- supporting people with a hearing impairment;
- carrying out activities where everyone is invited – using a language style that emphasises that the Welsh language belongs to us all;
- running a programme of activities and support sessions for refugees;
- working with asylum seekers and bringing different cultures together;
- monitoring data on race, age, disability and gender to give an indication of how many people attend events;
- hosting unconscious bias awareness sessions for organisation staff;
- organisations designated as Dementia Friendly;
- using marketing and promotional images involving people with disabilities and from diverse ethnic backgrounds.

Contributing to the vision and objectives of *Cymraeg 2050* and related policy areas

6.65 This section addresses the following aspects:

- the contribution of the Grant Scheme to the vision and objectives of *Cymraeg 2050*;
- contributing to the goals and ways of working of the Well-being of Future Generations Act;
- contributing towards the vision and objectives of the Welsh Language Promotion Strategies of Local Authorities and National Park Authorities.

The contribution of the Grant Scheme to the vision and objectives of Cymraeg 2050

6.66 The survey responses and interviews with grant recipients and Government officials indicated that the contribution of the Grant Scheme to the Welsh Government's vision and objectives was clear to them.

6.67 For the majority of grant recipients who contributed to the review, the aim was to support the objectives of *Cymraeg 2050*, creating opportunities for people to use Welsh in social and informal contexts, and, in particular, to promote community work in Welsh. Reference was made to realising the priorities of the *Cymraeg 2050* strategy to reach a million Welsh speakers by

the year 2050. It was stated that the objectives are broken down into themes involving increasing the number of people who can speak Welsh, increasing the use of Welsh (and, in particular, doubling daily usage) and improving/developing the infrastructure of the Welsh language. Grant recipients said that they use the funding to support themselves as an organisation and to fund specific activities to promote the Welsh language amongst families, children and young people, and the community, in accordance with the targets agreed upon with Government officials. A number of grant recipients said that they work in partnership with other local organisations and entities to facilitate the use of Welsh, whether they are local schools, local clubs or local businesses, for example, to contribute to the aims of *Cymraeg 2050*.

Contributing to the goals and ways of working of the Well-being of Future Generations Act

- 6.68 In the survey, respondents were asked whether their organisation had contributed in any way to the local well-being assessment in the Public Services Board (PSB) area where they worked. The majority of the respondents stated that they had not contributed to the local well-being assessment of the PSB area. In interpreting these responses it needs to be borne in mind that it is possible that the Public Services Boards were intending to invite the organisations to contribute to the plans, but that this had not yet happened. It is also possible that organisations are not aware of the use that Service Boards have made of data/information provided by the organisations when preparing their assessments. One respondent noted that their organisation 'had contributed extensively to the first well-being assessment and more recently the second assessment. In addition to providing information about the situation of the Welsh language locally and the needs of Welsh speakers, we facilitated a number of local consultation events for Welsh speakers and learners to ensure that the Welsh language was a consideration across all the themes of the plan' [translation of original Welsh].

6.69 In terms of contributing to the ways of working that are central to the Well-being Act (long-term, prevention, integration, collaboration, involvement), there was extensive evidence that grant recipients work collaboratively with other organisations, partners and entities locally and across Wales. Most of the participants provided examples of working to involve diverse people in their activities. Only a few grant recipients mentioned contributing to long term projects or starting projects that they intended to hand over to others to run. Some grant recipients explained that long term planning was challenging owing to the limitations of the Grant Scheme's annual funding period. There was some integrated planning and implementation under way in the case of the few grant recipients that were working closely with the local authority or had been invited to attend a committee or sub-group of the Local Public Services Board.

Contributing towards the vision and objectives of the Welsh Language Promotion Strategies of Local Authorities and National Park Authorities

6.70 The survey asked about the nature of the contribution of grant recipients in terms of drafting, implementing and monitoring the Welsh Language Promotion Strategy of the local authorities and national parks in which they worked. The majority of grant recipients responding to the survey said that they had contributed in some way to the vision and objectives of their Local Authorities' 5-year Promotion Strategies. Examples included responding to requests from LAs to assist in drafting, implementing and monitoring the Welsh Language Promotion Strategy, sitting on a committee or advisory working group, assisting with community consultations, membership of the Local Language Forum and contributing to the authority's Welsh in Education Strategic Plan (WESP). No evidence was received about grant recipients contributing to National Park Authority Promotion Strategies (although it should be remembered that not all grant recipients have the opportunity to contribute to the work of NPAs as they do not all work within a National Park Area).

6.71 Some grant recipients reported that they played a leading role in chairing Local Authority WESP meetings, co-ordinating or leading Local Language

Forums and were responsible for implementing elements of the strategy and monitoring it as an arm's length body of the Council. Some grant recipients developed a number of projects and pieces of work contributing to Language Strategies, such as running community workshops or consulting with the community on strategy content, and worked closely with various departments of Local Authorities. Some grant recipients noted that members of the Local Authority and NPA are members of their management boards.

Alternative funding sources and the future operation of the Grant Scheme

6.72 This section reports on the following aspects:

- receiving match funding from other sources to support the objectives of the Grant Scheme;
- the role of the Grant Scheme in the context of other Welsh Government funding streams;
- grant schemes of organisations supporting the third sector through grant funding.

6.73 In this section we consider (i) the extent to which the funding allocated through the Grant Scheme provides a foundation for grant recipients to receive funding from other sources to support the objectives of the Scheme and (ii) the role of the Grant Scheme in the context of other Welsh Government funding streams.

Receiving match funding from other sources to support the objectives of the Grant Scheme

6.74 The question regarding other sources of funding was not answered by all grant recipients who responded to the survey. The majority of grant recipients who responded said that they received funding from other sources to support the objectives of the Grant Scheme, although this was not always match funding. Examples included occasional receipt of match funding from other sources, e.g. a Culture Recovery Fund grant through the County Council; National Lottery grants for specific projects or activities; grants from different

sources for short term and specific projects; funding from local authorities and some other Welsh Government grant schemes.

- 6.75 Officers from a number of grant recipients stated that Grant Scheme funding provides a basis for attracting match funding and that they would not be able to attract other funding without the grant. One officer said, ‘it is this funding that employs staff to be able to draw up applications for other funding sources and generate income’ [...] ‘without the base funding from the Grant, it would be difficult to exist’ [translation of original Welsh].
- 6.76 A number of grant recipients noted that there was a shortage of other funding sources to promote and facilitate the use of Welsh, and that only a few other Welsh Government grant schemes currently offer funding to develop the use of Welsh.

The role of the Grant Scheme in the context of other Welsh Government funding streams

- 6.77 In order to understand the role of the Grant Scheme in the context of other Welsh Government funding streams, interviews were held with the Welsh Government Grants Centre of Excellence and grant managers responsible for some of the Welsh Government’s other grant schemes. The purpose of the interviews with grant managers was to learn more about the background of the grant schemes, how they operate, monitoring arrangements, strategic aspects and any opportunities they provide to promote and facilitate the use of the Welsh language. Another purpose was to understand whether there were features in the grant schemes that could be beneficial to consider for the future development of the Grant Scheme. Only four grant schemes were considered for this element of the review, and it did not include a detailed examination of how these schemes operate. The information provides some insight into schemes that are implemented in areas that are relevant to the Grant Scheme, but the limitations relating to how this information was collected need to be borne in mind.

Grants Centre of Excellence

- 6.78 The core function of the Welsh Government's Grants Centre of Excellence is to provide support and guidance to Welsh Government grant scheme managers, and does not have a grant-giving role itself. The team have a comprehensive suite of guidance and templates, a standard award letter template and Grant Minimum Standards for all types of grants, to help grant managers manage their schemes effectively.
- 6.79 All new grant schemes established by the Welsh Government must go through a grant assurance panel. The panel provides advice, challenge and assurance to grant managers when setting up their grant schemes. Panel members have backgrounds in key areas e.g. Audit, UK Subsidy Control, General Data Protection Regulation (GDPR), Well-being of Future Generations Act, the Welsh language etc. The panel reviews new schemes from all sectors, such as third, private, public etc., and covers all grant types, including capital, revenue, core funding and project funding grants. Those attending the panel also have the opportunity to work directly with the Head of the Welsh Language Standards Team, who sits on the grant assurance panel, in developing their scheme.
- 6.80 Guidance on the implementation of Welsh language requirements is available to grant managers and is reviewed from time to time.
- 6.81 Depending on the nature of a grant scheme, a requirement to have activity through the medium of Welsh may appear in the application and guidance documentation for the scheme. This supports applicants to understand the aims of the scheme and in completing the application.
- 6.82 Following a successful application, grant managers will use the standard Welsh Government grant award letter to draft their award letter, but they also have the opportunity to include any necessary bespoke, scheme-specific conditions including relating to the Welsh language. These requirements can differ depending on the nature of what is being funded.
- 6.83 There is a standard set of conditions within the Grants Centre of Excellence *Standard Grant Letter* template in relation to the Welsh language:

'a) The Welsh Government is committed to supporting the Welsh language and culture and The Cymraeg 2050: A million Welsh speakers Welsh language strategy (Cymraeg 2050) provides a vision for the growth and further development of the Welsh language.

b) Where the Purposes include or relate to the provision of services in Wales, they must be provided in Welsh and English unless it would be unreasonable or disproportionate to do so. They must be provided in such a way as to not treat the Welsh language less favourably than English, in accordance with the Welsh Language (Wales) Measure 2011.

c) Where the provision of services forms part of the Purposes, you must act in accordance with the Welsh Language (Wales) Measure 2011 and the aims of Cymraeg 2050. In practice, this will include the following:

i) Ensure that any written material produced, including digital material, is bilingual.

ii) Ensure that any signage is bilingual.

iii) Ensure that any training or public events are held bilingually.

iv) Actively promote and facilitate the Welsh language (including providing services and increasing opportunities to use the Welsh language) within funded activities.

d) For general advice on providing services bilingually and for information on which organisations are able to support you, please contact the Welsh language advice service "Helo Blod" on 03000 258888 or e-mail heloblod@gov.wales with your query (Welsh Government 2021f). (The Standard Grant Letter has been updated since 2021 by the conditions in relation to the Welsh language have not changed since 2020).

Third Sector Support Wales Grant

6.84 General information was collected about how the Third Sector Support Wales grant provides core funding to third sector organisations through a partnership between the 19 County Voluntary Councils (CVCs) and the Wales Council for Voluntary Action (WCVA), who distributes the grant to

them. At the time of collecting evidence for this review, the partnership received a core grant annually, but there was an intention to extend the funding period to three years. A report on the grant scheme is prepared annually and information from local CVCs is fed into a consolidated report by the WCVA. It could be beneficial to examine this model in greater detail, to establish whether there are aspects of it that could be useful to consider for the new Grant Scheme.

Grant schemes of organisations supporting the third sector through grant funding

- 6.85 Three interviews were held with officers and representatives of organisations supporting the third sector through grant funding, to understand and learn more about other grant schemes. These interviews covered the aim and objective of the grant scheme, how the grants are administered and what procedures are in place to monitor the progress and impact of the funded schemes. The purpose of the interviews was to understand whether there were grant scheme features that may be beneficial to consider for the future development of the Grant Scheme. It was not intended for these interviews to provide a comprehensive picture of the grant schemes available to support the third sector in Wales. Rather, they were intended to provide an insight into how other grant schemes are administered.
- 6.86 The interviews highlighted a number of features that, on the basis of the information collected for this review, are different from the arrangements in place for the Grant Scheme. These included:
- holding preliminary talks with prospective grant applicants in order to, i) ensure that the body is eligible to apply for the grant, and ii) check that the application is aligned with the aims and objectives of the grant scheme;
 - offering guidance and training to potential applicants on writing grant applications;

- placing expectations on the applicant to work with beneficiaries to identify local needs and plan the scheme, highlighting the collaboration methods in the application and in implementing the scheme;
- proposing a funding application process that varies depending on the size of the grant, providing a web-based application form for small grants and inviting applicants to have a conversation with fund officers before applying for large grants;
- providing support to grant recipients to develop themselves in relation to regulatory, governance and administration issues;
- providing guidance and support to all grant recipients on monitoring and evaluation methods;
- encouraging grant recipients to use peer assessment as part of the monitoring process;
- setting self-evaluation expectations for recipients of grants of all sizes, and evaluations undertaken by an external entity for larger grants;
- providing project funding in two phases and evaluating the first phase of a project to understand what impact the project has had before further funding is distributed to continue the work.

7. Developing a Theory of Change for the Grant Scheme

7.1 As part of the review, it was requested that a theory of change was interpreted and developed for the Grant Scheme. The purpose of this element was to examine and explicate:

- the long-term changes that the Grant Scheme is expected to bring about;
- the logical pathway between the inputs, outputs and anticipated outcomes of the Scheme; and
- the associated assumptions and risks.

7.2 In developing the theory of change it was necessary to consider:

- whether the activities of the current Grant Scheme are logically sound in light of the Scheme objectives;
- whether there are activities that do not contribute to achieving the objectives; and
- whether there are additional unforeseen outcomes.

7.3 This element involved examining how the Grant Scheme sits in conjunction with other Welsh Government policies and programmes, and the extent to which other programmes support or create barriers to the Grant Scheme.

7.4 A theory of change is an approach that explains how a plan or programme intends to achieve its aims and objectives, by making perceived connections between the inputs, activities, outputs, outcomes and long-term impacts of the scheme. A theory of change provides a way of reflecting on the short and medium-term changes that may result from the programme, in addition to identifying the factors that influence them in a variety of contexts. The *Magenta Book*, the evaluation guidance of the UK Government Treasury, states that understanding a theory of change requires:

- ‘an understanding of how the intervention is expected to work in practice, e.g. the problem the intervention aims to address; the change it aims to bring about; the causal chain of events that are expected to bring about the change; the main actors; the groups expected to be

impacted; and the expected conditions required for the intervention to succeed;

- exposing the assumptions upon which the intervention is based and the strength or weakness of the evidence supporting these assumptions; an examination of the wider context, such as other policy changes or changes in economic, social and environmental factors.’

(HM Treasury 2020:24)

- 7.5 The basis for the interpretation of the theory of change was desk-based research, the research team’s analysis of the evidence gathered through the fieldwork, and the evidence gathered in three theory of change workshops – one with Welsh Government officials and two with existing grant recipients.
- 7.6 During the existence of the Grant Scheme, the Welsh Government published the *laith Pawb* (2003), *A Living Language: A Language For Living* (2012b), and *Cymraeg 2050: a million Welsh speakers* (2017) strategies. The aim of the Grant Scheme is to contribute towards achieving the two main overall targets of the *Cymraeg 2050*, namely:
- number of Welsh speakers to reach 1 million by 2050.
 - the percentage of the population that speaks Welsh daily, and can speak more than just a few words of Welsh, to increase from 10 per cent (in 2013–15) to 20 per cent by 2050.
- 7.7 The Grant Scheme supports a range of organisations and establishments to promote and facilitate the use of Welsh in informal social contexts across Wales. Bodies supported by the current Grant Scheme include organisations and establishments operating on a national, regional and local basis. In practice, the Grant Scheme offers ‘core and project funding’ to assist grant recipients to develop a range of activities, interventions and campaigns that promote and facilitate the use of Welsh in communities across Wales. The grant recipients need to create plans to measure the contribution of their activities to achieve the aims of the Grant Scheme, namely, to increase the number of Welsh speakers and the use of Welsh. Progress is measured against targets agreed upon between Welsh Government officials and grant recipients.

7.8 The theory of change is based on participation by organisations and establishments that develop activities and interventions for and with beneficiaries. In some cases, the beneficiaries of grant recipients are specific target groups. For other grant recipients, the activities are open to anyone who wishes to use the Welsh language through them.

Long-term changes the Grant Scheme is expected to bring about

7.9 The *Cymraeg 2050* strategy states that ‘traditionally we have regarded opportunities to use Welsh in a community setting as a matter of providing or arranging events’ (Welsh Government 2017: 56). However, attendance at Welsh-medium events or being a member of Welsh language organisations or clubs is not possible for all Welsh speakers and all those who wish to speak Welsh. As a result, activities and opportunities need to be planned in order to include informal contexts, and geographical and virtual contexts, and to consider each area in Wales on the basis of its linguistic composition. Activities and opportunities need to be planned to create an appropriate balance between formal and informal events on a local level, create contexts where people can use the Welsh language naturally, create opportunities to influence language use practices, and empower communities to take action for themselves.

7.10 The changes that the Grant Scheme are intended to lead to will be influenced by a number of elements associated with the use of Welsh. Those elements include creating opportunities for audiences in diverse contexts, and increasing confidence, positive attitudes, practices and awareness of individuals in terms of using Welsh. In addition, emphasis needs to be placed on community empowerment and on members of geographical, virtual and interest-based communities being able to develop their own plans to increase the use of Welsh in their communities.

Associated assumptions and risks

- 7.11 The aim of the Grant Scheme is to support the aims of the Welsh Government's Welsh language strategy, *Cymraeg 2050*. The focus of the activities funded through the Grant Scheme is Theme 2: 'Increase the use of Welsh' and 'embed positive language use practices supported by formal and informal opportunities to use Welsh socially' (Welsh Government 2017: 48).
- 7.12 The basic assumption is that providing grant funding to a range of organisations and establishments to promote the use of Welsh in social and informal contexts across Wales can lead to an increase in the use of Welsh. Grant recipients who contributed to the theory of change workshops believe they have a positive influence on the use of Welsh in their areas.
- 7.13 Through the grant funding, organisations and establishments employ staff to organise and run activities, campaigns and interventions to promote the use of Welsh in local communities. As seen in the literature review in Section 4, community empowerment has been a concept that informs discussions regarding how to organise interventions to promote the social use of Welsh and enable communities to develop ownership for their own actions to support the viability of Welsh.
- 7.14 The essence of community empowerment is the desire to create situations or communities that have a level of control over the direction of their lives and to be more self-sufficient, to be able to do more for themselves, and to allow them to take active decisions that affect the nature of their communities.
- 7.15 A review (Adamson and Bromiley 2008) of the first years of the Communities First programme discussed in Section 4 highlighted features that are essential to effective community empowerment. Among them, it was noted that the willingness and ability of community members to participate was key to any attempt to develop a local working partnership. Whilst community members are likely to have relevant skills, they may need support to develop specific skills that are key to the main focus of the working partnership.
- 7.16 It is assumed that the staff of grant recipients understand the needs of their communities and beneficiaries, and are able to plan appropriate activities for these communities based on knowledge of beneficiary needs.

- 7.17 It is assumed that forming partnerships with other organisations and/or partners can lead to an increase in opportunities to use Welsh. One of the risks discussed at the workshops was that there was a great deal of competition for third sector grant funding. Grant recipients can feel that they are in competition for funding, rather than working together. Workshop participants noted that competition between grant recipients and partners created uncertainty, and resentment could undermine plans for working in partnership, rather than support collaboration with limited funding. The grant recipients who contributed to the workshops were not keen to be competing with other community initiatives; what was important from their perspective was working together and supporting each other to develop opportunities to promote the Welsh language.
- 7.18 It is assumed that organising activities and interventions will attract beneficiaries to use Welsh or use more Welsh. The planned activities need to be central to the aim of meeting the needs and expectations of beneficiaries, be of interest to them and encourage them to use Welsh socially. In the workshops, some grant recipients noted that there was a risk of trying to provide too many activities, which could detract from staff time to be able to evaluate their work fully. They also noted that there may be too many targets and that priority needs to be given to working more intensively and effectively. However, several grant recipients noted that enough activities needed to be held locally in order to 'create a buzz' and a perception of vitality in using Welsh in the community. It therefore appears that there may be tension between the need to take enough action to create linguistic viability locally and the need to plan purposefully and evaluate events in a meaningful way within the existing limited funding and staffing resources.
- 7.19 It is assumed that it is possible to prove an increase in language use as a result of the impact of the organised activities. There are difficulties associated with ensuring reliable data on language use, as noted in the literature review in Section 5. Grant recipients collect attendance data for their events and activities. This quantitative data provides a picture of the numbers who have attended community opportunities to use Welsh organised with the Grant Scheme funding. In the workshops, it was

discussed that it was difficult to measure and demonstrate the difference that specific activities make over a short period of time, as it was difficult to see the impact of activities immediately. Workshop participants suggested that it would be easier to try to measure the impact of activities over a longer period of time within a longer funding cycle. The corporate plans of some grant recipients last for five years, which leads to tensions with the funding arrangements of the current one-year Grant Scheme.

Logical pathway between the inputs, activities, outputs and anticipated outcomes of the Grant Scheme

- 7.20 The theory of change is presented in two parts, a theory of change for the implementation of the Grant Scheme (Figure 7.1) and a theory of change which deals with increasing the use of Welsh through the Scheme (Figure 7.2).

Theory of change for the implementation of the Grant Scheme

Vision

- 7.21 The vision for implementing the Grant Scheme highlights the need to ensure that the activities and interventions included in the Grant Scheme are consistent with the objectives of *Cymraeg 2050*, particularly Theme 2, increasing the use of Welsh. Central to this is strengthening activity planning, setting targets, and measuring and understanding the impact of activities. Developing new partnerships and audiences is important in order to increase opportunities to use Welsh, in addition to empowering communities to develop their own activities. More widely, the vision includes identifying opportunities to promote and facilitate the use of Welsh in other Welsh Government grant schemes so that funding to promote Welsh is available from wider sources than the Grant Scheme alone.

Inputs

- 7.22 The funding from the Grant Scheme is a key input which provides an opportunity to develop activities within a funding period. It is anticipated that

funding will also be available from other Welsh Government grant schemes to support Grant Scheme funding.

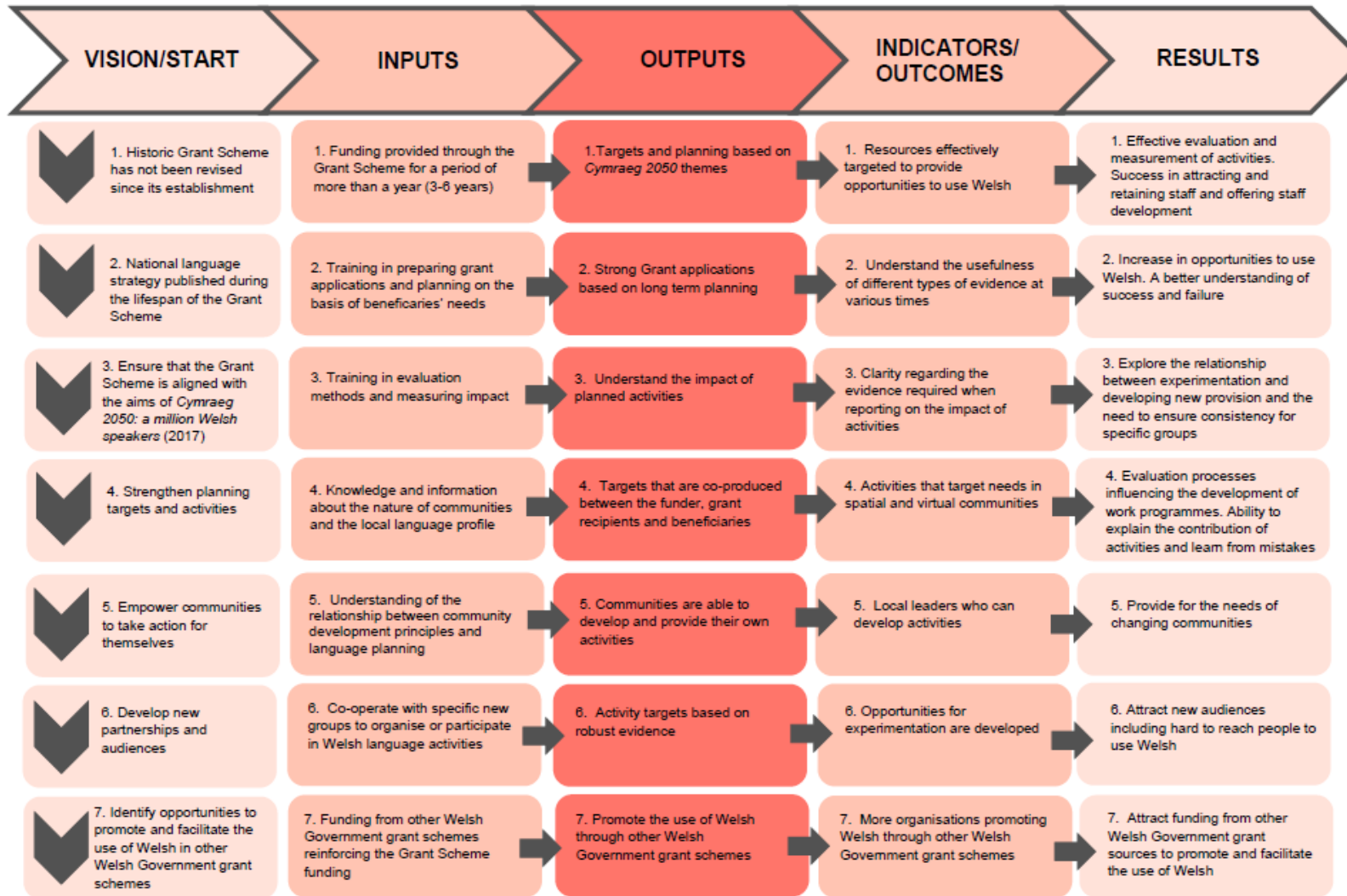
7.23 The inputs include an ongoing training programme on preparing grant applications, planning collaboratively based on beneficiary needs, evaluation methods and measuring impact.

7.24 An understanding of the relationship between community development principles and language planning is important in order to take a holistic approach to language planning, and to be able to equip communities to develop ownership for their own actions. The grant recipients' knowledge of the linguistic nature of the communities in which they work is key in order to be able to target activities based on robust evidence, to identify and target specific new groups to participate in Welsh language activities.

Outputs

7.25 The outputs for the Grant Scheme implementation process will be targets and work plans that have been based on the themes of *Cymraeg 2050*. Improving the planning and quality of grant applications will enable more detailed and longer term planning by targeting local needs within spatial and virtual communities. Evidence gathered through interviews highlights that co-production between funders, grant recipients and beneficiaries can lead to a better understanding of what the needs are and what can be achieved within the resources available. Careful and detailed planning provides opportunities for experimentation and the development of new initiatives for new audiences. Through planning, and understanding the objective of planning and holding events and interventions, an understanding of impact in relation to activities and interventions can be strengthened.

Figure 7.1: Theory of change model for operating the Grant Scheme



7.26 Section 4 discussed building an understanding of the networks and spaces that influence how and when people use different languages. Equipping communities to develop ownership for their own actions by applying a collaborative approach to identifying and responding to local needs could nurture local leaders and planners. Workshop participants believed that ensuring that other grant schemes broadened the opportunities to use Welsh in other contexts would also be a step forward.

Outcomes and results

7.27 The outcomes or indicators sought through the grant process are that resources will be targeted effectively in order to provide opportunities to use Welsh. There will be an understanding of the usefulness of different types of evidence, and clarity in terms of the evidence required to understand and report on the impact of activities. Other outcomes are activities that target needs in spatial and virtual communities, in addition to local leaders who can develop activities. Opportunities for experimentation will be developed on the basis of collaboration with specific new groups and based on robust evidence. More organisations will promote the use of Welsh through other Welsh Government grant schemes.

7.28 The outcomes from the implementation of the Grant Scheme will be the ability to evaluate and measure effectively the impact of activities; succeed in attracting and retaining staff and offering them career development; increase the opportunities to use Welsh, and gain a better understanding of what success and failure look like. Evaluation processes will influence the development of grant recipients' work programmes. In addition, it will be possible through the evaluation processes to explore the relationship between experimentation and developing new provision on the one hand and the need to ensure consistency for certain groups on the other. Grant recipients will use the Grant Scheme to cater for the needs of changing communities and attract new audiences, including hard-to-reach people, to use Welsh. Another consequence of the theory of change is that it will be possible to attract funding from other Welsh Government grant sources to promote and facilitate the use of Welsh.

Theory of change for increasing the use of Welsh

Vision

- 7.29 The vision for increasing the use of Welsh highlights the need to ensure that the activities and interventions included in the Grant Scheme are consistent with the objectives of *Cymraeg 2050*. Specifically, the vision includes increasing the use of Welsh by increasing opportunities to use the language and increasing the number of people who use it. The vision also includes co-ordination, marketing and communication in terms of promoting Welsh language events; and engaging with beneficiaries through a variety of methods based on their needs and with funding from the Grant Scheme, in addition to other sources of funding.

Inputs

- 7.30 The inputs for increasing the use of Welsh are the range of activities and interventions that allow more people to use the Welsh language. The inputs include targeting specific groups to carry out activities, including children and young people, families, older people, new speakers and under-represented groups. Work programmes designed on the basis of identifying the needs of different beneficiaries lead to action tailored to those needs. By understanding the purpose of planning and holding events, it is possible to plan activities that provide appropriate and suitable opportunities tailored to specific audiences rather than events based on habit or 'tradition'. Co-ordinating with other organisations to share clear messages about Welsh language events they organise raises awareness of the opportunities available. Other activities not funded through the Grant Scheme will add to the range of activity that promotes and facilitates the use of the Welsh language.

Outputs

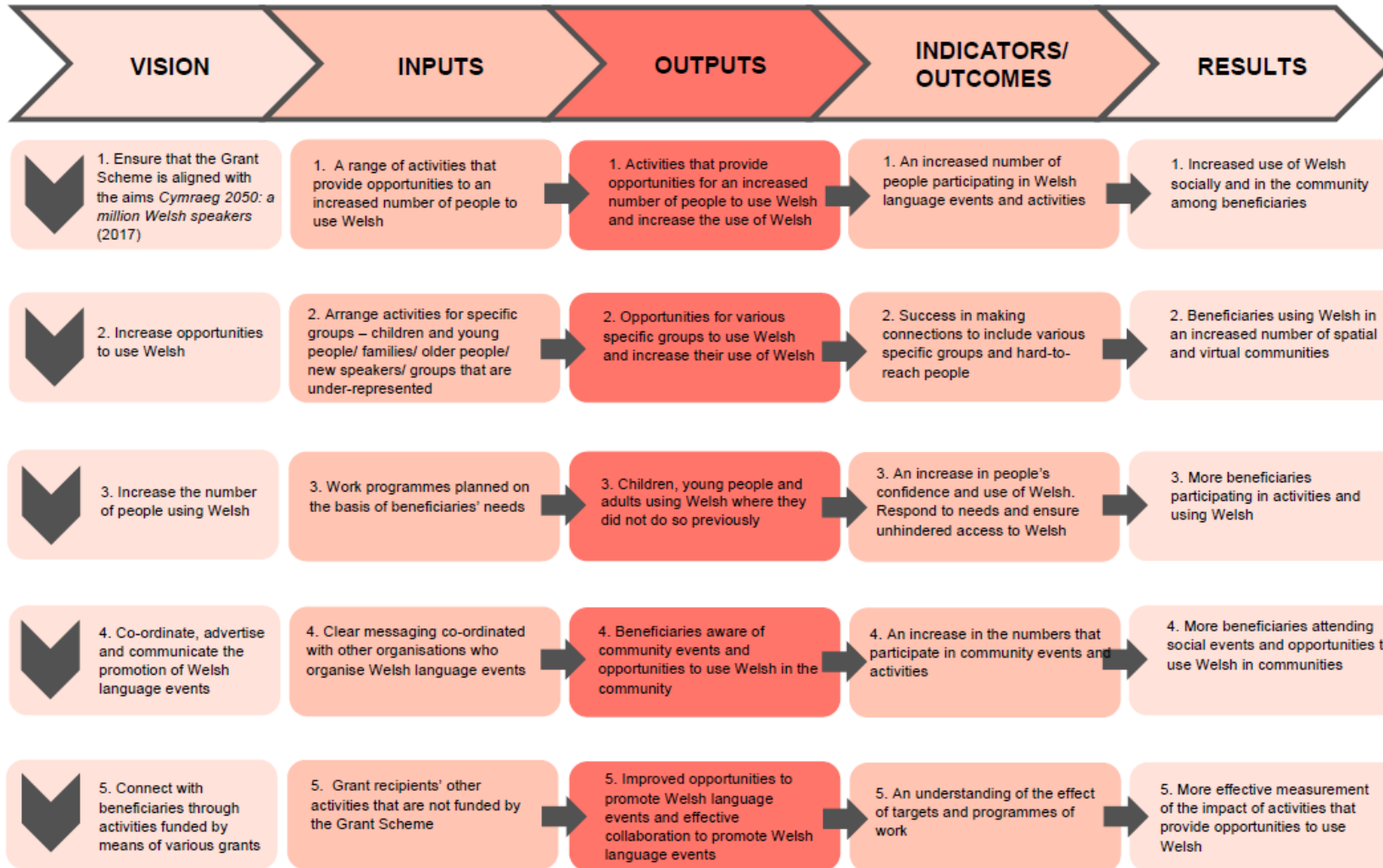
- 7.31 The expected outputs are activities and interventions that provide opportunities for more people to use Welsh and increase the use of the Welsh language. These activities, interventions and events create

opportunities for specific groups to use Welsh and increase their use of the Welsh language. Another output will be children, young people and adults using Welsh where they did not do so before. By working with other organisations that organise Welsh language events, sharing information and messages to promote events will mean that beneficiaries are aware of social events and opportunities to use Welsh, and that there are effective collaborative arrangements to promote Welsh language activities.

Outcomes and results

- 7.32 The success indicators or outcomes for increasing the use of Welsh are that more people participate in Welsh-medium events and activities; and that participants include specific diverse groups and people who are hard to reach. Other outcomes include an increase in people's confidence and use of the Welsh language and activities that respond to the needs of beneficiaries, ensuring unobstructed access to the Welsh language. The outcomes will also include an increase in participation in community events and activities, in addition to an understanding of the impact of activities and programmes of work on opportunities for people to use the Welsh language socially in an increased number of spatial and virtual communities. The results of the theory of change are that an increased number of diverse beneficiaries will be using more Welsh socially in an increased number of spatial and virtual communities.

Figure 7.2: Theory of change model for increasing the use of Welsh



Are the activities of the current Grant Scheme logically sound in light of the Scheme objectives?

- 7.33 Under the banner of the Grant Scheme in its current form, a wide range of activities, interventions and events are held. The types of activities funded are varied, reflecting the objectives and themes of *Cymraeg 2050*. The variety includes organising national festivals; local festivals; local community projects; local events such as eisteddfodau, quizzes, concerts and gigs; supporting specific organisations to be able to operate and host Welsh language events; providing play schemes; running marketing campaigns and collaborating with a range of other partners. It was discussed in the workshops that some of the activities took place on a historical basis and others responded to the priorities and needs of new partners and beneficiaries as a result of the growth in technology, digital activity, virtual engagement, and immigration patterns. Workshop participants stated that there was a need to take stock of the relationship between experimenting and developing new provision through the Grant Scheme on the one hand, with ensuring consistency and continuity for people attending current events on the other. The question was raised as to whether both can be achieved through the Grant Scheme within the current funding levels.
- 7.34 In the workshops it was noted that there was a need to think about the different geographical contexts that formed the basis for grant recipients' work, which required different activities to be organised in some areas. As part of the discussion, it was noted that the current system of allocating funding according to the percentages of Welsh speakers in an area was unfair, as more effort was often made to attract beneficiaries in areas with smaller numbers of speakers. The current Grant Scheme allows for local variation, and for planning activities and interventions based on the local priorities identified by grant recipients.
- 7.35 Many workshop and interview participants felt that increasing the one-year funding cycle to a three to five year cycle would enable more effective planning of targets and projects. It was noted that an annually awarded grant, such as the current Grant Scheme, makes it more difficult to plan for the long

term, develop new activities within a restricted funding cycle, and evaluate the impact of activities over a short period of time.

- 7.36 Grant recipients are expected to secure match funding. Match funding is expected to be in line with the purposes of the Grant Scheme and grant recipients are expected to include details of match funding in the proposed budget and programmes of work. In the interviews and workshops, participants noted that finding other funding sources that are aligned with the purposes of the Grant Scheme was difficult as very few grant schemes and sources of funding have specific aims in terms of promoting and facilitating the use of the Welsh language. According to interview comments, the need to secure other sources of funding also meant that a great deal of staff time was spent writing grant applications rather than concentrating on developing and implementing activities to create opportunities to use Welsh.
- 7.37 Overall, the grant recipients who contributed evidence to this review were satisfied with the requirements to report on a combination of quantitative and qualitative data. However, grant recipients noted that the level of reporting needs to be proportionate to the level of funding being allocated, particularly in the case of Papurau Bro who receive small amounts of funding. Many believed that the requirement to collect quantitative data for each activity and event they carry out and evaluate the impact of their activities was time-consuming, and for some there was too much emphasis on reporting on Government targets and data requirements. Participants from the workshops with grant recipients and Welsh Government officials noted the importance of developing co-production methods and setting meaningful and achievable targets. Some grant recipients who took part in the workshops questioned whether it was possible in reality to assess progress in terms of using the Welsh language, and stated that offering opportunities to use the language is what their organisations do.

Activities that do not contribute to achieving the objectives of *Cymraeg 2050*

- 7.38 The review did not identify instances of current Grant Scheme funding being used for activities that do not contribute towards achieving the aims of *Cymraeg 2050*.
- 7.39 Although the Grant Scheme aims to promote the use of Welsh in social and informal contexts across Wales, grant recipients' activities are unable to reach all areas and communities. During workshops participants explained that some groups cannot be reached due to lack of capacity and funding. Workshop participants agreed that there was a need to prioritise based on the evidence of local need and ensure that new activity aims to enhance rather than replace current activity that contributes to the objectives of *Cymraeg 2050*.
- 7.40 The relationship between the number of activities undertaken by grant recipients and the need to evaluate the impact of those activities within the staffing and financial resources available to them needs to be considered. The grant recipients who contributed to the workshops stated that a sufficient number of activities and opportunities to use Welsh need to be held in their communities. Grant recipients also noted that there is a need to consider planning activities more strategically and that the activities undertaken should be evaluated. Developing more rigorous and effective ways of evaluating activities would enable grant recipients to assess their programmes of work more critically.
- 7.41 Grant recipients emphasised that the resources that they have available to carry out activities and evaluate them were limited but that methods of reducing the burden of evaluation could be considered, for example, by evaluating one type of activity at a time (e.g. on a yearly basis); several grant recipients working together to evaluate one type of activity, undertaking peer evaluations; and evaluations conducted by external consultants. Consideration could be given to whether the data and information collected by individual grant recipients could be used to create a synthesis at a national or regional level that reports positive practice and examples, and presents what has been learned and what features have not worked so well.

Are there any additional unforeseen outcomes?

- 7.42 According to workshop participants, the jobs created through the Grant Scheme offer an opportunity to keep people in their local communities to live and work through the medium of Welsh. However, participants said that the current annual funding arrangements create employment uncertainty for grant recipient staff. As the funding awarded has not increased for ten years, some grant recipient staff have not received a pay increase during this period. Comments gathered from the interviews and workshops indicate that the combination of an annual funding cycle and low wages leads to recruitment difficulties, lack of career development opportunities and high staff turnover amongst some organisations.
- 7.43 An unintended consequence of the Grant Scheme funding is that it creates a dependency which means that some grant recipients' activities to promote and facilitate the use of Welsh may cease to exist without the support of the Grant Scheme funding. It was noted in the survey and interviews that it would be difficult for organisations to develop other activities without grant funding.
- 7.44 The nature and role of some grant recipients had changed, for example the Welsh Government is not the principal funder for some grant recipients. Some grant recipients do a lot of community development work, which is funded from other sources. There has recently been an emphasis on attracting volunteers to participate in events, but this is challenging in some areas because there are not enough volunteers available according to the comments of workshop participants.

Developing a theory of change for the future

- 7.45 The above is an initial attempt to develop a theory of change for the Grant Scheme. It is intended that this theory of change will be used as a basis for further refinement and detail by the Welsh Government and grant recipients in developing a new Grant Scheme for the future. Our review of the research literature and the evidence we gathered in this review shows that collaborating on developing a theory of change could provide a means of working inclusively in a way that empowers communities to plan strategically.

Another intention of this theory of change is to inform further refinement and development of the theory in collaboration with diverse beneficiaries.

8. Developing the Grant Scheme for the future

8.1 This section discusses the future development of the Grant Scheme and addresses:

- providing appropriate opportunities for new groups and organisations to receive financial support from the Welsh Government;
- grant applications from new grant recipients; and
- the implementation of the Future Grant Scheme.

8.2 The findings presented in this section are based on the following evidence:

- survey and interviews with existing grant recipients;
- interviews with Welsh Government officials, partners working with existing grant recipients, and officers from other organisations that support the third sector through grant funding;
- theory of change workshops with Welsh Government officials and existing grant recipients; and
- desk-based research examining the documentation of the Grant Scheme.

Providing appropriate opportunities for new groups and organisations to receive financial support from the Welsh Government

8.3 One of the requirements of this review was to consider to what extent the Grant Scheme offers appropriate opportunities for groups and organisations that have not previously received funding through the Scheme (or are not currently receiving funding) to receive financial support from the Welsh Government.

8.4 The *Guidance for Grant Recipients 2021* states the Scheme is open only to the bodies named in the appendix to the Guidance. The current Grant Scheme is therefore closed and there are no opportunities for groups that have not previously received funding through the Grant Scheme, or who are not currently receiving funding, to apply for financial support under the current conditions.

Grant applications from new grant recipients

- 8.5 The discussion in this section is based on evidence gathered through the fieldwork of this review. In interviews with existing grant recipients and organisations supporting the third sector through grant funding and in the theory of change workshops, some evidence was gathered about engagement methods and encouraging applications from potential grant recipients.
- 8.6 During the interviews, different grant recipients referred to the expectation on them to engage with other organisations and groups in order to increase opportunities to attract new audiences, thereby developing different opportunities to promote and facilitate the use of the Welsh language. In the theory of change workshops, concerns were expressed about the risk of disrupting existing provisions and partnerships, if a new funding model encouraged competition rather than collaboration between grant recipients and partners. In interviews, Welsh Government officials acknowledged that extending Grant Scheme access to new applicants could pose risks to the continuation of existing activities if the total amount of funding allocated through the Grant Scheme did not increase.
- 8.7 Grant recipients who contributed to the theory of change workshops were keen for the Grant Scheme to remain closed to existing recipients. They believed that access to the grant could be extended by setting targets for existing grant recipients to partner with a specific number of new community groups/partners to promote and facilitate the use of the Welsh language within a funding cycle.

The implementation of the Future Grant Scheme

- 8.8 The Welsh Government intends to change some aspects of how Welsh Government grant schemes are reviewed and re-advertised in the future. According to a statement published on the WCVA website, the Welsh Government will move to new funding arrangements which will mean that some grant schemes starting after April 2022 (depending on the policy area and what is most suitable) will be awarded for a period of up to three years in the first instance (Wales Council for Voluntary Action 2022: no page number). At the end of the three years, grant recipients may need to go through a

benchmarking exercise to assess performance to potentially extend the funding period for an additional period of up to three years (ibid.: no page number).

- 8.9 These changes may apply to any Grant Scheme that supersedes the current Grant Scheme to Promote and Facilitate the Use of the Welsh Language. It may be possible to extend the period for which grants are awarded for new competitive grant schemes, where appropriate.

9. Conclusions and recommendations

- 9.1 This section summarises the conclusions from the process evaluation of the current Grant Scheme, the proposed theory of change for the future Grant Scheme and the data collected on the development of a new Grant Scheme.

Process evaluation of the current Grant Scheme

Grant Scheme Implementation

- 9.2 The purpose of the Grant Scheme was clearly and unequivocally expressed in the Scheme's documentation, and the Scheme's contribution to the Welsh Government's vision and objectives was clear to Government officials, grant recipients and the majority of Papurau Bro who responded.
- 9.3 The *Canllaw i Dderbynwyr Grant 2021-22 (Guidance for Grant Recipients 2021-22)* clearly sets out the eligibility criteria and eligible costs of the Scheme. It also details the strategic themes, targets and goals towards which the organisations applying for funding are expected to contribute, and what is required and expected from grant recipients. Overall, based on survey responses, the grant recipients were satisfied with the clarity and content of the Guidance, agreed that it was easy to access information on how to receive grant funding, and that the guidelines on receiving a grant were easy to understand. Overall, grant recipients also believed that funding and eligibility criteria for receiving a grant were clearly set out in the Guidance.
- 9.4 The Grant Scheme must comply with the *Code of Practice for Funding the Third Sector*. That, however, is not evident in the documentation of the current Grant Scheme. The *Third Sector Scheme* and its Code of Practice is a comprehensive document which outlines the key principles underpinning the collaborative relationship between the Welsh Government and the third sector, and it sets out what the Welsh Government expects from grant recipients in return. Looking to the future, aligning the Grant Scheme documentation with the *Third Sector Scheme* would be a way of expressing clearly the principles underpinning the collaborative relationship between the Welsh Government and the Third Sector bodies that operate to promote and facilitate the use of the Welsh language.

9.5 Some Papurau Bro and a number of other grant recipients from the interview and survey respondents were dependent on the core funding they received through the Grant Scheme in order to be able to continue to operate. The *Third Sector Scheme* details the Welsh Government's responsibility of 'Supporting structures to allow the Third Sector to flourish' (Chapter 5). Similarly, the future documentation of the Grant Scheme should commit to the same responsibility for maintaining structures that enable the sector that promotes and facilitates the use of Welsh to flourish.

Recommendation 1 : The Welsh Government should align the documentation of the new Grant Scheme with the *Third Sector Scheme* and the *Code of Practice for Funding the Third Sector*.

Arrangements for agreeing programmes of work and monitoring progress and performance

9.6 The evidence gathered showed that the grant recipients' annual programmes of work are agreed with a Welsh Government grant officer. The criteria and rationale used by grant recipients to set the objectives and targets of their work programmes followed the *Cymraeg 2050* strategic themes and national targets, with emphasis on social use of the Welsh language. In general, grant recipients also set their targets and programmes of work in response to local requirements based on various sources of information, evidence, and research methods. A number of grant recipients reported that they ensured local ownership of their activities through various methods of engagement and joint planning.

9.7 The views of grant recipients regarding the suitability of the current arrangements for reporting on progress were varied. Some agreed that the data collection and analysis requirements at different stages of the funding cycle were reasonable. Others questioned the need to report on so many targets and believed that gathering evidence about each activity and event they organised took a lot of time. Some grant recipients believed there was too much emphasis on reporting on Government targets and data requirements, particularly if these did not fit with their local priorities.

- 9.8 Overall, the grant recipients who contributed to the survey and interviews were aware of evidence gathering methods and used them widely, but there was limited awareness of different types of evaluation methods amongst some grant recipients.
- 9.9 *Mesur Canlyniadau (Measuring Outcomes)* was developed by Mentrau Iaith Cymru in conjunction with Welsh Government in order to offer guidance to grant recipients on evaluating the contribution of their activities to the objectives of *A Living Language: A Language for Living*. This guidance will need to be updated to align with the targets and goals of *Cymraeg 2050* and incorporate the principles of community empowerment.
- 9.10 Some grant recipients made some use of *Local Action*, the framework and resource pack to facilitate micro language planning among Welsh neighbourhoods in a collaborative way.
- 9.11 The literature review on community empowerment presented in Section 4 identified a number of principles in relation to identifying targets and gathering evidence. The principles highlighted included the need for people in communities to define what success means to them and set the indicators to measure that. The research reviewed showed that there is a tendency where ‘[a]ll too often indicators are applied to communities that are related to issues that are important to the state but are unrelated to the things that matter to communities’ (Wales Council for Voluntary Action 2018: 23). This means that funders need to ensure that their funding plans and associated monitoring frameworks respond to community aspirations. Another core principle of community empowerment is the recognition that academic information and knowledge based on experience gained from the community are different but equally vital in planning and evaluating the impact of activities undertaken in response to community aspirations.
- 9.12 As also noted in Section 4, the principles of community empowerment, already built into primary legislation, underpin the Welsh Government’s proposed Communities Policy (Welsh Government 2022c). As the Welsh Government develops the new Grant Scheme it would be useful to ensure that it incorporates the principles of that policy.

Recommendation 2 : The Welsh Government should ensure that the new Grant Scheme incorporates the community empowerment principles that will underpin the proposed Communities Policy.

Recommendation 3 : In order for the principles of community empowerment to be central to the new Grant Scheme, grant recipients, in co-operation with the Welsh Government, should lead on developing and implementing approaches that will enable them to understand and respond to the aspirations and priorities of their target populations.

Recommendation 4 : The Welsh Government should lead on updating the *Mesur Canlyniadau (Measuring Outcomes)* resource, so that it aligns with the targets and aims of *Cymraeg 2050* and incorporates the principles of community empowerment.

Partnership working and planning

- 9.13 Many of the grant recipients were working with local, regional and national organisations, and close collaboration between grant recipients and other partners was key to the efforts towards achieving the aims and objectives of *Cymraeg 2050*. Some grant recipients and their partners had established strong strategic partnerships, and according to the evidence submitted, there was co-ordinated planning and co-operation between them.
- 9.14 There were a few examples of less successful collaboration as a result of a lack of co-ordinated planning and action, a lack of trust, a lack of understanding of the exact role and specialisms of grant recipients and partners, or a lack of equal partnership working.
- 9.15 The majority of the grant recipients that contributed to the review worked with CVCs on a range of community activities and projects. The relationship between the organisations and CVCs was not fully developed in all areas. Some grant recipients stated they had experienced difficulties in working with some of the CVCs as a result of what they saw as the reluctance of some CVCs to increase their use of the Welsh language.

Recommendation 5 : The Welsh Government should provide guidance on the most appropriate way of looking systematically at how grant

recipients of the new Grant Scheme and the County Voluntary Councils work together to promote and facilitate the use of the Welsh language, as a basis for strengthening collaboration where necessary.

- 9.16 Many of the grant recipients were planning purposefully to encourage new participants to take part in the activities organised by them. Grant recipients had specific methods to encourage new audiences including networking, marketing strategies, setting targets to reach new audiences and offering discounted membership for particular groups. A great deal of the new audience engagement work involves building partnerships with specific groups, organisations and societies that represent particular beneficiaries.
- 9.17 Many grant recipients had arrangements in place to include people from diverse communities and identities in their activities including, amongst others, ethnic minority groups, LGBTQ+ people and disabled people. Some of the organisations and Papurau Bro that contributed to the review did not have specific arrangements to include people with protected characteristics, stating their activities were open to all. Section 3 of this report states that the *Anti-racist Wales Plan* (Welsh Government 2022b) includes specific actions in relation to the Welsh language. These include placing an expectation on Welsh Government grant-funded organisations to increase the number of individuals from ethnic minority groups that enjoy activities and events through the medium of Welsh.

Recommendation 6 : All organisations that receive a grant through the new Grant Scheme and that carry out activities with the public should ensure they have specific arrangements to include people from diverse communities and identities in their activities including, but not limited to ethnic minority communities, disabled people and LGBTQ+ people.

Contributing to the vision and objectives of Cymraeg 2050 and related policy areas

- 9.18 On the basis of the evidence collected for the review, the Grant Scheme's contribution to the vision and objectives of *Cymraeg 2050* is central to the activities of organisations funded by the Scheme.

9.19 The majority of the organisations that contributed to the review contributed in different ways to the vision and objectives of the statutory Welsh Language Promotion Strategies implemented by Local Authorities. No evidence was received about grant recipients contributing to National Park Authority Promotion Strategies (although it should be remembered that not all grant recipients have the opportunity to contribute to the work of NPAs as they do not all work within a National Park Area). Promotion Strategies provide a key mechanism for developing cohesive collaboration among various agencies to promote and facilitate the use of Welsh at county and regional levels. It is therefore important that there is close co-operation between National Park Authorities as well as Local Authorities and grant recipients of the new Grant Scheme.

Recommendation 7 : The Welsh Government should hold a discussion with the office of the Welsh Language Commissioner to explore and agree on the most appropriate ways for Local Authorities and National Park Authorities to work in co-operation with the grant recipients of the new Grant Scheme to develop and implement Welsh Language Promotion Strategies.

9.20 The well-being plans also provide an opportunity to strengthen strategic planning and collaboration to promote and facilitate the use of Welsh at local authority and regional levels. The evidence on the contribution of grant recipients funded through the Grants Scheme to the well-being assessments of the Public Services Boards was limited. It was noted in Section 6 that it is possible that the Services Boards intended to invite the organisations to contribute to the well-being plans but that this had not yet happened. It is also possible that organisations are not aware of the use that the Services Boards have made of data / information provided by the organisations when preparing their assessments.

9.21 The review highlighted that the work of grant recipients funded through the Grant Scheme contributes to the ways of working that are central to the *Well-being of Future Generations Act* through extensive collaboration with other organisations, partners and entities locally and across Wales, and by involving a range of people in their activities.

Future operation of the Grant Scheme

- 9.22 The majority of grant recipients who contributed to the review said that they received funding from other sources towards carrying out their activities, although this was not always match funding. A number of grant recipients noted that there was a shortage of other funding sources to promote and facilitate the use of Welsh, and that only a few other Welsh Government grant schemes currently offer funding to develop the use of Welsh.
- 9.23 The evidence gathered from officers and representatives of organisations supporting the third sector through grant funding highlighted a number of features that, on the basis of the information gathered for this review, are different from the arrangements of the current Grant Scheme. The features that could be considered for the Grant Scheme in future included: offering guidance and training to potential applicants on writing grant applications; setting expectations for applicants to work with beneficiaries to identify their needs and plan the project; suggesting a funding application process which varies depending on the size of the grant; providing support for the self-development of grant recipients regarding regulation, governance and administration issues; providing guidance and support to all grant recipients on monitoring and evaluation approaches including encouraging grant recipients to use peer assessment as part of the monitoring process; setting self-evaluation expectations for recipients of all sizes and having evaluations conducted by an external entity for larger grants; providing project funding in two phases and evaluating the first phase of the project to understand its impact before distributing further funding to continue the work.
- 9.24 Adopting some of the above steps would better align the Grant Scheme with principles and approaches within the third sector.

Recommendation 8 : The Welsh Government should examine further the procedures of other bodies who provide grants to third sector organisations, to identify whether there are features that could be beneficial for the new Grant Scheme to incorporate, in terms of the grant application process, providing support to grant recipients, and evaluating the impact of grants.

9.25 The evidence collected about another of the Welsh Government's grant schemes provided information about a model that could be useful to examine in greater depth. The Third Sector Support Wales Grant provides core funding to third sector organisations through a partnership between the 19 County Voluntary Councils and the Wales Council for Voluntary Action, who distribute the grant to them. It could be beneficial to explore this model, or other similar models, in greater detail, to establish whether there are aspects of them that it could be useful to consider for a cluster of grant recipients operating in similar areas of work. In addition, it would be useful to consider whether such a model could be a way of providing guidance on developing collaborative approaches to evaluating and understanding the impact of activities.

Recommendation 9 : The Welsh Government should explore the model of the Third Sector Support Grant and other grant schemes that are implemented in a similar way, and consider whether there are features of these schemes that it could be useful to consider for the new Grant Scheme. This could include looking at ways of establishing a central point to provide support and guidance to grant recipients working in similar areas of work, and supporting grant recipients to develop the necessary skills to evaluate and understand the impact of their activities.

Developing a Theory of Change for the Grant Scheme

9.26 Developing a theory of change is a recognised mechanism for planning a strategy or plan. There was no pre-existing theory of change for the current Grant Scheme. From the evidence gathered in relation to this review, only two grant recipients were familiar with the concept of a theory of change and only one had developed a theory of change for its activities.

9.27 Section 7 introduced a theory of change for implementing the Grant Scheme and increasing the use of Welsh through the Scheme. This theory of change is intended to be used by the Welsh Government as a basis for further refinement and detail in developing a new Grant Scheme for the future, and also by grant recipients in collaboration with various beneficiaries.

Recommendation 10: The Welsh Government and grant recipients of the new Grant Scheme should review and develop in a collaborative manner the initial theory of change presented in this report.

Recommendation 11: The Welsh Government should ensure that appropriate support is in place for grant recipients of the new Grant Scheme to familiarise themselves with how to develop in a collaborative manner a theory of change with beneficiaries in their communities.

Developing the Grant Scheme for the future

- 9.28 The Grant Scheme in its current form is closed and there are no opportunities for groups that have not previously received funding through the Grant Scheme, or who are not currently receiving funding, to apply for financial support under the current conditions.
- 9.29 The Welsh Government announced that new grant schemes starting after April 2022 may include the option (depending on the policy area and what is most appropriate) to move to a three-year award, followed by up to a further three years where appropriate.
- 9.30 Evidence gathered through interviews and theory of change workshops highlighted concerns amongst some grant recipients that a new funding model would encourage competition rather than collaboration between organisations and partners, thus having a negative impact on existing provision and partnership arrangements.
- 9.31 The types of organisations that currently receive funding through the Grant Scheme are highly varied in terms of their size, the nature of their activity and their ability to apply competitively for alternative sources of income. Failure to receive future grant funding could jeopardise their ability to exist and/or sustain the activities they undertake. In developing the Grant Scheme for the future, consideration will need to be given as to whether it would be appropriate to establish categories of bodies that need to be treated differently in terms of the financial support they receive from the Welsh Government.

Recommendation 12 : As part of the preparatory work for planning the new Grant Scheme the Welsh Government should undertake a thorough assessment of the implications of inviting grant applications from organisations not currently receiving funding through the Grant Scheme. This should include a risk assessment of changes to existing arrangements.

Appendix 1: Bibliography

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Appendix 2: Research instruments

Welsh Government officials interview schedules

Stakeholder interview schedules

2021-22 Grant Recipients Online Survey

Theory of change workshop schedule

REVIEW OF THE WELSH GOVERNMENT GRANT SCHEME TO PROMOTE AND FACILITATE THE USE OF THE WELSH LANGUAGE

Welsh Government Officials Scoping Interviews [1]

Administrative Details	
Interview date	
Interview Code	

Question No.	
	<i>Background and role of the Welsh Government Grant Scheme to Promote and Facilitate the Use of the Welsh Language</i>
1.	What is your role in connection to the Welsh Government Grant Scheme to Promote and Facilitate the use of the Welsh language?

2.	<p>How has this Scheme been administered since it was transferred from the Welsh Language Board to the Welsh Government?</p> <p>(This question will not apply to all officers interviewed).</p>
3.	<p>What is your understanding of how the organisations currently eligible to apply for the grant have been identified?</p>
	<p><i>Strategic Planning</i></p>
4.	<p>What is your interpretation of the objective of the Grant Scheme in its current form?</p>

5.	Is there a link between the Grant Scheme to Promote and Facilitate the Use of the Welsh Language and other Welsh Government grant schemes?
6.	If there is a link with other Welsh Government grants, what is the link and how does that work?
	<i>Implementation process of the Welsh Government Grant Scheme to Promote and Facilitate the Use of the Welsh Language</i>
7.	<p>Can you please explain what the grant application process entails?</p> <p>Can you explain what the following steps are; i.e. the steps leading up to awarding the grant, and the subsequent steps, throughout the grant cycle?</p> <p>What are the current monitoring arrangements for the Grant Scheme?</p>

8.	<p>What do you think are the strengths and weaknesses of the current Grant Scheme implementation process?</p> <p>Are there any specific examples?</p>
9.	<p>Did the organisations have any input into discussions about how to implement the Grant Scheme in the past?</p>
10.	<p>Have any challenges been reported by grant recipients or partners in implementing the Scheme?</p>
11.	<p>In your experience of the Grant Scheme to Promote and Facilitate the Use of the Welsh Language, what are the conditions and characteristics that influence the ability of grant recipients and their partners to reach their targets effectively?</p>

12.	<p>How has COVID-19 impacted the operation of groups and organisations?</p> <p>Has it been necessary to adapt the Grant Scheme as a result?</p> <p>In what way?</p>
13.	<p>Have any specific requirements or features of grant recipients been highlighted by COVID-19?</p>
	<p><i>Looking to the Future</i></p>
14.	<p>In your opinion, are there particular groups that are not currently eligible to apply for a grant that should be included in future? What are the reasons for including them?</p>

15.	In your opinion, are there any other changes that need to be considered when thinking about methods of supporting partners to promote the use of the Welsh language in communities?

REVIEW OF THE WELSH GOVERNMENT GRANT SCHEME TO PROMOTE AND FACILITATE THE USE OF THE WELSH LANGUAGE

Welsh Government Officials Interviews [4]

Administrative details	
Date of Interview	
Interview Code	

Question no	
	<i>Background to the Grant Scheme(s) under discussion</i>
1.	<p>What are/is the grant(s) that you are responsible for?</p> <p>Are/is the grant(s) core or project funding grant(s)?</p> <p>What are the advantages/disadvantages of this/these type(s) of grants?</p> <p>What are the reasons for choosing these funding methods?</p>

2.	What is the aim of the grant(s)? How is the grant monitored against targets and outcomes?
3.	Who/what organisations are eligible to apply for these grant(s)? Who are the current recipients?
4.	Do the grant recipients work in partnership with other organisations to deliver their objectives? Who are these organisations?

5.	Who are the grant beneficiaries?
	<i>Implementation of the Grant(s) Scheme(s)</i>
6.	<p>Administration</p> <p>Please explain the process of applying for the grants for which you are responsible.</p> <p>How is funding allocated?</p> <p>What procedures have you in place if the number of applications exceed the available budget?</p> <p>Please explain the steps that follow after the grant application has been received i.e. the evaluation of the grant application process up to the award of the grant, and the steps that follow, through the grant monitoring process?</p>

7.	Are there positive aspects about the day-to-day management of the grant(s) scheme(s)? What are the things that work well?
8.	Are there any challenges involved in the day-to-day management of the grant scheme(s)? What are they?
9.	<i>Monitoring</i>

	<p>What are the current monitoring processes for the grant(s) scheme(s)?</p> <p>How do you deal with underperformance?</p>
10.	<p>Has the grant scheme been reviewed/evaluated?</p> <p>What lessons were learned from the review/evaluation?</p> <p>What changes were undertaken as a result of the review/evaluation?</p>
11.	<p>Is there an opportunity for grant recipients to provide feedback on the way the scheme is managed/administered?</p>

12.	Are there any specific needs or characteristics from grant recipients that have become apparent because of COVID-19? How were these needs addressed?
13	Do grant beneficiaries report on equality in any way? Is so how is this done?
	<i>Strategic Aspects</i>
14	Does the grant scheme contribute to the Programme for Government? If so, how?

15	Is the Well-being of Future Generations Act integrated into the Grant(s) Scheme in any way? If so, how?
16	Does the grant scheme integrate the Welsh Government 's Race Equality Action Plan, in any way? If so, how?
	<i>Promoting Welsh</i>
17.	Does the Grants Scheme integrate the WG's Strategy for the Welsh Language, <i>Cymraeg 2050</i> , in any way? If so, how?

18.	<p>Is there any link between the grant(s) for which you are responsible and the Grants Scheme to Promote and Facilitate the Use of the Welsh Language?</p> <p>If there is a link with the Grant to Facilitate and Promote the Use of Welsh, what is the link and how does that work?</p> <p>If there is no link at present, should there be a link in the future?</p>
19.	<p>Based on your experiences of managing the Grant(s) scheme for which you're responsible, and your understanding of the WG's strategic aims in relation to the Welsh language, do you think that any changes are needed in terms of ways of introducing or increasing support for grant recipients to use Welsh in their activities?</p>

REVIEW OF THE WELSH GOVERNMENT GRANT SCHEME TO PROMOTE AND FACILITATE THE USE OF THE WELSH LANGUAGE

Interviews with Current Grant Recipients

Administrative Details	
Date of Interview	
Interview code	

Question No.	
	<i>Organisation information</i>
1.	Who are the main beneficiaries of the organisation's activities?
	<i>Contribution to the strategic objectives of Cymraeg 2050</i>
2.	How do you plan your programmes of work in order to promote and facilitate the use of the Welsh language?
3.	Do you follow specific principles or strategies when planning the work of the organisation? Do you use the data and evidence collected for monitoring to plan the work of the organisation?

	<i>Monitoring and understanding impact</i>
4.	What is your view on the arrangements for monitoring and evaluating achievement at the end of the (annual) funding period of the current Grant Scheme?
5.	Do you have arrangements in place to understand and evaluate how your activities are making a difference in terms of increasing the use of Welsh? What are those arrangements? What do you know/understand about how using a theory of change can help you with your work?
6.	What happens to the evidence and data you have collected afterwards? Do you use them for anything else?

7.	<p>Apart from the Reporting Guidance for the Grant Scheme, do you receive any guidance or training on how to report your achievement to the Welsh Government?</p> <p>Do you receive any feedback on how you report?</p> <p>If so, how?</p> <p>Should any changes be made to the way you report achievement?</p> <p>Should any changes be made to the training and feedback arrangements?</p> <p>Are the contact methods and communication with Welsh Government suitable and appropriate in the context of monitoring and understanding impact?</p>
	<p><i>Attracting audiences</i></p>
8.	<p>Are you using specific methods to increase the number of beneficiaries participating in the activities you organise?</p> <p>What are these methods?</p> <p>Has using these methods led to an increase in the number of beneficiaries attending or participating in activities?</p> <p>How was the progress monitored? Do you know whether you are increasing the number of beneficiaries?</p>
9.	<p>Are you doing anything to try and find new audiences?</p> <p>If so, how are you doing this? How do you decide who you want to attract (i.e. who is 'new'?)</p>

	How do you identify and understand what your beneficiaries are looking for?
10.	<p>What are you doing to involve people with protected characteristics (and associated characteristics) in your activities?</p> <p>[Protected characteristics are: Age; disability; gender reassignment status; marriage and civil partnership; pregnancy and maternity; race (including Gypsy, Roma and Travellers); religion or belief; sex and sexual orientation]. People with associated characteristics include LGBTQ+ people (lesbian, gay, bisexual, transgender and queer/questioning people, and people with other identities including non-binary). Also, refugees and asylum seekers, regardless of race.</p> <p>Do you know whether you are attracting people with protected characteristics to your activities?</p>
	<i>Funding</i>
11.	<p>To what extent does the funding allocated through the Grant Scheme provide a basis for you to receive match funding from other sources [match funding is money that contributes directly to the purposes of the grant allocation]?</p> <p>Does the organisation receive match funding from other sources?</p> <p>Could the Grant Scheme learn from the arrangements/procedures of other sources of grant funding that you receive?</p>

12.	Do you receive grant funding from other sources for organising community activities?
	<i>Partnerships</i>
13.	Do you work in partnership with other organisations to promote and facilitate the use of the Welsh language? If so, which organisations are they? What is the nature of the collaboration? Who tends to make initial contact – you or other organisations?
14.	What are the factors that facilitate and prevent collaboration with partners? (without naming names, can you give examples of the types of things that work well and not so well?)

	What would strengthen/improve/facilitate effective collaboration? Is there anything the Scheme could do to strengthen or improve partnership working?
15.	Is there anything else you wish to note about the Grant Scheme?

REVIEW OF THE WELSH GOVERNMENT GRANT SCHEME TO PROMOTE AND FACILITATE THE USE OF THE WELSH LANGUAGE

Interviews with organisations that work with grant recipients

Administrative details	
Date of Interview	
Interview Code	

	<i>Information about the organisation</i>
1.	<p>Do you collaborate with an organisation(s) that receives grant funding through this Grant Scheme? (Young Farmers Clubs, Cymdeithas Eisteddfodau Cymru, Cymdeithas Cyfieithwyr Cymru, Eisteddfod Genedlaethol Cymru, Merched y Wawr, Mentrau Iaith Cymru, Urdd Gobaith Cymru, Cronfa Papurau Bro (MIC), Mentrau Iaith).</p> <p>If so, with which ones?</p>
2.	<p>In what way do you collaborate?</p>

	<p>For example, do you hold activities and events?</p> <p>Is there collaboration at a more strategic level?</p> <p>Is there a formal collaboration agreement in place between you for this?</p>
3.	<p>Do you collaborate with other organisations that do not receive grant funding through this Grant Scheme, to promote the use of the Welsh language?</p> <p>If so, who are these organisations?</p> <p>Is there a formal collaboration agreement in place between you for this?</p>
	<i>Planning, and Understanding Impact</i>
4.	<p>Can you describe how you go about identifying opportunities to collaborate with the organisations that receive grant funding?</p> <p>Does this happen in a systematic way?</p>

	How often do you meet/discuss?
5.	Does your organisation have arrangements in place with the grant recipients to understand how the activities make a difference in terms of increasing the use of the Welsh language? What are these arrangements?
	<i>Contributing to Cymraeg 2050 strategic objectives</i>
6.	Have the activities or events you collaborate on with the grant recipients been specifically aligned with the objectives of <i>Cymraeg 2050</i> ?

	<i>Attracting audiences</i>
7.	<p>Do you discuss ways of increasing the number of participants who attend events or activities that are organised jointly with the grant recipients?</p> <p>Do you do anything to try to find new audiences?</p> <p>If so, how do you do this? How do you decide who you want to attract (i.e., who is 'new')?</p> <p>How do you go about finding out and understanding what your beneficiaries/participants are looking for?</p>
8.	<p>Do you use any specific methods to understand where there are opportunities to include learners or 'new speakers' in your events or activities?</p> <p>If so, what are these methods?</p>

	<i>Responding to situations arising as a result of COVID-19</i>
9.	<p>Was the collaboration between you and the grant recipients affected by the COVID-19 pandemic?</p> <p>If so, in what way?</p> <p>Did you develop new ways of working with the grant recipients as a result of the pandemic?</p> <p>How is this different from the way of working before COVID?</p>
	<i>Strengths and opportunities for improvement</i>
10.	<p>What are the factors that facilitate and hinder collaboration with the grant recipients?</p> <p>What works well?</p> <p>What would strengthen/improve/facilitate more effective collaboration?</p>

11.	What, if anything, could the Grant Scheme do to strengthen/improve working in partnership?

REVIEW OF THE WELSH GOVERNMENT GRANT SCHEME TO PROMOTE AND FACILITATE THE USE OF THE WELSH LANGUAGE

Interviews with organisations that support the third sector through grant funding

Administrative details	
Date of Interview	
Interview Code	

	<i>Aim and purpose of the grant/funding schemes of the organisation that supports the third sector through grant funding</i>
1.	Who/what type of organisations are eligible to apply for the grant(s)? Who are the current grant recipients?
2.	Do the grant scheme(s) target specific individuals or groups within communities?

3.	<p>Are grant recipients expected to work in partnership with other organisations to achieve their objectives?</p> <p>What kind of organisations are they?</p>
	<i>Administration of the grants/funding scheme</i>
4.	<p>What is the process of applying for the grants that your organisation offers?</p> <p>Are the processes open to anyone who wishes to apply, or are they restricted to certain groups?</p> <p>How narrow or how broad are the eligibility criteria for receiving a grant (i.e. does the organisation set very specific purposes for the grants, or is the field left open?)</p> <p>How is funding allocated if the number of applications is higher than the available budget?</p>
5.	<p>Are grant applicants expected to prepare a theory of change or another planning and evaluation tool for the work funded by the organisation's grant scheme(s)?</p>

	<p>For what types of projects do you ask for this?</p> <p>If so, what is your experience of using them?</p> <p>If not, why not?</p>
6.	<p>What criteria or guidelines does your organisation provide for assessing grant proposals?</p> <p>How were these criteria/guidelines developed?</p>
7.	<p>What expectations does your organisation have in terms of co-production between those who receive the grant and the beneficiaries of the grants? [Co-production means consulting and involving people who use services from start to finish of any project that affects them].</p> <p>What are they?</p>

8.	Do you have any evidence about the difference that co-production makes to the results of projects funded through the grants that are awarded?
	<i>Monitoring and understanding impact</i>
9.	How are the grants that are awarded monitored against expenditure, targets and results?
10.	What data and what evidence are collected and analysed by the grant recipients at different stages of the funding cycle, and for what purposes are they collected?

11.	Are recipients expected to include elements of self-evaluation in their monitoring methods?
12.	Do you have methods in place to understand the extent to which the work that's funded leads to change/to understand the impact of the work? What are these methods? What is your experience of using them?
13.	How often are the funding organisation's grant schemes reviewed or evaluated? Is it possible to give examples of changes that have been made as a result of reviews or evaluations of grant/funding schemes?

	<i>Cross-cutting themes</i>
14.	<p>Are there specific themes that applicants must take into account when submitting an application and then when implementing their plans? (for example wellbeing, poverty, equality, inclusion)?</p> <p>Do you have any specific requirements or expectations in terms of delivering for the benefit of a range of beneficiaries?</p> <p>Future Generations Act?</p> <p>Promoting the Welsh language?</p>
15.	<p>Do you set specific criteria for this?</p> <p>How are the applications that you receive assessed against these criteria?</p> <p>How are these elements monitored after the funding has been allocated?</p> <p>And how are they considered as the projects are evaluated after they have finished?</p>

REVIEW OF THE WELSH GOVERNMENT GRANT SCHEME TO PROMOTE AND FACILITATE THE USE OF THE WELSH LANGUAGE

Interviews with Local Education Authority education officers

Administrative details	
Date of Interview	
Interview Code	

	<i>Working in partnership</i>
1.	<p><i>Welsh in Education Strategic Plans</i></p> <p>Thinking about education provision in the county, and the Welsh in Education Strategic Plans in particular, what is the relationship between the LEA and the organisation(s) receiving grant funding through this Grant Scheme? (Young Farmers Clubs, Cymdeithas Eisteddfodau Cymru, Cymdeithas Cyfieithwyr Cymru, National Eisteddfod of Wales, Merched y Wawr, Mentrau Iaith Cymru, Urdd Gobaith Cymru, Papurau Bro Fund (MIC), Mentrau Iaith?)</p>

2.	Do you as LEA education officers work directly with these organisation(s), or do you work with them through other officers within the LEA or through the regional consortium?
3.	<p>Are some of these organisations members of local authority Welsh-medium education planning sub-committees/forums? What is their role on the sub-committee/forum? How do the Mentrau Iaith in particular support the LEA's work with planning Welsh-medium education?</p>
4.	<p>Are there other ways in which the LEA collaborates with grant recipients in the context of the Welsh in Education Strategic Plans? Is there collaboration on a more strategic level? Is there a formal collaboration agreement in place between you for this? Have the collaboration arrangements been formally set out?</p>

5.	<p>Do the LEA and consortium collaborate with organisations other than the grant recipients with the development of Welsh in Education Strategic Plans?</p> <p>With what kind of organisations?</p>
	<p><i>Language Charter and its associated programmes</i></p>
6.	<p>Thinking specifically about the Language Charter and its associated programmes, what is the relationship between the LEA and the organisation(s) receiving grant funding through this Grant Scheme? Young Farmers Clubs, Cymdeithas Eisteddfodau Cymru, Cymdeithas Cyfieithwyr Cymru, National Eisteddfod of Wales, Merched y Wawr, Mentrau Iaith Cymru, Urdd Gobaith Cymru, Papurau Bro Fund (MIC), Mentrau Iaith?</p>
7.	<p>Do you as LEA education officers work directly with these organisation(s), or do you work with them through other officers within the LEA or through a regional consortium?</p>

8.	<p>Do you have examples of collaboration between schools and grant recipients on the activities of the Language Charter and its associated programmes?</p> <p>In what ways do they work together?</p> <p>Have the collaboration arrangements been formally set out?</p>
9.	<p>Do schools within the LEA collaborate on the Language Charter and its associated programmes with organisations other than the grant recipients?</p> <p>With what kind of organisations?</p>
10.	<p>Does the reward system for the Language Charter and its associated programmes show evidence of collaboration with community organisations?</p>

	<p>Is this fed back to the LEA/consortium?</p> <p>What kind of evidence is included about collaboration with community organisations?</p>
	<i>Planning and understanding impact</i>
11.	<p>Can you describe how the LEA goes about identifying opportunities to collaborate with the organisations that receive grant funding in the context of the Language Charter and its associated programmes?</p> <p>Does this happen in a systematic way?</p> <p>How often do you meet/discuss?</p>
12.	<p>Who makes the first contact with the grant recipients – the LEA or the organisations?</p> <p>Who maintains the partnership between you?</p> <p>What works well?</p> <p>Are there any challenges in maintaining the partnership?</p>

	<p>Are there arrangements in place to review how the collaboration is going? What form do these discussions take and how often do you discuss?</p>
	<p>Does the LEA have arrangements in place with the grant recipients to understand how the activities are making a difference in increasing the use of Welsh? What are these arrangements?</p>
	<p><i>Strengths and opportunities for improvement</i></p>
<p>14.</p>	<p>Thinking about the aim of promoting the use of Welsh among children and young people in the context of education and schools in particular, what works well at the moment in terms of collaboration between schools and community organisations? Is there anything that could be strengthened/improved?</p>

	What could the Grant Scheme to Promote and Facilitate the Use of Welsh offer to facilitate this?

**Review of the Welsh Government Grant Scheme to Promote and Facilitate the
Use of the Welsh Language
Grant Recipients Online Survey**

INTRODUCTION

This survey is collecting information about the Welsh Government Grant Scheme to Promote and Facilitate the Use of the Welsh Language (the Grant Scheme).

The survey asks grant recipients questions about various elements of the Scheme.

The survey should take no more than about **40 minutes** to complete. In the case of respondents on behalf of Papurau Bro, it should take no more than about **20 minutes** to complete.

Information on how the information collected will be used is available here [link]

The organisation

1. On behalf of which organisation are you answering this survey?

(If you do not wish to provide the name of your organisation, you can still participate in the survey).

[Answer box]

2. What type of organisation are you representing in answering this survey? Select one of the following.

An organisation that operates at an all-Wales level (including those representing regional and local organisations)

A Menter Iaith or a local community group

Young Farmers Clubs County Federation

Papur Bro

3. Who uses the services that your organisation provides / organises?

Select all that apply.

Toddlers / babies (pre-school)

Primary school children

Secondary school children

Young people (16 – 26)

Families

Learners / new speakers

Adults

4. Does your organisation work in partnership with other organisations to promote and facilitate the use of the Welsh language?

Yes

No

If your answer was 'Yes', who are these partners and what is the nature of the collaboration?

[text box]

Planning

5. Based on your understanding, beyond its title, what are the objectives of the Grant Scheme?

[text box]

6. How does your organisation plan its work programmes to promote and facilitate the use of the Welsh language?

[text box]

7. Does your organisation use specific methods to encourage new participants to take part in the activities it organizes?

Yes

No

If your answer was 'Yes', please indicate which methods you use.

[text box]

8. What does your organisation do in order to include people with protected characteristics (and associated characteristics) in its activities?

Note: Protected characteristics are: Age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race (including Gypsy, Roma and Travellers); religion or belief; sex and sexual orientation.

People with associated characteristics include LGBTQ+ people (lesbian, gay, bisexual, transgender and queer/questioning people, and people with other identities including non-binary). Also refugees and asylum seekers regardless of race.

[text box]

9. Do you have arrangements in place to understand and review in what way your activities are making a difference in terms of increasing the use of the Welsh language?

Yes

No

If your answer was 'Yes', what are those arrangements?

[text box]

Impact of the COVID-19 Pandemic

10. Did your organisation receive any support to respond to situations due to COVID-19?

Yes

No

Please provide any comments to expand on your answer.

[text box]

11. Has your organisation learnt lessons from providing activities during the COVID-19 pandemic?

Yes

No

If your answer was 'Yes', what were those lessons?

[text box]

12. Will you do anything differently in the future as a result of your experience during the COVID-19 pandemic?

[text box]

[Papurau Bro only go on to Q13]

[all other categories go on to Q19

Questions for Papurau Bro

13. Based on your experience of running a Papur Bro, to what extent do you agree or disagree with the following statement?

Options: Strongly agree-Agree-Neither agree nor disagree-Disagree- Strongly disagree

The current arrangements, which mean that we receive our grant funding through Mentrau Iaith Cymru, are appropriate.

Please provide any comments to expand on your answer.

[text box]

14. For what purposes does your Papur Bro use the funding you receive through the grant? (e.g. marketing, printing).

[text box]

15. In the last six years, has the circulation of your Papur Bro:

Reduced

Remained stable

Increased

Please provide any comments to expand on your answer.

[text box]

16. Does your Papur Bro have a plan for attracting new readers?

Yes

No

Please provide any comments to expand on your answer.

[text box]

17. Does your Papur Bro provide a digital version of the paper?

Yes

No

18. Does your Papur Bro collect or receive feedback from readers or anyone else about the Papur Bro?

Yes

No

Please provide any comments to expand on your answer.

[text box]

[Papurau Bro go on to the last page]

Implementation of the Grant Scheme

19. Thinking about the document *Canllaw i Dderbynwyr Grant* [link], to what extent do you agree or disagree with the following statements?

Options: Strongly agree-Agree-Neither agree nor disagree-Disagree- Strongly disagree

- a. It is easy to access information on how to receive grant funding.
- b. The guidance on how to receive a grant is easy to understand.
- c. The eligibility and funding criteria for receiving a grant are clearly set out in the guidance.
- d. Overall, we are satisfied with the guidance on receiving grant funding.

20. Thinking about the document *Canllaw Adrodd i Dderbynwyr Grant* [link], to what extent do you agree or disagree with the following statements?

Options: Strongly agree-Agree-Neither agree nor disagree-Disagree- Strongly disagree

- a. The requirements for reporting on the progress of activities funded through the Grant Scheme are appropriate for the level of funding.
- b. The rationale for reporting on progress and performance against the objectives set is clear.
- c. The process for reporting on progress in relation to activities funded through the grant scheme is clearly defined in the guidance.
- d. The data collection and analysis requirements at the various stages of the funding cycle are reasonable.

Funding Sources

21. Does your organisation receive match funding from other sources to support the objectives of the Grant Scheme?

Yes

No

If your answer was 'No', please provide any comments to expand on your answer.

[text box]

22. Does the organisation receive funding from other sources?

Yes

No

[If yes, go on to question 23; if not, go on to question 24]

23. Could the Grant Scheme learn lessons from the features of any other sources of funding you receive?

Please provide your comments here.

[text box]

Your comments on the Grant Scheme

24. Does the current Grant Scheme have strengths?

Yes

No

Please provide any comments to expand on your answer.

[text box]

25. Does the current Grant Scheme have weaknesses?

Yes

No

Please provide any comments to expand on your answer.

[text box]

26. Should any changes be made to the current Grant Scheme?

Yes

No

Please provide any comments to expand on your answer.

[text box]

27. If you would like to provide any further comments on your experience in receiving Grant Scheme funding, please do so here:

[text box]

Wider Contribution

28. Does your organisation work with the County Voluntary Council(s) (CVC) to promote and facilitate the use of the Welsh language?

Yes

No

If your answer was 'Yes', what is the nature of the collaboration?

[text box]

29. What is the nature of your organisation's contribution to drafting, implementing and monitoring the Welsh Language Promotion Strategy of the local authority(ies) and national park(s) where you are working?

[text box]

30. Has your organisation contributed in any way to the local well-being assessment in the Public Services Board area where you are working?

Note: A public services board must prepare and publish an assessment of the state of economic, social, environmental and cultural well-being in its area once per local government election cycle. They can draw on a broad spectrum of economic, social, environmental and cultural expertise in order to do this. This includes Welsh language organisations, along with youth forums, community groups, older people's forums, environmental bodies and public health experts.

Yes

No

If your answer was 'Yes', how?

[text box]

Last page

Thank you for taking part in this survey.

Review of the Welsh Government Grant Scheme to Promote and Facilitate the Use of the Welsh Language

Theory of Change Workshop – Grant Recipients

Introduction

The Welsh Government has commissioned *IAITH: the Welsh centre for language planning* to undertake a Review of the Welsh Government Grant Scheme to Promote and Facilitate the Use of the Welsh Language. As part of the Review, a theory of change needs to be interpreted and developed for the Scheme. The purpose of this element will be to examine and explicate:

- the long-term changes that the Scheme is expected to bring about;
- the logical pathway between the inputs, activities, outputs and anticipated outcomes of the Scheme;
- the associated assumptions and risks.

What is a Theory of Change?

- A process of being clear about the difference a plan or programme is supposed to make.
- A process of testing the assumptions associated with the actions identified.
- A Theory of Change helps to ensure that a programme/plan is logically sound and clear.
- A Theory of Change can also help to ensure that a programme is evaluated effectively, so that others can learn from, repeat and further develop it.

This is the schedule we will follow for the session:

10.30 Welcome and Introduction:

- Explain the arrangements and order of the session
- Privacy Notice matters
- Theory of Change: purpose, characteristics and key considerations

10.40 Long term vision and outcomes: What is the outcome we want to see? Where do we want to reach?

10.50 Inputs: what activities take place within the Grant Scheme?

11.10 Outputs: what is being created or developed?

11.35 Break

11.45 Outcomes and results: what is the change or outcome we want to see? What are the short and longer-term outcomes?

12.10 Indicators: what will indicate that something has worked?

12.25 Summary and Close