

**Measadh air Pròiseactan
Bhòrd na Gàidhlig**

**Assessment of Bòrd na Gàidhlig
Projects**

Final Report

For

Bòrd na Gàidhlig

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EXECUTIVE SUMMARY

Background

Funding from Bòrd na Gàidhlig supports a range of developmental projects that seek to deliver the aims and objectives of the National Plan for Gaelic. To understand the full range of outcomes that are generated by these Gaelic development projects, Bòrd na Gàidhlig commissioned research to assess (1) *the efficacy of funding schemes in terms of language planning and development; and (2) to develop measures by which to assess future awards in language development through project funding.* The research considered primarily the language outcomes generated by funding through the Taic Freumhan Community Fund and the Gaelic Language Act Implementation Fund (GLAIF).

Assessment of Outcomes

Total expenditures and the number of projects supported by each Fund are shown in the Table below.

<u>Item</u>	<u>Total Grant Funding</u>	<u>No. of Projects</u>	<u>Average Grant/Project</u>
GLAIF	£1,353,900	71	£19,069
Taic Freumhan	£147,800	101	£1,463

Of the projects supported through Taic Freumhan 60% of projects were located in the Highlands and Islands. Nearly 50% of all projects involved Gaelic language classes and social/activity events. In general terms projects have promoted and raised awareness of Gaelic and have set down some foundations to build a sustainable future for the language. The outcomes generated by project activity are many and varied but it is difficult to say with any degree of certainty, based on the reporting information provided by project applicants, what impact this has had on Gaelic language revitalisation efforts and on reversing language shift. The Taic Freumhan Fund is an important element in the “tool-kit” of approaches that can be applied to improving the state of Gaelic in Scotland. However, the overall approach to revitalising the language and reversing language shift needs to be more explicitly linked to a focused “programme” of activities that has clear and measurable language outputs and outcomes than is presently the case.

The value of GLAIF is £1.4 million annually and it is expected that some £5.3 million will have been allocated to public bodies over the period 2006-07 to 2010-11. Three public bodies – Highland Council, Highlands and Islands Enterprise and Comhairle nan Eilean Siar are expected to account for around 45% of GLAIF expenditures with Highland Council accounting for 20% of the overall total.

Many of the projects funded through GLAIF should, if momentum is maintained, support Gaelic development processes over the long-term. From the review of a small sample of projects the conclusion is that the direction of change is positive. However, whilst a range of outcomes are undoubtedly being achieved across the projects being supported through GLAIF the present reporting process appears almost to discount the importance of recording any language related outcomes.

Reporting systems need to be improved significantly to enable greater clarity to be brought to bear on the actual language outcomes being generated through the projects funded through GLAIF and managed by the public bodies. At the present time the effectiveness of GLAIF is largely undetermined, principally as result of the approach taken to setting targets by Bòrd na Gàidhlig and also in the reporting of language outcomes by the public bodies.

Recommended Future Actions

The recommended actions for consideration fall into a number of areas of strategic development, namely:

1. The Planning Process

A fundamental element of language policy evaluation/assessment is in understanding the cause and effect factors that affect the overall desired policy outcomes. The primary outcome being sought by the National Plan for Gaelic ... *the creation for a sustainable future for Gaelic in Scotland...* depends to a great extent on the behaviour and attitudes of people towards Gaelic. Many of the outcomes associated with the National Plan for Gaelic must be analysed in terms of the results emanating from people's behaviour in relation to the acquisition and use of the language.

Given the scope and ambition of the National Plan it is important to position the activities supported and facilitated by the Bòrd in those areas where they can be most effective in relation to language outcomes. This will involve:

- Explicit identification of key priorities with a maximum of 5-6 that will be the focus of activity over the next 12-15 months.
- An ordering/ranking of other actions to place them in order of significance.
- Defining expectations of the role of other “delivery” partners – finding ways of securing support for outcomes from the other Gaelic bodies.

To improve the planning process and strengthen the feedback loop between language policy; language in action; and language in the community, a number of specific elements need to be present within the structures and systems managed by Bòrd na Gàidhlig, namely:

- The identification of core and support indicators that cover all the Gaelic language priority actions under the control and management of Bòrd na Gàidhlig.
- The development of a computer-based database management system for project control and performance reporting to track the inputs, activities, outputs and outcomes generated by Gaelic support programmes and projects that would inform the overall language planning processes employed by the Bòrd.
- Establishment of a research unit to manage the process of monitoring and evaluating programmes and projects. The unit would also have responsibility for the collection and dissemination of all statistics relating to Gaelic in Scotland.

- A community engagement plan that communicates effectively across all stakeholder groups and which includes the requirement to disseminate data and information on progress towards the achievement of the Gaelic language priorities/targets set out in the National Plan, the Corporate Plan and other programmes and projects.

2. The Delivery Process and Programme Development

There is a need to revise and streamline the language development project funding process. It needs to be:

- A focused set of support priorities with explicit links to National Plan objectives.
- Structured onto a programme basis.
- Demonstrably focused on language outcomes.
- Delivered in partnership with other bodies.

A programme is a set of inter-related projects aimed at achieving strategic impact. Collectively, projects and the level of resources attached to them, when managed as a programme can demonstrate progress towards strategic priorities with a greater degree of clarity. This method of working would also address the comprehensive “under-recording” of language development benefits from Bòrd investment in projects such as Taic Freumhan and GLAIF.

The programme development process means a combination of potentially dropping projects, combining projects and/or re-defining actions. Unless a programme element is clearly contributing to one of the language planning priorities it should not be included within those areas that are eligible for support from the Bòrd’s resources.

3. Planning for Change

The introduction of the recommended changes will take time and investment. As such it is important that Bòrd na Gàidhlig identifies budgets, responsibilities and a timeline to introduce the suggested actions. The recommended actions should be considered as the minimum required for creating a solid foundation for the Bòrd to make progress towards achieving the vision set out in the National Plan.

The next 12 months in the lead-up to renewing the National Plan is one that should provide Bòrd na Gàidhlig with the time to reflect on progress and to introduce systems and structures that will enable the required step-change in policy implementation to take effect and which will support a sustainable future for the Gaelic language in Scotland.

1. Introduction

This is the final report of the assessment of certain projects funded by Bòrd na Gàidhlig during the period 2008-09. The assessment was undertaken by Hecla Consulting and David Roberts Associates between March and August 2009.

1.1 Background

Bòrd na Gàidhlig is an executive Non-Departmental Public Body established by the Gaelic Language (Scotland) Act 2005. The Bòrd is the principal public body in Scotland responsible for promoting Gaelic development and providing advice to the Scottish Ministers on Gaelic issues. The Bòrd's duties and functions include overseeing the National Plan for Gaelic; advising Scottish Ministers on Gaelic issues; working with public authorities to produce Gaelic language plans; and the delivery of a national strategy on Gaelic education. Bòrd na Gàidhlig's primary responsibilities are to:

- Secure the status of Gaelic as an official language of Scotland.
- Promote and facilitate the promotion of Gaelic.
- Provide advice and assistance on matters relating to Gaelic.
- Increase the number of people able to use and understand Gaelic.
- Encourage the use and understanding of Gaelic.
- Facilitate access to Gaelic.

The publication of the *National Plan for Gaelic* in 2007 by Bòrd na Gàidhlig was a significant milestone for Gaelic development. It set out a blueprint for the development of Gaelic across the areas of:

- Language Acquisition;
- Language Usage;
- Language Status; and
- Corpus Development.

Funding from Bòrd na Gàidhlig supports a range of developmental projects that seek to deliver the aims and objectives of the National Plan for Gaelic. To understand the full range of outcomes and impacts that are generated by these Gaelic development projects, the Bòrd requires research-based information to support future policy development and direction.

Thus, the outputs from this piece of research will add to the knowledge base of Bòrd na Gàidhlig. The research results will assist the Bòrd in developing appropriate policies that can address issues associated with the state of Gaelic in Scotland, gain a better understanding of the dynamics of language-shift and enable actions to be taken that will support the continuation and extension of Gaelic as a living and vibrant language of the community.

1.2 Project Objectives

The Invitation to Tender (ITT) set out two primary objectives for the research contract. They were:

1. *Assessment of the efficacy of funding delivered through schemes run by Bòrd na Gàidhlig, in terms of language planning and development.*

In addressing this objective the following questions needed to be addressed in relation to the efficacy of past funding.

- What kinds of projects have been funded by or through Bòrd na Gàidhlig since the publication of the *National Plan for Gaelic* in 2007¹, which have delivered lasting positive or negative impacts on Gaelic language planning and development, and to what extent?
 - What kinds of projects have been funded by or through Bòrd na Gàidhlig since the publication of the *National Plan for Gaelic* in 2007 which have delivered no lasting impact on Gaelic language development?
 - What aspects of the above projects have significantly contributed to, detracted from or negated the potential of Gaelic language development, and how?
2. *Development of measures by which to assess future awards to the end of efficient intervention in language development through project funding.*

In addressing this objective the following questions were to be addressed in relation to the efficacy of past funding.

- What measures can be used to avoid future funding of inefficient, ineffective and potentially damaging projects?
- What measures can be used to ensure funding of efficient and effective projects which benefit Gaelic development?
- What priorities of the *National Plan for Gaelic* remain to be addressed effectively and what priorities remain to be actioned through Bòrd na Gàidhlig project funding?

¹ The Gaelic Language Act Implementation Fund, 2007-08 and 2008-09; community challenge funds Tog is Cleachd, 2007-08, agus Taic Freumhan Coimhearsnachd, 2008; agus diofar thabhartasan fa leth.

1.3 A Comment on the Specification of Objectives

In providing a response to the Invitation to Tender, the consultants felt it was too early in the project delivery cycle to be considering the levels of outcomes/impacts that had been generated by projects supported by Bòrd na Gàidhlig at this point in the time-scale of the National Plan. In particular, the consultants considered that Objective 1, as stated in the ITT, raised a number of issues in relation to the measurement of language outcomes in the context of assessing the efficacy and effectiveness of projects supported by Bòrd na Gàidhlig.

The evaluation of programme and project activities funded by public sector bodies is normally considered in terms of economy, efficiency and effectiveness². In relation to measuring performance there is also a time-lag between activity and impact. For some economic and community development activities this can take up to 5 years. In addition, language impacts can be difficult to attribute to a single programme/project action and as such they need to be considered in the context of the overall strategic vision that is driving the National Plan for Gaelic.

In essence, the Bòrd needs to be considering impacts across 3 specific dimensions: capacity to use the language; opportunity to use the language; and desire to use the language.

Furthermore, funding from the Bòrd has only been put in place for language development activity since 2007 and as such it is somewhat premature to be looking for any real and substantial outcomes/impacts.

Consequently, it would be more appropriate to consider the developmental areas where funding has been targeted and assess what particular outputs have been achieved to this point and the lessons that can be learned from the project management processes employed to support developmental activity.

As a result, the Objective 1 research question has been re-specified to address the following requirements:

- Review of funding awarded by Bòrd na Gàidhlig by programme, National Gaelic Plan priority, sector, location, and intended beneficiaries.
- A review of annual targets set for programme/project funding.
- An assessment of the appraisal procedures currently in place for the assessment of funding awards.
- Assessment of a sample of funded programmes/projects in relation to activities and outputs against any agreed targets.

² http://www.hm-treasury.gov.uk/psp_choosing_the_right_fabric.htm
http://www.publicservice.co.uk/pdf/central_gov/spring2001/p82.pdf

1.4 Methodology

The main focus of the research analysis has been based on project development activity that took place within the timeframe of 2008-09. The research has looked principally at the community support fund - *Taic Freumhan* - and funding made through the *Gaelic Language Act Implementation Fund* (GLAIF). GLAIF supports new spending made on behalf of the Scottish Government to Scottish Public Authorities who are preparing Gaelic language plans.

The research methodology utilised for this project comprised the following elements:

- A meeting with Bòrd na Gàidhlig's Research Group to discuss the details of the research methodology and expected outcomes from the contract.
- A number of meetings with the Bòrd's project management staff to discuss aspects related to managing GLAIF and the Taic Freumhan Fund.
- A review of background documentation held by the Bòrd of relevance to the research process. This included the National Plan for Gaelic, the latest version of the Corporate Plan and various guidance papers and reports associated with GLAIF and Taic Freumhan.
- A review and analysis of the funding awarded by Bòrd na Gàidhlig to support Gaelic language project development activity.
- An assessment of the appraisal procedures currently in place to assess funding awards.
- A detailed file review of 15 projects supported through the Taic Freumhan Fund.
- A review of the GLAIF funding awards made during the period 2008-09, including an assessment of 8 projects supported by the Fund.
- An assessment of the current approach to measuring progress towards achieving the aims and objectives of the National Plan for Gaelic.

The research methodology has been based on a learning approach that will inform future project development support processes and systems within Bòrd na Gàidhlig rather than a critical evaluation and/or audit of the impacts generated by project activity to support the Gaelic language revitalisation effort.

1.5 Structure of Report

The research report is structured as follows:

Section 2 provides a concise overview/review of the objectives, priorities and targets set out in the National Plan for Gaelic and the 2009-2011 Corporate Plan – this provides the strategic and operational context for the research.

Section 3 gives a brief commentary on the use of appraisal and performance measurement systems generally employed across the public sector in the UK.

Section 4 gives a profile of all project expenditures made by Bòrd na Gàidhlig since 2007.

Section 5 provides a review of projects support through the Taic Freumhan Fund for the period 2008-09.

Section 6 provides a review of the GLAIF awards made during the 2008-09 period.

Section 7 addresses the research objective related to the measurement of performance and associated issues.

Section 8 sets out some conclusions from the research alongside recommendations for future development consideration based on the overall findings from the assessment of Bòrd na Gàidhlig projects.

2. **National Plan Objectives, Priorities and Targets**

This section describes the planning framework within which the Bòrd has to operate to deliver certain language outcomes/impacts against National Plan priorities and project funding targets.

2.1 **The National Plan for Gaelic**

Drawing up The National Plan for Gaelic is a statutory requirement placed upon the Bòrd by the 2005 Act. It sets out a vision for Gaelic where it becomes a 'healthy vibrant language; increasingly used, valued and respected in a modern, multi-cultural and multi-lingual Scotland.' Four targets drive the National Plan, namely:

1. To stabilise then increase the number of Gaelic Speakers in Scotland
2. To increase the number of children entering Gaelic medium education
3. To increase the number of Gaelic learners progressing to fluency
4. To increase literacy among Gaelic speakers

The National Plan sets out specific numbers to be achieved in each of these targets by 2021, 2031 and 2041

The actions envisaged by the Bòrd in order to achieve these challenging targets are guided by four language planning principles: Language Acquisition, Language Usage, Language Status and Language Corpus. Within each of these areas the plan identifies: priority areas, key projects and infrastructural projects to be actioned with relevant partner bodies.

A summary of the strategic language priorities set out in the National Plan is provided in Table 2.1.

Table 2.1: Summary of Language Priorities in National Plan for Gaelic

<u>Language Acquisition and Entitlement</u>	
<p>Priority area: Acquisition in the home</p>	<p>Key projects:</p> <ul style="list-style-type: none"> • Campaign to promote the use of Gaelic in the home • Review of Gaelic childcare provision
<p>Priority area: Acquisition through education</p>	<p>Key projects:</p> <ul style="list-style-type: none"> • Establish National Gaelic Education • Gaelic medium education promotional campaign <p>Key infrastructural projects</p> <ul style="list-style-type: none"> • Encourage Local Authorities to develop Gaelic medium schools <p>Increase the number of educational and associated health professionals able to support the Gaelic medium education sector</p>
<p>Priority area: Acquisition in adult learning</p>	<p>Key projects:</p> <ul style="list-style-type: none"> • Survey of adult Gaelic learning opportunities to identify gaps in provision • Grant scheme for those seeking to improve Gaelic language skills <p>Key infrastructural project:</p> <ul style="list-style-type: none"> • Encourage relevant bodies to develop provision of Gaelic learning
<u>Language Usage</u>	
<p>Priority area: The use of Gaelic in communities</p>	<p>Key projects:</p> <ul style="list-style-type: none"> • Establish local development initiatives • Commission a Gaelic Youth Strategy • Introduce an awards programme to recognise achievement in the acquisition and use of Gaelic
<p>Priority area: The use of Gaelic in the workplace</p>	<p>Key projects:</p> <ul style="list-style-type: none"> • Promote opportunities to use Gaelic in the workplace • Support a programme of work placement

<u>Language Usage contd.</u>	
<p>Priority area: Promotion of Gaelic in the media</p>	<p>Key projects:</p> <ul style="list-style-type: none"> • Audit of current level of Gaelic in the media • Support training opportunities in Gaelic journalism <p>Key infrastructural project</p> <ul style="list-style-type: none"> • Ensure continuous development of Gaelic Digital Service
<p>Priority area: Promotion of Gaelic in the arts</p>	<p>Key projects:</p> <ul style="list-style-type: none"> • Strategy to promote the Gaelic arts in Scotland • Increase the publication of Gaelic print materials
<p>Priority area: Promotion of Gaelic tourism, heritage and recreation</p>	<p>Key projects:</p> <ul style="list-style-type: none"> • Prepare advice for tourism sector on how to promote Gaelic related activities • Develop Gaelic sports activities for young people

<u>Language Status</u>	
<p>Priority area: A positive image for Gaelic</p>	<p>Key projects:</p> <ul style="list-style-type: none"> • Publicity campaign to promote positive image for Gaelic in Scotland • Provide advice to Scottish Ministers and public bodies on matters relating to Gaelic
<p>Priority area: Preparation of Gaelic Language Plans</p>	<p>Key projects:</p> <ul style="list-style-type: none"> • Issue notices to Scottish public authorities for the preparation of Gaelic Language Plans • BnG will provide Gaelic planning advice
<p>Priority area: Increased viability and audibility of Gaelic in Scotland</p>	<p>Key projects:</p> <ul style="list-style-type: none"> • Produce and advice pack to increase visibility and audibility of Gaelic

<u>Language Corpus</u>	
<p>Priority area: Gaelic orthographic terminological and place-name development</p>	<p>Key projects:</p> <ul style="list-style-type: none"> • Investigate the most suitable structure for a Gaelic Language Academy
<p>Priority area: Gaelic translation and interpretation</p>	<p>Key projects:</p> <ul style="list-style-type: none"> • Recommend best way of ensuring high standards and consistency in Gaelic translation and interpretation
<p>Priority area: Gaelic in survey and research</p>	<p>Key projects:</p> <ul style="list-style-type: none"> • Maintain a list of research needs <p>Key infrastructural project::</p> <ul style="list-style-type: none"> • Support and participate in the Multi-partner Gaelic Research Network

Source: National Plan for Gaelic 2007-2012

The actions associated with these activities emphasise the role of the Bòrd in proactively engaging with all types of bodies – public, private, voluntary, Gaelic and non-Gaelic, including the Scottish Government in the delivery of the language priority areas.

In identifying specific tasks to be undertaken in achieving key projects, the National Plan lists 75 tasks to be undertaken with a series of named bodies. These are broadly grouped under the four language planning principles but also include key tasks in Gaelic Medium education, Teacher Recruitment and Gaelic Education Resources. These key tasks are refined and provided with timescales, budgets and outcomes in Bòrd na Gàidhlig's Corporate Plan 2009-2011.

2.2 The Corporate Plan

The 2009-2011 Corporate Plan covers the latter part of the National Plan for Gaelic. The Corporate Plan sets out the Bòrd's Performance Indicators in relation to the Targets of the National Plan and its own Core Strategic Objectives.

These are summarised in Table 2.2.

Table 2.2: Summary of Corporate Plan Targets 2009-2011

<u>National Plan Target</u>	<u>Core Strategic Objective</u>	<u>Performance indicator</u>
1	Restoring the Gaelic language to a state of natural growth and usage in the home, community, and in public life by 2031, and stabilising it in the short-term	Reducing the rate of decline in the number of Gaelic speakers recorded between the 2001 and 2011 censuses and arresting the decline by 2031
2	Increasing the numbers entering early years GME who progress through GM primary and secondary education	For the immediate future, evidence of year-on year increase of pupils in Gaelic medium education and progressing through education continuum, with a longer-term aim of securing a step-change in pupil numbers
3	Increasing the number of adult learners progressing to fluency	Evidence of increased engagement by those adults learning and who have learned Gaelic with Gaelic-medium economic, social, cultural and community activities
4	Increasing literacy among Gaelic speakers	Achievement of a continued increase in adult literacy at the 2011 census

Source: Bòrd na Gàidhlig Corporate Plan 2009-2011

As in the National Plan, the Corporate Plan emphasises the need to communicate and build strong relationships with its partner organisations.

The Bòrd has a pivotal role in motivating, facilitating and encouraging non-Gaelic organisations to participate in achieving its targets of increasing the number of Gaelic speakers and widening access to Gaelic medium education. The Corporate Plan also identifies the creation of Gaelic 'Hubs' as a means to encourage the networking of Gaelic development activity between Gaelic organisations, thus enhancing the use of language in the workplace and improving fluency and generally strengthening the 'social capital' associated with the acquisition, use and status of the language.

The Corporate Plan lists 34 priorities for action. They are mapped against the Language Planning Priorities of the National Plan, National Outcome/Indicators and National Plan Targets. The Annual Operating Plan supports the Corporate Plan and describes priority actions in detail breaking them down into: key tasks, performance indicators, outcomes, timescales, budgets and partners. The Bòrd, therefore, has relatively clear structures in place against which to measure its progress in achieving the key projects listed in the National Plan.

However, the performance indicators listed at Table 2.2 need to be developed further so they can be measured quantitatively and thereby be capable of tracking over time and space. In relation to understanding the impacts of language policy on language dynamics within communities it is imperative that there are performance indicators that lend themselves to measurement and to the tracking of progress over time and geographies.

Tables 2.3 to 2.6 overleaf, provide a summary of the priority actions listed in the Corporate Plan as mapped against the priority areas described in the National Plan.

Table 2.3: Corporate Plan Priorities in the context of National Plan Priorities

Language Acquisition and Entitlement		
National Plan		Corporate Plan 2009 - 2011
<p>Priority area: Acquisition in the home</p>	<p>Key projects:</p> <ul style="list-style-type: none"> • Campaign to promote the use of Gaelic in the home • Review of Gaelic childcare provision 	<p>Priority Action 1 Implement a national publicity campaign to promote a positive image and perceptions of Gaelic and encourage the use and transmission of Gaelic in the home (in particular through the use of myGaelic.com)</p> <p>Priority Action 10 Support Gaelic childcare and early years provision, and conduct a review of the sector which will identify gaps and make recommendations for improvement</p>
<p>Priority area: Acquisition through education</p>	<p>Key projects:</p> <ul style="list-style-type: none"> • Establish National Gaelic Education • Gaelic medium education promotional campaign <p>Key infrastructural projects</p> <ul style="list-style-type: none"> • Encourage Local Authorities to develop Gaelic medium schools • Increase the number of educational and associated health professionals able to support the Gaelic medium education sector 	<p>Priority Action 2 Develop and monitor implementation of an effective National Gaelic Education Strategy through the National Gaelic Education Steering Group</p> <p>Priority Action 3 Initiate action to identify opportunities for the development new dedicated Gaelic Schools</p> <p>Priority Action 4 Provide the Scottish Government with advice in the disbursement of Specific Grants for Gaelic Education to local authorities</p> <p>Priority Action 5 Initiate Parental Advocacy Initiative and extend home-visiting scheme</p>
<p>Priority area: Acquisition in adult learning</p>	<p>Key projects:</p> <ul style="list-style-type: none"> • Survey of adult Gaelic learning opportunities to identify gaps in provision • Grant scheme for those seeking to improve Gaelic language skills <p>Key infrastructural project:</p> <ul style="list-style-type: none"> • Encourage relevant bodies to develop provision of Gaelic learning 	<p>Priority Action 6 Conduct an audit of the availability and effectiveness of adult Gaelic-learning opportunities</p> <p>Priority Action 7 Develop and implement a grant scheme to support those seeking to improve / develop language skills and monitor and review effectiveness of use of funds</p> <p>Priority Action 8 Support the roll out of Ulpan language learning and review its effectiveness</p> <p>Priority Action 9 Take action to increase availability and uptake of learning opportunities</p>

Table 2.4: Corporate Plan Priorities in the context of National Plan Priorities

Language Usage		
National Plan		Corporate Plan 2009 - 2011
<p>Priority area: The use of Gaelic in communities</p>	<p>Key projects:</p> <ul style="list-style-type: none"> • Establish local development initiatives • Commission a Gaelic Youth Strategy • Introduce an awards programme to recognise achievement in the acquisition and use of Gaelic 	<p>Priority Action 13 Support communities to develop initiatives in partnership with others and to investigate the use of Gaelic in communities and communities of interest</p> <p>Priority Action 18 Support youth initiatives and with key partners establish a Youth Forum to agree and co-ordinate the implementation of a National Youth Strategy</p> <p>Priority Action 20 In collaboration with the Scottish Funding Council and others, identify action to increase the use of Gaelic in tertiary education</p>
<p>Priority area: The use of Gaelic in the workplace</p>	<p>Key projects:</p> <ul style="list-style-type: none"> • Promote opportunities to use Gaelic in the workplace • Support a programme of work placement 	<p>Priority Action 12 Emphasise the internal and external use of Gaelic in places of work as a priority element in the development of Gaelic Language Plans, and use resulting exemplars with others</p> <p>Priority Action 27 Support the promotion of training and career opportunities through Gaelic and stimulate activity to match current and future demand for GME teachers</p>
<p>Priority area: Promotion of Gaelic in the media</p>	<p>Key projects:</p> <ul style="list-style-type: none"> • Audit of current level of Gaelic in the media • Support training opportunities in Gaelic journalism <p>Key infrastructural project</p> <ul style="list-style-type: none"> • Ensure continuous development of Gaelic Digital Service 	<p>Priority Action 11 Promote the NUJ writing course and evaluate impact and benefit</p> <p>Priority Action 14 Develop an external communications plan to increase the presence of Gaelic in print, broadcast and online media</p>

Table 2.4: Corporate Plan Priorities in the context of National Plan Priorities

Language Usage contd.		Corporate Plan 2009 - 2011
National Plan		
<p>Priority area: Promotion of Gaelic in the arts</p>	<p>Key projects:</p> <ul style="list-style-type: none"> • Increase the publication of Gaelic print materials • Strategy to promote the Gaelic arts in Scotland 	<p>Priority Action 15 Develop a scheme to encourage and reward Gaelic authors, and work with publishing houses to increase the output of Gaelic publications</p> <p>Priority Action 16 Facilitate the development of a long term Gaelic Arts strategy and take action to support access and participation in drama and other cultural activities</p> <p>Priority Action 19 Promote, support and encourage the provision of Gaelic learning materials to meet demand</p>
<p>Priority area: Promotion of Gaelic tourism, heritage and recreation</p>	<p>Key projects:</p> <ul style="list-style-type: none"> • Prepare advice for tourism sector on how to promote Gaelic related activities • Develop Gaelic sports activities for young people 	<p>Priority Action 17 Work with key agencies to improve the profile of Gaelic in the tourism, heritage and recreation sectors, including through sponsorship activities</p>

Table 2.5: Corporate Plan Priorities in the context of National Plan Priorities

Language Status		
National Plan		Corporate Plan
<p>Priority area: A positive image for Gaelic</p>	<p>Key projects:</p> <ul style="list-style-type: none"> • Publicity campaign to promote positive image for Gaelic in Scotland • Provide advice to Scottish Ministers and public bodies on matters relating to Gaelic 	<p>Priority Action 21 Use the leverage of Gaelic Language Plans to increase the use of Gaelic within / by public and other bodies</p> <p>Priority Action 25 Increase the profile and prestige of Gaelic through a national Annual Awards programme</p> <p>Priority Action 26 Encourage and support the development of a multimedia Gaelic course for learners of Gaelic which utilises the new Gaelic Digital Service and online opportunities</p> <p>Priority Action 28 Ensure that the development of key areas of public policy takes account of the needs of Gaelic development through the provision of advice to Ministers and public bodies</p>
<p>Priority area: Preparation of Gaelic Language Plans</p>	<p>Key projects:</p> <ul style="list-style-type: none"> • Issue notices to Scottish public authorities for the preparation of Gaelic Language Plans • BnG will provide Gaelic planning advice 	<p>Priority Action 22 Require the development of Gaelic Language Plans by public authorities and support their development</p> <p>Priority Action 23 Target the Gaelic Language Act Implementation Fund (GLAIF) to support the implementation of Gaelic Language Plans</p> <p>Priority Action 24 Monitor and review the implementation of Gaelic Language Plans and the use of funds provided through GLAIF</p>
<p>Priority area: Increased viability and audibility of Gaelic in Scotland</p>	<p>Key projects:</p> <ul style="list-style-type: none"> • Produce an advice pack to increase visibility and audibility of Gaelic 	<p>Priority Action 29 Take action to establish and increase external links and international relationships</p>

Table 2.6: Corporate Plan Priorities in the context of National Plan Priorities

Language Corpus		
National Plan		Corporate Plan
<p>Priority area: Gaelic orthographic terminological and place-name development</p>	<p>Key projects:</p> <ul style="list-style-type: none"> Investigate the most suitable structure for a Gaelic Language Academy 	<p>Priority Action 31 Take action to improve relevance and consistency of Gaelic language through facilitating a Gaelic Language Academy</p>
<p>Priority area: Gaelic translation and interpretation</p>	<p>Key projects:</p> <ul style="list-style-type: none"> Recommend best way of ensuring high standards and consistency in Gaelic translation and interpretation 	<p>Priority Action 32 Review the availability of translation services and take necessary actions to improve quality and accessibility of translations across the country</p>
<p>Priority area: Gaelic in survey and research</p>	<p>Key projects:</p> <ul style="list-style-type: none"> Maintain a list of research needs <p>Key infrastructural project::</p> <ul style="list-style-type: none"> Support and participate in the Multi-partner Gaelic Research Network 	<p>Priority Action 30 Commission a national language and attitudinal survey</p> <p>Priority Action 33 Establish a Research Committee to provide baseline data and to improve the availability, evaluation and use of accurate research information to inform future policy</p> <p>Key Priority 34 Encourage and support the research and interpretation of Gaelic heritage and history</p>

As Tables 2.3 to 2.6 demonstrate, the Corporate Plan has a wide range of Priority Actions to implement in the near future covering all aspects of language planning. Emphasis is placed on Language Acquisition and Language Usage with many projects designed to directly address the urgency of increasing the number of speakers of Gaelic.

However, the range and extent of priority actions listed in the Corporate Plan give rise to some questions over the resource capacity of Bòrd na Gàidhlig to fully implement the actions inherent within each priority. Importantly, this also includes the extent of the resource capability available to track performance against the stated priorities as these affect measurable progress in relation to the language outcomes generated by Bòrd na Gàidhlig's intervention. The design and management of future Gaelic language policy rests heavily on having a clear understanding of the language dynamics extant at the community level.

2.3 Progress Measurement

The National Plan attempts to address one of the most difficult issues facing the Bòrd, namely, how best to measure short term progress and tie that to the longer term goals listed in Tables 2.3 to 2.6 above. Ideally each of the Bòrd's priority actions would demonstrably take forward a strategic objective, the progress towards which could be illustrated readily.

Each priority action has a matching budget head for each financial year. This demonstrates a good degree of transparency and accountability in matching expenditures against actions.

It is less clear as to why individual priorities were selected or indeed what contribution they will make to the National Plan. This issue of drawing up strategic objectives, selecting language development priorities and identifying performance indicators is one dealt with later in this report.

3. Appraisal and Performance Measurement Systems

3.1 Introduction

In this section of the report the use of appraisal and performance measurement systems as they affect the public sector is discussed.

The principles of monitoring and evaluation have been clearly identified as good practice by many bodies from the European Union to the Scottish Government, including HM Treasury. The design and inclusion of a monitoring system during the set-up stages of public sector interventions is now seen as vital in the achievement of best practice in the use of public resources.

3.2 Appraisal and Performance Measurement

Appraisal is invariably undertaken before a programme or a project is implemented. It should, in line with best practice, provide an assessment of investment that is worthwhile and should also clearly communicate conclusions and recommendations. The essential technique is options appraisal, whereby interventions are validated, objectives set and options created by looking at overall costs and benefits³.

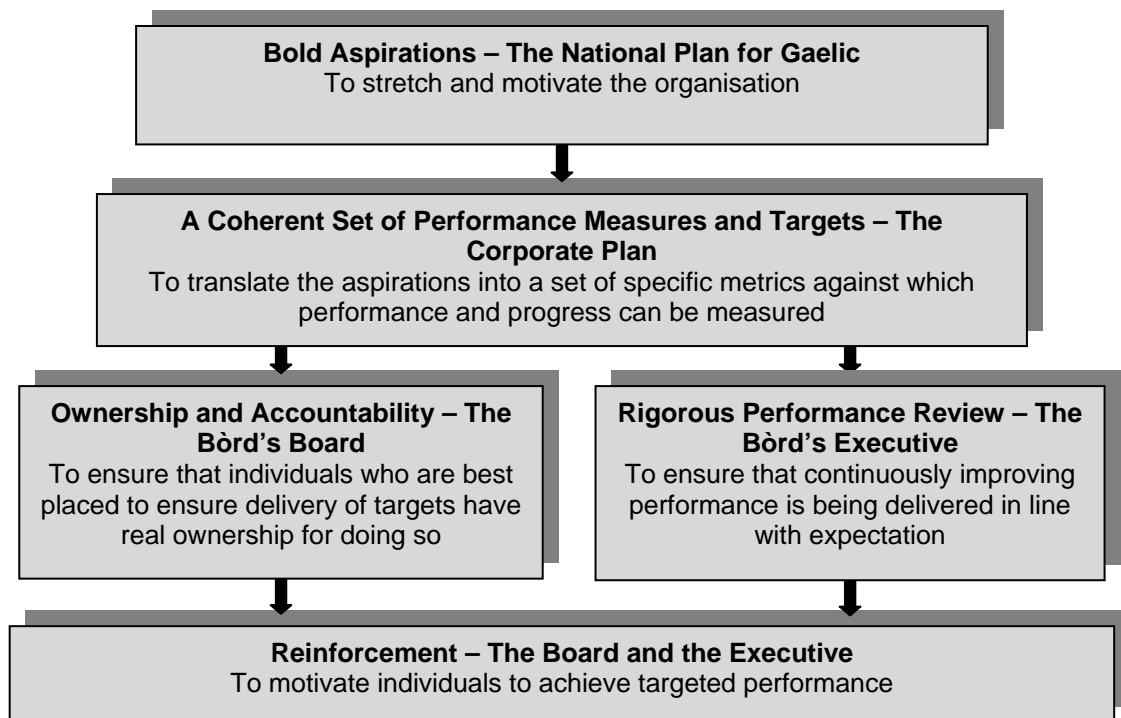
Performance measurement shows the extent to which an organisation is performing against its stated objectives. This knowledge is essential in understanding how well activities are progressing and in developing strategies and actions to further the organisation's aims and objectives.

In reality these two areas form part of the cycle where policy is developed, implemented, monitored and evaluated, and future development informed by all of these elements. Together, appraisal and performance measurement help shape strategy and priorities, inform decision makers, and crucially, provide learning from past performance. Appraisal and performance measurement provide one of the platforms upon which the central priority for all public bodies, that of improving public services, is based.

Performance measurement is the regular and systematic collection of information that is then used to help manage a project or programme. The information is often quantitative and related to finances or to other outputs. It is employed to judge progress especially in relation to targets. Traditionally tracking the level of public spending or inputs, it is now increasingly focused on the effects of public spending – on outcomes⁴. A general framework is illustrated at Figure 3.1.

³ Source: www.hm-treasury.gov.uk/d/229.pdf

Figure 3.1 - Performance Management in the Public Sector



Source – Based on FABRIC, HM Treasury

The various building blocks in the above framework are associated with different stages in the policy development and performance management cycle.

Bold vision involves a challenging vision as to what the future can look like and how it can be influenced. The National Plan for Gaelic contains such a vision. Crucially a vision is only real if it forms a shared understanding held by those most important to it being realised. The importance placed by the Bòrd on communications is a central means of working towards this wider appreciation.

Performance measures and targets illustrate the outcome of the process by which it is decided how resources should be allocated across competing priorities and projects and forms the basis of the performance monitoring framework.

Ownership and accountability reflects the need to ensure individuals – and the whole organisation – feel responsibility for their actions and are held accountable for them. This is a process that must be led by the Bòrd’s Directors and the senior management team.

Rigorous performance review overseen by the Board and the responsibility of managers and staff - to ensure that performance monitoring and review is built into work plans and regular tasks. Above all, it has to be seen as learning, and not as a threatening process.

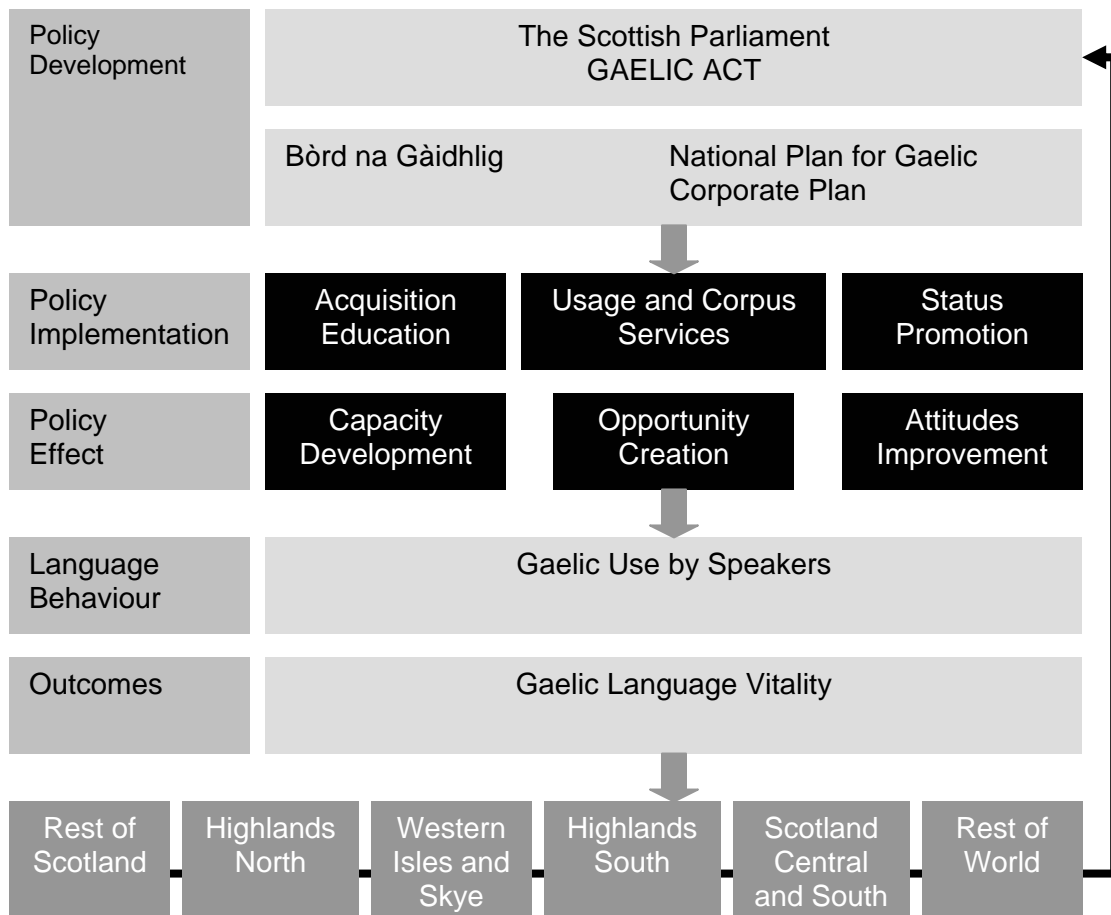
Reinforcement underpinning all of the above is the requirement for individuals to feel they are being motivated by the targets set by the Bòrd and that their effort in achieving progress towards them is acknowledged.

Performance Indicators the main method of tracking, managing and understanding progress, or its lack, is through the use of performance indicators. These play several roles and make an essential contribution:

- Indicators must be chosen that fit the objectives of the organisation, its plans and its activities.
- Indicators, sometimes known as measures, track progress, illustrate success (or the lack of it). Indicators can relate to outputs and outcomes. More usually they involve some assessment of progress that can be readily measured. Progress towards outcome measures is usually established by evaluation rather than by performance measurement.

A conceptual framework within which to set the Bòrd's performance measurement system is set out in Figure 3.2.

Figure 3.2: The Bòrd's Performance Measurement – Conceptual Framework



In Section 7 of the report we describe the proposed framework for monitoring the activities of the Bòrd in order that its progress toward the achievement of National Plan targets can be measured over time and space.

Evaluation has a much wider scope than monitoring. It is concerned with making an assessment of the overall achievements of an intervention. An evaluation may address issues such as:

- Have the original objectives of the programme/project been met?
- Have the intended outputs been achieved?
- How efficiently were the outputs achieved?
- Could the outputs have been achieved in another way, more effectively or more efficiently?
- What would have happened without the investment?

Evaluation will usually include an analysis of performance monitoring data. It will also seek to develop a rounded judgement of success including questions on the quality of achievement, and consideration of the contextual factors which have helped to bring about that achievement⁴.

3.3 Design of Performance Measurement Systems

Sustainable socio-linguistic development depends upon achieving progress on several fronts: progress in one area can and will contribute to progress in other language planning domains. It also depends upon everyone contributing to and benefiting from language development related activity.

Transparency: an effective performance monitoring system should provide high levels of transparency, enabling all stakeholders to understand the nature and pace of change on the ground. Using the information provided by the key stakeholders involved in Gaelic language development, measures are included that the stakeholders will be familiar with and in many cases they should already be collecting the relevant data and intelligence.

Robustness: the results should provide a strong basis for determining which actions are moving forward and which are having the greatest impact. The design needs to ensure that monitoring and measurement is soundly based and capable of external scrutiny and challenge.

Relevance: the system must be comprehensive, open and robust, but above all it must be relevant. Successful systems engage stakeholders and draw in information from related activities that contribute to overall impact. The system must address the key activities undertaken in pursuit of Gaelic language development priorities and monitor these effectively.

⁴ www.wefo.wales.gov.uk

This means that effort and resources should be focused on a relatively small number of core indicators which reflect key aims and actions. In this way it will provide an accurate reflection of progress and be of value to stakeholders, both the public bodies and the wider community.

Best Practice lessons (Benchmarking): while it is vital to review and understand the changes taking place in Scotland, there is a need to place these within the context and understanding of wider experience. Wider, national and international experience should be drawn on in designing and developing any performance monitoring system. The lessons from previous work in this area include a much stronger focus on a limited number of meaningful measures or indicators of change; the use of realistic comparisons based on sensible expectations; and a focus on the value and importance being attached to the whole area of Gaelic language development in Scotland.

3.4 Bòrd na Gàidhlig's Objectives

To measure the performance of the Bòrd's investment requires a strong objectives-led approach. Clear strategic aims and objectives identified at the start mean that it is possible to set appropriate targets against which to measure movement towards (or away from) the objectives over time.

This means that the Bòrd's objectives and priorities should be:

- Measurable in terms of how they are worded and defined.
- Realistic in the changes they are trying to bring about, by reference to measures for implementation.
- Defined in terms of the degree and speed at which change is required.
- Associated with ownership by stakeholders.

Measures and targets are central to achieving the above: they are the primary measures of the performance - as they are directly linked to those areas of development over which the Bòrd can exert the most influence.

3.5 The Bòrd's Performance Measurement

Much of what the Bòrd seeks to achieve will be difficult to measure. That does not entail however, a commitment of significant resources to try and measure all its activities. It should commit appropriate effort to this and do so on a basis that is commensurate to the value of doing so. Performance measurement is valuable as it:

- Provides the means and the opportunity to monitor and review performance at the appropriate strategic level.

- Can when used properly bring a very necessary focus on achievements – outputs, results, effects, one that is separate from the detail of activities and financial inputs.
- Provides information and assessment to enable informed decision making by the Bòrd and by the Scottish Government.
- Enables a means to be used in communicating progress to stakeholders, partners and the community at large.
- Allows partner organisations, local communities and others to see how and where they might engage and contribute to supporting Gaelic developmental effort.
- Allows the Bòrd to demonstrate where it is making a contribution to other agendas.
- Places demands on good governance, requiring visible leadership and ownership by the Bòrd of its achievements and a consequent need to champion this process.
- Creates the opportunity to build and to re-enforce partnership development and communications both identified as major priorities for the Bòrd.

Employed in these ways performance measurement can play its rightful role, applying the lessons of the past to future performance improvement.

3.6 Policy Setting for the Assessment of Language Projects

Any analysis of progress needs to take cognisance of some basic principles that underpin the evaluation of language policy as these are implemented through various programmes and projects that come under the auspices of Bòrd na Gàidhlig. The National Plan for Gaelic sets out the language planning policy objectives that aim to secure the future for Gaelic. Gaelic language policy as stated in the Plan should achieve certain results, which can generally be termed “language outcomes”. This statement has some profound implications in the sense that it starts to reveal or ask questions about the processes and linkages that enable the policy statements in the National Plan to become language outcomes within Gaelic communities.

More specifically, which particular language outcomes do we expect to be linked to the National Plan priorities of, *Language Acquisition; Language Usage; Language Status; and Language Corpus*, and how does Bòrd na Gàidhlig know that the language policies of the National Plan will give rise to the Gaelic language outputs that are desired?

In order to understand this crucial point it is useful to develop a representation of the language planning policy process, connecting the policy decision with the language outcome that manifests itself within the community.

The conceptual framework that illustrates the linkages between language policy and language outcomes is as shown above at Figure 3.2.

A general frame of reference is found in Fishman's Graded Intergenerational Disruption Scale (GIDS)⁵. GIDS consists of eight stages which represent the threat level to a particular minority language where stage 8 is the highest threat, and stage 1 the lowest.

Thus the desired outcome of Gaelic language policy measures can be described as a general movement towards stage 1 of the GIDS scale. Stage 1 suggests that a minority language at this level would be used in higher education and in the higher reaches of government, media and professional life. However, it does not mean that Gaelic language revitalisation objectives have been achieved and that language support policies are no longer necessary. Nevertheless, by reaching stage 1 the language policy has enabled a solid foundation to be established whereby a natural language community exists and which to all extent and purposes it could be argued that the minority language has achieved a state of normality, all other things being equal.

A fundamental element of Gaelic language policy evaluation/assessment is in understanding the cause and effect factors that affect the overall desired language policy outcomes. How do we know that stage 1 has been reached and how is the direction of travel towards this goal being tracked by Bòrd na Gàidhlig and the other public bodies that are making expenditures on programmes and projects that support the overall aim of achieving the goal of Gaelic language 'normalisation'?

The primary outcome being sought by the National Plan for Gaelic ... *the creation for a sustainable future for Gaelic in Scotland...* depends to a great extent on the behaviour and attitudes of people towards Gaelic. Even if the systems and resources available for Gaelic language teaching are operating at the optimal level, this will not guarantee the long-term survival of Gaelic if people do not use it. Hence, many of the outcomes associated with the National Plan must be analysed in terms of the results emanating from peoples' behaviour. However, responsibility for success does not rely solely on the actions and behaviour of Scotland's Gaelic speaking and learning community. The design and implementation of public policy in relation to Gaelic also has a significant role to play in creating the environment to enable a sustainable future for the language across the communities of Scotland.

⁵ Fishman, J. (1991). *Reversing Language Shift. Theoretical and Empirical Foundations of Assistance to Threatened Languages*. Clevedon: Multilingual Matters.

As illustrated at Figure 3.2, three conditions⁶ must be present for people to use the language. They are:

1. **Capacity** to use the language: - members of the community must know the language, and if they do not know it, or only to a small degree, they should be given the opportunity to learn the language.
2. Even if Gaelic speakers are capable of using their language and have the willingness to use it, they also need **opportunities** to use it. In this regard the Gaelic language policies supported by the Scottish Government play a crucial role in the sense that public bodies contribute through the implementation of their respective language plans to the creation of a Gaelic linguistic environment.
3. The **behaviour/attitude** of people towards the use of Gaelic also plays an important role in the overall level of vitality associated with the language within communities. People who are capable of speaking, reading and writing Gaelic clearly have a choice in relation to which language they use to undertake various activities in the home, at work or within the community in general.

Hence, beyond the paramount importance attached to education, there is the need to create a positive environment that can add to the prestige attached to Gaelic within Scottish society as a whole. In assessing/evaluating the effect of a programme on Gaelic language development there should be an emphasis on following the policy-to-outcome pathway shown above at Figure 3.2.

This requires the tracking of particular indicators that serve to show how programmes and/or projects are making a contribution in terms of capacity, opportunity and attitudes towards the language. A range of measures can be utilised and can be set at both the strategic and operational levels. It is important to demonstrate the language outcomes that are being generated by particular policies and this can only be done through a robust and consistent performance measurement system that is based on realistic indicators. The situation of Gaelic is somewhat critical and the degree of latitude available to absorb any sustained failure in the design and the implementation of appropriate policy actions is somewhat muted.

In relation to outcome measures associated with language policy the situation is not as straightforward as other forms of economic or community development interventions. This is because of the complex nature of language development processes as these affect the behaviour and attitudes of people and communities towards the acquisition and use of Gaelic.

⁶ See Grin, F. (2003). Language Policy Evaluation and the European Charter for Regional and Minority Languages. Palgrave, MacMillan.

However, to measure the effectiveness of the policy intervention requires the tracking of appropriate indicators that demonstrate both the direction and the extent of change in relation to the three conditions necessary for language use. In turn these conditions manifest themselves within the community in terms of factors such as:

- *The number of Gaelic speakers within the community.*
- *The Gaelic language competence of speakers and learners across generational groups;*
- *Attitudes towards Gaelic; and*
- *Supply-side factors that support a Gaelic linguistic environment.*

Prominent academic researchers such as MacKinnon⁷ have published extensively on such language policy areas from which language outcome indicators can be created and linked to the language policy areas identified in the National Plan for Gaelic.

3.7 The Operational Context

All of the above comments on good practice, the policy analysis setting and their linkage/relevance to the work of the Bòrd in developing its activities and its performance measurement need to be placed in the appropriate context.

The operational context has several clear characteristics:

- The target audiences for the development of the language are quite small relative to the population of Scotland as a whole. Careful targeting of effort and resources is needed.
- There is no “natural” demand for Gaelic language development in the way that exists for the support provided for other public services (compared with, for example, economic and community development funding support from HIE and/or Scottish Enterprise). There is of course considerable localised community demand for Taic Freumhan funding support.
- This leads to a limited capacity among Gaelic language groups to absorb new initiatives. The issue of “initiative fatigue” has to be monitored to avoid unproductive engagement and investment.

⁷ MacKinnon, K. (1998) 'Gaelic in Family, Work and Community Domains: Euromosaic Project 1994/95', Paper presented at the Fifth International Conference on the Languages of Scotland and Ulster, Aberdeen 1 – 5 August 1997, Aberdeen.

MacKinnon, K. (2001) 'Identity, Attitudes, and Support for Gaelic policies: Gaelic speakers in the Euromosaic Survey 1994/95', in Kirk, J. M. and Ó Baoill, D. P. (eds.) *Language Links: the Languages of Scotland and Ireland*. Belfast: Queen's University Press.

- It is extremely important that the existing and potential Gaelic ‘audiences’ – Gaelic learners, speakers and other consumers of Gaelic language based outputs - who are a key focus for language development support, do not become confused or discouraged by what they may see as a plethora of initiatives requiring their time and attention. The Bòrd needs to be aware of the constraint and the direction this places on its own work and on its facilitation role with other public bodies and the community at large.
- The Bòrd is a national, vitally important body, but is only one of a number of public bodies engaged in supporting Gaelic language and culture. It has to take into account the roles of others when framing its actions and is dependent upon the performance of third parties in some areas. As such, effective partnerships must be developed to achieve the language priorities set out in the National Plan for Gaelic.

These issues add to the challenges facing the Bòrd in designing, developing and implementing actions to take forwards the National Plan for Gaelic.

4. Profile of Gaelic Development Expenditures

This section presents a profile of expenditure allocations made by Bòrd na Gàidhlig since April 2006 to the present.

4.1 Total Expenditures

Table 4.1 shows the total level of Gaelic development expenditures made/budgeted by Bòrd na Gàidhlig over the period 2006 - 07 to 2009 -10.

Table 4.1: Bòrd na Gàidhlig Total Expenditures 2006-2010

	<u>Actual</u>			<u>Budget</u>
	<u>Apr 06 -Mar 07</u>	<u>Apr 07 - Mar 08</u>	<u>Apr 08- Mar 09</u>	<u>Apr 09- Mar 10</u>
Totals (£)	3,447,928	3,734,713	4,476,131	4,315,950

Total expenditures amount to £15,974,722 over the period with a 25% increase in expenditures over the four-year profile. However, the budgeted expenditure for 2009-10 is 4% lower than that of 2008-09.

4.2 Breakdown of Total Expenditures

Bòrd na Gàidhlig expenditures can be allocated to two periods for the purposes of the present analysis. This reflects the transitional nature of the funding inherited by the Bòrd and the reconfiguration of developmental activity under the four priorities of language acquisition, usage, status and corpus.

The first period is from April 2006 to March 2009 and the second period from April 2009 onwards. The later period reflects the priorities and actions set out in the Bòrd's corporate plan for 2009-11.

Table 4.2 shows Bòrd na Gàidhlig's expenditure allocations for the period 2006 to 2009.

Table 4.2: Expenditures for 2006 to 2009

Category of expenditure	Actual	
	Apr 06 - Mar 09	As % of Total
Gaelic Language Act Implementation Fund	3,706,742	42.48%
Gaelic Development Organisations	3,212,509	36.82%
Grant Awards	1,221,935	14.00%
Education Department Allocation	208,489	2.39%
Taic Freumhan Community Fund	128,973	1.48%
National Plan for Gaelic	121,451	1.39%
Advertising campaign	58,750	0.67%
Tog & Cleachd	43,823	0.50%
General Research	12,421	0.14%
Arts	4,230	0.05%
Economy & Social	2,987	0.03%
Drama seminar	2,183	0.03%
Education	1,088	0.01%
Totals (£)	8,725,580	100.00%

Over £8.7 million of Gaelic development expenditures were made over the 3-year period April 2006 to March 2009. £3.7 million (42%) of expenditures were allocated through the Gaelic Language Act Implementation Fund (GLAIF) with £3.2 million (37%) awarded to the Gaelic development organisations. At the present the funding allocations made through GLAIF to public bodies and funding to the Gaelic development organisations are “ring-fenced” by the Scottish Government. Other awards made by Bòrd na Gàidhlig accounted for just less than £1.4 million (16%).

From April 2008 expenditures also started to be allocated to the four language development priorities: acquisition; usage; status and corpus. The allocation by the four priorities is shown in Table 4.3.

Table 4.3: Allocation of Expenditures by 4 Language Development Priorities

Priority	Actual	As % of Total	Budget	As % of Total
	2008-09		2009-10	
Language Acquisition	892,871	30%	634,100	16%
Language Usage	1,408,458	48%	1,421,850	35%
Language Status	243,604	8%	1,650,000	41%
Language Corpus	388,259	13%	320,000	8%
Totals (£)	2,933,192	100%	4,025,950	100%

In 2008-09, 78% of expenditures were allocated to the acquisition and usage priorities with 8% to language status. In 2009-10, 41% of the available development budget has been allocated to the ‘status’ priority. The significant increase reflects the inclusion of GLAIF within this language priority. However, project activity supported by GLAIF funding takes place across all of the four language planning priorities.

Gaelic organisations are in receipt of substantial levels of developmental funding. Table 4.5, overleaf shows the breakdown by each organisation. Over the last six financial periods some £10 million of development funding has been awarded to 16 Gaelic organisations. Nearly £2 million (19%) has been awarded to Comunn na Gàidhlig with £1.4 million (15%) allocated to Stòrlann Nàiseanta na Gàidhlig. Since 2004-05 Gaelic development funding as allocated to the 16 organisations has increased by 35%. The funding budgeted for 2009-10 is an increase of 7% on the previous financial year. However, the Corporate Plan does not seem to indicate whether any evaluations are to take place to ascertain the benefits or otherwise of this funding to the overall policy drive to revitalise the state of the Gaelic language.

Another major funding stream is the Gaelic Language Act Implementation Fund. GLAIF is for new spending made available by the Scottish Government to Scottish Public Authorities for the preparation of Gaelic language plans and associated Gaelic language projects.

The allocation of GLAIF funding from 2006-07 to the present is shown at Table 4.4.

Table 4.4: GLAIF Funding Allocation for 2006 to 2011 (£'000)

Organisation	2006-07	2007-08	2008-09	2009-10	2010-11	Total
	Actual				Projected	
Highland Council	327.50	196.50	193.10	199.10	167.80	1,084.00
Highlands and Islands Enterprise	82.00	375.50	124.00	93.30	35.70	710.50
Comhairle nan Eilean Siar	250.20	142.00	94.80	74.90	22.10	584.00
Argyll and Bute Council	93.07	206.69	107.20	49.90	30.20	487.06
UHI Millennium Institute	8.80	9.06	130.80	250.40	75.30	474.36
CalMac	173.95	170.00	31.30	0.00	0.00	375.25
Ainmean-Àite na h-Alba	0.00	65.00	32.00	54.00	57.00	208.00
Learning and Teaching Scotland	0.00	2.76	91.50	67.00	12.00	173.26
Historic Scotland	0.00	0.00	0.00	0.00	0.00	0.00
National Trust For Scotland	200.00	0.00	0.00	0.00	0.00	200.00
Other Allocations	6.58	157.02	510.52	236.82	131.82	1,042.76
Total (£)	1,142.10	1,324.53	1,315.22	1,025.42	531.92	5,339.19

According to the data shown in Table 4.4 some £4.8 million of funding has been awarded through GLAIF over the period 2006-07 to 2009-10, an average of £1.2 million per annum.

For the period to 2009-10, Highland Council accounts for 19% (£916,000); Highland and Islands Enterprise, 14% (£675,000); and Comhairle nan Eilean Siar 12% (£562,000).

Table 4.5: Expenditures Allocated to Gaelic Development Organisations 2004-05 to 2009-10

<u>Gaelic Organisation</u>	<u>2004-05</u>	<u>2005-06</u>	<u>2006-07</u>	<u>2007-08</u>	<u>2008-09</u>	<u>2009-10</u>	<u>Total</u>	<u>% of total</u>
Comunn na Gàidhlig	300,000	307,000	311,000	311,000	350,000	335,000	1,914,000	19%
Stòrlann Nàiseanta na Gàidhlig	190,000	240,000	252,000	252,000	257,040	272,140	1,463,180	15%
Colm Cille	180,000	180,000	180,000	180,000	180,000	180,000	1,080,000	11%
Comhairle nan Sgoiltean Àraich	143,000	143,000	150,000	150,000	153,000	156,000	895,000	9%
Pròiseact nan Ealan	83,000	98,000	128,000	130,000	140,000	190,000	769,000	8%
Comhairle nan Leabhraichean/Acair	n/a	80,000	140,000	140,000	155,000	240,000	755,000	8%
An Comunn Gàidhealach	100,000	120,000	130,000	130,000	113,000	121,500	714,500	7%
Sabhal Mòr Ostaig	250,000	250,000	0	4,750	0	0	504,750	5%
Clì Gàidhlig	48,600	55,000	85,000	85,000	110,000	115,000	498,600	5%
Ionad Chalum Chille Ìle	50,000	54,500	60,980	63,824	65,100	65,000	359,404	4%
Fèisean nan Gàidheal	n/a	60,000	65,000	65,356	80,000	105,000	375,356	4%
Colaisde a' Chaisteil	32,500	35,000	42,000	45,400	50,000	50,000	254,900	3%
An Lòchran	20,000	22,500	27,000	30,000	30,600	31,120	161,220	2%
Tobar an Dualchais	35,000	35,000	35,000	35,000	0	0	140,000	1%
Comann nam Parant	0	0	0	0	0	100,000	100,000	1%
An Gàidheal Ùr	20,000	n/a	n/a	n/a	50,000	0	70,000	1%
Totals	1,452,100	1,680,000	1,605,980	1,622,330	1,733,740	1,960,760	10,054,910	100%
Annual % increase in funding	n/a	16%	-4%	1%	7%	7%	n/a	

5. Review of Taic Freumhan Projects 2008-09

5.1 Introduction

This section presents an overview of the project activity supported by the Taic Freumhan Community Fund over the period 2008-09.

The review includes an analysis of:

- Financial inputs;
- Projects supported by activity and location;
- A detailed file review of 15 selected projects; and
- The outputs generated by project activity.

The four projects that were awarded the highest scores by the appraisal criteria are also analysed and the section closes with a number of conclusions based on the findings of the overall review process.

5.2 Background to Taic Freumhan Fund

Since 2004 Bòrd na Gàidhlig has managed a number of funding schemes⁸ that have provided financial support to Gaelic language community-based projects. The primary focus of these particular schemes has been the acquisition and usage of Gaelic in the home and amongst the younger age groups of Scotland's population.

Following the "*Growing Gaelic in Communities*" conference at Breascleite on Lewis during September 2008, Bòrd na Gàidhlig re-established a small grants scheme to help make progress in supporting Gaelic language development activities across communities.

This took the form of a £150,000 per annum community challenge fund. The purpose of the fund – *Taic Freumhan Coimhearsnachd* – is to fund small projects which will support the use and acquisition of Gaelic within the wider community.

⁸ Taic Iomairt Gàidhlig had an annual budget of £200,000 and operated between 2004-05 and 2006-07. Togail & Cleachdadh Gaelic Projects Fund operated in the last quarter of 2007-08 with a budget of £50,000.

Bòrd na Gàidhlig background papers indicate that the strategic intent of the fund is to: “...provide an opportunity for individuals and groups within communities to engage in effective micro-level language planning. By focusing their energies on activities that influence language use in the home, school, community and workplace and, if appropriate, working in partnership with other organisations, they can contribute significantly to raising the profile of Gaelic and ensure the language’s future viability.”

5.3 Criteria Adopted for Support

To enable the Taic Freumhan fund to be administered in an accountable and transparent way a set of criteria was developed to guide the decision making of project managers in the selection of projects that were deemed suitable for funding support.

Applications for funding support were initially screened for eligibility based on the following parameters which established if the proposed project:

- Strengthened learning and usage of Gaelic in the home; or
- Strengthened learning and usage of Gaelic among young people; or
- Strengthened the learning and usage of Gaelic within the community.

Other core criteria assessed the application on whether the project demonstrated an innovative approach to facilitating learning and usage of Gaelic; demonstrated the ability to deliver on project objectives; and demonstrated overall value for money in the use of public funding.

A scoring mechanism was established to rank projects against set criteria.

The scoring criteria for Taic Freumhan projects are set out in Tables 5.1 and 5.2, respectively.

Table 5.1: Main Scoring Criteria for Taic Freumhan Projects

<u>Criteria</u>	<u>Score</u>
Exceptional project which will bring significant benefits with long-term legacy	4
Exceptional project which will bring significant benefits but no long term legacy	3
Effective project with clear benefits	2
Partly effective project with limited benefits	1
Project not eligible or does not demonstrate clear benefit to Gaelic in the home, young people or community	0

Note: The criteria adopted for project scoring does not provide a definition of what is meant by the terms “exceptional”, “significant benefits” or “legacy” in relation to the Gaelic outcomes envisaged from the projects supported through the Community Fund.

Table 5.2: Supplementary Criteria for Taic Freumhan Projects

Eligibility of Organisation	Score
Community organisation	3
Public body/Gaelic organisation/company in partnership with community organisation	2
Public body, Gaelic organisation or company	1
Capacity to deliver	
Fully demonstrated	3
Partly demonstrated	2
Not clearly demonstrated	1
Value for money	
Fully demonstrated	3
Partly demonstrated	2
Not clearly demonstrated	1

As shown in Table 5.1 the main scoring criteria range from 0 to 4. A project scoring 4 was considered as being exceptional in that it would bring significant benefits with a long-term legacy. In the analysis of the supported projects, 4 projects scored the maximum of 4 with 33 scoring 3 and 64 scoring 2 based on the criteria set out in Table 5.1. Furthermore, the main score is then double weighted (i.e. a project which scored as being 4 was multiplied by 2) to ensure the Gaelic community aspect of a project was suitably recognised.

In addition, projects are scored in relation to the criteria set out in Table 5.2 with any project that delivered a combination of home, youth and community receiving an additional point. Therefore, the total number of points that any project could score would be 18 points.

5.4 Projects Supported in 2008-09

In 2008-09 Bòrd na Gàidhlig held one funding round to allocate the £150,000 available to support language development activities across communities. For the 2008-09 allocation round the Bòrd received 146 requests for funding. 27 requests were refused; 13 of the funding applications had a start date in financial year 2009-10; 5 of the proposed projects were re-directed to other organisations and 101 projects were approved for assistance from the Taic Freumhan Fund.

Table 5.3 shows the breakdown of the projects approved for funding by main categories of eligibility: home, youth and/or community.

Table 5.3: Projects Funded by Main Eligibility Category 2008-09

<u>Category</u>	<u>Number of Projects</u>	<u>Funding Approved</u>	<u>Cost per Project</u>	<u>% Project by Category</u>	<u>% Funding by Category</u>
Youth	32	56,100	1,753	32%	38%
Community	24	36,550	1,523	24%	25%
Home & Community	17	19,680	1,158	17%	13%
Home	14	12,350	882	14%	8%
Youth & Community	7	13,600	1,943	7%	9%
Home & Youth	4	4,620	1,155	4%	3%
Home, Youth & Community	3	4,900	1,633	3%	3%
Totals	101	147,800	1,463	100%	100%

56 projects were assessed as supporting youth and community activities with youth accounting for 32% of projects and 38% of funding. The cost per youth project was £1,753 with the cost per community project at £1,523. Home & Community projects accounted for 17% of all projects but only 3 projects were assessed as supporting activity across all categories. In total, £147,800 of funding was awarded for projects under the Taic Freumhan Fund in 2008-09, which represents funding of £1,463 per project supported. Table 5.4 sets out the funding allocated through Taic Freumhan to each of the main geographical locations associated with project activity.

Table 5.4: Projects by Location and Total Funding

<u>Location</u>	<u>No. of Projects</u>	<u>Bòrd Funding</u>	<u>Funding as % of Total</u>
Western Isles	16	25,220	17.06%
Ross & Cromarty	13	18,590	12.58%
Inverness & Nairn	10	16,300	11.03%
Skye & Lochalsh	9	14,400	9.74%
Argyll	12	10,240	6.93%
Glasgow	6	10,100	6.83%
Edinburgh	6	9,450	6.39%
Caithness & Sutherland	5	6,070	4.11%
North Lanarkshire	5	6,000	4.06%
Lochaber	3	5,700	3.86%
Midlothian	1	4,750	3.21%
Germany	1	4,500	3.04%
Dunbartonshire	5	4,300	2.91%
Badenoch & Strathspey	1	3,500	2.37%
Aberdeen	1	3,000	2.03%
Moray	2	1,900	1.29%
Perthshire	2	1,380	0.93%
Falkirk	1	1,000	0.68%
East Ayrshire	1	900	0.61%
Renfrewshire	1	500	0.34%
Totals	101	147,800	100%

Three locations – Western Isles, Ross & Cromarty and Inverness & Nairn accounted for 41% of project funding and 39% of the number of projects supported during the 2008-09 round of the Taic Freumhan Community Fund.

The allocation of projects supported within the home, youth and community categories and by the main geographical areas is shown at Table 5.5.

The number of projects and the total value of projects within specific activity categories are shown at Table 5.6.

Table 5.5: Allocation of Projects by Category and Location

<u>Location</u>	<u>Youth</u>	<u>Community</u>	<u>Home</u>	<u>Home & Community</u>	<u>Home & Youth</u>	<u>Community & Youth</u>	<u>Home, Youth & Community</u>	<u>Totals</u>
Western Isles	3	4	0	4	1	3	1	16
Ross & Cromarty	5	1	2	3	0	2	0	13
Argyll	5	1	1	4	1	0	0	12
Inverness & Nairn	7	0	2	0	1	0	0	10
Skye & Lochalsh	1	3	1	2	1	1	0	9
Edinburgh	2	3	1	0	0	0	0	6
Glasgow	1	3	0	2	0	0	0	6
Caithness & Sutherland	1	1	1	0	0	1	1	5
Dumbartonshire	0	3	2	0	0	0	0	5
North Lanarkshire	0	0	4	1	0	0	0	5
Lochaber	1	1	0	0	0	0	1	3
Moray	1	1	0	0	0	0	0	2
Perthshire	1	0	0	1	0	0	0	2
Aberdeen	0	1	0	0	0	0	0	1
Badenoch & Strathspey	1	0	0	0	0	0	0	1
East Ayrshire	1	0	0	0	0	0	0	1
Falkirk	0	1	0	0	0	0	0	1
Germany	0	1	0	0	0	0	0	1
Midlothian	1	0	0	0	0	0	0	1
Renfrewshire	1	0	0	0	0	0	0	1
Totals	32	24	14	17	4	7	3	101

Note: Geographical areas identified by consultants.

Table 5.6: Number of Projects by Activity and by Total Allocated Funding

<u>Activity</u>	<u>No. of Projects</u>	<u>Total Funding stated for Project</u>	<u>Total Funding Requested by Applicant</u>	<u>Bòrd Approved Funding</u>	<u>Funding per project</u>	<u>Bòrd funding as % of Requested Funding</u>	<u>Bòrd funding as % of Total Project Funding</u>
Gaelic language classes	24	54,184	44,183	27,180	1,133	62%	50%
Gaelic social and activity events	23	98,624	70,061	44,660	1,942	64%	45%
Cròileagan support	10	31,627	23,991	8,470	847	35%	27%
Gaelic workshops	9	37,153	28,539	11,300	1,256	40%	30%
Gaelic after school event	6	8,821	7,371	5,390	898	73%	61%
CD production	5	27,521	19,221	14,800	2,960	77%	54%
Gaelic club	4	10,926	8,836	4,950	1,238	56%	45%
Community media	4	13,329	7,329	3,500	875	48%	26%
Gaelic signage and information	4	12,995	9,745	6,520	1,630	67%	50%
Establishing Group	3	11,562	8,562	3,500	1,167	41%	30%
Management support	3	4,501	3,201	2,200	733	69%	49%
Research	2	7,230	6,730	4,730	2,365	70%	65%
Equipment & Learning Materials	2	9,820	9,270	8,500	4,250	92%	87%
Website Training	1	3,189	2,000	1,200	1,200	60%	38%
Drama	1	1,500	1,500	900	900	60%	60%
Totals	101	332,982	250,539	147,800	1,463	59%	44%

Note: Activity categories created by consultants.

Table 5.5 shows that 16 projects located in the Western Isles were awarded funding with 13 projects in Ross and Cromarty being funded, 12 projects were funded in the Argyll and Bute area and 10 within the Inverness and Nairn locality. These four areas accounted for 51% of all projects supported through the Taic Freumhan Fund. The Inverness and Nairn area had 7 projects in the youth category with an additional 5 projects being supported in this category within Argyll and within Ross and Cromarty, respectively. Community projects were distributed across 13 of the 20 locations listed in Table 5.5 with the highest number of projects supported (4) being in the Western Isles.

Project activity is recorded at Table 5.6. Gaelic language classes accounted for 24 projects with Gaelic social and activity type events accounting for 23 projects supported through the Taic Freumhan Fund. The cost per Gaelic language class supported was £1,133 with Gaelic social and activity events costing £1,942 per project supported by the Taic Freumhan Fund.

Ten Cròileagan projects were supported through the Fund at an average cost of £847 per project. 7 projects were located in Argyll and the Highlands with 3 being located in North Lanarkshire (2) and Dunbartonshire (1).

The highest cost per project was recorded for equipment and learning materials at an average of £4,250 for the 2 projects supported, one of which was located in Germany.

An analysis of the funding approved by the Bòrd as a percentage of the funding requested by the applicant indicates a range of support levels. Funding support for Cròileagan projects was at 35% of the project funding requested by the 10 groups with two projects in the equipment and learning activity category being awarded 92% of the funding requested. Interestingly, the two categories that could be classed as acquisition (Gaelic classes) and usage (social and activity events) were awarded 62% and 64% respectively of the requested funding.

Of the total funding requested by applicants (£250,539) the Taic Freumhan Fund was able to support 59%. Of the total value of projects stated in application forms submitted by applicants, the Fund was able to support 44% of this value.

Such data indicate some interesting issues in relation to project additionality factors, how applicants value projects and how Bòrd na Gàidhlig assesses such value for money factors within project appraisal and project monitoring processes.

The differential between the total project funding stated by the applicant, the funding requested and the level of the Bòrd funding allocation are significant in relation to value for money factors, particularly since the analysis of a selected number of project files indicates that projects were wholly dependent on the Taic Freumhan Fund if they were to be implemented by the community group/applicant.

Figure 5.1 gives an indication of the distribution of project activity by location for the Taic Freumhan Fund during 2008-09.

Figure 5.1: Distribution of Taic Freumhan Project Activity by Location

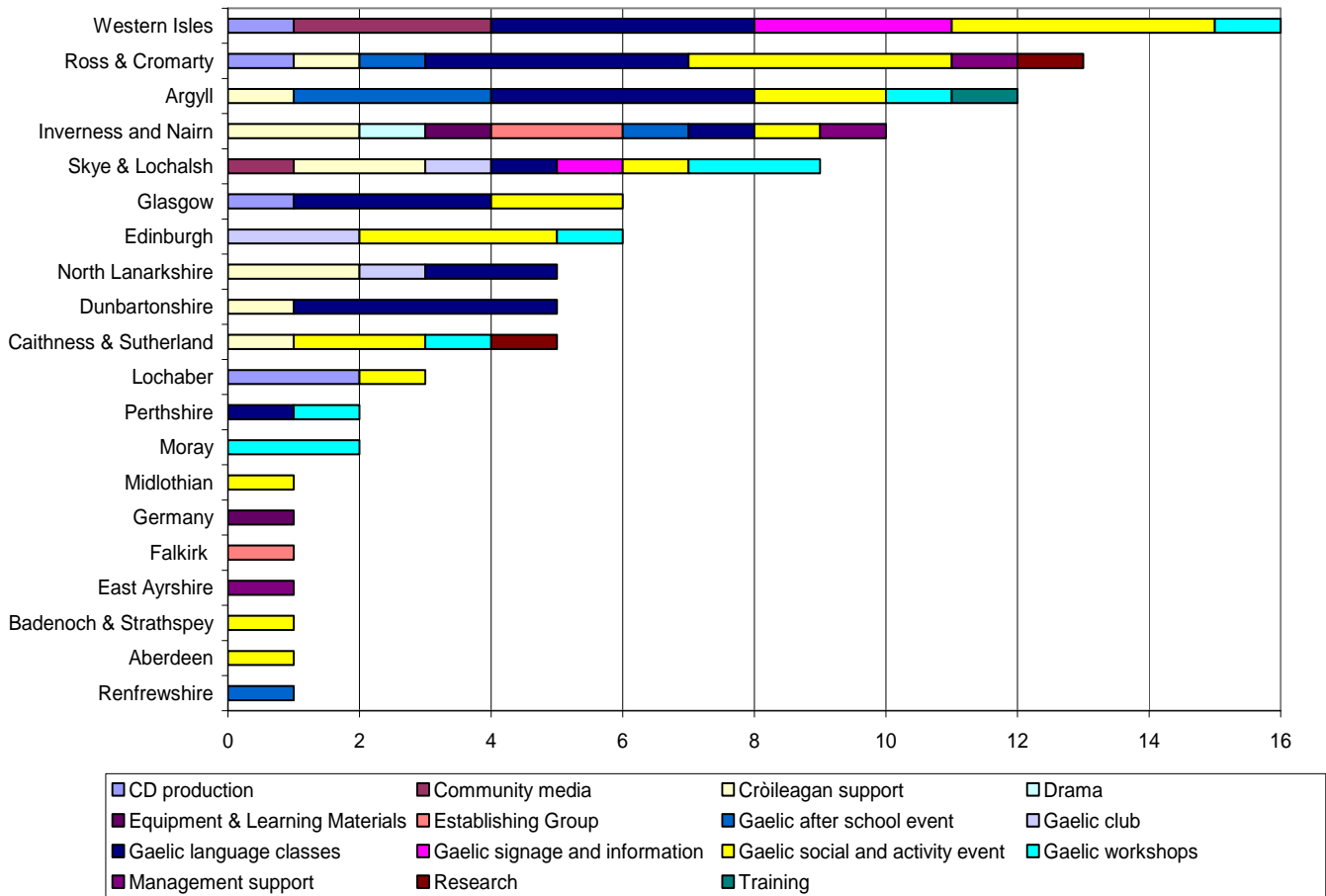


Figure 5.1 illustrates that the Western Isles accounted for 16 projects supported through the Taic Freumhan Fund. These projects covered 6 specific areas of activity: CD production; community media; Gaelic language classes; Gaelic signage and information; Gaelic social and activity events and Gaelic workshops.

The analysis of Taic Freumhan support by specific activity as a whole raises a number of discussion points in relation to funding support from other Gaelic organisations and also in terms of partnership operation across all Gaelic organisations funded through Bòrd na Gàidhlig.

For example, it is surprising to record that 10 Cròileagan have been supported through the Fund along with 4 signage and information projects particularly since Comunn na Gàidhlig are already funded to support such developmental activity. Similarly, there are some questions over the funding of a number of the Gaelic language classes through Taic Freumhan. A number of these classes utilised the Ùlpan method of learning or variations thereof and this approach is already being funded and managed through other sources. Whilst there is nothing inherently incorrect about the funding of these projects through Taic Freumhan, the Fund was however, set up as a challenge fund, which implies some degree of innovation in relation to the projects selected for support. As such in the key priority areas of Gaelic language acquisition and usage there is the need to ensure a transparent route exists to access funding and other developmental support for individuals and community groups in order that the primary objectives of the National Plan for Gaelic are achieved over the mid to long-term.

5.5 Overview and Analysis of the Project Sample

5.5.1 *Review of projects*

A review was undertaken of background papers and 15 project files to assess the process of awarding funding and to record the range of outputs generated by the projects supported through the Taic Freumhan Fund. It should be noted that this is not a full-scale evaluation and the analysis provided below relies solely on the contents of documentation produced by Bòrd na Gàidhlig in relation to this Fund and on the contents of the application and reporting forms completed by applicants.

5.5.2 *Purpose of the Fund*

The Taic Freumhan Fund was established to provide support for innovative Gaelic based activity at the level of the family and the community. Organisations were invited to bid for funding to develop and deliver projects which would “*support the increased use of, and confidence in, Gaelic in all communities in Scotland.*”

Applications were invited from community organisations, voluntary groups and small businesses, including partnership organisations of these main bodies. Interestingly, no applications were invited from individuals that had community support for a project and which would be of benefit to strengthening Gaelic within families and communities.

Each project application for funding would be assessed on its potential to increase learning and usage of Gaelic in communities principally in terms of the following 3 parameters:

1. Strengthen learning and usage of Gaelic in the home, or
2. Strengthen learning and usage of Gaelic among young people, or
3. Strengthen learning and usage of Gaelic in the community.

Over a period of 3 years the Fund plans to award some £450,000 of funding to support Gaelic centred projects that raise the usage and profile of the language in the groups encompassed by the parameters listed above.

5.5.3 *Performance Measurement*

Whilst the background papers and application forms inviting support for funding clearly indicate the target groups for the Fund - home, youth and community – no indicators have been set for the outputs and outcomes expected to be achieved by the Fund over the duration of its operation. This is a significant omission – without identifying and tracking specific activity, outputs and outcomes it is difficult to identify opportunities for improvement in the allocation of resources and to assess whether the stated objectives of the Fund are being achieved and to what extent.

Importantly, it is also somewhat difficult to review performance of the Fund in the context of the direction of the Bòrd's strategic activities in support of the acquisition and usage of Gaelic in Scotland. Additionally, without some baseline performance measures it is not possible to evaluate with any degree of clarity and certainty the success of the Fund in generating Gaelic language outcomes/impacts across the target groups of home, youth and community.

5.5.4 *Additionality of Taic Freumhan Investment*

Additionality is a critical factor in the evaluation of programmes and projects. It raises the question of what difference is made by a public intervention and whether the difference justifies the intervention. There are three dimensions to additionality: input, behaviour and output additionality. All of these dimensions are important in relation to Gaelic language development activity as these relate to acquisition, usage and status: three of the principal language priorities of the National Plan. Input additionality measures how an organisation's own investment behaviour in relation to Gaelic language changes when it receives public funding. Input additionality occurs when one currency unit of public funding increases the organisation's own funding/resources by at least one additional currency unit.

More or less qualitative methods have been used to measure behavioural additionality. In the context of this research the concept is aimed at explaining how public funding has changed the behaviour of organisations and/or the communities/individuals in the desired direction as that relates to the acquisition and usage objectives of the National Plan for Gaelic.

Behavioural additionality should be an important concept in relation to Gaelic language development activity⁹. Behavioural additionality would be mainly measured in two ways. The first is to measure how public funding has influenced the behaviour of the organisation/community/individual during a publicly funded project compared to the situation without funding – the counterfactual situation.

The second way is to measure whether public funding has contributed to the behaviour of the organisation/community/individual more permanently, i.e. after the project. This would be the legacy effects of the project as stated in the main appraisal criteria set out for Taic Freumhan.

The definition of output additionality tries to answer the question: would we have obtained the same outputs without a policy action? In reality it is difficult to separate out the proportion of outputs caused by public funding support from the other dimensions of additionality briefly discussed above. However, it is important to understand the difference that is made by public intervention and how such an intervention is justified.

Unfortunately, no questions of additionality have been included in the Taic Freumhan monitoring systems. As such it is difficult to provide any robust assessment of the overall impacts generated by Taic Freumhan funding – we can, however, flag-up areas that appear to indicate particular trends as they relate to the overall objectives of the Fund.

5.5.5 *Appraisal of Projects*

Bòrd na Gàidhlig staff operate a robust and generally transparent system for appraising projects to establish eligibility for funding support. However, there are a number of areas for improvement within the appraisal process that would help assessment and any subsequent evaluations of the Fund.

⁹ The authors of this report are not aware of any research that has explicitly assessed behavioural additionality as it would relate to Gaelic language revitalisation processes. Research on attitudes towards the acquisition, use and the perceived status of the language would act as a proxy measure but it would be important to link attitudinal research to language outcomes generated by programme and project activities.

The main points are briefly discussed below:

Scoring criteria: - the present scoring mechanism can be overly specified, particularly in relation to projects that are being awarded funding in the region of £300. The process of “double-weighting” a project to recognise the Gaelic community aspect (which should be present in all projects) along with awarding an additional “point” if the project cuts across the dimensions of home, youth and community is unnecessary and could lead to a lack of transparency in how decisions are made in relation to funding awards. Whilst the present application form does include many of the questions that are required to be addressed by the applicant, the assessment criteria could be set around seven key areas as follows:

1. How closely does the project meet the aims of the National Plan for Gaelic? (In relation to a relevant theme: Acquisition; Usage).
2. How well does the project engage community involvement with language acquisition and usage?
3. How sustainable is the project?
4. Is the project achievable within set parameters?
5. Does the project achieve value for money?
6. How innovative is the project?
7. Does the project link with other local language projects and strategies within the locality? (E.g. strengthening social capital).

Each of these questions could have a set list of criteria with each question being scored in the range of +3 to -1.

Additionality: - As discussed above the concept of additionality is important in relation to public funding of development projects. A question on additionality should be included that would ask the following questions:

Taic Freumhan support will:

- Allow the project to proceed
- Accelerate the implementation of the project
- Increase the scale of the project
- Improve the quality of the project
- Secure other financial contributions to the project
- Allow other language based projects to proceed in the community
- Change attitudes towards the language in the community

Applicants would be invited to indicate which of these parameters are relevant and to give a brief explanation as to why this is the case. The issue and the extent of additionality would then be tested later through a more formal evaluation process.

Value of grant: - The value of the Taic Freumhan grants awarded by the Bòrd over the period 2008-09 ranged from £250 to £4,750. 49 (48.5%) of the project grants awarded were less than £1,000 with 10 grants valued at £1,000. In effect, nearly 60% of all grants awarded through Taic Freumhan were £1,000 or less in value. All these applications were assessed and monitored by Bòrd staff. This would appear to be a resource management issue for the Bòrd: valuable staff resources are being used to administer what are very small amounts of grant funding.

There also appears to be a time resource incompatibility between the award of a £250 grant and the application and assessment process currently being administered by the Bòrd. In addition, most, if not all of the grants awarded, are for "stand-alone" projects i.e. there appears to be no strategic or operational linkage between projects that take place within a specific geography. Some thought should be given to setting a minimum project cost of £1,000 with smaller value projects being considered only if they are linked to a local Gaelic development strategy and/or a cluster of projects. This would provide a more strategic approach to supporting Gaelic language development activities at local level, including establishing local accountability and ownership to language development processes, creating better linkages to the National Plan for Gaelic and enabling a shift away from the ad-hoc and fragmented approach to Gaelic language development activity that has tended to occur over past years.

Confirmation of other funding: - The current application form asks applicants to indicate "other sources of funding" but there does not appear to be any system in place to verify either the availability or the award of such funding to the project in addition to Bòrd funding. The review of the files would seem to suggest that Taic Freumhan funding is awarded for all intents and purposes at a 100% intervention rate.

As Table 5.6 shows, the Bòrd's database of projects funded through Taic Freumhan in 2008-09 indicates that applicants claimed some £332,982 as being the total value of projects that they were submitting for funding support.

Of the total funding stated on application forms the Bòrd awarded 44% (£147,800), yet all of these projects took place albeit with reduced funding levels. To avoid potential issues in relation to double-funding of projects, including the over-funding of projects and generally creating a situation where "value for money" in the use of public funds is diminished, it would be appropriate to ensure that projects were costed appropriately and where other funded sources are stated that these were verified before funding for a particular project was released.

Measures of performance: - The application form asks for project outcomes in relation to the three language development priorities of home, youth and community to be listed by the applicant.

The review of files indicates that a wide range of “outcomes” are stated by applicants but these tend to be a mix of activity, outputs and outcomes leading to the situation whereby it is somewhat difficult to generate any summary measures that would indicate the degree of success of Taic Freumhan against stated objectives in relation to the categories of home, youth and community. As such it would be appropriate to generate a standardised set of measures: project targets; project outputs; and project outcomes that could be “rolled-up” into a summary set of measures for the Taic Freumhan Fund as a whole. Aspects related to legacy and impacts on language acquisition and usage would be assessed through evaluation and other whole-community language research projects.

5.5.6 *Reporting of Results*

Activities undertaken through individual projects are reported to Bòrd staff through an interim progress report and a final report. These reports are systematically filed and the review of 15 projects indicates compliance with expected internal financial audit procedures.

At the present time there does not appear to be any meaningful assessment undertaken internally by the Bòrd of outputs and outcomes generated by the funded projects. It would also be appropriate to standardise both project geography and project activity to enable better intelligence to be gathered on project outcomes at community level etc. In addition, there is a mismatch in relation to the level of initial appraisal that is undertaken to award relatively small amounts of funding in relation to the analysis of actual language outcomes generated by project activity.

A greater deal of time needs to be expended by Bòrd staff on actual project development and the provision of hands-on support within communities to enable a step change to occur in the acquisition, usage and status of Gaelic. Some form of “after-care” assessment should also be considered post-project funding to ascertain language developmental gains and which would give Bòrd staff a greater level of understanding of language dynamics at a community level.

Tables 5.7 to 5.9 provide a summary of the findings from the file review of the 15 projects supported through Taic Freumhan during 2008-09.

Table 5.7: Summary Results from File Review of 15 Taic Freumhan Projects

Project	1	2	3	4	5
Type	Gaelic social/activity event	Gaelic workshops	Gaelic language classes	Gaelic social/activity event	Gaelic social/activity event
Location of applicant	Midlothian	Skye	Lewis	Edinburgh	Gairloch, Wester Ross
Bòrd Funding	£4,750	£4,000	£3,800	£3,000	£2,000
Overall score	16	15	15	15	15
Main criteria score	4	3	3	3	3
Activity	The attendance by 24 pupils at Sabhal Mòr Ostaig	Using Gaelic whilst attending 3 drawing/painting workshops for 12-15 year olds and adults	A week long course for Gaelic learners	Extra-curricular activities for fluent high school children	Gaelic conversation class established with 10 classes taking place. 8 adults and 9 children attending.
Outcomes	An increased awareness and interest in Gaelic	35 people on average attending workshops	Improved Gaelic fluency for 14 students on course. Economic benefit for host community through B&Bs	Expected outcomes will be to strengthen learning and use of Gaelic among young people; to begin to strengthen and empower the youth end of the Gaelic community. No final report.	1 fluent Gaelic speaker improved their teaching skills. Gàidhlig san Dachaigh Gearrloch now has 18 learners. Gaelic menus/ signage introduced in 1 local business.
Benefits to Gaelic language	Opportunity to speak and learn Gaelic in an informal setting.	Use of Gaelic in an activity setting. Transmission of language from old to young and from fluent speaker to learner.	Values Gaelic as a local resource. Positive in host community and continuing learning by students	Collaboration with high school -potential benefits to Gaelic medium subjects and with potential to reach 8 classes.	Adults and young learning Gaelic and participating in Gaelic cultural activities.
Legacy to Gaelic language	General support for language in years ahead. Awareness and appreciation of Gaelic culture. Potential students at Sabhal Mòr Ostaig.	Undetermined.	The courses will maximise the community's Gaelic speaking resource and demonstrate that this is a valuable part of the area's heritage and culture.	Helping teenagers to acquire Gaelic will deliver benefits throughout adult life as these people take their place in the community.	Potential to add to numbers of fluent Gaelic speakers.

Table 5.8: Summary Results from File Review of 15 Taic Freumhan Projects

Project	6	7	8	9	10
Type	Gaelic Club	Gaelic language classes	Gaelic language classes	Gaelic language classes	Gaelic language classes
Location of applicant	Lanarkshire	Airdrie	Hamilton	Oban	Cumbernauld - North Lanarkshire
Bòrd Funding	£1,800	£900	£900	£900	£900
Overall score	15	15	13	13	12
Main criteria score	3	3	2	2	2
Activity	Provided Saturday morning classes at Beginner and Intermediate levels and a Gaelic medium Saturday club for children with sports and art/craft activities.	Tutoring of parents alongside the children will enable them to more confidently support their children as they progress through GM education.	21 people participating in classes. Progress reported	Teaching sessions based around general household activities.	Financial support for 3 x 6 day courses in Ulpan for 10 students.
Outcomes	Beginners Gaelic: 12 learners. Intermediate/Advanced course: 12 learners. 18 children at Saturday club. Orain Luaidh group: around 12 adults learned Gaelic songs.	Volunteer tutor working with parents on a Tuesday morning. Reinforce learning on Thursday with visit to classes.	No outcomes reported in final report.	Benefit to children learning Gaelic by teaching their parents/adult family and friends in a similar way to the way they learn at school.	Total of 7 students have been funded by since Jan 09. Each given £123, the current fee for a 6 day Ulpan course. .
Benefits to Gaelic language	Improved infrastructure for learning Gaelic and higher levels of participation by parents.	Parent numbers and participation has increased as result of project	Course members are parents/grandparents of children attending GME - development of language skills helpful in the home.	Strengthens Gaelic usage in the community by bringing people who wish to learn useful Gaelic together.	Structured programme enabling people to learn Gaelic
Legacy to Gaelic language	Creating foundation in locality for Gaelic learning for early age groups.	Potential to expand to parents of nursery/primary school children.	Promotes language and culture in the home within and community - long-term effect undetermined.	Creating a new cadre of young people with Gaelic language skills.	Undetermined as long-term effectiveness of Ulpan not evaluated.

Table 5.9: Summary Results from File Review of 15 Taic Freumhan Projects

Project	11	12	13	14	15
Type	Gaelic language classes	Gaelic language classes	Equipment & Learning Materials	Gaelic language classes	CD production
Location of applicant	Dumbarton	Lewis	Bonn-Germany	Ardyne, Cromarty	Lewis
Bòrd funding	£700	£500	£4,500	£1,800	£4,500
Overall score	12	13	15	17	16
Main criteria score	2	2	4	4	4
Activity	2 full days of Gaelic tuition and 2 full evenings of Gaelic tuition	2 Gaelic classes each week (total of four hours/ week). Classes aimed at families with children who have conversational Gaelic.	Learning book on Gaelic with 40 units including CD.	6 starter weekly classes for families to learn together and a weekend of activities for children in summer based on animations using Gaelic.	Visiting secondary schools in Western Isles - delivering professional live show and running workshops in contemporary music through Gaelic.
Outcomes	Number of participants not recorded but 12 evaluation sheets on file. Local Council are actively considering promoting a Gaelic day as a result of this project.	No final report. Progress report: - 1 x 2 hour class during week and 2 x 2 hour classes each week thereafter. 10 pupils some of whom attend only one class.	Gaelic course at continuing education level at the Gaelic Centre in Bonn but plan to provide course at other lifelong learning Centres across Germany.	Gaelic awareness day with 12 participants. 8 classes for parents and children of P4 onwards. Booklet of children's drawings to be published.	No final report. Progress report: - Schools contacted and live performance visits agreed. Songs have been decided on for CD (2 Gaelic and 2 English)
Benefits to Gaelic language	Increasing participation in using Gaelic and raise profile of language in community.	Increasing participation in using Gaelic and raise profile of language in community.	100 people learning Gaelic in Germany. Aim for sufficient competence to take part in everyday conversations in the Gaelic community in Scotland.	Increasing participation in using Gaelic and raise profile of language in community.	Raises profile and usage of Gaelic in a more creative setting.
Legacy of project to Gaelic language	Promotes language and culture in the home within and community – long-term effect undetermined.	Promotes language and culture in the home within and community - long-term effect undetermined.	First book of German to Gaelic - considered as the Standard. It will be available through libraries and in universities.	Promotes language and culture in the home within and community - long-term effect undetermined.	Undetermined.

5.6 Conclusions from the Review of Taic Freumhan Fund

The purpose of the review of a selected number of projects was to assess and to some degree evaluate progress against agreed targets and outputs. Our review of the available documentation associated with Taic Freumhan suggests that there are no explicit performance indicators set for the Fund that would enable progress, or the lack of it, to be measured with any degree of certainty. As such we can only provide a general commentary on the outcomes that have been recorded on file for each project.

Scoring of projects: - The file review included the four projects awarded the highest scores in the appraisal process. These projects were included principally to ascertain if they had any particular characteristics that set them apart from other projects in similar activity categories. A project with a main criteria score of 4 was considered to be an *“exceptional project which will bring significant benefits with long-term legacy”*. Falling into this category are projects 1, 13, 14 and 15 that are summarised at Tables 5.6 to 5.8. In our view only one project, project 13 based in Bonn, Germany could claim to meet with any degree of confidence the criteria stated that would merit an appraisal score of 4. We find it difficult to understand how project 14 – Gaelic language classes – could score the highest marks of any of the projects funded through Taic Freumhan during 2008-09. From the evidence on the project file this project is not exceptionally different to other Gaelic language classes supported through the Fund. Indeed, there would be some merit in highlighting project 3 as being an exceptional project and which also meets the legacy criteria. This project explicitly reports that the Gaelic language classes held in this community have *“maximised the community’s Gaelic speaking resource and has demonstrated that this is a valuable part of the area’s heritage and culture”*.

Project 15 could claim to be creative and innovative in that it engages with young people through music and live performance workshops run by a newly formed Celtic Rock band who have had a highly successful year in 2008. No final report was on file as the band was in the process of completing their visits to schools across the Western Isles. The legacy effects of this project are undetermined at present but this particular project approach has a high degree of merit for the future.

Project 1 revolved around a school visit by pupils from Midlothian to Sabhal Mòr Ostaig. There is clearly merit for these types of visits to raise awareness, participation and interest in Gaelic language and culture in young people but classifying such a project as exceptional is overstating the benefits and long-term impacts that are likely to materialise in due course.

Outputs: - Taic Freumhan funding supported a wide range of activity of which language classes and social/activity events accounted for almost 50% of all projects. A wide range of outputs are associated with the 101 projects supported through Taic Freumhan in 2008-09. Projects that focused on language classes and activities involving young people have clearly increased the numbers of people attending language classes and raised levels of participation in activities associated with Gaelic generally. As such these projects have added value through promoting the language; raising awareness of the language and by setting down some foundations on which to build the future sustainability of the language. However, it would have been useful to have recorded in a systematic way the numbers of people attending the language classes funded through Taic Freumhan.

Impact on Gaelic: - Whilst the outcomes generated by project activity are many and varied it is difficult to say with any degree of certainty what impact this has had on Gaelic language revitalisation efforts. Equally, it is not possible to say that one project has had a lasting positive effect and another project has had no effect or a negative effect. Generally speaking the projects that have been reviewed have added to Gaelic development efforts, albeit in localised situations. However, greater effort needs to be brought to bear in engaging communities in both the process and the execution of Gaelic project development activity. Whilst the Taic Freumhan approach has engaged communities/individuals to some degree there is now a need to develop a more “programmed” approach whereby the strategic and operational links between the aims of the National Plan, the priorities set out in the Corporate Plan and language revitalisation efforts across communities are more explicitly linked to a focused ‘Programme’ of language development activities that have clear and measurable performance indicators.

6. **Review of Gaelic Language Act Implementation Fund**

6.1 Introduction

This section presents a review of the project activity supported by the Gaelic Language Act Implementation Fund (GLAIF). The review includes an analysis of: financial inputs; projects supported by National Plan Priority and Plan Guidance category; and an assessment of project activity in relation to reporting of impacts associated with the development of Gaelic Language Plans of 4 key public bodies.

6.2 Background to GLAIF

The 2005 Gaelic Language Act provides Bòrd na Gàidhlig with the enabling legislation to require relevant public authorities to produce Gaelic language plans. To support this intervention, the Bòrd manages on behalf of the Scottish Government, the Gaelic Language Act Implementation Fund. GLAIF is primarily for the purpose of supporting the implementation of Gaelic Language Plans prepared by public authorities under the framework of the 2005 Act. The Fund will be used to support initiatives which develop the capacity of public authorities to deliver on their Gaelic Language Plans.

The Bòrd's view on the utilisation of financial resources is that expenditures on Gaelic-medium services should not be seen as 'expenditure on Gaelic' but as expenditure on services which happen to be through the medium of Gaelic. According to policy papers the Bòrd wishes to create a culture amongst public authorities that Gaelic services and operations are "*normal, regular and should be planned for, with the long-term aim being that Gaelic language expenditures should be mainstreamed and supported from existing budgets*".

The value of the Fund is £1.4 million annually and it is available to the Bòrd to enable projects to be supported for any agreed period of time up to the end of March 2011. Policy papers indicate that the Bòrd will not normally expect to provide 100% funding for projects. Applicants will be required to show in their application forms the level of matched funding, from their own resources, which they intend to contribute to any proposed project.

The Bòrd would expect to provide grant funding for multiple-year projects on a reducing percentage basis, for example, Year 1 - 80%, Year 2 - 50%, Year 3 - 30%, Year 4 – 0%. Continued funding for multiple-year projects will be subject to satisfactory monitoring reports.

6.3 Total Expenditures on GLAIF

A profile of GLAIF expenditures to participating organisations is shown at Table 6.1.

Table 6.1: GLAIF Funding Allocation for 2006 to 2011 (£'000)

Organisation	2006-07	2007-08	2008-09	2009-10	2010-11	Total
	Actual				Projected	
Highland Council	327.50	196.50	193.10	199.10	167.80	1,084.00
Highlands and Islands Enterprise	82.00	375.50	124.00	93.30	35.70	710.50
Comhairle nan Eilean Siar	250.20	142.00	94.80	74.90	22.10	584.00
Argyll and Bute Council	93.07	206.69	107.20	49.90	30.20	487.06
UHI Millennium Institute	8.80	9.06	130.80	250.40	75.30	474.36
CalMac	173.95	170.00	31.30	0.00	0.00	375.25
Ainmean-Àite na h-Alba	0.00	65.00	32.00	54.00	57.00	208.00
Learning and Teaching Scotland	0.00	2.76	91.50	67.00	12.00	173.26
Historic Scotland	0.00	0.00	0.00	0.00	0.00	0.00
National Trust For Scotland	200.00	0.00	0.00	0.00	0.00	200.00
HMI Education	0.00	0.00	115.00	30.00	15.00	160.00
Scottish Qualifications Authority	0.00	1.68	47.80	72.40	36.20	158.08
Cli Gàidhlig	0.00	0.00	36.00	52.20	55.80	144.00
Glasgow City Council	0.00	0.00	0.00	0.00	0.00	0.00
Scottish Parliament	0.00	57.47	27.80	1.80	1.10	88.17
Highland Health Board	0.00	39.50	35.30	0.00	0.00	74.80
Comhairle na Leabhraichean	0.00	0.00	43.00	16.00	6.60	65.60
Forestry Commission Scotland	0.00	0.00	31.30	11.90	2.30	45.50
Dumfries and Galloway Council	0.00	0.00	0.00	0.00	0.00	0.00
Caledonian Maritime Assets	0.00	0.00	25.30	0.00	0.00	25.30
Edinburgh City Council	0.00	24.50	15.00	0.00	0.00	39.50
Glasgow University	0.00	0.00	5.00	19.42	14.42	38.85
Stirling Council	0.00	0.00	0.00	0.00	0.00	0.00
Eden Court Theatre	0.00	0.00	17.60	15.10	0.00	32.70
Scottish Natural Heritage	0.00	0.00	12.30	18.00	0.40	30.70
North Lanarkshire Council	0.00	3.00	4.80	0.00	0.00	7.80
Dualchas na Cloinne	0.00	0.00	0.00	0.00	0.00	0.00
Northern Constabulary	0.00	0.00	8.00	0.00	0.00	8.00
Aonach Mòr Ski Centre	0.00	0.00	18.50	0.00	0.00	18.50
Crofters Commission	0.00	14.60	3.00	0.00	0.00	17.60
Glencoe Ski Centre	0.00	0.00	15.74	0.00	0.00	15.74
Lecht Skin Centre	0.00	0.00	14.78	0.00	0.00	14.78
Glenshee Ski Centre	0.00	0.00	13.90	0.00	0.00	13.90
Ionad Chalum Chille Ìle (ICCI)	0.00	10.00	0.00	0.00	0.00	10.00
Perth and Kinross Council	0.00	0.00	0.00	0.00	0.00	0.00
Western Isles Health Board	0.00	5.00	4.00	0.00	0.00	9.00
Cairngorm Ski Centre	0.00	0.00	7.50	0.00	0.00	7.50
Western Isles Language Plan	6.58	0.00	0.00	0.00	0.00	6.58
East Dumbartonshire Council	0.00	0.00	5.90	0.00	0.00	5.90
Scottish Seabird Centre	0.00	0.00	3.00	0.00	0.00	3.00
Consumer Focus Scotland	0.00	0.00	0.00	0.00	0.00	0.00
Cairngorms Park Authority	0.00	1.28	0.00	0.00	0.00	1.28
Total (£)	1,142.10	1,324.53	1,315.22	1,025.42	531.92	5,339.19

Table 6.1 shows that some £5.3 million is expected to be allocated to public bodies for specific project activities over the period 2006-07 to 2010-11. In the context of overall Gaelic language development this is a significant allocation of funding. As such there should be in place a robust system of performance measurement with relevant indicators which would provide Bòrd na Gàidhlig and other stakeholders with a relatively clear picture as to impact of this level of expenditures on Gaelic language vitality and overall revitalisation processes.

Three public bodies – Highland Council; Highlands and Islands Enterprise; and Comhairle nan Eilean Siar account for 44.5% of the total GLAIF expenditures set out at Table 6.1 with the Highland Council accounting for 20% of the total. In all 42 organisations have been supported through GLAIF with 5 public bodies producing Gaelic language plans that have been approved by Bòrd na Gàidhlig.

At Tables 6.10 to 6.13 we provide an analysis of the outcomes produced from a selection of projects managed by the four public bodies in receipt of 54% of the total GLAIF funding within the context of their respective Gaelic language plans.

6.4 GLAIF Expenditures for 2008-09

GLAIF expenditures for 2008-9 are set out in Table 6.2.¹⁰

Table 6.2: GLAIF Expenditures for 2008-2009

<u>Organisation</u>	<u>No. of Projects</u>	<u>Value of Projects</u>	<u>Average Cost per project</u>
Highland Council	12	£228,100	£19,008.33
Highlands & Islands Enterprise	5	£174,000	£34,800.00
Comhairle nan Eilean Siar	8	£132,900	£16,612.50
UHI Millennium Institute	2	£130,800	£65,400.00
HM Inspectorate of Education	1	£115,000	£115,000.00
Argyll & Bute Council	11	£109,200	£9,927.27
Learning & Teaching Scotland	4	£91,500	£22,875.00
Scottish Qualifications Authority	2	£47,800	£23,900.00
Gaelic Books Council	3	£43,000	£14,333.33
Cli Gàidhlig	1	£36,000	£36,000.00
NHS Highland	3	£35,300	£11,766.67
Ainmean-Àite na h-Alba	1	£32,000	£32,000.00
CalMac Ferries	2	£31,300	£15,650.00
Forestry Commission Scotland	1	£31,300	£31,300.00
Scottish Parliament Corporate Body	5	£27,800	£5,560.00
Caledonian Maritime Assets	1	£25,300	£25,300.00
Eden Court Theatre	1	£17,600	£17,600.00
City of Edinburgh Council	1	£15,000	£15,000.00
Scottish Natural Heritage	3	£12,300	£4,100.00
East Dunbartonshire Council	1	£5,900	£5,900.00
North Lanarkshire Council	1	£4,800	£4,800.00
NHS Western Isles	1	£4,000	£4,000.00
Crofters Commission	1	£3,000	£3,000.00
Total/Average	71	£1,353,900	£19,069.01

In 2008-09 GLAIF expenditures of £1,353,900 supported a total of 71 projects with an average project cost of just over £19,000. Highland Council, Argyll and Bute Council and Comhairle nan Eilean Siar accounted for 44% (31) of all projects supported over this period.

The general allocation of these projects to the National Plan Priorities and the four corporate areas identified in the Guidance to Public Bodies is shown at Table 6.3.

¹⁰ The analysis of data in relation to the 2008-09 GLAIF payments are based on the Bòrd na Gàidhlig Board paper dated 3 September 2008, reference P08-042.

Table 6.3: Allocation of Projects by National Plan Priorities and Guidance Areas 2008-2009

<u>Plan Priorities</u>	<u>No. of projects</u>	<u>Value of projects</u>
Usage	20	£591,200
Corpus	21	£347,900
Acquisition	11	£215,300
Status	13	£161,900
Total	65	£1,316,300
<u>Plan Guidance</u>		
Identity	12	£163,700
Publications	9	£162,700
Communications	4	£63,900
Staffing	2	£36,600
Total	27	£426,900

As indicated at Table 6.3, a total of 65 projects were allocated to a National Plan Priority with 27 projects associated with any one of the four priority areas indicated in the “Guidance” issued by the Bòrd for the development of Gaelic language plans.

From the above analysis there seems to be a misalignment between the extent to which projects have been allocated to a National Plan Priority and also to a “Guidance” category. Ordinarily it would be expected that all projects supported through GLAIF (and all other programmes/projects) would be assigned to a National Plan Priority and then also linked to a sub-category of activity, in this case one of the four Guidance areas of: Identity; Communications; Publications; and Staffing. This appears not to have happened to the level expected during 2008-09 and as a consequence it makes it extremely difficult to evaluate/assess the ‘path to impacts’ associated with expenditures made through GLAIF.

The analysis of projects allocated to both a National Plan Priority and a Guidance category during 2008-09 is shown at Table 6.7 on page 59. This suggests that only 9 projects were allocated to a National Plan Priority and to a Plan Guidance Category. 11 projects were allocated jointly to two National Plan Priorities. Thus, only 22 (31%) of projects from the 71 supported through GLAIF in 2008-09 are allocated to both a National Plan Priority and/or a Language Plan Guidance category.

6.5 GLAIF Expenditures for 2009-10

The GLAIF payments awarded to for new project activity for 2009-10 are set out in Table 6.4¹¹.

Table 6.4: GLAIF Expenditures for New Project Activity 2009-2010

<u>Organisation</u>	<u>No. of Projects</u>	<u>Value of Projects</u>	<u>Average Cost per project</u>
Historic Scotland	10	£141,590	£14,159
Comhairle nan Eilean Siar	5	£85,500	£17,100
Glasgow City Council	9	£65,340	£7,260
Highland Council	2	£33,280	£16,640
Dumfries & Galloway Council	1	£28,517	£28,517
Stirling Council	2	£20,000	£10,000
Learning and Teaching Scotland	2	£20,000	£10,000
Argyll & Bute Council	1	£18,450	£18,450
CMAL	1	£14,320	£14,320
Dualchas na Cloinne	1	£13,890	£13,890
Northern Constabulary	1	£12,000	£12,000
Perth & Kinross Council	1	£9,900	£9,900
North Lanarkshire Council	1	£8,800	£8,800
Consumer Focus Scotland	1	£2,000	£2,000
Crofters Commission	1	£250	£250
Total	39	£473,837	£12,150

In 2009-10 additional GLAIF expenditures of £473,837 supported a total of 39 new projects with an average project cost of just over £12,000. Some of this expenditure was allocated to existing organisations participating in GLAIF but the majority element was awarded to organisations entering the GLAIF funding stream for the first time. As such Historic Scotland and Glasgow City Council accounted for 19 (49%) of the new projects awarded funding through GLAIF in 2009-10. Funding awards to these two organisations amounted to 44% of the GLAIF funding allocated in 2009-10.

The general allocation of these projects to the National Plan Priorities and the four corporate areas identified in the Development Plan Guidance to public bodies is shown at Table 6.5.

¹¹ The analysis of data in relation to the 2009-10 GLAIF payments are based on the Bòrd na Gàidhlig Board paper dated 23 June 2009, reference P09-023.

Table 6.5: Allocation of Projects by National Plan Priorities and Guidance Areas 2009-2010

<u>Plan Priorities</u>	<u>No. of projects</u>	<u>Value of projects</u>
Usage	19	£237,270
Corpus	1	£10,000
Acquisition	8	£80,907
Status	11	£127,210
Total	39	£455,387
<u>Plan Guidance</u>		
Identity	8	£98,390
Publications	7	£95,350
Communications	11	£138,827
Staffing	11	£114,020
Total	37	£446,587

Table 6.5, shows that a total of 39 projects were allocated to a National Plan Priority with 37 of these projects also associated with one of the four corporate areas indicated in the “Guidance” for the development of Gaelic language plans.

The alignment of projects to a National Plan Priority and to a Guidance category has improved significantly since the 2008-09 allocations (Table 6.6) perhaps suggesting an element of learning and a greater degree of awareness and knowledge within the project management team managing the GLAIF process.

The analysis of the 2009-10 projects and their subsequent allocation to both a National Plan Priority and a Guidance category is shown at Table 6.7 overleaf.

The data presented in Table 6.7 indicates that 38 of the 39 projects awarded GLAIF funding in 2009-10 were allocated to both a National Plan Priority and to a Plan Guidance Category. In terms of the National Plan Priorities, 18 (47%) were allocated to the “Usage” priority with 11 (29%) allocated to “Status”. Projects allocated to the “Usage” priority also accounted for 53% (£246,920) of the additional GLAIF expenditures during 2009-10. “Usage/Communications” (6 projects) and Usage/Staffing” (6 projects) accounted in total for 12 of the projects supported with “Status/Identity”, accounting for 5 projects.

Table 6.6: Allocation of Projects across National Plan Priority and Plan Guidance Category - 2008-09

Category	Usage	Corpus	Acquisition	Status	Identity	Publications	Communications	Staffing	Totals
Usage									
Number	0	2	4	1	0	0	0	0	7
Value	0	36,000	46,600	50,000	0	0	0	0	132,600
Corpus									
Number	0	0	1	3	2	0	1	1	8
Value	0	0	44,200	29,600	18,300	0	8,300	8,300	108,700
Acquisition									
Number	0	0	0	0	0	0	1	1	2
Value	0	0	0	0	0	0	29,000	33,100	62,100
Status									
Number	0	0	0	0	2	0	0	1	3
Value	0	0	0	0	41,300	0	0	4,000	45,300
Totals - Number	0	2	5	4	4	0	2	3	20
Totals - Value	0	£36,000	£90,800	£79,600	£59,600	0	£37,300	£45,400	£348,700

Table 6.7: Allocation of Projects across National Plan Priority and Plan Guidance Category - 2009-10

Category	Identity	Publications	Communications	Staffing	Totals
Usage					
Number	3	3	6	6	18
Value	27,090	36,560	86,360	96,910	246,920
Corpus					
Number	0	0	0	1	1
Value	0	0	0	10,000	10,000
Acquisition					
Number	1	2	2	3	8
Value	3,000	24,470	30,717	22,720	80,907
Status					
Number	5	2	3	1	11
Value	68,300	34,320	21,750	2,840	127,210
Totals - Number	9	7	11	11	38
Totals - Value	£98,390	£95,350	£138,827	£132,470	£465,037

6.6 Analysis of the Gaelic Language Outcomes generated from GLAIF

6.6.1 Introduction

As indicated previously GLAIF has the primary purpose of supporting the implementation of Gaelic Language Plans prepared by public authorities under the framework of the 2005 Act. In this part of our assessment of projects supported by Bòrd na Gàidhlig we consider the language outcomes that have been generated by GLAIF. The focus of the analysis is on the four public bodies that accounted for the majority of funding awarded through GLAIF in 2008-09. The analysis of language outcomes is based on a sample of eight projects selected from across all the projects funded by the 4 public bodies through GLAIF funding.

6.6.2 GLAIF Financial Inputs - 4 Public Bodies

Table 6.8 provides a breakdown of the financial inputs from GLAIF to the four public bodies Highland Council; Highlands and Islands Enterprise; Comhairle nan Eilean Siar; and Argyll and Bute Council.

Table 6.8: Project Costs and GLAIF Expenditures for 4 Key Public Bodies 2008-09

<u>Organisation</u>	<u>Total Project Costs</u>	<u>GLAIF Contribution</u>	<u>Estimated Other Contribution</u>	<u>Leverage</u>
Highland Council	392,145	228,100	164,045	1:0.42
Highlands & Islands Enterprise	290,595	174,000	116,595	1:0.40
Comhairle nan Eilean Siar	166,125	132,900	33,225	1:0.20
Argyll & Bute Council	134,450	109,200	27,250	1:0.20
Total (£)	985,315	644,200	341,115	1:0.35

Notes: Total Project Costs are based on Bòrd na Gàidhlig intervention rates as stated in Board paper P08-042. Leverage is expressed as 1:X where X is expenditures by public bodies (estimated other contribution) divided by the Total Project Costs. 'Estimated Other Contribution' is the contribution from public bodies in receipt of GLAIF funding

Total GLAIF funding during 2008-09 for the four public bodies listed at Table 6.4 was £644,200. This represents 65% of the total projects costs for the GLAIF projects supported by these four organisations during 2008-09.

The four organisations are estimated to have contributed some £341,000 (35%) to the total costs of the projects supported. A notional leverage ratio has also been calculated and this ranges from 1:0.20 to 1:0.42.

It would be expected that this ratio would increase in future years as public bodies increase their respective contributions to Gaelic language projects supported by Bòrd funds. This would reflect the objective of mainstreaming Gaelic developmental activity within normal operational activities undertaken by the public bodies.

The distribution of GLAIF project expenditures across the National Plan Priorities and the categories set out in the 'Guidance' to public bodies is set out at Table 6.9.

Table 6.9: Distribution of Project Expenditures by National Plan Priorities 2008-09

<u>Priority</u>	<u>No. of Projects</u>	<u>Total Project Costs</u>	<u>GLAIF Contribution</u>	<u>Estimated Other Contribution</u>	<u>Leverage</u>
Usage	12	287,491	185,700	101,791	1:0.35
Acquisition	7	150,625	97,800	52,825	1:0.35
Corpus	4	123,167	97,200	25,967	1:0.21
Identity	3	177,429	84,800	92,629	1:0.52
Staffing	2	47,500	38,000	9,500	1:0.20
Status	2	21,500	17,200	4,300	1:0.20
Acquisition & Usage	2	19,950	15,600	4,350	1:0.22
Staffing & Acquisition	1	42,987	33,100	9,887	1:0.23
Status & Corpus	1	23,500	18,800	4,700	1:0.20
Usage & Corpus	1	26,667	4,000	22,667	1:0.85
Usage & Status	1	62,500	50,000	12,500	1:0.20
Total (£)	36	983,315	642,200	341,115	1:0.35

In 2008-09, GLAIF expenditures supported 36 projects across the four public bodies considered in this analysis. The National Plan Priority 'Usage' accounted for 12 (33%) of projects and 29% of GLAIF expenditures with 'Acquisition' accounting for 19% of the projects supported and for 15% of the GLAIF expenditures.

6.6.3 The Sample of GLAIF Funded Projects

Our sample analysis is based on 8 projects supported through GLAIF and managed by the four public bodies. Table 6.10 lists the 8 projects by each of the public bodies.

Table 6.10: Projects included in the GLAIF Review Sample

<u>Organisation</u>	<u>No. of Projects</u>	<u>Name of Project</u>
Highlands and Islands Enterprise	2	1. Language Learning for HIE staff 2. Business Challenge Fund
Argyll & Bute Council	2	1. Community Language Development 2. Family Learning Seminars
Highland Council	2	1. An Sgàilean Ùr 2. Sgrìobhadh sa Sgìre
Comhairle nan Eilean Siar	2	1. Ùlpan Gaelic Immersion Classes 2. Promotion of Gaelic Medium Education

6.6.4 Analysis of Project Activity and Outcomes

Tables 6.11 to 6.14 summarise the activities and language outcomes generated by the projects included in the selected sample.

Table 6.11: Highlands and Islands Enterprise

Project	Language learning for HIE staff	Business Challenge Fund
Project Duration	2008-11	2008-10
Funds Requested	GLAIF: £60K ; HIE: £30K	GLAIF: £80K; HIE: £40K
Projected Targets	Improved Gaelic skills in up to 25% of workforce. Fluency in 25% of workforce in Western Isles and Skye	20 businesses supported with integrated Gaelic into their working practices.
Projected Outcomes	Gaelic normalised within offices of HIE. Workforce capable of providing services through Gaelic in the Stornoway, Portree & Benbecula offices.	Profile of Gaelic improved as adding value to business outputs.
Reported Outcomes	Ùlpan classes held at HIE offices in Inverness and Dingwall. 3 people attending classes in Broadford.	No outcomes reported – expected start date summer 2009.
Assessment:		
<i>Language Capacity</i>	Gaelic language competence is being developed for some members of staff. Actual numbers and level of competence not reported.	No outcomes reported.
<i>Opportunity</i>	There should be some opportunities to use the Gaelic in informal settings within mainland offices. The formal use of Gaelic in business setting in Western Isles and Skye offices not reported.	No outcomes reported.
<i>Use</i>	The numbers of staff on training courses indicate a willingness to use the language. Knowledge of use in terms of hours and/or setting is not available.	No outcomes reported.
Direction of change	Positive	No change
Comment	Different targets stated in project proposal and end of year report. No indication if 25% (c90 people) within workforce have improved Gaelic language skills. No indication on the level of demand for Gaelic services in Skye and Western Isles.	No indication on the use of project funding.

Table 6.12: Argyll and Bute Council

Project	Community Language Development	Family Learning Seminars
Duration	2008-11	2008-11
Funds Requested	GLAIF: £29.6K ; A&B: £19.7K	GLAIF: £27K; A&B: £5.4K
Projected Targets	Strengthen the local Gaelic Partnership across Argyll. Increase the number of Gaelic learning opportunities for adults in the community. Provide a pathway for adult learners to develop towards fluency. Provide opportunities for arts based activities through the medium of Gaelic.	Provide prospective and existing parents with the tools necessary to raise Gaelic speaking children. To increase the numbers enrolling in GME.
Projected Outcomes	Increased capacity to deliver Gaelic learning opportunities locally. Increased number of adult learners. An increase in fluent Gaelic speakers. Increased skills, confidence and linguistic ability.	Parents who have confidence in the GM system and to commit to GM education. Benefits of GME become evident to others in the community.
Reported Outcomes	6 classes supported; drama activity supported through local Fèisean; Gaelic day for children. No measures or indication of participation levels.	Outcomes reported in generalised statements. No measures or indication of participation levels.
Assessment:		
<i>Language Capacity</i>	Attendance at classes will have improved language capacity.	No measurable outcomes reported.
<i>Opportunity</i>	At classes and events/festivals. Strengthening of local networks to create opportunity to use language in informal and formal settings. Community engagement associate with project a positive indicator.	No measurable outcomes reported.
<i>Use</i>	Attitudes positive to language - participation in classes and other Gaelic events/festivals.	No measurable outcomes reported.
Direction of change	Assumption is positive	Assumption is positive
Comment	Measurable indicators in relation to language outcomes not set so can only report in generalised terms albeit that these are assumed to be positive.	A project that should have positive outcomes in relation to raising awareness of benefits of GME but cannot assess due to lack of any data/information on activities/participation and benefits.

Table 6.13: The Highland Council

Project	An Sgàilean Ùr	Sgrìobhadh sa Sgìre
Duration	2008-09	2008-11
Funds Requested	GLAIF: £47.9K; Other: £53.7K(unconfirmed)	GLAIF: £100K; Other: £50k
Projected Targets	5 new Gaelic films created by young people. 50 pupils to participate in project. Hardware purchased to remain in ownership of Highland schools. Films showcased in pupils' own area.	Project to visit all Gaelic medium schools in Highland. 2 writers per term/school and 10 schools participating. All bookshops/other outlets targeted to stock Gaelic books. Increase number of community events involving Gaelic writers.
Projected Outcomes	Films to be a resource to inspire future engagement in Gaelic media. Participants to develop new skills. Raise the profile of Gaelic with young people. Young people working through the media of Gaelic. Work shared with wider community, promoting the use of Gaelic.	Gaelic language and literacy in schools enhanced. Increased awareness of Gaelic literature at community level. Training for adults in Gaelic writing. Provision of printed materials and website. Creation of employment.
Reported Outcomes	Project reported as making good progress. Work activity taking place in Bun Sgoil Sheilte; Àrd Sgoil Phort Rìgh; Àrd Sgoil a Phluic and Bun Sgoil Inbhir Nis.	Good progress reported. Co-ordinator appointed. Preparation materials for project being prepared.
Assessment:		
<i>Language Capacity</i>	Undetermined but should be developed in the creation of films and in managing the overall process.	No measurable outcomes reported. Capacity enhanced if projected outcomes achieved.
<i>Opportunity</i>	Language used in a mainstream new economy activity with significant employment potential to young people.	No measurable outcomes reported. Opportunity extended if projected outcomes achieved.
<i>Use</i>	Networking between young people and Gaelic business sector enhanced. Positive attitudes towards Gaelic language as a differentiator in developing future career pathways.	No measurable outcomes reported. Attitudes positive towards Gaelic literature – potential to develop a new cadre of writers and readers.
Direction of change	Positive.	Assumption is positive.
Comments	End of year report does not report against targets/outcomes stated in project proposal. Reporting format not based on Bòrd template.	End of year report does not report against targets/outcomes stated in project proposal. Reporting format not based on Bòrd template.

Table 6.14: Comhairle nan Eilean Siar

Project	Ùlpan Gaelic Immersion Classes	Gaelic Medium Education Initiatives
Duration	2008-09	2008-11
Funds Requested	GLAIF: £40K	GLAIF: £55k
Projected Targets	<p><i>Funding request not made on Bòrd project proposal template.</i></p> <p>Funds required for:</p> <p>Assistance with tutor training costs.</p> <ul style="list-style-type: none"> • Increase number of classes. • Create a student bursary scheme. • Provide teaching materials. • Advertising costs. 	<p><i>Continued project funding.</i></p> <p>Funds required for:</p> <p>Promotion of GME.</p> <p>Extending Gaelic Home Visits.</p> <p>Research – demand for Gaelic schools.</p> <p>Gaelic in Curriculum for Excellence.</p> <p>Continue Gaelic Cultural coordinator project.</p>
Projected Outcomes	<p><i>No Outcomes stated.</i> Project paper states..."employment of this method of teaching is seen as a prerequisite to increasing the numbers of Gaelic speakers in Western Isles".</p>	<p><i>No Outcomes stated.</i> Project paper states..."support from GLAIF would be spent in vital, core areas in terms of the nurturing and propagation of the Gaelic language..."</p>
Reported Outcomes	<p>Ùlpan training completed with 3 tutors now in Uist; 1 in Barra and 10 in Lewis. Expected that trained tutors will organise and deliver classes. Demand known for classes throughout islands. 60 students currently on Ùlpan courses at Lews Castle – students supported with class costs. Comhairle survey of staff indicated 29 staff interested as learners and 28 as improvers. Comhairle pay for fees as part of CPD. Payment made via GLAIF funds.</p>	<p>Information leaflets produced to promote GME. Information packs produced for new parents to explain Gaelic bilingualism. £4k spent on partnership working with CNAG to promote Gaelic across community. Research undertaken to ascertain demand for Gaelic schools.</p>
Assessment:		
<i>Language Capacity</i>	Positive if momentum maintained.	No measurable outcomes.
<i>Opportunity</i>	Positive if momentum maintained.	No measurable outcomes.
<i>Use</i>	Positive if momentum maintained.	No measurable outcomes.
Direction of change	Highly positive.	Assumption is positive.
Comments	<p>Reporting format not based on Bòrd template. Targets and Outcomes not reported with clarity. Some significantly positive language outcomes are potentially not being recorded as a result of the reporting template adopted by Comhairle.</p>	<p>Whilst project activity takes place with the assumption that the result is positive there is no verification of any real outcomes. E.g. how many parents have chosen GME for their children as a result of this intervention?</p>

6.7 Conclusions from the Review of GLAIF Projects

6.7.1 *Overview*

The appraisal of projects for GLAIF funding by Bòrd staff is well structured and presents a high degree of transparency for audit and accountability purposes. Evidence also exists across policy papers and other reporting media that lessons are being learned from project management experience and changes are being made to improve processes and systems. It does seem however, that a significant amount of project officer time is allocated to managing the initial appraisal processes. This is possibly at the expense of monitoring and evaluating whether language outcomes are being achieved through the supported GLAIF projects. It should be noted that it is the language outcomes that are being achieved that are important in the long-run rather than adopting a “belt-and-braces” approach to initial project appraisal, albeit that this is an important part of the overall project management cycle.

There is also some difficulty in accessing/understanding the current position of GLAIF funded projects without having to resort to reviewing the myriad of electronic project files that have been created in relation to tracking the project proposal submissions from the public bodies participating in the GLAIF funding stream.

In order to improve project management processes and develop the internal capacity to track performance with a greater degree of knowledge and understanding, Bòrd na Gàidhlig should consider investing in a bespoke project management system that can record and track in a systematic way language outcomes across the dimensions of geography, programmes, projects, type of activity etc. Such a project management system would significantly improve levels of transparency, accountability and the capability to understand at a fairly detailed level the types of project activity and the extent of the language outcomes that are being achieved at the community level. In relation to understanding language revitalisation processes it is important to have both the capability to track and to link the language outcomes generated by project activity to the language policies stated in the National Plan for Gaelic.

A number of project proposal submissions and end of year project reports from public bodies were not submitted on the standard proposal form issued by Bòrd na Gàidhlig. This causes some difficulty in appraising projects on an equal footing with all other project submissions. Those project submissions submitted in non-standard format and reviewed by the consultants lacked clarity in relation to activity, outcomes and funding parameters.

End of year reports submitted in these independent reporting formats also lack transparency in the sense that it is difficult to match expected activity and outcomes with the actual outcomes/results generated by the project(s).

All proposals submitted for funding should utilise standard templates otherwise the project proposal should be rejected. It is important that Bòrd na Gàidhlig is capable of not only tracking project activity and funding expenditures but also has a process in place that can gather relevant intelligence on the language outcomes generated by project activity at community level. This is not possible if public bodies take an ad-hoc approach to the submission of project proposals and the subsequent reporting of results.

The standard GLAIF project proposal and reporting templates are in the main adequate for the purposes that they have been utilised for within the present project management set-up. However, they would be enhanced with a number of small inclusions:

- Project link to National Plan Priority
- Standardised sub-areas of activity
- Standardised activities and outputs/outcomes
- Additionality and funding leverage
- The extent and composition of local /national Partnerships

The purpose of these additional reporting categories is to enable the performance measurement and evaluation of project activity and outcomes to become more standardised and easier to report in relation to justification and rationale parameters in the context of the National Plan priorities. This does not exclude additional areas of activity and outcomes to be reported by project managers in receipt of financial support through GLAIF and/or other future funding streams.

Many of the GLAIF projects reviewed by the consultants are innovative and should support Gaelic language development processes and the aim of achieving language sustainability in the long-run. However, there is some difficulty in matching the expected targets/outcomes stated in project proposals to the actual language outcomes being reported by public bodies. This could be a reporting issue in the sense that there is a lack of understanding on behalf of the respective public body as to what is expected in terms of performance reporting. As a result Bòrd na Gàidhlig needs to ensure that a robust reporting and performance system is in place to enable a clear understanding of the direct Gaelic language outcomes/impacts resulting from project interventions. At the present time, from the evidence reviewed by the consultants, there is little direct indication that this is indeed the case.

6.7.2 *Achievement of Overall Outcomes*

Whilst a range of outcomes are undoubtedly being achieved across the projects being supported through GLAIF, the present reporting process appears almost to discount the importance of recording any language related outcomes.

Our sample selection clearly indicates that whilst the consultants have made the assumption that the direction of change is positive; the non-reporting in many cases of any type of language outcome should be a matter of concern both for the public body and for Bòrd na Gàidhlig. In relation to GLAIF there are some significant expenditures being made to support Gaelic development but the evidence in project papers do not fully indicate/report the achievements expected in relation to Gaelic language outcomes.

A number of the end-of-year reports also seem to indicate targets and outcomes that are at odds to what was stated as expected activities and outcomes in the original project proposal. It is important to ensure that activities for which funding awards are made actually take place in the form that has been agreed upon between the Bòrd and the public body.

6.7.3 *Assessment of Additionality and Leverage*

The reporting of additionality and leverage factors appear not to be considered in the overall project management approach adopted for GLAIF. However, project appraisal papers show a declining intervention rate being applied by Bòrd na Gàidhlig to support projects seeking funding but there is no robust evidence or verification of the level of expenditures made by the public bodies in support of the GLAIF awards.

Again, this is a function of tightening up on the project management processes that are adopted by the Bòrd in the process of making funding awards and in the overall performance measurement of programme and projects in terms of activities, outputs and outcomes. If the ultimate aim is to mainstream many of the Gaelic project activities supported by the Bòrd, within the Scottish public bodies, then there is a need to clearly understand and record the match funding of projects from both public and private sector resources.

6.7.4 *Measuring Effectiveness*

The measurement of effectiveness should be at the centre of the management of language policy under the control of Bòrd na Gàidhlig. This requires an emphasis on tracking performance measures at each stage of the policy-to-outcomes pathway illustrated at Figure 3.2 on page 21.

A handful of core (strategic) and operational indicators should be in place to track the direction of change as this relates to specific language policy measures.

The evidence from this brief review of GLAIF indicates that linkages between the strategic and operational indicators that should be in place to track progress are weak when assessed in the context of the project outcomes reported by the public bodies in respect of the funding awarded through GLAIF.

However, the consultants recognise that the measurement of outcomes constitutes one of the most difficult parts of policy evaluation/assessment particularly when dealing with language in a developmental context. This is because the measurement of outcomes is very much a direct function of the area/domain in which the specific policy is operating and many outcomes are also of an intangible nature.

As such, within all the caveats and constraints involved in the implementation of language policy, it remains important that public bodies and the Bòrd employ a robust project management system capable of tracking and linking outcomes to policy measures which is also capable of balancing the need to foster and encourage different types of project activity that will underpin the long-term sustainability of Gaelic.

6.7.5 *Trust and Responsibility*

The successful long-term management of the legacy of GLAIF and other language development intervention programmes/projects involves the allocation and taking of responsibility for project activities and the development of trust between the relevant stakeholders. A strong working partnership is now becoming embedded in relationships between Bòrd na Gàidhlig and the public bodies implementing Gaelic language plans and this arrangement should be maintained for the future. The sustainable management of Gaelic language resources beyond project funding timescales should be a key issue for stakeholders in the sense that the issue relates primarily to the availability of future funding channels and the sustainability of individual Gaelic language projects in the long-term.

6.7.6 *End Comment*

As already indicated, the success of GLAIF and other related language revitalisation support programmes and projects rest to a great degree on how well communities are supported through the project development and implementation phases by public bodies and Gaelic support agencies and the collective approach adopted to coordinate overall activities.

In this respect there is a cross-over between the language developmental elements of capacity, opportunity and use that needs to be nurtured and supported and which is highly dependent on a range of resources extant within each community.

Many of the technical pre-requisites for project success like the availability of project management skills, access to information, funding, liaison with agencies and flexibility of approach etc are known factors within any project management set-up.

Another important factor is the ability of support agencies to respond in an appropriate manner to the needs of a particular community. Having a thorough knowledge of the Gaelic language dynamics within the community make-up is a vital step towards the goals of clarifying the needs of various groups who have indicated a desire to implement a specific language project.

With decision-making at a community level, the process of analysis and planning can configure a project clearly along the lines of community needs and available resources and skills.

A clear advantage of agency support and engagement with the community from the outset is that objectivity in terms of project goals and outputs can be enhanced. In turn this can reduce the chances of failure and thus mitigate any loss of confidence within the community in relation to their own abilities to initiate and manage Gaelic language projects for themselves. This should be seen as the basis for creating a sustainable future for Gaelic.

7. **The Performance Measurement Framework**

7.1 Introduction

In this section an overview is provided of the building blocks of a performance measurement framework. Performance measurement is about measuring the results of a policy intervention. The main purpose of this framework is to assist the Bòrd in measuring the progress of its language development actions through its funding and development effort and to satisfy the needs of its key stakeholders and partners now and into the future. Performance indicators and measures should reflect the long-term agenda drawing from the language development priorities set out in the National Plan and the Corporate Plan. They are not intended as operational targets for the Bòrd itself. Those kinds of specific targets will flow from the Bòrd's annual business plan and other associated reporting linked to partnership arrangements with the Scottish Government, public bodies and Gaelic development organisations.

7.2 Some Design Principles

In the development of performance measurement frameworks there are generally three steps that drive the process, and they are:

- Agreement on the outcomes/results that are intended to be achieved (a vision);
- A decision on what to measure, in order to compare what has happened to what was intended; and
- A demonstration of progress and achievements so that any necessary follow-up actions can be taken to reconfigure and/or re-specify policy.

The application of these general principles will lead to the design of a framework and associated performance indicators which will:

- Allow comment on progress towards achieving Bòrd na Gàidhlig's strategic aims and objectives as set out in the National Plan for Gaelic and the current Corporate Plan.
- Enable the Bòrd and its partners to assess performance across projects. In other words, there is a need for a common set of indicators which reflects the specific types of projects to be pursued and the anticipated language outcomes;
- While enabling comprehensive assessment of performance, minimise the claim on human and financial resources necessary to do so; and
- Be easily understood and applied.

In turn, these general principles point to a need for performance indicators which are:

- **Appropriate:** all indicators must be relevant to the assessment of strategic aims and objectives as well as to the types of language revitalisation projects likely to be pursued.
- **Measurable:** all indicators must be capable of measurement at the interim or ex-post stage.
- **Quantified:** all indicators when expressed as targets must be quantified.
- **Capable of aggregation:** indicators should be amenable to aggregation across projects to allow comment on progress at the strategy level in terms of the language planning principles of acquisition, usage, status and corpus.

7.3 The Basic Structure

The basic structure of the proposed framework is to first classify activity/priority categories which relate directly to each of the Bòrd's strategic and operational objectives. Table 7.1 illustrates an example of the approach underpinning a typical performance measurement framework.

Table 7.1: Example of Basic Performance Measurement Framework

<u>Strategic Priority</u>	<u>Operational Objective</u>	<u>Activity/Priority</u>
Language Acquisition	Acquisition in the home	A1:- A2:- A3:-
	Acquisition through education	B1:- B2:- B3:-
	Acquisition in adult learning	C1:- C2:- C3:-

Most, if not all, projects could be assigned to these activity/priority categories, again based on the main strategic/operational objective which they are meant to contribute towards. For example, one activity/priority category proposed is to support the “*roll-out of Ùlpan language learning and review its effectiveness*”, which links directly to one of the Bòrd’s strategic language planning categories “Language Acquisition” and the operational objective of “Acquisition in adult learning”. During planning and monitoring of the National Plan for Gaelic all projects involving support to “increasing the number of adult learners to fluency” would be assigned to this category. The targets and outcomes for these projects would, in turn, contribute to the National Plan strategic objective of Language Acquisition.

The proposed structure also utilises a 'pathways to impact' approach. This is an increasingly common feature of established performance monitoring systems. The conceptual framework is as shown at Figure 3.2 on page 21.

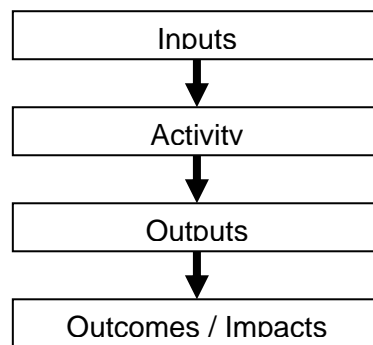
The approach involves specifying a menu of performance indicators for each activity/priority category, defined in terms of input, activity, output and outcome/impact indicators. Some of this terminology may be new to Bòrd na Gàidhlig and, for clarity, the terms used and their definitions are:

- **Inputs:** this refers to the financial costs of undertaking projects. In some instances, organisations have sought also to track human resource inputs in order to capture more fully total project costs.
- **Activities:** these are what Bòrd na Gàidhlig is purchasing through projects. For example, the number of adult learners assisted. Similar projects are grouped together in **activity categories** depending on which strategic objective they will contribute towards. They can be described in terms of **activity indicators** which measure the scale of activity and, in the current context, will provide a guide of the extent to which interventions are targeting specific operational objectives.
- **Outputs:** these are the benefits to specific client groups and represent an intermediate linkage between activities and outcomes/impacts. Thus, for example, the **output indicators** for a training project could include the number of participants gaining a recognised qualification/certificate showing the level of competence gained in Gaelic. It is output indicators which form the basis for assessing progress towards achieving strategic objectives and targets.

- **Outcomes/impacts:** these can be thought of as the ultimate benefits from a project which accrue to the wider Gaelic speaking community/Scotland as a whole. These form the basis for assessing progress towards achieving the overall strategic aims being pursued by Bòrd na Gàidhlig through the National Plan.

The rationale for this approach is that, in effect, we are seeking to trace the causal linkage between inputs and outcomes/impacts, allowing for intermediate outcomes which in themselves reflect important results for the strength and vitality of the Gaelic language within the community. Figure 7.1 illustrates these linkages.

Figure 7.1: Pathways to Impact



Moreover, the performance indicators specified will allow direct comment on the extent to which operational and strategic objectives have been achieved. However, there is a difficult balance to be struck between the richness of the data generated, collated and analysed, and the effort needed to do so. There are, in principle, a myriad of indicators which could be used to assess progress for most operational and strategic objectives.

Extending the range of performance indicators will, therefore, increase the burden placed on operational personnel at a time when staff resources are an increasing constraint on the Bòrd and other public bodies. In view of this, it is proposed that Bòrd na Gàidhlig adopts a core indicators approach. This involves specifying a relatively limited range of indicators for each activity. In turn all public bodies and Gaelic development organisations will be required to report monitoring information in relation to Gaelic language plan targets including other language development programmes/projects in receipt of Bòrd na Gàidhlig funding. Core indicators would also represent the minimum scope of the quantitative aspects of evaluation studies that would seek to assess the extent of the language outcomes being achieved within the context of National Plan targets.

7.4 Additionality

When measuring progress and in assessing how projects meet the objectives set, the contribution of what would have been achieved without Bòrd support needs to be recognised. In particular, the additionality of benefits – those effects on the language that have happened because of the Bòrd and its work - or were other factors more significant?

A high level of additionality can be expected from the Bòrd's support of Gaelic language based developmental projects. For example, GLAIF/other projects, should over time draw in significant sums from public and community sources. A significant level of leverage within a minority language development context is very difficult to achieve. As such the Bòrd will require to work within high performing partnerships across the public sector to achieve the challenging aims and targets set out in the National Plan. Without the facilitation and financial support of the Bòrd, it is hard to see how current investment levels in Gaelic language development would be secured and/or whether the emphasis on improving the state of Gaelic in Scotland would be as strong as is currently the case.

7.5 Performance Monitoring Focus

In order to measure progress, the framework focuses on indicators that will measure outcomes from the language development activities – undertaken by the Bòrd and by its partners. This means that the monitoring will assess whether the outputs from the language development activities (number of Gaelic development plans) have led to the desired outcome (an increase in the number of speakers and users of Gaelic). The performance measurement framework and associated indicators need also to show evidence that the language plans of public bodies are actually making a real difference to the vitality of the Gaelic language at community level.

The proposed indicators will be crucial in monitoring the activities of the Bòrd and ensuring that its performance can be judged against the objectives set. As indicated above the Bòrd should identify a small number of core indicators in line with best practice. Baseline data collected by the Bòrd will set out the initial values against which the indicators will be measured and tracked over time and space.

Targets will be identified so that progress can be measured over time. It may be that there is not sufficient data/information at the present time on which to establish targets and that research will be required to fill any knowledge gaps.

7.6 Core Indicators

The performance monitoring framework will operate at two inter-connected levels. It will have a small number of core indicators supported by a larger number of more specific measures or project/operational support indicators.

For the four strategic language planning categories/strategic priorities of Acquisition; Usage; Status; and Corpus - there will be core indicators.

The core indicator is intended to reflect broadly based progress, be an appropriate measure of progress, and be capable of comparison across regional boundaries, i.e. Western Isles, Highland etc, and if possible with other minority language situations, for example Wales and Ireland. Taken together, the core and operational level support indicators will demonstrate the real strategic direction of the Bòrd and its language planning policies. The supporting measures provide fuller detail and a more complete assessment of progress. Both sets of measures recognise the limitations of data readily accessible and are not always the ideal. They will, however, enable the Bòrd to understand and demonstrate the extent to which its interventions are making an effect on the state of Gaelic in Scotland.

The Bòrd's overall aim is to secure a sustainable future for Gaelic in Scotland and for Gaelic to be increasingly used in the home, community and public life. In many ways the most important measure is that of confidence within the community in that tangible progress is being seen to happen in respect of the strength and visibility of Gaelic across a range of categories/domains of use. This will be an outcome of Bòrd activities. Sustainable Gaelic development will mean that Gaelic speakers and users have a confidence about the language's future, a positive view of it and of themselves and of their linguistic and cultural heritage. More widely, growing levels of community confidence are increasingly recognised as being a crucial determinant of successful change within any public sector intervention process.

7.7 The Bòrd's Strategic Approach to Language Development

The Bòrd will adopt a strategic approach in implementing the National Plan for Gaelic. It should focus its efforts and resources on achieving the National Plan's strategic goals and on the implementation of appropriate programmes/projects, in recognition that:

- Many of its actions are mutually re-enforcing.
- They have a collective impact greater than the sum of their individual actions.
- Actions in collaboration with partners are a pre-requisite of success in the delivery of the National Plan.

In adopting this approach the Bòrd will deliberately focus resources on a small number of National Plan priorities. By definition, it will not seek to deliver on all of the aspirations set out in the National Plan immediately. Rather, it will develop its performance in those areas identified as having the greatest short, medium and long term impact on the aims of the National Plan. To do so requires not only a strategic approach to language planning but also a mechanism that can provide the Bòrd with the strategic data/information it requires to determine the extent of the scale and the direction of change emanating from its policy interventions to support the future sustainability of Gaelic.

7.8 Strategic Vision and Objectives

The over-arching vision of the National Plan and of the Bòrd's work as set out in the 2009-11 Corporate Plan is to realise the goal of:

“...securing a sustainable future for Gaelic in Scotland....to see Gaelic increasingly used as the language in the home, community and public life

The achievement of this goal is dependent on four strategic objectives:

1. Restoring the Gaelic language to a state of natural growth and usage in the home, community, and in public life by 2031, and stabilising it in the short-term.
2. Increasing the numbers entering early years Gaelic Medium Education who progress through Gaelic Medium primary and secondary education.
3. Increasing the number of adult learners progressing to fluency.
4. Increasing literacy among Gaelic speakers

These strategic objectives need to be implemented in such a way that they can demonstrate their respective contributions to the longer term strategic vision set out above. All Gaelic language programme and project activities need to be capable of making a contribution towards this end.

An illustration of the performance measurement framework as it would apply to the language planning priority of “*language acquisition*” along with some examples of potential indicators are set out below.

EXAMPLE OF CORE INDICATORS

PROGRAMME AND PRIORITY AREA : Language Acquisition			
Strategic Objective: Increase the numbers entering early years GME who progress through GM primary and secondary education			
<i>Core Indicator: Number of people being taught through Gaelic Medium education</i>			
Operational Objective	Activity/Priority	Indicator	Description of target
Acquisition through education	Disbursement of Specific Grants for Gaelic Education to Local Authorities	No. of people in GM Primary education No. of people in GM Secondary education	Increase in number of young people in GME
Data collection method			
Frequency of data collection			
Baseline position			
Making Progress (Direction of Change) ↑ ↔ ↓			

PROGRAMME AND PRIORITY AREA: Language Acquisition			
Strategic Objective: Increase the number of adult learners progressing to fluency			
<i>Core Indicator: Number of adults learning Gaelic</i>			
Operational Objective	Activity/Priority	Indicator	Description of target
Acquisition in adult learning	Develop and implement a Grant Scheme to support acquisition of language skills	Number of people learning Gaelic Number of people gaining a Gaelic language competence certificate	Increase in number of people attending Gaelic learning courses Increase in number of people gaining a Gaelic language competence certificate
Data collection method			
Frequency of data collection			
Baseline position			
Making Progress (Direction of Change) ↑ ↔ ↓			

PROGRAMME AND PRIORITY AREA: Language Acquisition			
Strategic Objective: Increase the number of adult learners progressing to fluency			
Core Indicator: <i>Number of Ùlpan trained tutors</i>			
Operational objective	Activity/Priority	Indicator	Description of target
Acquisition in adult learning	Support the roll-out of Ùlpan language learning and review its effectiveness	Number of Ùlpan tutors trained	Increase in the number of registered Ùlpan trained tutors
		Cost of Ùlpan tutor training	Cost per tutor trained
Data collection method			
Frequency of data collection			
Baseline position			
Making Progress (Direction of Change) ↑ ↔ ↓			

In addition to creating core indicators for each of the language planning priorities a range of support indicators also need to be developed to track progress and change at the operational level. Support indicators will, in the main, relate to project level activity but should be capable of aggregation across public bodies/Gaelic agencies and across geographies.

However, not everything that Bòrd na Gàidhlig does in relation to Gaelic development activity can be measured due to time and resource constraints. As such a degree of care needs to be taken to identify the core and support indicators that will explicitly show the extent of progress that is being made across each of the four language planning priorities of the National Plan for Gaelic.

8. Conclusions and Recommendations for Future Development

8.1 Introduction

This section draws on all of the research findings to date, its main conclusions and lessons for the future. It focuses on a relatively small number of recommended actions for consideration by Bòrd na Gàidhlig.

As noted at the start of this report, the study was based on a learning approach that aimed to inform future project development support processes and systems within Bòrd na Gàidhlig rather than being a critical evaluation and/or audit of the impacts generated by project activity to support the Gaelic language revitalisation effort.

This section draws on conclusions set out in the report and they are the basis of the actions proposed for consideration by the Bòrd as it moves towards the development of the new National Plan for Gaelic. The recommendations address issues of approach and of strategic development designed to support the Bòrd in creating the circumstances to enable a sustainable future for the Gaelic language in Scotland.

8.2 Strategic Review of Work to Date

Notwithstanding the various difficulties associated with the assessment of results from work to date it is evident that Bòrd na Gàidhlig within a comparatively short time-span has:

- Responded rapidly to the need to take forward the priorities of the National Plan for Gaelic.
- Operated at a high level of activity with very significant engagement with stakeholders and partners.
- Delivered and supported a wide range of language-based project actions.
- Managed to coordinate and implement a range of project management activity with limited staff resources whilst dealing at the same time with significant organisational change.
- Invested a major financial commitment in support of Gaelic language development. This development effort, applied in support of Gaelic organisations along with funding directed through GLAIF, Taic Freumhan and other language based projects, has led to significant investment by a range of partner organisations across different communities.

8.3 Conclusions on Progress to Date

The National Plan for Gaelic along with the 2009 to 2011 Corporate Plan set out a wide range of priority actions, which require to be implemented within relatively short time-scales, particularly in the context of language planning processes. A high degree of emphasis, quite rightly, is placed on Language Acquisition and Language Usage with many projects designed to directly address the urgency of increasing the number of Gaelic speakers.

However, the range and extent of priority actions listed in planning documents raise some questions over the resource capacity of the Bòrd to fully implement the actions inherent within each language planning priority. The range and number of expected actions also seriously question the Bòrd's capability to track performance against stated language planning priorities and expected language outcomes. The Bòrd needs to bring resources to bear to enable progress to be measured across a range of Gaelic language domains. In addition, progress against National Plan objectives and targets needs to be communicated to all relevant stakeholders and in particular to Gaelic speaking communities across Scotland as a whole.

The Language Plans being produced by public bodies attempt to address one of the most difficult issues facing the Bòrd, namely, how best to balance the need for short term progress with the longer term aims of revitalising Gaelic and reversing language shift. There are a range of choices inherent in this balancing of priorities. There is the need for the Bòrd to have the ability to report with clarity on sustainable progress to the Scottish Government but just as importantly there is also the need to instil confidence and belief in the Gaelic community that the language has a future within Scotland at all levels of life and that individuals and communities are at the heart of achieving the overall vision of “...securing a sustainable future for Gaelic in Scotland”.

During the course of this research two specific project funding streams were assessed. The summary conclusions from our review and assessment of the Taic Freumhan Fund and of GLAIF are as follows:

- Taic Freumhan Fund

During 2008-09 Bòrd na Gàidhlig made grant awards of £147,800 through the Taic Freumhan Fund. These funding awards supported 101 projects with an average project cost of £1,463. 60% of projects were located in the Highlands and Islands. Nearly 50% of projects involved Gaelic language classes and social/activity events. Projects have, in general terms, promoted and raised awareness of Gaelic and have set down some foundations on which to build the future sustainability of the language.

The outcomes generated by project activity are many and varied but it is difficult to say with any degree of certainty, based on the reporting information provided by project applicants, what impact this has had on Gaelic language revitalisation efforts. The Taic Freumhan Fund is an important element in the “tool-kit” of approaches that can be applied to improving the state of Gaelic in Scotland. However, the overall approach to revitalising the language and reversing language shift needs to be more explicitly linked to a focused “programme” of activities that have clear and measurable language outputs and outcomes than is presently the case.

- *Gaelic Language Act Implementation Fund*

The value of the Fund is £1.4 million annually and it is expected that some £5.3 million will have been allocated to public bodies in the period 2006-07 to 2010-11. Three public bodies – Highland Council, Highlands and Islands Enterprise and Comhairle nan Eilean Siar are expected to account for around 45% of GLAIF expenditures with Highland Council accounting for 20% of the overall total.

Many of the projects funded through GLAIF should support Gaelic development processes over the long-term. We have concluded from the review of a small sample of GLAIF projects that the direction of change is positive. However, whilst a range of outcomes are undoubtedly being achieved across the projects being supported through GLAIF the present reporting process appears almost to discount the importance of recording any language related outcomes. Reporting systems need to be improved significantly to enable greater clarity to be brought to bear on the actual language outcomes being generated through the projects funded through GLAIF and managed by the public bodies. At the present time the effectiveness of GLAIF is largely undetermined principally as result of the approach taken to setting targets by Bòrd na Gàidhlig and in the reporting of language outcomes by public bodies.

8.4 Recommended Future Actions

The recommended actions for consideration fall into a number of areas of strategic development, namely:

1. The Planning Process

There exists the requirement and the opportunity to develop the performance management of the Bòrd’s work in line with the timescale for the next National Plan. Over the coming twelve months there is the prospect of developing and piloting new performance monitoring alongside key stakeholders and partners.

A fundamental element of language policy evaluation/assessment is in understanding the cause and effect factors that affect the overall desired policy outcomes.

The primary outcome being sought by the National Plan for Gaelic ... *the creation for a sustainable future for Gaelic in Scotland...* depends to a great extent on the behaviour and attitudes of people towards Gaelic. Many of the outcomes associated with the National Plan for Gaelic must be analysed in terms of the results emanating from people's behaviour in relation to acquisition and use of the language.

Beyond the paramount importance attached to education and learning, there is the need to create a positive environment that can add to the prestige attached to Gaelic within society as a whole. Given the scope and ambition of the National Plan it is important to position the activities supported and facilitated by the Bòrd in those areas where they can be most effective in relation to language outcomes. This will involve:

- Explicit identification of key priorities with a maximum 5-6 that will be the focus of activity over the next 12-15 months
- An ordering/ranking of other actions to place them in order of significance
- Defining expectations of the role of other "delivery" partners – finding ways of securing support for outcomes from the other Gaelic bodies

This will mean that the relative importance of the language planning categories of Language Acquisition, Usage, Status and Corpus will have to be "re-visited". Actions taken under each of these headings need to demonstrate the way and the extent to which they will contribute to the strategic objectives. Also, and of crucial importance, there will be the need to make explicit the weighting attached to individual language planning categories. This will then be supported by budget allocation to take these priorities forward towards implementation by the various partnerships established by the Bòrd.

To improve the planning process and strengthen the feedback loop between language policy; language in action; and language in the community, a number of specific elements need to be present within the structures and systems managed by Bòrd na Gàidhlig, namely:

- The identification of core and support indicators that cover all the Gaelic language priority actions under the control and management of Bòrd na Gàidhlig.
- The procurement of a computer-based database management system for project control and performance reporting to track the outcomes generated by programmes and projects that would inform and support the overall language planning processes employed by the Bòrd.

- Establishment of a research unit to manage the process of monitoring and evaluating programmes and projects. The unit would also have overall responsibility for the collection and dissemination of all statistics relating to Gaelic in Scotland.
- A community engagement plan that communicates effectively across all stakeholder groups and which includes the requirement to disseminate data and information on progress towards the achievement of the Gaelic language priorities set out in the National Plan and in the Corporate Plan.

2. *The Delivery Process*

There is a need to revise and streamline the language development project funding process. It needs to be:

- A more focused set of support priorities with explicit links to National Plan objectives
- Structured onto a programme basis
- Demonstrably focused on outcomes from support
- Delivered in partnership with other bodies

This approach would change the role of the Bòrd and the demands upon its resources, especially staff time. Most importantly programme support can justify and result in strong performance measurement in ways not practical or meaningful at the project level.

3. *Programme Development*

A programme is a set of inter-related projects aimed at achieving strategic impact. Many individual projects will have little if any outcomes/impacts and little that is measurable. Collectively, projects and the level of resources attached to them, when managed as a programme can demonstrate progress towards strategic priorities with a greater degree of clarity. This method of working would also address the comprehensive “under-recording” of language benefits generated from Bòrd investment noted in the report.

The programme development process means a combination of potentially scaling back/discontinuing projects, combining projects and/or re-defining actions. Unless a programme element is clearly contributing to one of the language planning priorities it should not be included within those areas that are eligible for support from the Bòrd’s resources.

Placing language development actions onto a programme footing – as opposed to current project support will change the role of the Bòrd to one with a greater emphasis on:

- Demonstrating how programmes will contribute to the National Gaelic Plan through involving a more enhanced leadership role.
- Greater programme management and oversight by Bòrd staff with less direct delivery.
- Gathering better intelligence on language issues from within communities
- A more structured and clear performance measurement framework that is allied with communicating progress to communities and partnerships.
- Drawing in more fully other Gaelic bodies and partners and creating better levels of leverage in the use of the Bòrd's resources to help deliver the National Plan.

In tackling these aspects of strategic development there will be improved strategic alignment with a more focused set of activities rather than the dispersed nature of some of the current actions. A small number of core indicators that clearly illustrate overall progress should be in place and be reviewed on a regular basis by the Bòrd Directors. A larger number of more operational targets should be assessed by the Bòrd's senior management and staff on an ongoing project by project basis.

4. Planning for Change

The introduction of the changes recommended above will take time and investment. As such it is important that Bòrd na Gàidhlig identifies budgets, responsibilities and a timeline to introduce the recommended actions. The recommended actions should be considered as the minimum required for creating a solid foundation for the Bòrd to make progress towards achieving the vision set out in the National Plan.

The next 12 months in the lead-up to renewing the National Plan is one that should provide Bòrd na Gàidhlig with the time to reflect on progress and to introduce systems and structures that will enable the required step-change in policy implementation to take effect, the results of which will support a sustainable future for the Gaelic language in Scotland.