

# Agenda – Culture, Welsh Language and Communications Committee

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Meeting Venue:	For further information contact:
<b>Committee Room 2 – Senedd</b>	<b>Steve George</b>
Meeting date: Wednesday, 12 October 2016	Committee Clerk 0300 200 6565
Meeting time: 09.30	<a href="mailto:SeneddCWLC@assembly.wales">SeneddCWLC@assembly.wales</a>

## Informal pre-meeting (09:10 – 09:30)

- 1 Introductions, apologies, substitutions and declarations of interest**
- 2 Scrutiny of the Welsh Language Commissioner: Assurance Report 2015/16**  
(09:30 – 11:00) (Pages 1 – 90)

Meri Huws, Welsh Language Commissioner  
Gwenith Price, Director of Compliance and Enforcement / Deputy Commissioner  
Steffan Jones, Senior Compliance Officer

- 3 Welsh Government Review of Heritage Services: Evidence from National Museum Wales**  
(11:00 – 12:00) (Pages 91 – 96)

David Anderson, Director General

- 4 Paper(s) to note**



**Letter to Chair from Elin Jones: Welsh Government Review of Heritage Services  
(Welsh only)**

(Pages 97 – 98)

**Letter to Chair from Nigel Hughes: Welsh Government Review of Heritage Services**

(Pages 99 – 100)

**Letter to Chair from Dai Smith: Welsh Government's Review of Heritage Services**

(Pages 101 – 102)

**Letter to Chair from the Chair of Friends of National Museum Wales: Welsh  
Government's Review of Heritage Services**

(Page 103)

**Letter to Chair from Gareth Williams: Welsh Government Review of Heritage  
Services**

(Pages 104 – 105)

**Letter to Chair from Garbers & James: Welsh Government Review of Heritage  
Services**

(Pages 106 – 107)

**Letter to Chair from Paul Loveluck: Welsh Government's Review of Heritage  
Services**

(Pages 108 – 109)

**Letter to Chair from Barnado's Cymru: Welsh Government's Review of Heritage  
Services**

(Page 110)

**Letter to Chair from The Federation of Museums and Galleries of Wales: Welsh  
Government's Review of Heritage of Services**

(Pages 111 – 112)

**5 Motion under Standing Order 17.42 to resolve to exclude the  
public from the meeting for item 6**

**6 Private de-brief**

(12:00 – 12:30)

# Agenda Item 2

Document is Restricted



Comisiynydd y  
Gymraeg  
Welsh Language  
Commissioner

## Time to set the standard

A portrayal of Welsh language  
users' experiences

The Welsh Language Commissioner's  
Assurance Report 2015-16



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### **The Welsh Language Commissioner**

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## Foreword

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People are central to this report - people who either choose or need to use the Welsh language when they as citizens engage with the state. A portrayal is presented here of people's relationship with public organisations - a portrayal based on the real-life experiences of people who have used the Welsh language in common situations during 2015-16. It reveals opportunities and lack of opportunities to access public services through the medium of Welsh.

My aim as Welsh Language Commissioner is to promote and facilitate the use of the Welsh language and to make it easier for people to use the language in their everyday lives.

In his first statement on the Welsh language in the Senedd, Alun Davies AM - the Welsh Government's Minister for Lifelong Learning and Welsh Language - stated that there was a need to support Welsh speakers across Wales to use the language in a practical way. He also said that it is important to not only offer people opportunities to learn Welsh in every part of the country, but also to develop their confidence and desire to use the language as a matter of course. The Minister identified the need to set a new ambition and to take large steps forward.

This report supports that view and highlights the need for public organisations to step up and deliver good quality public services that will enable Welsh speakers to increase their use of the language in their everyday lives.

In publishing this report, my aim is to help public organisations develop an understanding of the reality faced by those they serve. I hope that the findings will motivate them to channel their efforts effectively into improving the experiences of Welsh language users. To that end, I am eager to facilitate a discussion between organisations on some of the issues which have been highlighted in this report.

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## Foreword

### Foreword

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#### Appendix 1:

Service experience surveys' methodologies

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The way in which Welsh language services are delivered is undergoing a significant change as Welsh language schemes are replaced by Welsh language standards - public organisations must respect the new rights which citizens have to use the Welsh language. Along with my officers, I will invest all my energy in seeking to ensure that it is not only the law that changes - but that people's experiences also change for the better.

*Meri Huws*

**Meri Huws**  
**Welsh Language Commissioner**



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## Background

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- 1 At the beginning of a period of significant change in terms of the way in which Welsh language services are delivered, this report asks is Welsh speakers' experience of public services as it should be, or is the experience less favourable when people choose to use the Welsh language?
- 2 Over half a million people in Wales speak the Welsh language, namely one in every five.<sup>1</sup> The 2011 Census showed that a significant number of Welsh speakers live in every corner of Wales - in the urban and populated areas of the south-east such as Cardiff where over 36,000 speak the language and the Rhondda with over 27,000 Welsh speakers, as well as the rural areas of mid and west Wales such as Ceredigion where there are over 34,000 Welsh speakers and Powys where 24,000 speak the language.<sup>2</sup>
- 3 The Welsh Language Act 1993 (WLA 1993) required public organisations to produce a Welsh language scheme explaining which services they would deliver in Welsh.
- 4 Today, the legislative context has changed. The Welsh language was given official status in Wales for the first time as a result of the Welsh Language (Wales) Measure 2011 (Welsh Language Measure). The role of the Welsh Language Commissioner (the Commissioner) was established to promote and facilitate the use of the Welsh language in order to provide more opportunity and make it easier for people to use the Welsh language in their everyday lives. The Commissioner has a responsibility to ensure that Welsh language service provision increases and improves.
- 5 There are two principles which the Commissioner must consider in ensuring that services are delivered in Welsh<sup>3</sup>:
  - The Welsh language should be treated no less favourably than the English language in Wales; and
  - Persons in Wales should be able to live their lives through the medium of the Welsh language if they choose to do so.

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<sup>1</sup> Census 2011, Office for National Statistics- 562,000 (19.0%) people aged 3 and over say that they are able to speak Welsh

<sup>2</sup> Census 2011, Office for National Statistics

<sup>3</sup> Part 2 (3) Welsh Language (Wales) Measure 2011



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- 6 The Welsh Language Measure requires the Commissioner to impose and enforce Welsh language standards. However, the Commissioner has decided to adopt a framework to explain how she will undertake her regulatory duties.<sup>4</sup> The quality of Welsh language users' experience will be central to the way the Commissioner measures organisations' compliance with their statutory duties. She will adopt various approaches to gather information and will analyse findings to gain a better understanding of the reasons why things are as they are.
- 7 During 2015-16, the Commissioner undertook a series of surveys in order to assess people's experience of using the Welsh language as they seek and use public services.<sup>5</sup> Reception areas across Wales were visited and telephone calls were made. Correspondence was sent via letter, e-mail or a social media account and tested and face-to-face interviews held with officials from public organisations.<sup>6</sup> Although the survey findings in this report provide only a snapshot, they report on real life experiences.
- 8 It should be noted that the public organisations under consideration were sampled at a time when they all implemented a Welsh language schemes and performance should be judged on that basis.

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<sup>4</sup> [The Welsh Language Commissioner's Regulatory Framework \(2016\)](#)

<sup>5</sup> A list of the organisations surveyed can be found in Appendix 2.

<sup>6</sup> Further details on the methodology used is provided in Appendix 1.

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## Part 1: Opportunities to use the Welsh language

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People who wish to use Welsh language services must often persevere or persuade public organisations to deliver them

## More often than not, Welsh language services must be requested - they are not offered proactively as a matter of course

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'May I help you' was the greeting I received from a member of staff at reception – even though she managed to answer the enquiry wholly through the medium of Welsh.

I was asked 'You alright there?' even though all the staff (at the reception) were fluent and I received a response in Welsh to my enquiry.



**Source:** The Commissioner's service experience surveys

- 1.1 Offering a Welsh language service proactively means offering a service to an individual without them having to ask for it. An organisation that does so has taken the responsibility of having to ask to use the Welsh language from the individual. Also, they do not assume that a person who uses the Welsh language can and is willing to use English.
- 1.2 Often, if language choice is not offered proactively, a service is delivered in the organisation's preferred language rather than the citizen's preferred language.
- 1.3 In providing guidance on the form and content of Welsh language schemes, the Welsh Language Board stated that organisations, in delivering services, should adopt ways of conveying that they offer a language choice and that people are welcome to use the Welsh language. There are simple ways of clearly demonstrating to people that services are available in Welsh, such as using the Welsh language when greeting a visitor at reception or answering the phone. Such a simple act enables an organisation to identify the citizen's language choice and respect that choice by making an active offer to deal with the enquiry in Welsh.

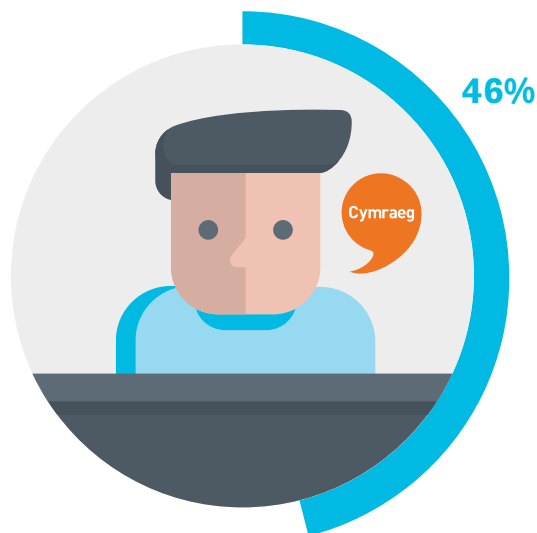
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1.4 Since 2012, the Welsh Government has adopted the principle of the active offer for NHS health services and social services and social care delivered by county councils and others in Wales. A strategic framework was published in order to fulfil the principle which states that only by making an active offer can NHS Wales and social services meet the linguistic needs of people and deliver a service which is both safe and effective to patients<sup>9</sup>.

1.5 The service experience surveys undertaken by the Commissioner in 2015-16 identified to what extent Welsh language services were being offered to people without them having to ask for them, in other words, being offered proactively.

1.6 The experiences identified during the Commissioner's survey of reception services suggest that the majority of public organisations have not adopted approaches which give a clear indication to people that their services are available in Welsh. No Welsh language greeting was received in over half of the 432 visits to receptions.

### Using reception services: being greeted in Welsh



A Welsh language greeting or Welsh language response to a Welsh language greeting was given in 46% of receptions across Wales

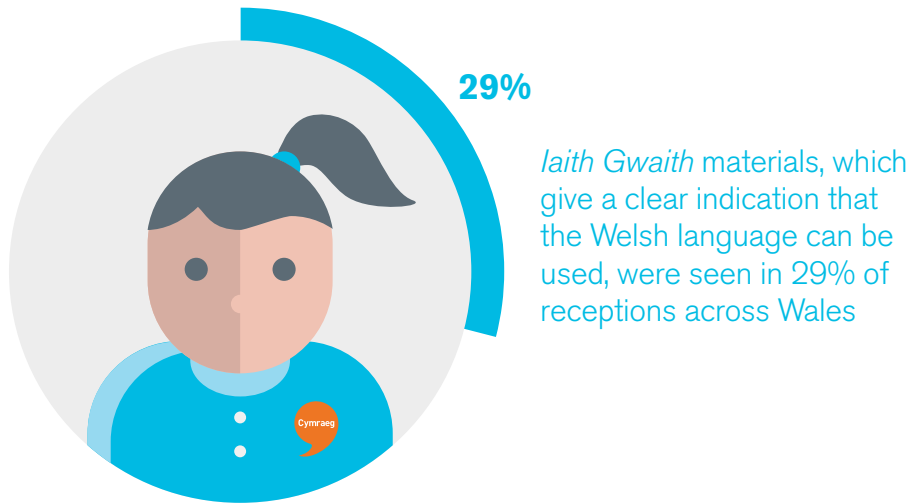
<sup>9</sup> More than just words..., Follow-on Strategic Framework for Welsh Language Services in Health, Social Services and Social Care 2016-2019 (2016)

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1.7

Placing a sign on a counter or wall or asking a staff member to wear a badge is a simple way of clearly demonstrating that services are available in Welsh. It also gives people confidence that they can use the Welsh language and may encourage its use in the workplace - it is an easy way of promoting the use of the Welsh language. No *laith Gwaith* (Working Welsh) sign was visible in 71% of receptions which is 102 of the 143 visited.<sup>8</sup>

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



1.8

No *laith Gwaith* materials, which promote the use of Welsh, were seen in 76% of receptions managed by county councils nor 78% of National Health Service (NHS) receptions.

<sup>8</sup> Based on data collected during the first visit to all reception areas

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1.9

The Commissioner's survey of telephone services found that 57%, which is 117 of the 205 calls to public organisations' main telephone line or call centre, were answered with a Welsh or bilingual greeting - a simple act which can give people confidence that a Welsh language service is available. Therefore the Welsh language was not used to answer 88 calls.

**Using telephone services:  
being greeted in Welsh**

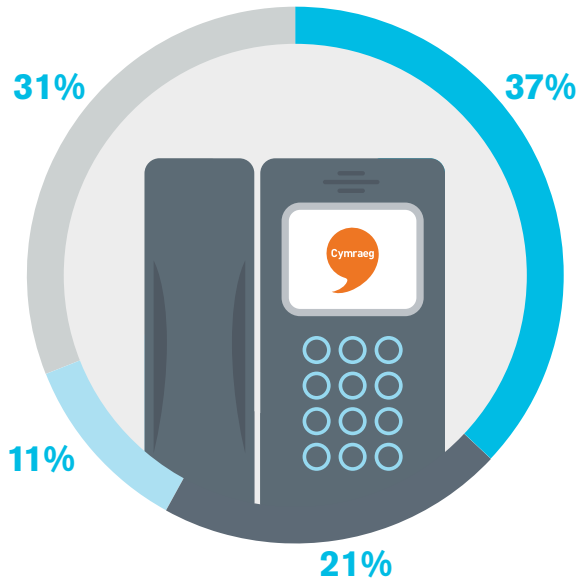


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1.10

The caller was able to present an enquiry to a person who could speak Welsh and could understand the enquiry's nature in 58% of calls answered, without having to ask to use the language (either to the receptionist or another officer after receiving an active offer to transfer the call to a Welsh speaker.) During 11% of calls made the caller had to ask for the call to be transferred to a Welsh speaker. The organisation was unable to deal with the enquiry in Welsh in 31% of calls as no Welsh speakers was available.

**Using telephone services:  
being offered a Welsh language service without having to ask**



A Welsh language service had to be requested during 42% of calls to public organisations

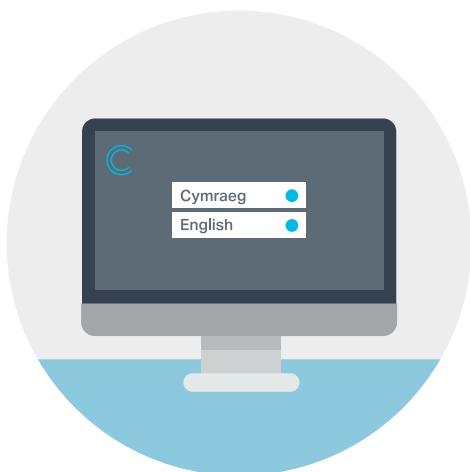
- Able to speak Welsh straight away
- Received an offer to transfer the call to a Welsh speaker
- Need to ask to use the Welsh language
- Not possible to receive a Welsh language service at all

1.11

People are increasingly using organisations' websites to search for information about public services and are using online services to make payments or provide details rather than doing so over the phone or through the post.

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1.12 The Commissioner's advice document *Technology, Websites and Software: Welsh Language Considerations* provides a detailed definition of the features of a good bilingual website - offering language choice proactively from the beginning of the user's visit is one of them. Publishing a splash page, that is, a cover page that offers a clear language choice, enables an organisation to make an active offer to users before they access the website.<sup>9</sup>



1.13 28% of the websites of the public organisations in Wales included in the survey had a splash page to enable people to make a language choice before accessing the homepage (when using the Welsh language to search for the organisation using an internet search engine).

1.14 The link to the splash page did not always appear if English was used in an internet search engine. That in itself means that citizens, if using the organisation's English name to search the internet, are not given a clear choice to use the Welsh language services on the organisation's website before arriving at the homepage at the start of their visit.

<sup>9</sup> Technology, Websites and Software: Welsh Language Considerations



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**1.15** The experiences identified during the Commissioner's surveys suggest that some of the main public organisations in Wales have not managed to provide guidance to front-line staff on actively offering Welsh language services. As a result, these organisations are missing an opportunity to promote the use of the Welsh language. All too often, in many different scenarios, organisations are failing to give a clear indication to citizens that they are welcome to use the Welsh language and that services are available to them.

**1.16 Implementing the active offer**

**In Canada**

A study undertaken by the Office of the Commissioner of Official Languages in Canada this year has highlighted that the active offer is more likely to happen where there is robust leadership and where managers explain the importance of making an active offer and why. In order to make a significant improvement, it was noted that organisations need to ensure that they consider people's attitudes towards front line services.<sup>10</sup>

**In Wales**

Beaufort Research conducted a survey on behalf of the Welsh Language Commissioner to gather evidence of the experiences of fluent Welsh speakers in relation to county councils' Welsh language services. 75% of fluent Welsh speakers said that they always interacted with the relevant departments of their county council in Welsh when they know they can do so.<sup>11</sup>

Therefore, the survey shows that people may be unwilling to ask to use the Welsh language in situations where an organisation has not normally offered services in Welsh. In order to promote and facilitate the use of Welsh, organisations need to raise awareness of the fact that Welsh language services are available and offer those services proactively.

<sup>10</sup> Office of the Commissioner of Official Languages Canada Annual Report 2015-16  
<sup>11</sup> Research Report: Local Authority Welsh Language Services, Beaufort Research on behalf of the Welsh Language Commissioner (2015)

## People who choose to use the Welsh language must often go to greater lengths to receive a service

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I can get it translated for you but it means sending it to the translation department.

I can call someone from upstairs to come and help if you like.

I felt like a nuisance so I turned to English.

It's available in Welsh on the website; you can print it from there.

The fact that someone had to come downstairs to give me a Welsh language service made me feel like I should turn to English.

I felt like it was inconvenient for them to provide a Welsh language service.



**Source:** The Commissioner's service experience surveys

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1.17 Would a person who enjoys the convenience of completing an online form and who also wants to use the Welsh language be prepared to search for a Welsh version when an internet search engine fails to find it?

Would an elderly person who needs to telephone for help and who wants to use the Welsh language be prepared to repeat their enquiry over and over to various officers?

Public organisations are increasingly seeking to facilitate citizens' experience of using their services. For example, they provide comprehensive information on their websites; collect personal details and payments online; provide an automated telephone answering service and offer choices which allow citizens to have their enquires answered quicker or more directly. But, to what extent do organisations consider the need to facilitate the experience of Welsh language users? Do they assume that they are more willing to search or persist in asking for the service they want to use?

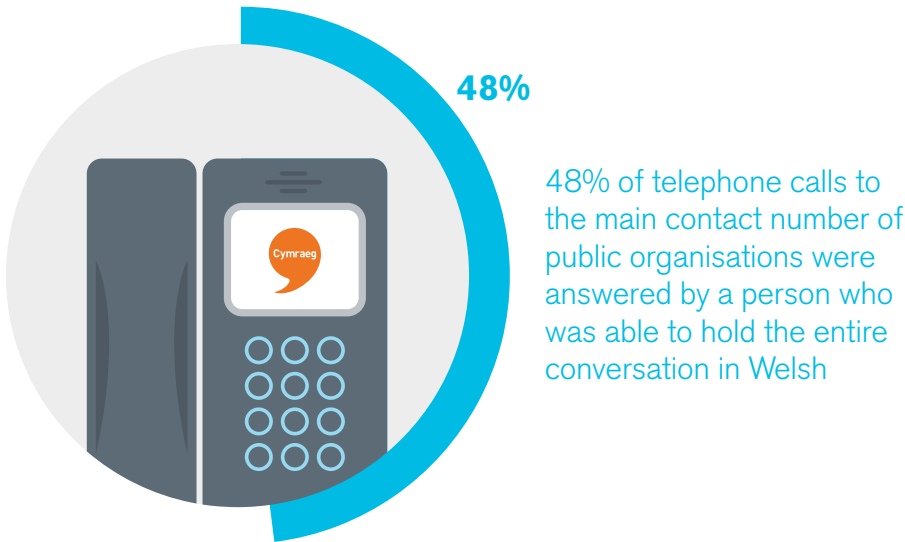
1.18 The Commissioner's surveys highlighted that citizens must go to greater lengths to persuade organisations to answer enquiries in Welsh over the phone or in receptions, and that they must often show persistence and determination if they want to receive a form in Welsh or find information in Welsh on a website.

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1.19

The Commissioner's survey of telephone services shows that the experience of having to repeat a request to use a Welsh language service over and over is common. Calls were transferred here and there within organisations as there were no Welsh speakers available. Frequently, at the end of such an experience, the caller was informed that it was not possible to deal with the enquiry in Welsh and that the organisation would arrange to return the call. Often, the person answering the phone was unsure what they should do when the individual asked to use Welsh.

**Using telephone services:  
Receiving a Welsh language service immediately**



1.20

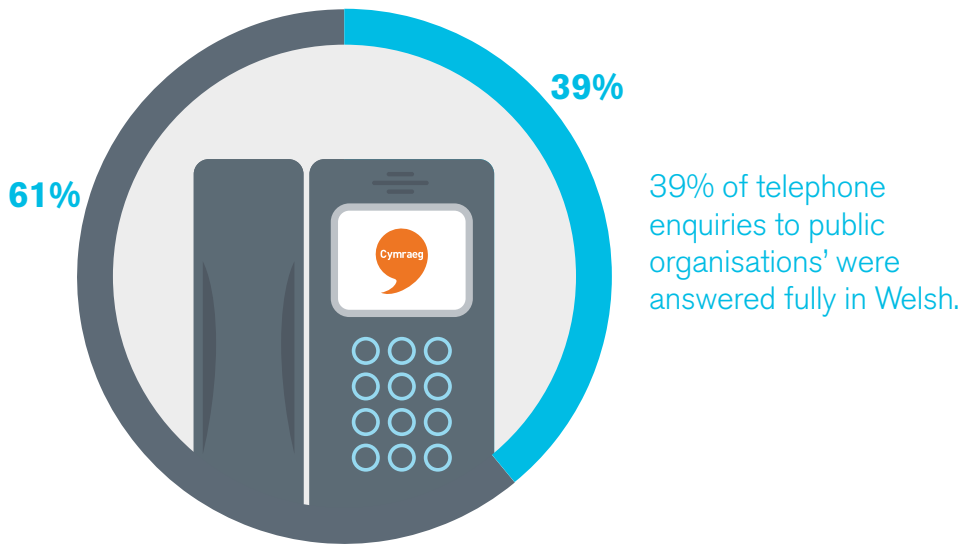
The experiences from the Commissioner's telephone service survey do not provide assurance that the vast majority of the main public organisations in Wales have effective procedures in place to ensure that citizens are able to use the Welsh language when calling their main receptions or call centres.

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1.21 Having used the Welsh language to make an enquiry via one organisation's main telephone number, the call was transferred by the person who answered to a machine which provided a list of options in English. After choosing an option, the call was transferred to three different officers in turn but none could deal with the enquiry in Welsh. One said "I don't speak Welsh, do you speak English?" and arrangements had to be made for the organisation to return the call. In another organisation the call was transferred four times. One of the four officers was a Welsh speaker but was unable to deal with the enquiry and therefore arrangements had to be made for the organisation to return the call.

1.22 The response given by the person who answered a call to one organisation's main telephone number was: "I don't honestly know what you're saying". The call was transferred to a central call centre but no-one was available there either to discuss the enquiry in Welsh. Two attempts were made to transfer the call to the 'language line' unsuccessfully. The organisation then offered to return the call.

**Using telephone services:  
Receiving a Welsh language response to a Welsh language enquiry**



- Enquiry answered fully in Welsh
- Enquiry could not be answered fully in Welsh

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1.23 Half the calls to county councils' main telephone numbers were answered by someone who could conduct the entire conversation in Welsh. Calls made to health organisations such as hospitals were least likely to be answered by someone who could conduct the entire conversation in Welsh, just 17% of calls. Calls made to Fire and Rescue Services were most likely (89%) to be answered by someone who could conduct the entire conversation in Welsh.

1.24 Several aspects of a service were frequently found to be lacking when using the Welsh language to make an enquiry. For example, an enquiry was made at a reception in Welsh but an English language information leaflet was provided. A copy in Welsh was requested and the officer responded by saying that the leaflet could be translated but that it would have to be sent to the translation department. Then, another officer mentioned to his colleague that the leaflet was available on the organisation's website and that it could be printed. The officers' attitudes were positive and they proceeded to print the leaflet from the website. In conversation, one officer told the other that everything was available bilingually on the website.

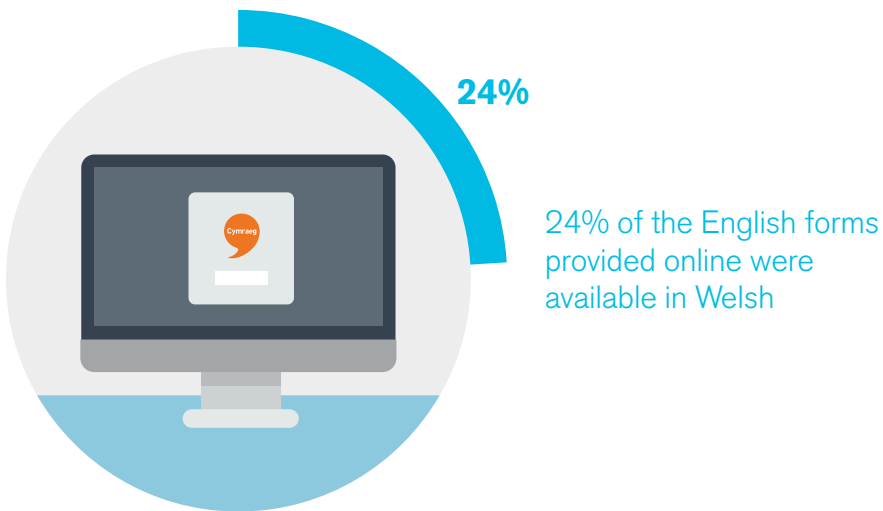
The officer's comments are revealing: "I learn something new every day. I didn't know everything is already translated into Welsh. I will print some more copies of the information in Welsh for when another customer asks for one." The experience highlights the fact that it is not always a lack of positive attitude towards the delivery of Welsh language services which is responsible for negative experiences. This case shows that investment in materials such as websites and paper and online forms needs to be supported by training to raise workforces' awareness of the need to ensure that those choosing to use the Welsh language should not have to persuade an organisation to provide them.

1.25 During the Commissioner's survey of online services, search engines did not find information or forms available in Welsh despite the fact that they were available. Having to search the website for information in English first and then using the language selector to find the corresponding information in Welsh is a common experience.

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1.26 The experience of searching for Welsh language online forms was marred by technical problems and missing or unusable links. Clicking on a link on a Welsh language page routinely led to an English version: 106 forms were available in Welsh out of the 438 forms sourced and available in English, 24%. Out of the 85 organisations included in the survey, 46 of them provided every form that was available in English, also in Welsh.

**Using online services: Welsh language forms**



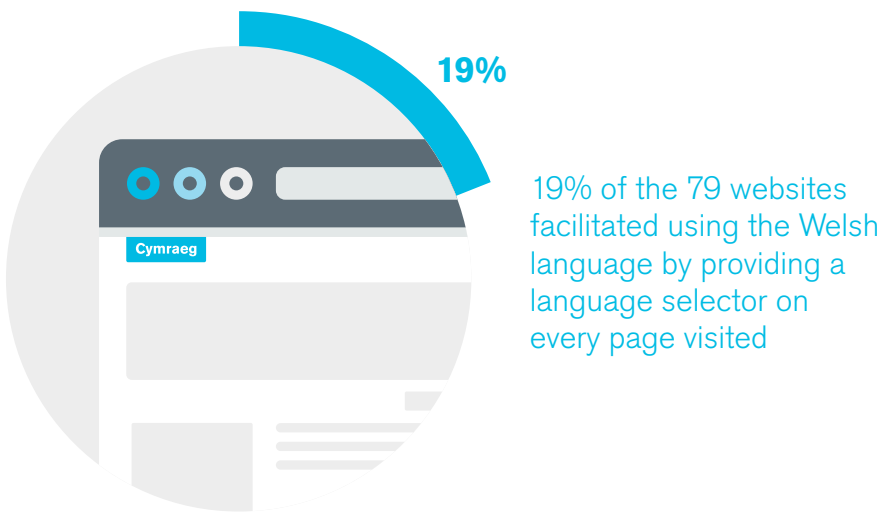
1.27 The Commissioner's survey of websites and online services highlighted the fact that the experience of finding forms in Welsh on the UK government's website gov.uk is very poor which affects people's experience of several UK government agency services. Despite forms being available in Welsh on gov.uk it is extremely difficult to find them - to the extent that the Commissioner has received comments from the agencies themselves expressing their frustration that both the quality and availability of services for Welsh language users has declined since the introduction of the gov.uk website. It became apparent that the link to Welsh language services at the bottom of pages was not clear enough, that the page listing the forms available in Welsh was not comprehensive and that the search engine would not always successfully find forms which are available on the website.

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1.28 The Commissioner's advice document *Technology, Websites and Software: Welsh Language Considerations* states that a website which facilitates the use of the Welsh language will provide a prominent language choice on every page in order to enable the user to switch between Welsh and English to the corresponding page in the other language.<sup>12</sup>

1.29 The experience of visiting pages on public organisations' websites during the Commissioner's survey shows that 19% of the public organisations in the survey routinely provided a language selector on every page visited.

**Using websites: facilitating language choice**



1.30 It has already been noted that the public increasingly sources information and services online. Organisations have responded by delivering an increasing number of services online, such as forms that can be completed and returned directly without having to print a paper copy and online payment facilities.

1.31 The experience of using the Welsh language to try to find and complete some public organisations' online forms can be frustrating. Searching for them requires greater effort and more often than not, a paper version has to be downloaded, printed and returned by post, despite the service being readily available online in English.

<sup>12</sup> Technology, Websites and Software: Welsh Language Considerations, Welsh Language Commissioner (2015)



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1.32 The Commissioner's service experience surveys show that citizens who choose to use the Welsh language need to be extremely persistent. The sad reality is that there have been several instances where the service was available in Welsh but using English came as second nature to staff; materials have been produced but staff were unaware of them or the citizen could not find them. With purposeful planning and guidance on what should happen or be available, public organisations could transform the experience of a Welsh speaking citizen of public services.

## People tend to have to wait longer for services if they use the Welsh language

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1.33 Several of the Commissioner's surveys have shown that people have to wait longer for services from some of the main public organisations in Wales if they use the Welsh language. The experience of using telephone services was often one of having to wait for long periods of time before getting an answer. On several occasions the inquirer was asked to hold the line but nobody took the call subsequently.

1.34 Telephone calls to public organisations, all of them, resulted in the following experiences:



*Nobody on our switchboard speaks Welsh... we are trying to find a Welsh speaker for you. After the call was transferred, it was answered with bear with me, we are just trying to find a Welsh speaker. No Welsh speaker was available and the Council promised to return the call.*

*After the receptionist stated that they could not answer the query in Welsh, they said I can get someone to phone you back, it may be in an hour, or it might not.*

*After making an enquiry in Welsh, the call was transferred to a specific council department. The response provided was Well, I deal with admissions so if you want a quick answer I can give it to you in English. Another request had to be made for a response in Welsh and a callback had to be arranged.*

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1.35 During a telephone call to one organisation, seven minutes went by before the Welsh language line was answered. During the wait, a message stating “...neu gwasgwch 1 i gael siarad ag ymgynghorydd yn Saesneg” (or press 1 to speak to an advisor in English) was repeated.

1.36 During a telephone call to another organisation, the call was answered by an answering machine which said “To speak to someone in Welsh press 1.” After pressing 1, the machine’s bilingual message said “Please stay on the line, your call is important to us / Arhoswch ar y lein, mae eich galwad yn bwysig i ni.” After waiting 10 minutes, the caller hung up as nobody had answered.

1.37 Delays were experienced when using reception services too. Visiting a general hospital reception to enquire about prenatal classes for expectant mothers resulted in the following experience:



*I greeted the receptionist in Welsh who then said Good afternoon, can I help? I asked in Welsh and she replied Sorry, I don't speak Welsh. Perhaps I could help you. I had to ask for a Welsh speaker.*

The receptionist responded immediately and said very politely *I'll try to get you a Welsh speaker.* She left the counter and went to ask in the office opposite. There were no Welsh speakers there. She returned and telephoned for help from a Welsh speaking nurse. The nurse came and greeted me in Welsh and listened to my enquiry. She said that she would go and ask the midwife. She left the reception and returned a few minutes later with a midwife. I was provided with a full answer in Welsh from the midwife. It took around 10 minutes in all.

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1.38 The Commissioner's survey of organisations' correspondence service has also shown that delays are more likely if someone chooses to use the Welsh language. Delays were experienced in receiving a response to 8% of letters, emails and social media messages sent in Welsh compared with 1.5% in English.<sup>15</sup>

Individuals are more likely to have to wait longer for a response when corresponding in Welsh with UK government agencies. Delays were experienced in 17% of responses to Welsh language correspondence.

1.39 The Commissioner's surveys have highlighted situations where a service is not routinely available as organisations do not consider the Welsh language when arranging rotas and schedules for their workforce or do not make alternative arrangements for its delivery. For example, when using one university's telephone service the person who answered stated:

“

*There's no one available on the switchboard to speak Welsh, she's off today. Having transferred the call the officer stated The only person who speaks Welsh is (name) and she's in Wednesday, Thursday and Friday, so if you want to give a call back then.*

1.40 Organisations should consider the implications of experiences such as these on a citizen's future language choice – having to wait longer for a service in Welsh. Would citizens be as confident to use the Welsh language the next time they contact the same organisation?

<sup>15</sup>'Delay' is defined as a response which takes longer than that set out in the organisation's policy.

## In some instances, some services are not available in Welsh at all

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I don't speak Welsh. Nobody speaks Welsh here.

We don't do application forms (in Welsh)...

At the moment we've only got the English version.

I appreciate you've phoned the Welsh line, but I'm not sure if we've got a Welsh speaker available, are you OK to continue in English?

It should be in Welsh but we're waiting for more to be printed.

At the moment we don't have any Welsh speakers here I'm sorry.



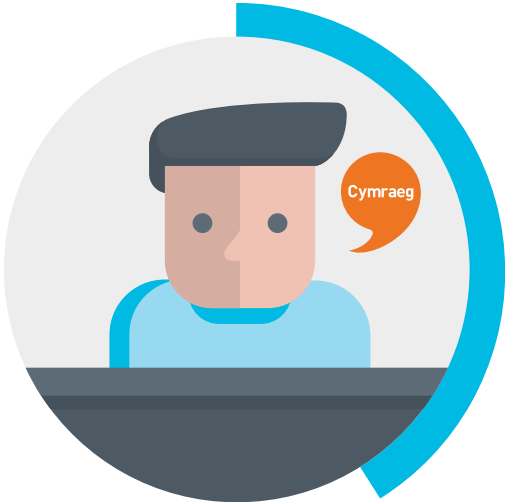
**Source:** The Commissioner's service experience surveys

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1.41

No Welsh language response was provided to a Welsh language enquiry during 59% of reception visits, namely 253 out of 432. The response provided in health organisations' receptions such as hospitals and county council receptions was less positive: 26% of NHS receptions and 40% of county council receptions managed to respond to a Welsh language enquiry in Welsh.

**Using reception services:  
receiving a Welsh language response to an enquiry**



**41%** 41% of the 432 enquiries made in Welsh in receptions across Wales were answered in Welsh

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1.42

The experience of visiting a hospital reception to ask for a phone number to arrange a blood test appointment was recorded as follows:



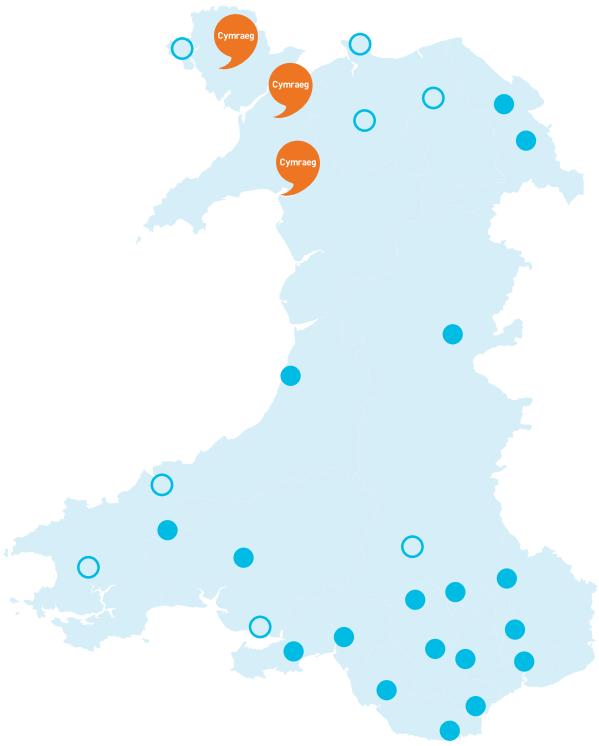
The receptionist gave a strange response - she turned to her colleague and said *Erm, this lady wants to speak Welsh*. Her colleague was rather frosty and said *Oh, we'll have to phone through to get hold of a Welsh speaker*. I felt quite uncomfortable so I said *All I want is the phone number to make a blood test appointment*. I was given a piece of paper with the information in English only. I asked *Have you got a copy of this in Welsh please?* The answer was *It should be in Welsh but we're waiting for more to be printed*.

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1.43

The Commissioner's survey of reception services highlighted how much people's experience of using the Welsh language varies from area to area. Five public receptions in 29 different areas of Wales, 145 receptions in total, were visited on three separate occasions during the survey. Only in three areas was the citizen given a Welsh language greeting and a Welsh language response during every visit - namely Bangor, Llangefni and Porthmadog. Therefore, there is no certainty that a citizen will be able to use the Welsh language when using the reception services of public organisations in 90% of the areas visited.

**Using reception services: areas where it was possible for the citizen to use Welsh**



Receptions in the Bangor, Llangefni and Porthmadog areas were the only ones to provide a Welsh language greeting and a full response to a Welsh enquiry on every visit.

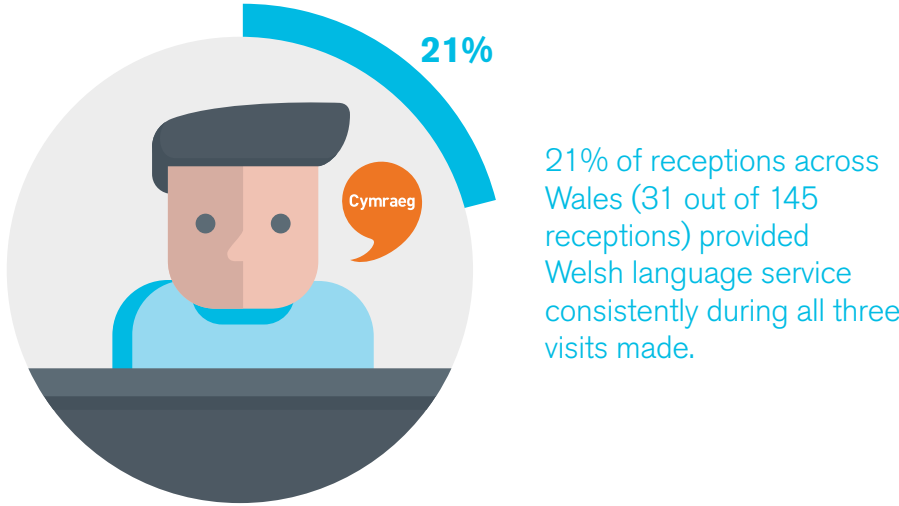
- Greeting and full response received in Welsh in every reception on every visit
- Greeting and full response received in Welsh in at least one reception on every visit
- No greeting and full response received in Welsh in any reception on every visit



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1.44 16 receptions in eight other areas had also greeted the citizen in Welsh and answered their enquiry in Welsh on every visit - in Cardigan, Brecon, Holyhead, Denbigh, Haverfordwest, Llandudno, Llanelli and Llanrwst. The experiences show that it is possible to deliver a reception service to those who choose to use the Welsh language across Wales, in rural and populated areas, and that this depends to a large extent on positive attitudes and the presence of staff members with the appropriate Welsh language skills in receptions.

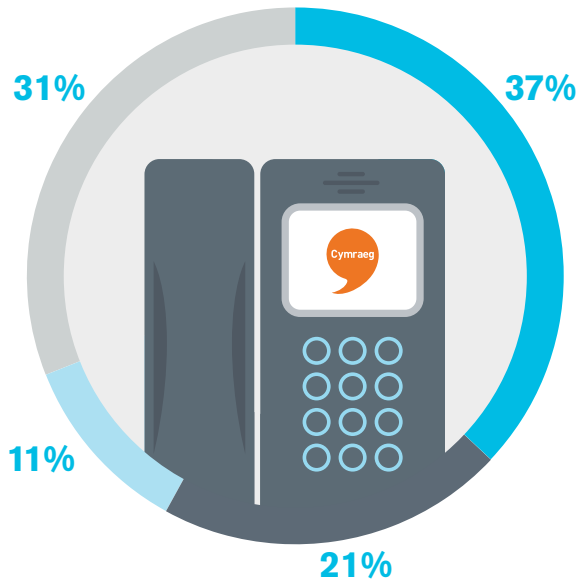
**Using reception services:  
receptions where it was possible to use the Welsh language**



1.45 The experience does not improve when using telephone services. During the Commissioner's survey, public organisations did not have anyone available to deal with an enquiry in Welsh for 31% of answered calls. A call was made to the main telephone number of one organisation and it was immediately answered by a machine - the message apologised that there was no Welsh speaker available. Another telephone call to a different organisation was answered by a person who confessed that there were no Welsh speakers available at all to deal with the enquiry.

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### Using telephone services: availability of a Welsh language service



A Welsh language service was not available at all during 31% of telephone calls answered by public organisations.

- Able to speak Welsh straight away
- Accepted an offer to transfer the call to a Welsh speaker
- Need to ask to transfer the call to a Welsh speaker
- Not possible to receive a Welsh language service at all

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1.46 Advice documents have been published by the Commissioner and the Welsh Language Board prior to that, regarding the provision of bilingual websites which would facilitate the use of the Welsh language online. Despite this, 27% of organisations provided pages in Welsh (from the selection of pages sampled), namely 21 out of 79 organisations. This experience does not provide the Commissioner with assurance that routine consideration is given to meeting the needs of people who choose to use the Welsh language when planning organisations' online provision.

**Using website services:  
availability of Welsh language pages**



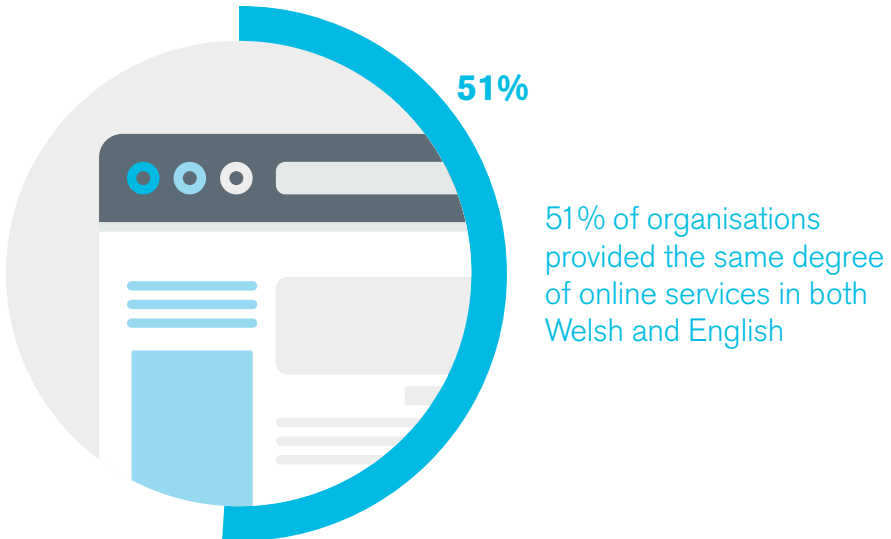
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1.47 Half of the public organisations included in the Commissioner's survey of online services did not offer all of their online services in Welsh. The link to an online form on a Welsh language information page would often lead to an English version of the form. This was especially true of UK government agencies.

1.48 The Commissioner's survey of online services confirms that forms were often only available in English and that searching on the Welsh language pages on an organisation's website led, more often than not, leads to the English version.

For example, in the case of one county council, an application form for a single person discount on council tax was only available online in English. In order to use the Welsh language a copy had to be downloaded and printed so that it could be completed and returned to the council. On another council's website, there were no Welsh language forms available at all to apply for a single person discount on council tax.

**Using online services:  
availability of services in Welsh**

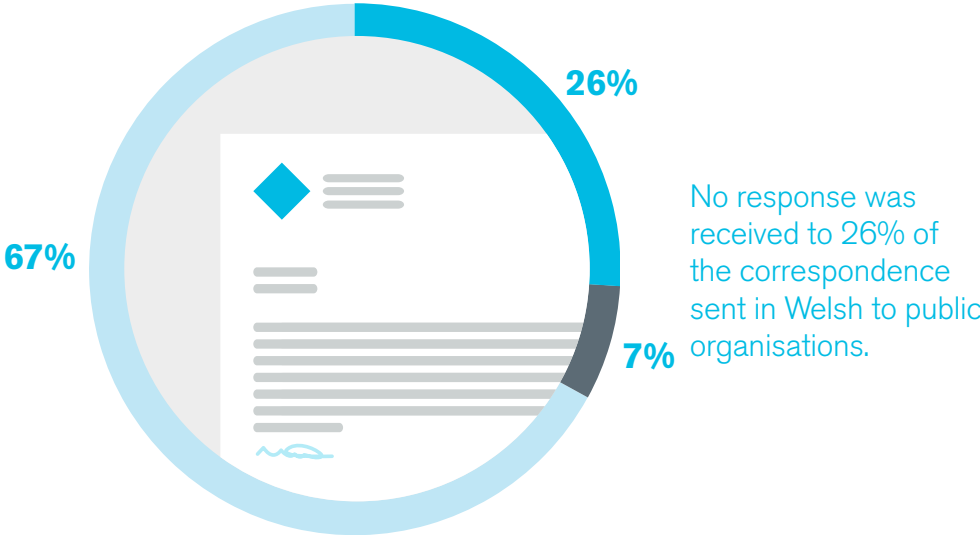


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1.49

The experience of using the Welsh language to send correspondence such as a letter, email or text message to organisations has also highlighted shortcomings. No response was received to a quarter of correspondence sent in Welsh - in other words, public organisations did not answer 91 of the 348 letters, emails, text messages and Facebook or Twitter messages, which is 26%.

**Using correspondence services:  
receiving a response to Welsh language correspondence**



No response was received to 26% of the correspondence sent in Welsh to public organisations.

- No response at all
- English response to Welsh language correspondence
- Welsh response to Welsh language correspondence

1.50

In the case of health organisations, the deficiency is greater and a person is less likely to receive a response. No response was received to 35% of the correspondence sent in Welsh, which is 24 of the 68 items sent. No response was received to 32% of the correspondence sent in Welsh to police forces, 12 of the 37 items sent.

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1.51 One organisation did not respond in Welsh to any emails sent in Welsh. A total of eight e-mails were sent to the organisation, four in Welsh and four in English. A response was received to the four sent in English within one working day and a link was provided to the relevant pages on the organisation's website. An English response was received to the four e-mails sent in Welsh. In three of the responses, the enquiry was not answered and a request was made by the organisation for the citizen to send the enquiry again in English.

1.52 One organisation did not respond to any Welsh letters received. Four letters were sent in total, a response was received to the two English letters within five working days but no response was received at all to the two Welsh letters.

1.53 The experiences of seeking services in Welsh, and failing suggests that a number of public organisations have not met their responsibility to plan and deliver services as they should for those wishing to use the Welsh language, in accordance with the requirements of the WLA 1993. With the introduction of the new Welsh language standards these organisations need to step up - the 26 organisations implementing Welsh language standards since 30 March 2016 are required to not only deliver services but also to promote the use of the Welsh language - this should lead to increased use of Welsh language services.

## The Commissioner's opinion

Public organisations need to promote and facilitate opportunities for citizens to use the Welsh language by providing services for them, without hindrance. The findings of my surveys testify that people who choose to use the Welsh language must persevere or persuade public organisations to deliver services to them. People should not have to ask to use the Welsh language, organisations should instead take the responsibility for actively offering a language choice and if people choose to use the Welsh language they should not experience a delay.

Instances where services were found to be not available in Welsh at all, lead me to conclude that there is no assurance that organisations are able to offer services as they should for citizens who choose to use the Welsh language. There is no doubt that language schemes have moved things forward significantly since the beginning of the 90s. However, it is possible that a point has been reached where no further progress has been made for some time and performance has reached a plateau. The arrival of the more robust system of Welsh language standards is therefore a positive development with clear duties and language standards for citizens who choose to use the Welsh language.

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## Part 2: Quality of experiences

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The quality of many Welsh language services needs to improve and a genuine offer must be provided

## Welsh language users experience a lack of respect and courtesy in some instances

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**Source:** The Commissioner's service experience surveys

- 2.1 When measuring service quality, the respect shown towards the citizen is an essential element. This is very clearly acknowledged when delivering health services - the professional standards for health workers place an emphasis on ensuring patient respect and dignity.
- 2.2 Several members of the public, when they submitted evidence to the Commissioner's inquiry into primary care services believed that not offering or not attempting to arrange a Welsh language service demonstrated a lack of respect.<sup>14</sup>

<sup>14</sup> My Language, My Health: Inquiry into the Welsh Language in Primary Care, Welsh Language Commissioner, 2014



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- 2.3 In order to deliver good quality services to individuals who either choose or need to use the Welsh language, organisations need to show respect towards their language choice.
- 2.4 When surveying the services available to citizens who choose to use the Welsh language, the Commissioner wanted to know if the offer was genuine. The findings reveal a range of experiences - from situations where the citizen who wanted to use the Welsh language was made to feel that they were making a fuss or being a nuisance, to situations where they were belittled and shown lack of respect.

- 2.5 The reception services survey refers to an experience where a lack of respect was shown towards an individual simply because of his decision to use the Welsh language:



After asking for information on swimming lessons held through the medium of Welsh at a leisure centre the staff member laughed and said *No, I don't understand you!* I had to switch to English as they were laughing at me - it made me feel awkward.

- 2.6 There were reports of experiences where organisations insisted that the citizen spoke English before receiving a reception service. When asking for information on the flu jab at a hospital reception, the inquirer was interrupted by the staff member, given a look and told 'English only here'. A similar experience was shared at one organisation's reception where the receptionist interrupted the inquirer and said 'Sorry, I don't speak Welsh'.

- 2.7 Having chosen to use the Welsh language, there are examples of situations where the inquirer was completely ignored whilst the receptionist spoke about them in English with a colleague, as if they were not present. Such an experience at a hospital reception has already been mentioned in the first part of this report (1.42).

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2.8

A visitor to one county council's reception asked for a blue badge renewal form:



*I'm sorry I can't speak Welsh. We can arrange for someone to come downstairs to help you. The fact that someone had to come downstairs to provide me with a Welsh language service made me feel as though I should switch to English. I explained in English that I wanted a form to renew my blue badge and within seconds she had a copy of an English only form. She said *We don't do application forms, but we can give you a checklist. Here it is - did you want this in Welsh?* I said that I would like a Welsh copy. After looking for one with no success the receptionist said *At the moment we've only got the English version.* After looking for a Welsh version of the leaflet and failing to find it she had disregarded my request for a Welsh copy and obviously felt that she had gone to enough trouble, so she was happy to give me an English copy and say *Bye*.*

2.9

At times, the citizen's service experiences suggested that the receptionist had no awareness of the need to deliver services to Welsh language users. It was reported that reception staff conveyed their incredulity that a person was using the Welsh language by making physical gestures, sounds and comments and demonstrated indifference regarding the organisation's inability to deliver a Welsh language service in Welsh as it should. The following comment was made about one organisation:



I felt that she (the receptionist) was unhappy that I had started the conversation in Welsh. I felt uncomfortable for some reason - as if she didn't care that she couldn't deliver a service in the language I had chosen to use.

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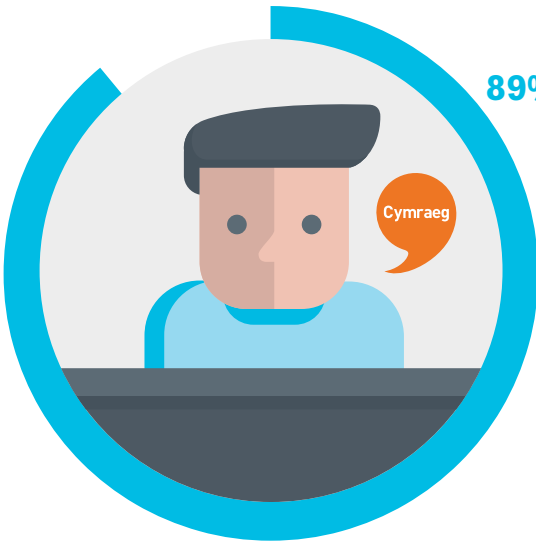
2.10

An inquirer experienced indifference when she asked for a Welsh language service at one organisation's reception - the experience of asking for forms in Welsh was described as follows:

“

Very poor customer service. English forms were provided, the existence of Welsh forms was denied, I insisted that they did. Rang someone upstairs and waited five minutes for the Welsh forms to arrive. Unsatisfactory.

**Using reception services: receiving a courteous response to a Welsh language enquiry**



89% of Welsh language enquiries made at public organisations' receptions were given a courteous response.

2.11

Even though a high percentage of reception service experiences were recorded as courteous, the citizen experienced discourtesy in 48 out of 432 visits, namely 11%. The results follow the same trend as the Commissioner's findings in 2014-15 which reinforces the evidence that citizens who use the Welsh language cannot be sure of receiving a courteous response when using public organisations' reception services.

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2.12 People experienced indifference when using telephone services as well.

An individual rang a hospital's main telephone number and although the individuals chose to use the Welsh language during the call, the receptionist and officer in the relevant department answered in English. A similar experience was recorded when calling a further education college's main telephone number. where the switchboard seemed to understand what was being said in Welsh but answered in English. The following response was received after calling one organisation's Welsh language inquiry line

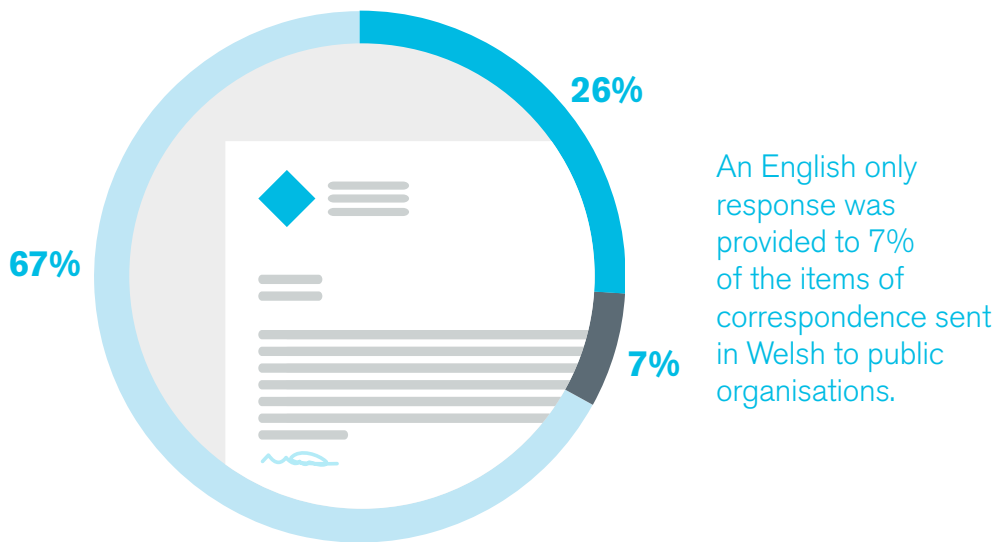


Oh, let me try and find my thingy that says I can't speak Welsh, argh!

2.13 Individuals who chose to use the Welsh language to send correspondence such as a letter or email or a message on a social network experienced a lack of respect. Although the language choice of the enquirer was evident, the organisation chose not to acknowledge it when responding to 25 enquiries, 7% of the correspondence sent.

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## Using correspondence services: recognising language choice when responding



An English only response was provided to 7% of the items of correspondence sent in Welsh to public organisations.

- No response at all
- English response to Welsh language correspondence
- Welsh response to Welsh language correspondence

2.14 UK government agencies (15%) and police forces (13.5%) were the organisations most likely to fail to respond in Welsh to Welsh language correspondence.

2.15 Having received correspondence in Welsh, one UK government agency, on three separate occasions, responded in English asking the individual to resubmit their enquiry in English. The organisation in question has failed to recognise the citizen's language choice and it appears to have taken a deliberate decision not to respond to correspondence received in Welsh, thereby undermining the rights of the citizen to use the language. The Welsh language scheme of the organisation in question states that it welcomes Welsh language correspondence and will respond in Welsh to all letters received in Welsh.

## Information that is available in Welsh about public services isn't always up-to-date

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2.16 When citizens become aware that information being provided in Welsh is not up-to-date, it affects their confidence to use the language.

2.17 The findings of the Commissioner's website services survey highlight that information on Welsh language pages does not always correspond to the information available on a website's English language pages. 13% of pages contained different information, 380 out of 2,976 pages visited.

2.18 When surveying the availability of Welsh language forms online, it was found that the Welsh language website pages of several organisations had not been updated at the same time as the corresponding pages in English. For example, in the case of one county council, the school transport application form on the website's Welsh language page was dated April 2013 and the form on the English page was dated July 2015. Furthermore, the information on the website's pages was also misleading as it had not been updated to reflect current policy.

2.19 Another organisation's website advertised a telephone number for its main switchboard on the Welsh language pages - a number which no longer works. The English language page of the website had to be used in order to find the current telephone number.

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## The quality of Welsh language materials and services is inconsistent

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2.20 Citizens who choose to use the Welsh language in Wales should not be satisfied with second-rate services. For example, people should not have to visit a website's English language pages because the Welsh language pages are incomprehensible, nor use an English language form because the Welsh version has not been designed in the same user-friendly format.

2.21 Following the publication of the WLA 1993, guidance was provided to organisations on the form and content of Welsh language schemes - it identified the need to make a firm commitment across the organisation to delivering an equally high quality service in both languages.<sup>15</sup> Ensuring consistency in terms of the quality of Welsh language services is also part of the aim of the Welsh Language Measure.

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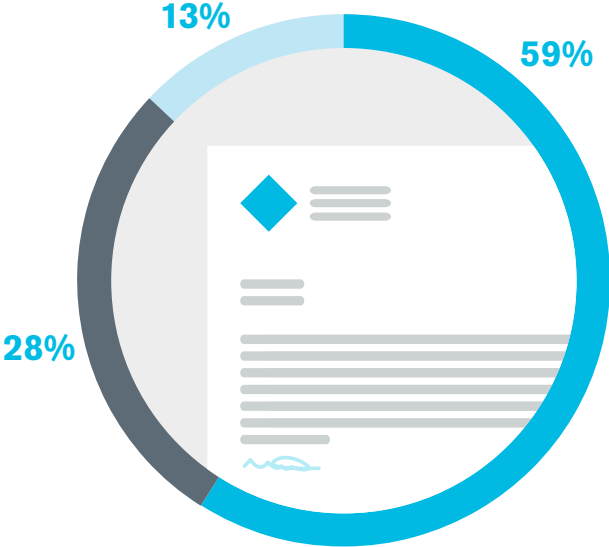
<sup>15</sup> *Welsh Language Schemes* - Their preparation and approval in accordance with the Welsh Language Act 1993 (1996, Welsh Language Board)

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2.22

Of the 232 items of correspondence received in response to a letter, email, text message and messages on social media, the Welsh language used was accurate in 59% of them, 136 items. 100% of the English responses received were accurate.<sup>16</sup> It was reported that 28% of responses received to correspondence was partly correct, and 13% of correspondence was inaccurate. In the case of one organisation, the officer responding apologised for the standard of Welsh.

**Using correspondence services: quality of correspondence language**



The language used was accurate in 136 out of 232 responses received in Welsh to Welsh language correspondence such as a letter, email or social media message.

- Welsh language is accurate
- Welsh language is partially accurate
- Welsh language is inaccurate

2.23

44%, namely 63 Welsh language responses received from county councils, were inaccurate or partly accurate.

<sup>16</sup> The following definitions were used for the survey: *inaccurate* - 'text with too many serious errors'; *accurate* - 'text containing correct grammar and reading naturally'; *partly accurate* - text which read correctly on the whole but contained spelling mistakes, mismutation or non-standard Welsh.



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2.24 Eight of the responses received from organisations did not answer the original enquiry - they were either incorrect or were irrelevant as the organisation had not interpreted the Welsh language enquiry correctly.

2.25 The Commissioner's website services survey has found that two organisations use Google Translate to deliver a website service to those who wish to use the Welsh language. In addition, a number of instances were identified where the content of websites had not been sufficiently checked to ensure that every element of the website's pages including the headers and drop-down menus were available in Welsh.

2.26 One experience was reported of trying to get information from a county council on arranging a party at the local leisure centre and the individual's dissatisfaction that *Google Translate* had to be used:



I made enquiries about arranging a party at the leisure centre. The member of staff apologised saying that they did not speak Welsh and that the Welsh speaker was not available. They directed me to the website which is automatically translated by *Google Translate*.

2.27 The Commissioner's advice document *Bilingual Drafting, Translation and Interpretation* states that links to web-based automatic translation software should not be used to provide the Welsh medium version of a website or other publication because it is not possible to depend on the results of the automatic translation. That would contravene the principle that the Welsh language should be treated no less favourably than the English language.<sup>17</sup>

<sup>17</sup> Bilingual Drafting, Translation and Interpretation, Welsh Language Commissioner

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2.28 A comment was made regarding the standard of an oral response given by an organisation during the Commissioner's telephone services survey:



The impression given was that staff members with some Welsh language skills had to deal with every Welsh language enquiry received by the organisation and that they didn't have the knowledge to do that to the same standard as a member of staff in the relevant department.

2.29 The experience of obtaining Welsh language forms online from some of the main public organisations delivering services to Welsh citizens has identified issues in terms of layout, format or content of forms especially in cases where Welsh and English versions are provided separately. There were examples where Welsh language forms had not been designed to the same degree e.g. the English version had been designed using corporate colours and the text had been divided into different formats whilst the Welsh version of the document contained text which had not been formatted and was in black and white. If citizens saw an English language version of the form which appeared to be more professional and up-to-date, is it likely that they would use a Welsh language form which is incorrect or appears less professional?

2.30 The findings of the Commissioner's surveys underline the need for organisations to ensure that they do not treat the Welsh language less favourably than the English language when providing information and that they need to consider issues such as the standard of language used, layout and content.

## Public organisations should consider what is meant by a 'genuine' Welsh language service

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I appreciate you've phoned the Welsh line, but I'm not sure if we've got a Welsh speaker available, are you OK to continue in English?

We answer the phone bilingually but we don't have the information. I can't help you in Welsh, I can give you the number for the English language line or an e-mail address that you can e-mail in Welsh.

We were told to put the sign up.



**Source:** The Commissioner's service experience surveys

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2.31 When guidance was issued to organisations on the form and content of language schemes, they were warned that they had a responsibility to offer a genuine language choice in delivering services to the public. The Commissioner's service experience surveys have highlighted practices which confirm that the offer of Welsh language services may at times appear healthy on the surface, but when the services are actually used it becomes apparent that the offer is not genuine and that opportunities to use the Welsh language do not permeate through the organisation.<sup>18</sup>

2.32 The experiences recorded during the Commissioner's survey of reception services survey highlight that the offer of Welsh language services was not being fulfilled in reality, despite the initial impression that the service was available.

2.33 The experience of visiting a further education college's reception to ask for details on the College's open day or evening was described as follows:



Although there was a Welsh poster on one side of reception and an English one on the other saying that people were welcome to speak Welsh, reception staff did not speak Welsh. They said *we were told to put up the sign* and I had to switch to English to get the information.

2.34 Examples of the misuse of *laith Gwaith* materials were observed during visits to receptions. In a hospital reception, where one officer was wearing a *laith Gwaith* lanyard, an individual asked for the location of the X-ray department but the officer did not greet or respond to the individual in Welsh. It became apparent that it was the staff member's first day at work and that he was wearing the *laith Gwaith* lanyard as there were no others available. Reception staff commented that nobody ever made an enquiry in Welsh.

<sup>18</sup> Welsh Language Schemes: Their preparation and approval in accordance with the Welsh Language Act 1993, Welsh Language Board, 1996

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2.35 After receiving Welsh language correspondence, in 40 instances public organisations responded by sending further information in English, attached to their Welsh response. A number of responses were received, especially to email correspondence, which contained links to website pages only available in English.

In the case of one health board an email was sent asking for details on their freedom of information scheme. A response was provided with an attached English language form.

In the case of one UK government agency a letter was sent in Welsh asking for an application form for a child's passport. An English application form was sent even though they are available in Welsh.

In the case of one county council a letter was sent in Welsh asking for a list of Welsh medium childcare providers in the area. A response was provided in Welsh but the attached form was in English only.

2.36 During the Commissioner's telephone services survey, comments were made on the extent to which the service is available to people who choose to use the Welsh language. In other words, how far does the offer of Welsh language service permeate in the organisation. Was it possible to speak Welsh after leaving the switchboard?

2.37 One organisation's website provided a telephone number for a Welsh language line in order to enable the citizen to make comments on its services and facilities. The call was answered by a machine and a Welsh language service was offered. After choosing a Welsh language service the call was answered on all three occasions by a person who could not speak Welsh.

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2.38

The experience of calling one organisation and receiving the following response to an enquiry was reported:



I can't help you in Welsh, I can give you the number for the English language line or an email address for you to send an email in Welsh. We answer the phone bilingually but we don't have the information.

The Welsh language scheme of the organisation in question states that it offers a telephone enquiry service through the medium of Welsh with support by a translation agency. Therefore, the organisation is complying with its requirements as it has made arrangements for a third party to deliver a call handling service through the medium of Welsh. However, the service cannot answer enquiries in full as they do not have access to the organisation's systems. Is this service a genuine one? Does it meet the needs of the citizen in relation to a Welsh language telephone service? Is the citizen likely to continue to use the Welsh language the next time they use the organisation's services?

2.39

It has already been noted that a website which facilitates the use of Welsh provides a prominent language choice on every page (a button in the top right-hand corner of the page) in order to enable the user to switch between Welsh and English to the corresponding page in the other language.<sup>19</sup> The experience of surveying websites has highlighted that some organisations offer a language choice but it does not always take the citizen to the correct page. It often took the user back to the homepage, or a page with an error message. In some cases the individual was directed to a different page completely at random.

<sup>19</sup> Technology, Websites and Software: Welsh Language Considerations, Welsh Language Commissioner

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2.40

The Commissioner's online services survey has also highlighted that services being offered to the citizen are not always available to individuals who choose to use the Welsh language. 47% of the organisations surveyed offered online services in Welsh to the same extent as those offered in English. Provision was inconsistent within individual organisations which suggests that organisations are failing to consider the needs of people who choose to use the Welsh language when planning their delivery of online services.

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## The Commissioner's opinion

There is a real need for public organisations to take the responsibility for providing services to people who choose the Welsh language seriously and to ensure that the reality of the user's experience reflects the service standards that the organisation aims to provide to everyone, in whatever language. Organisations also need to consider how successful they are in eliciting citizens' confidence in their Welsh language services by providing services of an equal professional standard.

People who choose to use the Welsh language must be treated with respect – the service experience surveys' findings suggest that organisations need to influence the attitudes and linguistic behaviour of their staff. I also believe that public organisations have a responsibility to ensure that staff are both aware of their commitments to provide services to people who choose to use the Welsh language and that basic linguistic courtesy is integral to their ability to provide a good quality service.

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## **Part 3: Treating the Welsh language as a skill**

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Public organisations must plan their workforces effectively in order to enable them to deliver Welsh language services



## It is essential that public organisations are aware of their workforces' Welsh language skills

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- 3.1 The quality and effectiveness of Welsh language services depend significantly on having a sufficient number of staff with appropriate language skills in the correct roles.
- 3.2 The Welsh Language Board's guidance on preparing Welsh language schemes clearly states that organisations should establish how many staff members are able to speak Welsh or are learning Welsh, their level of proficiency, and how many were in workplaces or posts identified as being Welsh essential or desirable.<sup>20</sup>
- 3.3 Furthermore, the Commissioner has published an advice document which offers practical guidance to enable organisations to develop bilingual workforces. Actions required by heads/line managers were identified - one of which was to map the current linguistic capacity of workplaces and posts.<sup>21</sup>
- 3.4 Since adopting Welsh language schemes, organisations have reported that information is being collected about the language skills of their workforces. However, the Commissioner's workforce planning survey has not found evidence which provides assurance that the majority of the 29 public organisations who took part do so to an extent which enables them to use the information effectively to deliver Welsh language services.

<sup>20</sup> *Recruitment: Welsh Language Considerations*, Welsh Language Commissioner

<sup>21</sup> *Welsh Language Schemes: Their preparation and approval in accordance with the Welsh Language Act 1993*, Welsh Language Board, 1996

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3.5 Of the 29 organisations which participated in the workforce planning survey, 28 kept a record of their staff's language skills. Seven of those organisations confirmed that they updated that data regularly. In one case the most recent skills survey had taken place nine years ago.

3.6 The 2015-16 annual monitoring reports for health boards and NHS trusts in Wales on the implementation of their Welsh language schemes also confirm that a number of them did not keep a record of the Welsh language skills of a significant proportion of their workforces<sup>22</sup>. Of the 10 organisations, seven did not have information on the language skills of a quarter of their workforce. Three health boards did not have information on the language skills of over half their workforce.

<sup>22</sup> Data was provided on staff language skills recorded on the Electronic Staff Register (ESR) which is used by NHS Wales organisations.

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3.7 One organisation reported that they had made it compulsory for staff to respond to language skills surveys by asking them to complete a survey before being able to log on to their computer. Several other organisations noted that staff's lack of access to a computer made it more difficult to collect data on the entire workforce as they collected the information via an online self-assessment survey.

3.8 **Record of the entire workforce's language skills**

One organisation was able to collect information on the linguistic skills of 90% of the workforce by requiring staff with access to a computer to complete a survey before logging on:



A survey of the entire workforce was conducted in 2010 and a database was created containing information on who could speak Welsh and to what level along with information on those interested in learning (400 names). In 2013 another survey took place after the decision was made to include Welsh language skills as part of the public sector's equality duty survey. This survey was compulsory and for those members of staff working at a desk the questions had to be answered before being able to log on to the computer ... so we have information on the Welsh language skills of around 90% of the workforce ... information is added on new recruits. The information is used to target training and share information on Welsh language activities. There are plans to conduct the same survey again in 2016, and a project group has been established to arrange that.

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**3.9** According to the evidence of some organisations, one barrier to collecting information on the language skills of the workforce is the perception that staff are not keen to disclose that they have Welsh language skills. The reasons given for this were a lack of confidence in their skills meaning that they underestimate their ability and the fear that they would have to take on extra responsibilities or a greater workload as they had recorded that they had the skills. One organisation noted that a high proportion of its staff ticked the 'I'd rather not say' box in the questionnaire used.

On the other hand, some organisations have managed to collect information on the language skills of a high percentage of its workforce, some with significant numbers of staff. What accounts for their success? Is it the positive attitudes of staff as the organisation has explained the purpose of the data collection? Is robust leadership responsible for the willingness to discuss and assess language skills and for the progress made by some organisations?

**3.10** Of those organisations who provided evidence on the percentage of staff for whom they have a record of their language skills, seven organisations reported that they had information on the linguistic skills of 60% or more of the workforce. Five organisations reported that the data contained information on 25% or less of the workforce. Four other organisations recognised that the percentage was 'low' and that there were 'considerable gaps' in the information. Some organisations stated that the managers or the language officer recorded the language skills of staff and not the staff themselves.

**3.11** One organisation of considerable size reported that they did not have any data on the linguistic skills of their workforce, but despite this they 'knew' that only a very small number were able to speak Welsh. At the other extreme, one organisation believed that they were underestimating the actual number of Welsh speakers in the workforce by around 5%.

The comments are revealing as they show, in the absence of robust data, that officers draw unfounded conclusions on the linguistic skills of the organisation's workforce. How do these impressions (or misconceptions) impact the decisions made about service delivery?

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3.12 Without information on the current language skills of the workforce, how can organisations assess which skills are lacking and where, and identify the greatest challenges? How can decisions be made on how to close the gaps over time in order to enable the organisation to deliver Welsh language services as it should?

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## Too often, the ability to speak Welsh is not a required skill in job advertisements

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3.13 In order for organisations to deliver services as they should to Welsh language users, they need to consider linguistic skills, in the same way as other necessary skills, when recruiting staff.

3.14 In the advice document *Recruitment: Welsh Language Considerations* the Commissioner noted that organisations needed to discuss language as a matter of course when a new post is created or when a vacancy arises. The advice includes information on the criteria which could be considered before determining posts as being Welsh essential or desirable.<sup>23</sup>

3.15 The Welsh Language Board's guidance on preparing Welsh language schemes refers to the need for organisations to identify, in an objective manner, those workplaces and posts where the ability to speak or write in Welsh is an essential or desirable skill.<sup>24</sup>

3.16 As a result, the statutory Welsh language schemes of a number of public organisations contain commitments to meet requirements concerning appointments and recruitment, such as:

“criteria will be developed to decide whether the ability to speak Welsh is essential or desirable, and the need for such ability will be added to each personal specification.”

“identify locations and posts where the ability to speak Welsh is essential or desirable and include such details in job advertisements.”

<sup>23</sup> Recruitment: Welsh Language Considerations, Welsh Language Commissioner

<sup>24</sup> *Welsh Language Schemes - Their preparation and approval in accordance with the Welsh Language Act 1993*, Welsh Language Board, 1996

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**3.17** The Commissioner conducted a survey of jobs advertised on 57 public organisations' websites between December 2015 and March 2016. During the period, information was recorded on over 3,000 jobs across six sectors - ranging from county councils to health boards and UK government agencies.

**3.18** Although all organisations surveyed had been implementing a statutory language scheme for some time, the survey shows that only a limited number of posts were advertised with essential skill requirements. Of all the job advertisements, 2% namely 72 out of 3,108 posts noted that Welsh language skills were essential and 6% of person specifications.

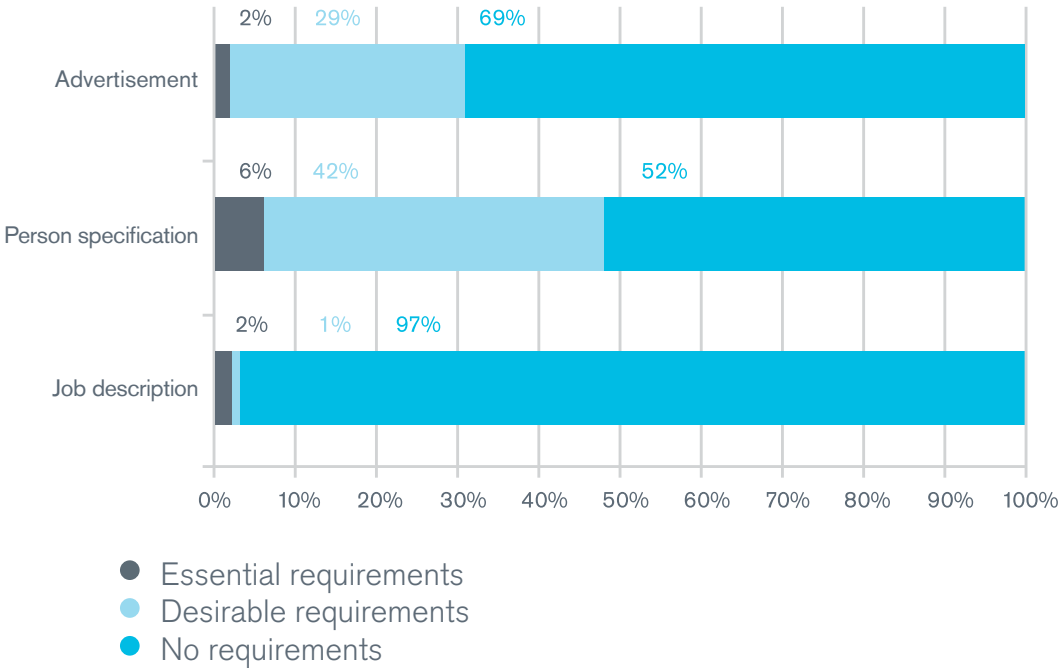
29% of job advertisements and 42% of person specifications noted that Welsh language skills were desirable. Where skills were described as desirable, no further details were normally provided on the exact nature of those skills.

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**3.19** No Welsh language skills requirements were included in the job advertisements, person specifications and job descriptions of 11 out of 22 county councils. Of all the county council advertisements recorded, a total of 879 posts, 10% noted that Welsh language skills were necessary despite the fact that 42% of the person specifications included such requirements.

Fewer than 1% of Welsh Health Board and NHS Trust job advertisements contained essential status requirements (two out of 1,162 jobs recorded) and a far greater proportion, 69%, noted that Welsh language skills were desirable.

**Welsh language skills requirements for advertised posts**



**3.20** The absence of a description of Welsh language skills requirements in a large percentage of advertisements and person specifications suggests that an adequate assessment of the requirements is not being conducted for specific posts. Evidence presented by the public organisations' officers during the Commissioner's workforce planning survey confirms these doubts.



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3.21 Two organisations mentioned that a decision had been made to include desirable requirements when advertising all posts. The Commissioner's survey shows that the proportion of posts with desirable status requirements is very high, especially in the health sector. Six of the ten Welsh health boards and NHS trusts had included such requirements in over 80% of the person specifications.

3.22 To what extent therefore do public organisations conduct assessments of the Welsh language skills requirements of posts and what is the quality of those assessments? What considerations influence decisions when determining the Welsh language requirements of posts? The Commissioner's workforce planning survey confirms that there is much work to do.

3.23 The Commissioner's survey has discovered that the way in which public organisations assess the linguistic needs of posts varies significantly. Some organisations have a systematic process where the advertisement or linguistic assessment is verified and scrutinised on several levels before publication. In other organisations it is very informal and a matter of including linguistic requirements if the previous post holder could speak Welsh.

3.24 In the majority of organisations that were included in the workforce planning survey, managers were responsible for assessing needs and determining any linguistic requirements when advertising posts. Less than half the organisations, 13, reported that they had a tool (such as a form, template, guide or flowchart) to ensure that managers consider and assess the need for Welsh language skills. However, several recognised that these resources were not always used and that some managers try to avoid using the resource in order to avoid having to determine linguistic requirements at all.

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3.25 Officers made the following comments about their workforce planning arrangements:

The HR department is reluctant to lead the way on workforce planning - they have refused to establish a systematic process for assessing and determining the linguistic requirements of vacancies.

A pro forma is used by managers when producing job descriptions which contains a section on assessing language requirements. But not every manager uses the pro-forma at all times or they don't fill the section on language.

Only the post of language officer is Welsh essential and no Welsh desirable jobs are advertised.

The guide available to help managers decide on linguistic requirements is now outdated. The essential posts are mostly teaching ones... don't record requirements for the authority's other jobs.

There is conflict between delivering a medical service to a required standard and offering a bilingual service.

We have a number of foreign job applicants, therefore it is difficult to advertise that a position is Welsh essential.

We need to be more systematic when assessing job requirements - at present heads set language requirements if the previous post holder could use the Welsh language.

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3.26 Having said this, the following positive comments were made by other organisations which attest to the fact that assessing the linguistic requirements of posts is happening more routinely in some organisations:

Managers must complete a proforma and justify the reason why Welsh is not essential for any post.

Every new post goes through the language unit to check if the linguistic needs identified are sufficient.

Every post is discussed in the heads group in order to determine linguistic requirements in accordance with the ALTE system and the lead group then approves the decisions.

In principle the Welsh language is essential for every post but with different levels of fluency.

3.27 As a result of deficiencies in the processes for determining the linguistic requirements of posts, more often than not the description of linguistic requirements contained in advertisements and person specifications during the recruitment process is unclear.

3.28 The Commissioner's advice document relating to recruitment notes that organisations are responsible for implementing staffing measures in order to deliver improved and increased Welsh language services to the public.<sup>25</sup> Reference is made to the need to clearly describe the skills required in advertisements and job descriptions and that relevant and user-friendly wording is one way of doing this.<sup>26</sup> The findings of a survey conducted on behalf of the Welsh Language Board showed that employers who had added practical and relevant recruitment wording for the post had been more successful in appointing Welsh speakers.<sup>27</sup>

<sup>25</sup> Recruitment: Welsh Language Considerations, Welsh Language Commissioner

<sup>26</sup> Recruitment: Welsh Language Considerations, Welsh Language Commissioner

<sup>27</sup> The Planning and Management of Bilingual Skills, a study conducted on behalf of the Welsh Language Board by Cwmni Iaitn (2006)

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3.29 The advice document also details the kind of relevant, user-friendly wording which may be included when advertising posts such as:

- Appointments clerk:** the ability to converse at ease with customers in Welsh is essential for the post;
- Receptionist:** the ability to speak Welsh with our customers is essential for this post;
- Educational psychologist:** the ability to conduct psychological assessments through the medium of Welsh and English and the ability to present written information in both languages is essential for this post.

3.30 During the Commissioner's jobs survey the examples of advertisements and person specifications containing relevant, user-friendly descriptions of Welsh language skills requirements were few and far between..

3.31 The survey highlighted how individual attitudes can steer organisations' practices when there is no robust guidance or process for scrutinising and checking the Welsh language requirements of posts before advertising a post. For example, one health board job advertisement noted:



It is not required that the applicant speaks Welsh as the majority of the Health Board's patients speak fluent English.

3.32 The evidence gathered does not provide assurance that the recruitment and selection practices of the majority of the public organisations that were part of the Commissioner's survey are sufficient to enable them to deliver quality services to Welsh citizens who use the Welsh language.

## Public organisations need to place greater emphasis on developing the linguistic skills of their workforces

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3.33 Improving the language skills of the current workforce is one way in which organisations can increase their capacity to deliver services as they should to Welsh language users. The Commissioner's workforce planning survey highlighted that the way in which public organisations develop the linguistic skills of their workforces as well as their attitudes towards the importance and effectiveness of investing in that, vary significantly.

3.34 The statutory guide published for to provide guidance on the form and content of Welsh language schemes noted that organisations should consider the best approach towards meeting their staffing objectives after assessing the linguistic skills of the workforce, and that providing Welsh language training to staff is one of the options available to them.<sup>28</sup>

3.35 As a result, the statutory Welsh language schemes of a number of public organisations contain a commitment to meeting requirements concerning identifying and providing Welsh language training, such as the following commitments in the language scheme of one county council:

"The Council will encourage and support employees and Elected Members who wish to learn Welsh or improve their Welsh language skills. Steps to provide training on language awareness and language skills will be prioritised in order to reflect the level of public engagement and/or the significance of service users' preferred language."

3.36 During the Commissioner's survey of workforce planning arrangements, organisations' officers referred to a number of barriers which they believed were preventing them from developing the linguistic skills of their workforces. Limited budgets in terms of funding training to develop the Welsh language skills of the workforce was one of the barriers mentioned by some organisations. It was noted that the demand for Welsh for Adults courses amongst staff exceeded the funding capacity of one organisation. Another organisation noted that they had a waiting list for language training as the funding available could only train 50 staff members each year.

<sup>28</sup> Welsh Language Schemes - Their preparation and approval in accordance with the Welsh Language Act 1993, Welsh Language Board, 1996

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**3.37** It was noted that time constraints was a reason why staff could not undertake any training arranged by organisations. One organisation noted, in light of reorganisation and job losses, that there had been an increase in individual staff workloads and responsibilities and that it was therefore difficult for them to release staff to attend training courses or Welsh lessons during working hours. One organisation noted that a lack of capacity to release staff was a greater issue than a lack of enthusiasm / demand amongst staff.

**3.38** Organisations also noted that they had not established a process for identifying the linguistic training needs of the workforce which would enable them to prioritise Welsh language training provision.

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3.39 During the workforce planning survey, the following comments were made by the officers of different organisations. They reflect different attitudes towards identifying the potential to develop the linguistic skills of their current workforce in order to improve their capacity to deliver services for Welsh language users:

We target staff who have attended Welsh medium schools and have prioritised training for reception and surgery staff.

The Board does not provide Welsh language skills training.

We have not provided any linguistic training for four years. We do not consider that the benefits outweigh the cost. Staff do not use Welsh in the workplace after receiving the training. Other statutory or compulsory training is a greater priority than Welsh language training.

We use the information recorded on staff skills to identify gaps for providing Welsh language training.

We measure the demand for Welsh language training in language awareness sessions. The Welsh language is included in every staff member's appraisal and personal development.

Following one audit of language training needs, a ten week course was arranged to improve staff bilingualism in hospitals and surgeries.

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### 3.40 Improving the Welsh language skills of the current workforce

The leaders of one organisation based in areas where the Welsh language is a main language as well as areas where the use of Welsh in the community is lower, promote the use of Welsh by requiring every officer to understand and pronounce the names of people and places in Welsh and show a basic level of courtesy. Job applicants are required to commit to reaching a higher level during the probation period as part of the work agreement. Officers must also commit to improving skills levels by the end of the probation period after promotion.

The feasibility of the policy depends on treating language skills like any other skills, ones which individuals can develop through training, improve through practise, and can be measured. In order to support staff to meet these requirements and ensure that there is no risk of discrimination, the organisation provides Welsh language training in the workplace.

The organisation's experience has clearly shown that linguistic requirements can be set for posts and that staff in those posts can be encouraged to improve their Welsh language skills in order to meet the organisation's aim.



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3.41 The evidence gathered during the Commissioner's workforce planning survey does not provide assurance that the practices of the majority of the main public organisations are robust enough in terms of assessing workforces' linguistic training needs. The absence of information about how organisations prioritise and provide training to enable existing staff to improve their Welsh language skills leads the Commissioner to question how effective they are at taking advantage of opportunities to increase the linguistic capacity of their workforces.

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## The Commissioner's opinion

This report highlights that it is a myth to claim that 'one must be able speak Welsh to work in the public sector in Wales'. A significant number of organisations that provide public services for the people of Wales need to ensure that they include the Welsh language as a factor when they plan their workforce. They must set out in earnest to increase their linguistic capacity to enable them to meet the needs of a bilingual society. Organisations need to consider how they will empower their frontline staff to provide Welsh language services; how they will effectively develop the linguistic skills of existing staff and what requirements need to be included when they recruit new staff so that the people appointed have the language skills the organisation needs.

I question to what extent public organisations have managed to change their culture to ensure that the Welsh language is given adequate consideration when services are planned and delivered. Senior management must now question existing practices as relatively simple things are not changing for the better.

Evidently, there are examples of good practice within the public sector in Wales; the challenge now is to extend those practices in order to ensure that the citizens of Wales, wherever they live, receive excellent services.

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# Appendix 1

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## Service experience surveys' methodologies

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All public organisations included in the Welsh Language Commissioner's service experience surveys deliver services to the public in Wales. During the sampling period every organisation was implementing a statutory Welsh language scheme.

## Reception services survey

The survey's primary aim was to gather information on the experience of using the Welsh language when using public organisations' reception services. Cwmni Iaith was commissioned to undertake the work on behalf of the Welsh Language Commissioner.

During January and February 2016 receptions were visited in 29 locations (cities, towns or villages) across Wales. A total of five receptions were visited at each location using a 'mystery shopper' approach to make enquiries. Each reception was visited on three separate occasions and the findings from 432 visits were recorded in total.<sup>1</sup> The receptions included a variety of service points such as county council offices, hospitals, leisure centres, libraries, museums, colleges and police stations run by 48 public organisations.<sup>2</sup>

It was noted whether the Welsh language was used to greet the visitor and which language was used by the organisation's officers to deal with the enquiry, from start to finish. It was also noted whether the enquiry was handled entirely in Welsh. Observations were also recorded on the quality of the service - whether a Welsh language service was offered proactively or did the visitor have to ask to use the Welsh language; was there a delay as a result of the visitor's decision to use the Welsh language and was the enquiry answered courteously.

It was also noted whether *Iaith Gwaith* (Working Welsh) materials were displayed in the reception areas to show visitors that it was possible to use the Welsh language.<sup>3</sup>

## Telephone services survey

The survey's primary aim was to gather information on the experience of using the Welsh language when using public organisations' telephone services. The work was undertaken by the Welsh Language Commissioner's officers.

From December 2015 to March 2016 information was recorded on 213 calls to the main telephone number of 71 public organisations.<sup>4</sup> The Welsh language line was contacted if one was advertised by the organisation on its website. Three calls were made to each organisation, to the same main telephone number, with a different enquiry made each month at different dates and times. The enquiry was made in Welsh and the caller attempted to only use the Welsh language during the call. The caller also sought to limit the use of English to simply ask for a service in Welsh.

<sup>1</sup> Due to circumstances arising during the survey there is no record of the oral service for 3 visits nor of visual materials for 5 visits. A list of the public organisations included in each survey is provided in Appendix 2.

<sup>2</sup> A list of the public organisations included in each survey is provided in Appendix 2.

<sup>3</sup> The Welsh Language Commissioner provides free *Working Welsh* resources in order to help organisations promote opportunities to use the Welsh language when delivering services to the public in Wales.

<sup>4</sup> A list of the public organisations included in each survey is provided in Appendix 2.

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It was noted whether the Welsh language was used to greet the caller and what language was used by the organisation to handle the call, from start to finish: by the person who answered the call and anyone else to whom the call was transferred. It was also noted whether the enquiry was handled entirely in Welsh. Observations were also recorded on the quality of service - whether a Welsh language service was offered proactively or did the caller have to ask to use the Welsh language and did that create a sense of causing bother.

### Correspondence services survey

The survey's primary aim was to gather information on the experience of using the Welsh language when receiving a response to correspondence sent to public organisations. Trywydd was commissioned to undertake the work on behalf of the Welsh Language Commissioner.

Between February 2015 and March 2016 a total of 682 items of correspondence were sent to 40 public organisations via letter, email, text message or Facebook or Twitter post (if those services were offered).<sup>5</sup> Correspondence in both Welsh and English was sent in order to compare response times and assess whether there was any delay as a result of the enquirer's decision to use the Welsh language.

The language in which the organisation responded to the correspondence and provided any further information was noted. It was also noted how many working days were taken to respond and whether that was in line with each organisation's corporate target times. Observations were also recorded on the quality of service - issues such as language quality and accuracy, style of correspondence and whether the correspondence was signed.<sup>6</sup>

<sup>5</sup> A list of the public organisations included in each survey is provided in Appendix 2.  
<sup>6</sup> The following definitions were used for recording the correspondence's language quality: incorrect - text with too many serious errors; correct - text containing correct grammar and reading naturally; partly correct - text which read correctly on the whole but contained spelling mistakes, mismutation or non-standard Welsh.

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## Websites and online services survey

The survey's primary aim was to gather information on the experience of using the Welsh language when using public organisations' websites and online services. The work was undertaken by the Welsh Language Commissioner's officers.

From November 2015 to March 2016 we visited the websites of 79 public organisations. Over 3000 pages, around 45 pages from three specific areas of each website, were examined.<sup>7</sup>

It was noted whether language choice was offered to the user on the splash page, homepage and beyond; was each page visited available in Welsh and was it possible to navigate from one language to the other. Observations were also noted on the quality of service: the style of pages and online forms provided, the standard of language used, the prominence of the Welsh language service and how easy it was to use and did the Welsh language service correspond to the English language service.

## Jobs survey

The survey's primary aim was to gather information on public organisations' practices in terms of including and describing Welsh language skills requirements when advertising new and vacant posts. The work was undertaken by the Welsh Language Commissioner's officers.

Between December 2015 and March 2016 information relating to 3108 posts advertised on the websites of 57 public organisations was noted.<sup>8</sup> The information was sourced by visiting the recruitment pages of individual organisations' websites and/or group websites if used. The Welsh and English pages were read if available.

The Welsh essential or desirable skills included in the advertisements, job descriptions and person specifications of each post were noted. Observations were also recorded on the quality of the information: how organisations described Welsh language skills requirements and how clear and meaningful the requirements were for the organisation and the candidate. It was also noted whether information on the advertised posts was available in Welsh.

County councils' and county borough councils' auxiliary posts in schools, such as child transport staff, catering staff etc. were recorded. Teaching staff and teaching assistant staff posts were not recorded.

<sup>7</sup> The same areas were examined on the websites of organisations delivering the same kind of services.

<sup>8</sup> A list of the public organisations included in each survey is provided in Appendix 2.

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All health sector posts were not included in the survey due to the significant number advertised. Posts advertised in the six staff groups most likely to come into contact with the public were included, - administrative and clerical; relevant health professionals; additional clinical services; scientific and technical professionals; medical and dental professionals and registered nurses and midwives.

No volunteering opportunities advertised by any organisation were recorded.

**Workforce planning survey**

The survey's primary aim was to gather information on the arrangements made by public organisations to plan the Welsh language skills of their workforces. Arad Research was commissioned to undertake the work on behalf of the Welsh Language Commissioner.

Public organisations were invited to take part in the survey and face-to-face interviews were conducted with officers from 30 organisations between January and March 2016 in order to learn about any arrangements organisations may have in place which enable them to take a a systematic approach to ensuring an adequate Welsh language skill capacity.

A series of talking-points was sent to the organisations in advance in order to allow time for them to prepare for the meeting and to provide the details required. Information was collected about the specific issues which the Commissioner wanted to learn more about such as arrangements for identifying and recording the Welsh language skills of the workforce; the provision of language awareness training and training to improve the Welsh language skills of existing staff; identifying the Welsh language skills needs of posts and recruitment processes. Information about any positive developments as well as comments on any barriers that hinder progress was noted.

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# Appendix 2

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## Public organisations included in the service experience surveys

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Sector	Organisation	Reception areas	Telephone	Correspondence	Websites	Jobs	Workforce Planning
Welsh Government	Welsh Government	✓	✓		✓	✓	
	Blaenau Gwent County Borough Council	✓	✓	✓	✓	✓	✓
	Caerphilly County Borough Council	✓	✓	✓	✓	✓	✓
	Neath Port Talbot County Borough Council	✓	✓	✓	✓	✓	✓
	Conwy County Borough Council	✓	✓	✓	✓	✓	✓
	Merthyr Tydfil County Borough Council	✓	✓	✓	✓	✓	✓
	Bridgend County Borough Council	✓	✓	✓	✓	✓	✓
	Rhondda Cynon Taf County Borough Council	✓	✓	✓	✓	✓	✓
	Torfaen County Borough Council	✓	✓	✓	✓	✓	
	Wrexham County Borough Council	✓	✓	✓	✓	✓	✓
	Cardiff City Council	✓	✓	✓	✓	✓	✓
County Councils	City and County of Swansea Council	✓	✓	✓	✓	✓	✓
	Newport City Council	✓	✓	✓	✓	✓	✓
	Gwynedd Council	✓	✓	✓	✓	✓	✓
	Vale of Glamorgan Council	✓	✓	✓	✓	✓	✓
	Ceredigion County Council	✓	✓	✓	✓	✓	✓
	Denbighshire County Council	✓	✓	✓	✓	✓	✓
	Carmarthenshire County Council	✓	✓	✓	✓	✓	✓
	Monmouthshire County Council	✓	✓	✓	✓	✓	✓
	Pembrokeshire County Council	✓	✓	✓	✓	✓	✓
	Powys County Council	✓	✓	✓	✓	✓	✓
	Flintshire County Council	✓	✓	✓	✓	✓	✓
	Isle of Anglesey County Council	✓	✓	✓	✓	✓	✓



Sector	Organisation	Reception areas	Telephone	Correspondence	Websites	Jobs	Workforce Planning
Wales NHS Health Boards and Trusts	Abertawe Bro Morgannwg University Health Board	✓	✓	✓	✓	✓	✓
	Aneurin Bevan University Health Board	✓	✓	✓	✓	✓	✓
	Betsi Cadwaladr University Health Board	✓	✓	✓	✓	✓	✓
	Cardiff & Vale University Health Board	✓	✓	✓	✓	✓	✓
	Cwm Taf University Health Board	✓	✓	✓	✓	✓	✓
	Hywel Dda University Health Board	✓	✓	✓	✓	✓	✓
	Powys Teaching Health Board	✓	✓	✓	✓	✓	✓
	Velindre NHS Trust		✓	✓	✓	✓	✓
	Welsh Ambulances Service NHS Trust		✓		✓	✓	
Public Health Wales NHS Trust		✓		✓	✓		
Community Health Councils	Abertawe Bro Morgannwg Community Health Council				✓		
	Aneurin Bevan Community Health Council				✓		
	North Wales Community Health Council				✓		
	Powys Community Health Council				✓		
	Cardiff & Vale of Glamorgan Community Health Council				✓		
	Cwm Taf Community Health Council				✓		
	Hywel Dda Community Health Council				✓		
National Park Authorities	Snowdonia National Park Authority	✓	✓		✓	*	
	Brecon Beacons National Park Authority	✓	✓		✓	✓	
	Pembrokeshire Coast National Park Authority	✓	✓		✓	✓	

Sector	Organisation	Reception areas	Telephone	Correspondence	Websites	Jobs	Workforce Planning
Further Education Establishments	Cardiff and Vale College	✓	✓		✓	✓	
	Coleg Cambria		✓		✓	✓	
	St Davids' Catholic College		✓		✓	*	
	Coleg Ceredigion	✓	✓		✓	✓	
	YMCA Wales Community College						*
	Coleg Gwent	✓	✓		✓	✓	
	Gower College Swansea		✓		✓	✓	
	Workers' Educational Association Wales						✓
	Bridgend College		✓		✓	✓	
	Pembrokeshire College	✓	✓		✓	✓	
	Coleg Sir Gâr	✓	✓		✓	✓	
	Coleg y Cymoedd	✓	✓		✓	✓	
	Grŵp Llandrillo-Menai	✓	✓		✓	✓	
NPTC Group	✓	✓		✓	✓		
UK Government Agencies	Food Standards Agency			✓		✓	
	Department for Work and Pensions		✓				
	Driver and Vehicle Standards Agency			✓		✓	
	Driver and Vehicle Licensing Agency			✓		✓	
	HM Revenue & Customs			✓		✓	
	National Savings & Investments		✓	✓		✓	
	HM Passport Office			✓			

Sector	Organisation	Reception areas	Telephone	Correspondence	Websites	Jobs	Workforce Planning
Fire and Rescue Services	Mid and West Wales Fire and Rescue Service		✓		✓		
	South Wales Fire and Rescue Service		✓		✓		
	North Wales Fire and Rescue Service		✓		✓		
Police Forces	South Wales Police		✓	✓	✓		
	Dyfed-Powys Police	✓	✓	✓	✓		
	North Wales Police	✓	✓	✓	✓		
	Gwent Police	✓	✓	✓	✓		
Police and Crime Commissioners	South Wales Police and Crime Commissioner				✓		
	Dyfed Powys Police and Crime Commissioner				✓		
	North Wales Police and Crime Commissioner				✓		
	Gwent Police and Crime Commissioner				✓		
Higher Education Establishments	Swansea University	✓	✓		✓		
	Aberystwyth University		✓		✓		
	Bangor University	✓	✓		✓		
	Cardiff University		✓		✓		
	University of Wales				✓		
	South Wales University	✓	✓		✓		
	Glyndwr University	✓	✓		✓		
	Cardiff Metropolitan University		✓		✓		
	University of Wales Trinity Saint David		✓		✓		

Sector	Organisation	Reception areas	Telephone	Correspondence	Websites	Jobs	Workforce Planning
Others	National Museum Wales		✓				
	BBC		✓				
	Board of Community Health Councils in Wales				✓		
	National Library of Wales		✓				
	British Transport Police				✓		
	Civil Nuclear Constabulary				✓		
	Ofgem			✓			
	Ofwat			✓			
	S4C			✓			
	The Open University					✓	

\*data not available for entry

# Agenda Item 3

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**Amgueddfa Cymru**  
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national  
museum  
wales  
amgueddfa  
cymru

30 September 2016

Bethan Jenkins AM  
National Assembly for Wales  
Cardiff Bay  
CARDIF CF99 1NA

Dear Bethan

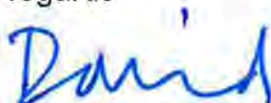
I am writing to you today in your role as Chair of the Culture, Welsh Language and Communications committee following comments made at Plenary on Wednesday afternoon (28<sup>th</sup> September 2016). The Museum has been made aware in particular of the comments made by Suzy Davies AM, Dai Lloyd AM and yourself in relation to Historic Wales, which had been announced via a written statement by the Cabinet Secretary for the Economy and Infrastructure earlier that day.

We noted the concerns raised by members of the Committee in about the announcement, and the potential impact on Amgueddfa Cymru and wanted to assure the Committee through you, as Chair, that this announcement is being given the full attention of our staff, management team and Board of Trustees.

At our Board of Trustees meeting yesterday, a working group was set-up to consider as a matter of urgency how best to contribute to the work of the Historic Wales Steering Group. A letter has also been sent by the President of the Museum to the Cabinet Secretary earlier today, seeking clarification in relation to the proposals. A copy of this letter is attached, to further assure the Committee that our management team and Board are giving the proposals detailed attention. This will ensure that the implications for Amgueddfa Cymru as a National Museum with a Royal Charter, as a registered charity, and for our trading operation as a limited company, are fully considered.

Should the Committee or any of its members have any other questions or queries as the proposals for Historic Wales progresses, we would of course engage fully with this process in a positive and constructive way.

Warm regards



David Anderson  
Director General

Llywydd/President Elisabeth Elias MA DL  
Is-Llywydd/Vice President Dr Haydn Edwards MBA PhD FRSC  
Trysorydd/Treasurer Laurence Pavelin CBE FCA  
Cyfarwyddwr Cyffredinol/Director General David Anderson OBE  
Rhif elusen / Charity registration number: 525774  
Rhif TAW / VAT registration number: GB 783 4541 10

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cymru

30 September 2016

Ken Skates AC/AM  
Cabinet Secretary for Economy and Infrastructure  
Welsh Government  
Cardiff Bay  
CARDIFF CF99 1NA

Dear Ken,

We welcome the publication of the PwC Report and the invitation to be part of the Historic Wales Steering Group. Amgueddfa Cymru – National Museum Wales will contribute positively to the discussions exploring options for greater collaboration between Wales' heritage organisations including the National Library of Wales, the Royal Commission on the Ancient and Historical Monuments of Wales and Cadw.

We also fully support the ambition to realise the commercial potential of Wales's heritage bodies and organisations, whilst protecting their independence and their individual identity, integrity and core purpose.

Following consideration of the PwC Report at the Board of Trustees meeting yesterday, a working group has been set up to consider as a matter of urgency how best to contribute to the work of the **Historic Wales** Steering Group.

The Board of Trustees of Amgueddfa Cymru would be grateful for clarification from you as Cabinet Secretary to the proposals outlined in Wednesday's ministerial statement and the subsequent press release, allowing sufficient time for our consideration of your response before the next meeting of the Steering Group which is due to take place on 24<sup>th</sup> October 2016. In particular we would welcome the following information:

1. Could the Cabinet Secretary please clarify the statement made on Wednesday that "plans to bring the commercial functions of Cadw and Amgueddfa Cymru - National Museum Wales together have moved a step closer today" and reference to the "commitment to the creation of new body, Historic Wales." These statements indicate that some key decisions have already been taken. Please can you let us know in more detail what these are?

Llywydd/President Elisabeth Elias MA DL  
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Cyfarwyddwr Cyffredinol/Director General David Anderson OBE  
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cymru



2. What is the evidence base for these decisions?
3. Why was it decided to include Amgueddfa Cymru in this week's announcement, and not the National Library or the Royal Commission?
4. It is assumed that the **Historic Wales** Steering Group, should it wish, will be able to commission feasibility studies and develop a business case for each of the four Options in the PwC Report. Please can you confirm this point.
5. Will such studies be managed by the Steering Group or by the Welsh Government?
6. What does the Cabinet Secretary believe should be the role, functions and responsibilities of **Historic Wales**?
7. What in the view of the Cabinet Secretary should be the legal status of **Historic Wales**, and what governance structure should it have?
8. The original Terms of Reference circulated to the Steering Group listed a wide range of functions that were within the scope of **Historic Wales**, which were subsequently omitted from the revised version. How will the Government ensure that control and responsibility for the core work and business decisions of the Museum will remain with its Board and management?
9. Can the Cabinet Secretary confirm that any proposed changes will respect the Museum's Royal Charter, its charitable status, the responsibilities of its Enterprises Company and duty of care for staff?

The Museum is entering these discussions with the Welsh Government, Trade Unions and potential cultural partners in a positive and constructive way, with the aim of strengthening the nation's cultural institutions for the benefit of the people of Wales. However, we as Trustees of Amgueddfa Cymru are also conscious of our responsibilities as a National Museum with a Royal Charter, a registered charity and for our trading operation as a limited company.

It is essential that full consideration is given to the implications of any proposed changes only after further feasibility studies have been conducted. The Steering Group may also offer strong alternative proposals in addition to those that feature in the PwC report, and help the Government to achieve the objective of a thriving and sustainable cultural sector.

We look forward to working with you through the Steering Group and to your early reply.

*Yours sincerely,  
Elisabeth*

Elisabeth Elias  
President



Annwyl Bethan Jenkins

## Adolygiad o Wasanaethau Treftadaeth yng Nghymru

Atodaf lythyr a ysgrifennais heddiw at Ysgrifennydd y Cabinet dros yr Economi a'r Seilwaith, sy'n mynegi rhai o'm pryderon am ei gynlluniau i sefydlu perthynas agosach rhwng yr Amgueddfa Genedlaethol a Chadw.

Rwy wedi gweithio yn y Llyfrgell Genedlaethol a'r Amgueddfa Genedlaethol yn ystod fy ngyrfa, ac wedi gwneud gwaith ymgynghorol ar addysg iddynt hefyd yn ystod y blynyddoedd diwethaf. Pan oeddwn yn gyfrifol am y Cwricwlwm Hanes yng Nghymru, cefais y ffrind o gyd-weithio'n agos gyda nifer o sefydliadau treftadaeth, gan gynnwys rhai cenedlaethol a rhai lleol, a dysgais i lawer am eu gwaith. Mae ganddynt bob un ran allweddol yn y broses o gynnal a datblygu ein dealltwriaeth o'n hanes, yn lleol ac yn genedlaethol, ond mae gan bob un gyfraniad gwahanol i'w gynig. Mae amgueddfa yn wahanol iawn yn ei swyddogaeth i gorff fel Cadw sy'n diogelu a dehongli safleoedd hanesyddol.

Pryderaf yn fawr am effaith y toriadau presennol ar amgueddfeydd ein gwlad yn gyffredinol, ac yn arbennig yn yr achos hwn am benderfyniad yr Ysgrifennydd ynglŷn â'r berthynas rhwng Cadw a'r Amgueddfa Genedlaethol. Dyma ddatblygiadau sy'n debyg o lastwreiddio cyfraniadau unigryw sefydliadau cenedlaethol gwahanol iawn eu natur.

Gobeithio y byddwch chi, fel Cadeirydd Pwyllgor Diwylliant y Cynulliad yn rhannu fy mhryderon, ac yn trefnu ymchwiliad brys i'r cynlluniau hyn, sydd yn fy marn i yn peryglu yn hytrach na diogelu treftadaeth Cymru.

Yn gywir iawn

Elin Jones

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Cadeirydd Pwyllgor Diwylliant, y Gymraeg a Chyfathrebu,

Llywodraeth Cymru

Caerdydd

3ydd Hydref 2016

Annwyl Bethan Jenkins

**Erthygl Western Mail 30 Medi 2016 ynglŷn â chyfuno Amgueddfa Cymru gyda Cadw**

Rwy'n ysgrifennu i fynegi pryder mawr yn yr hyd yr wyf wedi darllen yn y wasg yn ddiweddar sy'n awgrymu bod Llywodraeth Cymru yn cynnig cyfuno Amgueddfa Cymru a Cadw i greu sefydliad etifeddiaeth newydd.

Fel person sydd wedi gweithio fel rheolwr addysg gyda Chadw, fel hanesydd, athro hanes a phennaeth ysgolion cynradd rwy'n hollol ymwybodol o waith Cadw a hefyd holl waith amrywiol Amgueddfa Cymru ar draws ein gwald. Serch hynny, rwy'n gweld Amgueddfa Cymru fel sefydliad cenedlaethol o bwys ac yn rhan o'n hunaniaeth genedlaethol. Mae'n hanfodol bod y Cymry yn cadw'r trysor cenedlaethol yma fel sefydliad annibynnol sy'n ffynnu ac yn parhau i chwarae rôl allweddol yn y gwaith o warchod a dehongli ein hetifeddiaeth fel corff ar wahân yn unol â'r siarter sefydlu.

Rwy'n annog ac yn pwysu arnoch i bwyllo ac i sicrhau bod Llywodraeth Cymru yn ymgynghori'n llawn gyda rhanddeiliaid, sefydliadau cenedlaethol a'r cyhoedd cyn dod i unrhyw benderfyniad. Byddwch cystal â sicrhau y bydd eich pwyllgor yn galw am ymchwiliad llawn i mewn i'r broses o ddod i benderfyniad ynglŷn â'r ad-drefnu. Hefyd i sicrhau bod Llywodraeth Cymru yn atebol am unrhyw gynnig i newid statws, trefniadau rheoli a phwerau i wneud penderfyniadau strategol yr Amgueddfa Genedlaethol.

Yr eiddoch yn gywir



Nigel Hughes

**(Translation for the benefit of members who do not speak Welsh on the next page)**

**Translation for the benefit of members who do not speak Welsh**

Dear Bethan Jenkins

**Western Mail article on September 30, 2016 regarding the merger of Wales Museum Wales with Cadw**

I am writing to express grave concern about the content of an article I have read in the press recently that suggests that Welsh Government proposes to merge National Museum Wales and Cadw to create a new heritage organisation.

As a person who has worked as education manager with Cadw, an historian, history teacher and primary school headteacher I'm fully aware of the work of Cadw and the varied work of National Museum Wales across our country. Despite this, I see National Museum Wales as a national institution of worth and a part of our national identity. It is essential that this Welsh national treasure remains an independent organisation so that it can prosper and continue to play a key role in the conservation and interpretation of our heritage as a separate body in accordance with its charter.

I encourage and urge you to exercise restraint and to ensure that the Welsh Government will fully consult with stakeholders, national institutions and the public before coming to any decision. Please will you ensure that your committee will call for a full transparent investigation into any decision making process about this merger. Also to hold Welsh Government to account for any proposal to change the status, the management arrangements and strategic powers of National Museum Wales.

Yours sincerely,

Nigel Hughes

Dear Bethan,

I write to you in your capacity as Chair of the Cultural Committee to express my concern that some of the changes apparently being mooted as to the structure and organisation of the National Museum might lead, inadvertently or otherwise, to the undermining of the core purposes and holistic effectiveness of that key cultural institution in Welsh public life. In effect, there seems to have been a leap of intent from some of the rather more circumspect proposals in the PWC report towards precipitate implementation without the due diligence of informed discussion and evidential investigation.

What has particularly alarmed me is the manner in which long and widely held convictions about the civic and national function of such a body might be overturned by the topsy turvy accountancy logic of means and resources. This is not to say that income generation, commercial exploitation and partnership working are, in themselves, dirty words or false concepts, but rather that they are, or should be, entirely secondary to the rooted role we have given to our cultural bodies in Wales for more than a century. Our Victorian and Edwardian predecessors understood that the cultural focus on the nation which they deliberately created around the new University, Library and Museum, was essential in articulating an emergent and cohesive sense of identity for their fissiparous modern Wales: so they founded, nurtured and supported the ability of those bodies to be confident and visionary. Being self-regulating in their elected governance and independent in their professional activity was a crucial factor in their subsequent success. They have been, at their best, central to our understanding of ourselves and, thus, to our expression of ourselves in and to the wider world. Further, they have been of distinction precisely because their own core separate roles were envisaged as distinctive.

This is especially true in case of a Museum whose meticulous attention to the natural and physical sciences, to geology, to the configuration of natural and manmade landscapes, to arts and crafts, to educational outreach and communication, has always been about much, much more than being the custodian of "outstanding historic collections". That phrase comes from the Written Statement by the Welsh Government of 28 September, where I also read that the hope, ancillary to prospective changes, is for Wales to have a "heritage sector...global in ambition and renowned internationally". But that is exactly what we have had, and will continue to project---along with all those other internationally renowned and globally ambitious museums worldwide---if we still understand that it is the fulfilment of their original missions, evolving but also bedrock solid, which we should, in our turn and in our own fissiparous Wales, cherish and support. Kiddiecraft sloganising about them helping to "build a more prosperous Wales" via "an outstanding

visitor experience" threaten, in their vacuity, our intellectual integrity and demean the wondrous and profound exhibitions which have opened so many hearts and minds, here and abroad. Marketisation and branding are, or should be, the back-up carts for our front-line cultural horses, not, ever, the other way round.

I had hoped, after some of the travails we encountered in the arts sector (and not just in Wales), that the now universal acceptance of the dictum that there is no worthwhile instrumental value to the arts in society if they are not also seen to be of intrinsic importance in people's lives, was also understood to be applicable across the whole of the cultural sector. That view is the driving force behind my Report to the Welsh Government on the educational role of the arts in Welsh schools and the backbone of Baroness Andrews' adjacent report on cultural deprivation and material poverty. Our National Museum has been stalwart and creative in helping the Welsh Government enact these vital programmes. It is for Government to show how those lessons are learned for their own practice, and how they will validate the cultural well springs of our common life without let, hinder or passing excuse.

Personally, I strongly believe and have said publicly when I was in office at the Arts Council, that we need, again, a ministerial post in Cabinet which is solely dedicated to arts, heritage and culture, and not one whose remit, as in recent years, has been tugged hither and thither by the mechanistic lever pulling which seems to be entailed by being sited within the spheres of Economy and Infrastructure. A commonwealth of culture is not only priceless in today's fractured Wales, its sustenance is how we we in Wales will be assayed for human value on the global scales of history. We still owe it ourselves now, and to our children tomorrow, to be so much more than "an outstanding visitor experience".

I hope that your committee will be able to give some consideration, at this present time, to these and related matters,

Yours sincerely,

Dai

Dear Bethan.

I am writing as the Chairman of the Friends of National Museum Wales, a charity with over eight hundred members.

I wish to indicate my profound concerns about the proposal to weaken or possibly remove the independence of Amgueddfa Cymru - National Museum Wales, which is enshrined in its Royal Charter, by forcing its merger with other public bodies.

I know that I am expressing the views of many members of the Friends when I say such a move is likely to weaken or compromise fundamentally many important aspects of the work now undertaken at Amgueddfa Cymru - National Museum Wales.

I refer in particular to the invaluable research, conservation and curatorial work carried out across all seven sites by museum staff.

Although this work may not reach newspaper headlines, it enriches enormously not only our understanding of the history, heritage and culture of our country but also helps Wales and its people gain a deeper understanding of our relationship to the wider world.

Whilst recognising that financial considerations may be prominent in determining Welsh Assembly Government's future policy, I would urge you most strongly not only to consider the commercial imperatives.

I would also hope that the Welsh Assembly Government, after wide public consultation, will give due regard to the views which will undoubtedly be expressed by many people, including the Friends of National Museum Wales, on this very important matter.

Yours sincerely,

Richard Carter

Chairman, Friends of National Museum Wales

Great House  
Treoos  
Vale of Glamorgan  
CF35 5DH

4th October 2016

Ms. Bethan Jenkins  
Chair CWLC  
National Assembly Wales  
Cardiff  
CF99 1NA

*Dear Ms. Jenkins,*

I am writing to you and members of your CWLC Committee regarding the recently published statement by Cabinet Secretary Ken Skates about the review of Heritage Services in Wales. I express my views as a previous Trustee of Amgueddfa Cymru (AC) and as Chair at the time of the Enterprises Group which oversees retailing and catering for internal needs and external functions.

May I persuade your Committee to urgently consider these following points:

- a) The pwc report focuses on the needs for CADW. Additional training and improvement of skills for CADW is recommended in Option 1 on page 13 of that report and this seems a pragmatic and modular approach.
- b) The announcement by the Cabinet Secretary goes further by merging the commercial arms of CADW and AC run directly by a new body. This is fraught with difficulties of merging commercial activities and is not what pwc recommend. I write from considerable experience of my roles in the commercial sector at Board level and within AC of the risks of merger without consultation and that the necessary skills must remain in house as each body promotes its aims of retailing and catering.
- c) There are many aspects to the dedicated and proven work of the AC curators which concern areas other than history and this work does not appear to be addressed in the implications.
- d) Given the way forward in the Cabinet Secretary's written statement I would seek assurance that adequate consultation has been conducted with the teams within AC; otherwise I would expect a more balanced argument.
- e) Indeed on page 4 within the Scope and Objectives to "creation of a separate commercial organisation" reads as if the conclusion has been drawn and then pwc asked to find some supporting evidence - not an objective analysis or process. Such an outcome is rightly described by pwc on page 12 as "lengthy and complex."

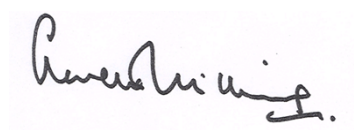


Given these initial observations I would ask your Committee to urgently review these four aspects:

1. Whether adequate and full consultation took place.
2. To probe whether the Randerson recommendations are common to the written statement.
3. Whether those now appointed to fulfil roles in CADW and chairing the Steering Group fulfil good governance in not having any conflict of interest.
4. To be totally satisfied that the correct procedures have been followed at all stages.

I will be pleased to provide further input to your Committee and look forward to your analysis of what has occurred to date.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Gareth J. Williams'.

Gareth J. Williams O.B.E. F.I.o D.  
Trustee Marie Curie UK

Sent by email and post

# Agenda Item 4.6

Ymgyhoirddwr Llyngwyl Gymraeg a Chyfathrebu  
Culture, Welsh Language and Communications Committee  
CWLC(5)-06-16 P8

Dear Ms Jenkins,

I am writing to you as I understand you chair the committee for Culture, Welsh Language and Communications in the Assembly.

I have been horrified to read last weekend ( <http://www.bbc.co.uk/news/uk-wales-politics-37493894> ; <https://www.museumsassociation.org/news/30092016-ma-warns-against-nmw-merger> ) that there could be a serious risk of the National Museum of Wales (NMW) losing its independence by being swallowed up by some sort of new body, "Historic Wales".

I write as a architect who is currently working with NMW on what we all consider may be a somewhat visionary and ground-breaking concept to bring museums and primary school education closer together.

Acting in partnership with NMW, the Cultural Institute at King's College London, the National Waterfront Museum in Swansea and the local St Thomas Community Primary School, we placed whole classes in the museum for 10 weeks in total, as part of an action research project. This aimed to test the hypothesis that there could be beneficial outcomes for primary school children, their families and communities, if pupils attended school in a museum.

The project has been carefully studied and draft assessment reports are currently being reviewed with a view to publishing results before the end of the year. Even before the findings are published we could see improved language and communication between children, and even improvements in attendance in one of the Swansea classes in particular, with clearly enhanced engagement and interest from the wider families.

Without going into the detail of this quite complex project, you might also be able to imagine some of the associated potential benefits

- wider and deeper understanding of the museum collections and the culture they represent
- great opportunity to understand the collection with assistance from the museum in welsh language as well as english
- sustainability of the museum; this delivery model could mark a sea change in core visitor constituency

**Pwyllgor Diwylliant, y Gymraeg a Chyfathrebu**  
**Culture, Welsh Language and Communications Committee**  
**CWLC(5)-06-16 P8**

In any event, all of this was borne out of extensive negotiation and preparation in the project partnerships and was clearly dependent on satisfying the museum and school that core purpose and values were being honoured and developed from both sides. Whilst we hope that eventually such a model could bring financial benefits in optimising operational functions and costs to be shared on both sides, the fundamental principles were ones of learning, diversity, inclusion etc. and speaking to policies aiming to tackle areas of cultural poverty amongst others.

It is clear to me that for such creative and innovative projects to evolve, the long established and continuing values and governance of NMW are crucial.

The idea that the NMW might have to dance directly to government's tune runs entirely counter to a museum that has been clearly tasked over decades and generations to take care of the nation's collections.

NMW unquestionably embodies the tradition of professional expertise, wisdom and socially minded conscience, acting to support the best delivery of a service driven by the whole body's sense of democratic social justice. The museum itself should always decide how to optimise use of funds, subsidising some elements of programme if the trustees see fit.

It is also very disappointing to read in these articles that government has not apparently taken on board the comprehensive recommendations of the Welsh Review of Local Government Museums, that must have represented a tremendous investment of time and thought in production. I also submitted a paper relating to our partnership project for that and at the time was truly hopeful that new and creative ways of approaching sustainability in museums might be on the horizon.

I would be pleased to share more of this particular project with you given your committee's remit.

Meanwhile, I hope you will act to ensure the NMW can continue without this newly reported threat. NMW must be allowed work independently from the government of the day and much shorter term commercial concerns in life that I can imagine might be, at least in part, at the root of this new suggestion.

Yours sincerely  
Wendy J.

**Pwyllgor Diwylliant, y Gymraeg a Chyfathrebu**  
**Culture, Welsh Language and Communications Committee**  
**CWLC(5)-06-16 P8**

*Wendy James, Partner*  
Garbers & James

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5th October 2016

Bethan Jenkins AM  
Chair  
National Assembly Culture, Welsh Language and Communications  
Committee  
Cardiff Bay CF99 1NA

Annwyl Bethan,

Historic Wales

I understand your Committee is considering the Inquiries it might undertake in the forthcoming session. Could I urge that high priority be given to an Inquiry into the Welsh Government's proposal to set up Historic Wales, merging into that organization the commercial arms of Cadw and the National Museum and perhaps those of other organisations too.

As you may be aware I have some background in this area as President of the National Museum for nine years (2002-2011) and at an earlier stage in my career as Chief Executive of the Wales Tourist Board (1984-1996) in which capacity I got to know the visitor attractions of Wales pretty well. I have been a trustee of the North Wales Mountain Zoo in Colwyn Bay for around fifteen years and currently serve as the Deputy Chair of the Wales Tourism Alliance, the umbrella body which represents the various sectors of the industry including as one of its members the Wales Association of Visitor Attractions.

The proposal to set up Historic Wales has very significant implications for the National Museum and as in any major reorganization there is the danger that it impacts adversely at the very least on the short to medium term objectives of the organizations involved. In the case of the Museum, it is currently heavily involved in delivering a £25 million development at St Fagans and at the same time coping with the need to reduce staff numbers

because of budgetary constraints. Moreover there could well be implications for its charitable status and some would argue that it would be a threat to its independence as one of Wales' premier cultural organisations.

But the proposal does not only have implications for public sector organisations. The creation of a more powerful commercial public sector attractions organization, inevitably with very close links to the Welsh Government, will represent a greater challenge to private sector attractions in a variety of ways. We need to see consideration being given to some ground rules to ensure fair play. It is noticeable that none of the organizations on the Steering Committee which has been set up could be said to be from typical private sector attractions.

For the above reasons I would urge the Committee to look into the rationale and justification behind the proposal to set up Historic Wales, the full implications for the public sector organisations involved and also, importantly, the need for some ground rules to safeguard the interest of private sector attractions.

Yn gywir

Paul Loveluck

**Agenda Item 4.8**  
**Myddorwyllys, y Gymraeg a Chyfathrebu**  
**Culture, Welsh Language and Communications Committee**  
**CWLC(5)-06-16 P10**

Dear Committee Chair,

I am writing to raise the great work that the National Museum Wales have been doing as a key strategic and operational partner in the delivery of the Fusion programme in partnership with Communities First and with organisations such as ourselves. Their culture and ethos is one of inclusion and engagement of children, young people and families across Wales. Their commitment to supporting vulnerable people with opportunities to access culture, arts and the heritage I feel is second to none. It is therefore with trepidation I see the proposals regarding Historic Wales and the need for a commercial approach to provision. We need to maintain an open access policy for all, and strive in all our institutions for inclusion and engagement. Otherwise our culture and heritage will be lost to many of this and our next generation, promoted predominantly to those who feel comfortable accessing it, and can afford it.

I do recognise the need for commercialism in the sector and that this has to be included as an aspect of sustainability, but there is a need within any commercial activity to retain the principles and mission of each organisation.

I hope you take into consideration the culture of each organisation and their merits when creating a Historic Wales open to all.

Kind regards

Sarah

**Pwyllgor Diwylliant, y Gymraeg a Chyfathrebu**  
**Culture, Welsh Language and Communications Committee**  
**CWLC(5)-06-16 P11**



**The Federation of Museums and Galleries of Wales' response to the Written Statement issued by Ken Skates, Cabinet Secretary for the Economy and Infrastructure on 28<sup>th</sup> September 2016 in relation to 'Historic Wales'.**

It is of grave concern to the Federation that the report commissioned by PwC, as a method of creating a sustainable historic heritage sector seems largely focused on its benefits to and resolution of issues affecting CADW, as opposed to the effects on Amgueddfa Cymru and in turn the wider museum sector. This is clearly stated in the Introduction to the PwC report: "This report focuses on Cadw and in particular on its property operations, and looks at opportunities to grow commercial income through a different organisational structure for managing the properties in care" (p.3).

As an advocacy body for the Welsh Museum Sector as a whole, it appears that this has served as a missed opportunity to take a holistic approach to how heritage and culture in Wales can be best served and better protected for the benefit of the people of Wales, both now and in the future. It is also essential to understand that while forging greater collaboration between the two bodies is unequivocally positive, these findings have not taken into account the unique nature of Amgueddfa Cymru and all that it provides to the heritage sector in Wales. It is notable that authors of this report highlighted the importance of understanding these differences in objectives, responsibilities and terms of reference for service delivery and explicitly stated that far greater work needs to be done before proceeding with any form of merger: "...potential benefits should be very carefully considered against the strategic case for bringing together four organisations that have different objectives, responsibilities, cultures, terms and conditions, pension arrangements and scale of operations"(p.85).

It is of great concern to the Federation of Museums and Galleries of Wales that opportunities for the Welsh Museum Sector to lead by example, as it did with its first Museum Strategy (the first of its kind in the United Kingdom), have been overlooked by the announcement of this report. We feel very strongly that the recommendations of the Expert Review of Local Museum Provision, which have largely been ignored since publication in 2015, should be pursued in order to create a stronger and more resilient museum sector that paves the way for museums across the United Kingdom and beyond.



Following the publication of the Expert Review of Local Museum Provision in Wales, a key recommendation of the report was that the museum sector needs to be supported in order to become more financially resilient into the future. I think it is essential at this point, that as President of the Federation of Museums and Galleries of Wales that I emphasise how crucial a role Amgueddfa Cymru has played in helping local museums to continue their work at times of crisis where museums were facing severe financial cuts, staff reductions and in some cases even museum closure. Amgueddfa Cymru's role in injecting historic and commercial specialism into projects with local museums is not to be underestimated or under-valued.

Many Local Authority Museums have had resources to income generate removed from them in this climate of severe budget cuts. Projects such as the Sharing Treasures project have enabled local museums to be able to continue delivering that projects that enrich lives in Wales. As a leader on the Welsh Government's Fusion programme work in Pioneer areas and its work towards delivering the outcomes of the Future Generations Act; Amgueddfa Cymru has played an integral role in delivering social impact with visible social outcomes.

The Federation is very disappointed that this announcement has been made at a time when a new Museums Strategy for Wales is being developed by the Welsh Government and partner organisations, of which Amgueddfa Cymru is a key collaborative partner to all museums in Wales. It is difficult to see how this announcement will not disrupt productivity on this work, let alone destabilise the future of the sector in a Wales.

There was a time when Wales, through Government, led the way in terms of being pioneering in its approach to the museum sector. Sadly, we are now lagging behind and are in danger of weakening and destroying an institution which is integral to the future of the sector in Wales. The Expert Review offers many solutions that, if implemented, would be of real value to the people of Wales. We need a strong National Museum for our nation if this is to be realised.

**Rachel Silverson**

**President**

[Federation of Museums & Art Galleries of Wales](#)

[Ffederasiwn Amgueddfeydd ac Oriolau Celf Cymru.](#)

**Federation of Museums & Galleries of Wales** @WelshMuseumsFed

- Museums make a significant economic contribution through tourism and regeneration
- Museums and their collections strengthen community identity
- Museums empower people through learning, participation and inspiration