An Innovative, Disruptive & Radical Mission:

Leadership & Change in Welsh Higher Education

Lucy Vazquez Morrow

A Thesis Submitted for the Degree of
Doctor of Philosophy

January 2015

School of Welsh
Cardiff University

ABSTRACT

Since the onset of Welsh devolution, the higher education (HE) sector in Wales has experienced a number of policy-led developments. One of these developments includes the strategic expansion of HE-level, Welsh-medium provision across Wales' HE institutions. This development is being spearheaded by a new language promotion and planning agency, Y Coleg Cymraeg Cenedlaethol (the Coleg). If the Coleg implements this development successfully, then this development can play an important role in ensuring the lasting vibrancy of the Welsh language and the long-term success of the Welsh Government's Welsh language and Welsh-medium education strategies.

This thesis presents the results of an investigation into the Coleg and its language planning role. Because of the Coleg's age, it is too early to evaluate whether it can successfully implement its language planning aims in toto. Instead, this investigation has evaluated the ways in which the Coleg's leadership approach the challenges associated with Welsh language provision planning at the HE-level, and whether these collective patterns of response are conducive to effective language planning. The result of the investigation appears to be the first known organisational and leadership analysis of the Coleg.

The Coleg is comprised primarily of university-based academics who have taken on a number of different leadership roles both within the Coleg and within the universities in order to ensure that Welsh-medium higher education can be developed. This thesis provides an analysis of these academic leaders' organisational structure and their collective response to the challenges associated with the development of Welsh-medium higher education. This analysis can be used as a basis for future research into the Coleg, Welsh-medium higher education, and Welsh Government language planning. In addition, the thesis concludes with a list of recommendations that are intended to enhance these academics' leadership by highlighting areas of strength and identifying opportunities for growth.

DECLARATION

This work has not been submitted in substance for any other degree or award at this or any other university or place of learning, nor is being submitted concurrently in candidature for any degree or other award.

Signed Lucy V Morrow (candidate) Date 19 Jan 2015

STATEMENT 1

This thesis is being submitted in partial fulfillment of the requirements for the degree of PhD.

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STATEMENT 2

This thesis is the result of my own independent work/investigation, except where otherwise stated. Other sources are acknowledged by explicit references. The views expressed are my own.

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ACKNOWLEDGEMENTS

There are a number of people that I would like to thank for their contribution to this thesis in terms of their interest and encouragement.

I would like to express my gratitude to my primary supervisor, Dr Colin H Williams at Cardiff University, for his guidance, insights, advice, and critique of my work. His mentorship has been invaluable to the development of my work and the trajectory of my education.

My thanks go also to the many professionals and academics at the Coleg Cymraeg Cenedlaethol. They graciously provided me with the opportunity to explore their organisation in detail, and in light of their significant time constraints, I particularly appreciate the time and effort that they made on my behalf over the course of the data collection.

I am very grateful to the Jack Kent Cooke Foundation for granting me a generous scholarship that allowed me to receive an education from Cardiff University's School of Welsh. Without their support, it would not have been possible for me to take my education this far. Finally, my appreciation and gratitude go to my family for supporting me throughout my studies in the United Kingdom.

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ABBREVIATIONS AND ACRONYMS

AGM – Annual General Meeting

BU – Bangor University

CCC – Coleg Cymraeg Cenedlaethol

CEG - Corpws Electroneg o'r Gymraeg

DfES – Department of Education and Skills

ECRML – European Charter for Regional or Minority Languages

ESRC - Economic and Social Research Council

EU – European Union

EURAC - The European Academy of Bozen/Bolzano

EW - English-medium schools but with significant use of Welsh

FE – Further Education

HE – Higher Education

HEFCW – Higher Education Funding Council of Wales

NAfW – National Assembly for Wales

NFER - National Foundation for Educational Research

PGCTHE - Postgraduate Certificate in Teaching in Higher Education

RCUK – Research Councils United Kingdom

UK – United Kingdom

WAG – Welsh Assembly Government

WG – Welsh Government

PREFACE

I came to Wales from the United States five years ago in order to read for an MPhil at Cardiff University's School of Welsh. In the US academic community, Wales has a reputation for producing strong research in the fields of sociolinguistics, language studies, and language policy. Considering my interest in language and in social research, I considered Wales to be the best place for me to study at the postgraduate level, and my experiences over the past five years have never fallen short of my expectations.

At the beginning of my postgraduate career, my focus was on multiculturalism and immigrant ethnic identity within bilingual settings, and on the relationship between the revitalisation of the Welsh language and the promotion of ethnic diversity. My focus was on the micro-level, and I conducted a case study of the linguistic identity and language attitudes of multilingual youths from immigrant families living in Wales.

When I commenced my PhD, I had originally intended to continue to focus on the relationship between multiculturalism and the Welsh language. However, I decided to research this topic at the macro-level, with a general interest regarding the Welsh Government's policy approach to both ethnic diversity and Welsh language revitalisation. Thus, I delved into Welsh Government policy, reading a range of policy documents pertaining to social cohesion, social justice, economic development, community regeneration, and the Welsh language.

As I read through this policy, I began to notice a constant theme – across the policy documents, the importance of education through the medium of both English and Welsh was emphasised again and again. There appears to be at least one key assumption underlying this wide-ranging policy: bilingual education can be used to transform Welsh society. It can be used to promote social justice, regenerate impoverished communities, inculcate a value for diversity, and revitalise the Welsh language. Therefore, I turned my attention to Welsh Government education policy, and in the process, I discovered a new passion and interest – how Wales approaches education, and the role that education can play in nurturing Welsh society in general, and the Welsh language in particular.

At one level, I simply wanted to learn more about Wales, the Welsh language, and education policy. However, at another level, as an American, I was particularly interested in how Wales develops and supports its bilingual education system. Education policy in the United States can vary greatly from state to state, and in my home state, with a burgeoning Latin population, the issue of bilingual education may become increasingly paramount, assuming it is not already. Furthermore, higher education policy in particular is becoming increasingly important across the nation, as our current higher education system becomes increasingly unsustainable. By investigating Wales' education policy, I was able to learn more about a content area that I am passionate about, and at the same time, I could learn about best practice within the area of education in general, and the areas higher education and bilingual education in particular. This is knowledge that I could bring back with me to my home, and I could use it to gain a greater knowledge and appreciation of education policy and issues and best practice transference.

When I became aware of the existence of Y Coleg Cymraeg Cenedlaethol, I felt that exploring the organisation was simply an opportunity I could not miss. By exploring the Coleg, I was able to combine my interest in education policy (particularly higher education policy) and in Welsh language policy. I also had the opportunity to explore a new organisation and a new initiative that had not been researched to any great extent (in fact, to my knowledge, it has not been the subject of formal research at all as of yet). While the thesis itself is primarily a work of organisational behaviour and leadership analysis, it required an understanding of the organisation's wider policy context, including higher education policy, Welsh-medium education policy, wider policy trends within education (the Transformation Agenda in particular) and Welsh language policy and planning.

Finally, it is worth mentioning that Wales is particularly remarkable from an outsider perspective. It is a small country that could fit several times over into a typical US state and it has a population size equivalent to that of a large US city. Yet, it has seven teaching and research universities (even more prior to the merger) that have traditionally received a great deal of public funding and support.

In addition, Wales has spent a significant amount of tax payer pounds over the past fifteen years to completely revitalise and restructure its educational system from the pre-statutory to the post-statutory levels, with the intention of creating one of the better educational systems in the United Kingdom, if not Western Europe. This financial commitment says a great deal about Wales, especially in light of its limited resources and its small tax paying population.

In short, from an 'outsider looking in,' Wales appears to have a tremendous value for education, learning, and culture. Furthermore, as an outsider, I am not entirely sure that Wales' value for the Welsh language should necessarily be seen as separate from this value for learning. Rather, it is an integral part of it. It is often said that the Welsh language makes Wales unique. This is true, but its value for education, learning and culture makes Wales unique as well. The value for the Welsh language and Welsh-medium learning could even be considered a facet of this gem of a value that persists despite Wales' long history of limited resources.

New educational policy initiatives in Wales abound, and Y Coleg Cymraeg is but one of Wales' many experiments designed to transform its educational sector. Members of Wales' wider civil society may disagree about which initiatives and experiments merit funding; how much funding each initiative deserves; and whether these initiatives are feasible and will have the desired impact. However, one thing does appear to be certain: Devolution in Wales seems to have unleashed a great deal of energy that has been used to develop and to fund many grand experiments, and many of these experiments are designed to nurture Wales' system of bilingual education and learning. It has been incredibly exciting for me to further explore Wales during a time when it is fully embracing change and simultaneously breathing new life into one of its age-old values – education through the medium of one of the oldest living languages in Europe.

CHAPTER ONE:
INTRODUCTION

1.1 INTRODUCTION

This thesis presents the results of an evidence-based investigation into the Coleg Cymraeg Cenedlaethol (also known as the Coleg). The Coleg is a new language planning agency that plans strategically for Welsh-medium provision at the higher education (HE) level. The development of this provision has the potential to play an important role in ensuring both the lasting vibrancy of the Welsh language and the long-term success of the Welsh Government's Welsh language and Welsh-medium education strategies.

Because of the Coleg's age, it is too early to evaluate whether or not it can (1) successfully implement language planning and (2) have a lasting effect on Welsh-medium education and the overall vitality of the Welsh language. Instead, this investigation has utilised a combination of primary document review and semi-structured interviews in order to evaluate the ways in which the Coleg's leadership approach the challenges associated with Welsh language provision planning at the HE level, and whether or not these collective patterns of response are conducive to effective language planning. The purpose of Chapter One is to:

1. provide an overview of the Coleg's work and organisational structure;
2. discuss the aims of this investigation; and
3. provide an overview of the rest of the thesis.

Section 1.2 briefly introduces and summarises the Coleg's organisational structure, strategies, and work, although a very thorough and detailed organisational review of the Coleg can be found in chapters Four and Five. However, this summary is necessary, because a basic working knowledge of the Coleg is needed in order to understand the logic of the investigation. In addition, such an understanding is also necessary in order to better understand the relevance of the Coleg and its language planning work, which will be discussed in Chapter Two.

Section 1.3 presents a summary overview of the investigation's structure, including its aims, relevance, sampling, and trajectory.

Section 1.4 provides an overview of the remaining chapters in the thesis.

1.2 Y COLEG CYMRAEG –AN ORGANISATIONAL PROFILE

The Coleg is a charity funded by the Welsh Government (WG) via the Higher Education Funding Council of Wales (HEFCW). The Coleg's primary purpose is to engage in acquisition planning, which is a specific type of language planning. More specifically, the Coleg plans strategically for Welsh-medium provision within the HE sector at a national (Wales) level[1]. It is important to note that the Coleg is not a degree awarding body situated in a specific geographical location. Instead, it can best be described as a semi-state organisation that facilitates the development of Welsh-medium provision by working with and through existing HE institutions.

The development of the Coleg is a WG response to the pressures posed by a number of special interest groups and Welsh language activists (including university students and activists working on the behalf of pupils who wished to study through the medium of Welsh at university). These groups had periodically called for an improvement in Welsh-medium provision at the HE level for a number of years.

Historically, demand for some Welsh-medium higher education had been met in part prior to the establishment of the Coleg (especially by the universities of Bangor, Aberystwyth and Trinity St David). However, the increasing growth of demand for Welsh-medium higher education required an increase in the availability and quality of Welsh-medium provision across subjects. The HE sector in Wales was unable to respond positively to this demand as a whole. Thus, the establishment of the Coleg has served to meet, channel, and further

[1] It is important to note that this thesis differentiates between the terms, 'Welsh-medium education/provision' and 'Welsh-medium schools.' The terms 'Welsh-medium education' or 'Welsh-medium provision' refer to education that is partly or wholly through the medium of Welsh whereas 'Welsh-medium schools' refers specifically to schools that offer total immersion provision, where at least 70% of the curriculum is taught through the medium of Welsh.

stimulate that demand. Furthermore, by offering increased Welsh-medium provision, the Coleg is in a position to stimulate the growth of Welsh-medium education in the secondary sector, which means that it has the potential to increase the levels of linguistic progression between Key Stages 2 and 5 in the mid to long-term.

For the most part, the universities and their administrations were not numbered among the special interest groups that advocated for the establishment of the Coleg. Although university-based academics now play the leading role in the Coleg, the impetus behind the Coleg's development was primarily political rather than academic. The WG has instigated a great number of changes in the higher education sector in the past decade, and the Coleg is just one of them. All of these changes have required increased collaboration among higher education institutions at the regional and national level.

In fact, the Coleg has described the WG's higher education policy, and the changes resulting from this policy, as one of the chief aspects of their operating environment. Some of these government-led changes in the HE sector include the following:

1. new approaches to student fees;
2. a decrease in the amount of public funding available to universities in Wales; and
3. an increase in the levels of competition among Welsh universities at the regional; national; United Kingdom (UK); and international levels.

In fact, as will be seen in later chapters, there is a constant underlying tension between the Coleg and the universities because of their differing needs. The Coleg needs to collaborate in order to develop Welsh-medium higher education. However, as a result of Westminster and WG policy, Welsh universities increasingly need to compete for financial gain and academic reputation in a challenging global context. These differing needs have made it difficult for the Coleg and the universities to work together in order to develop Welsh-medium provision.

In addition, the WG's Welsh language and Welsh-medium education strategies are central to the Coleg's operating environment as well. As will be seen in the next chapter, the role that the Coleg plays in developing Welsh-medium higher education has been

significantly shaped by the WG's strategies. In fact, as will be discussed in Chapter Two, the Coleg plays a cardinal role in implementing WG strategy, and its language planning activities are an integral part of the WG's mission to increase linguistic progression from one educational sector to the next. Finally, the economic climate is also an integral part of the Coleg's operating environment, and like any other public body, the Coleg is working within the constraints caused by the recent economic downturn.

The Coleg's mission is "to provide HE level, Welsh-medium education of the highest standard to every student in Wales who wishes to study at least partly through the medium of Welsh". In addition, their work is informed by three main aims, paraphrased below (CCC, 2011a, p. 2):

- First, the Coleg intends to work with and through higher education institutions in order to (1) "advance learning and knowledge" and (2) to promote, develop, and maintain HE-level, Welsh-medium provision.

- Second, the Coleg aims to provide cohesive leadership and unity of vision through a national strategy, developed by a centrally governed body, in order to guide the development of Welsh-medium provision across HE institutions in Wales.

- Third, the Coleg works to increase the numbers of students studying through the medium of Welsh by both stimulating and responding to student demand. The Coleg will do this by enriching and broadening the Welsh-medium provision available to students.

In order to achieve its mission, the Coleg funds a number of different schemes. The Coleg's *Academic Plan* (which will be discussed in Chapter Five) outlines the overarching aims for these schemes. These schemes include:

- The Academic Staffing Scheme, including the Postgraduate Certificate in Teaching in Higher Education (PGCTHE) and the Staff Development Scheme. This scheme is designed to increase Welsh-medium staffing capacity at institutions across Wales. The PCTHC provides initial teacher training, and the Staff Development Scheme is a source of continuing professional development.

- The Research Scholarship Scheme, which is for doctoral candidates who wish to conduct their studies through the medium of Welsh. This Scheme produces graduates who often go on to become Coleg-funded lecturers on the Academic Staffing Scheme. The Research Scholarship Scheme has the added benefit of resulting in original, Welsh-

medium resources. The Research Skills Programme, which provides Welsh-medium research skills training to all research scholarship recipients, is a part of this scheme.

- The Master's and Undergraduate Scholarship Scheme consists of a several different types of scholarships that entice taught masters students and undergraduates to take up Welsh-medium provision in specific subjects at specific institutions in Wales. This Scheme also consists of (1) the Welsh Language Skills Certificate, which provides an objective assessment of scholarship recipients' Welsh language skills and (2) the Work Placements Scheme, which provides the undergraduate scholarship recipients with the opportunity to work through the medium of Welsh for two weeks.

- The Strategic Development Projects Fund, which allows academic staff across Wales (not just Coleg-funded lecturers) to bid for grants that can be used to develop Welsh-medium teaching resources, modules, courses and degree schemes. There are three types of projects that the Coleg will fund: (1) national projects, which are multi-year projects that require a significant amount funding, and are designed to significantly increase provision and/or resources within specific fields (such as the natural and physical sciences; the social sciences; and specific humanities fields); (2) main grants funds, which focus on developing modules and teaching resources; and (3) small grants funds, which last no more than a year and cost no more than £2,500 (small grants funds are usually targeted at conferences, festivals, and one-off training events).

- The development of a technological framework and an HE infrastructure. More specifically, the Coleg is using innovative technology and different course designs and delivery methods in order to ensure that there is joint provision that students across the nation can access. The Coleg is developing provision that uses joint teaching posts, videoconferencing, residential courses and seminars (so that students can have face-to-face contact); open access sources; and Y Porth, which is essentially a university blackboard used at a national, rather than institutional, level. Y Porth is also a repository for all Coleg-funded, Welsh-medium teaching resources and modules developed via the Strategic Development Projects Fund.

In addition to the *Academic Plan,* the Coleg has approximately twenty different *Subject Plans*. These *Subject Plan*s are designed to (1) develop a number of academic disciplines through the medium of Welsh and (2) identify clear benchmarks and targets for each discipline as well. The targets set out in each *Subject Plan* are then collated to ensure

that the Coleg is continually increasing (1) the amount of provision available and (2) student numbers. The Coleg targets the funds for staff, scholarships, and projects in order to build provision at specific locations (for example, if the Coleg wants to increase the number of students studying Biosciences through the medium of Welsh at Cardiff University and Cardiff Metropolitan, then it would (1) increase the number of student scholarships available at these universities for this subject area and (2) prioritise funding for projects that develop provision in this subject area at these locations) (CCC, 2011/12).

The Coleg's organisational structure is based on a 'hub and spokes' structure. This structure appears to be an experimental design in the context of the Welsh HE sector. Furthermore, it appears that this structure has not been used in Wales before on such a large scale. The central 'hub' consists of a central governing body and a central operations body. The central governing body is comprised of an Appointments Committee and the Board of Directors (referred to as the Directors for short). In addition, two sub-committees report to the Directors; these include the Audit Committee and the Academic Board (the Board). In turn, a group of Subject Panels and a number of different sub-committees report to the Academic Board.

The Appointments Committee is an external team that oversees and monitors the process of appointing directors (CCC (a), 2012). The Directors are responsible for all key decisions pertaining to the Coleg's policies and corporate governance, and they approve all strategies developed by the Academic Board and the Subject Panels (CCC (a), 2012) (CCC, 2011c). The Audit Committee is responsible for reviewing the Coleg's financial statements, financial system, and Risk Register (CCC, 2011c). The remit of the Board is threefold. First, it ensures the representation of Wales' higher education institutions, academic staff and students in the Coleg's structure. Second, it oversees the development of the Coleg's primary strategy, the *Academic Plan*, and it reviews the individual *Subject Plans* as well. Third, it advises the Coleg's Board of Directors on academic matters (CCC, 2011e); (CCC, 2011c).

The Subject Panels are responsible for developing the individual *Subject Plans*. In addition, the Coleg has a plethora of sub-committees. Some of these sub-committees are permanent fixtures while others appear to be temporary. These sub-committees focus on specific issues that are in need of more attention, such as Welsh-medium research, scholarship and publication; collaborative, cross-institutional provision; and linguistic progression from one educational sector to the next (CCC, 2011e); (CCC (b), 2012).

At the central operations body, a group of core staff oversee the day-to-day operations that support the implementation of the academic/provision planning. This group of core staff consists of an academic team; an information services team; a marketing and communications team; and an operations team. These different teams are comprised of individuals with different job functions and levels of authority, including senior managers (including the Chief Executive); managers; development officers; and support and additional staff. The central operations body is located in Carmarthen (although there are two satellite offices located in Bangor and Cardiff). It is important to note that the central operations body is the only organisational unit that physically exists. The rest of the organisation is virtual, and members meet via video-networking, email, phone, and, occasionally, in person.

The ‘spokes’ consist of Branches at seven HE institutions in Wales – Aberystwyth University, Bangor University, Cardiff Metropolitan University, Cardiff University, Swansea University, University of Wales at Trinity St David, and University of South Wales. Each university has a different demographic make-up and history of Welsh-medium provision. Therefore, each Branch has been tailored to work on, and address different issues, depending upon their local context. The Branches were intentionally designed in this way so that each Branch could best meet the joint needs of the Coleg and the individual universities. The Branch structure is simply a Committee that has been embedded within the institution. The Branch structure is administered and managed by a Coleg Officer, who also plays a role in monitoring all Coleg-funded work at the university in which s/he is based (CCC, 2011d).

The members of each Branch Committee consist of (1) staff members at the university who are teaching through the medium of Welsh and (2) individuals who have a

stake or interest in the institution's Welsh-medium provision. The Branch Committees have two primary roles. Firstly, members of the Branch discuss Welsh-medium developments at their institution, and make recommendations regarding these developments based on both their university's needs and their knowledge of the Coleg's national planning activities. Secondly, the Branch members also feed recommendations regarding the development of Welsh-medium provision back to the Coleg's Academic Board (CCC, 2011d).

The community members of the Coleg consist of prospective students; current university students and staff based at the Branches; and associate members. University students and staff do not have to be Coleg-funded to join the Coleg community. The Coleg's technological infrastructure facilitates communication among the different Coleg structures. It also allows the universities and the Coleg to deliver national-level provision to students. In addition, the technological infrastructure makes it possible for members of the wider community to access and to contribute to the Coleg's resource library (CCC, 2011g); (CCC, 2012/13).

A visualisation of the Coleg's organisational structure can be found on the following page[2]. It is important to bear in mind that the central governing body and the Branches are virtual networks of academics. This is not an organisation that physically exists in any traditional sense. This virtual nature poses a number of opportunities and challenges for the delivery of Welsh-medium education, which will be analysed in this thesis.

[2] This visualisation was created by the author of this thesis.

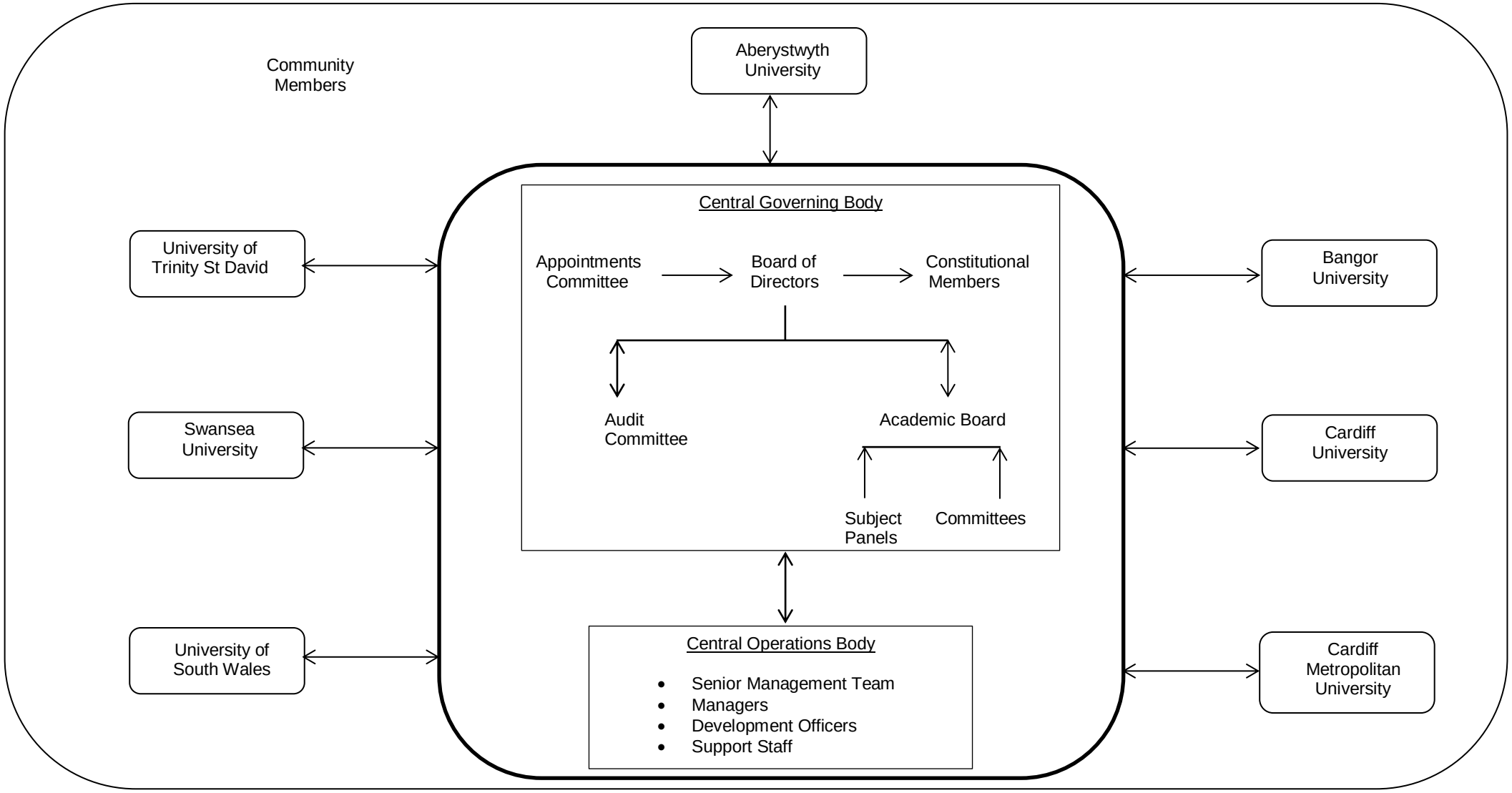

Figure 1.1 The organisational structure of Y Coleg Cymraeg Cenedlaethol

In conclusion, this innovative Welsh model arguably offers an intriguing example which other minority language communities in Europe and beyond may wish to emulate in the medium to long-term. The Welsh model is particularly apposite, considering that several minority language communities have traditionally faced real difficulties in ensuring that their languages are represented in the HE sector. Thus, these communities have been unable to ensure that their speakers receive high quality professional training through the medium of these languages, which in turn influences the capacity of the languages to maximise their potential in the economic, scientific, and public administrative spheres[3].

Finally, there appears to be little, if any, formal research regarding the Coleg, despite the Coleg's role in (1) the planning of national provision; (2) the stimulation of linguistic progression; and (3) the generation of best practice ideas in other contexts. This may be due to the Coleg's age; it is a new organisation. As of the end of 2014, the Coleg is not quite four years old, and it has not yet completed its first, five-year funding cycle. The Coleg's potential, plus the limited research regarding it, indicates that it is a subject that is in need of further enquiry and analysis. The next section discusses the aims of the investigation presented in this thesis, and how the investigation explored the Coleg and its language planning role.

[3] An important note in regards to terminology: According to the European Charter for Regional or Minority Languages (ECRML), the term 'minority language' refers to a language that is "traditionally used within a given territory of a State by nationals of that State who form a group numerically smaller than rest of the State's population, and [is] different from the official language(s) of that State; it does not include either dialects of the official language(s) of the State or the languages of migrants" (Parry, 2012, p. 248).

This is a fairly standard definition of the term 'minority language,' and correspondingly, it is used in this thesis. Although the Welsh language is now the official language of Wales, it is a regional minority language within the context of the UK state, which regards English as the de-facto official language. Furthermore, even though it has official status, the Welsh language is still spoken by less than a fifth of the Welsh population.

SECTION 1.3 AIMS OF THE THESIS

The purpose of this thesis has been to explore an organisation that is spearheading government policy and the ramifications of this organisation's work. Chapter Three provides an in-depth discussion of the investigation's aims and trajectory, but a brief review is given here.

A literature review was conducted in order to identify some of the relevant and key factors that should be investigated when exploring a new organisation charged with the responsibility of language planning. In light of the literature review and the pilot study (which was used to refine both the factors under investigation and the interview schedule used to collect data), it was determined that the following factors should be investigated:

1. The Coleg's goals and targets;
2. The strategies and leverage that the Coleg uses to achieve those goals and meet those targets;
3. The key players involved in the development and the implementation of the Coleg's goals and strategies;
4. The external entities and key partners with which the Coleg must interact while developing provision;
5. The challenges that the Coleg faces in reaching its goals; and
6. The Coleg's orientations.

It is important to define the terms 'organisation,' 'orientations,' and 'challenges.'[4] An organisation consists of a group of individuals who are working together to realise a collective goal (or goals) and meet a collective set of targets. Thus, an organisation's orientations are actually the collective orientations of the individuals who comprise the organisation. Their orientations consist of their tendencies to behave in certain ways in response to challenges. Challenges are problems in the operating environment that can undermine an organisation's work and prevent it from reaching its goals. In other words,

[4]These definitions were generated by the author of this thesis, although there may very well be similar definitions in the wider literature.

orientations are how an organisation (or group of individuals) approach and respond to the challenges in their operating environment[5].

Organisational orientations are different from organisational culture and organisational climate. Organisational culture is the "social glue" that binds the individuals in the organisation together; culture consists of long-term and enduring "values, underlying expectations and definitions" (Cameron, 2008, p. 3). Organisational climate consists of a temporary set of attitudes, feelings and perceptions among the individuals. Orientations perhaps are an aspect of organisational culture. One aspect of an organisation's culture could be how it responds to challenges; however, culture arguably consists of additional aspects as well and thus can be measured in other ways.

In order to assess the Coleg's orientations, this investigation obtained a total of fourteen interviews with thirteen individuals by using maximised variation sampling, a sampling technique that allows the researcher to obtain a wide range of perspectives regarding the phenomena under investigation[6]. Thus, the respondents represent different organisational units within the Coleg. In addition, a review of both (1) the Coleg's official documentation and (2) the information on its website was conducted over the course of the fieldwork[7].

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[5] It is important to note that, as identified during the fieldwork, the Coleg has two main, practical goals: (1) to offer high quality, innovative, Welsh-medium provision across a range of subjects and that is available to students across Wales, and (2) to ensure that there is a sustainable cohort of students who study that provision. The Coleg must face two key challenges in order to reach these goals, including (1) the challenge of developing viable provision and (2) the challenge of recruiting and retaining students. In turn, each of these two challenges are exacerbated by a number of underlying factors, including a traditional lack of Welsh-medium provision planning at the HE level; resistance to Welsh-medium higher education and/or the changes associated with it on the part of universities; low student numbers and low levels of student demand, as a result of current trends in linguistic progression; student perceptions regarding Welsh-medium higher education; and the geographical dispersal of students. These goals, challenges, and exacerbating factors will be discussed in detail in Chapter Five.

[6] The reason for choosing a qualitative method instead a quantitative method will be discussed in Chapter Three. The sampling method will also be discussed in more detail in Chapter Three.

[7] All of the Coleg's official documentation is available to the public bilingually. The English-medium documentation was reviewed for this investigation. During the data collection, the author of this thesis was assured that all official documentation is always bilingual. This is important for the Coleg,

Five of the respondents were core staff at the central operations body, including a development officer and four out of the five senior managers. One of the senior managers was interviewed twice – first as a pilot, and then as a follow-up[8]. Three of the respondents – the Dean, an Academic Board member and a Director – were members of the central governing body. The remaining interviewees represented the 'spokes.' These interviewees include Cardiff Metropolitan's Coleg Officer; a Project Officer; and three Coleg-funded lecturers. The Director, the Academic Board member, and the Dean worked for the Coleg on a voluntary basis. The Coleg Officer, the Project Officer, and the academic staff positions are partially or fully Coleg-funded[9].

Upon interviewing these individuals and reviewing the documentation, it became apparent that it was not possible to say something definitive about the Coleg as a whole – regardless of the sampling procedure and framework. Even though the Coleg is still a young and small organisation, the different organisational units (namely, the hub and the seven Branches) are already very diverse in their function, remit, and demographic make-up. Thus, it is necessary to assess the hub and each of the Branches separately.

In short, attempting to assess the Coleg as a whole unit is equivalent to assessing a university as a whole unit. It is possible to assess the different academic departments on an individual basis (e.g., Cardiff Metropolitan's Department of Humanities or Department of Sports Management), or the separate administrative units (e.g. Aberystwyth's Finance Department or its Centre for Welsh Language Services). But an assessment of the entire university is simply not possible due to the internal diversity of the organisation.

Therefore, during data collection, the investigation shifted its focus to the hub, simply because the hub (1) develops the strategies; (2) guides the strategic work of the Branches;

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considering that a number of their key partners in both politics and the HE sector are not necessarily bilingual in Welsh and English.

[8] Chapter Three discusses the reasons behind the follow-up interview.

[9] Both the Dean and Cardiff Metropolitan's Coleg Officer waived anonymity – although they did not waive confidentiality. The remaining respondents requested both anonymity and confidentiality.

and (3) engages in some important implementation work as well. The Dean and the senior management team became the lead and primary respondents, because these individuals have access to the organisation as a whole. Both the data and the documents indicated that the Dean and the senior management team sit on and participate in numerous committees, and they also regularly visit all of the Branches. Considering their extensive experience with different aspects of the organisation, the Coleg's Dean and senior management team could provide an accurate view of the Coleg's hub.

The information obtained from the other interviews and the documentation was used to verify and/or validate the information obtained from the Dean and the senior management team. This triangulation of data was important, because it indicated that the Dean and the senior management team were not biased. The information obtained from the Director, the Board member, and the development officer was particularly useful in this verification process, because these individuals are 'based' at the hub. The data obtained from the Coleg Officer and the Project Officer also proved useful, because of these individuals are in regular contact with the hub[10].

As will be seen in later chapters, the interview schedule resulted in a great deal of data that it was supposed to collect, including (1) challenges facing the Coleg; (2) the Coleg's goals, targets, strategies, and leverage; and (3) the orientations of the Coleg's hub.

However, towards the end of the data collection, it became apparent that data was addressing some very important issues that had not been considered prior to data collection. More specifically, it became apparent that a leadership analysis of the Coleg was also a feasible course of action. It appeared that the university-based academics who are supportive of the Coleg's mission take on leadership roles and responsibilities both within the Coleg and within their own universities in order to ensure the success of the Coleg's

[10] In the case of the Coleg-funded academic staff, they were unable to say a great deal about the Coleg or its Branches. They were, however, able to discuss to a certain extent how their academic departments responded to both (1) the challenges facing the development of HE level, Welsh-medium provision and (2) to the Coleg itself.

mission. Furthermore, as the data from the interviews indicated, this collaborative, cross-institutional leadership is the Coleg's primary mechanism for action. It allows the Coleg to influence people and to initiate changes within the universities so that it can realise its goals and meet its targets.

Finally, the data also indicated that the Coleg can be described as a 'change agency' (a term derived from the academic literature pertaining to organisational behaviour and psychology). In other words, the Coleg's mission is to initiate and to engage in change. The Coleg's organisational mission and structure are new and innovative, and the organisation is designed to disrupt the status quo. Its purpose is to turn a predominantly English-medium HE sector into a sector that supports a Welsh-medium ethos across a range of subjects and institutions.

The people who comprise the organisation are committed to Welsh-medium higher education in particular, and to the Welsh language in general. When asked to describe the most rewarding aspect of their Coleg work, many of the interviewed individuals replied that it was 'being a part of a greater cause' and 'witnessing the making of history.' Several of these individuals indicated that they were eager to 'push the limits,' and were comfortable with 'being controversial' within their universities. In short, these are individuals engaged in a radical mission – they intend to change the current language and educational norms within the HE sector.

Thus, in addition to analysing the collective orientations of the individuals based at the hub, this investigation also engaged in a leadership analysis. This shift in focus made it possible for the investigation to explore the complexity of the data while simultaneously achieving its original aim. The orientations of the hub were still addressed. The hub (which consists of both the central governing and central operations bodies) is comprised of individuals who can best be referred to as the Coleg's 'centralised' leadership. The individuals who work for the Coleg's Branches – such as the Project Officer, the Coleg Officer, and the Coleg-funded lecturers – can be referred to as the Coleg's 'peripheral' leadership.

The terms ‘centralised’ and ‘peripheral’ do not distinguish between levels of importance. Rather, they refer to location. Several of the respondents at both the hub and the Branches had taken on a second leadership role within their universities. These individuals had a ‘dual’ leadership role, and this second leadership role often contributed to the leadership work they were doing for the Coleg. In fact, most of these individuals were already engaged in promoting Welsh-medium higher education before the establishment of the Coleg. Thus, their university leadership roles may very well have preceded their Coleg leadership roles. When the Coleg was established, they were able to join the Coleg, either at its Branches or at its hub. Once they joined the Coleg, they then took on their Coleg leadership roles.

Except for the staff at the central operations body (who do not work within universities), every single respondent had a dual leadership role. By focusing on all of these individuals’ leadership roles, it became possible to address the important work of the individuals based at the Branches, such as the Project Officer, the Coleg Officer, and the Coleg-funded lecturers. By focusing on these individuals’ dual leadership roles, it also become possible to investigate the other ways in which the Coleg’s centralised and peripheral leadership promote Welsh-medium higher education.

This investigation followed through with a leadership analysis because of research considerations and interests, which will be discussed in detail in Chapter Three. In brief, however, it is important to note that the work of the Coleg depends upon the collaboration among the Coleg’s senior management and university-based academics. In fact, the Coleg cannot actually produce results unless collaboration is taking place. This theme is apparent in both the data and in the Coleg’s official documentation and communications. Arguably, the primary mechanism that allows the Coleg to fulfil its remit is not authority, but the co-ordinated teamwork efforts of individuals who are devoted to the cause of the Welsh-medium education. Considering that this collaboration is the Coleg’s primary mechanism for action, it would be remiss not to analyse both it and its implications further.

Secondly, university-based academics in Wales have always played, and continue to play, a leading role in Welsh language planning[11]. However, there is a dearth of research regarding these individuals' contributions towards Welsh-medium provision, and the results and long-term effects of these contributions. Instead, research usually addresses the roles of grassroots and community groups, top-down decision-makers in government, or top-down organisations such as the WG; the National Assembly for Wales (NAfW); or government departments. In other words, university-based academics have produced a plethora of research regarding the contributions of others to Welsh-medium provision. Yet, they do not seem to have researched their own activities very often, and the very real impact that these activities have upon Welsh-medium education.

In short, by focusing on the Coleg's leadership, it was possible to address two different gaps in the research. This investigation was able to shed additional light on both the Coleg and the contributions of university-based academics who are engaged in language planning. In addition, this investigation has also resulted in recommendations about the Coleg and for the Coleg, with a specific emphasis on enhancing its academic work and leadership practice. Furthermore, this investigation has resulted in recommendations regarding further steps that the WG can take to support and to develop Welsh-medium higher education. Finally, this thesis provides a number of suggestions regarding areas that could use further research.

In conclusion, although this thesis offers discussions regarding language planning and government-led policy, it is primarily a work of organisational and leadership pattern and behaviour. More specifically, the Coleg operates within a language planning context and it engages in language planning. Both the organisation's context and work have been analysed in this thesis. For instance, this thesis does identify connections between the data obtained during fieldwork and the wider literature regarding language planning. In addition, it

[11] For example, they generate research and data used to inform status planning. They are the primary source of Welsh language corpus planning, and they have a long history of contributing to the development of Welsh-medium provision across the education sectors.

uses the wider literature regading language planning in Wales to contextualise the data. However, because of the Coleg's age, it is not yet possible to fully discuss whether or not it can effectively implement language planning.

Thus, this thesis instead offers an analysis of an organisation's hub-based and Branch-based leadership, with a specific emphasis upon the collective orientations of the leaders who comprise the Coleg's hub. This organisational and leadership analysis makes it possible to assess whether or not the organisation has the potential to (1) effectively implement language planning and (2) have a lasting affect on Welsh-medium education and the overall vitality of the Welsh language. As will be seen in the coming chapters, the results of the investigation indicate that the Coleg's (1) current leadershipwork and (2) the orientations of its centralised leadership are highly conducive to the effective implementation of language planning. More specifically, the Coleg's current leadership arrangements (specifically, the dual leadership roles) have the potential to ensure that the Coleg's work is effectively implemented. Furthermore, the orientations of the Coleg's centralised, or hub-based, leadership are highly flexible, which means that they are in a position to address the challenges associated with their area of language planning in a number of different ways.

If the Coleg continues to receive funding and is not dismantled, this thesis can prove to be of use to the academic field of Welsh language planning in the mid-term. This thesis appears to be the first organisational review and analysis of this new language planning agency. As such, it can serve as a platform for future research into the Coleg as it (or if it) continues to develop. However, even in the short term, the Coleg is still an excellent example of a language planning agency with a flexibe set of orientations. As such, it may be of use to other minority language communities, which may wish to emulate such a model in order to develop minority language education.

In addition, in the short-term, this thesis may be of use to organisational psychologists, business specialists, and educational specialists who are interested in organisational change and transformation, and the role that leadership can play in effecting organisational change. This thesis essentially presents a 'psychological' profile of an

organisation that can best be described as a change agency. More specifically, as will be discussed in Chapter Three, the Coleg – or the leaders that comprise it – are working to change the HE sector in Wales. In addition, it is an organisation that has a high tolerance for internal change as well. The internal structure of its hub is characterised by a combination of organic fluidity (where organisational units are termporarily created and disbanded as needed) and regular streamlining (where bureaucratic proccesses are modified to promote efficiency and efficacy). As an organisation, the Coleg can engage in this external and internal change because of the individuals who comprise it.These individuals have taken on a range of leadership roles, and engage in leadership practice within the Welsh universities.

In fact, three of the main sources for this thesis – Cameron, Senge, and Spillane & Diamond – focus on the subject of organisational change. The information from these sources will be discussed in detail in Chapter Three. In brief, however, Cameron's (2008) and Senge's (1996) work focus on ways to identify and to systematically change organisational culture, and Senge's work specifically emphasises the roles that different types of leaders can play in effecting this change. The work of Spillane & Diamond (2007) focuses on leaders engaged in change in the U.S. public school system, looking at why some school leaders have managed to turn around and transform some of the worst schools in a megacity's district.

These are but three examples – this is a subject that has been researched for forty years, and the reasons why some change agencies and change leaders are more effective than others are still not entirely clear. The majority of organisations cannot implement change successfully, so when an organisation shows signs of initial or putative success – as does the Coleg – then it can also prove to be a fruitful focus for academic research. If the Coleg is allowed to develop – in other words, if it continues to receive an appropriate level of funding and support – then it has real potential to become an effective agent for long-term change. Such a development would be a remarkable achievement, and it could prove to be a source of investigation, debate, and best practice for years to come.

Now that the aims of this thesis have been discussed, the next section focuses on the layout of the rest of the thesis. Before moving on to the final section, it is important to note that this investigation has been evidence-based rather than theory-based, and that is for two reasons. First of all, the purpose of this investigation has been to provide meaningful analysis regarding the Coleg itself, rather than to use it as a case study to test and to build theory. Secondly, there is always the possibility of theory-bias, or the potential that the data will be moulded to fit a theory. By taking an evidence-based rather than theory-based approach, it is possible to avoid the issue of theory-bias. However, this investigation has not completely diverged from previous research. In fact, this thesis is the result of three separate literature reviews. These literature reviews will be discussed in the next and final section, which presents an overview of each remaining chapter.

1.4 CHAPTER OVERVIEW

Chapter Two reviews the academic literature pertaining to language policy and planning. This literature is related directly to Welsh language planning by using examples derived from relevant academic literature and from WG documents. The purpose of this chapter is to provide (1) an overview of the Coleg's language planning context and (2) a discussion of the Coleg's role in language planning. In other words, this chapter discusses the relevance of the Coleg, including its cardinal role in (1) implementing the WG's Welsh language and Welsh-medium education strategies and (2) stimulating linguistic progression in previous sectors.

Chapter Three describes how data regarding the Coleg was collected and analysed. This chapter addresses the development of the interview schedule; the pilot study; the trajectory of the fieldwork; and the review of the Coleg's primary documentation. It also discusses how the data was coded and analysed.

Both the second and third literature reviews are discussed in Chapter Three. The second literature review was conducted in order to identify the key factors that should be investigated while researching an organisation charged with language planning. The third literature review was conducted during the data analysis in order to ensure that the analysis could be informed by research. More specifically, the author of this thesis returned to the literature in order to obtain a better understanding of leadership – how it can be defined; its purpose; and different ways of categorising leadership roles and responsibilities.

Finally, Chapter Three identifies a number of key concepts and a presents a thematic narrative based on the data. These key concepts and the thematic narrative are used to provide a more nuanced understanding of the Coleg, its leadership work, and its academic work, which consists of the various schemes identified at the beginning of Chapter One.

Chapter Four provides a detailed review of the Coleg's organisational structure and bureaucratic processes. Over the course of this chapter, it will become clear that the Coleg's structure and processes have been carefully designed in order to ensure the effective and successful implementation of its strategies.

Chapter Five discusses the Coleg's goals, targets, and strategies. In addition, this chapter discusses the Coleg's academic work in-depth, and identifies the immediate results of this work so far. It also provides an in-depth discussion of the two key challenges facing the Coleg's mission and academic work. This chapter also discusses how the Coleg's strategies, leadership work, and academic work have been specifically designed to address these challenges.

Both Chapter Four and Chapter Five set the stage for the information presented in Chapter Six. This chapter focuses on and analyses the collective orientations of the leaders who form the Coleg's central hub. More specifically, it provides numerous examples of how these leaders' orientations allow them to realise their goals; meet their targets; and respond to the challenges facing their mission and their academic work.

Chapter Seven provides an evaluation of the Coleg's organisational structure, leadership arrangements, and the orientations of the organisation's centralised leadership. It identifies areas of strength that can allow for the effective implementation of language planning, as well as areas that are in further need of growth if language planning is to be effectively implemented in the long-term. Recommendations regarding the Coleg, the WG, and future research are found throughout the thesis. However, all of these recommendations are collated and summarised into a final report, which is presented in the last chapter of the thesis.

CHAPTER TWO

THE ROLE & CONTEXT OF THE COLEG

2.1 INTRODUCTION

This chapter reviews the academic literature pertaining to language policy and language planning, with a specific emphasis on acquisition planning, which is the Coleg's primary area of influence. Its purpose is to offer a description of the Coleg's planning context, so that the Coleg's role and the challenges it faces can be better understood.

Section 2.2 identifies and defines key terms, including language policy and the different types of language planning. It also briefly addresses the different types of actors who are engaged in language planning.

Section 2.3 offers a more detailed discussion regarding the different types of actors engaged in language planning, and the literature on this subject is related directly to the Welsh context.

Section 2.4 offers a discussion regarding status planning in Wales, and how it supports Welsh language acquisition planning.

Section 2.5 discusses corpus planning, focusing specifically on the role that Bangor University plays in corpus planning, which is partially supported by some of the Coleg's grants.

Section 2.6 discusses the Coleg's acquisition planning context in more detail. This section is divided into four sections. The first section, 2.6.1, addresses the academic literature pertaining to acquisition planning, because this literature can offer a useful framework for understanding the Coleg's acquisition planning context and role. The second sub-section, 2.6.2, focuses on the WG strategies that provide a centralised vision and direction for acquisition planning in Wales. More specifically, 2.6.2 reviews key government documents, including:

1. the *Welsh-medium Education Strategy*, a 2010 document detailing the WG's strategic direction for Welsh-medium education across Wales;

2. the current Welsh language strategy, *A Living Language: A Language for Living* (published in 2012 and valid until 2017), detailing the WG's strategic vision for the Welsh language in society; and

3. The *Moving Forward* document, published mid-2014, which presents an additional action plan that is designed to ensure the effectiveness of *A Living Language* during its last three years of implementation.

In addition, 2.6.2 discusses the role that the Coleg plays in implementing these strategies.

The third sub-section, 2.6.3, provides further discussion regarding the issue of linguistic progression within the primary and secondary sectors, because limited linguistic progression has such a profound and negative impact upon the overall vitality of the Welsh language. In fact, as will be discussed in both 2.6.2 and 2.6.3, the Coleg plays a cardinal role in stimulating linguistic progression in the long-term. In addition, as will be seen in later chapters, limited linguistic progression is an underlying factor that exacerbates one of the two main challenges facing the Coleg.

The fourth and final sub-section, 2.6.4, focuses on Welsh-medium education at the tertiary level, with a specific emphasis on the factors that have the potential to undermine Welsh-medium provision planning at the HE level. These factors were identified during the literature review, although it is important to note that the fieldwork confirmed that these factors are real issues that exacerbate the two primary challenges facing the Coleg and its mission.

Section 2.7 discusses the language planning process. This process is also referred to as the decision-making process, because it describes how actors make decisions about language planning. It is essential to understand this process, because the Coleg strictly adheres to this process in order to develop and plan for provision (the Coleg's approach to the language planning process is discussed in detail in Chapter Six).

Concluding remarks can be found in Section 2.8.

2.2 KEY TERMS

The terms, 'language policy,' and 'language planning,' have been used interchangeably. Furthermore, either term, or both, can refer to the subject being studied, as well as the field of study (Puigdevall i Serralvo, 2005). This inconsistent use of the terms across the academic literature is not in and of itself a problem. However, this thesis will seek to settle upon definitions for each term, and then use them consistently throughout the text. Here, the phrase 'language policy and planning' is used to denote the academic field of study. The term 'language policy' denotes the subject being studied. The term, 'language planning,' is considered to be a component of language policy.

Language policy (the subject being studied) has numerous definitions. In this thesis, Spolsky's (2012) definition of language policy has been used, because it captures many of the major definitions that can be found within the field of language policy and planning. According to Spolsky (2012), language policy consists of three components – language practices, language beliefs, and language planning.

Language practices are the ways in which a speech community actually uses a language and its variants. Language beliefs are the values that the community assigns to the different types of practices. Language planning (which Spolsky prefers to call language management) consists of "efforts by some members of a speech community who have or believe they have authority over other members to modify their language practice, such as by forcing or encouraging them to use a different variety" (Spolsky, 2012, p. 5).

It is important to note that these three components are closely interrelated in many ways. The components and their relationships can be visualised as follows[12]:

[12] It is not clear if Spolsky has ever visualised these components, and if he has done so, whether or not he has visualised them in this way. This visualisation was designed by the author of this thesis.

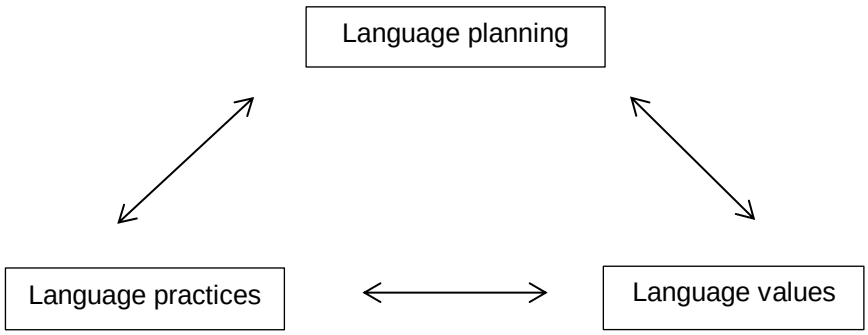

Figure 2.1 Language policy

Kaplan and Baldauf (1997, pp. 3-4) have succinctly described the inter-relations among the three components (candidate's brackets):

> Language planning [or management] is… intended to achieve a planned change (or stop a change from happening) in the language use [or practices] of one or more communities… The reasons are complex, ranging from the trivial notion that one doesn't like the way in which a group talks, to the sophisticated idea that a community can be assisted in preserving its culture by preserving its language… The language modifications are also complex [including]… a desire to 'standardise' a language, often with the underlying political motivation to achieve 'unification,' so that it can be understood by various sub-groups within a population who may speak different varieties of that language…

As can be inferred from the quote above, the purpose of language planning is to align a given speech community's practices with the language beliefs of those who have the authority to engage in language planning (Kaplan & Baldauf, 1997). Alternatively, language planning can be used to align language beliefs with practices. This can be the case with minority languages. Language planning can be used to increase the cultural value and prestige of a minority language in order to promote its use (Grenoble & Whaley, 2006).

These language beliefs and values can be as wide-ranging and complex as language practices. As the quote above indicates, a speech community can believe that language and culture are closely related, and to promote one results in the nurturing of the other. For instance, in Wales, the assumption that language and culture are closely interrelated plays an important role in Welsh-medium provision:

> Welsh-medium education has developed on the basis of the principle that learning a language goes hand in hand with learning to appreciate its associated culture… Schools throughout Wales have developed an awareness of Wales' traditional cultural character whilst at the same time offering opportunities of experiencing contemporary Welsh culture (Williams & Jones, 2013, pp. 272-273).

Entire studies easily can be devoted to one of the three components, let alone the relationships among them. It is important to note that this thesis only focuses on one of the components of language policy – language planning. More specifically, it focuses on acquisition language planning within the Welsh context, with an emphasis on linguistic progression[13].

Cooper (1989) and Kaplan & Baldauf (1997) offer additional perspectives regarding the purpose of language planning. According to Cooper (1989, p. 98), there are two kinds of goals in language policy – (1) 'overt' goals, which are concerned with changing language behaviours (or practices) with language planning methods and (2) 'latent' goals, which are concerned with changing non-language behaviour through language planning methods. Sometimes, a goal can be both overt and latent simultaneously.

A good example would be remedial English language classes in an English-dominant country. Overtly, these remedial English-language classes would be an element of acquisition planning. The goal of the classes would be to encourage the spread of correct grammatical and lexical forms and to decrease diglossia[14]. Latently, however, these classes could be a part of an overall goal and plan to decrease both social stratification and

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[13] For further information regarding the component of language values, see Ager (2001) and (2003). Ager has identified seven motives driving language planning, including beliefs and values; the sense of identity and image associated with those values; and the inequality that can result from those values as well. Additional discussions are presented by Ricento (2000), who discusses the relationships among power, nationalism, and languages beliefs, and how issues of power and ideology interact with language planning.

[14] One definition of diglossia is the differentiation between the formal form of a language and the colloquial form of a language. The elite form of a language is usually used in the media, for government administration, and in the educational system; the colloquial form is the type of language spoken in informal settings, such as with family or in the neighbourhood. Unsurprisingly, the formal forms of a language are used by those with greater access to resources and power. Furthermore, the failure to successfully teach the formal form of a language to students who only speak the colloquial form can reinforce the social hierarchy that accompanies diglossia (Bhatia & Ritchie, 2005); (Gargesh, 2006).

economic disparity by ensuring that all pupils have an appropriate, grade-level grasp of the English language.

In fact, in most cases, language goals have both overt and latent elements. The language policy and planning literature has clearly identified a series of overt language goals; Kaplan and Baldauf (1997) have created a list that will be reviewed in this section. There is a great deal of theoretical debate regarding latent goals, and this theoretical debate usually revolves around the issues of language beliefs and power as well[15]. However, latent goals can be best inferred from data on a case-by-case basis.

As mentioned above, overt goals are concerned with changing the language behaviours of specific people, or specific individuals and organisations. Language planning is the method used to change these behaviours. These goals and methods are discussed in more detail below. These overt goals can include the following (Kaplan & Baldauf, 1997):

1. language selection (including language regenesis) – the goal of language selection is to change which language people use;
2. language maintenance (including standardisation, reform and elaboration) – the goal of language maintenance is to change how people use the language that has been chosen for them; and
3. language spread – the goal of language spread is to ensure that as many people as possible acquire the language chosen for them.

Language planning is the method used to change these behaviours. There are several different types of language planning, including (Kaplan & Baldauf, 1997):

1. status planning (used in language selection);
2. corpus planning (used in language maintenance); and
3. acquisition planning (used in language spread).

The Coleg could best be described as a semi-state agency engaged primarily in acquisition planning and, to a lesser degree, in corpus planning. Semi-state agencies are a type of top-down actor. Actors are those “members of a speech community [either

[15] See, for instance, Ager (2001), Bordieu (1991) and Shohamy (2006) for discussions regarding latent goals and hidden power agendas.

individuals or organisations]" who are engaged in language planning, or the management of the language practices and beliefs of others (Spolsky, 2012, p. 5). Top-down actors primarily consist of "governments [who undertake] language planning activities through authorised official agencies or other designated bodies" (Puigdevall i Serralvo, 2005, p. 26). In contrast, bottom-up actors usually include citizens working either individually or collectively, in the form of civil society organisations or community groups (Cooper, 1989); (Shohamy, 2006).

For the sake of succinctness and clarity, the body of this chapter focuses on the Coleg's acquisition planning role. However, it is important to note that status planning in Wales can support Welsh language acquisition planning. For instance, status planning is used to select the language(s) that will be used in the spheres, or domains, of public administration and schooling. In Wales, both Welsh and English are used within these two spheres, and as will be seen in Section 2.6, the use of Welsh in the education sector is integral to developing the Welsh language's overall vitality. In addition, while acquisition planning offers opportunities to learn the selected language(s), status planning provides opportunities and incentives for use. For instance, the current Welsh language strategy, *A Living Language: A Language for Living*, offers a framework for developing opportunities to use Welsh in a wide range of circumstances, ranging from electronic media to community events to the workplace.

As an additional example, the WG's *More than Just Words* is a status planning strategy designed to increase the use of Welsh within the health sector in Wales. In turn, this status planning initiative has the potential to stimulate learning opportunities in the higher education sector – if a sector needs bilingual, highly-skilled professionals, then the higher education sector is much more likely to offer bilingual study opportunities to individuals who wish to make a career in the sector. In fact, as Davies (2012, p. 346) points out, status planning initiatives such as the one detailed in *More than Just Words* are essential, because "a system that is devoid of specific requirements has no impetus to enforce the higher education system to increase provision through the minority language."

Finally, corpus planning also plays a role in supporting acquisition planning. The language selected for nation-wide usage needs to be standardised, especially in the case of minority languages, such as Welsh, that have experienced a period of decline (Grenoble & Whaley, 2006). It is this standardised form of the language that is taught within the educational system and through educational initiatives (Kaplan & Baldauf, 1997).

In addition, corpus planning develops advanced, subject-specific terminology that can be used in teaching resources and academic scholarship and research. The development of subject-specific terminology is usually the result of collaboration between academics and professionals in other sectors. In fact, in Wales, university-based researchers and linguists are the primary players in corpus planning. A great deal of Welsh language corpus planning focuses on (1) the development of standardised terminology for a wide range of professional and academic subject fields and (2) the spread of this standardised terminology through technology specifically adapted to the Welsh language (Evas, 2014).

Because of its close links with acquisition planning, corpus planning will be addressed again in Section 2.5. In the meantime, the next section focuses the different types of actors involved in language planning in more detail.

2.3 ACTORS

As this thesis considers the Coleg to be a language planning agency, it is important to identify several of the most important actors within the language planning field who in some way influence the Coleg's performance. The term, 'actors,' was defined in the previous section. To briefly recap, actors are individuals, or groups and organisations, who have the authority (or believe they have the authority) to engage in language planning. Furthermore, actors can be classified as being 'top-down' (e.g., government departments and agencies) or 'bottom-up' (e.g., civil society, grassroots and community groups) (Puigdevall i Serralvo, 2005); (Shohamy, 2006); (Spolsky, 2012).

An important component of this definition is ‘authority.’ Ostensibly, actors – whether top-down or bottom-up – have the authority to engage in language planning. This authority allows them to force or to persuade others to change their language practices. According to Cooper (1989), authority is only one of several different ways that actors can enforce language planning. Actors must have the means to engage in language planning, and these means include authority, force, promotion or persuasion (Cooper, 1989). Who has power, and their political, economic, and social agendas, can very well determine the means that are used (Kaplan & Baldauf, 1997).

This thesis cannot do full justice to the issues of power and agency, and its relationship to language planning in Wales. However, the discussion below should be able to highlight the roles that both top-down and bottom-up actors play in the Welsh context, including the Welsh Government and the Coleg. Neither set of actors has absolute power. Furthermore, neither top-down nor bottom-up actors can accomplish their goals without the support of the other. In Wales, any given linguistic situation includes top-down pressures and bottom-up resistance and negotiation[16].

In the contemporary, democratic context of Wales, in order to encourage Welsh language acquisition and use, top-down actors utilise a combination of positive authority, promotion and persuasion. For example, from a top-down perspective, the Welsh Language Commissioner’s ability to enforce a series of Language Standards is an example of positive authority (Evas, 2014). Another example of positive authority would be legislation; on example is the Education Reform Act 1988, which requires that Welsh be “a core subject in Welsh-speaking schools and a foundation subject in non-Welsh-speaking schools” (Dunbar, 2007, p. 113). In addition, the Welsh Government and local top-down agencies (such as the Mentrau Iaith) promote the language by hosting Welsh language events and activities (WG, 2012a).

[16] For a full discussion regarding power and agency within the context of Welsh-medium provision and statutory-level acquisition planning, see Thomas’s and Williams (2013) *Parents, Personalities, and Power: Welsh-medium Schools in South-east Wales*.

Bottom-up actors utilise a combination of promotion and persuasion. Among bottom-up actors, grass-roots communities have been known to use civil disobedience in order to obtain top-down support for Welsh-medium schools. This method has been very successful at persuading top-down actors to engage in action on numerous occasions (Jones, 2013). Furthermore, bottom-up actors also have the ability to host their own language events in order to promote and to facilitate Welsh language use, and they can receive funding and support from local top-down actors to do so (Evas, et al., 2014).

Kaplan and Baldauf (1997) have identified four different categories of top-down actors. One category is governmental agencies, which include ministries and departments, as well as the ministers or cabinet heads that run them. Ager (2001) and Puigdevall i Serralvo (2005) add that relevant government agencies can be found at the supranational, national, regional and local levels.

In the Welsh context, relevant governments would include the central government of the United Kingdom (Westminster); the devolved government of Wales; and local authorities[17]. Westminster has periodically played a positive role in Welsh language planning since the first half of the 1960s. For example, several status planning initiatives originated in Westminster legislation, including (1) the S4C, the Welsh language television channel; (2) the Education Act 1988, which resulted in a Welsh language national curriculum, and (3) the establishment of Wales' devolved government (Dunbar, 2007). In addition, Westminster can indirectly affect Welsh language planning in other ways. For instance, the Chancellors of the Exchequer's fiscal policies also determine the amount of money available to the Welsh Government. This, in turn, determines the amount of money that can be devoted to Welsh language planning and education (Williams, 2014).

[17] The EU does have regulations regarding minority languages. Member states, including the UK, are expected to follow these regulations. More specifically, the EU has enacted the 1992 European Charter for Regional or Minority Languages (ECRML), which is a treaty that "calls for governments to recognise and promote regional and minority languages, eliminate all forms of discrimination against them, and…provide opportunities for their use in educational programmes at all levels" (Walter & Benson, 2012, p. 288). However, as this Charter is largely ineffective when it comes to promoting the Welsh language within Wales' HE sector (or any other sector in Wales, for that matter) (McLeod, 2009); (Parry, 2012), it will not be discussed here.

The Welsh Government (WG) and the National Assembly for Wales (NAfW) arguably have the greatest affect upon Welsh language planning (Morgan, 2007), especially now that Wales has transformed from an administrative to legislative devolved government. As a part of this transformation, the UK central government has granted “legislative competence to the NAfW to enact legislation in matters relating to certain aspects of the Welsh language” (Evas, 2014, p. 48). In addition, local authorities have also been required to adhere to Welsh Language Schemes, which detail how they will interface with the Welsh-speaking public (Morgan, 2007), although these Language Schemes are being replaced by new Language Standards, which came into effect toward the end of 2014 (Evas, 2014).

A second category of top-down actors consists of education agencies at the national, state/regional, and local level, including ministries and departments for education. The Welsh Government contains the Welsh Language Unit at the Department of Education and Skills (DfES), and it is an important government-based, educational department. For instance, the DfES is responsible for the *Welsh-medium Education Strategy (2010)*, and it works with local authorities to ensure the strategy’s implementation (Williams, 2011). Local authorities, of course, are also key educational agencies at the regional and local level (Rees, 2013), since they are in charge of planning for provision and establishing Welsh-medium schools (Williams, 2011).

A third category consists of semi-state agencies. Semi-state agencies are important players in Welsh language planning. The Welsh Language (Wales) Measure 2011, which supplements the Welsh Language Act 1993, requires that semi-state agencies and similar public sector bodies – such as the civil service and the courts – prepare Welsh language documents that detail how they will interface with the Welsh-speaking public (Evas, 2014). In addition, there have also been semi-state agencies devoted specifically to Welsh language planning. For instance, the Welsh Language Board (1993-2012) used to be one such agency, although its duties have been absorbed partially by the Welsh Government and partially by a newly founded semi-state agency, the Welsh Language Commissioner (Williams, 2014). The Coleg would fall under the third category of semi-state agencies. It is

a government-funded charity that is accountable to, but not run by, the Welsh Government (Evas, 2014).

A fourth and final category includes agencies that engage in language planning 'accidently.' In other words, language planning is not one of the functions of these agencies, but the decisions they make can and do affect language practices and beliefs. Within the Welsh context, these actors include para-public entities, such as universities and FE colleges, and private actors, such as banks, businesses and corporations (Puigdevall i Serralvo, 2005).

It is important to note that the Coleg is quite literally integrated with Welsh universities through its local Branches, resulting in amorphous and blurred boundaries. Its organisational structure is also based on that of a university's, in order to further this integration (CCC, 2011b). Furthermore, the Coleg's work shares a great deal in common with the type of work that is usually performed by government departments. So, although the Coleg is technically a semi-state agency, it shares elements with organisations that fall under the second and fourth categories.

Bottom-up actors are just as important as top-down actors, because bottom-up actors can instigate a tremendous amount of change (Shohamy, 2006), especially in regards to the revitalisation of minority languages (Grenoble & Whaley, 2006). In fact, according to Grenoble and Whaley (2006, p. 41), when it comes to language revitalisation:

> It cannot be overemphasized that this effort needs to come within the community itself. External human resources, such as linguists, professional pedagogues, teacher trainers, and language planners can be brought in to assist the community. In fact, depending on the levels of existing language resources, they may be essential, but these external sources cannot provide the core of support necessary to create and to sustain a revitalisation program.

This is because bottom-up actors not only instigate new language planning initiatives; they can also prevent top-down language initiatives from being successful. Top-down language management initiatives that promote revitalisation or language reversal need to fit with the language beliefs of the community, or they need to change them. Otherwise, these initiatives

can be undermined by community resistance (Schmit, 2013). As Grenoble and Whaley (2006, p. 51) point out:

> They are almost certainly to fail if there is overt disapproval from too large of too influential a group within the community… For a language to thrive it needs to have domains of usage, and so community members are not only needed to create a speaking environment but also to sustain it, which is difficult if there is significant resistance.

Any given linguistic situation usually includes top-down pressures and bottom-up resistance and negotiation (Shohamy, 2006), and this is true of the Welsh case as well. For example, as Rees (2013) points out, the driving force behind Welsh language revitalisation has been bottom-up actors who have networked with, and gained the support of, key, top-down decision-makers. Furthermore, bottom-up action laid the ground work for top-down legislation, such as the Broadcasting Acts of 1981 and 1982, which established S4C, the Welsh language television channel. Bottom-up action has also been responsible for the development of top-down organisations at the local authority level (such as the Mentrau Iaith found in each county in Wales) as well as at the national level (such the Coleg Cymraeg Cenedlaethol, which is essentially a Welsh Government response to bottom-up language activists) (Evas, et al., 2014).

For example, the Mentrau Iaith are top-down agencies specifically designed to foster grass-roots language initiatives. In order to respond to local challenges, they work in partnership with local authorities and other top-down language planning agencies that foster grass-roots initiatives and civil society participation, such as the Urdd, Twf, Young Farmers Club, Mudiad Meithrin and the Welsh for Adults Centres (Evas, et al., 2014). Some of these agencies are key players in acquisition language planning, especially in non-statutory education – for instance, Twf (which promotes language transmission from one generation to the next), the Mudiad Meithrin (Welsh-medium nursery schools), and the Welsh for Adults Centres (which teach the Welsh language to adults in the community) (Williams, 2014).

In regards to Welsh-medium education, parent activists have been the main instigators of change. In fact, it was parents who:

> … first secured the agreement of the local authority to open a Welsh-medium school [and] have ensured that local authorities have continued to expand Welsh-medium provision, and to do so in a way which experience has shown to be the most effective method of Welsh-medium education (Jones, 2013, p. 211).

Now that Welsh-medium education has been established, parental choice continues to support and strengthen it. It is the decisions of parents, who chose to send their children on to Welsh-medium schools, that are driving the continued expansion of provision at the statutory level (Jones, 2013). And in response to both parental demand and the *Welsh-medium Education Strategy (2010)* (in other words, in response to both bottom-up and top-down pressures), local authorities have actually improved strategic planning for Welsh-medium provision (Williams & Jones, 2013).

Welsh language planning and education undoubtedly have the community support that is so desperately needed in language revitalisation efforts. This community support is one of the main strengths of the Welsh system of bilingual education. Community action has resulted in the establishment of top-down legislation as well as an increased number of top-down actors who now are responsible for the Welsh language (Williams, 2014). This means that the Welsh language and Welsh-medium education are increasingly normalised and professionalised. However, this normalisation presents challenges of its own. To paraphrase Williams (2014), as responsibility for the Welsh language shifts, it is no longer entirely clear who is responsible for what, and the role of civil society in Welsh language planning needs to be better understood in order to meet the vagaries of the new situations.

This redefinition of roles and responsibility is particularly important for Welsh-medium provision. Welsh-medium provision is now driven more by parental demand rather than parental activism – but the provision is still characterised by a lack of central, top-down planning. This lack of central planning has been one of the main sources of its weaknesses, resulting in geographical variation and an “inconsistent application of policy” (Williams & Jones, 2013, p. 268).

In fact, outside of the HE sector, Welsh-medium provision is arguably driven by the strategic planning – or the lack thereof – of individual local authorities who respond – or fail

to respond – to parental demand. Thus, the main role of the Welsh Government should be (1) to improve ‘problem areas’ that lack strategic planning and appropriate response, and (2) to develop these areas’ educational systems until they are on par with the educational systems of stronger areas (Williams, 2014).

In summary, any given linguistic situation includes top-down pressures and bottom-up resistance and negotiation (Shohamy, 2006). This is clearly evident in the Welsh context. Bottom-up actors have been the primary instigators in regards to Welsh-medium provision. However, through the actions and demands of bottom-up actors, top-down actors have played an increasingly important role in this provision. In fact, new top-down organisations have been created at the bequest of bottom-up actors. The Coleg is one of those top-down organisations, and it now plays a very important role in Welsh-medium provision: the Coleg is one of only two actors that plans for Welsh-medium provision at a national level, and it is the only actor that plans strategically for national provision within the HE sector (CCC, 2011/12).

2.4 LANGUAGE SELECTION & STATUS PLANNING

Language selection consists of choosing a specific language for a society. The purpose of language selection is to establish a shared language for nation-wide usage, public administration and schooling (Kaplan & Baldauf, 1997); (Walter & Benson, 2012). Language selection is usually executed by a society’s political leaders through the establishment of laws and regulations. These laws and regulations require that the language be used in certain situations (e.g., as a means of communication between government agencies; within the courts; as a medium of instruction within state-funded schools; etc.). The formulation and implementation of these laws and regulations is status planning (Shohamy, 2006).

It is important to note that more than one language can be selected for nation-wide usage. Furthermore, minority languages – even ones that lack a vital speaker base and decreased inter-generational transmission – can be selected as well (Puigdevall i Serralvo,

2005). Thus, language selection can also include what Kaplan and Baldauf (1997, pp. 62-63) refer to as language regenesis.

Language regenesis can refer to either language revival or language revitalisation. Language revival is the restoration of a language that is dead or is at the verge of dying off. Hebrew in Israel would be an example of a revived language. Language revitalisation refers to a minority language with a declining speaker base that is re-invigorated. Welsh would be an example of a revitalised language. Language regenesis is achieved through language reversal. Language reversal can be the result of either a demographic shift (an increase in speakers) and/or a legal shift (a shift in the type of spheres in which language is used, oftentimes due to legislation and regulation, or status planning) (Kaplan & Baldauf, 1997).

Language selection is not a straightforward process. It automatically implies that there are a number of different options from which to choose (Kaplan & Baldauf, 1997). In the end, a number of different factors can determine language selection (Walter & Benson, 2012). Thus, there are several different approaches to language selection and status planning within nation-states and semi-autonomous regions (Leclerc 2001 in Puigdevall i Serralvo, 2005, p. 20). This thesis will define and focus on the status planning approaches that are applicable in the Welsh context.

First, it is important to briefly address the United Kingdom's approach to status planning. Because Wales could be described as a semi-autonomous region, status planning in Wales has occurred against the backdrop of the United Kingdom's approach to status planning. The United Kingdom does not, and has not ever, recognised English as either an official or a national language. However, the United Kingdom uses two status planning approaches – linguistic internationalism and the valorisation of an official language (Puigdevall i Serralvo, 2005).

The purpose of linguistic internationalism is to promote a language across linguistic and geographical borders. This policy type is usually utilised by current powers or old colonial powers. The aim of valorisation status planning is to promote a single language in both public and private spheres. This type of planning type does grant rights to minority

languages, although these rights are usually limited (Leclerc 2001 in Puigdevall i Serralvo, 2005, p. 20). As Dunbar (2007, p. 112) points out, the United Kingdom has a tradition of legislatively reinforcing the English language, which has sometimes occurred:

> …at the expense of the autochthonous languages. The Act of Union of 1536, for example, which formally incorporated the Principality of Wales into England, reinforced by further legislation in 1542, provided that English would be the language of the courts in Wales and that only those able to speak English could hold public office; the aim was to create a uniform, English-speaking legal and administrative system throughout England and Wales. The Courts of Justice Act of 1731 required the use of English in all courts in England and Wales… The Education Act of 1870 for England and Wales… introduced universal, state-supported education, but only through the medium of English.

These legislative acts have played a role in undermining the vitality of the Welsh language, and they have contributed to the pervasive influence of the English language in Wales (Lewis, 2008). However, Wales has become increasingly autonomous of the course of the 20th century. This increasing autonomy has allowed Wales to develop its own approach status planning (Puigdevall i Serralvo, 2005).

More specifically, Wales has selected both the Welsh and the English languages as languages to be used in public administration and in schooling. Prior to the granting of legislative powers, and the resulting Welsh Language (Wales) Measure 2011, Wales' approach to status planning was the enactment of a differentiated legal statue. Differentiated legal statues are intended to promote linguistic harmony, but they do so by refusing to give any one language official status. The dominant language receives a full set of rights; the rights to use a minority language are usually more limited (Puigdevall i Serralvo, 2005).

The Welsh Language Act of 1993 resulted in Wales' differentiated legal statute. It recognised the equal status of the English and Welsh languages while refusing to acknowledge either as an official or a national language. This Act required public sector bodies to detail how they would interface with the Welsh-speaking public in documents referred to as Welsh Language Schemes. In short, this Act required that Welsh be used as a language of public administration (Williams, 2011).

As is typical with a differentiated legal statute, the use of the minority language is constrained by a more limited set of rights. For instance, the Welsh Langauge Act of 1993

did not acknowledge the right of an individual to be able to use Welsh. Rather, it only required that public bodies offer services in Welsh, so long the circumstances made it ‘reasonably practicable’ to do so. In other words, public bodies could find ways to exempt themselves from developing Welsh Language Schemes (Williams, 2011).

It is important to note that Wales’ differentiated legal statute is still reflected in its approach to language spread and acquisition planning. Parents do not have a statutory right to a Welsh-medium education for their children. However, they also do not have a right to English-medium education for their children (Rees, 2013).

However, the granting of legislative powers has resulted in its current approach of valorising bilingualism (Evas, 2014). The aim of this type of status planning is to promote linguistic harmony by acknowledging the equality of, and promoting, two to three languages (Puigdevall i Serralvo, 2005). The Government of Wales Acts of 1998 and 2006 granted devolved powers to the National Assembly for Wales (NAfW). These Acts also allowed Wales to follow through with a bilingualism approach, since they allowed the NAfW to do anything in its power to promote the Welsh language. The Welsh Language (Wales) Measure 2011 gave official status to the Welsh language. It abolished the Welsh Language Board and the phased out Welsh Language Schemes. However, the Measure replaced the Welsh Language Schemes with Language Standards in service delivery, policy, operations, promotion and record keeping. It also established a Welsh Language Commissioner, a semi-state agency that has the legal authority to enforce these Language Standards (Evas, 2014).

Arguably, Wales’ approach towards status planning has resulted in ‘legal language reversal’ for the Welsh language (Kaplan & Baldauf, 1997). However, the Welsh language has yet to experience a massive demographic shift. For instance, although the number of Welsh language speakers had increased steadily since the 1970s, it witnessed a decline between 2001 and 2011 (from around 20.1% of the population to approximately 19% of the population) (Evas, 2014).

Furthermore, the Welsh language also has yet to be normalised (Williams, 2014). In order for a language to be normalised, it has to be used in as wide a variety of domains as

possible, such as public administration, schooling, leisure and entertainment, family life, and work (Grenoble & Whaley, 2006). Welsh language status planning has established the language in the areas of public administration and education. However, the Welsh Government still has a long way to go before it realises its goal – "a truly bilingual Wales… where people can choose to live their lives through the medium of either or both Welsh or English and where the presence of the two languages is a source of pride and strength to all" (WAG, 2003).

There are a number of initiatives in place in order to increase normalisation and to encourage demographic shift. In fact, the Welsh Government's succesive Welsh language strategies, first *Iaith Pawb (2003-2012)* and then *A Living Language: A Language for Living (2012-2017)*, have been devoted to ensuring the normalisation of the Welsh language. They have both provided a vision and a direction for this process.

However, it is important to note that another key way to encourage demographic shift and language normalisation is through language acquisition and spread. In fact, status planning and acquisition planning are closely intertwined. The purpose of status planning is to select a language for nation-wide usage. It does this in two ways – by using the language within public administration, and by ensuring that the language is taught and used within the educational system. Since the educational system teaches the language to each successive generation, it is a powerful tool when it comes to encouraging nation-wide spread of the language (Kaplan & Baldauf, 1997). For instance, the Education Act of 1988 made the Welsh language compulsory in schools for the first time. By making the Welsh language a compulsory subject, the Education Act of 1988 helped to ensure further spread of the Welsh language across Wales (Evas, 2014);(Williams, 2014).

Section 2.6 thoroughly addresses the role that acquisition planning plays in improving linguistic progression. The next section in this chapter addresses corpus planning and language maintenance. The language selected for nation-wide usage needs to be standardised, especially in the case of minority languages that have experienced a period of

decline (Grenoble & Whaley, 2006). As Kaplan and Baldauf (1997, p. 34) point out, language maintenance and standardisation:

> …is no less complex than the initial identification of the language to be selected. If one can assume that the choice of a language for a specific purpose has already been accomplished, the next series of problems deals with the establishment of norms.

The establishment of language norms results in a standardised version of a language. It is this standardised form of the language that is taught within the educational system and through educational initiatives.

2.5 LANGUAGE MAINTENANCE & CORPUS PLANNING

Both minority and dominant languages need to be maintained. In the case of minority languages, language maintenance consists of (1) stabilising current language norms (such as pronunciation, orthography, script and grammar) and (2) modernising lexicon in order to facilitate regenesis and language spread. In the case of dominant languages, such as English, the goal is "to prevent it from diverging excessively form some mutually agreed upon standard" (Kaplan & Baldauf, 1997, p. 78).

Language maintenance is achieved through corpus planning. Corpus planning is usually executed by linguists, while status planning is achieved by political and public leaders. However, the two methods are related. Corpus planning is dictated by status planning – status planning chooses which language should be maintained. Furthermore, as Fishman (2000, p. 44) points out, changes that are "advanced on purely linguistic grounds… can often imply a hidden status planning agenda," and corpus planning can be used to achieve latent goals as well as overt goals.

Corpus planning consists of standardisation, reform and elaboration (Kaplan & Baldauf, 1997). Standardisation is the formulation and regulation of language norms, such as grammar, lexicon, pronunciation, orthography and script. Language reform is a specific type of standardisation. Language reform occurs when a language needs to adapt to domains – such as the workplace or public administration – that are new to it and its culture.

Oftentimes, language reform consists of changing and even simplifying grammar, orthography and script. The simplification of language norms can ease and facilitate language use (Kaplan & Baldauf, 1997).

Elaboration focuses on the “functional development of the language” (Kaplan & Baldauf, 1997, pp. 68-69). Elaboration mostly consists of lexical modernisation and terminological unification. Lexical modernisation is the creation of new words and the adaptation of old words in order to express new ideas that are usually scientific and technological in nature. There are several different ways to modernise a language’s lexicon. One way is to create entirely new words, based on historical and/or common roots and affixes. In addition, it is also possible to give new meanings to old words. Furthermore, it is possible to borrow words from other languages (Grenoble & Whaley, 2006).

Lexical modernisation is related to terminological unification. Terminological unification occurs on an international basis, and its purpose is to ensure that scientific and technological terms “have common agreed upon meanings across several languages (Kaplan & Baldauf, 1997, p. 69). Ideally, the newly minted words that describe new scientific and technological developments in one language will be comparable to the terms and definitions used in other languages (Kaplan & Baldauf, 1997).

In Wales, university-based researchers and linguists, followed by civil servants and statutory-level educators, are the primary players in corpus planning. A great deal of Welsh language corpus planning focuses on (1) the development of standardised terminology and (2) the spread of this standardised terminology through technology specifically adapted to the Welsh language (Evas, 2014). There are several important Welsh language corpus planning initiatives in Wales, led primarily by Bangor University through its Canolfan Bedwyr specialist unit (BU (a), 2001–2014). It is important to note that the Coleg is a partner in at least two of Bangor University’s projects, and these projects are funded by grants from the Coleg’s Strategic Developments and Projects Fund.

The Canolfan Bedwyr at Bangor University plays a leading role in developing these resources and in adapting language technology to the Welsh language. The Canolfan

Bedwyr is a unique Welsh language centre that both (1) facilities Welsh language usage in Bangor's classrooms and administration and (2) works extensively on Welsh language corpus planning (BU (a), 2001–2014).

Examples of grammar standardisation projects at the Canolfan Bedwyr include the Cymraeg Clir and the Cylch Gîcs Gramadeg (BU (a), 2001–2014). The purpose of the Cymraeg Clir initiative is to help public bodies to communicate effectively in the Welsh language. As a result of the Welsh Language Act 1993 and the Welsh Language (Wales) Measure 2011, public bodies must produce Welsh language versions of their English documents. However, the Welsh-speaking public oftentimes finds these documents difficult to read and to understand. The Cymraeg Clir offers a translating and editing service; a hand-book for writing clear, easy-to-understand Welsh; and a number of on-line resources that offer guidelines and the standardised translations of official terms (BU (c), 2001-2014). In other words, the Cymraeg Clir initiative has resulted in a number of rules and guidelines for the standardised use of Welsh. In fact, the initiative could be referred to as a form of language reform, since the guidelines are designed to ease and to facilitate the use of Welsh within a specific domain – public administration.

The Cylch Gîcs Gramadeg is a forum that consists of a series of academic lectures and seminars. The lectures focus on Welsh grammar in the context of contemporary Welsh linguistics and Welsh language technology. The forum is based at Bangor University, but it is funded by one of Bangor's key partners in corpus planning – the Coleg (BU (d), 2001-2014). This forum arguably plays an important role in the development and maintenance of standardised Welsh grammar by providing a venue and a collective communication line for Welsh language linguists.

Examples of terminology standardisation projects at the Canolfan Bedwyr include language corpora and a number of terminology projects (BU (a), 2001–2014). The Canolfan is responsible for two corpora - the Corpws Electroneg o'r Gymraeg (CEG) and Corpws Siarad. The CEG is an extensive language corpus of over 1,000,000 words. The corpus was derived from about 500 samples of modern (post-1970) Welsh prose writing. This corpus

also resulted in two different word lists – a standardised word frequency count and a lemmatised list. According to the website (BU (e), 2001-2014), these word frequency analyses have resulted in “basic information concerning the frequencies of different word classes, inflections, mutations, and other grammatical features.” The digital CEG corpus is an important grammatical and terminological resource for a wide-range of researchers in the fields of psychology, linguistics, language acquisition, and literary analysis.

The Corpws Siarad, on the other hand, is an audio-based corpus. This corpus is the result of a partnership between Bangor University and one of its partners, the Economic and Social Research Council (ESRC). This corpus includes the recordings and transcripts of 69 Welsh language conversations by 151 speakers. Bangor University and the ESRC are also beginning to add recordings and transcripts of Patagonian Welsh to the corpus as well (BU (h), 2010-13). The Corpws Siarad is arguably an important resource for research and language planning that focuses on pronunciation and language variation.

For nearly two decades, the Canolfan has also been standardising terminology. It has produced standardised terminology in a wide number of fields, including Biology, Archaeology, Woodland Management, Psychology, the Creative Industries, Law, Etymology, Botany, Finance, Health Care, Social Work, Mental Health, Nursing and Midwifery, and Occupational Therapy. The Canolfan also standardises terminology for organisations that work through the medium of Welsh. For instance, it has produced standardised terminology for the Environment Agency Wales and its partners. It also engages in terminological unification by “complying with and influencing internationally agreed standards for terminology” (BU (f), 2001-2014).

The Canolfan and the Coleg are currently working together on the Higher Education Terminology Project. The purpose of this project is to produce a series of bi-directional Welsh-English dictionaries for academic fields that are considered to be a national priority by the Coleg. In addition, the terms are defined in order to promote further understanding of the lexicon among higher education students and staff. These dictionaries are made available online through the Coleg’s blackboard, or online virtual sharing centre, Y Porth. Like all of

the Canolfan's terminology projects, the Higher Education Terminology Project adheres to international standards for terminology (BU (g), 2001–2014); (CCC (b), 2012).

Finally, it is important to note that the Canolfan Bedwyr is also responsible for developing a number of language technologies. Examples of these language technologies include a set of language proofing tools (including the Welsh version of Microsoft Word), a number of electronic dictionaries, and speech-to-text technology (BU (a), 2001–2014). The development of language technology is not a straight-forward process. Digital and electronic technology usually needs to be adapted to the Welsh language before it can even be used to develop corpora and other resources. However, once this technology is adapted, it plays an important role in digitising hard-copy resources and disseminating standardised Welsh language grammar and terminology (Evas, 2014).

In conclusion, as can be seen from the discussion above, actors within the higher education sector – including Bangor University (and specifically the Canolfan Bedwyr and the former ESRC-sponsored Centre for Bilingualism) and the Coleg – are the leaders in Welsh language corpus planning. In some ways, Welsh language corpus planning is still in its early stages, as the key actors work to set up the needed resources and language technologies. However, these corpora and language technologies are already playing a cardinal role in both statutory-level education and higher education. Even at this early stage, Welsh language corpus planning has resulted in standardised terminology that can be used in acquisition planning. Thus, terminology is a vital element of language planning.

Finally, in the context of this thesis, it is critical that a formal set of relevant and well-accepted terms, concepts, formulae and approaches be developed for the maturation of different subject areas in Welsh. The Coleg is involved in the terminological development of several new subject areas. Furthermore, as has been indicated in this investigation's interviews, Coleg-funded lecturers receive training during their PGCTHE course to utilise the terminology that has been developed for their respective fields. By training Coleg-funded lecturers, the Coleg can ensure that the newly-developed terminology is disseminated and used within the HE sector. The next section discusses acquisition planning in detail, with a

specific emphasis on (1) capacity-building (the sourcing and development of teaching staff and teaching resources) and (2) linguistic progression.

2.6 LANGUAGE SPREAD & ACQUISITION PLANNING

2.6.1 Academic Literature

Acquisition planning is the method used to develop opportunities for language learning. The education sector provides these opportunities. Within the Welsh context, the educational sector consists of (1) the statutory-level educational system (including primary and secondary school) and (2) educational initiatives at the pre-statutory (nursery) and post-statutory (Sixth Form, further, higher, and adult education) levels (Kaplan & Baldauf, 1997).

It is important to note that the education sector cannot be the only sector in charge of language spread, primarily because it is unable to directly impact the other domains in which the language needs to be used. It simply does not have the authority to implement legislation that requires and/or encourages language use outside of its immediate domain. However, as Kaplan and Baldauf (1997, pp. 126-127) point out, other government bodies and agencies are able to implement the necessary legislation and to provide incentives. Examples include:

> …tax incentives to commercial organisations which hire speakers of those languages, position designations in the civil service and/or foreign service requiring proficiency in those languages, allocation of funding to the education sector to improve instruction in those languages including special salary incentives for qualified teachers… [and] the development of one or more media campaigns to enhance popular attitudes relating to the value of those languages.

In short, linguistic education and the incentives and opportunities for use all need to be promoted simultaneously. The education sector provides the linguistic education, and other government bodies and agencies provide the incentives and extra-curricular opportunities through status planning.

In the case of minority languages, the role that the educational sector plays in acquisition planning is crucial. Whenever education is nationally (or regionally) administered, it automatically determines language use in other domains. If education is provided only

through (or even primarily through) a dominant langauge, then it is almost inevitable that the use of local minority languages will decrease substantially (Grenoble & Whaley, 2006).

However, if these local minority languages are an integral part of the education sector, then they will maintain a higher degree of vitality. The more these languages are used in education, the greater their use in other domains. It is important to note that there are several different ways to spread local minority languages. The three most common methods include (1) total immersion provision; (2) second language provision; and (3) some form or type of bilingual provision (Baker, 2008); (García, 2009); (Grenoble & Whaley, 2006).

Total immersion provision consists of education that occurs only through the minority language. From the perspective of most linguists and educators, total immersion is arguably the most effective way to learn a language. The best way to learn a language is to be in an environment where the only language that is used is the language that needs to be learned. However, total immersion provision does require a speaker base in order to supply the appropriate educators and administrators, and some minority languages simply do not have enough of a speaker base to make that feasible. It also requires a significant amount of financial resources at the outset in order to produce the required materials. Because total immersion initiatlly requires such a high-level of funding, it needs to have wide-spread support as well (Grenoble & Whaley, 2006).

In second language provision, the minority language is taught as if it were a second, “foreign” language. A certain percentage of the overall school curriculum is set aside to teach the minority langauge as a subject, but all other classes are taught through the medium of the dominant language. Second langauge programmes are generally considered to be the least successful way to teach a minority language. Because the amount of time devoted to the langauge is so limited, pupils rarely are able to achieve a reasonable level of competency in the language, let alone fluency. However, if there are not enough speakers or curricular materials available, then second language learning for pupils may be the only way

for a community to sustain a minority language within the education sector (Grenoble & Whaley, 2006)[18].

Bilingual provision is particularly important in the Welsh context; as will be seen in sub-section 2.6.3, all state-funded schools in Wales offer some form or type of either bilingual provision or second language provision. In general, the term 'bilingual provision' can refer to at least two different types of educational models. On the one hand, 'bilingual provision' can refer to an educational model that (1) uses and promotes two (or more) languages and (2) is characterised by classroom practices and formal instruction that foster bilingualism and biliteracy. In general, this type of bilingual provision is to be found in additive contexts. These are contexts where an individual either learns a second language at no cost to their original language and/or where individuals are encouraged to maintain and to develop their minority language skills in addition to their majority language skills (Baker, 2008); (García, 2009).

On the other hand, bilingual provision can refer to an educational model that is relatively monolingual, but "bilingual children are present [within the classroom]" (Baker, 2008, p. 213). More specifically, this type of educational model does not foster bilingualism and biliteracy, and in fact, it may even attempt to replace a minority (or immigrant) language with a majority one. This type of bilingual provision is usually found in subtractive contexts, "where the politics of a country favours the replacement of the home language by the majority language" (Baker, 2008, p. 4).

However, it is important to note that any given context can be both additive and subtractive. For instance, all of Wales' state-funded schools encourage pupils to develop (1) their Welsh language skills; (2) their English language skills; and (3) their skills in an

[18] Another type of second language provision targets adults, or the middle generation that falls between the younger generation of children and the older generation of elders. In Wales, second language provision for adults is well-developed, and in some cases, it is considerably successful. There is an extensive body of research on second language provision for adults, and as it has been addressed thoroughly elsewhere (see, for instance, Newcombe (2007)), it will not be discussed in this thesis.

additional, foreign language. In this sense, the Welsh context is additive. Yet, from the perspective of immigrants in Wales, the Welsh context may be subtractive, because the home languages of immigrant pupils are replaced by a combination of the English and Welsh languages.

Even within these two distinct educational models, there are a plethora of ways to offer bilingual provision, not only across geographical areas (e.g., the minority language communities of Western Europe), but also within a given geographical area (e.g., Wales). In order to facilitate comparative research, scholars have attempted to classify the various forms of bilingual provision into different typologies. To cite just one example, Hornberger (1991, p. 223 in García, 2009, p. 113) proposed a typology with three classifications. This typology could be applied to the bilingual provision available within Western Europe and Western immigrant countries:

1. Transitional bilingual provision - this type of provision emphasises language shift and the replacement of a minority/community/immigrant language with a dominant one. In other words, this type of provision attempts to replace the home language of a pupil with the dominant language of society.

2. Maintenance bilingual provision - this type of provision emphasises the maintenance of a minority/community/immigrant language; more specifically, its purpose is to simply maintain the minority language skills of a pupil entering a school, but the pupil's majority language skills will be fully developed.

3. Enrichment bilingual provision - this type of provision emphasises the development of a minority language; in other words, the minority and majority language skills of pupils are actively developed to full proficiency and biliteracy.

Typologies can range in their level of detail. For instance, Baker (2008, p. 215) developed a ten-category typology that could be further classified into three overarching categories - monolingual provision for bilinguals; weak forms of bilingual provision for bilinguals; and strong forms of bilingual education that promote biligualism and biliteracy. Mackey (1970 in Baker, 2008) developed a typology consisting of 90 different categories.

However, is important to note that these various research-based typologies could be considered simple heuristic devices - even in the case of the highly detailed typologies, which take a number of different factors and variables into account. As Baker (2008: 214) pointed out, "one of the intrinsic limitations of typologies is that not all real-life examples will

fit easily into the classification." This statement is particularly apropos in the case of different types of bilingual provision, which can be classified into different categories based on the following factors (Baker, 2008); (Hornberger, 1991 in García, 2009); (García, 2009):

1. The provision's goals and purposes, including its linguistic goals (e.g., language shift, language maintenance, language addition, language revitalisation, etc.); its literacy goals (e.g., literacy in one language; partial biliteracy; full biliteracy); and even its socio-cultural goals (e.g., the assimilation of pupils into a dominant language and associated culture, or the promotion of linguistic diversity, cultural pluralism and social autonomy).

2. The linguistic success of the pupils receiving the provision. In turn, success can also be defined in different ways, e.g., the pupils' level of academic performance in regards to specific language skills and specific exit criteria; the pupils' language competence, or their ability to function bilingually in different contexts; the pupils' language use both within and outside of the school context; the degree to which the pupils' bilingualism/biliterarcy is balanced, etc.

3. The assumptions underlying the provision. For instance, bilingualism and bilingual provision may be viewed as a problem, an enrichment, a right, or a resource.

4. The operational characterisitcs of the provision, including the location of the provision within a school (e.g., bilingual provision can be school-wide; there can be two distinct, or dual, streams within the school; etc); the allocation of languages across the curriculum, across subjects, and within classrooms; the availability of teaching materials and resources in the necessary languages; the level of parental involvement with the school offering the bilingual provision; parental attitudes towards bilingual provision; and the background of the teachers (including their ethnicity, language proficiencies, and training).

5. The situational factors that can influence the provision, including (but not limited to) the background of pupils (e.g., the pupils' social and linguistic backgrounds); opportunities for language use outside of the school context; language policies and the statuses of languages outside of the school context; local community attitudes towards different languages and bilingual provision; the economics and politics of funding bilingual provision; etc.

In short, any given form of bilingual provision is actually characterised by a constellation factors, including the provision's goals; the assumptions underlying the provision; the provision's operational characeteristics; and its situational context. These characteristics all influence the provision's outcomes, including the success of its pupils and the provision's success in achieving its overall linguistic and socio-cultural goals.

This level of complexity and diversity in regards to bilingual provision can be found in Wales. State-funded schools in Wales offer a variety of different types of bilingual provision. Furthermore, both researchers and the Welsh Government have found it difficult to classify these different forms of bilingual provision into different categories. The WG has developed a five-category typology that is designed to help parents make informed choices in regards to the education of their children. This typology classifies schools in Wales based on the allocation of the Welsh and English languages across the schools' curriculum[19]. However, as with all typologies, the WG's system of classification does not begin to capture the full complexity. In the Welsh context, the geographical location of the schools offering bilingual provision; the make-up of the schools' student bodies; and the classroom practices of the schools' teachers all play a role in determining the type of bilingual provision on offer to pupils.

It is important to note that linguistic education of any type (e.g., total immersion, bilingual, or second language teaching) requires capacity-building. In other words, the following resources are needed if linguistic education is to be effective: (1) a cadre of competent language educators and (2) an appropriate curriculum with corresponding materials and teaching resources. The development of the former contributes to the development of the latter, because teaching staff generate provision and teaching resources as a part of their work. These resources are essential, regardless of the type of provision being used (total immersion, bilingual or second language) and regardless of the provision's

[19] For example, schools that only offer Welsh second language provision are classified as monolingual and English-medium. Schools where at least 70% of the curriculum is delivered through the medium of Welsh are classified into the category of 'total immersion.' However, both of these types of schools could technically be considered bilingual provision providers, since they develop pupils' bilingual skills in Welsh and English to varying degrees.

level (pre-statutory, statutory, or post-statutory). By necessity, these resources need to be adequately funded, or the provision is far less likely to succeed, and it may never even get off the ground (Grenoble & Whaley, 2006); (Kaplan & Baldauf, 1997).

Furthermore, there are three additional issues that need to be addressed when developing a cadre of educators at any level of education, including post-statutory: (1) identifying a source of educators; (2) the training of educators; and (3) the reward structure for educators. Obtaining educators can be particularly challenging in the context of minority languages. Some minority languages have fewer competent speakers, so finding individuals who speak the langauge well; who are good at instruction; and who are also in a position to provide instruction can be difficult (Grenoble & Whaley, 2006).

Once educators have been sourced, then their training is also essential. This training consists of both pre-service training in pedagogy as well as quality in-service training and continuing professional development. A reward structure can be used both to source and to retain language educators through “initial incentives designed to defray the costs of getting trained… and long-term incentives designed both to provide satisfying careers… and to encourage the maintenance of… skills” (Kaplan & Baldauf, 1997, p. 131).

The difficulties associated with the development of HE level curriculua and teaching resources are oftentimes the product of a cyle that can be hard to break. The long-term aim of HE level capacity-building is to increase the range of subjects that can be taught through the medium of a minority language. In order to do this, capacity-building initiatives sometimes need to address limited resource capacity including: (1) a lack of experienced teaching staff; (2) a lack of subject-specific materials (including primary sources, learning resources, textbooks, and literature); and (3) a lack of advanced subject-specific terminology (Arzoz, 2012); (Davies, 2012); (Parry, 2012).

At the HE level, the difficulties associated with sourcing educators can be compounded by two factors. First, a heavy workload is associated with provision through the medium of a minority language. The few staff who do teach through the medium of a minority language are also expected to participate in majority language-medium teaching as

well. Second, there are usually limited teaching materials available (including textbooks, learning resources, primary resources and literature), which can make minority language provision unattractive to potential students. Due to both of these factors, minority language provision is “perceived as a laborious task, where only very few students undertake the available provision” (Davies, 2012, p. 348). However, if the goal is to develop subject-specific materials and terminology, then increasing the numbers of staff is essential.

Arguably, the development of advanced, subject-specific terminology is largerly a matter of corpus planning that requires extensive collaboration between academics and professionals in the field (for instance, the Canolfan Bedwyr at Bangor University works with the Environment Agency Wales to produce standardised terminology for the Agency and its partners) (Davies, 2012). But it is important to note that the development of both subject-specific materials and terminology go hand-in-hand. Limited terminology inhibits the development of specialised materials. Simultaneously, limited materials inhibit the distribution new terminological developments. Both need to be developed simultaneously, usually through the generation of scholarship and research. Yet, the heavy workload associated with minority language teaching can constrain the amount of time that staff can devote to such scholarship and research (Davies, 2012); (Parry, 2012).

In addition, in the Welsh context, the difficulties associated with HE level capacity-building can be exacerbated by a number of underlying factors. The factors will be discussed in detail in Section 2.6.4. In brief, however, they include:

1. Tensions, and even conflict, between the WG’s Welsh-medium higher education agenda and the WG’s general higher education agenda. In turn, these tensions are exacerbated by UK central government policies regarding research funding and higher education.

2. Organisational resistance to change, especially on the part of the universities. The universities in Wales, which traditionally have been quite independent and autonomous, have experienced a great deal of government-led change as a result of the WG’s higher education agenda. The development of HE level, Welsh-medium

provision is yet another change, and universities in Wales are not necessarily inclined to engage in this new venture whole-heartedly.

But before discussing the WG's approach to Welsh-medium higher education in particular, it is important to discuss their approach to Welsh-medium education in general. In addition, it is important to note that the WG's approach is geared towards ensuring linguistic progression from one educational sector to the next. As will be seen in the next sub-section, linguistic progression is essential to ensuring that the WG can realise its ultimate goal of a bilingual Wales. Furthermore, the next sub-section highlights the cardinal role that the Coleg plays in stimulating linguistic progression.

2.6.2 Welsh-medium Education Strategy

The education sector and various educational initiatives are arguably the primary means for supporting minority languages, especially when inter-generational transmission within the family is on the decline or non-existent (Grenoble & Whaley, 2006); (Lewis, 2008). The case of the Welsh language is no exception. The education sector has been a foundation for Welsh language revitalisation, and it has contributed greatly to reversing the decline of the Welsh language across Wales (Lewis, 2008); (Williams, 2013a).

At the nursery and primary school levels, Welsh-medium education has been characterised by success (Jones, 2013); (Williams, 2013a). During the early stages of Welsh-medium education, nursery and primary schools were primarily parent or community-led, and the vast majority of pupils attending these schools already knew how to speak Welsh. Now, however, Welsh-medium and bilingual nurseries and primary schools have become an established norm, and many local authorities offer Welsh-medium provision at the nursery and primary level (Jones, 2013).

Furthermore, it has become "wholly accepted that Welsh-medium education is on offer to every parent, Welsh-speaking or not, and the vast majority of Welsh-medium pupils come from non-Welsh speaking homes" (Jones, 2013, p. 214). Schools that offer some form of Welsh-medium provision are known for the quality of their education and the high levels of

academic achievement among their pupils. They usually receive a great deal of community support, and many benefit from parental involvement and committed and motivated staff (Williams, 2011).

The normalisation and mainstreaming of nursery and primary education has led to the increased prestige of the Welsh language, as well as an increased demand for different types of Welsh-medium provision (Jones & Martin-Jones, 2004). However, there has been less success in providing pupils with Welsh-medium provision at higher academic levels, including the secondary level; the level of further education (FE); and the HE level (Jones, 2013); (WAG, 2010). Furthermore, student enrolment in Welsh-medium education drops off at each successive stage of education (Williams, 2011).

This lack of higher level, Welsh-medium provision is problematic. A pupil's lack of linguistic progression limits the number of domains, or contexts, in which they can use the language. Welsh-medium provision at the primary level lays the pre-requisite linguist foundations for higher learning. But primary level education is not enough to ensure the fluency and competency required to use the language within the highly skilled work-place in any language (whether it is a minority language such as Welsh, or a dominant language such as English) (Grenoble & Whaley, 2006). Only linguistic progression from one Key Stage to the next can provide the required linguistic skills (WAG, 2010); (WG, 2012b), and this applies to all pupils, whether they are native speakers of the language under question, or second language learners (Grenoble & Whaley, 2006).

Limited linguistic progression can also detrimentally affect the vitality of a minority language. By definition, minority languages are already used in a limited number of spheres. Policy-makers and language planners can certainly use incentives to promote the use of a minority language within various domains, such as the workplace, the public sector or politics. Unless there are opportunities to use a language within various contexts, there is likely to be little incentive to learn and to use the language. However, the use of a language within those domains is dependent upon the existence of individuals who can actually use

that language (Grenoble & Whaley, 2006). In fact, as Williams and Jones (2013, p. 269) point out:

> …were the same number of pupils to be enrolled in senior secondary and post-18 courses as are enrolled as 5- or 7-year-olds, our educational system and capacity to use Welsh as a real language of choice within social and commercial life would be revolutionised.

Because so few go on to study through Welsh at advanced levels, the number of domains in which the language can be used has been drastically limited.

The educational sector can produce those individuals – assuming those individuals continue to proceed through each successive stage of education. Linguistic education needs to be promoted alongside opportunities for language use (Grenoble & Whaley, 2006). If Wales is to become a fully bilingual country – in other words, if the Welsh language is to become an economically viable language spoken competently by a high proportion of the population in business and for pleasure – then linguistic progression must be encouraged (WG, 2012b).

In order to sustain and to further develop Welsh-medium education, the Welsh Assembly Government (now the Welsh Government) designed the *Welsh-medium Education Strategy (2010)* (WAG, 2010). This is the first Welsh-medium provision strategy since the establishment of the devolved government. In fact, the strategy appears to be the first "universal set" of top-down standards for Welsh-medium provision (Williams, 2011, p. 254), since neither the pre-devolution Welsh Office nor the Welsh Language Act of 1993 provided a set of central, all-Wales benchmarks for Welsh-medium provision (Williams, 2011).

The now-defunct Welsh Language Board was expected to play a role in the strategic planning of Welsh-medium provision. However, although the Board contributed a great deal to Welsh-medium education, it did not necessarily "exercise its duty for strategic planning, as the lack of cross-border local authority cooperation has shown" (Williams, 2011, p. 260). Furthermore, when it came to planning in the HE sector, it had "little real power to direct the internal deliberations of HE institutions" (Williams, 2011, p. 260).

In the 2010 strategy, the WG identified six Strategic Aims for improving Welsh-medium provision and encouraging linguistic progression. These aims are supported by three underlying assumptions, summarised below:

1) it is necessary to provide increased levels of Welsh-medium provision of higher quality at all levels of the educational system (this assumption underlies Strategic Aims 1 through 3);

2) it is necessary to develop a quality infrastructure and workforce that can provide the increased and improved provision (this assumption supports Strategic Aims 4 and 5); and

3) it is necessary to provide opportunities to use Welsh language skills outside of the classroom enviornment (this assumption underlies Strategic Aim 6).

As mentioned above, the educational opportunities and the extra-curricular opportunities are interrelated, and thus need to be developed simultaneously. The *Welsh-medium Education Strategy (2010)* addresses the first two assumptions. The WG's successive Welsh language strategies, first *Iaith Pawb (2003-2012)* and then *A Living Language: A Language for Living (2012-2017)*, have both addressed the third assumption. In addition, both the *Welsh-medium Education Strategy* and *A Language for Living Strategy* were revisited in mid-2014, when the WG developed an additional action plan to ensure the effectiveness of *A Living Langauge (2012-2017)* during its last three years of implementation. This additional action plan is detailed in the document, *Moving Forward (2014)* (WG, 2014d).

The Strategic Aims found in the *Welsh-medium Education Strategy (2010)*, which are quoted directly, are as follows. Further explanation (summarised by the author of this thesis) has been provided after each Strategic Aim (WAG, 2010):

- Strategic Aim 1: To improve the planning of Welsh-medium provision in the pre-statutory and statutory phases of education, on the basis of proactive response to informed parental demand (p. 12)

In other government documents and measures (such as the School Effectiveness Framework), the WG has emphasised the importance of Welsh-medium education in Wales, and the need to continue to build upon and to extend this provision. The purpose of this strategic aim is to do just that: (1) to extend high-quality, Welsh-medium provision at the pre-

statutory and statutory level, and (2) to begin to develop a national, strategic framework for this provision that simultaneously reflects local and regional differences. However, in order to expand, local authorities need to systematically measure demand, and plan for provision accordingly (WAG, 2010).

In *Moving Forward (2014),* the WG also emphasized the need to improve the Welsh-medium pre-school and child care system, since this system is essential for laying the foundations of future use outside of school. Furthermore, the document includes the WG's response to the *Review Committee on Welsh second language provision (2013)*, which expressed numerous concerns regarding the quality of Welsh teaching in English-medium schools. Specifically, the WG intends "to change the system of learning and teaching Welsh in English-medium schools to ensure that all pupils in Wales – whether they attend a Welsh-medium or English-medium school – are supported to speak Welsh confidently" (WG, 2014d, p. 16).

- Strategic Aim 2: To improve the planning of Welsh-medium provision in the post-14 phases of education and training, to take account of linguistic progression and continued development of skills (p. 14)

Local authorities are expected to promote linguistic progression and provide bilingual education in line with the the WG's Transformation Agenda, detailed in the *Skills that Work for Wales (2008)* document. The purpose of the Transformation Agenda, which became a statutory requirement under the Learning and Skills (Wales) Measure 2009, is to change the way local authorities provide education to pupils. Local authorities are now expected to work together, providing educational opportunities across geographical boundaries. More specfically, education is supposed to be planned for and then provided at a regional level through regional consortia. The Agenda's purpose is to provide a wider array of opportunities and options to young people in post-14 phases of education while decreasing unnecessary dupication of provision (WAG, 2008).

Different regions are developing different working models. Some areas are developing a tertiary model, where young people attend schools until the age of 16, then

begin attending FE colleges. In other areas, local authorities, FE institutions, and work-based learning providers all work together to provide pupils with a range of course options. This often results in pupils receiving their education from more than one institution in a week, and they travel to different locations and institutions in order to receive this provision (WAG, 2008); (WG, 2014a); (WG, 2014b). Regardless of the model, the same diversity of courses and work-based learning opportunities that are available through English should technically be available through Welsh as well (WAG, 2010). It is a statutory requirement for local authorities to ensure that pupils who have studied part or all of Key Stage 3 through the medium of Welsh can continue to do so at Key Stages 4 and 5 (WG, 2014a); (WG, 2014b).

Local authorities can use any number of solutions to ensure that there are appropriate levels of Welsh-medium provision. For instance, they have been encouraged to use video conferencing and e-learning between schools and colleges as a way to ensure pupils have access to Welsh-medium courses (WAG, 2008). The WG also encourages local authorities to do the following: (1) to establish and to support Welsh-medium sub-groups and networks that focus on Welsh-medium education planning; (2) to share information and good practice regarding the delivery of Welsh-medium and bilingual education; and (3) to make use of Welsh-medium/Bilingual Regional Forums (WG, 2014a); (WG, 2014b). Furthermore, these regional consortia are expected to work with the HE sector (including the Coleg) to promote linguistic progression to the HE level (WAG, 2010).

- Strategic Aim 3: To ensure that all learners develop their Welsh-language skills to their full potential and encourage sound linguistic progression from one phase of education and training to the next (p. 15)

The purpose of this strategic aim is to ensure that local authorities continue to provide and to develop post-statutory Welsh-medium provision in collaboration with FE institutions and work-based learning providers. They are also expected to raise the standards of that Welsh-medium provision, whether the provision is designed for first language speakers (those who learned Welsh in home or as a core subject in Welsh-medium schools) or second language pupils (those who study Welsh as a subject in English-

medium schools). In addition, in *Moving Forward*, the WG also has noted the need for improved and increased late entry points into Welsh-medium education, in order to integrate students from English-speaking families that move to predominantly Welsh-speaking areas (WG (d), 2014).

The Welsh language needs to be promoted as a work-place language as well. Thus, there needs to be "improved methods of recognising and achieving skill levels developed" (WAG, 2010, p. 16). In addition, local authorities are expected to provide increased and improved bilingual opportunities within adult and community education, including Welsh for Adults courses (WAG, 2010). Local authorities will not be working on their own when it comes to improving adult education. As detailed in *Moving Forward*, the WG intends to implement a number of recommendations that were suggested in the review of the Welsh for Adults programme[20]. Furthermore, the WG intends to increase "the Welsh language dimension within the whole range of our programmes for promoting skills" (WG, 2014d, p. 11).

- Strategic Aim 4: To ensure a planned Welsh-medium education workforce that provides sufficient numbers of practitioners for all phases of education and training, with high-quality Welsh language skills and competence in teaching methodologies (p. 17)

Another key aim is to ensure that there are enough educators and practitioners who can provide quality, Welsh-medium teaching. These educators need to have the required language and methodological skills, and they also need to have access to continuing professional development. Additional aspects of this aim include (1) the need to generate research-based practice and (2) the need to encourage the sharing of best practice.

[20] For those with interest in the subject of Welsh for Adults, this review is detailed in the document, *Raising our sights: review of Welsh for Adults (2013*).

- Strategic Aim 5: To improve the central support mechanisms for Welsh-medium education and training (p. 18)

Central support mechanisms include the following: (1) access to Welsh language assessments and qualifications; (2) standardised Welsh language terminology that reflects scientific and technological advances; and (3) high-quality classroom materials that "keep pace with changes in the curriculum, sector requirements and new technologies" (WAG, 2010, p. 18). In other words, the WG expects an increased level of Welsh language corpus planning, and it expects that local authorities and the educational sector continue to improve Welsh language resource capacity. To use the language of Kaplan and Baldauf (1997), one of the WG's goals is to engage in capacity-building.

- Strategic Aim 6: To contribute to the acquisition and reinforcement of Welsh-language skills in families and in the community (p. 19)

In other words, the WG aims to (1) provide opportunities for use and (2) increase the degree to which the Welsh language is normalised. As discussed previously, the current Welsh language strategy, *A Living Language (2012-2017)*, is devoted to ensuring the implementation of Strategic Aim 6. In fact, the current Welsh language strategy has six strategic aims in order to ensure that the Welsh language is normalised:

- Strategic Aim (1) encourages Welsh language acquisition and use within families through programmes such as Twf.

- Strategic Aim (2) intends to increase the number of Welsh-medium social activities in the community for children and young people through projects and partnerships.

- Strategic Aim (3) intends "to strengthen the position of the Welsh language in the community" by encouraging the attendance of Welsh language events (WG, 2012a, p. 16)[21].

[21] The WG aims to work collaboratively with various departments, agencies and organisations – such as the Mentrau Iaith and the Urdd - in order to develop informal activities, and make them available to the wider public (WG, 2012a). In Moving Forward, the WG states that it intends to invest £1.2 million over the next two years in order to develop and to strengthen the work of many of these agencies and organisations. The WG also intends to establish a cooperation agreement in order to encourage collaboration among these community-based organisations (WG, 2014d).

- Strategic Aim (4) is designed to increase the opportunities for individuals to use the Welsh langauge at work and to increase the number of individuals who use Welsh at work.

- Strategic Aim (5) intends to increase and to improve the Welsh-language services available to citizens across the public, justic, health and social care, private and third sectors (WG, 2012a)[22].

- Strategic Aim (6) intends to improve Welsh language infrastructure, including books, newspapers and magazines as well as electronic tools, resources, and interfaces (WG (a), 2012). These electronic tools and resources include dictionaries, text-to-speech and speech-to-text technologies, and text analysis and translation tools. The sixth strategic aim is an imporant part of ensuring quality service delivery across sectors (WG, 2014d).

In short, the WG clearly has several primary goals in regards to Welsh-medium provision: improved and increased educational opportunities; a skilled workforce of educators; improved infrastructure and central support mechanisms; and linguistic progression. These goals are supported by the WG's current Welsh language strategy, which focuses on opportunities and incentives for use as well as quality service delivery across sectors.

The Coleg plays an important role in allowing the WG to meet these strategic aims. In fact, the Coleg's purpose is to (1) promote linguistic progression and (2) to fulfill the Strategic Aims of the *Welsh-medium Education Strategy* at the HE level (CCC, 2011b)[23]. The Coleg is expected not only to address the lack of progression to the HE level, but also

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[22] Strategic aims (4) and (5) are especially interrelated, considering that the WG and other public bodies are also major employers in Wales. Thus, the WG intends to continue to devise and to apply the Language Standards, in line with the Welsh Language (Wales) Measure 2011, with a specific emphasis on WG departments and ministries, local authorities, and the national park authorities (WG, 2014d). In addition, as stated in *Moving Forward*, the WG intends to work specifically with the private sector in order to ensure that business infrastructure is available through the medium of Welsh. Furthermore, the WG plans to work with the private sector to ensure that language planning and economic development are integrated (WG, 2014d).

[23] More specifically, the Coleg needs to fulfill Strategic Aims (2) through (5) at the HE level.

(1) to increase the provision at the HE level and (2) to improve the provision that already exists. In order to accomplish these tasks, it has engaged in capacity-building by developing the central support mechanisms and workforce needed to provide that provision (CCC, 2011a).

This is a difficult task for the Coleg, because linguistic progression at the earlier stages of education is not yet being addressed in a coherent, integrated manner at a nation-wide, all Wales level – despite the first strategic aim of the *Welsh-medium Education Strategy (2010)* (Williams & Jones, 2013). There are, of course, the regional consortia, which plan for increased Welsh-medium options in the post-14 Learning Pathways (WAG, 2010). However, it is not yet clear if these consortia will actually improve or hinder Welsh-medium education[24]. Furthermore, these consortia still do not provide any holistic, national, central planning that a number of scholars argue that Welsh-medium education needs (Rees, 2013); (Williams, 2011). The Department of Education and Skills (DfES) certainly plays an important role in centralised planning, although "the relationship with local authorities is often tense when it comes to sanctioning or disallowing the establishment of Welsh-medium schools, e.g. Caerffili, Cardiff, Carmarthenshire" (Williams, 2011, p. 260).

The WG has been taking additional steps in order to improve the current trends in linguistic progression. One example would be the WG's and the Welsh Language Board's *Continuity and Linguistic Progression Project*, which focused on improving linguistic progression between Key Stages 2 and 3 in the Welsh 'hinterlands' (WG, 2012b). This project, which will be discussed in more detail in Section 2.6.3, resulted in a number of best practice principles and guidelines for local authorities and school catchment areas that offer different types of provision (e.g., Welsh-medium, bilingual, English-medium). This particular project is arguably an example of the central planning that is needed. It is an example of the WG working directly with local authorities and school catchment areas in order to bring standards up to par, relative to other schools that deliver the same type of provision.

[24] In fact, data obtained during fieldwork suggests that the Transformation Agenda does have the potential to undermine linguistic progression up to the HE level unless due care is taken.

The regional consortia and the *Continuity and Linguistic Progression Project* are, at the very least, short to mid-term plans of action. The purpose of the Coleg, on the other hand, is to ensure linguistic progression in the longer-term. More specifically, in the long-run, the current, Coleg-led increase in HE level, Welsh-medium education should have a positive impact upon Welsh-medium secondary education. Currently, many pupils opt for English-medium education at the secondary level because of the limited opportunities to study through the medium of Welsh at university. As Welsh-medium provision at universities becomes established and more common-place, this trend may shift, and pupils may be more motivated to improve their linguistic skills at the secondary level so that they can continue to study through the medium of Welsh at the tertiary level (Arzoz, 2012);(Williams & Jones, 2013).

In the meantime, the next sub-section discusses the current trends in linguistic progression in the primary and secondary sectors, as well as the factors that exacerbate these trends. It is important to understand that these trends affect the current levels of student demand for Welsh-medium higher education. In addition, as will be seen in Chapter Five, limited linguistic progression in the primary and secondary sectors is a factor that greatly exacerbates the two main challenges facing the Coleg. Thus, a better understanding of linguistic progression can result in a more nuanced perspective regarding the challenges facing the Coleg.

2.6.3 Welsh-medium Statutory Education

In the Welsh context, the Welsh language can be transmitted through total immersion provision, bilingual provision, and second langauge provision. At the pre-statutory level, the Welsh language is spread predominantly through total immersion by both (1) nursery schools funded by local authorities and (2) the Mudiad Ysgolion Meithrin (the Welsh-medium Nursery Schools Movement), which is a confederation of voluntary and non-statutory nursery schools (Jones, 2013); (Williams, 2014).

At the statutory level, different schools offer different types of provision. Some schools offer total immersion provision, and others offer second language provision. There are also two different categories of schools that offer bilingual curricula – (1) EW schools, or predominantly English-medium schools with a significant amount of Welsh and (2) Welsh-dominant bilingual schools. Finally, there are also dual stream primary schools, where Welsh-medium and English-medium provision exist side-by-side, and "parents/pupils opt either for the mainly Welsh-medium or mainly English-medium provision" (WAG, 2007, p. 8). The type of Welsh-medium provision offered by the Welsh-medium stream is comparable to either total immersion provision or Welsh-dominant bilingual provision, and the type of Welsh-medium provision offered by the English-medium stream is comparable to second language provision. It is important to note that the type of school a pupil attends can influence their subsequent level of linguistic progression (WAG, 2010).

Welsh-medium schools offer total immersion provision. At the Foundation Phase, all teaching is through the medium of Welsh, and during Key Stage 2, at least 70% of the teaching is through the medium of Welsh. English as a subject is introduced at Key Stage 2, and English subject lessons are conducted through the medium of English. It is expected that all pupils will be able to easily progress on to Welsh-medium secondary education, and that their English-medium skills will be comparable to pupils who attended English-medium schools. In Welsh-medium secondary schools, all subjects (except for English) are taught through the medium of Welsh, although advanced English-language terminology is taught where appropriate. Pupils are assessed through the medium of Welsh at Key Stages 3 and 4, and they can easily progress on to post-16 Welsh-medium education (WAG, 2007).

At the other end of the continuum, there are English-medium schools that offer Welsh second language provision. At the Foundation Phase, teaching is conducted primarily through the medium of English. Welsh as a subject is introduced at Key Stage 2. Less than 20% of all teaching is conducted through the medium of Welsh. Pupils progress to English-medium schools, where they continue to learn Welsh as a second language. At English-medium schools, only a few subjects (including Welsh as a subject) are taught through the

medium of Welsh or bilingually. Assessement is through the medium of English, although students taking Welsh-medium modules can opt for Welsh-medium assessments of those modules. Students progress on to post-16 English-medium education (WAG, 2007).

In EW bilingual primary schools, anywhere between 20% and 50% of the teaching is conducted through the medium of Welsh. Students are able to progress on to English-medium schools, but they have very strong Welsh second language skills. In EW bilingual secondary schools, 20%-49% of the teaching is bilingual, and the remaining teaching is English-medium. Pupils taking Welsh-medium modules can opt for Welsh-medium assessments in those subjects, and they can progress to post-16 Welsh-medium education in those subjects as well (WAG, 2007).

In Welsh-dominant, bilingual primary schools, up to 70% of the curriculum is taught through the medium of Welsh. Pupils from Welsh-speaking families are able to easily progress to Welsh-medium secondary education, althought the progression of non-native speakers is less straightforward. The English-language skills of all pupils are comparable to the skills obtained by pupils in English-medium schools (WAG, 2007).

There are four sub-divisions of Welsh-dominant, bilingual secondary schools. In one type of bilingual secondary school, classified as 2A, 80% of subjects (excluding English as a subject) are taught through the medium of Welsh. A few subjects are taught bilingually or occassionally through the medium of English. In 2B bilingual secondary schools, 80% of the subjects (excluding English) are taught primarily through the medium of Welsh, with some use of English. In 2C schools, 50-79% of the teaching is conducted bilingually. English and all remaining subjects are taught through the medium of English. In 2CH bilingual schools, all subjects are taught bilingually except for English and Welsh, which are taught soley through English and Welsh respectively. In all of these schools, pupils' assessments would be through the medium of Welsh in their chosen Welsh-medium subjects, and they would also be able to progress to post-16 Welsh-medium education in those chosen subjects (WAG, 2007).

In sum, Welsh-medium, statutory-level education is charaterised by a wide array of curricular options and opportunities at different educational levels. It is important to note that the diversity of these options and opportunities does not preclude unity in purpose. According to Williams and Jones (2013, p. 285), these options arguably all have a shared goal: to allow individuals to "thrive intellectually and contribute constructively to communities" through the medium of Welsh by nurturing "speakers who are fluent and confident enough to use the Welsh language in their everyday lives, both socially and in the workplace."

That said, some types of provision are much more capable of creating such individuals than others. As the WG states in its *Welsh-medium Education Strategy* (2010, p. 8):

> It is generally accepted that at least around 70% of curricular time should be through the medium of Welsh if learners are to acquire a sufficiently sound command of the language to enable them to use it across a broad range of contexts with confidence and fluency.

This statement is consistent with the literature discussed earlier, which pointed out that the best way to learn a language is through total immersion (Grenoble & Whaley, 2006). In fact, as can be seen from the review above, the type of provision affects a pupil's linguistic progression from one Key Stage to the next. The more the Welsh language is used as a medium of instruction, then the more likely it is that the pupil will be able to progress through the medium of the Welsh language.

However, these different categories of schools (e.g., Welsh-medium, EW and bilingual) have been critiqued as overly simplistic (Lewis, 2008). Even the WG, which identified these different categories, have attested that this categorisation of schools does not capture the full complexity of Welsh language education (see the 2007 WAG document, *Defining schools according to Welsh-medium provision*). The WG created this typology because local education authorities have traditionally used "a variety of descriptors for their schools where Welsh is used as a medium of teaching and these are not consistent with each other…" This plethora of inconsistent terms has made it difficult for "parents to obtain a full understanding of the extent to which individual schools teach through the medium of

Welsh or English, and the extent to which this is a matter of parental choice in relation to individual pupils" (WAG, 2007, p. 4).

However, even the WG typology has its inconsistences. For instance, even Welsh-medium schools can technically be considered bilingual, because these schools effectively develop their pupils' English language skills as well. In addition, a secondary school "may be categorised as Welsh-speaking if the requisite number of subjects is taught through the medium of Welsh, even if only a small proportion of the students on roll actually study through the medium of Welsh" (Lewis, 2008, p. 78).

Furthermore, the current categorisation of schools does not effectively capture the wide range of classroom practices and bilingual methodologies that must be used out of necessity. Any given class can consist of pupils with a wide range of linguisitc backgrounds and skills (including students who speak Welsh and/or English or neither within the home), even in Welsh-medium and Welsh-dominant schools. Thus, teachers often need to modify their language use, methodology and teaching practices in order to ensure that all students can (1) understand the content and (2) develop their varying levels of skill in Welsh and/or English. Thus, a combination of both English and Welsh can be used in classrooms in both Welsh-medium and bilingual schools (Jones & Lewis, 2014); (Lewis, 2008).

If these languages are combined appropriately and mindfully, the pupils' grasp of the content and both languages can be greatly enhanced (examples of appropriate use include responsible code-switching between English and Welsh; using different languages to preview, view and review the content; and translanguaging, or using different languages for teacher input and student output). However, in order for teachers to use both languages to great effect, they need to receive an appropriate level of training during initial training and continuing professional development. In fact, the competence of teachers, and their ability to use languages and methodology effectively, can have an immense impact upon the linguistic progression of pupils. In the end, teachers are the ones who are developing and delivering the provision, and their skills directly affect the quality of this provision and the pupils' educational experience (Jones & Lewis, 2014);(Lewis, 2008).

The effect that poor quality provision has upon linguistic progression is most apparent in Welsh second language provision at the statutory level. There are undoubtedly Welsh-medium and bilingual schools that offer lower quality language provision, but the extensive contact time that pupils have with the language in these schools most likely has the ability to off-set poor quality teaching and curricular materials (WG, 2013b).

Lower quality provision in Welsh-medium and bilingual schools is most evident in the handling of pupils who struggle with the Welsh language. The pupils who struggle usually come from non-Welsh speaking homes. However, rather than provide intensive language revision and support, schools may encourage pupils to switch to English-medium subjects and streams. This may provide a short-term solution to a pupil's performance, but it undermines the long-term goal of developing individuals who can participate in and contribute to Welsh society through the medium of Welsh (Williams, 2011).

In contrast, however, there are also unique transitional programmes available that integrate English-speaking students into Welsh-medium schools. These transitional programmes, referred to as Canolfannau Hwyrddyfodiaid (Latecomer Centres), are usually found in the predominantly Welsh-speaking regions of the north and west. They are specifically geared towards integrating the children of English-speaking in-migrants, and they are known for successfully integrating latecomers into some of Wales' more robust Welsh-medium and bilingual schools. These transitional programmes illustrate that Welsh language progression rates and levels of attainment vary geographically, although it is important to note that some of the Canolfannau Hwyrddyfodiaid are better at ensuring integration than others (Williams, 2011).

As stated above, geographical variability also plays a role in linguistic progression. For instance, in south-east Wales, there are high rates of progression from Welsh-medium primary schools to Welsh-medium secondary schools. In contrast, in the Welsh 'hinterland,' there are lower levels of progression between Welsh-medium primary and Welsh-medium secondary schools. These regional differences are probably the result of each area's linguistic and demographic context (Williams, 2011).

In an attempt to address the limited linguistic progression in the ‘hinterland,’ the Welsh Assembly Government and the Welsh Language Board set up the Continuity and Progression Project. The purpose of this project was to “improve linguistic progression between the primary and secondary sectors in seven specific areas – the Amman Valley, the Taf Valley, Tregaron, Cardigan, Amlwch, the Conwy Valley and Ystalyfera” by changing the practices and policies of both the local authorities and specific schools (WG, 2012b, p. 2).

The project resulted in several immediate outcomes, including increased linguistic progression in all seven areas and a measurable change in local authority and school-level policies and practices. The Welsh Language Board collated and analysed examples of changes in policy and practice. This analysis resulted in a set of practical guidelines for local authorities, primary and secondary schools, and school governing bodies across Wales (these guidelines are detailed in the document, *Promoting Linguistic Progression between Key Stages 2 and 3 (2012)*).

In short, the long-term goal of Welsh-medium education – to develop a bilingual nation and workforce – is dependent upon linguistic progression. Linguistic progression, in turn, is affected by the following interrelated factors:

1. the type of provision (total immersion, bilingual, etc.);
2. the quality of teacher training, methodology and classroom practices, and by extension, the provison’s quality;
3. the linguistic background and abilities of pupils entering school; and
4. the geographical, or linguistic and demographic, context of the school.

In addition, the Welsh Language Board identified numerous factors that affect linguistic progression at the level of the school catchement area, including the catchement area’s (WG, 2012b, p. 4):

1. level of support from local headteachers and teachers responsible for transition;
2. the attitudes of parents/carers and learners; and
3. governors’ views.

In summary, the variability of these factors pose a real challenge to central planning, and it highlights the complexity of promoting linguistic progression. The Welsh Language Board recommended that local authorities work with each catchement area individually, using their practical guidelines as a resource (WG, 2012b). However, additional assistance, support or guidance from the WG may prove to be useful to local authorities as they address problem catchement areas on a case-by-case basis.

Although work is needed to ensure linguistic progression at the statutory level, further development in Welsh-medium tertiary education can also play a role in stimulating linguistic progression. The next and final sub-section focuses on Welsh-medium tertiary education, with a specific emphasis on the underlying factors that can exacerbate the challenges associated with Welsh-medium higher education.

2.6.4 Welsh-medium Tertiary Education

Post-statutory level education consists of bilingual provision at further education institutions and bilingual provision at higher education institutions[25]. It is important to note that Welsh-medium education at the statutory level is very well-developed, even if it is not always robust. Welsh-medium provision in FE colleges, on the other hand, has not benefited from extensive development. At best, FE colleges offer provision “where classes are taught simultaneously in the two languages, or where courses contain Welsh-medium modules” (WAG, 2010, p. 9).

In fact, in an article on bilingualism in higher education, Lewis and Andrews noted that Welsh-medium further education has about seven different models and methods for bilingual teaching in bilingual situations[26] (these seven models also exist within the higher

[25] It also consists of second language provision for adults through the Welsh for Adults Centre, but as mentioned in a previous footnote, Welsh for Adults provision is not discussed in this thesis.

[26] Bilingual teaching consists of maintaining “provision in both languages by dealing with both mediums in the same class” and “developing the bilingualism of each student in the group” (ESCalate, 2002, pp. 2-3 in Lewis & Andrews, 2014, p. 175). A situation is bilingual when students can study a course entirely through the medium of Welsh, English or both because (1) there are both Welsh and

education sector as well) (ELWa, 2000 and ESCalate, 2002 in Lewis & Andrews, 2014). Some of the different models for bilingual teaching in bilingual situations are better than others, and even the effective models have both pros and cons. The ones that are effective are particularly useful when there are not enough students available to sustain a viable course (Lewis & Andrews, 2014).

Arguably, the issue of viability is particularly relevant in the case of further education. For example, as respondents stated during this investigation's data collection, any given further education college can easily offer over a thousand courses, and Welsh-medium students are dispersed across these courses. Therefore, in light of the sheer number of courses and the level of student dispersal, it is possible to conclude that the use of some of the effective models for bilingual teaching in bilingual situations may be the only way forward if Welsh-medium further education is to be developed.

However, because a very high percentage of 16 to 19 year old pupils complete their studies at FE colleges – and this percentage may increase due to the Transformation Agenda – it is essential that Welsh-medium provision at the FE level be strategically developed, regardless of the models used. In addition, bilingual teaching in bilingiual situations are challenging, and teachers and lecturers need a substantial amount of expertise and skill in order to ensure that the needs of both Welsh-medium and English-medium students are met. Thus, teachers and lecturers need to be trained to effectively deliver provision in these settings (Lewis & Andrews, 2014).

Development of provision in the HE sector has traditionally been comparable to what is found in the FE sector. Lewis and Andrews (2014, p. 174) succinctly described the traditional approach to Welsh-medium higher education:

> …the practice has been to provide separate Welsh-medium and English-medium classes, where there were sufficient student numbers and strategic direction… Where that was not advocated or possible, Welsh-medium students joined the

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English teaching materials available; (2) it is possible to use both languages to discuss content during classes/lectures; and (3) it is possible for students to be assessed in both languages (ESCalate, 2002 in Lewis & Andrews, 2014).

English-medium groups for English-medium lectures – with Welsh-medium seminars/tutorials often to follow.

Occassionally, entire courses at specific universities are taught entirely through the medium of Welsh, such as Drama at Aberystwyth, Music at Bangor, and Welsh as a subject at several different universities (CCC, 2011/12). Sometimes, bilingual teaching in bilingual situation models have been used as well (Lewis & Andrews, 2014).

Traditionally, the development of Welsh-medium higher education has been the result of the hardwork and goodwill of a few committed individuals, and has only occassionally benefited from strategic planning at the national level (CCC, 2011/12). However, the establishment of the Centre for Welsh-Medium Higher Education in 2007 changed the pace and quality of development within the HE sector. In 2011, the Centre was transformed into the Coleg Cymraeg Cenedleathol. As indicated in the data, the main differences between the Centre and the Coleg include (1) an increase in the amount of funds available to develop provision, staff and teaching resources and (2) the fact that the Coleg has the authority to engage in strategic, national level planning whereas the Centre did not.

Developments in the FE sector may still be in their infant stages, but both strategic planning and capacity-building in the HE sector are well underway. As will be seen in more detail in Chapter Five, the main work of the Coleg and its predecessor so far has been to develop bilingual provision in a wide array of subjects across all higher institutions based in Wales. It is important to note that the fundamental assumption of the Coleg is as follows: robust provision with a variety of options needs to be in place to both meet HEFCW's student number targets and to further stimulate student demand. However, in order to function effectively, this provision needs to have a cadre of educators, an appropriate level of resources (including terminology and materials), and a developed infrastructure (such as technological resources) (CCC, 2011/12).

In short, much of the work since 2007 has focused on this capacity-building through the development and implementation of schemes, such as the Academic Staffing Scheme. The Coleg's Academic Staffing Scheme now employs over 80 Welsh-medium lecturers and

staff at higher institutions across Wales. These staff have expertise in a wide-range of subjects, and contribute to both research and teaching in their subject areas through the medium of Welsh. As part of the Academic Staffing Scheme, the staff receive initial teacher training as well as continuing professional development (CCC (b), 2012).

In summary, tertiary education (specifically, both the FE and HE sectors) still needs to develop both a cadre of language educators and an appropriate range of curricula with corresponding materials. Furthermore, there is little reason to further improve statutory-level, linguistic progression if wide-spread and robust opportunties are not available to pupils down the line. As with incentives and opportunities for use, tertiary education needs to be promoted, or pupils will have little reason to progress. As Arzoz (2012, p. 21) points out, Welsh-medium, tertiary level education is critical for the "long-term sustainability" of Welsh-medium, statutory level education for a number of different reasons. For instance, it is:

> …crucial for the continuity of mother tongue education itself and for the self-confidence of speakers in those languages. In Wales, the paucity of Welsh-medium provision at university level and in further education institutions is one of the reasons why fluent speakers of Welsh, educated through the medium of Welsh at nursery and primary levels, opt predominantly for English-medium tuition at the secondary level.

In the Welsh context, pre-statutory and statutory level provision is well-developed, if not always robust. Tertiary-level language provision, on the other hand, has a long-way to go before it is well-developed at a national, all-Wales level. The establishment of the Coleg is an exciting new development for tertiary-level language provision, and its contribution to this area of Welsh-medium education merits further investigation.

However, as mentioned previously, there are additional factors that can exacerbate the difficulties associated with Welsh-medium capacity-building at the HE level, including (1) potential tensions between the WG's Welsh-medium higher education agenda and its overall higher education strategy and (2) Welsh universities' resistance to Welsh-medium provision and/or the changes associated with Welsh-medium provision.

According to Parry (2012), the primary tension between the WG's different agendas are as follows: On the one hand, the WG (including Wales' Higher Education Funding Council, HEFCW) calls for universities to have a global standing, and to produce quality,

REFable research with an international focus. On the other hand, the WG and HEFCW also encourage higher education institutions to facilitate Welsh-medium research and nurture a Welsh focus (Parry, 2012). As will be seen below, these two goals do not necessarily contradict each other, but careful planning and considerations are required in order to promote both simultaneously.

The WG essentially expects universities in Wales to engage in internationalisation, and compete increasingly at the international level. Internationalisation refers to the incorporation of a global or intercultural dimension into higher education, including the movement of students and researchers across national borders as they engage with different HE institutions and systems (Arzoz, 2012); (Davies, 2012).

Internationalisation of higher education is partially driven by economics. For instance, the UK's policy of austerity has resulted in cuts in public spending, which means that universities in Wales have been receiving proportionately less public financial support for at least several years. The austerity measures have further encouraged the internationalisation of HE institutions in Wales. Across the UK, the recruitment of international students is a major source of revenue, especially considering that the fees paid by international students are much higher than those paid by domiciled students (Parry, 2012).

In addition, internationalisation is partially driven by political will. The EU's 1999 Bologna Declaration has played an important part in the internationalisation of HE institutions across all of Europe. The main purpose of the declaration has been to create an integrated European Higher Education Area and "the development of a common measure unit (the European Credit Transfer Scheme), which includes diverse forms of learning with the view [of] allowing for a relative comparability of higher education systems" (Arzoz, 2012, p. 34).

Currently, forty-nine countries are members of the European Higher Education Area, including the United Kingdom. The declaration encourages the mass mobilisation of students and researchers across borders. Inevitably, in order to facilitate this degree of movement, a *lingua franca* needs to be in place. Traditional *lingua francas* have included Russian,

German, Spanish and Japanese, but today, the English language has become the premier, international language, especially within the context of academia and the HE sector (Arzoz, 2012).

Internationalisation certainly comes with a host of additional benefits, including imported talent, new models of education (such as e-learning and distance education), and increasingly diversified learning and teaching resources in different subject areas. However, there appears to be wide-spread concern among HE institutions in Wales that a Welsh focus, including Welsh-medium provision, can undermine the international focus. Certainly, minority language provision in general tends to be less financially rewarding than provision in a major language (Arzoz, 2012), but Welsh-medium provision does not necessarily preclude an international focus (Parry, 2012).

On the other hand, an international focus can undermine minority language provision unless due care is taken (Parry, 2012). For instance, internationalisation can influence the language of scholarship and research. The quality and quantity of research and publications are a particularly important source of revenue for universities. However, the majority of highly ranked, eminent, and/or peer-reviewed academic journals tend to publish research through the medium of international access languages, especially English. There are few comparable journals in minority languages (Davies, 2012). The Welsh case is no exception. There are limited opportunities to publish scholarship and research through the medium of Welsh. And as Parry (2012, p. 241) points out, this trend can undermine Welsh-medium provision and student recruitment in the long-run:

> If academics do not generate research and publish through the medium of Welsh, the learning resource deficit which is such a major impediment to the development of the provision is not remedied and the library remains empty of Welsh… literature. Because there are no books or journals, students are discouraged from studying through the medium of Welsh. No student demand means that there is no incentive to instigate new provision… and so it goes on.

In addition, internationalisation can undermine minority language provision by: (1) using international access languages at the expense of minority languages as mediums of

provision and (2) diverting funding away from the development of minority language provision towards activities that promote international activities (Davies, 2012).

Considering the context of internationalisation, the Coleg needs to convince both students and university personnel that the Welsh language can be and should be a language of higher education and of research – even though English is the premier, international language and the *lingua franca* of the higher sector and academia. Furthermore, the Coleg needs to ensure that Welsh-medium provision and scholarship is not viewed as being in competition with English-medium provision and an international focus. Rather, it needs to be viewed as something that can be sustainable and viable. Yet, as will be seen in Chapter Five, the Coleg has not been able to address Welsh-medium research/scholarship to the necessary degree, and it will not be able to improve its commitment to this area unless it receives further support from the WG.

It is important to note that the policies of the UK central government have the potential to undermine Welsh-medium research culture as well. Although the autonomy of Wales has increased dramatically over the past decade, central UK policies are still able to have an affect on Welsh universities, and on HE level, Welsh-medium provision in particular. More specifically, UK higher education policy can affect the degree to which Welsh academics engage in Welsh-medium research, and in fact has been known to limit it.

For instance, the UK's four funding councils are not yet devolved, and correspondingly, they are not particularly supportive of research with a strong Welsh focus, including Welsh-medium research. Furthermore, their funding and economic priorities also tend to favour research conducted in the fields of science, technology, engineering, mathematics and medicine. There are fewer funding opportunities for scholarship and research in the arts and humanities. The increasingly limited funding opportunities for arts- and humanities-based scholarship is also likely to have a knock-on effect on Welsh-medium scholarship, which has traditionally thrived in these fields (Parry, 2012).

In addition, the UK government's Research Excellence Framework (the REF, formerly known as the Research Assessment Exercise), can also have an impact on Welsh-

medium research. The REF is a periodic review conducted on the behalf of the UK's funding councils, and its purpose is to assess the quality of university-based research across the UK. In his article on Welsh-medium legal education, Parry (2012, p. 239) provided a succinct description of the REF assessment process:

> Submissions from each subject from each institution are given a grade by a subject specialist peer review panel. The rankings are used to inform the allocation of quality weighted research funding each higher education institution receives from their national funding council. The precise grading mechanism or criteria have been slightly altered over the years, but its essential function is the same… Normally, academics submit four publications which are individually graded and which then contribute to the overall grading of their academic school or department.

Parry (2012) noted that during the 2001 and 2008 REFs, not a single legal scholar in Wales submitted a Welsh-medium article to the REF. There could be any number of reasons for this, but the fact that the specialist review panels consist of academics from outside Wales could be a major determining factor. It is possible to assume that this trend is not confined to legal studies, and it is very likely to be widespread in the fields that do not have a strong tradition of Welsh-medium research.

The REF is an integral part of research culture across the UK, and in both Wales and beyond, it is expected that academics will generate REFable research. In fact, generating REFable research is usually an integral part of their employment contracts. As long as the REF is perceived to be unsupportive of Welsh-medium research, then academics will not only refrain from submitting Welsh-medium articles, but they will also be less inclined to generate such research at all (Parry, 2012).

In short, insiders argue that Welsh-medium scholarship, regardless of its context, may be viewed as parochial and limited, as opposed to international in scope. Despite obvious flaws in the logic of this argument, it is generally recognised that publishing one's scholarly research in English almost automatically guarantees potential international exposure, which is clearly not the case in minority languages such as Welsh, Irish or Finnish, for example.

Another potential difficulty may come from the universities themselves. The success of the Coleg's provision development and capacity-building is contingent upon the

cooperation of universities. However, this national level planning of Welsh-medium HE is very much a government priority rather than a university-led initiative. Furthermore, it is important to note that the HE sector in Wales has traditionally been quite independent and autonomous. Yet, since devolution, and within the past five years in particular, it has been subject to high levels of government-led change, including increased accountability; increased responsiveness to government-determined targets in a range of fields; the forced mergers of several higher education institutions; and the development of the Coleg (Williams, 2011). Thus, the universities are not necessarily open to yet another change, and the data indicates that there are certain groups within the universities (especially the heads of school/department) who are resistant to the changes associated with the development of Welsh-medium higher education.

Williams and Jones (2013, pp. 270-271) list a number of factors that can influence the degree to which organisations are resistant to change. The ones that were confirmed during the fieldwork are discussed here, including an organisation's attitudes towards change; an organisation's financial resources; and university leadership.

An organisation's overall attitude towards change is a factor that can prevent or result in the institutionalisation of a new practice. An organisation's attitude towards change is usually determined by the prejudices and attitudes of the individuals who work within it. In addition, these attitudes can be affected by "historical practices in the dominant language, job descriptions, work location… institutional prejudice, and ownership (e.g., corporate centre versus service providers)." Furthermore, there is always the possiblity that the introduction of a new practice can be perceived as 'more work' that "interferes with the day-to-day job and gives preference to minority group members" (Williams & Jones, 2013, pp. 270-271). If this is an endemic and systemic attitude, then the introduction of a language planning initiative will be fraught with difficulties.

This issue was confirmed by the fieldwork, which indicated that a school/department's attitudes and level of support for Welsh-medium provision, as well as its previous track record in the area, can serve to either support or undermine the work of

Coleg-funded lecturers. In addition, as will be discussed later chapters, many of the Coleg's leaders are engaged in changing widespread attitudes and perceptions of Welsh-medium higher education. In fact, as will be seen in Chapter Four, Cardiff Metropolitan's Coleg Officer specifically stated that he regularly must work with individuals who perceive Welsh-medium higher education as a change that requires more work and effort on their part, and that a key part of his job is to influence these individuals' perceptions.

An organisation's financial resources can have an impact on the implementation of a new initiative. As Williams and Jones (2013, pp. 270-271) point out, "the organisation, or sections within [it], may face… financial constraints and competing budgetary pressures and priorities." Furthermore, the priorities and attitudes of key individuals can also determine the use of available financial resources, and whether or not the new initiative is considered to be a funding priority. During the fieldwork, it became apparent that the schools/departments' concerns regarding their financial assests can play a key role in whether or not they will invest in Welsh-medium higher education, including provision, resource capacity, and staff. Welsh universities' overall unwillingness to engage in joint funding with the Coleg has proven to be a particularly difficult issue, and therefore will be discussed in-depth.

Finally, the role of university leadership can also greatly determine the degree to which language planning initiatives are embraced and implemented. For example, the attitudes of an organisation's executive leadership can affect the trajectory of a new language or planning initiative, and they can either secure or prevent the insitutionalisation of the proferred changes. The leadership's attitudes can be "driven by… personal experience of the language, response to the nature of the organisation, perception of a political dimension to the organisation, [and] the nature of the relationship between the chief executive (and management team) and the elected leader (and cabinet) of the organisation" (Williams & Jones, 2013, pp. 270-271).

However, during the fieldwork, it became apparent that the universities' executive leadership tend to support the work of the Coleg. Instead, it is the heads of schools/departments that can make the Coleg's work particularly difficult. Thus, Coleg

leaders work closely with heads of schools/departments in order to influence their perceptions and gain their support.

In sum, a number of difficult factors face the Coleg as it makes decisions pertaining to its long-term goals and strategies. Furthermore, somes of these difficulties could be caused by their key partners – universities. As Parry (2012, p. 215) points out, it is not yet clear "whether the institutional ethos and academic culture within Welsh universities can embrace this politically driven impetus." The results of the fieldwork indicate that the resistance comes primarily from the specific academic schools/departments. Some departments/schools and their heads are open to the changes that the Coleg is initiating. Others, however, are not.

The next section discusses the language planning, or decision-making, process. It is important to note that the Coleg strictly adheres to this process. In fact, as will be seen in Chapter Six, the Coleg's strict adherence to this process is one of its primary orientations that allows it to effectively realise its goals and meet its targets.

2.7 LANGUAGE PLANNING PROCESS

At this point, it is possible to say that the Coleg is a top-down actor that participates in acquisition planning by strategically funding schemes at a national level. As an organisation that engages in language planning, the Coleg needs to make decisions about which schemes it funds, how it funds them, and where it funds them (e.g., at which university).

A key question is how actors make decisions regarding language planning. In the language policy and planning literature, decision-making is usually conceptualised as a linear process that consists of a series of stages. There is some variation in the literature in regards to the number of stages, but Cooper's (1989) identifies six:

1. An actor first identifies the problem that needs to be addressed.
2. The actor then proceeds to search for information relevant to the problem, in order to generate a list of informed choices.

3. The actor engages in a cross-benefit analysis, and settles on one solution as the best course of action.

4. The next step is to implement the course of action, using resources, partnerships, leverage and strategies as facilitators.

5. The actor then evaluates the course of action by comparing its predicted outcomes with the actual consequences.

6. Finally, this evaluation results in another decision based on the evaluation: to continue with the course of action, to modify it, or to terminate it and begin the process again.

At this point, it is worth briefly discussing the effects of language planning. Ideally, actors should evaluate their course of action, and assess whether or not it had the intended effects. However, it is important to note that there is a difference between the immediate outputs of a course of action and its long-term outcomes. The outputs can be measured and assessed immediately, but the long-term outcomes are much more difficult to evaluate. Long-term effects are very much dependent upon external conditions in the operating environment.

An example highlighting this difference would be the Coleg's development of educators. As of 2013, through its Academic Staffing Scheme, the Coleg has trained and employed over 80 individuals to teach through the medium of Welsh at higher institutions across Wales. These individuals are offering a wide-range of courses in a number of different subjects, which has greatly boosted Welsh-medium provision in the short-term (CCC, 2012/13). The Coleg has far exceeded its projected goal, and the number of individuals whom they have employed through the Staffing Scheme could be considered an immediate output of this course of action.

However, the longer-term effects that the Academic Staffing Scheme will have upon HE level, Welsh-medium provision are still not evident, and are therefore worth further investigation. This is partially because not enough time has passed. The other reason is that numerous other variables besides the Coleg's decisions can affect the success of the Academic Staffing Scheme. For instance, universities will need to continue to employ these staff members after the Coleg no longer funds them through the Staffing Scheme. If

universities systematically refuse to follow through, then the Academic Staffing Scheme will be unable to have a long-term effect upon Welsh-medium provision.

It is important to note that this linear model is oftentimes critiqued for being overly-simplistic. Decision-making is rarely – if ever – so tidy. It is seldom as rational as the linear model suggests, and courses of action are not always based on informed choice and cross-benefit analyses. Yet, the linear model does not take into account the various challenges that might undermine this type of rational decision-making, such as cognitive biases or group think. Nor does it address the fact that the decision-making process may differ at the organitional, team, and individual levels. In addition, the model does not address why specific actors are involved in decision-making (Cairney, 2012); (Sutton, 1999).

However, at the same time, although the linear process is of limited utility as a model, it is still a useful heuristic device for identifying some of the most basic components of decision-making. Not every decision necessarily consists of all of the steps listed above, and nor do these steps necessarily take place in the order listed. That said, these stages can be seen in decisions. For instance, it is perfectly possible that an actor may engage in both the implementation and the evaluation of an action plan simultaneously, making incremental modifications to the plan as it progresses. However, that very same course of action may not have been chosen based on an informed decision. It could have been the result of instinct, or group think, or it could have been the path of least resistance. Alternatively, an actor may actually settle on a solution and a course of action, but because of a lack of resources, strategic planning or leverage, the decision is never implemented as a course of action (Cairney, 2012).

In short, the linear process offers useful and practical language that describes how actors makes decisions about language planning. For this reason, it is still used as a tool in the public sector. For example, as Cairney (2012, p. 41) points out, the linear model is a "useful starting point for policy-making strategies" and:

> …it is still used to organise decisions or help civil servants to plan or describe their work (e.g., the European Commission's description of the EU policy cycle)… The fact that governments still attempt to separate stages such as… formulation from

> implementation when delegating implementation to government agencies and the non-government sector makes it worthy of study.

In some ways, the linear model is less of a descriptive model and more of a prescriptive ideal type. It is an idealised process of decision-making that public sector bodies attempt to adhere to as they make decisions about planning.

Because the linear process still plays such a prominent role in public sector ideology, many studies that investigate public bodies' decisions about planning also utilise the linear model as a starting point (Cairney, 2012). The key is be aware of the model's limitations. Furthermore, it is important to remember that (1) any given decision may not consist of all those steps, and (2) these steps rarely occur in the idealised order, and may even occur simultaneously. In addition, it is important to consider the role that context plays in decision-making and its effects. Decision-making does not occur in a vacuum. Rather, actors' decisions are a response to a specific context, or set of conditions, as they engage in language planning (Cairney, 2012); (Sutton, 1999).

As will be discussed in the next chapter, the interview schedule measured whether or not the Coleg adheres to a formal planning process, and whether or not the Coleg used an alternative form of decision-making as well. The resulting data was complex, highlighting that although the Coleg adheres to the traditional linear model, they do not do so rigidly. In other words, they are in the position to respond to both external factors and internal group dynamics.

The Coleg actually offers a particularly useful case study in regards to decision-making and the use of the linear model. The Coleg's orientations towards decision-making highlight that it is indeed possible for a public organisation to utilise the linear model, and that this model also has its uses. The linear model offers a framework that can help to organise and discipline decision-making, especially in situations where a great number of individuals with differing opinions are involved in decision-making (as is the case with the Coleg). Furthermore, the Coleg has found that this linear model can be used to promote transparency of decision-making as well.

This summary offers only a brief glimpse into the Coleg's decision-making habits. A full discussion pertaining to the Coleg's approach to decision-making can be found in Section 6.2.1. In the meantime, the next section briefly concludes this chapter.

2.8 CONCLUSION

This chapter has offered an overview regarding the Coleg's language planning context, including the current landscape of linguistic progression in Wales, and the Coleg's role in both Welsh language acquisition planning and the implementation of WG strategy. This chapter also identified some of the difficulties associated with Welsh-medium capacity-building at the HE level, and it highlighted the fact that some of these difficulties stem from (1) the WG's wider higher education policy and (2) organisational resistance on the part of the Coleg's key partners. These difficulties will be revisited in Chapter Five, where they are identified as underlying factors that can exacerbate the two overarching challenges associated with the Coleg's work.

In the meantime, the next chapter discusses how the Coleg – and its challenges – were investigated. The analysis of the data offers an understanding of the Coleg's role that is significantly more nuanced than the one that can be gleaned from a review of the literature and WG strategies. More specifically, as will be seen in the coming chapters, the Coleg is more than just a language planning agency. The Coleg is a change agency that uses a complex organisational structure and set of leadership arrangements in order to ensure the success of its mission.

CHAPTER THREE:

THE TOOLS OF INVESTIGATION & ANALYSIS

3.1 INTRODUCTION

This chapter describes how data regarding the Coleg Cymraeg was collected and analysed. This thesis' data collection and analysis could best be described as steps in a continuous process. This process started as an investigation into the Coleg's orientations towards the challenges that it faces in its operating environment. It ended as a leadership analysis of the Coleg's people, with the data results highlighting (1) the work and responsibilities associated with different, Coleg-affiliated leadership positions and (2) the orientations of the Coleg's centralised (hub-based) leadership towards the challenges in their operating environment. Most of this chapter is technical in nature, and its purpose is to describe how and why a great deal of empirically-based, detailed-oriented work evolved into a leadership analysis.

Section 3.2 focuses on the first step in the process – the data collection. It is divided into three sub-sections that address the following topics respectively: (1) the key factors under investigation; (2) the method used to investigate these factors; and (3) the fieldwork. The sub-section focusing on the fieldwork addresses the sample and sampling procedure; the pilot study (which was used to refine both the factors and the method); the trajectory of the fieldwork; the review of the Coleg's primary documentation (which was used to complement the data collected in the interviews); and research ethics.

Section 3.3 focuses on the second step – data analysis. It is divided into two sub-sections. The first sub-section discusses the process of coding, since this was the method used to organise the data that this investigation collected. Upon organising the data, it was possible to refine a number of key concepts and a thematic narrative that can be used to describe and to interpret this investigation's data. The second sub-section addresses these key concepts and the thematic narrative.

Concluding remarks can be found in Section 3.4.

Appendix I corresponds with this chapter. Appendix I, Section A.1.1 provides an in-depth description of the interview schedule, and the various changes made to it during the pilot study. Appendix I, Section A.1.2 presents the code book. The code book lists each code and provides a brief description of each code as well.

3.2 DATA COLLECTION

3.2.1 Key Factors

As was discussed in Chapter One, the purpose of this thesis has been to explore a new organisation that is spearheading government policy in order to assess whether or not it has the potential to effectively implement language planning. However, a key question that faced the author of this thesis at the outset of the investigation is as follows: What are some of the relevant and key factors that should be investigated in order to effectively explore this topic?

In order to answer this question, a literature review was conducted. This literature review included sources from a number of different academic fields. The primary sources that influenced this investigation include Cooper (1989) (from the field of language policy and planning); Cairney (2012) and Compston (2009) (from the field of policy studies and analysis); Reese and Rosenfeld (2012) (from the field of sociology); and Cameron (2008) (from the field of organisational psychology and behaviour).

During the literature review, it became apparent that the following factors need to be explored while investigating an organisation engaged in language planning: (1) the organisation's goals; (2) its strategies and leverage; (3) its decision-making process; (4) the roles of key players within the organisation; (5) the challenges an organisation faces in reaching its goals; and (6) the way in which an organisation approaches and responds to these challenges. This thesis refers to the final factor as the organisation's orientations. It is important to note that all of these factors were addressed during the collection and analysis of the data.

According to the literature, it is a given that the goals, or the stated aims and intentions, of an organisation should always be identified at the outset of the investigation. It is also important to examine how an organisation intends to reach its goals. More specifically, in order to reach their goals, organisations invariably develop and implement strategies. Strategies are the plans of action that an organisation develops in order to realise its goals. Organisations also use their leverage to ensure the effective implementation of strategies, especially when the effective implementation of their strategies depends upon cooperation from other organisations. An organisation's leverage consists of the resources that an organisation can deploy in order to successfully implement its strategies and realise its goals (Compston, 2009).

It is also worth exploring the organisation's decision-making process, since this process is usually the basis for the development of strategies. In the case of public organisations spearheading government policy, the decision-making process is usually based on the linear model of decision-making discussed in Chapter Two. Thus, when investigating a public organisation, it is worth assessing the degree to which they actually adhere to this model. If it becomes apparent that they do not adhere to this model at all, then the type of decision-making process that they use instead should be identified (Cairney, 2012); (Cooper, 1989).

Furthermore, there are also players within an organisation who play a leading role in identifying goals and developing and implementing strategies. These key players, as well as the scope of their roles, also need to be identified. An understanding of the roles of these key players can contribute to a more nuanced understanding of the decision-making process and the development of strategies (Compston, 2009).

The literature also takes it as a given that organisations must overcome challenges in order to realise their goals. Ideally, their strategies should be designed to systematically address these challenges by removing them, minimizing them, or avoiding them completely. However, different organisations can respond to challenges in different ways, and there can be an overarching pattern to these responses. In fact, these patterns of organisational

response can affect the development of organisational strategies, and can determine whether or not an organisation effectively utilises its strategies and leverage in order to meet its goals (Cameron, 2008); (Reese & Rosenfeld, 2012). For instance, some organisations can be proactive in identifying challenges, and they may carefully develop strategies in order to counteract these challenges. Other organisations may fall on the opposite end of the continuum, and react to challenges as they appear. Some organisations may be both proactive and reactive, depending upon the situations at hand (Reese & Rosenfeld, 2012).

Reese and Rosenfeld (2012) identified four different factors that can be used to describe an organisation's response pattern, including: (1) an organisation's level of tolerance for conflict; (2) the degree to which an organisation proactively anticipates challenges or reacts to challenges; (3) the degree to which organisations experiment with new solutions in order to solve problems; and (4) the degree to which an organisation adheres to a decision-making process. In other words, different organisations can have different orientations towards conflict, proactive planning, experimentation, and decision-making. These orientations influence how the organisations interact with their operating environment; respond to challenges; and design and implement strategies.

The author of this thesis decided to use these factors as a way to investigate the Coleg's response to the challenges it faces. However, the definitions of these factors were partially changed. More specifically, they were redefined as bivariates. In addition, each factor was also given a name:

- An organisation's **conflict orientation** is the degree to which it **accepts** or **eschews** conflict.
- An organisation's **action orientation** is the degree to which an organisation is **proactive** (anticipating problems) or **reactive** (responding to problems after they have occurred).
- An organisation's **problem-solving orientation** is the degree to which an organisation is **innovative** (experimenting with new solutions) or **traditional** (implementing solutions with a record of past performance).
- An organisation's **decision-making orientation** is the degree to which an organisation uses **formal planning** or **instinct** in decision-making.

The factors were redefined as bivariates for two reasons. First of all, behaviour (whether that of an individual or an organisation) is not discreet; rather, behavioural responses to challenges fall along a continuum. Furthermore, particularly flexible organisations do not rigidly engage in the same response pattern in all situations. For example, flexible organisations are able to engage in conflict, but they can also avoid it when necessary. Organisations with rigid response patterns may engage in conflict all the time or avoid it all costs. It is this rigid behaviour that can undermine an organisation's effectiveness in overcoming challenges. By defining these factors as bivariates falling along a continuum, it becomes possible to explore the degree to which an organisation either adapts to its environment or rigidly adheres to a set of behaviours (Cameron, 2008).

In short, at the outset of the investigation into the Coleg, the following factors had been identified as relevant and in need of further exploration:

7. The Coleg's goals;
8. The strategies and leverage that the Coleg uses to achieve those goals;
9. The key players involved in the development of the Coleg's goals and strategies;
10. The challenges that the Coleg faces in reaching its goals; and
11. The way in which the Coleg's orientations towards these challenges, including its conflict, action, problem-solving, and decision-making orientations.

Once the key factors had been identified, the next step was to identify an optimal method for investigating these factors in the field.

3.2.2 Methodology

In order to collect data, this investigation opted for a qualitative method, and it specifically utilised a critical incident based, semi-structured interview schedule. It is important to note that a qualitative method was far more appropriate to this investigation than a quantitative method, and for two reasons. First of all, the population size of the Coleg is too small to justify a quantitative method; any generalisations or inferences would be statistically insignificant because of this. Secondly, this investigation can best be described

as an exploratory project. Qualitative methods are particularly apropos to exploratory research because they can generate a great deal of disparate data, which in turn can be used to contextualise primary findings (Jackson, 1995); (Punch, 2000); (Ragin, 1994).

The two primary qualitative methods include interviewing and ethnography. Interviewing was considered to be preferable because it allows for replicability. Replicability facilitates future research by making it possible for the investigation to be repeated and/or extended at a later point in time. This replicability also can be used to ensure that the method is reliable, and that data results are not merely the product of chance (Babbie, 2010).

Of the three types of interview structures (structured, semi-structured, and unstructured), a semi-structured interview method was considered to be optimal. This type of structure ensures that there is a certain level of replicability while simultaneously making it possible for disparate data to emerge. Arguably, structured interviews allow for the highest levels of replicability. A structured interview uses open-ended questions, but the discussion revolves only around the specific questions that the researcher has in mind. However, this high level of structure decreases the degree to which disparate data can emerge. An unstructured interview, in contrast, allows for very low levels of replicability, because the lack of structure allows an interviewee to digress a great deal and even set the topic of discussion (Arksey & Knight, 1999); (Pole & Lampard, 2002).

The semi-structured interview was designed to search for critical incidents; this type of design is referred to as the critical incident based interview. Critical incident based interviews are particularly useful for a researcher who needs concrete examples of individual or organisational activities in order to come to conclusions regarding patterns of behaviour (Flanagan, 1954); (Kain, 2004). Each interview question is designed to obtain “a description of the situation, an account of the actions or behaviour of the key player in the incident, and the outcome or result” (Fountain, 1999, p. 5). The phrasing of the questions[27] manages to

[27] The interviewer asks the respondent to tell a story or describe an event that provides an apt description of the behaviour under investigation; e.g., “Could you describe a time/story when _____

side-step answers that (1) consist of opinions/attitudes without any concrete examples of behaviour and/or (2) consist solely of yes/no dichotomies[28] (Kain, 2004).

As the name suggests, the critical incident based interview is designed to identify specific incidents of behaviours that are considered to be critical, or important, by the research participant. Like ethnography, a critical incident based interview is able to describe specific instances of behaviour. However, unlike ethnography, the critical incident based interview is replicable; can be completed in a limited amount of time; and can highlight what the respondent considers to be important (thereby minimising some of the researcher's biases) (Flanagan, 1954); (Kain, 2004)[29].

A key concern, however, is that the interviewer may be asking for examples of behaviour that have not occurred. Specific examples from this investigation's interview schedule will be used to illustrate this issue (the quotes are paraphrased for these examples). Respondents were asked the following question, 'Could you please describe a time when the Coleg used instinct to make a decision?' One respondent answered, 'It's always formal planning. Universities don't run well on instinct.' Another respondent replied by

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occurred." Follow-up questions such as, 'How did you respond?' or 'What were the results?' can be used to obtain information and create a fuller picture of the event/activity/behaviour.

[28] These answers are common responses to questions that start with the phrase, "Do you think…" These answers are necessary if a researcher is intent upon investigating attitudes and opinions. However, if the purpose of the investigation is to explore behaviours, then attitudes and opinions should not be elicited without also obtaining concrete examples. The best indicator of current and future behaviours is to obtain concrete examples of current and past behaviours. Opinions and attitudes can certainly help to qualify any data regarding behaviour and activities. However, they are not particularly useful when it comes to assessing behaviour, since peoples' attitudes and opinions are not necessarily congruent with their actual actions or activities (Babbie, 2010); (Kain, 2004).

[29] It is worth noting that the original inspiration for this thesis' methodology came from a research project detailed in the text, *The Lessons of Experience: How Successful Executives Develop on the Job*, by Morgan McCall, Michael M Lombardo, and Ann M. Morrison (full citation offered in the bibliography).This research emphasises the role that experience plays in developing leaders, and how both organisations and individuals who are interested in leadership roles can systemically utilise personal experience to develop the leadership skills of personnel. McCall, Lombardo, and Morrison utilised a combination of critical incident based interviews and open-ended surveys to interview nearly 200 successful executives from six major corporations over the course of a five year period. While clearly time consuming, critical incident based interviews and open ended surveys can produce a wealth of in-depth data, and are particularly useful to use within communities that have relatively small population sizes.

redefining the factor: 'Well, I've not used instinct, but I have used years of experience to inform my decisions.'

It is important to note that answers such as these provide a great deal of data. A researcher may begin by investigating a certain set of factors. The answers of the respondents can indicate whether or not these factors should be re-defined, or whether or not the factors should be investigated at all (Kain, 2004). In fact, the purpose of exploratory research is to assess whether or not a given set of factors are apropos to the topic under investigation (Babbie, 2010). This investigation is not an exception, and in the analysis of the Coleg's centralised leadership (found in Chapter Six), the ways in which the respondents critiqued or redefined some of the key factors during the interviews are discussed.

In the meantime, the next sub-section discusses the fieldwork. It begins by describing the sample. It moves on to explain how the factors and interview schedule were critiqued and developed during the pilot study. It then proceeds to address the trajectory of the fieldwork. Next, it addresses the document review that was used to obtain information that could contextualise the primary data obtained from the interviews. It concludes by discussing the issue of research ethics.

3.2.3 Fieldwork

Sample

Data was collected between August 2013 and January 2014. All interviews were audio recorded and transcribed. As discussed in Chapter One, the sample consisted of thirteen respondents. One of these respondents was interviewed twice, resulting in a total of fourteen interviews. These respondents were interviewed in the following order:

- Interview One: A member of the senior management team
- Interview Two: A Coleg-funded lecturer
- Interview Three: A second Coleg-funded lecturer
- Interview Four: A member of the Board of Directors
- Interview Five: A third Coleg-funded lecturer
- Interview Six: Cardiff Metropolitan's Coleg Officer

- Interview Seven: A Project Officer
- Interview Eight: A member of the Academic Board
- Interview Nine: A Developments Officer
- Interview Ten: A second member of the senior management team
- Interview Eleven: A third member of the senior management team
- Interview Twelve: The Dean of the Coleg
- Interview Thirteen: A re-interview with the very first respondent
- Interview Fourteen: A fourth member of the senior management team

The pilot study consisted of the first three interviews. During the fieldwork, it became apparent that both the Dean and the senior management team at the central operations body were in the best position to discuss the orientations of the entire Coleg hub (including the governing and operations body). Thus, the senior manager who participated in the pilot study was re-interviewed because the interview schedule had changed upon the completion of the pilot study. Several new questions had been developed, and the respondent was asked these new questions in order to obtain the necessary data. In addition, a very brief and informal telephone interview was conducted with Cardiff Metropolitan's Coleg Officer the following year. The primary purpose of this interview was to ensure that this thesis presented an accurate depiction of his work and the structure of Cardiff Metropolitan's Branch. This interview was neither recorded nor transcribed, since its purpose was to verify previously collected data rather than to collect new data.

Pilot Study

The data obtained from the pilot study were used to refine both the factors under investigation and the interview schedule. The factors and interview schedule went through a total of three revisions. The changes that were made to each new copy of the interview schedule are discussed in Appendix I, Section A.1.1. A copy of each revised interview schedule, along with the final draft of the interview schedule, can be found in Section A.1.1 as well. However, the changes made to the factors will be discussed here.

Two additional factors regarding organisational response were identified during the pilot study. The data from the pilot study indicated that the Coleg has to meet a number of different quantitative targets. These targets differ from the Coleg's goals (which are the Coleg's stated aims and intentions). Rather, the Coleg's targets serve as benchmarks that measure the progress of its work. Thus, the final draft of the interview schedule asked respondents to identify some of the Coleg's key targets. In addition, respondents were also questioned about the Coleg's target orientation. 'Target orientation' was defined as the degree to which the Coleg's targets are reflected in their day-to-day activities (in other words, the Coleg's target orientation could be either high or low).

It also became apparent that the Coleg must interact with a number of different external entities and partners as it develops and promotes Welsh-medium higher education. Therefore, in the final draft of the interview schedule, respondents were also asked to identify some of the external entities with which the Coleg interacts. Respondents were also asked to discuss the Coleg's 'partnership orientation,' which was defined as the degree to which the Coleg collaborates or competes with these external entities.

Fieldwork Trajectory

At the outset of data collection, this investigation faced a major challenge: the Coleg's population size is too small for quantitative work, but it is too large for one individual to be able to interview all members, regardless of the amount of time available. The solution was to utilise purposive sampling.

Purposive sampling is also known as judgemental, selective, or subjective sampling. Purposive sampling is a type of non-probability sampling. The sample is not determined by random selection. Rather, it is determined by the judgement of the researcher with the intention of answering the particular research questions at hand (probability sampling, on the other hand, uses various techniques to develop a random sample with the intention of making broader generalisations to a larger population). There are different types of purposive sampling. This investigation utilised the maximum variation sampling technique,

which allows a researcher to obtain a wide range of perspectives pertaining to the phenomenon under investigation (Babbie, 2010). In the case of this thesis, the phenomenon under investigation was the Coleg's goals, strategies, leverage, key players, and orientations.

The goal was to interview at least one individual from every major organisational unit within the Coleg in order to obtain a holistic view of the organisation, including the central governing body, the central operations body, and the seven Branches. In turn, these units are comprised of individuals with different job roles, including:

1. different types of committee members at the central governing body (e.g., Directors, Board members, Subject Panel members, and various sub-committee member);
2. different job roles at the central operations hub (including senior managers, managers, development officers, and support staff); and
3. different job roles at the Branches (including Coleg Officers, Project Officers, and Coleg-funded lecturers).

Thus, an additional goal was to speak to individuals with different roles.

The collection of interviews also coincided with a review of the Coleg's official documentation. This documentation has been made available to the public on the Coleg's website. The Coleg's official documentation is bilingual, and for this thesis, the English language documentation was accessed and reviewed[30]. There are over 100 official documents (all of which were reviewed for this investigation), including the following:

- The Coleg's strategies, including their first two *Strategic Plans (2011-2014* and *2014-2017),* their *Academic Plan (2011)*, and nine of their twenty *Subject Plans* (the only *Subject Plans* available to the public to date);
- The meeting minutes of their various sub-units, including the Academic Board, the Board of Directors, the Research & Publication Group, the Audit Committee and the Appointments Committee; and

[30] It is important to note that, as of the end of 2014, no significant information was published only in Welsh. There were several significant documents that were not available to the public – such as the Coleg's communication and marketing strategy; their annual *Action Plans*; and half of their *Subject Plans*, but even upon request it was not possible to obtain this additional documentation. The Coleg was simply not ready to release the information to any member of the public at that time, partially because they had not completed their translations into English. It appears that the Coleg waits to release their documentation until both the Welsh and the English editions are available. The Coleg is careful to release all information bilingually, because there are a number of people in the HE sector and beyond who cannot read Welsh, but who still need access to the information.

- A range of circulars and information leaflets, dating from 2011 to 2014, sent to the universities. The information in these circulars addresses (1) the development of various organisational sub-units (i.e., the formation of the Academic Board and the Coleg Branches); (2) the Coleg's work and schemes (including the awarding of staff grants, project funds, and scholarships); and (3) the development of new initiatives and *Subject Plans*.

The information obtained from these documents was compared to, and integrated with, the collected data in order to generate (1) the organisational profile of the Coleg found in Chapter Four and (2) the discussion of the Coleg's goals, targets, strategies, and work found in Chapter Five. In short, both the collected data and the information obtained from the document review have been used to provide some insight into the Coleg's internal workings, including the Coleg's organisational structure, processes, functions, strategies, goals, targets, work, new initiatives, and results.

It is important to note that the trajectory of the sample and the fieldwork was influenced by (1) the data collected during the first eight interviews and (2) the review of the documents. First of all, based on the information from the interviews and the documents, it became apparent that each of the Branches would need to be assessed separately. Each university has a different demographic make-up and history of Welsh-medium provision. Therefore, each Branch has been tailored to work on, and address different issues, depending upon their local context. The Branches were intentionally designed in this way so that each Branch could best meet the joint needs of the Coleg and the individual universities (CCC, 2011d).

In other words, each of the Branches may have different priorities, and each of them may have a different set of orientations towards the challenges in their operating environment. Thus, after the seventh interview, the investigation shifted its focus away from the Coleg as a whole, and began to focus instead on the hub, including the central governing body and the central operations body. If the Coleg is to be investigated, then it is arguably best to start with the hub, because it is in charge of the identification of goals and targets; the development of strategies; and the formal planning process. It also plays a role in the implementation of the strategies as well.

After the ninth interview and additional review of the documents, it became apparent that the Coleg's Dean and the senior management team at the central operations body could provide the best overview of the Coleg's hub. Both the data and the documents indicated that the Dean and the senior management team sit on and participate in numerous committees, and they also regularly visit all of the Branches. (For instance, the minute meetings of the various committees and sub-committees identify the attending individuals. There is always at least one member of the senior management team present, and the Dean is also present at a number of meetings as well). Considering their extensive experience with different aspects of the organisation, the Coleg's Dean and senior management team could provide an accurate view of the Coleg's hub (it was not possible to interview all five strategic managers because one was unavailable for a significant length of time).

The information obtained from the other interviews and the documentation was used to verify and/or validate the information obtained from the Dean and the senior management team. This triangulation of data was important, because it indicated that the Dean and the senior management team were not biased. The information obtained from the Director, the Board member, and the development officer was particularly useful in this verification process, because these individuals are 'based' at the hub. The data obtained from the Coleg Officer and the Project Officer also proved useful, because of these individuals are in regular contact with the hub. The information obtained from the Dean and the senior management team was verified in three ways:

1. First of all, it became apparent that the other respondents were providing the same critical incidents as the Dean and the strategic management in response to some of the questions. For instance, in response to the question pertaining to conflict, all respondents stated that the Coleg had never been involved in any battle. However, it faced tensions on a regular basis, including organisational resistance to change and/or the refusal of universities to engage in joint funding. These answers were consistent with the answers that the Dean and the senior management team provided.

2. In the case of other questions, respondents were providing different critical incidents in response to some questions. However, all of these critical incidents would focus on one end of an orientation's dichotomy. So, for instance, in response to the questions pertaining to decision-making orientation, the majority of critical incidents focused on the formal planning process (only four to five focused on the use of instinct). In other words, respondents provided different examples, but the majority of these examples focused on formal planning.

3. Finally, some of the critical incidents were mentioned in the Coleg's documentation. Numerous examples of traditional problem-solving, innovative problem-solving and the formal planning process were also detailed in the Coleg's official document. For instance, a range of respondents would cite examples from the Coleg's *Academic Plan*, and classify these examples as being either innovative or traditional.

This verification of data was also useful in another way. A critical incident based interview is designed to collect examples that are critical to the respondent. However, when all of the respondents in a given organisation are citing the same or similar critical incidents, then it is possible to conclude that these incidents are critical to the organisation as a whole, and not just critical to specific individuals.

The original intention of this investigation was to engage in an organisational analysis of the Coleg. However, during the interviews with the Dean and the senior management team, it became apparent that a leadership analysis of the Coleg was also a feasible course of action. The data from all of the interviews indicated that university-based academics in Wales have always played, and continue to play, a leading role in Welsh language planning, including the development of Welsh-medium provision.

In addition, it appeared that the university-based academics who are supportive of the Coleg's mission take on leadership roles and responsibilities both within the Coleg and within their own universities in order to ensure the success of the Coleg's mission. Furthermore, as the data from the interviews with the Dean and the senior management team indicated, this collaborative, cross-institutional leadership is the Coleg's primary mechanism for action. More specifically, this cross-institutional leadership facilitates both

cultural change within the HE sector and multi-institutional cooperation, both of which are integral to the implementation of the Coleg's strategies.

The investigation followed through with a leadership analysis instead of an organisational analysis for a number of reasons. First, a leadership analysis provides a more accurate representation of the Coleg. The Coleg is not a traditional 'bricks and stones' organisation. Rather, it is a virtual organisation comprised of a Wales-wide network of leaders. Some of these leaders are a part of the hub[31]. The leaders of the hub are the 'centralised' leaders. These leaders include the Directors, the Board members, the committee members, and the core staff of the central operations body. Furthermore, these centralised leaders also have a collective set of orientations towards the challenges in their operating environment that can be identified and assessed.

In addition, the Coleg's primary mechanism of action is collaborative, cross-institutional leadership, and is therefore in need of further analysis. Other leaders based at the Branches play a significant role in ensuring the success of the Coleg's mission. These leaders include the Coleg Officers, the Project Officers, and the Coleg-funded lecturers. Furthermore, many of the centralised leaders are also based at the universities, and all of these individuals are actively engaged in promoting the Coleg's mission at their institutions. By turning the investigation into a leadership analysis, it was possible to address (1) the centralised leadership's 'dual' leadership roles (their leadership roles within the Coleg and their leadership roles within the university) and (2) the roles of the periphery leadership.

Furthermore, as an initial, exploratory investigation into the Coleg, it was considered necessary to find a balance between addressing its internal workings and focusing on its external relationships. Although this investigation is focusing on the Coleg, it is doing so in order to better understand whether it has the potential to effectively implement language planning within the HE sector. By focusing solely on the hub as an organisation, the emphasis would have been on the Coleg's internal workings. By pursuing the leadership

[31] As discussed in Chapter One, the hub consists of the central governing body, which is a virtual network, and the central operations body. The principal physical office locations are in Carmarthen, Bangor, and Cardiff together house the operational body.

analysis, it became possible to focus on how the Coleg can implement this language planning.

For example, as will be discussed in the next several chapters, a number of the university-based, Coleg leaders are engaged in changing the cultural values and commitments of the HE sector. Some of these leaders have already successfully changed departments with prevailing English-language cultures into organisational sub-units that support a vibrant Welsh-medium ethos (examples cited by different respondents include the School of Law at Cardiff University, the Police Sciences Subdivision at University of South Wales, and a Business Studies Subdivision that spans both Cardiff Metropolitan and University of South Wales). In turn, this Welsh-medium ethos makes it possible for the Coleg to work with the individual schools/departments to effectively develop Welsh-medium provision (in other words, engage in Welsh language acquisition planning). In sum, although the original impetus to change the HE sector came from the WG, the actual work is being executed by leaders within the academic community. They engage in this work in conjunction with a Carmarthen-based team that oversees the day-to-day operations and organisational processes of the Coleg.

Finally, there is a dearth of research regarding the leadership roles that university-based academics have traditionally played in Welsh language planning. Thus, by pursuing the leadership analysis, this thesis was able to contribute to this area of research.

In summary, by engaging in a leadership analysis, it was possible for this investigation to address a number of aspects pertaining to the Coleg, including:

- The Coleg as an organisation;
- The Coleg's leadership as decision-makers and/or implementers of strategy;
- The Coleg's potential for long-term impact upon Welsh-medium education and Welsh language policy; and
- The Coleg's interactions with the Welsh university sector.

In conclusion, turning this investigation into a leadership analysis could best be described as a shift in focus. One way to view the hub is to define it as an organisation

comprised of different units. However, all organisations are collections of individuals. Thus, another way to view the hub is to define it as a group of individuals with different roles. Regardless of how the hub is defined, it is still possible to assess its orientations. An organisation's orientations are essentially the collective orientations of the individuals who form the organisation.

However, there is an added benefit to defining the hub as a collection of individuals. By focusing on the individuals, it became possible to further investigate the role that these individuals play at their universities. It also became possible to address the work of the Coleg Officers, the Project Officers, and the Coleg-funded lecturers in more detail. If the primary focus had been on the hub, the important work of some of the other Branch-based leaders would have been minimised, and their contribution to the overall success of the Coleg would have been rendered invisible.

Data collection ended after the Dean and the senior management team were interviewed. There were two reasons for this. First of all, the data collected from the sample was arguably able to provide definitive information regarding the orientations of the Coleg's centralised leadership. In exploratory, qualitative research, the key is to (1) identify the specific individuals who are able to provide data that can answer the research questions and (2) find a way to then verify this data, in order to minimise the possibility of respondent bias. Because of their unique positions within the organisation, the Dean and the senior management team were able to speak to the wider organisation. The information obtained from the Dean and the strategic management was then verified by (1) other hub members; (2) individuals who have regular contact with the hub; and (3) the official documentation produced by the hub.

In other words, the sampling framework allowed the investigation to achieve the original goal – to assess how the Coleg responds to the environment as an organisation. By shifting the focus of the analysis, it was then possible to do more with the data than originally intended. It became possible to investigate how members of both the hub and the Branches contribute to the Coleg's mission.

However, it is important to note that the data pertaining to the Branches is both preliminary and exploratory. There are a significant number of people based at the universities who work for, or volunteer for, the Coleg. An investigation of the Coleg's Branches, and the people who support these Branches, would be an entire study in and of itself. Furthermore, it would be a study that would require a team of researchers, considering the number of people who comprise the Branches. However, it is an important area that needs further research, simply because the WG's policy cannot be successfully implemented without this network of supporters. A key question would be to assess how the Branch-based leaders collectively respond to their operating environment, and the role that this response plays in promoting – or even undermining – the Coleg's mission.

In turn, an investigation into the Branches would enable future researches to gauge how vibrant and vital the Welsh-medium initiatives are at various universities. Such research could influence future policy, especially (1) the allocation of additional resources and (2) the possible differentiation of Coleg investment into teaching and research appointments and teaching and learning appointments by location site. External factors such as the performance and expectations of constituent colleges in the UK's REF process would also influence Coleg strategy and investment as the programme develops. Specialists such as Colin Williams (Williams, 2014) and Merion Prys Jones (Williams & Jones, 2014) have argued that this is crucial if the integrity of the Coleg is to be maintained and if the Coleg is to attract and maintain research academics of the highest calibre. Because of the importance of this issue, it will be addressed again in chapters Five and Six.

Research Ethics

At this point, it is necessary to address the issue of research ethics. For this investigation, informed consent was obtained from all respondents. Issues of informed consent were guided by Cardiff University's Ethics Committee. A copy of an informed consent sheet and a copy of the interview schedule were first reviewed by the Ethics Committee. Respondents were not contacted until after the investigation had been granted

approval. The informed consent sheet was used to debrief the respondents about the subject matter before the interview began.

It is important to note that only two respondents waived anonymity – the Dean of the Coleg and the Coleg Officer based at Cardiff Metropolitan University. All other participants requested anonymity. In addition, all participants (including the Dean and the Coleg Officer) requested confidentiality. In order to maintain anonymity and confidentiality, the interviews and the coding were not shared with any one besides the author's supervisors and examiners for their assessment. Furthermore, although all participants gave permission for direct quotes to be used, these direct quotes will rarely be attributed to a specific respondent (e.g., the Board Director, the Academic Board member, a specific senior manager, the Project Officer, etc.). This measure has been taken in order to ensure anonymity as well.

This protection of the data may appear drastic; normally, the contents of interviews are made available to the public by researchers. However, it is important to note that the academic community in Wales is particularly well-connected, and it is possible to identify respondents by the information that they shared in their interviews. Therefore, these measures were considered to be a necessary precaution.

3.3 DATA ANALYSIS

3.3.1 The Coding Process

A researcher usually is faced with hours of audio/video recordings and/or pages of transcribed interviews after qualitative data collection (in the case of this investigation, all interviews were audio recorded and then transcribed). In order to answer the research questions, a researcher must analyse this complex mass of data. It is possible to break this analysis down into three 'steps.'

The first step is to organise the mass of data by categorising, or coding, it into different thematic or conceptual categories. This sub-section discusses how this investigation developed these different conceptual categories. The investigation's code book, which contains the full list of codes, can be found in Appendix I, Section A.1.2. The

second step consists of developing and refining a set of key concepts and/or themes based on these thematic or conceptual codes/categories. The next sub-section identifies the key concepts and themes that were developed. The third step is to use these key concepts and/or themes to describe and to interpret the data. The description and interpretation of this investigation's data can be found in chapters Four through Six.

Although coding is simple in its execution, it is a time consuming and detail-oriented process. Coding occurs when a researcher sifts through data in order to find related themes and patterns that underlie the apparent chaos of the collected data. The interviews need to be read and reread in order to identify codes. Every time a researcher changes a code, s/he needs to revaluate the other codes in order to identify any redundant ones. Then, the researcher needs to recode all of the interviews so that the new code and the revised codes can be applied to the data properly (Babbie, 2010).

The unit that is coded depends upon the needs of the researcher (Richards & More, 2007); (Rubin & Rubin, 2005); (Weber, 1989). The unit can be words, sentences, and/or paragraphs (Krippendorf, 1980). The larger the unit, the harder it is to code it. Single words are the easiest to code, although the coding of single words can become more complex if word sense (how the word is used in the context of the sentence) is considered to be important. Depending upon the information found in sentences and paragraphs, it can be possible to code them in more than one way. Thus, sentences and paragraphs can be quite difficult to code (Frankfort-Nachmias & Nachmias, 1996).

There are at least two different types of codes that can be applied to the units. These codes are referred to as sensitising codes and external codes. The former are codes that a researcher has derived from a conceptual framework and then has applied to the data. The latter are codes that a researcher generates in order to organize and classify the data at hand (Krippendorf, 1980); (Patton, 2002).

Codes – regardless of whether the coder uses sensitising codes, external codes or both – should be exhaustive and mutually exclusive. In other words, they should take all of the data into account without overlapping with one another (Holsti, 1969). Frankfort-

Nachmias et al (1996, p. 328) offer more stringent definitions: “Exhaustiveness ensures that every recording relevant to the study can be [coded]. Mutual exclusivity means that no recording unit can be included in more than one given [code] within the system.”

However, a coder needs to find a balance between single coding and multiple coding (Weber, 1989). Mutually exclusive codes can easily be quantified and therefore statistically analysed. If units are coded twice or even multiple times, the ability to statistically quantify is decreased and even lost – but a greater understanding of the complexity of the data is gained. Instead of seeing units as ‘either this or that,’ units can be placed upon a continuum of “intensity” (Weber, 1989, p. 34).

Finally, codes need to have reliability. There are two basic types of reliability that are pertinent to coding: stability and interrater reliability (Holsti, 1969); (Krippendorf, 1980); (Weber, 1989). If a single coder clearly defines codes and applies the codes to all of the data in the same way (i.e., if the coder is consistent), the coding has stability. Stability is the weakest form of reliability since there is only one coder. “Ambiguities in the coding rules, ambiguities in the text, cognitive changes within the coder, or simple errors” (Weber, 1989, p. 17) can all decrease the stability of a coding project.

Interrater reliability is possible when there is more than one coder. If all of the coders apply the codes consistently and obtain the same results, then the project has interrater reliability (Holsti, 1969); (Krippendorf, 1980); (Weber, 1989). Multiple coders can address the problem of “cognitive changes within a coder” and it is easier to see and to eliminate “simple errors” when there is more than a single person investigating a mass of data. Since there are multiple coders, coding rules are usually much more stringent and the definitions of codes are clearer. This eliminates “ambiguities in coding rules.” “Ambiguities in text” can be discussed among coders (Weber, 1989). However, Krippendorf (1980) warns that these discussions can decrease reliability, if the coders are likely to bend to the opinion of the senior coder.

This investigation used sentences and paragraphs as the coding units. Thus, sentences and even entire paragraphs were placed under different categories, or codes.

These codes could be grouped together under different topics, including: (1) the Coleg's organisational units, processes, functions, and schemes; (2) leadership roles and responsibilities; (3) the orientations of the Coleg's executive leadership towards their operating environment (e.g., their problem-solving orientation, etc.); (4) multi-institutional cooperation; (5) challenges facing the Coleg and their key partners, the universities; and (6) the Coleg's policy context.

This investigation utilised both sensitising codes and external codes. The sensitising codes are based on (1) the factors under investigation (including goals, targets, strategies, leverage, challenges, and the orientation factors – problem-solving, action, etc.) and (2) pre-existing, literature-based concepts regarding leadership roles and responsibilities. The external codes were developed to organise data that could not be organised by one of the sensitising codes (e.g., data pertaining to the Coleg's organisational units and processes; multi-institutional cooperation; and the Coleg's policy context).

These codes are not mutually exclusive, so double and multiple coding has occurred. However, this was a qualitative investigation. The codes were not being enumerated for statistical analysis. So, this investigation opted for a continuum of intensity instead of a logical, dichotomous and statistically significant form of categorization.

This investigation's coding process aimed for stability in order to lay the ground work for potential interrater reliability[32]. It did so by carefully editing, re-evaluating, and re-coding during the numerous coding drafts. In order to facilitate transparency, all of the codes are listed in the code book in Appendix I, Section A.1.2. The code book also provides descriptions of each code. However, an overview summary of the code book will be briefly described here, because the coding process played an important role in developing the key concepts and the thematic narrative discussed in the next sub-section.

[32] It only provides the *potential* because there was only one coder for this investigation. However, the coding rules and definitions were defined as clearly as possible and a great deal of effort was directed towards consistently applying them. If multiple coders could have been obtained, these rules and definitions could have been explained to them.

Part I of the code book lists codes pertaining to the Coleg's different organisational structures and the processes of these structures, including the central governing body, the central operations body, and the Branches. In addition, the codes found in Part I organised data pertaining to the Coleg's goals, targets, strategies and schemes. The organisational profile found in Chapter Four and the review of the Coleg's goals, targets, strategies, and work found in Chapter Five are based on this coded information.

Part II of the code book lists codes pertaining to different leadership responsibilities. The codes in this section are actually sensitising codes, because they are based on pre-existing concepts that were found in the literature regarding the subject of leadership. During the coding process, the author of this thesis returned to the literature in order to obtain a better understanding of leadership – how it can be defined; its purpose; and the different ways of categorising leadership roles and responsibilities. This additional literature review was conducted so that the data analysis could be informed by research.

More specifically, the literature review's purpose was to identify pre-existing concepts that fit with, or reflected, the data. These concepts were then applied to the data; in other words, these concepts were used as sensitising codes. These concepts did not completely match the data at first. Thus, as this coding process went through successive drafts, the concepts were partially critiqued and redefined until they represented the data.

It is important to note that the concepts pertaining to leadership were derived from Spillane & Diamond (2007) and Senge (1996). Spillane and Diamond have been developing a model used to understand leadership practice within state-funded, elementary and high schools within the USA. Senge has developed a model used to understand how major, international corporations successfully change the organisational cultures of some of their sub-divisions (e.g., sales, marketing, R&D). For the most part, these models were not applicable to this investigation's data. However, Spillane's and Diamond's (2007) definitions of leadership and management provided a very useful way of understanding leadership practice and management within the Coleg. Senge's (1996) three different types of

leadership roles and responsibilities also proved to be useful. These concepts will be defined in the next sub-section.

The revision of these leadership concepts is comparable to the earlier revision of Reese's and Rosenfeld's organisational response factors. In other words, very little critiquing and revision actually had to be done in order for the leadership concepts to reflect the data. More specifically, the list of leadership responsibilities was derived from the work of Senge (1996). His full list of responsibilities was not reflected in the data. Thus, only relevant responsibilities were included and the few that were not applicable to the data were eliminated and were not used as codes. The fact that the data reflected pre-existing concepts found in the literature indicates that this investigation's data is consistent with the wider academic literature.

Part III of the code book lists codes that pertain to the orientations of the Coleg's executive leadership. The orientation factors (including problem-solving, decision-making, action, partnership, conflict and target) proved to be highly useful during the coding process and subsequent analysis. However, due to the investigation's shift in focus, the data has been used to describe how the Coleg's centralised leadership responds to their operating environment.

A fair amount of data pertained to multi-institutional cooperation. Codes relevant to multi-institutional cooperation can be found in Part IV of the code book. One code was used to organise information regarding external entities. In addition, during the coding of the data, it was discovered that the Coleg has more than one type of leverage that can be used when interacting with external entities. Thus, three different codes were developed in order to organise data regarding the Coleg's leverage. These codes include (1) funds; (2) authority; and (3) results. Furthermore, a number of external codes regarding factors that facilitate multi-institutional cooperation and factors that diminish multi-institutional cooperation were developed and then applied to the data. It is important to note that the factors that diminish multi-institutional are some of the factors that exacerbate the two primary challenges that the Coleg's leadership faces.

Part V of the code book presents codes pertaining to the challenges that the Coleg faces, although these challenges could best be described as factors that further exacerbate the Coleg's two overarching challenges. Finally, information pertaining to the Coleg's policy context was also coded, including data pertaining to the WG's Welsh-medium higher education policy; the WG's higher education policy; some wider policy trends in the education sector; and linguistic progression within the Welsh-medium sector. These policy trends also play a role in exacerbating the Coleg's two main challenges. Codes pertaining to this information can be found in Part VI of the code book.

In conclusion, a significant amount of work went into organising, or coding the data. The coding of the data made it possible to identify a great deal of information, including:

1. The Coleg's goals, targets, leverage, strategies.
2. The different types of Coleg-affiliated and university-based leadership roles, as well as the responsibilities associated with each role.
3. The different orientations that the Coleg's centralised leadership has to its operating environment.
4. Clear examples of the different external entities with which the Coleg interacts, and the leverage that the Coleg has when working with them.
5. Examples of the challenge that the Coleg faces, including information pertaining to the factors that exacerbate these challenges.

The next sub-section begins by defining the key concepts that can be used to describe and to understand the data; examples of how these key concepts can be applied to the data are also included. These concepts include goals, targets, strategies, leverage and external entities, as well as the concepts that pertain to leadership. More specifically, it provides a definition of leadership and management, and it also defines the three types of leadership roles, including executive leadership, local line leadership, and internal networker leadership. The next sub-section then moves on to present a thematic narrative that can also be used to describe and to understand the data.

3.3.2 Key Concepts & Thematic Narrative

Goals are the stated aims and intentions of an organisation. The Coleg's overarching goal is to establish "*a culture of Welsh-medium education*[33]." In practical terms, this means that the Coleg's goals are (1) to offer opportunities to study through the medium of Welsh that are high quality and innovative in nature and (2) to ensure that there is a sustainable cohort of students who study that provision. These practical goals are interrelated. Provision needs to be in place in order to attract students, but a sustainable cohort of students is needed in order to ensure that the provision is viable. Finally, it is important to note that the Coleg's mission is based entirely on collaboration, and will only succeed if there is multi-institutional cooperation.

Targets are the specific results that a given organisation wants to meet. The Coleg's current target is set by HEFCW. The target is as follows: 5,600 students need to be studying some element of their course through the medium of Welsh by 2015/16. In addition, there are a "*whole host of targets*" that accompany the figure of 5,600 students, and many of these targets pertain to the "*level of engagement each of those... students*" need to have. For instance, over 3,000 of these 5,600 students need to be studying at least a third of their degree through the medium of Welsh by 2015/16. In addition, HEFCW also sets targets for the number of students studying 5 credits through the medium of Welsh per year, the number studying 40 credits per year, and the number studying 80 credits per year.

Strategies are the plans of action used by an organisation to realise its goals and meet its targets. The Coleg has a *Strategic Plan* and an *Academic Plan*. The *Strategic Plan* provides a high level overview and strategic direction for the Coleg's annual operational activities. These operational activities ensure that the key work associated with the development of provision (in other words, subject planning) and the targeting of students (in other words, student recruitment) is completed each year. More specifically, this operational work is designed to (1) facilitate the formal planning process and (2) ensure that the targets

[33] All quotes from the interviews are italicised and placed within quotation marks.

specified in each *Subject Plan* are met. Structured programmes for this operational work are detailed in yearly *Action Plans*.

The Coleg's *Academic Plan* provides a detailed overview of the academic work that it funds (staff, scholarships, and projects), and outlines the overarching aims that guide this work. In addition, the *Academic Plans* details the procedure for subject planning. There are twenty or so *Subject Plans* that are based on the *Academic Plan*. These *Subject Plans* are designed to (1) develop a number of academic disciplines through the medium of Welsh and (2) identify clear benchmarks and targets (staff and student numbers) for each discipline as well. The targets in each *Subject Plan* are then collated to ensure that the Coleg is continually increasing (1) the amount of provision available and (2) student numbers.

Leverage consists of the resources used by organisations to realise their goals and meet their targets. The Coleg's primary form of leverage is its funding ability, and the fact that the universities in Wales are answerable to the Coleg. More specifically, the Coleg can use the funds as an incentive to obtain cooperation. They can also withdraw funds if and when universities are being uncooperative, or are misusing the Coleg's funding. The fact that the Coleg's goals are supported by government policy lends it some authority, and the Coleg's results can increase the level of government support that it receives. However, according to the respondents, the Coleg's most effective leverage is its power to disperse and withdraw funds.

External entities are the other organisations with which a given organisation interacts. The Coleg interacts with a number of different agencies, including the following:

- National and local government entities, including the WG, HEFCW, the Welsh Language Commissioner, and Welsh Local Government Associations
- HE sector organisations, including Reaching Wider Partnerships, the Higher Education Academy, Higher Education Wales and the National Union of Students
- The primary, secondary and FE sectors, including primary and secondary schools, the Association of Welsh Education Directors, CollegauCymru/CollegesWales, Cymdeithas Ysgolion Dros Addysg Gymraeg, teachers, pupils (the undergraduate community of the future), parents and Rhieni Dros Addysg Gymraeg
- Employers, the National Leadership and Innovation Agency for Healthcare (NLIAH)

- The National Library of Wales, the University of WalesPress, and the media

However, in regards to planning provision, the Coleg's primary partners are the universities themselves – Aberystwyth, Bangor, Cardiff, Cardiff Metropolitan, South Wales, Swansea, and Trinity St David. The data focus almost exclusively on the Coleg's relationship with the universities. This is the product of the sampling – the respondents consist of (1) the staff at the central operations body and (2) university academics/personnel who volunteer and/or who are funded by the Coleg.

The Coleg's *people* are engaged in *leadership practice*. In the case of this thesis, the Coleg's people include:

- Members of the Coleg's central governing body (the Dean and Chairman, the Board of Directors, and the Academic Board, including the sub-committees of the Directors and Board);
- Staff employed at the central operations body (specifically, the senior management team and the development officers[34]);
- Coleg Officers (who head the Coleg Branches based at universities); and
- Coleg-funded academic staff/university lecturers.

According to Spillane & Diamond (2007, p. 4), *leadership practice* is an activity that:

> …involves influencing others to achieve new, hopefully desirable ends; it frequently involves initiating changes designed to achieve existing or new goals [of the organisation]… This definition of leadership practice does not rest on evidence of effectiveness or a particular outcome being achieved.

Leadership practice is tied directly to the core work of the organisation; in other words, it does not include influence relationships that are not integral to the success of the organisation's mission and work. In addition, Spillane and Diamond (2007) emphasise that leadership practice is not always intended to result in change. Leadership can also be about preserving the status quo. However, as will be made clear in the following chapters, the purpose of the Coleg is to initiate change within the HE sector.

[34] Other staff at the central operations body may be engaged in leadership practice as well. However, they were not interviewed, and therefore it is not possible to know, based on the results of this investigation, whether or not they engaged in leadership on a regular basis.

Furthermore, it is important to understand the difference between *leadership* and *management*. *Management* is an activity that "maintains, hopefully efficiently and effectively, current organisational arrangements and ways of doing business" (Spillane & Diamond, 2007, p. 4). In the case of this investigation's respondents, all of the people engaged in management were also engaged in leadership, but not all of the people engaged in leadership were engaged in management. The relationship can be visualised below, but it is important to note that the remaining chapters of this thesis will focus solely on leadership:

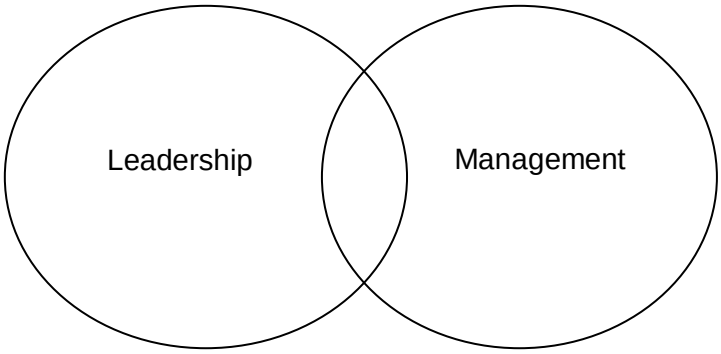

Figure 3.1 The relationship between leadership & management[35]

There are different types of leadership roles/positions – *executive leadership, local line leadership,* and *internal networking* (Senge, 1996). Within the context of the Coleg, these different types of leaders work collaboratively, influencing others and initiating changes, in order to achieve the Coleg's goals and reach its targets. Within the context of the Coleg, the roles and responsibilities of these different positions often overlap. The key difference is in their remit, level of authority and the type of limitations associated with each role.

Executive leaders develop the organisation's structure and functions. They are also engaged in influencing key partners (who are external entities) in order to facilitate change. One of the responsibilities associated with executive leadership include providing support to local line leaders by mentoring them and/or connecting them with internal networkers. To paraphrase Senge (1996), another key responsibility of the executive leadership is to identify

[35] This figure was created by the author of this thesis.

and connect collaborators. This investigation has defined this responsibility as follows: the executive leaders are engaged in networking in order to influence people and to develop goodwill, commitment and support for their mission (in short, this activity can be referred to as leadership practice).

According to Senge (1996), a major impediment facing executive leaders is, paradoxically, their positional authority. Large scale, systemic change is not produced by specific decisions made by the 'captains at the helm.' While executive leadership makes the decisions, implementation and success is not possible without the support of local line leaders and internal networkers.

According to Senge (1996, p. 5), *local line leaders*:

> …head organisational units that are large enough to be meaningful microcosms of the larger organisation, and yet they have enough autonomy to be able to undertake meaningful change independent of the larger organisation. In effect, they create organisational sub-cultures that may differ significantly from the mainstream organisational culture.

In the context of the Coleg, local line leaders are the heads of departments/schools within universities. Local line leaders who are supportive of the Coleg's mission work with the Coleg in order to develop departments with strong Welsh-medium provision. Local line leaders create a distinct organisational sub-culture that supports Welsh-medium provision. These leaders' positional and managerial authority allows them to prioritise Welsh-medium provision; in other words, it allows them to develop the structure and functions of their departments/schools in a way that furthers Welsh-medium provision. In addition, local line leaders also work as project managers/co-facilitators[36], and they are engaged in identifying and connecting collaborators.

A major impediment that can face a local line leader is the development of a siege mentality that is usually, if not always, in response to the large scale apathy, resistance and

[36] The Coleg is literally funding an extensive list of projects. All of these projects are geared towards increasing resource capacity (e.g., terminology, teaching materials, textbooks, etc.) and increasing provision (designing modules and even entire courses and degree schemes). These projects are managed by local line leaders and/or internal networkers based at universities, but they are carefully monitored by the leaders at the central governing body, to ensure that these projects are effectively utilising funds in order to meet specific Coleg targets.

even antipathy that they encounter while initiating changes. Another challenge facing them is the minimum diffusion of their efforts beyond their specific organisational sub-unit (Senge, 1996).

Internal networkers are the "*foot soldiers*" (to quote one respondent) who ensure that the changes initiated by executive and local line leaders are implemented. Internal networkers work directly with local line leaders, serving as project managers/facilitators and identifying and connecting collaborators. They can work at different levels within the organisational hierarchy, commensurate with their different levels in the organisation.

According to Senge (1996, p. 10), "internal networkers are effective for the very reasons that top management efforts to initiate change can backfire." Because internal networkers do not have any positional authority, the only people who respond are usually pre-disposed collaborators who are genuinely interested in changing the way the current system operates. However, this lack of positional authority is also a double-edged sword. Because internal networkers lack formal authority, they "may be able to do little to directly counter hierarchical authority… [and]…they may have no authority to change organisational structures and processes" (Senge, 1996, p. 11). So, even though they are essential, they are most effective when working in concert with local line leaders and executive leadership.

At this point, it is important to understand how these roles are applicable within the context of the Coleg. The Coleg's people can be divided into executive leaders and internal networkers. Directors, Academic Board members, the Dean, and sub-committee members are executive leaders. The senior management team based at the central operations body are also executive leaders. These executive leaders are in charge of developing the Coleg's strategies, organisational units, and processes.

The development officers (based at the central operations body) and the Coleg Officers (heads of Branches) are internal networkers. Project officers (individuals who are in charge of some of the Coleg's major, national-level projects that receive over £100,000 over a three year period) are internal networkers. Coleg-funded lecturers who are not members of

the central governing body usually work as internal networkers for the Coleg, assuming they are actually engaged with the Coleg and its mission.

The Coleg's Directors are the only people who make the final decisions pertaining to strategy, although the strategy is developed by the Academic Board, its sub-committees and the senior management team. In addition, the Directors do receive a great deal of input and recommendations from the Academic Board and the senior management team. The Directors also make the final decisions regarding which projects get funded by the Coleg and which academic staff and research students get funded by the Coleg, although recommendations from the Academic Board are an important element that influences the Directors' decisions. The internal networkers do not make decisions pertaining to strategy, organisation units/functions/processes, or the funding of projects/staff, even though many, if not all, internal networkers are engaged in some very important strategic work.

It is important to note that all leaders 'based' at the hub are referred to as centralised leaders in this thesis. Thus, all of the individuals who volunteer for the central governing body or who work for the central operations body are the Coleg's centralised leaders. Project Officers and Coleg Officers, on the other hand, a part of the Branch, or 'periphery' leadership. Both centralised and periphery leaders are essential to the Coleg's mission. The terms, 'centralised,' and, 'periphery,' do not denote levels of importance. It is simply a way to classify the Coleg-based leadership.

However, most of the Coleg's people are also based at universities and work as academics and/or university personnel. These university-based people may be working as a leader within the university. In other words, they will work for the Coleg as an executive leader or an internal networker, but they can also work for their university as executive leaders or local line leaders (heads of departments or schools). There are other Coleg people who may not have an actual position of authority at their university, but they are devoted to developing Welsh-medium provision at their institution, and do so by working as an internal networker. In short, the Coleg's centralised leaders who volunteer for the central

governing body also may have university-based leadership roles. Periphery leaders may also have dual leadership roles as well.

There are two different ways to visualise these leadership arrangements. Both of these visualisations are provided below, since different readers may find one visualisation to be easier to understand than the other:

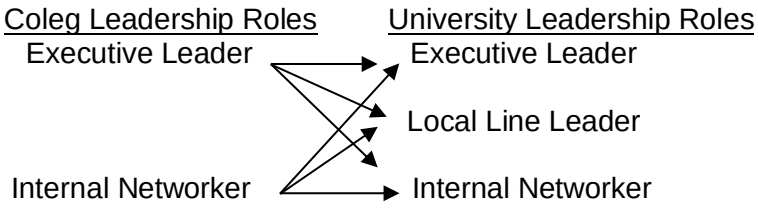

Figure 3.2 A visualisation of the Coleg's leadership arrangements

University Leadership Roles

Coleg Leadership Roles		Executive Leadership	Local Line Leader	Internal Networker
	Executive Leadership			
	Internal Networker			

Figure 3.3 A second visualisation of the Coleg's leadership arrangements

The respondents who participated in the investigation will now be classified according to their leadership roles. The senior management team work for the Coleg as centralised executive leaders. They do not have leadership roles within any of the universities, because they currently do not work within any universities. The development officer works for the Coleg as a centralised internal networker, but does not work within a university.

There are six directors on the Board of Directors who represent the higher education institutions; one of these individuals was interviewed for this investigation. The directors who represent the HE institutions are senior managers (such as pro-vice chancellors) at their respective universities; these university-based roles mean that they are executive leaders at their universities.

The Dean is an executive leader for the Coleg, but appears to work as an internal networker at his university (Cardiff University) and at his school (Biosciences).

Most, if not all Coleg Officers, work as internal networkers for the Coleg, because they are not members of the central governing board or central operations body. Coleg Officers play an important role in project management and facilitation by (1) coordinating and integrating Welsh-medium activities at the universities in which they are based and (2) monitoring and coordinating Coleg-funded academic staff and projects. However, Coleg Officers may also work as university-based executive leaders, local line leaders or internal networkers.

For instance, Cardiff Metropolitan's Coleg Officer also works as Cardiff Metropolitan's Welsh Language Scheme Co-ordinator. He had worked for Cardiff Metropolitan University in this capacity for some time, before shouldering the Coleg Officer duties. His Welsh Language Scheme Co-ordinator position has some executive responsibilities, because (1) he participates in the development of the university's Welsh language policies and (2) he represents the Deputy Vice Chancellor, who is responsible for the university's Welsh language policies and units. So, he is in charge of developing and implementing strategy (like an executive leader), and his job also lends him some positional authority as well.

The remaining five interviewees include the Academic Board member, the Project Officer, and three Coleg-funded lecturers. It is not possible to identify their exact university roles (or genders), because this will increase the likelihood that they will be recognised by potential readers. However, of these five interviewees, two worked as local line leaders and the remaining three worked as internal networkers within their universities.

As was discussed in Chapter One, the Coleg's organisational structure is based on a hub and spokes model. However, as can be seen from the examples above, the Coleg's leadership structure is based on a matrix model. The hub and spokes model makes it appear as if the Coleg and its Branches consist of buildings at specific locations, but this is not the case for the most part. The central operations body is spread across three offices in three locations, but beyond these central offices, the Coleg does not exist in a physical location.

Instead, the Coleg can best be described as a virtual network of academic-leaders who work within the seven constituent research and teaching universities of Wales. For instance, the Academic Board is not a sub-unit with its own division at a physical headquarters. Instead, it consists of local line leaders and internal networkers based at universities across Wales. In order to fulfil their responsibilities, these Academic Board members connect in person or they connect virtually, via email or video-networking. The other committees within the Coleg are also virtual in nature.

Over the coming chapters, it will also become apparent how the Coleg can best be interpreted as a change agency. In order to reach its goals, and in order to develop long-term, sustainable, Welsh-medium provision, the Coleg's leadership needs to engage in large scale, systemic change of the HE sector. This is why it is important to investigate the Coleg's leadership – it has embarked upon a "*disruptive mission*" that has the potential to have long-term ramifications upon the HE sector, Welsh language planning and the overall vitality of the Welsh language.

As was discussed in Chapter Two, this is a mission that has the potential to have positive, long-term benefits for the Welsh language and the society that uses it. It is also a mission that has the potential to derail. After having received years of hard work and commitment from the people involved, and after having received years of public funding, the Coleg still may not succeed in its mission. Thus, one of the key goals of this thesis is to identify both areas of strength and opportunities for growth, and to offer recommendations that can be used to enhance the Coleg's leadership practice.

The Coleg's current mission is focused on developing opportunities so that students can use the Welsh language within the HE setting and beyond. In order to do this, the Coleg needs to turn a predominantly English-medium sector into a sector that supports a vibrant Welsh-medium curriculum and research culture. In other words, at some level, the Coleg's leadership needs to turn a sector with a prevailing English-language culture into one that supports and values a Welsh language ethos across the board (currently, the Welsh language receives support only within specific subjects at specific universities).

This cultural change is necessary, because in the long run, it will ensure that there is a sustainable level of Welsh-medium provision. Universities, as well as specific schools and departments, will eventually need to financially invest in this endeavour independently of the Coleg. In turn, this financial investment will require at least some level commitment. It requires a value for Welsh-medium learning and research, since in all likelihood, Welsh-medium provision and research will never result in high levels of financial return. It has a very real potential for sustainability and viability. But it will never result in the levels of capital that other areas, such as international education and research, are able to produce.

Chapter Two focused on why the change is so necessary. Chapters Four through Six, on the other hand, will be discussing how the Coleg makes the changes, including the way in which the organisation approaches the challenges associated with the development of HE level, Welsh-medium provision. It is important to note that there are two primary challenges facing the Coleg's leadership that were explicitly discussed by the respondents, including:

1. The challenge of recruiting and retaining students;

2. The challenge of developing viable provision.

These are challenges that face the HE sector as a whole, and they are likely recognisable to individuals who recruit students and deliver provision through the medium of English only. However, these challenges arguably become more difficult within the context of

Welsh-medium higher education, because of a number of underlying factors that exacerbate these challenges. These underlying factors will be addressed in Chapter Five.

At one level, the Coleg's strategies – especially their *Academic Plan* and *Subject Plans* – detail how the Coleg makes the changes and how the organisation overcomes its two primary challenges and their underlying factors. The strategies provide a framework for the funding of staff, students, and projects. By funding staff, there are people in place who can offer the provision and who can generate the necessary teaching resources. In addition, by funding projects, a wide range of people – not just Coleg-funded lecturers – can contribute to the development of those teaching resources.

The Coleg assumes that students will be willing to take advantage of the provision, once the provision and necessary teaching resources are in place. However, it is important to note that the Coleg also assumes that the students still need to be actively recruited; thus, the Coleg also has a marketing campaign directed towards both pupils and students, and all of the Coleg's university-based leaders are expected to engage in recruiting.

The *Subject Plans* determine which subjects and locations are developed, and the Coleg distributes the funds for staff, students, and projects, usually based on these *Subject Plans*. The success of these strategies is evaluated by quantitative numbers – the number of staff that the Coleg has funded so far; the number of students who have taken up the provision; the number of projects that have been successfully completed; the number of teaching resources up on Y Porth, the Coleg's national-level blackboard.

However, these strategies and quantitative results are merely the surface level. There is a significant amount of work that goes into developing these strategies and implementing them. Some of this work is associated with the administration of the bureaucratic, organisational processes. In addition, however, many of the university-based leaders are teaching through the medium of Welsh and delivering Welsh-medium provision. Thus, they are engaged in the typical academic work that is found at the HE level, although the work associated with teaching and provision delivery increases substantially when it occurs through the medium of Welsh. Furthermore, a great deal of the work also consists of

leadership practice. This work consists of influencing others via networking in order to initiate the required changes.

This academic work and leadership practice is supported by the Coleg's organisational structures and processes. The organisational structures and processes will be reviewed in Chapter Four. It is essential to have an understanding of these structures and processes, because they are the platform, or the basis, for the academic work and the leadership practice. The primary focus of Section 5.3 is on the academic work, and examples of leadership practice are provided throughout chapters Four through Six.

It is important to note that all of the leadership roles are necessary – the Coleg's executive leadership and internal networkers, and the university-based executives, local line leaders, and internal networkers. The Coleg's mission requires team effort, and it depends upon everyone playing their specific roles and fulfilling their responsibilities.

The Coleg's executive leadership determines the strategic direction of the mission. They determine who gets funded and which projects get funded, and they also have the power to withhold funding. Furthermore, the collective orientations of the Coleg's centralised leadership (both executives and internal networkers) are an integral part of this strategic-direction setting. These orientations determine how they develop the strategies; how funding is used; and how key partners are worked with and influenced. As will be seen in Chapter Six, these orientations are characterised by a number of strengths, but there are opportunities for growth and change as well.

The Coleg and the university-based internal networkers are the ones on the ground. These are the people who make change happen within the universities on a day-to-day basis. However, they need support, not only from the Coleg's and the universities' executive leadership, but also from local line leaders who are committed to the Coleg's mission. These committed local line leaders are essential, because when local line leaders are on board, it is easier for the internal networkers to engage in their work. Some, but not all of these local line leaders, may be executive leaders or internal networkers for the Coleg.

If university-based internal networker(s) do not have the support of a local line leader or a wider team within their department, then they are essentially working to generate the necessary departmental support while simultaneously trying to build up a sustainable level of provision. At times, this can be a difficult or uncomfortable position to maintain, and it may affect the standing of the Branch within the university. The other concerns which may manifest themselves in time are the individual's promotion prospects within the host department and the perceptions of others that "all things Welsh" should be placed on the shoulders of Coleg-funded lecturers, even if this runs way beyond the Coleg-university remit for that subject area appointment. In the fieldwork interviews, the former issue was confirmed as being problematic, although it is unclear whether the latter issue is a common occurrence.

This lack of support is not an uncommon situation, and it can occur in any one of the six constituent universities in Wales – even ones with a long and strong tradition of Welsh-medium provision. There are "*very barren departments and schools where Welsh medium doesn't appear anywhere on the agenda.*" These departments and schools can be particularly challenging for an internal networker, because if they are "*starting, more or less, from a basis of zero in a certain department, it's quite hard for an individual member of staff to develop these from the ground up.*" This lack of support puts the internal networkers into a very difficult situation: they need support to build the provision, but they may not necessarily receive the required support until the provision is actually viable.

However, turning these barren departments around is absolutely essential to the Coleg's mission, because in order to ensure a vibrant Welsh-medium curriculum and research culture, there needs to be a range of different subjects and study opportunities available across Wales. As will be seen in Chapter Five, there have been times when university-based internal networkers have had limited success. But there are also situations where a great deal was achieved. As will be discussed in Chapter Five, the degree to which a Coleg-funded lecturer succeeds is based on the severity of the two challenges mentioned

earlier. Each of these challenges can be exacerbated by underlying factors, and when enough of these underlying factors are in place, a Coleg-funded lecturer can be derailed.

In short, a key element in ensuring the success of the Coleg's mission is to (1) identify circumstances where the leaders have managed to achieve a great deal and (2) identify situations where they have had limited success, and then (3) begin to understand what fuelled these different results. This is the holy grail of organisational change – understanding when and why change can be effectively initiated. Based on collected data, it is possible to state that the Coleg's executive leadership have a working understanding of these situations and the underlying factors that drive them.

More specifically, as will be seen in Chapter Six, the Coleg's centralised executive leadership appears to have the ability to assess the potential of any given situation, which determines how they distribute funds and award grants. They also have an ability to assess the potential of individuals, and this ability informs who they hire as Coleg-funded lecturers. This ability for assessing potential is based upon the experience-informed intuition that they use to inform their decision-making. In addition, they are also able to take advantage of sudden opportunities, and they aggressively follow-up with funding when they see signs of initial success.

These are all examples of the centralised leadership's orientations. These orientations mean that their decisions may not always appear to be congruent with their goals, targets and strategies, which may make the Coleg's centralised leadership appear capricious to an outsider. Furthermore, although the Coleg's centralised leadership can articulate these orientations very well, it does not appear that the Coleg's leadership has stepped back to reflect upon these orientations, and communicate them to the outside world. Thus, Chapter Six, aims to do just that – it provides examples of the centralised leadership's orientations, and discusses them in-depth.

In fact, it is possible to infer that one of the main challenges facing the Coleg is their potential for confusion, due to the following reasons:

1. the fact that the centralised leadership's behaviours do not always appear to be congruent with the Coleg's goals and strategies, because of their underlying orientations;
2. the intricacy of the Coleg's organisational structure; and
3. the complexity of the Coleg's leadership arrangements.

As will be seen in Chapter Four, the Coleg's units, committees and sub-committees have been carefully designed to be both highly interconnected and interdependent. Furthermore, due to its organisational structure and leadership arrangements, the boundaries separating the Coleg from the universities are both amorphous and virtual.

This potential for confusion can be exacerbated by the fact that the respondents have a high tolerance for both complexity and ambiguity. The respondents are individuals who can fulfil their responsibilities and engage fully in their roles, despite the complexity of their organisation's structure and leadership arrangements. However, unless communicated properly, this complexity and ambiguity may simply add to the confusion over time. In fact, even some of the Coleg's volunteers and funded lecturers are unclear about how the Coleg operates. The Coleg needs to find a way to clearly and succinctly describe itself without making this description so simplistic that it is no longer an accurate representation of the organisation.

This potential for confusion has direct bearing on this thesis. The process and work that went into (1) developing the organisational review and (2) analysing the data can best be described as 'putting togther the pieces of a jigsaw puzzle.' Furthermore, in order to communicate this work, each piece needs to be carefully identified and described before a coherent picture of the Coleg can be generated. This method of description is necessary, due to the interconnected of the Coleg's organisational units, and the fact that a number of the key factors are interwoven (especially in the case of the orientation factors). Thus, as the following chapters are read, readers of this thesis will need to accept the 'pieces' before coming to the 'larger picture.'

3.4 CONCLUSION

This chapter essentially explained how a great deal of technical work resulted in data regarding the Coleg, and an interpretation of that data. This interpretation was offered in the form of a thematic narrative that essentially summarises the themes that are to be discussed in-depth in the remaining chapters. More specifically, the next chapter provides a detailed organisational review of the Coleg, focusing specifically on its hub and spokes structure. In addition, this review provides insight into the different types of Coleg-based leadership roles, and a case study of Cardiff Metropolitan's Coleg Officer provides a concrete example of a dual leadership role. Furthermore, by understanding the Coleg's organisational structure, it is possible to have a better understanding of the Coleg's strategies and academic work, because different organisational units are responsible for different aspects of the Coleg's strategies and academic work.

The Coleg's strategies and academic work, which are designed to allow the Coleg to reach its goals and meet its targets, are discussed in detail in Chapter Five, together with the challenges that face the Coleg as it implements its strategies and engages in its academic work. Furthermore, this chapter examines how the Coleg's strategies and academic work have been designed to overcome these challenges.

Chapter Six analyses the centralised leadership's orientations. These orientations are the ways in which the centralised leadership approach and respond to the challenges facing the Coleg, and they affect how the Coleg develops and implements its strategies and academic work. Finally, Chapter Seven provides an evaluation of the Coleg's organisational structure, leadership arrangements, and the orientations of the organisation's centralised leadership. It identifies areas of strength that can allow for the effective implementation of language planning, as well as areas that are in further need of growth if language planning is to be effectively implemented in the long-term.

CHAPTER FOUR:

THE ORGANISATIONAL STRUCTURE OF THE COLEG

4.1 INTRODUCTION

This chapter presents an organisational profile of the Coleg, including a depiction of its organisational structure, processes and technological infrastructure. Developing this organisational profile was both a time-consuming and detailed-oriented process. The relevant information was scattered across the webpages of the Coleg's website (there are over 50 webpages); a range of official documents (over 100 can be found on different parts of the Coleg's website); and the fourteen collected interviews. The information found on the webpages and in both the documents and the interviews was carefully reviewed and organised in order to create a full and coherent picture of the Coleg's organisational structure and processes.

The Coleg's website does contain summaries of relevant information regarding the Coleg's organisational structure and work. However, it appears that the Coleg has not yet generated an organisational review of itself that fully captures their organisational structure and processes, and the role that these structures and processes play in facilitating their work. There are possibly two reasons as to why this organisational review has not yet been generated. First, the Coleg's leadership have been very busy with (1) developing the Coleg's structure and processes and (2) engaging in the actual work associated with strategic Welsh-medium provision planning. Thus, they possibly have not had the time to describe and to assess the organisation that they have created, and then communicate this assessment to the outside world. Second, as was discussed in Chapter Three, the Coleg's organisational structure and leadership framework are exceedingly complex, and trying to clearly and succinctly describe and communicate the structure and framework is a challenge that requires a great deal of additional work.

This remainder of this chapter isdivided into six sections. Section 4.2 briefly discusses the evolution of the Coleg, including its early beginnings and its transformation

from the Centre for Welsh Medium Higher Education to the Coleg Cymraeg Cenedlaethol. The primary sources for this section are derived from HEFCW's website (which provides a succint summary of the Coleg's evolution) and data from the interviews (which provide some additional information that can contextualise HEFCW's summary).

Section 4.3 focuses on the Coleg's central governing body. Section 4.4 discusses the central operations body. Section 4.5 addresses the Coleg's branches, and Section 4.6 focuses on the Coleg's technological infrastructure and the different types of community membership. Concluding remarks can be found in Section 4.7.

Finally, it is important to note that Appendix II corresponds with both this chapter and Chapter Five. This appendix consists almost entirely of lists and tables that provide supporting information pertaining to the Coleg. The reader will be directed to specific sections in Appendix II as needed.

4.2 THE EVOLUTION OF THE COLEG

The Coleg was formally incorporated as a company limited by guarantee in March 2011. However, the roots of the Coleg go back to 2001. In 2001, the Higher Education Funding Council for Wales (HEFCW) and higher education institutions in Wales began to support a Welsh Medium Provision Development Unit. The purpose of this unit was to strengthen HE level, Welsh-medium provision. In 2003, a HEFCW committee developed an action plan in order to increase the number of students studying through the medium of Welsh in response to the Welsh Government's first higher education strategy, *Reaching Higher*. In order to support and to coordinate this new action plan, the Development Unit evolved into the Centre for Welsh Medium Higher Education (from hereon, the Centre) (HEFCW, 2014).

During 2006/07, HEFCW and the HE sector established a new strategic framework in order to develop Welsh-medium provision nationally. The strategy was designed to influence supply and demand for Welsh medium provision by engaging in the following: (1) the development of new provision; (2) the expansion of staff capacity, primarily through

scholarship and fellowship schemes; (3) staff development; and (4) marketing. A sector group, consisting of representatives at senior level from HE institutions, provided leadership. The work of the Centre focused on supporting the strategy and the decisions of the sector group (HEFCW, 2014).

A number of the Coleg's current schemes commenced between 2003/4 and 2006/7. As one respondent explained:

> *"Many of the Schemes at the Coleg [that] operate now actually date from that period. The PhD scheme… for example, was launched in 2004. So, that's, that's been with us for some time. The form has changed, but… much of this work that we're doing, at the moment, has its roots in the years prior to the Coleg being established…"*

Based on HEFCW's website, it appears that the Centre was also laying the groundwork for the Academic Staffing Scheme during this time period. The Centre also initiated a marketing scheme, Mantais, in order to attract students to Welsh-medium provision during this time period (HEFCW, 2014); this marketing scheme is the predecessor to the Coleg's current marketing strategy. In addition, the predecessor to both the Undergraduate Scholarship Schemes and the Work Placements Scheme were also developed during this time period. More specifically, prior to the Coleg, the Centre operated a scheme with the environmental agencies in Wales, which allowed:

> *"… students studying Geography or Environmental Studies [to undertake] six weeks training placement, and they were paid by three of the environmental agencies in Wales. And [the environmental agencies] had actually approached the predecessor of the Coleg [because of the] the rise in demand for Welsh speakers in that field."*

Furthermore, between 2003/4 and and 2006/7, the Centre established a number of network panels. These network panels searched for different projects to fund in order to develop different subject areas through the medium of Welsh. These network panels became the Subject Panels, which are in charge of developing subject plans for different subject areas. However, it is important to note that the Centre did not have any planning responsibilities:

> *"…the Centre was essentially an organisation which was there to support institutions in taking forward their diverse Welsh medium strategies. It was, by and large, an organisation that provided grant funding, and provided support."*

Although there were a number of advances during this time period, special interest groups still did not consider the Centre's work to be enough, and these groups demanded a greater level of investment and planning from the WG. Thus, in the 2007 *One Wales Agreement*, Labour and Plaid Cymru, which had formed a coalition government, agreed to establish a Welsh Federal College (or Coleg Ffederal) that would strategically develop HE-level, Welsh-medium education (HEFCW, 2014).

In July 2008, HEFCW and the WG established the Coleg Ffederal Planning Board, chaired by Professor Robin Williams. The purpose of the planning board was to provide recommendations regarding the organisational structure of the future Coleg Ffederal. Professor Williams submitted his report to the WG in June 2009. It recommended that the Coleg Ffederal should be established as a new and independent legal entity, and that it should work with and through the higher education institutions in Wales (HEFCW, 2014).

The WG included Professor Williams' recommendations in its higher education strategy, *For Our Future (2009)*. During 2010, a HEFCW-funded implementation board, chaired by Geraint Talfan Davies, met in order to set up the Coleg. According to one respondent, over the course of 2010 and 2011:

> *"…the Centre [was tasked] with [the] preparatory work. We were asked to initiate many of the Coleg activities, long before the Coleg came into existence, because it was a lengthy process."*

Y Coleg Cymraeg Cenedlaethol was formally established in 2011, at which point the organisation incorporated the work previously undertaken by the Centre (HEFCW, 2014).

It is important to note that in many respects, the Centre and the Coleg are still "*the same body*." However, while the Centre was designed to support Welsh-medium higher education, the Coleg has been designed to proactively plan for and develop Welsh-medium higher education. In addition, the Coleg is far more independent of the HE institutions in Wales; the Coleg was given enough autonomy and authority to take new provision forward without "*the agreement of all partners*." As one respondent explained, the primary difference is that:

> *"…once the Coleg was established… there was an imperative that the Coleg took the lead. And, the Coleg took notice of what institutions were doing, but at its starting off point, this is the programme, this is the level of Welsh medium provision that the Coleg thinks needs to be developed. In some cases, much of that might well be there, in one institution of another, but there are other gaps that are not being addressed by any institution. So, the Coleg has that enhanced role that the Centre didn't have."*

The increased funding also revolutioned the Coleg's capacity to develop projects. As one respondent pointed out, one difference between the Centre and the Coleg is that:

> *"… instead of those Subject Panels of maybe having a budget of ten, twenty thousand pounds for a project, individual Subject Panels may be expending, sort of, within a subject area, may be getting a quarter of a million, a half million pounds of resources every year from the Coleg to develop the field, with the Staffing Scheme, for instance. So, suddenly the potential of that is far, far greater."*

This increased funding also gave the Coleg leverage that it did not have prior to its incorporation:

> *"….because the [Centre] didn't have any independent authority, you could only deliver anything by persuading people to do it out of their own free will and their good will… These days, we can say, 'This is the plan, and if you play ball, we will give you 50k or whatever it is.' In those days, we could say, 'This is the plan. It's a really good plan. We can give you 2k if you're lucky. But, we really want you to do this, because it's the right thing to do.' Now, with some people, they did. But not [others]."*

In short, this increase in funding and the change in remit have substantially changed the Coleg's relationship with its key partners – the universities. As will be seen in chapters Five and Six, this substantial increase in funding has become the Coleg's primary (if not only) form of leverage, which they use to set limits and to manage conflict. At the same time, this change in funding and remit has also required the Coleg to engage in a significant amount of collaboration with the universities. While it was the Centre, the primary aim was to support university projects with funding. Now, the Coleg actively works with the universities in order to develop staff, provision, and teaching resources at a national level.

4.3 CENTRAL GOVERNING BODY

The central governing body is comprised of an *Appointments Committee*, the *Board of Directors*, and the Coleg's *constitutional members*. In addition, the governing body also consists of the *Audit Committee*, the *Academic Board*, the *Subject Panels*, and a number of different sub-committees. Based on the interviews, it is possible to say that the Directors, Board members, and members of the Subject Panels are executive leaders, since the majority of their responsibilities pertain to the development of organisational processes, functions (namely, strategies), and, occassionally, structures.

The Appointments Committee is an external team that oversees and monitors the process of appointing directors, including the independent Chairman, to the Board of Directors (CCC (a), 2012). The Coleg's Board of Directors consists of thirteen members, including:

- An independent Chairman, whose role is separate from that of the Chief Executive of the central operational body;
- Six directors representing, and nominated by, the higher education institutions;
- The Coleg's Dean, an elected director who represents Welsh-medium teaching staff and who serves as the Chair of the Academic Board;
- One director nominated by the National Union of Students Wales; and
- Four independent directors nominated by an external process.

The Director who was interviewed for this investigation provided a succint summary of a Director's primary responsibility:

> *"Well, I don't represent an institution. When I joined the board, I became a member of a board of an establishment, the Coleg Cymraeg, and I'm not there to serve the needs of [my university]. I'm there to maintain the integrity, the work of the Coleg as a separate entity. I am there to hopefully to give it a bit of credibility, add to the weight of the board, and clearly there are representatives there from across Welsh life…*
>
> *My day-to-day responsibilities would simply be, being the first contact for the Coleg Cymraeg in this institution. So… let's say, my institution's views on the Coleg Cymraeg wish to be conveyed, they would be conveyed through me. If… the officers of the Coleg Cymraeg in Carmarthen wish to seek the views of this institution, then they do come to me, and I would go elsewhere within [my university] for the opinions of my colleagues."*

In short, one of a Director's primary responsibilities is to facilitate communication by networking and connecting different collaborators with an interest in Welsh-medium provision.

The Directors are responsible for developing the Coleg's organisational processes and functions, including the following:

- the effective and efficient use of the organisastion's finances and resources;
- risk management, which includes keeping policies and processes in place in order to predict and to respond to strategeic, operational, and financial risks (the senior management team works closely with the Directors and the Audit Committee in order to assess risk, and this Risk Register is an example of one of the Coleg's action orientations – proactivity);
- the Coleg's strategic direction and policies, which means that "*every major policy decision has to be agreed by the Board [of Directors]*."

In order to fulfill these responsibilities, the Directors meet three times a year and they receive regular updates from the senior management team throughout the year (CCC (a), 2012); (CCC, 2011c).

The Directors are also partially responsible for appointing constitutional members, who are individuals and/or organisations who have an interest in (1) the development and maintenance of Welsh-medium higher education and (2) the governance of the Coleg. There are three classes of constitutional membership. One class consists of the individual Chairman of the Board. The other two classes consist of institutional members and stakeholder members. Institutional members are the higher education institutions that have signed the Coleg's constitution. The Directors appoint an equal number of stakeholder members. These stakeholder members are some of the primary external entities with which the Coleg interacts and collaborates, and a number of them were listed in Section 3.3.2: Key Concepts (a full membership list can be found in Appendix II, Section A.2.1).

The Audit Committee is one of the two standing committees that reports to the Directors. The Audit Committee consists of three to four members (one of whom is the chair) and meets several times a year. The Audit Committee contributes the management of the Coleg's processes and functions by (1) making recommendations regarding the appointment

of external auditors and (2) reviewing the Coleg's financial statements; risk management processes; financial and other non-academic control systems; and reports from HEFCW. Both external auditors and members of the senior management team attend the Audit Committee's meetings (CCC, 2011c).

The Academic Board is the other standing committee that reports to the Directors, and it consists of a maximum of thirty members, including the following (CCC, 2011e); (CCC, 2011c):

- The Chair, also known as the Dean, and who sits on the Board of Directors;
- Eight members nominated by Welsh higher education institutions (these members may be the chairs of the Branches based at each institution, or a deputy nominated by the Branches' committees);
- Twelve members appointed by the Coleg, with at least one academic from each of the following subject areas:
    - Creative Industries
    - Economic and Social Sciences
    - Education and Training
    - Environmental and Natural Sciences
    - Health Sciences
    - History and Theology
    - Law
    - Mathematical and Physical Sciences
    - Sports and Leisure Sciences
    - Welsh Language and Literature
- A maximum of seven student members, elected by the student body on a regional basis, including:
    - A maximum of two undergraduate representatives for each region (the South East, the South West, and the North and West regions) and
    - One postgraduate representative for all of Wales;
- Two members representing the further education sector; and
- An ex-officio member, who is chair of the Coleg's Academic Collaboration Committee.

The Coleg's first Dean is T Hefin Jones, who has been interviewed for this investigation. The Dean explained that he has essentially defined the role and "*created the job*," since prior to accepting the role, there was "*no job description*." Thus, as of 2014, the role of the Dean is to "*to represent the staff, to represent their views at the Board of Directors*." The Dean also sits on "*a number of sub-committees, for example, the Research*

& Publications Board, the Collaborative Degree Scheme Board, so that… there is an academic representative on those from the Coleg."

In addition, the Dean plays a role in networking and the connecting of collaborators by "*accompanying the CE to HEFCW, to Higher Education Wales meetings, Assembly meetings when we need to meet with various ministers. When the Coleg requires me, I am available, basically.*" The Dean also engages in additional networking by visiting each Branch once a year, which "*usually involves attending a Branch meeting, answering questions at a Branch meeting, having a good question time, but also meeting students and staff at that institution*." Furthermore, the Dean engages in the development of organisational functions by chairing "*the Academic Board, and therefore under my chairmanship, we develop the strategic Academic Plan of the Coleg*."

The Academic Board is responsible for the development and implementation of the Coleg's strategies, including the *Academic Plan* and the individual *Subject Plan*s that are based upon it. It fulfills its remit by meeting three times per year. Additional responsibilities associated with the development and implementation of strategies include:

- ensuring that the higher education institutions in Wales fulfil their obligations in regards to the *Academic Plan* and individual *Subject Plan*s;
- reviewing these plans on a regular basis;
- regularly evaluating "progress against targets identified in the academic plans" (CCC, 2011e, p. 3); and
- addressing various academic issues at the request of the Directors, the Branches, and the core staff based at the central operations body.

In order to develop effective strategies, the Board can seek consultation from stakeholders and independent experts and researchers as it develops provision. Furthermore, the Board carefully considers the issue of linguistic progression as they develop, implement and evaluate progress. More specifically, the Board focuses on (1) linguistic progression from the secondary and FE sectors to the HE sector, and on (2) linguistic progression routes within the HE sector (e.g., from undergraduate to postgraduate). In addition, the Board works to develop "provision that spans… sectors… and… the potential

and methods of widening and increasing collaboration between the sectors" (CCC, 2011e, p. 6).

The Board also advises the Directors, and provides recommendations regarding matters associated with the Coleg's academic planning. Finally, the Board is responsible for establishing the Subject Panels and academic sub-committees, as well as receiving reports from any sub-committees and specialist groups established by other Coleg units (CCC, 2011e).

The Coleg has a plethora of sub-committees. The primary sub-committees are the Subject Panels, which report directly to the Academic Board. Each Subject Panel meets three times per year. Some of the chairs of these Panels are members of the Academic Board. There are approximately nineteen different Subject Panels. Some of the Panels have been carried over from the Centre (CCC, 2011e); (CCC (b), 2012).

These Panels are responsible for developing the individual *Subject Plan*s based on the Coleg's *Academic Plan*. These Subject Panels can also create groups or committees of their own. For instance, the Social Sciences Panel formed a temporary Criminology Taskforce in order to develop a *Subject Plan* for the subject area of Criminology, Criminal Justice, and Police Studies (CCC, 2013c). The full range of Subject Panels can be found in Appendix II, Section A.2.2 under the heading, '*List of Subject Panels*.'

There are also a number of sub-committees that are separate from the Subject Panels. Some of these sub-committees are permanent fixtures while others appear to be temporary, like the Criminology Taskforce[37]. The permanent sub-committees include (1) the Academic Collaboration Committee; (2) the Research & Publication Group; (3) the *Gwerddon* Editorial Board; (4) the Education and Progression Policy Committee; (5) the

[37] Another example of a temporary committee is the Data Task and Finish Group, which made recommendations regarding the collection and collation of data. More specifically, the purpose of this committee was to ensure that there was a consistent way to gather and amass data regarding Welsh-medium studies from different higher education institutions (the various institutions all tend to have their own definitions of Welsh-medium learners and provision, as well as different types of collection methods). This data could then be used to set realistic targets and benchmarks in each Subject Plan. This committee existed while the Coleg was being formally established, and its recommendations have been implemented (CCC, 2011, p. 28).

Widening Access Committee; (6) the Student Experience Committee; and (7) the Consultative Committee.

The Academic Collaboration Committee is accountable to the Academic Board (CCC, 2013a), and it appears to be a permanent fixture (it is mentioned on the Coleg's website[38] and in several documents, including the *Academic Plan (2011)* and the Academic Board's May 2013 and July 2013 meeting minutes). The Coleg's *Academic Plan* emphasises the need for collaboration across HE institutions. Thus, the purpose of the committee is (1) to define collaboration; (2) to develop a collaboration framework, "including the creation of electronic application forms for collaborative degrees and modules to facilitate discussion between the institutions, the registries, and the Coleg" (CCC, 2013b, p. 7) and (3) "to assess collaborative plans as they are presented by the institutions (CCC, 2013a, p. 3).

The Research & Publication Group is also a permanent committee. It meets at least twice a year, and the minutes of these meetings can be found on the Coleg's website. The Coleg's Dean is one of the committee members (CCC (a), 2012). The purpose of this group is to develop Welsh-medium research culture by coordinating research activities and publications (CCC (a), 2012). These research activities include the following (CCC, 2011/12, p. 13):

- supporting doctoral students during their studies and research;
- holding an annual, Welsh-medium, multidisciplinary conference;
- providing research training to both staff and doctoral candidates through the Staff Development Programme and Research Skills Programme;
- "sponsoring and commissioning research publications," such as *Ysgrifauar Theatr a Pherfformio* (edited by Anwen Jones and Lisa Lewis - University of Wales Press) and *Chwaraeonyn y Gymdeithas* (edited by Hywel Iorwerth and Carwyn Jones - Coleg Cymraeg Cenedlaethol); and
- "providing a forum for the Coleg staff community to promote Welsh medium research in relation to the Research Excellence Framework (REF)."

The *Gwerddon* Editorial Board is in charge of the day-to-day administration of *Gwerddon*, the Coleg's multi-disciplinary academic journal. The Editorial Board also ensures

[38] http://www.colegcymraeg.ac.uk/en/thecoleg/academicboard/membership/

that all published articles adhere to the standards set out by the Research Excellence Framework (CCC, 2013d). It consists of sixteen members, including the chair, the editor, and the editorial assistant. The Editorial Board is currently chaired by the Dean of the Coleg. The remaining fifteen members are representatives of various higher education institutions in Wales. These members also represent different subject areas (CCC (f), 2012).

The Education and Progression Policy Committee is chaired by a member of the Coleg's Board of Directors. This committee addresses matters pertaining to linguistic progression, including the Coleg's partnerships with other educational sectors. Students are represented on this committee (CCC, 2012/13, p. 13).

The Widening Access Committee addresses the creation of flexible programmes in line with the expectations set out in the WG's higher education policy statement, *For Our Future (2009)*, including access courses, foundation programmes, part-time studies, work-based learning, and lifelong learning. It is also responsible for raising participation in higher education among the groups identified in *Reaching Higher* (e.g., Communities First areas, black and ethnic minorities) (CCC, 2012/13, pp. 9-10).

The Student Experience Committee is designed to focus on student matters. It has met regularly in the past, but the Coleg's student body has now formed a representative council, and student matters are addressed directly within this forum. The Consultative Committee is also a permanent fixture. It is comprised principally of senior colleagues from the universities. This committee offers the Coleg advice and guidance. While the Coleg consults with them, the committee does not have any formal decision-making powers (CCC, 2012/13, p. 13).

At this point, the entirety of the central governing body has been discussed. As can be seen from the discussion above, the Coleg's governing body has already developed various organisational committees and several layers of bureaucracy, including sub-committees and temporary taskforces. However, it is important to note that the bureaucratic boundaries separating these committees, sub-committees and taskforces are not rigid.

More specifically, while certain responsibilities belong to specific organisational units, the membership of these various units is quite fluid. For instance, the Dean of the Coleg is on the Board of Directors, chairs the Academic Board, and is a member of the Research & Publication Group, the *Gwerddon* Editorial Board, and the Academic Collaboration Committee. Members of the Academic Board can also chair the Branch Committees or the Subject Panels. Chairs of other committees can be members of the Directors and the Board. In short, a great deal of "*cross cutting work*" is occuring. As will be seen in the next section, the different teams found within the central operations body also engage in "*cross cutting work*." Integrated teams that work across one another appears to be a definitive characteristic of the Coleg hub.

Furthermore, the committees and sub-committees have been designed (either intentionally or unintentionally) to be organic. For instance, members of the central governing body have the ability to form temporary sub-committees and taskforces in order to address new developments. The number of sub-committees and taskforces is in a state of flux, and can change at any given time.

The organic fluidity in organisational structure and the integration and cross cutting work of teams can be considered two of the Coleg's strengths. The creation of temporary taskforces and other sub-committees allows the Coleg's executive leadership to focus on specific topics and issues that may not otherwise receive due care and attention. Furthermore, by allowing individuals to sit on multiple committees, it is arguably easier for information, ideas and discussions to be communicated across the different organisational sub-units that comprise the central governing body. This communication can reduce the unnecessary duplication of work. It can also maximise organisational integration and efficiency; if each committee knows about the work of the other committees, then each committee can carefully tailor its work in order to support and to complement the work of the other committees.

However, there is always the possibility that committees, sub-committees, and taskforces will begin to proliferate. The Coleg's executive leadership will need to be careful

that the organic fluidity of the organisation does not result in unneeded layers of bureaucracy, since this can decrease overall efficiency by increasing work or slowing down the planning process. The Coleg may find it useful to intermittently have an internal or external consultant (1) assess their organisational structure and processes and (2) offer suggestings regarding the streamlining of bureacratic structures and processes so that the Coleg can maintain maximum efficiency.

It is important to note that the majority, if not all, of the individuals working for the central governing body are doing so on a voluntary basis. In other words, only a limited amount of HEFCW's funding is being used to support the central governing body and its network across Wales. Instead, HEFCW funding is being directed primarily towards the Coleg's academic work, such as the Academic Staffing Scheme, the student scholarships, and the projects. The remaining funds are used to support the paid staff at the central operations body as well as the paid staff at the Branches (including Coleg Officers and Project Officers) (CCC, 2011).

For example, during the 2012/13 academic year, the Coleg spent 69% (£3.76M) of its budget on activities based at universities. 61% of this £3.76M was spent on the Coleg's Academic Staffing Scheme. In comparison, 16% (£0.86M) of the Coleg's budget in 2012/13 was spent on the salaries of staff directly employed by the Coleg, such as staff at the central operations body (CCC, 2012/13, p. 40). In other words, current HEFCW funding is not being used to support many of the organisational structures and bureaucratic processes of the hub. This is a particularly efficient use of HEFCW's funds.

Finally, even though the Coleg can be considered a 'top-down' agency, it is equivalent to a community-based, activist-run endeavour in some respects. A great deal of the executive work is being completed voluntarily by committed individuals. In fact, a number of respondents discussed their "*commitment to the cause*" – the cause being the Welsh language and Welsh-medium education. Others discussed their "*belief in Welsh-medium education*," and their excitement at watching and participating in the "*making of history*."

It is important to note that the Coleg was established because:

> "…historically, there have been many developments which were progressive and important but unsustainable because they were overly dependent on individuals (or a very small group of staff) with those developments very often arising from the commitment of the individuals themselves rather than institutional or departmental investment (CCC, 2011a, p. 8)."

However, in many respects, the Coleg's mission is still based upon the work of a small group of individuals. The key difference is that these individuals are now organised at a national level; have government backing; have higher levels of funding that can be used as leverage; and are able to develop provision strategically, and to some extent independently, of the HE institutions in Wales.

4.4 CENTRAL OPERATIONS BODY

There is very little information pertaining to the central operations body, and the core staff who run it, in the Coleg's official documentation. All information regarding the central operations body was obtained during the interviews. Most of this information pertains to the senior management team and the one development officer who was interviewed. Unfortunately, it is not possible to include this development officer's job description in the thesis, since the information can identify the individual. However, this individual did provide a great deal of data that both verified and validated the data gleaned from the interviews with the senior management team.

One of the main priorities of the central operations body is to maximise efficiency. While suitable staffing capacity is needed, the goal is to ensure that:

> *"…the central administration [is] kept as small as possible, and a far greater of our budget, obviously, goes out to institutions in terms of grant funding, and is used to employ staff [Coleg-funded lecturers] and to sustain the core operation."*

Thus, the Coleg's operations body has a small team of staff, with the given number fluctuating between fifteen and twenty-five from month to month.

The members of the core staff work as senior managers, managers, and development officers. There are also a number of additional and support staff who undoubtedly play an important role at the central operations body. However, it is not entirely clear whether or not some of these additional and support staff actually engage in work

similar to the development officers. Furthermore, the responsibilities of some of the additional staff and development officers may also be comparable to managerial work. Although the job titles of the core staff are listed on the Coleg's website, their job descriptions are not available. A full list of these job titles can be found in Appendix II, Section A.2.3 under the heading, '*List of Positions at the Coleg's Central Operations Body*.'

The staff are divided into several different teams. There is a marketing and communications team, which develops the Coleg's communications strategy; develops relationships with schools; and engages in student recruitment activities, such as recruitment runs. There is also an information services team "*who provide platforms for [the] provision*." This team is responsible for Y Porth and the Coleg's e-Learning initiatives. Currently, they are also working closely with Wikipedia in order to take Welsh-medium open source learning further.

There is also an academic team, comprised primarily of senior managers and development officers. The development officers *"are employed with a specific responsibility for work experience, for staff development, [and] for…project work*." Finally, there are also a number of individuals who are also responsible for "*the operational side, which would be perhaps the back office functions, which would mean administration, which would mean human resources, procurement, health and safety, finance*."

It is important to note that the majority, if not all, of these individuals at the central operations body play a key role in administering and monitoring the Coleg's schemes and the Coleg's formal planning process. As one respondent pointed out, it is not possible for the Coleg to engage in academic subject planning:

> *"…unless there are staff that teach them, unless those opportunities are marketed to students in the first place, unless there's an infrastructure of technological structure to support people, it's not going to work."*

In short, many of the staff at the central operations body engage in the behind-the-scenes work associated with developing, administering and monitoring the infrastructure for Welsh-medium higher education. In addition, the senior management team plays an important role

in the planning process, and many of the development officers play a role in administering the planning process.

These staff regularly "*work across teams*," and individuals regularly share job responsibilities, even if those job responsibilities do not technically fall under the remit of their titles. More than likely, the boundaries were designed to be amorphous in order to ensure (1) that the work of the core staff would be integrated and coordinated rather than disjointed and (2) that the operations body could operate with a lower number of staff, thereby ensuring that the majority of HEFCW's funding would go directly to the work of the Coleg rather than to a bureaucratic structure. This "*cross cutting work*" is yet another example of the hub's flexible and organic bureaucratic structure.

The senior management team can be considered some of the key executive leaders within the Coleg, because they work closely with (1) external partners and (2) the Coleg's different units, committees, sub-committees, and teams. The senior management team consists of five people. Four of these individuals had previously worked for the Centre, and have been working together for seven to eight years. The senior management team consists of (1) a Chief Executive, (2) a Registrar, (3) a Senior Academic Manager, (4) a Company Secretary and Senior Academic Manager, and (5) a Corporate Affairs and HR Senior Manager. The senior management team is highly integrated, and the senior managers often share responsibilities.

The Chief Executive's (CE) primary role is to identify and connect collaborators. The CE focuses on developing, fostering and sustaining the Coleg's partnerships with the HE institutions. Thus, the CE spends a great deal of time visiting institutions and Coleg Branches, and attending meetings and holding discussions with colleagues, academic heads of department, and senior managers. In addition, the CE liaisons with key people in the HE sector, HEFCW, and the WG. Another part of the CE's role is to develop the central operation body's people, structures, processes and functions. The CE works closely with another senior manager, the Corporate Affairs and HR Senior manager, in order to address the operational side of business.

The Registrar's primary responsibility is to oversee academic planning. This responsibility also requires a significant amount of networking and collaboration. The Registrar develops close, effective working relationships with lecturers and senior academic managers across the institutions in order to (1) build trust and confidence in the academic community and (2) identify common ground and purpose. The Registrar and these collaborators then work together to generate ideas and to develop plans. The Registrar works primarily in the fields that are new to Welsh-medium provision, such as Medicine, Geography & Environment, and Social Work. Other subject areas are the remit of other senior managers. In addition, *Subject Plans* in the Arts & Humanities are driven heavily by the Subject Panels, and are far more of a collaborative enterprise among numerous academics because of these fields' long tradition of Welsh-medium provision.

The Registrar also has a number of operational responsibilities, including an overall responsibility for the IT strategy, information services, data and the budget. In addition, the Registrar is responsible for a number of additional partnerships (such as Higher Education Academic links, First Campus links[39], and student partnerships); the Undergraduate Scholarship Scheme; the Audit Committee; and the Risk Registrar.

The Senior Academic Manager's main responsibility is for the Academic Staffing Scheme and the Research Scholarship Scheme, including the Staff Development & Training Programme, and the Research Skills Programme. The Senior Academic Manager oversees the lectureships that the Coleg funds across the country. Thus, the Senior Academic Manager oversees the appointment process and is also the main point of contact for the lecturers. In addition, the Senior Academic Manager oversees the monitoring process, and works closely with the lecturers and their departments in order to ensure that their programme of work satisfies the Coleg's targets set out in their funding contracts and in the *Subject Plans*. Furthermore, the Senior Academic Manager is responsible for developing

[39] First Campus is a part of the Reaching Wider Partnership. The First Campus partnerships cover South East Wales. Reaching Wider was established in 2002 by HEFCW as a part of the WG's first HE strategy, *Reaching Higher, Reaching Wider*. Its purpose is to break down perceived barriers to higher education and widen access to learning through a series of activities designed for pupils and adult learners.

staff policies for the Academic Staffing Scheme, including for periods of sabbatical leave, maternity leave, and long-term illness.

The Company Secretary and Senior Academic Manager facilitates and arranges the meetings of the various committees, sub-committees, Panels, and taskforces, with a specific emphasis on the Directors, the Board, the Audit Committee, the Staffing Committee, and the Appointments Committee. This individual plays a key role in facilitating the work and the processes of the Directors, including making arrangements for the Appointments Committee during the re-election period and keeping updated records on the Directors (such as their declaration of interests). In addition, this individual plays a role in financial planning, such as the submission of the Annual Return. Finally, as a Senior Academic Manager, this individual has a great deal of responsibility in facilitating, overseeing and monitoring the Coleg's national, main grant, and small grant projects.

The Corporate Affairs and HR Senior Manager is in charge of the central operations body's human resources policies and practices. This individual is also responsible for the marketing team and their communications strategy. In other words, along with the CE, this individual is in charge of developing and managing the central operations body's structures, processes, and functions. It is important to note that this individual is a behind-the-scenes leader and manager and has limited interface with the Coleg's external partners. However, this individual plays the primary role in (1) ensuring the development and training of the core staff; (2) fostering their performance; and (3) fostering the central operations body's organisational culture and climate. This is essential work, because the performance and development of the staff can have a direct effect upon (1) the way in which they facilitate the planning process and (2) the way in which they develop the Welsh-medium higher education infrastructure.

In sum, the central operations body is in charge of the behind-the-scenes, operational work. This work consists of (1) the formal planning process; (2) the facilitation of the planning process (for instance, the administrative work associated with planning); and (3)

student recruitment activities[40]. This work will be addressed again in Chapter Six, because respondents redefined target orientation as the degree to which these activities reflect the Coleg's targets, including the ones set by HEFCW and the ones set out in the *Subject Plans*.

It is important to note that at least a few of the development officers have responsibilities associated with the internal networker role, including collaborating with external partners and the management and facilitation of projects. However, it is not entirely clear how many of the development officers and additional staff actually engage in leadership practice and shoulder internal networker responsibilities, simply because only one of these individuals was interviewed. However, considering the degree of "*cross-cutting work*," it is likely that many of these individuals have engaged at least occasionally in (1) networking and connecting collaborators and (2) project management and facilitation.

The senior management team is comprised entirely of Coleg-based executive leaders. Although each member of the senior management team has a different job function, they all work together to: (1) engage in the formal planning process; (2) connect different collaborators and network with external partners; (3) oversee the development and maintenance of the central operations body's organisational structures, functions and processes; (4) oversee and manage the processes associated with the Coleg's academic work (e.g., the appointment and monitoring of Coleg-funded lecturers) and (5) manage and facilitate the Coleg's numerous projects.

At this point, the central operations body has been discussed in-depth. The next section focuses on the Coleg's Branches.

[40] For instance, the marketing team develops relationships with schools; engages in recruitment runs at schools; educates pupils as early as Year 7 regarding Welsh-medium higher education opportunities; develops and markets the Coleg's student prospectus; and works with UCAS and Coleg Officers to ensure that prospective and current students have easy access to information regarding Welsh-medium higher education. This work is guided by a communications and marketing strategy developed by the core staff at the central operations hub.

4.5 COLEG BRANCHES

The Branches allow the Coleg to work with and through higher education institutions in Wales. The purpose of the Branches is to ensure that the *Academic Plan* and *Subject Plans* are appropriately implemented on the ground. Each university has a different demographic make-up and history of Welsh-medium provision. Therefore, each Branch has been tailored to work on, and address different issues, depending upon their local context. In addition, the structure of the Branches can vary from institution to institution as well. The Branches were intentionally designed in this way so that each Branch could best meet the joint needs of the Coleg and the individual universities (CCC, 2011d).

However, all of the Branches do share some core characteristics. More specifically, each Branch structure consists of a committee that is responsible for overseeing and planning the development of Welsh-medium provision at the university. Furthermore, each Branch is overseen by a Coleg Officer (also known as a Branch Officer). Coleg Officers work closely with the member of the university's management team who is responsible for Welsh-medium provision at the institution in order to develop the Committee; embed it within the institution; and manage it (CCC, 2011d).

The remainder of this section identifies the core characteristics that all Branch structures share. It then provides a description of Cardiff Metropolitan's Branch Committee in order to provide a concrete example of how a Branch can be structured and embedded within an institution. This section then moves on to describe some of the responsibilities that a Coleg Officer can have by discussing the duties of Cardiff Metropolitan's Coleg Officer (the responsibilities of Coleg Officers also vary from Branch to Branch).

In addition, Cardiff Metropolitan's Coleg Officer works as the university's Welsh Language Scheme Co-ordinator. Although this is a university position, it requires a significant amount of leadership practice and is closely intertwined with, and supports, the Coleg Officer's work for the Coleg. In short, Cardiff Metropolitan's Coleg Officer has two leadership roles that are mutually supportive. A discussion of both his Coleg position and his university position provides a prime, concrete example of this dual leadership.

The purpose of the Branch Committee is to bring together (1) staff who are members of the Coleg's community and (2) other representatives who are interested in the development and maintenance of Welsh-medium provision at the university. These additional representatives must include at least one student representative. The Branch Committee can also appoint other representatives as necessary, such as representatives from the university's various administrative or academic departments. In order to fulfil its remit, each Branch Committee meets at least once a term. An officer from the central operations body must attend each term meeting at each Branch. In addition, the Coleg's Chief Executive and the Dean each attend one meeting per year at each Branch (CCC, 2011d).

The Branch Committee has a number of responsibilities. The central responsibility is maintaining a clear line of communication between the Branch and the hub. More specifically, the Branch needs to regularly update the Coleg in regards to any developments regarding Welsh-medium provision at the host university, including new courses and modules, teaching activities, and the number of students studying through the medium of Welsh. The Branch Committee is also expected to consider any issues that have been brought to its attention by the Coleg, the university, or representatives on the committee (CCC, 2011d).

Another key responsibility of the Branch Committee is to participate in any strategic Welsh-medium provision planning occurring at the host university. More specifically, the Committee discusses institutional plans for Welsh-medium provision, and provides advice and recommendations regarding these plans to the university's senior managers and planning committees. In addition, the Branch Committee identifies opportunities to further develop and improve Welsh-medium provision at the university. These opportunities should be "in line with the targets of the university to increase the percentage of students studying through the medium of Welsh and in accordance with the strategy of the Coleg Cymraeg Cenedlaethol" (CCC, 2011d, p. 4). The opportunities can include proposals for provision across faculties and between the university and other HE providers (CCC, 2011d).

Finally, the Branch Committee plays an important role in promoting the Coleg's community. More specifically, the Branch needs to maintain a visible presence within the university. The Committee is also expected to contribute to and support marketing activities that promote the university's Welsh-medium provision. It also needs to be a main point of contact for students and staff working through the medium of Welsh, and the Branch should ensure that as many students and staff as possible join the Coleg's wider community (CCC, 2011d).

Cardiff Metropolitan's Branch structure provides a very clear example of how a Committee can be structured and institutionally embedded. First, however, it is important to understand how the institution manages Welsh language policies. Cardiff Metropolitan's Deputy Vice Chancellor[41] is responsible for (1) the Welsh Language Unit and (2) the university's Welsh language policies.

The Welsh Language Unit is comprised of the Welsh Language Scheme Co-ordinator/Coleg Officer and the Translating Administrator, who shares some of the Co-ordinator's duties. Cardiff Metropolitan's Welsh language policies include the Welsh Language Scheme (which is being replaced by the new Welsh Language Standards) and the Welsh Language Skills Strategy. The latter strategy is designed to employ individuals who are bilingual in Welsh and English, and place them within specific posts so that the university can offer Welsh-medium services to the public. Both of these strategies are a part of the institution's overall Equality and Diversity strategy and agenda.

In addition, the Deputy Vice Chancellor is the line manager of the five Deans of School, the Welsh Language Scheme Co-ordinator/Coleg Officer, and the Translating Administrator. The Coleg Officer explained that he works:

> *"…closely and directly with the Deans of School. I have easy access to them because we work for the same boss. And the Deans of School are key people. Because it's their school, they run it. And they're all very supportive. Again, not just because I'm being recorded, but there's a general level of support there for it."*

[41] The Deputy Vice Chancellor is also the Director of Student Experience and the manager of the Learning and Teaching Unit.

Cardiff Metropolitan's Branch Committee is chaired by one of the five Deans of School (currently, the Dean of the School of Education). In addition, there is a Welsh language coordinator in each school, and these coordinators represent the five schools on the Branch Committee. Several other representatives also sit on the Branch Committee, including a student representative, a Learning & Teaching Development representative, and a Library and Information Systems representative. The Welsh Language Scheme Co-ordinator/Coleg Officer administers the Branch. The Branch representatives "*discuss all Coleg issues.*" In addition to reporting to the Coleg's Academic Board, the Branch Committee reports to and advises the university's Academic Board in regards to Welsh-medium provision.

Furthermore, Cardiff Metropolitan works closely with the Coleg in other ways as well. For instance, the Deputy Vice Chancellor also sits on the Coleg's Board of Directors. In addition, Cardiff Metropolitan ensures that:

> *"…as many of [our] academics [are] sitting on the [relevant] Subject Panels. Not all Subject Panels are relevant to us, but where they are relevant, we sit on them, where they are extremely relevant, we try to chair them. One of our members of staff chaired the Sports Panel, because we're the main suppliers of Sport. One of our members of staff, jointly with the University of South Wales, chaired a business panel, especially with the influx we had in the first year, I think we're the largest supplier of business now, student-wise."*

As mentioned above, the Branch Committee is expected to (1) maintain a clear line of communication with the Coleg; (2) participate in the development of Welsh-medium provision; and (3) foster a Branch community. At Cardiff Metropolitan, the Coleg Officer is responsible for these three duties. In fact, the Coleg Officer role at Cardiff Metropolitan can best be described as an internal networker role. Cardiff Metropolitan's Coleg Officer plays a key role in (1) identifying and connecting collaborators supportive of the Coleg's mission and (2) project facilitation and management.

First and foremost, Cardiff Metropolitan's Coleg Officer is responsible for facilitating communication between the central Coleg hub and the university. This responsibility is essential to successfully connecting collaborators based at both the Coleg hub and at the institution. As the Coleg Officer based at Cardiff Metropolitan explained:

> *"I'm the conduit for all Coleg work into the institution… And so that's from the responding circulars that come in from the Coleg, the higher level stuff. Dealing with any Academic Staffing Scheme applications, any Research Scholarship applications, Small Grants applications, they'd all come through me here…"*

In short, at Cardiff Metropolitan, all communications coming to the university from the Coleg go through the Coleg Officer, and the Coleg Officer is in charge of ensuring that the communications are sent to the right people (although communications are also sent to the Vice Chancellor and the Deputy Vice Chancellor)[42].

Furthermore, at Cardiff Metropolitan, the Coleg Officer is also the conduit for all information and communications going from the university to the Coleg. These communications include bids and monitoring reports for staff, projects, and scholarships. In turn, these communications are an essential part of the Coleg Officer's responsibility for project facilitation and management.

More specifically, Cardiff Metropolitan's Coleg Officer works with different Schools on developing joint teaching posts that can be funded by the Coleg. He then applies for Coleg funding of these posts through a bidding process. When successful, these posts allow both the Coleg and Cardiff Metropolitan University to meet their Welsh-medium provision targets[43]. A key example would include a current post at Cardiff Metropolitan's School of Education. This Coleg-funded lecturer provides provision at both Cardiff Metropolitan and other institutions, including Aberystwyth, Bangor, and Trinity St David. Cardiff Metropolitan's Coleg Officer first worked with the School of Education to develop a bid for this post, and has since worked carefully with the Coleg-funded lecturer to develop the post and the provision that is offered.

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[42] This responsibility is not shared by all Coleg Officers. As Cardiff Metropolitan's Coleg Officer explained, there are Branches where the Coleg Officer is not the primary contact for circulars, and information is sent to other individuals instead. In other words, not all Coleg Officers are responsible for facilitating the communication and information flow from the Coleg hub to the university.

[43] In fact, Cardiff Metropolitan's target for the number of students studying some element of their course through the medium of Welsh is set in consultation with the Coleg, and the university carefully targets all of the Coleg's funds so that they can meet this target. Other universities, such as the University of South Wales, also set and meet targets in consultation with the Coleg as well.

Cardiff Metropolitan's Coleg Officer also plays a central role in developing the Branch community by engaging in a significant amount of networking and fostering links and connections among Welsh-medium students and staff:

> *"And then the Branch Membership, trying to keep in contact with students, linking with scholarship holders… I'm in regular contact with the Welsh medium staff and the students here, just making sure that everything is going ok."*

In addition, Cardiff Metropolitan's Coleg Officer needs to network with individuals who are resistant to Welsh-medium higher education and/or to the changes associated with the development of Welsh-medium provision. As Cardiff Metropolitan's Coleg Officer explained:

> *"I think the challenge for [Cardiff Metropolitan] is to integrate [Welsh-medium provision] and see it as a core part of what we do…"*

> *"…there's still a perception among many people - and not at the top level, thank you, but lower down - who say, 'This is just an excess, what's the point of this, this is just extra work for me.' So, the main challenge that I've got is trying to make people realize…that they're [not] doing this as favour to us, this is not extra work… it's working on Welsh medium issues as a part of people's role."*

In other words, Cardiff Metropolitan's Coleg Officer networks with a wide variety of individuals in order to influence their perceptions regarding Welsh-medium higher education. This responsibility is a prime example of leadership practice – Cardiff Metropolitan's Coleg Officer works to influence others in order to achieve the targets and the goals of the Coleg.

This leadership practice is also a central responsibility of the Cardiff Metropolitan's Coleg Officer additional role as the university's Welsh Language Scheme Co-ordinator. As a part of this job, Cardiff Metropolitan's Coleg Officer needs to engage in leadership practice in order to:

> *"…keep the profile of Welsh medium high in the institution, keep it as something that is discussed at the highest level…"*

In addition, he has a number of other responsibilities, including:

> *"…monitoring the targets that we need to meet. So it's about working towards those targets. And again, it depends where we are within the year. We work around three Welsh Committees and an Annual Monitoring Report to date…So, it's about, 'Have we monitored the library section yet, have we monitored what facilities are doing in regards to signage, have we checked what marketing has sent out to students yet.' It's a monitoring role that has to do with that."*

The Coleg Officer explained that his position as a Welsh Language Scheme Co-ordinator:

> *"… isn't directly related to my Coleg Cymraeg post, but it's so intertwined that you can't pull it apart."*

The close relationship between the two posts is understandable. Both positions require that he (1) engage in leadership practice in order to increase the profile of the Welsh language at the university and (2) engage in some important project facilitation (including the monitoring of university targets and Coleg-funded projects) that increases the level of Welsh-medium provision and services.

As mentioned in Chapter Three, the Coleg-based leaders can have a dual leadership role. Coleg-based leaders can also work as executive leaders, local line leaders, and internal networkers within their university. The Welsh Language Scheme Co-ordinator role is arguably an executive leadership position. In addition to engaging in leadership practice and project facilitation, Cardiff Metropolitan's Welsh Language Scheme Co-ordinator also participates in the development and implementation of the institution's Welsh language policies, and is a contributing member of the two committees that develop these policies. The final approval and the decision-making power must come from the university's Board of Governors, but this set-up is equivalent to the Coleg's – the Academic Board and Subject Panels develop the strategies, and the Board of Directors approves them.

In addition, the Welsh Language Scheme Co-ordinator is a representative of the Deputy Vice Chancellor, and he facilitates communication between the Deputy Vice Chancellor and the rest of the institution. Thus, the Deputy Vice Chancellor and the Welsh Language Scheme Co-ordinator work together to ensure the successful implementation of the university's Welsh language policies. In other words, his role as the Welsh Language Scheme Co-ordinator provides him with a certain level of positional authority, which is also a key characteristic of executive leadership positions.

In summary, the Branch Committees at each institution do share a basic set of responsibilities, including (1) communication facilitation; (2) contribution to provision development; and (3) the development of the Branch community. Yet, during the interview

with the Coleg Officer, it became apparent that an analysis of the Branches could constitute an entire project in and of itself.

The interview with Cardiff Metropolitan's Officer certainly provided a number of concrete examples regarding the Branch structure and his work and responsibilities. However, these examples are particular to that specific Branch. Considering their widely different contexts, the universities are likely to embed the Branch Committees within the institution differently. In addition, the Coleg Officers and the Branch Committees are likely to distribute, perform and prioritise their responsibilities in different ways. The nature of a Branch's role and interactions vary from university to university in response to the institution's history of Welsh-medium provision, and the degree of institutional support that this provision receives. In fact, it may be worthwhile to conduct a comparative study that assesses the organisational structures and processes of each Branch. By assessing how each Branch functions, it would be possible to better understand the role that they play in developing Welsh-medium provision at their institution.

In addition, although this thesis has assessed the central hub's orientations, it is not entirely clear whether or not the different Branches share the same set of orientations. If the orientations of the Branches differ significantly from the orientations of the hub, then the successful implementation of the Coleg's strategies could be undermined. Thus, an assessment of the orientations of each Branch is also an area that is worthy of further investigation.

Finally, it is important to note that some of the data above illustrates a cardinal theme. More specifically, the Coleg Officer made it very clear that there is a significant amount of collaboration between the Coleg and Cardiff Metropolitan "*at the highest levels*." The Deputy Vice Chancellor and the Deans of School are very supportive of Welsh-medium higher education. In addition, specific academics have actively collaborated with the Coleg's Academic Board and Subject Panels.

However, there is still a high level of resistance "*lower down*." The funding from the Coleg has helped to alleviate some of this resistance. As the Coleg Officer explained:

> *"…you've got lots of people now who are just more than happy dealing with Welsh medium education, bring it in, for it to be discussed at the top table, because there's money in it."*

Yet, this resistance appears again when these individuals are expected to invest some of their own units' resources (staff, funds and time) into Welsh-medium provision:

> *"Because again, people are happy for the Coleg's extra staff to come in from outside, you know, 'Yeah, just come in and pay someone else to do it for me. So you want me to do it myself? You want me to pay, you want some of my staff and you want me to give up some of my time to do that?' And then people are less prepared."*

This resistance to Welsh-medium higher education will be discussed in further detail in Chapter Five. Many other respondents emphasised that there is a great deal of support for Welsh-medium higher education among the universities' executive leadership. However, this support diminishes – and even disappears – *"lower down*," or at the levels of the universities' local line leaders. In other words, Cardiff Metropolitan is not an exception; it is the norm.

Furthermore, it is the Coleg's internal networkers – such as the Coleg Officer, the Project Officers, and the Coleg-funded lecturers – who face this resistance on a daily basis. The Coleg-based and the university-based executive leaders may be the 'captains at the helm,' who determine the direction of the universities' Welsh-medium provision, but the internal networkers are the "*foot soldiers*" and the "*troops on the ground*" who ensure the implementation of the executive leadership's decisions.

The case of Cardiff Metropolitan's Coleg Officer is a prime example of this dynamic. The Deputy Vice Chancellor and the Deans of School have decided that Welsh-medium provision needs to be a priority, and the targets identified in the university policies have been carefully linked with the aims and the work of the Coleg. The Cardiff Metropolitan's Coleg Officer certainly has an executive leadership role, and by contributing to the university's Welsh language policies, he helps to determine the university's direction and approach. However, both his Coleg job and his university job require that he work on the frontline. He implements executive decisions alongside internal networkers and committed local line leaders, and he works to normalise and mainstream Welsh-medium provision on a regular, if not daily, basis. He works closely with committed staff members to develop new provision,

and when funding and other resources start to decrease, he works to influence the perceptions of individuals who are resistant to investing their own resources.

At this point, the Coleg's Branches have been discussed in full, and the final aspect of the Coleg's organisational structure will be addressed – the wider community that the Coleg is attempting to create. The Branches, of course, play a key role in promoting community membership among university students and staff, and are also the key point of contact between the Coleg's wider community and its central hub.

4.6 THE WIDER COMMUNITY

Before discussing the different types of community membership, it is worth discussing the Coleg's technological infrastructure. This infrastructure connects the Coleg hub and Branches; it connects the Coleg hub with the wider community; and it connects the different HE institutions in Wales.

The Coleg's technological infrastructure allows the Coleg to deliver university modules and teaching resources collaboratively and at a national level. The Coleg's technological infrastructure is a part of their "*system approach*" to increasing student numbers. In order to increase the number of students studying through the medium of Welsh, the provision and teaching resources need to be in place. In turn, there need to be staff who can create the provision and the resources, and the technological infrastructure allows the staff to deliver provision and resources across Wales (CCC, 2012/13); (CCC (e), 2012).

The Coleg's technological infrastructure consists of a video-networking link and a Welsh-medium, national-level blackboard known as Y Porth. The Coleg has invested in Learning Spaces at seven different HE institutions. These Learning Spaces are conference rooms linked by video-networking, and they are equipped with computers that link directly to Y Porth. This video-networking link allows Coleg-funded lecturers to deliver modules to students across the country. This link is also used to facilitate communication among the

Coleg's virtual network of leaders; the majority, if not all, Director, Board, Panel and sub-committee meetings are conducted via video-networking (CCC, 2012/13); (CCC (e), 2012).

Y Porth was established in 2009 by the Centre for Welsh Medium Higher Education, and it was incorporated by the Coleg's central operations hub in April 2011. Y Porth can best be described as a virtual, Welsh-medium academic community. It is supported by over 700 Welsh-medium academic and support staff, and it is currently accessed by well over 1,600 university students who study through the medium of Welsh (CCC, 2012/13); (CCC (e), 2012).

In addition, Y Porth is essentially a repository for Welsh-medium, multimedia resources, including the following (CCC, 2012/13); (CCC (e), 2012):

- a number of courses and modules;
- resources that are a part of the Staff Development Programme;
- resources for students who sit the Welsh Language Certificate examination; and
- the Coleg's iTunes site via Y Porth, which contains a number of e-Books and audio/visual files.

All of the resources resulting from Coleg-funded projects are also uploaded on Y Porth, e.g., the Higher Education Terminology Project and the Cynllun Colegau Cymru, which is a collection of resources (such language handbooks, and methodology guidance) for lecturers and trainees who work across all levels of the education sector (CCC (e), 2012).

Y Porth is also used to connect the Coleg-based leaders and the Coleg Branches with the wider Coleg community. There are four categories of community membership (as opposed to the constitutional membership discussed in Section 4.3) – prospective students, current university students, university staff and associate members. Membership in the Coleg community is free, and it is available to the public at large (CCC (e), 2012).

Prospective students must be over the age of 16, and are usually based at Further Education colleges or attend a Sixth Form. By joining the Coleg community, prospective students are able to apply to the Coleg's undergraduate scholarships (discussed, along with the Coleg's other scholarships, in Section 5.3.2). In addition, they receive regular

correspondence from the Coleg regarding its activities and the availability of Welsh-medium provision across universities in Wales. Development officers promote prospective student membership during school visits and through marketing materials distributed to secondary schools and further education colleges (CCC, 2011g); (CCC, 2012/13).

Any university student in Wales is also able to join the Coleg community, although all students registered on Coleg modules automatically become members. By joining, university students are able to apply for Master's scholarships; sit the examination to obtain the Coleg's Welsh Language Skills Certificate; and access resources and collaborative provision available on the Coleg's online blackboard, Y Porth. University students can also take advantage of the Coleg's Work Placements Scheme, and they receive information regarding the Coleg's Postgraduate Research Scholarships and the availability of Coleg-funded academic posts. At some point, university students outside of Wales may be able to join the Coleg and access the resources on Y Porth (CCC, 2011g).

All university staff based in Wales can also become Coleg members. By becoming members, staff are able to apply for funding from the Coleg in order to develop projects. In addition, staff members receive information regarding funding opportunities for the university, such as the Academic Staffing Scheme and the Postgraduate Research Scholarship Scheme. University staff members can access learning and teaching materials available on Y Porth, and they also become eligible to create Welsh-medium modules that can be uploaded onto Y Porth. In addition, staff members can participate in the Coleg's Welsh-medium training and staff development workshops and they can receive information regarding Coleg activities, including conferences (CCC, 2011g).

Associate membership is available to any member of the public. Currently, the membership is free. However, the Coleg is in the process of creating a constitution for associate membership, and perhaps implementing a membership fee that could be used as a scholarship and student awards fund. At some point, the Coleg aims to have the Branches work on a regional level to provide national activities that would be available to associate members as well (CCC, 2011g).

In short, the Coleg's wider community could best be described as a virtual academic community consisting of students and staff (CCC (e), 2012). This community has access to the hub via the seven Branches located at higher education institutions throughout Wales. In addition, this community is connected at the national level via Y Porth (CCC (e), 2012).

As mentioned previously, one of the responsibilities of the Branches is to promote community membership. Development officers also share this responsibility, and promote Coleg membership among prospective students during school visits. Both Branch members and development officers also promote the Coleg's scholarships among prospective and current university students. These scholarships are designed to encourage student uptake of Welsh-medium provision. Thus, the promotion of community membership and Coleg scholarships allows the Coleg to address two of the Coleg's key priorities: (1) increasing student numbers and (2) creating and disseminating Welsh-medium resources and modules. The Coleg's key goals and priorities, and the strategies for meeting these goals, are discussed in the next chapter. First, however, this chapter is concluded in the next, and final, section.

4.7 CONCLUSION

The primary purpose of this chapter has been to provide an in-depth organisational review of the Coleg's structure and processes. However, in the process, this chapter was able to provide concrete examples of the different leadership roles associated with the Coleg, as well as the responsibilities associated with each role. In addition, this chapter was also able to provide a concrete example of dual leadership by discussing the work of Cardiff Metropolitan's Coleg Officer.

The next chapter discusses the Coleg's goals, targets, and strategies. The Coleg's centralised executive leadership play the primary role in identifying these goals and targets, and in developing the strategies, or plans of action, used to realise these goals and reach these targets. The next chapter also provides an analysis of the challenges that the Coleg must overcome in order to reach its goals and targets. An in-depth understanding of these challenges is essential, because these are the challenges against which the orientations of the centralised leadership should be compared and evaluated.

CHAPTER FIVE

THE MISSION & THE METHODS OF THE COLEG

5.1 INTRODUCTION

Chapter Five discusses the Coleg's goals and targets, or its mission, and the Coleg's strategies, or methods for reaching its goals and targets. This chapter also discusses the Coleg's academic work, which is guided by the Coleg's strategies. In addition, this chapter focuses on the challenges that the Coleg faces as it implements its strategies and engages in its academic work.

Section 5.2 addresses the Coleg goals, targets, and strategies.

Section 5.3 discusses the Coleg's academic work, which consists of various schemes. This section is divided into three sub-sections. The first sub-section focuses on the Coleg's Academic Staffing Scheme, including the Staff Training and Development programmes. The second sub-section discusses the schemes designed for students, such as the various scholarships as well as the Research Skills Programme, the Work Placement Scheme, and the Welsh Language Certificate. The third sub-section addresses the Coleg's Strategic Development and Projects Fund, which is used to fund a wide range of projects that develop teaching resources.

Section 5.4, which is divided into two sub-sections, focuses on the two primary challenges facing the Coleg, as well as the underlying factors that exacerbate each of the challenges. The first sub-section focuses on the challenge of student recruitment and retainment; the second sub-section addresses the challenge of provision development.

Concluding remarks can be found in Section 5.5. Finally, it is important to note that Appendix II also corresponds with this chapter, and the reader will be directed to relevant sections as needed.

5.2 GOALS, TARGETS & STRATEGIES

As discussed in Chapter Three, the Coleg's overarching goal is to establish a "*culture of Welsh-medium education*" within the higher education sector. As one respondent explained:

> *"…the overall goal is that, what happens with primary, secondary education… the goal is that maybe one day that will happen [at the HE level]. One day that will be the case in some way, not exactly at the same way it is at school, because we will never have, I don't think, a Welsh-medium university. But, bilingual or Welsh and English education at university, higher level, will be sitting next to each other, and on a very broad basis."*

In practical terms, according to both the respondents and to the Coleg's official documentation, the Coleg's goals are (1) to offer high quality, innovative, Welsh-medium provision across a range of subjects and that is available to students across Wales, and (2) to ensure that there is a sustainable cohort of students who study that provision:

> *"… I think what we are doing in a number of schemes is trying to provide opportunities for people to study through the medium of Welsh, where they don't have to make a choice to study everything through the medium of Welsh… [there is] a certain group of individuals who [will] study everything they [can] through the medium of Welsh. But [there is] a much larger cohort that were unsure whether they wanted to study through the medium of Welsh, and with that group, it becomes essential to gradually draw them into Welsh-medium studies and to give them greater confidence."*

In turn, ensuring a sustainable student cohort is essential if the Coleg is to meet their HEFCW-driven target of 5,600 students studying some element of their course through the medium of Welsh by 2015/16.

The Coleg has two primary strategies –a *Strategic Plan* and an *Academic Plan*. The strategic aims of the Coleg's *Strategic Plan* provide a more detailed description of the Coleg's two practical goals. In addition, both of these strategies have been specifically designed so that the Coleg can realise its aims and reach its targets.

The *Strategic Plan* provides a high level overview and strategic direction for the Coleg's annual operational programme, which are detailed in yearly *Action Plans* (the *Action Plans* are currently not available to the public). The *Action Plans* ensure that the aims of the *Academic Plan* and the work associated with subject planning are implemented each year. More specifically, it can be inferred that the *Strategic Plans*, and the operational plans based

upon them, detail how the Coleg intends to reach the targets set by HEFCW and the WG. These *Plans* do so by ensuring (1) that the yearly operational activities, including the formal planning process, reflect targets and (2) that the yearly operational activities continually develop, strengthen and implement the Coleg's academic work.

The Coleg's *Academic Plan* provides a detailed overview of the academic work that the Coleg funds (namely, the various schemes). There are approximately twenty *Subject Plans* based on the *Academic Plan*. These *Subject Plans* are designed to do the following:

1. Develop a number of academic disciplines, or subject areas, through the medium of Welsh at specific HE institutions and
2. Identify clear benchmarks and targets (pertaining to the number of students and staff) for each discipline at each institution as well.

In fact, the relationships among these various plans can be visualised as follows[44]:

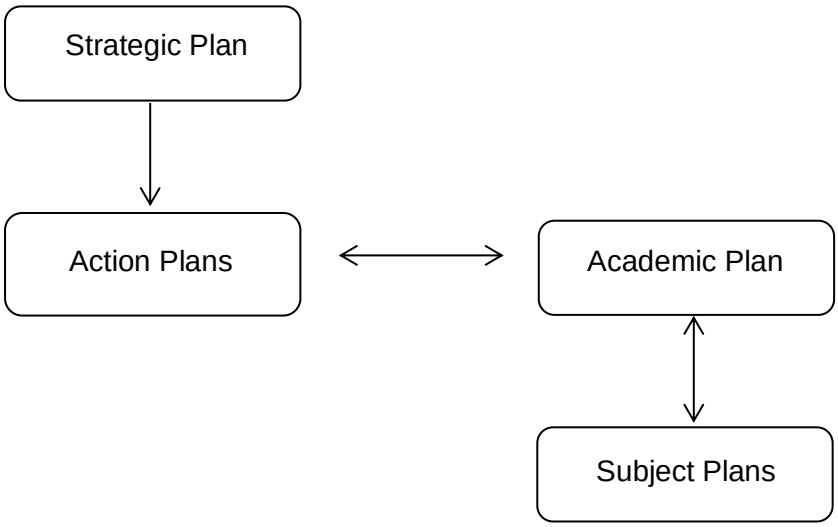

Figure 5.1 The Coleg's Strategies

The remainder of this section will begin by discussing the Coleg's *Strategic Plan*, because the strategic aims of this plan provide detailed descriptions of the Coleg's practical goals. However, the majority of this section will be devoted to the *Academic Plan*, since this plan forms the basis for the Coleg's provision planning and academic work.

[44] This visualisation was developed by the author of this thesis.

The Coleg has had two successive *Strategic Plans*. Each *Strategic Plan* runs for three years at a time. The first *Strategic Plan* was in place for the Coleg's first three year period, between 2011 and mid-2014. The second *Strategic Plan* went into effect in September 2014, and will be revisited in 2016 (CCC, 2014a).

Each *Strategic Plan* lists a number of strategic aims that guide the Coleg's work, although the majority of the two plans' objectives are the same. In the first *Strategic Plan*, the Coleg makes it clear that the organisation's purpose is to develop and implement the Welsh Government's *Welsh-medium Education Strategy (2010)*, along with the government's other language strategies, within the HE sector (CCC, 2011b).

Both strategies emphasise the need to increase the number of students studying through the medium of Welsh. This increase in student numbers is to be achieved by offering a broad choice of learning opportunities in a range of subjects. In order to attract students, these learning opportunities need to be (CCC, 2011b); (CCC, 2014a):

- coupled with student support;
- of high quality, and of an equal standard to other educational opportunities;
- enriched by the innovative use of information and communication technologies;
- enriched and supported by the appointment of high quality educators and researchers who can successfully promote and develop Welsh-medium scholarship, research, and publishing; and
- available on an on-Wales basis.

Furthermore, the provision needs to ensure that graduates have bilingual skills for the workforce, and it also needs to be able to respond to employer demand for skills and bilingual practitioners (CCC, 2011b); (CCC, 2014a).

Both strategies note that the Coleg needs clear and effective communication and collaboration among the central governing body, the central operations body and the Branches in order to ensure that the academic work is implemented effectively and successfully. Furthermore, the Coleg needs to collaborate effectively with partners outside of the HE sector, including the FE and secondary sectors, national institutions and the Welsh community(CCC, 2011b); (CCC, 2014a). The second *Strategic Plan* also emphasises the

need to ensure strong progression routes from earlier sectors, which means that the Coleg needs to ensure that students receive information and advice regarding HE-level opportunities to study through the medium of Welsh from an early age (CCC, 2014a).

The *Academic Plan (2011)* is a strategy that operates on a five year basis. For the first three years of the Coleg (2011-2014), the *Academic Plan* was reviewed annually, but as of the end of 2014, it will be revisited on a five year basis (CCC, 2011a); (CCC, 2011b). The *Academic Plan* outlines the overarching aims for the Coleg's academic work and it clearly details the procedure for subject planning.

Although the *Academic Plan* and the resulting *Subject Plans* have been agreed upon by the higher sector community (CCC, 2014a), they do not simply respond to institutional strategies and developments. Instead, they are based on the Coleg's priorities. They have been designed to proactively drive provision planning, oftentimes through cross-institutional collaboration and inter-disciplinary provision (CCC, 2012/13).

This collaboration meets the Welsh Government's expectations for greater co-ordination in the HE sector. It also ensures that students studying through the medium of Welsh at one location can benefit from the expertise of Welsh-medium scholars who work throughout Wales. It is particularly important for students to have this national-level access, simply because it is not possible to sustain Welsh-medium provision in all subjects at all institutions. This inability is primarily the result of current student demand, since there will always be "small numbers of students in some locations and subject areas (which reflects the pattern of student choices across the UK)" (CCC, 2012/13, p. 12).

The *Academic Plan* and the *Subject Plans* are based on the following assumption: the Coleg needs to create high quality, innovative provision that is sustainable and is capable of developing the skilled workforce that employers in Wales need. In addition, this provision should be made in partnership with students. High quality, innovative provision cannot be developed without quality, Welsh-medium educators. Furthermore, a range of appropriate texts need to be developed in order to enrich the provision and the student experience. These texts should be the result of first-rate Welsh-medium research and

internationally recognised publications in the Welsh language. The Coleg intends to generate this high quality, innovative, research-based provision by (CCC, 2011a):

1. providing support and development programmes to Welsh-medium staff;
2. developing a research skills programme for postgraduate students, in collaboration with HE institutions in Wales;
3. ensuring the quality of the provision by working closely with the Quality Assurance Agency for Higher Education; and
4. promoting cross-institutional and inter-disciplinary collaboration that is facilitated by blended learning (e.g., e-learning, video networking, intensive residential courses) and technological developments such as the Coleg's blackboard, Y Porth.

These strategies, and the work based upon them, reinforce the role of the Coleg as a national institution which is devoted to Welsh-medium capacity-building of its staff and students, and by implication, selected staff who are not directly contracted to the Coleg.

The word 'sustainable' has two different meanings for the Coleg. The first meaning is that the provision needs to be designed for the long-term. The second meaning is that there needs to be sustainable progression routes within higher education, and not just leading up to it. In other words, students need the opportunity to progress from undergraduate provision to Master's level provision and postgraduate research. The Coleg intends to design sustainable provision by (CCC, 2011a):

1. expecting universities to invest appropriately in Welsh-medium provision, without depending solely on the Coleg or other outside funding for financial support;
2. ensuring that there are enough Welsh-medium staff on hand to maintain both the quality of provision and the range of subjects in which provision is available;
3. ensuring that scholarships at the undergraduate, Masters, and doctoral level are available, and that students are aware of these scholarships, in order to promote linguistic progression at the HE level.

In addition, each *Subject Plan* needs to have a specific section devoted to employability, and this section should address the role that the provision will play in developing a skilled, bilingual workforce that is able to meet the needs of the economy and the demands of employers. The Coleg ensures the development of an employable workforce by (CCC, 2011a):

1. designing *Subject Plans* so that the provision that they develop actually reflects employer demand; and
2. building partnerships with employers, including through a work experience programme (that places Coleg undergraduate scholarship students with employers for two weeks over the course of their degree programme) and the Welsh Language Certificate (a requirement for all undergraduate and Masters scholarships holders that provides an objective assessment of linguistic proficiency).

Finally, the Coleg intends to design the provision in partnership with students. In other words, the Coleg intends to (1) respond to and stimulate demand and (2) ensure that students are represented within their central governing body and in Branch governance. The Coleg notes that "demand cannot be restricted to the results of university data analysis regarding the language medium of current students" (CCC, 2011a, p. 8). The Coleg has found that although there is a cohort of Welsh speakers who take up any Welsh-medium provision on offer, there is also a sizeable cohort of fluent Welsh speakers that needs to be motivated and encouraged to study through the medium of Welsh. Provision needs to be designed to encourage both cohorts to take up their studies through the medium of Welsh (CCC, 2011a).

The procedure for subject planning is the basis for the Coleg's twenty or so *Subject Plan*s. These *Subject Plan*s are designed to (1) develop a number of academic disciplines through the medium of Welsh and (2) identify clear benchmarks and targets for each discipline as well. The targets set out in each *Subject Plan* are then collated to ensure that the Coleg is continually increasing (1) the amount of provision available and (2) student numbers (CCC, 2011/12).

The procedure of subject planning consists of (1) designating study locations (in other words, the institutions) where provision in the subject will be offered; (2) setting targets for the level of provision in the subject at these locations, usually determined by the number of full-time and/or permanent staff who can offer provision; and (3) setting targets for student numbers in the subject at these locations. It is important to note that subject planning focuses on planning for subjects rather than for individual degree courses, because numerous degree courses can be offered within one subject area, depending upon the

institution. A full list of the current subject areas that are being addressed by the *Subject Plan*s can be found in Appendix II, Section A.2.4 under the heading, '*List of Subject Planning Areas*.' These subject areas have been divided into four categories (Arts & Humanities; Social and Economic Sciences; Health Sciences & Social Care; and Sciences). These categories reflect "on the one hand collaborative patterns that exist across subjects but also on the other hand Welsh-medium development (or not) in different fields" (CCC, 2011a, p. 17).

The Academic Board and Subject Panels consider the following factors when designating a study location (CCC, 2011a):

1. The number of students fluent in Welsh who are already studying the subject at the specific location; the number of students at the location who are also members of the Coleg Cymraeg; and the potential demand from students beyond these statistics, although data regarding this potential demand must be gathered.

2. The number of full-time, permanent staff who are willing and able to contribute to the provision; and

3. The institution's investment in the Welsh-medium teaching in the subject area, and whether or not the subject area is a part of the university's Welsh language strategy.

In addition, the *Academic Plan* offers the following guidelines:

1. If locations are to offer 120 credits of provision in a subject area per year, then they need at least ten students who are members of the Coleg and/or fluent in Welsh as well as at least four, full time members of staff, one of whom should be on a permanent contract.

2. If locations are to offer 40 credits of provision per year then they need at least six students and two members of staff (one staff member should be permanent).

3. For subjects that have very small numbers at one location, then the Coleg and the university need to draw up a plan with clear and realistic aims. If a university wishes to offer provision in a subject area that is less than 40 credits per, then they need to show "clear evidence of institutional investment" as well as regular demand from students (CCC, 2011a, p. 21).

As the *Subject Plan*s continue to evolve, they should begin to drive growth in new areas and locations, as they have already done in Mathematics and Physics at Aberystwyth; Psychology at Bangor; Geography at Swansea; Business Studies at Trinity St David, South Wales and Cardiff Metropolitan; and Law at Cardiff University. Currently, some *Subject Plan*s are the result of wide-spread collaboration and discussions (such as Creative Industries), while others are primarily the result of specific schools, universities or the central operations body (as in the case of Medicine) (CCC, 2012/13).

In conclusion, the Coleg Cymraeg has a number of *Subject Plans* in place in order to increase student numbers and reach its HEFCW target. The purpose of these *Subject Plans* is to design high quality, innovative and sustainable provision across a range of subjects that both responds to and stimulates student demand. The *Subject Plans* determine which subjects and locations are developed, and the Coleg distributes the funds for staff, students, and projects based on these *Subject Plans*. In turn, the success of the planning process is determined by the quality of the Coleg's academic work, including the development of:

1. high quality staff who are engaged in first rate teaching, scholarship and research;
2. clear progression routes, coupled with appropriate scholarships for students;
3. provision that engages as large of a student cohort as possible; and
4. a technological framework that allows students to access the expertise of staff at the national level.

This academic work is discussed in the next section.

5.3 THE ACADEMIC WORK

The Coleg has a number of schemes and programmes in place, as follows:

- the Academic Staffing Scheme, including the Postgraduate Certificate in Teaching in Higher Education (PGCTHE) and the Staff Development Programme (discussed in 5.3.1);
- schemes for students, including the Research Scholarships and Skills Programme, undergraduate and Masters scholarships, the Work Placements Scheme, and the Welsh Language Certificate (5.3.2); and
- a number of grant funded projects (5.3.3).

These schemes are designed to develop a cadre of trained educators and researchers; produce Welsh-medium resources, modules and even entire courses; entice students to take up Welsh-medium studies; and ensure linguistic progression within the HE sector.

5.3.1 The Academic Staffing Scheme

The Coleg's Academic Staffing Scheme ensures that there is a cadre of competent educators available to teach through the medium of Welsh. This scheme provides a substantial amount of funding (£1 million annually for the first five years) to higher education institutions in Wales to employ academic staff who teach and engage in scholarship through the medium of Welsh across a range of different subjects. The original goal in the *Academic Plan* was to employ between 100 and 120 academic teaching staff within the first five years. The Coleg has employed nearly 100 within the first three and a half years (CCC, 2012/13).

The Coleg's appointments have directly resulted in a number of success stories, where a great deal of provision has been generated and student demand has been stimulated and is high. Examples of these success stories include Mathematics and Physics at Aberystwyth; Psychology at Bangor; Geography at Swansea; Drama at South Wales; Business Studies at Trinity St David, South Wales and Cardiff Metropolitan; Law at Cardiff University; and Police Studies at South Wales. One respondent explained the link between successful appointments and successful provision:

> *"I'm thinking in particular of Business Studies at Cardiff Met and… South Wales, where [the lecturers] have developed their provision as an island within Business Studies within those institutions [that] have probably very little interest in Welsh medium provision. But, because of that… the lectureships that we've funded at those institutions have their own agenda… they've developed their own marketing material, for example. They have their own program of going out to schools and attracting students. And they work closely with us, and perhaps have developed it as maybe parallel provision within the institution, rather than being of the institution."*

Each award is funded for up to five years, and the majority of these awards are based at specific institutions in Wales (CCC (b), 2012). However, the Coleg emphasises the need for joint posts, which means that an individual based at one institution should – or even needs to – offer provision at a number of other institutions as well. The Coleg has developed a number of such positions. These joint posts also allow the Coleg and the HE institutions to deliver provision nationally.

For instance, the Business Studies provision offered jointly by University of South Wales and Cardiff Metropolitan University has been developed by individuals on joint teaching posts. According to Cardiff Metropolitan's Coleg Officer, the Coleg funds three full-time staff members who teach entirely through the medium of Welsh. Two of these individuals have been based at South Wales for some time, and the Coleg has recently funded a new post based at Cardiff Metropolitan. These three individuals work together, and they offer half of their provision at South Wales and they provide the other half at Cardiff Metropolitan.

In addition, three national lectureships have been created. These individuals are employed directly by the Coleg, and do not come under the HR processes of any HE institution. The first national lectureship, created in the first year of the scheme, is in Histiography, and the award holder contributes to provision at the universities of Aberystwyth, Bangor and Swansea (CCC, 2011/12). Two additional national lectureships in Philosophy and German were appointed the following year. Provision and student demand in these three areas is limited enough that it is much more praticable to employ a few lecturers who work at the national level via the Coleg's technological and e-learning platforms (CCC, 2014).

The development of national posts is particularly interesting, especially when one considers the development of the Coleg's Translations Studies Project (a national project funded via the Strategic Developments and Projects Funds). Currenty, the Coleg is working to develop a School of Translations Studies, compelete with its own *Subject Plan.* This School will be independent of all of the HE institutions in Wales, although Welsh speaking staff at these universities will offer the coursework (CCC, 2012a); (CCC, 2012b). In other words, between the development of national posts and the Coleg's School of Translation Studies, it appears that the Coleg may be laying the foundations that will allow it to become an HE institution that is perhaps comparable to the Open University.

Potentially developing into an Open University does not appear to be an intentional goal on the part of the Coleg. Their development of the School of Translations Studies is actually an innovative, even radical solution, to the following problem: the Coleg cannot get a single university to agree to work collaboratively in order to offer Welsh-medium provision within the field of Translation Studies. Their development of the national posts was also their response to the lack of cooperation on the part of the universities as well. This precedent, if successful, may well be initiated in other thematic areas.

Both the national posts and the Translations Studies Project will be addressed again in Chapter Six; they are examples of the Coleg's innovative problem-solving orientation. More specifically, the Coleg attempted to use negotiation and compromise (one of their conflict orientations) to reach an agreement among the universities. When negotiation did not work, they reverted to innovative problem-solving. Furthermore, as will be seen in Chapter Six, the Translation Studies Project is also an example of one of the Coleg's action orientations (opportunity-driven flexibility), and in order to develop and take advantage of this project, they had to be flexible enough to deviate from their primary target orientation (high reflection). In other words, the centralised leadership's orientations influence, even directly determine, the development and direction of their academic work and strategies.

The Academic Staffing Scheme also ensures that this cadre of educators and researchers receives initial teacher training and continuing professional development. The

Coleg works closely with five universities (Aberystwyth, Bangor, Cardiff Metropolitan, Swansea and Trinity St David) to provide a Welsh-medium PGCTHE. It is designed for both new and experienced lecturers, and "confirms they possess the skills required to be educators in the higher education sector" (CCC (b), 2012). The qualification's format does vary to a certain extent from institution to institution. However, all versions of the qualification require that participants build a portfolio reflecting their teaching skills over the course of the qualification. In addition, they all include a residential induction course and a series of workshops provided by both the Coleg and the institutions through the medium of Welsh (CCC (b), 2012).

The Coleg's Staff Development Programme ensures that Coleg funded staff have access to continuing professional development through the medium of Welsh. The Coleg provides monthly workshops and lectures. Many of these workshops are a part of the Coleg's PGCTHE, although it is not necessary to follow a qualification programme to attend these workshops (CCC (b), 2012).

Although the Coleg has provided training and continuing professional development from the start, it had not planned for the issue of staff promotions and sabbaticals (in fact, this is a key example of one of the Coleg's action orientations – reactivity – and it will be discussed in further detail in Chapter Six). In other words, while the Coleg has a system in place to train educators, the organisation does not appear to have a suitable reward structure in place yet. This issue was raised by one interviewee during the data collection period, and the issue was also raised during an Academic Board meeting in May 2013 (CCC, 2013a). Academic staff are funded by the Coleg for a five year period, and during that time it is reasonable for some staff to progress to a higher pay grade or take a sabbatical leave. However, it is not entirely clear whether the Coleg or the institutions themselves would pay for these promotions or sabbaticals, and this may be the main issue that has prevented early action (CCC, 2013a).

It is important to note that the appointments are made by the schools/departments, although the Coleg always:

> *"…has a representative on [the appointments] panel [who] could be one of the senior academic staff from the Coleg, or alternatively… could be a senior member of staff within the institution, [but] who is either a Coleg Board member or a close colleague of the Coleg."*

The Coleg and Wales' HE institutions have a formal set of criteria that determine which candidates will be the awarded the appointments. However, the appointments panels do not always adhere to this set of criteria. As one respondent explained:

> *"Interviewing for a post in a social science. Two candidates, one who is an experienced, further ed, higher ed, lecturer who can deliver a lot of courses immediately… who is solid, entirely… uninspiring, but ticks every box, against someone who has in essence no experience whatsoever of HE, no PhD, but a sort of, a dozen ideas. Now, at that point, now, I mean, the formal planning process might well say, oh, you look at each box, well, experience, tick, tick, and you give the job to entirely uninspiring but very experienced, where actually, we do the opposite."*

The appointments panels have a very good reason for awarding appointments to the individual with a "*dozen ideas*." In order to develop success stories – e.g., Business Studies at South Wales and Cardiff Metropolitan – Coleg-funded lecturers must engage in an incredible amount of work while simultaneously overcoming a great deal of organisational resistance. In fact, the Academic Board member who was interviewed for this investigation succinctly described what it takes to develop Welsh-medium higher education: "*sheer willpower*."

The fact that the Coleg-funded lecturers have a heavy workload is not particularly unusual. It is recognised that the heavy workload associated with minority language provision – including student recruitment, the development of new teaching materials, and the development of completely new modules and provision – is common, and in several contexts, it can discourage staff from lecturing through the medium of a minority language.

Although the Coleg is "*ahead of schedule*" in terms of appointing staff, there are still very few staff available to engage in the great deal of work that needs to be done. Thus, the responsibility of (1) recruiting and retaining students and (2) developing provision and resources falls upon a limited number of people (in fact, as will be seen in Section 5.4, limited staffing capacity, which is the result of limited financial capacity, is an underlying factor that exacerbates the Coleg's challenges).

In addition, in predominantly English-medium departments, this workload may increase substantially, especially if the Coleg-funded lecturer is (1) the only individual offering Welsh-medium provision and (2) if the lecturer's colleagues believe that 'all things Welsh' should be the Coleg-funded lecturer's responsibility. One of the Coleg-funded lecturers interviewed for this investigation was in this very situation, and described what it was like to be the primary (and perhaps even only) individual developing Welsh-medium modules and resources within their predominantly English-medium department:

> *"[My work] is within an established course, so you have to ask people who have been doing things a certain way, 'Oh, by the way, can you remember that we're doing this as well, and can you remember that I'm a part of it, and I need to be on board with some of these things'… I prepare and deliver lectures, modules that have already been delivered through the medium of English… and the modules that I was delivering, I had help through [the Coleg Officer], some translations of resources, some of them I came up with myself, and then it was up to me how to deliver it…"*

In short, to paraphrase another Coleg-funded lecturer, the level of preparatory work does not reflect the number of students. These Coleg-funded lecturers may be working with a small student body, but their workload can be as heavy, if not heavier, than the workload of staff members who teach entirely through the medium of English.

Another reflection of a Coleg-funded lecturer's workload is the number of performance indicators of a Coleg typical contract. Coleg-funded lecturers have up to eighteen different performance indicators, and while some of them are not particularly onerous, there is also a significant range, including teaching, research, student recruitment, the development of institutional and cross-institutional provision, the development of resources, and communication with the Coleg and the associated paperwork. The department/school at which a Coleg-funded lecturer is based may also have additional performance indicators for these lecturers as well.

While some of these performance indicators may appear to be standard fare for any HE lecturer, it is important to repeat that many of these lecturers must (1) engage in a significant amount of recruiting to "*generate their own audience*;" (2) develop the necessary resources and provision from the ground-up and under tight deadlines; and (3) tailor this new work to fit within existing degree schemes – all while receiving very little departmental or

institutional support. Furthermore, these individuals are under immense pressure. If they do not meet these targets, the Coleg simply has to pull the funding. The Coleg cannot afford to invest in areas that are not allowing it to meet its government targets. As one respondent explained:

> *"…if somebody's been employed on a 75% contract to teach through the medium of Welsh, and they're starting, more or less, from a basis of zero in a certain department, it's quite hard for an individual member of staff to develop these from the ground up. And I think these have happened in the past, when the prevailing English language culture of a school has led to them not being able to meet their allocated targets and certainly the Coleg has been able to try and get something done by threatening or removing funding."*

Because a number of Coleg-funded lecturers are so isolated, they need to engage in a significant amount of networking. Certainly, many, if not all, HE lecturers must engage in networking. However, in the case of Coleg-funded lecturers, they also need to simultaneously influence the perceptions of others in order to generate departmental and/or institutional support for their work. In other words, they also need to engage in leadership practice. One of the Coleg-funded lecturers interviewed during fieldwork described this networking and leadership practice. This individual explained that Coleg-funded lecturers need to know which people to target and how to target them:

> *"My job is to be a salesman to start with. I've got to sell this idea about Welsh medium provision at higher education and professional levels… It's all trying to explain to people, people who are key in the networks, people who can do things for you, it's important to do this, and this is why we're doing it. You've got to buy them into the vision almost…When you go to meetings with other divisions, and you can see that they don't buy into it, then you know, it's just like, you're better off just speaking to one or two people rather than speaking to the whole group…"*

Sometimes, fostering goodwill is not enough. Coleg-funded lecturers may even have to engage in firm limit setting on a regular basis. One of the Coleg-funded lecturers mentioned that there have been individuals who, for whatever reason, are resistant to the changes associated with Welsh-medium provision and therefore may be less than cooperative when it comes to simple tasks such a timetabling and the sharing of information and resources. In turn, this resistance on the part of colleagues can make it even more difficult for a Coleg-funded lecturer to develop the required provision and teaching resources.

In fact, resistance to change is one of the factors that exacerbate the Coleg's challenges, and it can derail the work of a Coleg-funded lecturer.

However, it is important to note that networking and limit setting on the part of the Coleg-funded lecturer(s) is not enough to overcome resistance to change. Support from other Coleg-based and university-based leaders is required in order to overcome resistance to change – especially since Coleg-funded lecturers need to focus their energy on student recruitment and provision development (not to mention, these individuals are assessed and then hired for their teaching and research abilities, rather than their leadership skills, so they may not have the ability to engage in leadership, even if their situation permits it). Resistance to change will be discussed in more detail in Section 5.4.2.

Coleg-funded lecturers also need to engage in a significant amount of student recruitment. According to the Coleg-funded lecturers who were interviewed, student recruitment can be particularly challenging for them because they may be placed in a position where they receive pressure to collaborate from the Coleg and pressure to compete from the universities. The Coleg expects their funded lecturers to promote the Coleg as a whole, so that students are aware of the whole range of Welsh-medium study opportunities. But the institution expects the individual to promote the institution, and does not necessarily appreciate it when one of their university lecturers promotes some of provision of the competitors. In other words, Coleg-funded lecturers do not always know to whom they are accountable.

This tension of accountability is partially a reflection of the Coleg's amorphous boundaries and organisational structure. One of the Coleg's executive leaders pointed out:

> *"…there is naturally a tension if you've got a grant funding body, which the Coleg is in relation to those posts, and a host institution, where does the balance of power lie between the host institution and the awarding body?"*

Another Coleg executive leader concurred. One of the difficulties facing Coleg-funded lecturers is that they do not know:

> *"…to whom exactly they are accountable, whether to their institution, as their employer, or to us, as their funders, if you like."*

However, it is important to note that this tension of accountability is also a reflection of the Coleg's and the universities' differing needs – the Coleg needs to collaborate in order to develop Welsh-medium provision and a sustainable body of students. The universities need to compete for students and grant funding in order to increase their financial capital.

The Coleg-funded lecturers who are fully engaged with the Coleg will manage the tension of accountability in numerous ways. For example, some of these lecturers will create a distinct organisational sub-unit of their own, such as the Business Studies subdivision at Cardiff Metropolitan and South Wales. However, Coleg-funded lecturers who are on their own may not necessarily have this option. They do not necessarily have group support, and are therefore not in a position to create their own, distinct organisational sub-unit. Thus, the individuals need to find other ways of managing the tension of accountability. When in such an isolated position, the Coleg-funded lecturer may feel that their only option is to integrate in order to ensure the success of their provision:

> *"I am embedded in a team culture here… so… unless you integrate into that team, then it is going to be difficult to integrate the Welsh-medium provision. So the better that I am integrated, the better the Welsh-medium provision, because it does rely on a huge amount of goodwill. You know, starting anything new, like you are coming into a division where you've got people who are maybe a little resistant, for many reasons, like they don't understand why it's important and many other reasons. So it relies on a huge amount of goodwill."*

However, this increased level of integration does not mean that Coleg-funded lecturers will automatically fail to promote the Coleg during recruitment activities. For example, one of the Coleg-funded lecturers interviewed balances this tension of accountability by promoting the entire range of Coleg-funded provision at their particular university. This Coleg-funded lecturer's response is practicable in other ways, considering that (1) the Coleg is conceptually difficult for students (and even other university professionals) to grasp and (2) many prospective students "*have no idea what they want to do*." Thus, it is much more pragmatic to provide them with a range of concrete examples based at a specific physical location.

In short, it is important to note that the tension of accountability may be an ever present issue for a number of Coleg-funded lecturers. All three of the Coleg-funded lecturers

discussed this tension as well as some of the Coleg's executive leaders. Furthermore, according to one respondent, this tension has even been discussed among Coleg-funded lecturers at some of the Coleg's best practice conferences. Certainly, this is not a representative sample. However, it is logical to assume that other Coleg-funded lecturers must tackle this tension. The question is how many of them must address this tension on a regular basis, and of those who do face this tension, how they do and can respond.

This is an issue that can certainly benefit from further discussion and even investigation. At the end of the day, the universities in Wales do need to compete for students, and if Coleg-funded lecturers are perceived as supporting the competitors, then they may face increased resistance from local line leaders and university personnel. In fact, even some of the Coleg's development officers have experienced this resistance while on recruitment runs. Apparently, there have been university-based marketing officers and other university personnel who have felt that the Coleg is "*competing with them in terms of students*," and this has been "*a source of friction in the past*." By investigating this tension further, it would be possible to develop a clear set of rules and expectations around student recruitment, which may serve to decrease any tensions and friction between the Coleg and the universities.

This tension between competition and collaboration will be addressed in Section 5.4.2, but it will be discussed in detail in sections 6.3.1 and 6.3.2. In fact, this conflict appears to be exacerbated by Westminster's and the WG's higher education strategies, which emphasise increased competition on the regional, national, UK and international levels. Chapter Six will discuss measures that both the Coleg and the WG are taking (or can take) to address this challenge. In the meantime, the next section focuses on the different types of schemes for students.

5.3.2 Schemes for Students

As mentioned in Chapter Two, the Coleg not only needs to train and reward educators – it also needs to have a reliable source of educators as well. Graduates of the Coleg's Research Scholarship Scheme serve as a major source for Welsh-medium teaching and research staff. Many of the Research Scholarship holders go on to be lecturers funded by the Coleg's Academic Staffing Scheme. Furthermore, the Research Scholarship Scheme also addresses limited Welsh-medium resource capacity, since the doctoral theses (which must be written in Welsh) can be used as resources for provision. Any Welsh-medium publications based on these theses can also be used as resources for provision. Since 2005/06, over 40 individuals have completed their Coleg funded doctorates, and up to ten scholarships have been awarded annually since then (CCC, 2011/12); (CCC (b), 2012); (CCC (c), 2012).

Since 2013, scholarship holders have received three years of funding, and the scholarship is now equivalent to the Research Council United Kingdom's (RCUK) post-graduate scholarships (prior to 2013, there was a fourth year of funding that required scholarship holders to work on research and teach through the medium of Welsh at their host institution). Currently, the scholarship holders gain teaching experience by contributing to Welsh-medium undergraduate modules over the course of their three year funding period. Furthermore, scholarship holders are required to participate in a Research Skills Programme through the medium of Welsh. This programme includes fortnightly Welsh-medium workshops as well as multi-disciplinary conferences coordinated by the Coleg's Research & Publication Group (CCC, 2011/12); (CCC (b), 2012);(CCC (c), 2012).

The Research Scholarships serve as a way to promote linguistic progression within the HE sector. The Coleg's Masters Scholarship Scheme promotes linguistic progression as well. The Coleg's Masters Scholarships are worth up to £3,000, and are only available to students who study at least 60 credits of the degree through the medium of Welsh, and who also write their extended essays through the medium of Welsh (CCC (b), 2012).

The Coleg's undergraduate scholarships, and the marketing of these scholarships, are used as an incentive to encourage students to take up study through the medium of Welsh. The Coleg aims to award a total of 150 undergraduate and Master's scholarships per year. However, in order to receive these scholarships, students must study a certain number of credits through the medium of Welsh. For instance, the Coleg's Lead Scholarships, which awards £1,000 annually for three years, is only available to undergraduate students who study at least 66% of their degree (80 credits per year) through the medium of Welsh (CCC, 2014b).

The other undergraduate scholarship, the Incentive Scholarship, is worth £1,500 over three years, and it is available to students who study 33% of their degree courses (40 credits per year) through the medium of Welsh. Furthermore, the Incentive Scholarships are only available to students who choose to study certain subjects. These subjects are listed in Appendix II, Section A.2.5 under the heading '*Subject Areas Eligible for the Incentive Scholarships*.' The purpose of the Incentive Scholarships is to encourage the uptake of provision in these specific subject areas (CCC, 2014b).

All undergraduate scholarship holders are expected to work for two weeks for employers through the medium of Welsh at some point during their studies. Well over 100 employers in the private, public and third sectors participate in the scheme, and students also have the opportunity to study in London or the Welsh Office at Brussels (CCC, 2014b).

Students receiving the Masters Scholarship or one of the undergraduate scholarships must sit the exam for the Welsh Language Skills Certificate. The Coleg's Welsh Language Skills Certificate is designed to recognise the language skills of students studying in universities in Wales. The examination consists of both an oral and a written section, and the Coleg provides a number of preparatory workshops and seminars at universities across Wales. At this point, nearly 200 employers in the private, public and third sectors have recognised the Welsh Language Skills Certificate (CCC (g), 2012).

Arguably, the long-term goal of both the Work Placements and the Certificate Schemes is to link Welsh-medium higher education study with future employment

opportunities. The purpose of the Work Placement Scheme is to ensure that undergraduate students develop bilingual skills for the work place. The Scheme is also designed to help students understand that there is a link between HE level, Welsh-medium study and bilingual career opportunities.

In addition, in order to successfully pass the exam for the Certificate, students usually need to have studied through the medium of Welsh at the HE-level. If an increasing number of employers recognise this certificate, and even expect applicants to have it, then students are more likely to undertake HE-level, Welsh-medium provision and take the exam in the first place.

It is arguably essential to link minority languages with employability and employment opportunities. As one respondent stated:

> *"If we're going to ensure that the Welsh language has a status in Wales that means that there must be jobs created for the Welsh language. That will create, for me, young people who will aspire to go through and be educated right up to HE level."*

This respondent is backed by wider academic literature. For instance, as Davies (2012) pointed out, if there is an expectation and even demand for minority language skills in the workforce, then (1) students are much more likely to study through the medium of a minority language and obtain the appropriate language skills and (2) universities are more likely to offer additional minority language opportunities in order to attract students and increase their competitive edge. In some respects, offering minority language employment opportunities is the penultimate way to stimulate linguistic progression through the previous educational sectors. However, as discussed in Chapter Two, ensuring employment opportunities is a responsibility that extends far beyond the educational sector, and it is primarily an area that is developed through status planning.

In conclusion, the Coleg's various schemes for students are designed to do the following:

1. Encourage student up-take of Welsh-medium undergraduate provision through the undergraduate scholarships;
2. Encourage linguistic progression within the HE sector through the Masters and Research Scholarships;

3. Encourage linguistic progression beyond the HE sector through the Work Placements Scheme and the Welsh Language Certificate;

4. Develop additional Welsh-medium materials through the Research Scholarship Scheme; and

5. Develop a cadre of Welsh-medium lecturers, researchers, and scholars through the Research Scholarship Scheme.

The next section focuses on the different types of projects that the Coleg funds.

5.3.3 Projects

It is important to note that the Coleg develops provision for students in two ways. One way is by appointing staff (via the Academic Staffing Scheme). In turn, these staff members contribute to and even develop modules, courses and degree schemes. The other way the Coleg develops provision is by funding projects via grants from the Subject Development and Projects Fund. These projects increase the number of Welsh-medium multi-media resources available, including courses, modules, corpora, bibliographies, teaching materials and aids, and repositories of texts. The projects can also result in academic activities, such as conferences, educational events and training programmes (CCC, 2011h); (CCC (b), 2012).

The Coleg's Strategic Developments and Projects Fund provides two types of grants: Main Grants and Small Grants. The Main Grants can be used for long-term, medium-term and short-term projects that contribute directly to Coleg strategies and subject development plans. Some of these Main Grants are devoted to long-term, national projects that are administered either directly by the Coleg's central body or by a Coleg-funded project officer based at one of the universities in Wales. Small Grants are devoted to projects that will cost no more than £2,500 and will not last for more than a year (CCC, 2011h); (CCC (b), 2012).

In order to receive funding, these projects must be in line with the aims and targets identified in the Coleg's *Academic Plan* and *Subject Plans.* Furthermore, the individual seeking funding for a project must be a university staff member of the Coleg's community (although they do not need to be a Coleg-funded lecturer). The Coleg has funded over 200

projects between 2011 and 2014, and every year new projects receive funding. It is important to note that all of the resources and modules resulting from these projects have been uploaded onto the Coleg's blackboard, Y Porth. By making these resources and modules available online, the Coleg ensures that Welsh-medium staff and students have access to them at a national level (CCC, 2011h); (CCC (b), 2012).

A full list of the projects that the Coleg has funded and is currently funding can be found in three charts in Appendix II. The first chart, '*National Projects*,' is found in Section A.2.6 and lists the titles of the national projects that are currently underway. The purpose of each national project is also briefly summarised, and the institution in charge of each project is identified. The award amount devoted to each project is also listed, whenever this information was made available.

The second chart, '*Main Grants Projects,'* which is found in Section A.2.7, lists the titles and award amounts for all main project grants (excluding the national projects) as well as the institution in charge of each project. The Main Grant Projects are also organised by subject area.

The final chart, '*Small Grants Projects,'* which is found in Section A.2.8, lists the titles of each small grants project and the institution in charge of each project. The award amount devoted to each small grants project is listed whenever possible; information regarding award amounts was not always made available. These three charts serve to illustrate the results of the Coleg's funding. Certainly, the current number of Welsh-medium resources is small in comparison to English-medium resources; however, there has been a genuine increase in Welsh-medium resource capacity as a result of the Coleg's funding. Furthermore, the development of these resources is systematic; they are the result of strategic provision planning across a range of subject areas.

However, it is important to note that these projects are primarily devoted to generating *teaching* resources. In other words, the Strategic Developments and Projects Fund is not designed to fund traditional research and scholarship projects through the medium of Welsh. Certainly, some of the large scale, national projects are based on

research. For instance, the Higher Terminology Project, which is designing corpora for the Welsh language, is a research-based project. Furthermore, one of the Coleg's national projects, the e-Journal, *Gwerddon*, publishes Welsh-medium research and scholarship across a range of subjects, and the Academic Board has set standards for this journal that are equivalent to the ones set out in the REF. In addition, as discussed in Section 4.3, the Coleg also has a Research & Publications Committee, which works to foster a Welsh-medium research and scholarship culture by supporting students; offering Welsh-medium multi-disciplinary conferences; and identifying research publications and commissions that are eligible for grants from the Strategic Developments and Projects Fund.

As stated in the Coleg's strategies, the Coleg wants research-driven provision, and the Coleg also wants Welsh-medium provision to be developed by researchers who can successfully promote and develop Welsh-medium scholarship, research, and publishing. The Coleg wants first-rate Welsh-medium research and internationally recognised publications in the Welsh language to be used as teaching resources. However, it does not appear that the Coleg has been investing heavily in research and scholarship. Nor does the Coleg appear to differentiate between teaching and research appointments and teaching and learning appointments.

It is possible to say that the Coleg's approach to Welsh-medium research and scholarship has not been proactive so far. As one respondent explained, the expectation so far has been that:

> *"…staff employed in individual schools need to reflect how that school operates in the way they plan their work. So, if you are in a research intensive institution, at a research intensive school, then you would be expected to research – as would any member of staff at that school would be expected so to do. On the other hand, if you were in a teaching institution, then you wouldn't be expected to research. You would be expected to teach many more hours."*

However, it is not entirely clear if the workload associated with Welsh-medium provision development makes that possible. As one Coleg-funded lecturer explained:

> *"Research for example…Haven't been able to do any. There's just not enough hours in the day…"*

One of the other Coleg-funded lecturers explained that there was not enough time for research, even though engaging in research is one of the performance indicators on their contract with the Coleg. The third Coleg-funded lecturer said that their Coleg contract was essentially a teaching contract, and therefore, they were focusing their effort on teaching and provision development. This limited time for research is concerning, considering that (1) career promotions within universities are usually based upon research output and (2) Welsh-medium research and scholarship is in much need of development.

These three lecturers are not necessarily representative. It may be possible for other Coleg-funded lecturers to engage in higher levels of research, especially if (1) they receive a great deal of departmental/school support and (2) they are already working in both a subject area and a department/school where provision and timetabling for research is very well developed. Individuals in these circumstances may have more time to devote to research. However, the question still remains whether Coleg-funded lecturers will prefer to publish in Welsh or in English, especially since career promotions in Wales are based on research and scholarship in an international access language (preferably English), rather than research and scholarship in a minority language such as Welsh.

To offer a fair critique, it is important to note that the Coleg's first priority has been to ensure that there is Welsh-medium provision in place. In fact, as will be discussed in Section 5.4.1, the Coleg even considers student recruitment to be the "*second stage*" in its endeavour, so it is reasonable that the development of a Welsh-medium research culture would be focused on at a later date as well. In fact, the Coleg's Dean emphasised that the Coleg is becoming increasingly aware of research:

> *"I think the Coleg is realizing that… if it doesn't assess the research and output, it runs the risk of almost creating – and this is going too far, but it will underline the point – of creating a second class band of tutors, as it were, which is something the Coleg definitely does not want to do.*
>
> *When the Coleg was set up, it was very much seen as a teaching means… over the past year [2014], there has been quite a dramatic change, I think, in Coleg attitude and approach to this… one of the things the Coleg is now interested in is how many of its appointments at teaching levels are actually going to be submitted to the current REF, for example. I think there is an assessment that is going to happen over*

> *the next couple of years on all of these posts… [and] I think research will be a major part of that assessment."*

Yet, for the most part, it does not appear that the Coleg's current work links Welsh-medium research and scholarship with funding and financial reward. If Welsh-medium research and scholarship is to be developed, then it must receive an increase in financial support both to "buy-out" the time of academics and to allow them to make significant research applications to RCUK and other funding agencies.

However, it is important to note that the Coleg simply is not in a position to further develop Welsh-medium research and scholarship. With its current levels of funding, the best it can do is experiment with different types of contracts for its Coleg-funded lecturers. Furthermore, it is unlikely that the universities in Wales will begin to invest in Welsh-medium research and scholarship, because the current system does not financially reward this type of research and scholarship. As discussed in Chapter Two, the UK's research and funding councils are not devolved, and these councils have little interest in funding research with a Welsh focus, let alone research that is in the medium of Welsh. In other words, there is very little substantial funding available for Welsh-medium research and scholarship.

In addition, the REF is not devolved, and it is primarily English-medium. This means that Welsh-medium publications cannot be evaluated by a wide range of subject specialists to the same extent as English-medium publications, which in turn means that there is less chance for Welsh-medium publications to increase a department/school's rankings (high REF rankings, of course, also translate into financial rewards, because these schools are more likely to be awarded research grants and are more likely to attract postgraduate research students). It will be interesting to see to what extent Welsh-medium publications figured in the recent REF 2014, and how they were evaluated and handled in general.

Because the current system does not reward Welsh-medium research and scholarship, Welsh universities are more likely to discourage their staff from engaging in this type of work. Universities may not actively and openly discourage this work. However, basing career promotions and bonuses on English-medium rather than Welsh-medium

research and scholarship is enough to discourage any staff member from producing Welsh-medium research, scholarship and publications. However, as discussed in Chapter Two, if staff members do not produce Welsh-medium research and scholarship, then a Welsh-medium research and scholarship culture cannot be fully established. In turn, a lack of such a culture can negatively impact Welsh-medium provision. At the HE-level, teaching resources need to be based on first class research and scholarship.

In short, the Coleg is not in a position to financially support Welsh-medium research and scholarship. The Welsh universities, which need to increasingly compete at the UK and international levels, have no financial incentive to invest in Welsh-medium research and scholarship. In fact, considering that Welsh-medium research and scholarship cannot necessarily attract substantial funding, it could even be considered a 'money-drainer' for the most part. This current landscape suggests that the WG needs to take the lead when it comes to developing Welsh-medium research and scholarship – especially if the WG is serious about ensuring that Welsh-medium provision and HE opportunities are as robust as possible.

There are any number of steps the WG could take. For instance, the WG could increase funding for the Coleg so that it can fund an increasing number of research as well as teaching posts. In addition, with increased funding, the Coleg could create sabbaticals that are open to any academic in Wales who (1) can conduct scholarship through the medium of Welsh and (2) has a track record of generating research of REFable standards. In addition, the WG could create a research and scholarship funding council that is devoted specifically to Welsh-medium research. The Coleg could use the expertise of its Academic Board to develop a ranking system for Welsh-medium scholarship and research that is equivalent to the REF and recognised by the rest of the UK. Universities could bid for staff grants from the Coleg and government grants from the WG – thereby linking financial reward and Welsh-medium research and scholarship in the minds of university leaders and officials. If Welsh-medium research and scholarship and publications are to be developed, then there

needs to be an increase in funding for it, and a financial reward system conducive to such work needs to be developed as well.

In conclusion, the Coleg's current emphasis has been on provision development through the appointment and development of staff and the funding of projects. In addition, the Coleg has also taken steps to attract students; encourage linguistic progression within the HE sector; and link Welsh-medium, HE study with employment opportunities. However, Welsh-medium research and scholarship is still in need in further development. Yet, with an appropriate level of funding and due regard on the part of the WG, Welsh-medium research and scholarship culture has the potential to become vibrant and sustainable, thereby contributing to the overall quality of HE-level, Welsh-medium provision. If the WG is serious about further developing Welsh-medium higher education, then it needs to realise that Welsh-medium research and scholarship needs to be developed and maintained.

At this point, the Coleg's goals, targets, strategies and academic work have been discussed in-depth. The next section explores the goals that face the Coleg as it engages in its academic work.

5.4 THE CHALLENGES

This section is based entirely on an anlaysis of the data. The analysis of the challenges facing the Coleg was particularly difficult. When asked about the challenges facing the Coleg, the respondents provided a whole host of answers[45]. These answers were all interrelated – both within and across interviews. In some respects, the data was almost like a Gordion knot, and there were times when it seemed impossible to find an overarching narrative that could take the majority of the data, and its interrelationships, into account in a

[45] These answers were coded under a number of different categories, including the various categories pertaining to (1) barriers to multi-institutional cooperation; (2) the challenges facing the Coleg; and (3) the Coleg's policy context. The resulting analysis has very little to do with the names of the codes. However, this was intentional. The coding was simply used as a way to begin to break the data down into a number of manageable categories, in order to make it possible to step back and see the 'bigger picture.'

clear and elegant fashion. In the end, the solution was to focus on the difficult tasks of student recruitment and provision development, and then to identify the different factors that exacerbated the difficulty of these tasks.

As discussed in Chapter Three, the Coleg's leadership face two main challenges as they engage in their academic work, including:

3. The challenge of recruiting and retaining students; and
4. The challenge of developing viable provision.

The key to immediately developing sustainable provision is (1) "*convincing [students] of the importance of managing two languages*" and (2) "*convincing the head of school [of] the importance of [providing Welsh-medium provision]*." When the Coleg's different leaders successfully convince both students and local line leaders, the result is a success story, where viable provision is offered in either new subject areas or at institution(s) that previously had not offered provision in the subject area[46].

A prime example of one of these success stories is the Business Studies provision offered jointly by University of South Wales and Cardiff Metropolitan University. The three lecturers who offer this provision have worked with the Coleg and the universities in order to engage in an extensive and very successful marketing and recruiting campaign. Thus, the cohort of students studying Business through the medium of Welsh at South Wales and Cardiff Metropolitan is as large as, or even larger than, the cohort of students studying the same subject at the same locations through the medium of English.

[46] As part of the longer term strategy, respondents emphasised that it is also essential to convince (1) parents and teachers, who are in a position to influence the "*undergraduate community of the future,*" and (2) employers, so that skilled job opportunities are available to students after graduating from the HE sector. Offering bilingual employment options encourages students to continue studying through the medium of Welsh. Both the Coleg and the Welsh Government play a role in influencing these two groups, using a combination of marketing and (in the case of the Welsh Government) status planning that encourages an increase in bilingual employment options. As discussed in Chapter Two, a prime example of such status planning is the Welsh Government's new strategy, *More than Just Words*, which works to develop a bilingual workforce within the healthcare system.

However, success stories do not always occur. There are times when the Coleg funds a post at a specific department/school, and the Coleg-funded lecturer(s) cannot meet their targets. More specifically, there are times when the lecturers are unable to develop the appropriate level of provision; produce an adequate number of teaching resources; and/or recruit the necessary number of students – even when they are receiving support from the Coleg's and the university's executive leaders. The result of such situations is a loss of funds that could have been utilised elsewhere (a major issue during a period of limited public resources and economic downturn); a lack of provision in a subject area and/or institution that needs further provision; and possible unemployment for the individual(s) involved.

In some of these cases, it is perhaps possible to question the competency of the Coleg-funded lecturers involved, and investigate where these individuals may have gone wrong. However, it is equally important to look at the situation, and to investigate some of the difficulties that could have contributed to the derailment of the Coleg-funded lecturer(s) – especially since some of these individuals do go on to receive employment offers from the Coleg in a new location, or they receive an offer from the university to continue teaching through the medium of English (in other words, even competent lecturers have been derailed).

More specifically, the two primary challenges facing the Coleg as an organisation can actually derail the work of specific Coleg-funded lecturers. The Coleg-funded lecturers have to confront these challenges on a daily basis. In addition, there are an additional set of factors that can exacerbate each of the challenges. When enough of the factors are in place, the situation can become untenable, and the Coleg-funded lecturer will be unable to meet his/her targets. Thus, it is necessary to (1) identify these underlying factors; (2) identify the measures that the Coleg's leadership has been taking to address these factors; and (3) identify courses of action that the Coleg's executive leadership could take to minimise these underlying factors and avoid derailment. However, it is important to note that in the case of some of these factors, the Coleg simply is not in a position to address them on its own, and it must rely on the WG to take the lead instead.

5.4.1 Student Recruitment & Retainment

Student recruitment and retainment is a challenging activity that faces the HE sector as a whole. However, student recruitment and retainment becomes even more difficult within the context of Welsh-medium higher education, due to a constellation of three underlying factors:

1. The current number of students who can study through the medium of Welsh is relatively low, due to a lack of linguistic progression from (1) the primary sector to secondary sector in general and (2) Key Stage 4 to the post-16 sector in particular. In turn, current trends in linguistic progression are exacerbated by the current trends in the post-16 sector, including the limited availability of FE level, Welsh-medium provision and possibly the Welsh Government's Transformation Agenda.

2. Student demand will be limited for at least the short to mid-term, partially as a result of the current situation of limited linguistic progression and partially due to students' perceptions of (1) their own Welsh language skills; (2) the use of the Welsh language within higher education; and (3) the use of the Welsh language within specific subject areas and/or at specific HE institutions.

3. Finally, the currently small cohort of Welsh speaking students is geographically dispersed, with students scattered across Wales at different institutions.

The rest of this section is organised into three additional sections – (1) Linguistic Progression; (2) Student Perceptions; and (3) Geographical Dispersal. Each section is devoted to one underlying factor, and discusses (1) the factor; (2) its potential causes, and/or additional factors that exacerbate it; and (3) the ways in which the Coleg's strategies and academic work take the factor into account.

Linguistic Progression

When it comes to some of the specific targets set by HEFCW, the Coleg is experiencing a certain degree of success. For instance, as one of the Coleg's executive leaders explained:

> *"…within that target [of 5,600 students], there are two categories, and there's a category of a certain number [studying] something through the medium of Welsh, and then there's another target involved with those studying 40 credits or more per year. And, we're confident with the 40 credits target, that we are making a difference there, and that we are making real progress with that target."*

However, it is unclear whether or not the Coleg will meet its overarching target of 5,600 students by the end of 2015/16. As another one of the Coleg's executive leaders explained:

> *"…I'd probably say that I've been… generally disappointed… with the increase in the numbers of students coming to study through the medium of Welsh. And that's been sort of challenging for projections. We are not kind of meeting those projections as stands…"*

It was difficult to obtain exact figures during the interviews; understandably, respondents were unable to list figures and numbers from memory. Furthermore, the Coleg does not make the targets, or exact figures regarding their current student numbers, available to the public. However, it is important to note that in September 2014, an article in the magazine *Golwg360*, listed some figures in regards to student uptake of Welsh-medium higher education. More specifically, it stated that in 2014, approximately 16% of students at Welsh universities received some of their formal education in Welsh. In 2012/13, approximately 5,465 students at Welsh universities received some of their education in Welsh; 75% of these students were full-time undergraduates (Golwg360, 2014). Assuming that there are still 5,465 students receiving some element of their education through the medium of Welsh, then the Coleg may be close to reaching its overarching target.

However, HEFCW is particular about the threshold targets as well. For example, Cardiff Metropolitan's Coleg Officer stated the following:

> *"They [HEFCW] have a target for students studying an element of their course through the medium of Welsh. They've now decided that the element is too big, so they're going to put in two thresholds – a five credit threshold and a forty credit threshold. Two separate targets. And then you have to go and meet that. From our point of view, we've more than met our forty credit target, because that's what the Coleg aims at. The forty and the eighty threshold to release funding, and that's the*

> *basis then. [But we are behind on the five credit target], because we've always been working towards forty credits. But if you added up the total of our five and forty, we're there, but we haven't got the five, and you've got to do both."*

In other words, it appears that HEFCW can be particularly stringent in regards to targets. A university (or an organisation such as the Coleg) may meet its overall target, and it may exceed several of its threshold targets – but the organisation must meet the targets for every single threshold.

Finally, the Coleg has a number of targets dedicated to specific subject areas at specific locations. In some of these subject areas and locations, they are meeting – or even exceeding – their projected targets (for instance, Law, Police Studies, Drama). In other subject areas and locations, the Coleg finds it difficult to recruit students (e.g., Biosciences at Cardiff University and Cardiff Metropolitan). In other words, the Coleg could meet its overarching target of 5,600 students, and still be unable to meet the targets that it developed for certain subject areas at specific locations.

In other words, targets can be a double-edged sword, depending upon how they are interpreted. The same set of targets can be used to describe an organisation as successful or unsuccessful. For instance, Cardiff Metropolitan could be described as successful, because it has met its overarching targets, and has students studying anywhere between 5 credits and 80 credits through the medium of Welsh. However, the exact same institution could be described as unsuccessful, because it has not met its 5 credit threshold target – even though it has exceed its forty credit target, and perhaps met its 80 credit target.

In short, the Coleg's success is determined by whether or not it meets the current target for student numbers. However, there appears to be a working understanding between the Coleg and HEFCW that developing a sustainable student body is a long-term goal that will be achieved slowly and incrementally. In fact, as mentioned in the *Strategic Plans*, the Coleg's assumption is that developing provision and teaching resources will help to stimulate student demand, especially in the long-run:

> *"Our view, and I think it is a sound view, is that you don't reach those targets by trying to artificially meet the targets. You have to take a systems approach, so you*

> *need to make sure you have the staff in place, you've got the infrastructure in place, you've got the electronic infrastructure in place."*

This assumption is backed by the literature. As discussed in Chapter Two, the traditional lack of HE-level, Welsh-medium opportunities is likely to be one of the reasons why the number of pupils progressing through Welsh-medium education drops from one Key Stage to the next. There is little reason to progress through the entirety of secondary school through the medium of Welsh if there are very few Welsh-medium study opportunities down the line (Arzoz, 2012); (Williams & Jones, 2013).

In addition, some of the HE level, Welsh-medium opportunities that were available prior to the establishment of the Coleg simply have not provided an educational experience that is comparable to the one available through the medium of English. In other words, the lack of teaching staff and teaching resources has undermined the quality of Welsh-medium education in some subject areas at some locations, which also played a role in undermining linguistic progression and lowering student demand.

For example, Parry (2012) noted that prior to the establishment of the Coleg, a significant number of students were unwilling to study Law at any location through the medium of Welsh because the teaching staff and resources were so limited. This situation has changed drastically since Parry published his article in 2012, largely as a result of the joint investment of the Coleg and Cardiff University in the subject area of legal studies. As one respondent pointed out, the current Law provision offered at Cardiff University is viable and sustainable:

> *"…over the last three years, we're now in a position where a whole year's course is actually, is a very sustainable one, there are four or five lecturers. There is a group of students who do the whole course through the medium of Welsh."*

In other words, as has been made clear in both the *Strategic Plans* and the *Academic Plan*, one of the ways the Coleg has addressed the factor of low student numbers and demand has been to generate provision, teaching resources, and the necessary infrastructure that ensures delivery. In fact, the Coleg's executive leaders made a conscious decision to devote a considerable amount of their energy to the development of provision

and teaching resources during the first three years. Student recruitment is considered to be the "*second stage*," and the Coleg's second *Strategic Plan* focuses more on "*how we [the Coleg's executive leadership] intend to tackle the issue of student numbers*." More specifically, as mentioned in the previous section, the Coleg's second S*trategic Plan* specifically focuses on further stimulating linguistic progression, because of the role that linguistic progression plays in creating a sustainable cohort of students.

In short, it appears that limited linguistic progression is partially the result of the traditionally limited Welsh-medium opportunities at the HE level. Thus, the emergence of the Coleg, and the increasing levels of HE level, Welsh-medium provision, may very well stimulate increased levels of linguistic progression in the long-term. However, it is important to note that linguistic progression is further exacerbated by the current trends in the post-16 sector, including (1) the limited availability of Welsh-medium provision within FE and (2) the Welsh Government's Transformation Agenda. Furthermore, the trends in the post-16 sector have the potential ability to undermine the work of the Coleg in the HE sector.

As discussed in Chapter Two, Welsh-medium provision in FE colleges has not benefited from extensive development. At best, FE colleges offer provision "where classes are taught simultaneously in the two languages, or where courses contain Welsh-medium modules" (WAG, 2010, p. 9). This limited availability of Welsh-medium provision within the FE sector is concerning, considering that a very high percentage of 16 to 19 year old pupils complete their studies at FE colleges. As one respondent explained:

> *"…further education… has a record which is acknowledged to be poor in terms of Welsh-medium study. So, you might for example, in a local college near here, have 3,000 courses offered, none of which are offered through the medium of Welsh…"*

The limited availability of Welsh-medium provision makes it difficult for the Welsh speaking students to develop the pre-requisite Welsh language skills needed for HE study. Furthermore, as discussed in Chapter Two, the percentage of students studying in FE colleges may increase due to the Transformation Agenda. Even if pupils do not transfer to FE colleges, the new Transformation Agenda means that, starting from the age of 14, students:

> *"…who were previously… studying all of their courses through their medium of Welsh now have a wider range of… choices where they study through the medium of English…The chances then of attracting them back to Welsh medium higher education two years after they've made that choice are very slim indeed. So progression is a major issue for us, and acts significantly on our ability to meet the targets that the government set and meet the targets we set for ourselves."*

In fact, as one respondent pointed out:

> *"The difficulty there, and I only recently obtained figures about this, is that the number of students in Wales taking their A-level through the medium of Welsh is decreasing, year on year. So, the pool of students from whom we traditionally recruited…it's decreasing."*

The Transformation Agenda is not necessarily the primary cause of this decrease, but it may be a contributing factor. Secondary school pupils now have a range of course options from which to choose, and it is not entirely clear how many of the opportunities are Welsh-medium. If there are not an equal number of Welsh-medium study opportunities, then pupils are less likely to study and to take their A-levels through the medium of Welsh.

In addition, as pointed out in the interviews with the Dean and the senior management team, it appears that the current HEFCW target may be unrealistic, and even HEFCW and the Welsh Government are aware of this issue. As one respondent explained:

> *"…there are elements of the data that are more robust than others...*
>
> *…we know for certain is that there are X number of students in universities in Wales today who report that they are fluent in Welsh. And that is the only real piece of data that we're sure about."*

The Coleg's central operations body, HEFCW and other partners have addressed this issue by engaging in research and gathering data. Their goal is to assess the actual demand for Welsh-medium provision, as well as the actual number of students who are in a position to take advantage of that provision. As one respondent explained, the Coleg and HEFCW do not have access to the following data, including:

- *"how many of those who have chosen not to do some element of their course in Welsh would consider doing so;*
- *how many of those who report that they are Welsh speaking have studied say, Welsh language, or GCSEs, through the medium of Welsh, have studied Welsh language*

A-levels through the medium of Welsh, both of which would be indicators of their capability linguistically to study through the medium of Welsh;

- *how many Welsh speakers there are who are studying in England now, and of those… how many would consider going to a Welsh university to study through the medium of Welsh."*

The Coleg and its government partners are also extending the scope of the research in order to assess "*the patterns in Welsh-medium education within the schools*." The Coleg already knows that fewer students continue to study through the medium of Welsh in the post-16 sector. However, the Coleg and its partners are researching patterns of participation in the primary and early secondary sectors as well so that the Coleg can "*plan ahead*" and begin to inculcate awareness of Welsh-medium higher education among pupils who are still in their early stages of education. This research has also been mentioned in the Coleg's *Academic Plan (2011)*, and will continue beyond the end of 2014.

As discussed in Chapter Two, the primary, secondary, and FE sectors, along with the WG, play a leading role in ensuring linguistic progression up to the HE sector. A primary concern for the WG should be ensuring that Welsh-medium study opportunities are not undermined by its Transformation Agenda. In other words, as discussed in Chapter Two, there can be tensions between language planning agendas and other policy agendas at the national level. Chapter Two focused on the tensions between the WG's wider higher education agenda and its Welsh-medium higher education agenda. However, it appears that other policy agendas, such as the Transformation Agenda, have the potential to affect Welsh-medium higher education as well.

Unless due care is taken, the WG's Transformation Agenda has the potential to undermine its language planning agenda in the HE sector by further limiting the number of Welsh-medium study opportunities available to students from the age of 14 and beyond. In turn, limiting the number of student opportunities could undermine linguistic progression. The WG has placed the responsibility of ensuring linguistic progression upon the shoulders of

local authorities and regional consortia[47]. However, the WG's Department of Education and Skills may need to engage in a certain degree of monitoring and oversight in order to ensure that local authorities effectively execute their duties in regards to this area.

Additional provision in the FE sector is also needed in order to ensure linguistic progression and continuity. Currently, new developments in the FE sector are being spearheaded by the Coleg. As discussed in Chapter Two, the Coleg has established a new partnership with CollegesWales, the umbrella body that represents the FE sector, in order to (1) strengthen "the Welsh-medium educational experience of 16 to 19 year old students" (CCC, 2012/13, p. 4) and (2) strengthen linguistic progression from the FE sector to the HE sector. However, this new partnership focuses primarily on HE level provision offered within the FE sector. Furthermore, it is not entirely clear what gains are being made in regards to FE level, Welsh-medium provision. The development of this provision is necessary if linguistic progression is to be ensured, and if the Welsh Government's strategic aims regarding Welsh-medium education are to be met[48].

Considering the current landscape of the FE sector, it may be worthwhile to develop an organisation that could plan strategically for Welsh-medium provision in the FE sector. The FE sector is similar to the HE sector in that it has a substantial number of students who could study through the medium of Welsh, but are unable to do so as a result of the limited availability of Welsh-medium provision. This current lack of planning in the FE sector has the potential to undermine the long-term success of provision planning at the HE sector, and therefore needs to be addressed. In fact, rather than develop another organisation, it may be better to extend the Coleg's remit to the FE sector. Such an option would be more cost

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[47] See, for instance, the Welsh Government documents, *Learning and Skills (Wales) Measure 2009: Local curriculum for pupils in Key Stage 4 Guidance* (WG, March 2014) and *Learning and Skills (Wales) Measure 2009 Local Curriculum for Students aged 16-to-18 Guidance* (WG, April 2014).

[48] As discussed in Chapter Two, in the *Welsh-medium Education Strategy (2010)*, the Welsh Government has made it clear that it is necessary to provide increased levels of Welsh-medium provision of higher quality at all levels of the educational system in order to ensure sound linguistic progression. In addition, the document's third strategic aim is designed to encourage the growth of Welsh-medium provision within the FE sector.

effective than developing a new organisation. In addition, as a single organisation, the Coleg could ensure that all FE strategies and work are integrated with all HE strategies and work. If there are two separate organisations, then there is a potential for the organisations to work against one another.

Developing FE provision is likely to be particularly difficult, in light of the sheer number of courses and the level of student dispersal. Arguably, the issue of viability is particularly relevant in the case of further education; because of the FE sector's structure, there are always likely to be a limited number of Welsh-speaking students on any given course. Therefore, it is possible to conclude that offering different streams, as is done in the HE sector, may not be feasible.

Rather, as discussed in Chapter Two,the use of some of the effective models for bilingual teaching in bilingual situations may be a key way forward for Welsh-medium further education. A combination of oversight, strategic planning, and teacher training could make the more effective bilingual teaching in bilingual setting models quite successful, especially if these classroom practices were paired with a wide range of quality Welsh-medium seminars, tutorials, reading groups, student support, tutoring, and Welsh language courses.

However, it is important to emphasise again that even this approach would still need some form of strategic oversight, and the opportunities would need to be systematically developed. Such strategic and systematic oversight is necessary to ensure that there is a sufficient range of quality opportunities across subjects and study locations, and that these opportunities are actually able to prepare students for the working world. In addition, such an approach would still require investment in staff, so that they could develop the methodological skills that will result in quality classroom practices.

In fact, such an approach (specifically, bilingual teaching in bilingual settings with a host of additional study opportunities such as tutorials and language classes) may be applicable in the HE sector as well, especially if the Coleg's funding is cut significantly in the future, and it could not continue to develop separate streams. Furthermore, regardless of funding levels, such an approach could prove to be useful at the HE level in certain subject

areas at specific institutions, such as the physical and natural sciences at universities in the South-east and South-west. In the mid to long-term, as will be seen in the next sub-section, it may prove that a significant proportion of students may be unwilling to study certain subject areas through the medium of Welsh. However, that does not mean that they could not be enticed to continue to enhance their Welsh language skills and develop advanced and subject-specific terminology.

In summary, linguistic progression from previous educational sectors is likely to play a substantial role in ensuring whether or not the Coleg has a sustainable student body over the coming years. The Coleg and its government partners can certainly assess future demand. The Coleg can also provide opportunities that can stimulate demand over the long-term as well. However, to quote one respondent, ensuring linguistic progression from one stage to the next is "*a challenge that goes well beyond the HE sector itself*," and requires proactive planning and oversight on the part of the WG in order to support the work of local authorities and the earlier education sectors.

Student Perceptions

It is evident that one of the key ways to develop an immediate success story is to convince the students. As one respondent stated:

> *"There's a perception challenge that we have. The perception is that the battle has in some ways almost been won in regards to primary, secondary education. It's accepted thing to study through the medium of Welsh there. It's actually considered a good thing to do… But when it comes to HE, there is still the perception that you should be studying HE through the medium of English, especially in certain areas, like the sciences…"*

In short, the Coleg's leaders need to change the perceptions of students in Wales, especially since these perceptions can influence whether or not these students will take advantage of the Coleg's newly developed provision.

The factor of student perceptions has been successful in derailing Coleg-funded lecturers in the past. In fact, it can sometimes be the only factor needed to undermine a Coleg-funded lecturer's ability to develop viable provision, particularly within specific subject

areas. For instance, one university received funding for a Welsh-medium post in one of the science-based fields – but because the lecturer was unable to recruit students to study through the medium of Welsh, the Coleg eventually had to pull the funding. This individual was an excellent lecturer, and went on to receive employment from the university to teach in the same subject area through the medium of English. In the end, however, the Coleg was unable to develop provision in this area at this university at that period of time.

The particular university cited in the example above is not the only one struggling to recruit students for Welsh-medium provision within specific subject areas. Individuals at other institutions struggle with this issue as well, especially within the sciences. The Dean, who works at Cardiff University's School of Biosciences, has also recognised the challenges of recruiting students within the physical and natural sciences as well. As the Dean explained:

> *"I think there is strong support within Biosciences [at Cardiff University] for teaching through the medium of Welsh. We do offer 40 credits per year, so we are eligible for the scholarships that the Coleg actually offers... So, I think Biosciences as an institution, as an administration, is very supportive… The… challenge we have, is that although we have, usually every year, between 40 and 50 students who speak Welsh competently, that it is a very, very small number – usually below 3 or 4 – that actually volunteer to follow any courses through the medium of Welsh. So, it's not so much an administration issue. It's actually a student demand issue."*

However, it is important to note that students' perceptions of the universities also play a role in whether they will take advantage of specific subject-area provision. In fact, some of the natural and physical sciences provision at Aberystwyth and Bangor has so far proven to be sustainable (including Oceanography, Biomedical Science, Electrical Engineering, and Environmental Studies). In other words, student perceptions of both the subject area and the university can play a significant role in the success of the provision.

Although the Coleg's primary focus has been on developing provision, a significant amount of the Coleg's work over the past three years has been devoted to student recruitment and retainment. The Coleg has a communications and marketing strategy that directs their student recruitment campaigns. These recruitment campaigns are specifically

designed to influence student, pupil, parent and teacher perceptions, and convince these groups that the Welsh language is a language of higher education.

The documents detailing this strategy are not available to the public. However, aspects of this strategy were referenced during the interviews. For instance, as a part of this strategy, development officers engage in regular recruitment runs throughout the year. In order to encourage linguistic progression and influence student perceptions, the development officers target pupils from Year 7 onwards. Furthermore, these officers provide information pertaining to (1) Welsh-medium courses at different universities and (2) the various schemes for students.

In addition, there are several national projects designed to develop provision within specific subject areas across a number of different universities (specifically, the subject fields of Music, Social Sciences, and Natural and Physical Sciences). The individuals, or project officers, in charge of these projects will work extensively with the universities in order to offer Welsh-medium open days and engage in Welsh-medium recruitment runs. These recruitment campaigns are designed to encourage students to study through the medium of Welsh within the field that the project officer is developing.

Furthermore, the Coleg works closely with Coleg Officers in order to continually update the Coleg's student prospectus and online, Welsh-medium provision course finder. Development officers, Coleg officers, and Coleg-funded lecturers market the prospectus and course finder to students, in order to ensure that they are able to access information pertaining to Welsh-medium provision opportunities. The Coleg also works with UCAS in order to ensure that students have access to information pertaining to Welsh-medium higher education opportunities on the UCAS website as well.

Coleg-funded lecturers are under a tremendous amount of pressure to recruit and to retain students, and one of the targets detailed in their contract is to continuously increase the number of students that they are teaching. By successfully recruiting students, Coleg-funded lecturers are able to contribute to the overall targets set out in the *Subject Plans*. As one respondent explained:

> *"In many ways, these new, young members of staff have to create their own audience… that individual member of staff is basically carving his or her own future. And his success, beyond the initial five years, will depend entirely on how he has gotten on in developing student numbers."*

Thus, Coleg-funded lecturers will spend a significant amount of time engaged in student recruitment activities, including open days, school visits, Sixth Form conferences, and teacher workshops. One of the Coleg-funded lecturers who was interviewed emphasised that there were three keys to recruiting students, including (1) assuaging students' anxiety regarding their Welsh language skills; (2) ensuring that the students are not overwhelmed by the amount of information; and (3) "*bringing the parents on board*," since parents are (presumably) in a position to influence the decisions and confidence of prospective students. Students' perceptions of their own Welsh language skills can play a significant role in determining whether not the student is willing to study through the medium of Welsh at the HE level. As one respondent explained:

> *"…because a certain percentage of the population for a whole set of reasons don't have sufficient opportunities to use their Welsh in a whole range of different contexts, they're then not sufficiently confident to make a... choice to study through the medium of Welsh."*

In other words, the growth of (1) extra-curricular opportunities and (2) Welsh-medium study opportunities in the previous sectors may help to influence students' confidence. However, influencing confidence levels is a long-term project and is partially the remit of the WG's *Welsh Language Strategy*. In the meantime, the Coleg-funded lecturers engage in an immense amount of tutorial work and pastoral care in order to (1) foster and develop the Welsh language skills of students, whose linguistic abilities and dialects can vary extensively, and (2) develop the students' confidence in using the language at a professional level. This tutorial work is not reflected in the targets, but is absolutely essential if the lecturer is to both recruit and to retain students.

Finally, it is important to note that the task of student recruitment is not just limited to the Coleg's development officers and the Coleg-funded lecturers. All of the university-based leaders committed to the Coleg's mission engage in a significant amount of student recruitment on behalf of their institutions and the Coleg – even university-based executive

leaders. For example, one university-based executive leader worked to recruit students on a daily or weekly basis if possible:

> *"So…if I walked into a class this morning, which was an English-medium class, and if I saw two students who weren't aware that there was a Welsh-medium equivalent to that same class, I would say to them, 'Look, you need to be studying through this module not here in English, but you need to be studying it at 12:00 tomorrow through the medium of the Welsh language.' It is a daily, not battle, but it is a daily, it's a daily effort to persuade individuals to have the confidence to study their undergrad degree through the medium of their mother tongue."*

It is important to note that these recruitment activities are an integral part of the Coleg's operations, and they reflect the Coleg's various targets. Each *Subject Plan* specifies the number of students that should be studying the subject area through the medium of Welsh at specific locations. In turn, these *Subject Plans* are designed to ensure that the Coleg reaches its HEFCW target – a total of 5,600 students studying some element of their course through the medium of Welsh by 2015/16.

In conclusion, the Coleg has addressed the factor of student perceptions by generating (1) a marketing and communications strategy and (2) a student recruitment campaign. In addition, all Coleg-based and university-based leaders engage in student recruitment and retainment both formally and informally, and on behalf of both the Coleg and (in the case of university-based leaders) their respective institutions.

Geographical Dispersal

Geographical dispersal is mostly likely caused by "*general trends and choices in university courses*." By predicting these trends, it is possible for the Coleg to identify subject areas and locations that may have an increase in student numbers, thereby making it easy for the Coleg to successful target funding for provision. However, predicting these trends is more of an art than a science, and it is just as difficult for developers of English-medium provision to successfully identify these trends and course choices.

The brain drain from North Wales to South Wales is a part of these overall trends and choices, and this brain drain results in geographical dispersal as well:

> *"…one of our problems is the major brain drain that is happening between North and South Wales… many of these students… are willing to sacrifice the language issue in order to reach the capital city of Wales. Because the capital draws, the possibility of excellent facilities, the possibility of city life, and I mean real city, a capital city, and also the possibilities of employment later on in South Wales, they are willing to sacrifice the Welsh medium element."*

The Coleg-led increase of Welsh-medium provision at Cardiff, Cardiff Metropolitan, South Wales and Swansea may mitigate this trend in the mid to long-term. As Welsh-medium provision in these universities expands, students leaving North Wales may no longer be sacrificing the Welsh-medium element automatically.

Several respondents also expressed concern regarding the brain drain from Wales to England and abroad, and the role that the Welsh Government's current fees policy may be playing in this brain drain:

> *"One of the things we don't know at the moment, for example, is to what extent does the Welsh Government fee policy, where students who choose to study at an another university outside of Wales have their fees subsidized by Welsh Government… it has been suggested that that might be affecting our ability to attract as many students as we hoped to stay in Wales. Are we losing people as a result? I don't know, to be honest. There's anecdotal evidence."*

The Coleg's and the universities' recruitment campaigns do take this factor into account, and work to keep students in Wales. Furthermore, as mentioned previously, the Coleg, HEFCW and the Welsh Government are currently researching the number of:

> *"Welsh speakers... who are studying in England now... [and] how many would consider going to a Welsh university to study through the medium of Welsh."*

Once the Coleg has data regarding this particular trend, they can design and target their student recruitment campaigns in order to draw Welsh speaking students back to Wales.

However, the Coleg's primary response to the factor of geographical dispersal has been collaboration (their primary – in fact only – partnership orientation):

> *"We've got four or five institutions trying to do, more or less, the same thing, with relatively low numbers of students, then you must have some form of collaborative approach…I'd like to think most academics would recognize that there has to be a strong, collaborative element within any development in terms of Welsh medium, because as I said, the student numbers, the limited resources that we have."*

More specifically, the Coleg emphasises cross-institutional, nationally-delivered provision in order to side-step the problem of geographical dispersal.

There are a number of examples that reflect the Coleg's emphasis on collaboration. For instance, this collaboration is emphasised in the Coleg's *Academic Plan* and its various *Subject Plans*, which seek to identify opportunities for collaboration. There is even a committee devoted to the topic of collaboration within the Coleg's central governing body. In addition, the Academic Board member who interviewed for this investigation explained that the Subject Panels also focus a significant amount of energy on identifying opportunities for collaboration. As the Academic Board member stated, many of the ideas for collaborative projects (which will be discussed in more detail in the next section) can come from the Subject Panels. The Subject Panels are the place where:

> *"…we [discuss] projects that we would like to do together. I should mention that there's huge amounts of collaboration here….for instance, our modules are collaborative modules. They're taught with [other university] students through video-link, and then face-to-face on campus here in a long weekend… There's a lot we collaborate on…much of that comes from the [Panels]. And then, the [Panels] more recently have been discussing, 'Ok, how can we formalize this collaboration, and where do we want to go, in terms of the writing of the Academic Plan for the subject for the next five years.'"*

In fact, both the Academic Board member and the Coleg Officer interviewed for this investigation explained that the Coleg prefers to fund projects and posts that emphasise collaboration. For instance, the Business Studies programme at Cardiff Metropolitan and South Wales is a prime example of the type of collaboration for which the Coleg is looking. The provision is developed by individuals on joint posts, and as mentioned in the previous chapter, Cardiff Metropolitan's Coleg Officer then works closely with these Coleg-funded lectures in order to further develop these links and collaborative opportunities.

In conclusion, the challenge of student recruitment and retainment is exacerbated by a number of factors. Due to limited linguistic progression, the current number of students from which the Coleg can recruit is low. In addition, as a result of student perceptions, this small cohort's demand for Welsh-medium provision (especially Welsh-medium provision within certain subjects and/or at certain universities) is also limited. Furthermore, this small student cohort is geographically dispersed, with students scattered across Wales at different institutions.

The Coleg has devoted resources to marketing and student recruitment over the past five years, although the Coleg intends to focus on student recruitment to an even greater extent during its second five years of funding. However, the Coleg's overall response to the challenges posed by student recruitment has been to develop collaborative, cross-institutional provision, coupled with teaching resources and a technological infrastructure that enables national-level delivery. Provision development, including staff appointments and resource development, has been the Coleg's primary focus for the first five years of funding, and the Coleg considers this provision development to be an integral element needed to recruit and to retain students in the long-term. However, provision development can be difficult as well, and the underlying factors that exacerbate the challenge of provision development are discussed in the next section.

5.4.2 Provision Development

As with student recruitment, developing viable provision is a challenge facing the HE sector as a whole. However, there are two underlying factors that exacerbate the challenge of developing Welsh-medium provision, including:

1. Traditionally, there has been a lack of Welsh-medium provision planning across the HE sector as a whole, which means that the Coleg needs to build this provision from the ground up and quickly. In turn, because this provision is so new, it is particularly vulnerable to, and can be easily undermined by, sudden changes in the circumstances or situation, such as the closing of a department/school.

2. There can be a significant amount of resistance towards Welsh-medium higher education, or the changes that accompany it, within universities. This resistance is to be found especially among local line leaders who are not yet committed to the Coleg's mission.

Traditional Lack of Planning

For a number of complex, historical reasons (ranging from "*600 years of legislative practice [in Wales]*" to "*the world-wide dominance of English as a lingua franca*"), the higher education system in Wales is predominantly English-medium. As one respondent succinctly explained:

> *"I think the Coleg has engaged with an area where, until very recently, there was relatively little planning… Most of the [Welsh-medium] provision, historically, has evolved…through a limited level of planning…within certain institutions…Other institutions didn't really engage very much with this agenda at all, a part from the effort of individuals."*

There are some subject areas with a long tradition of Welsh-medium provision, especially within the Arts & Humanities. There are also some institutions that have consciously invested in Welsh-medium provision (specifically, Aberystwyth, Bangor and Trinity St David). However, even at institutions with a long and proud tradition of Welsh-medium teaching, "*there are also very barren departments and schools where Welsh medium doesn't appear anywhere on the agenda*." Departments offering provision in specific subject areas – such as the natural and physical sciences – are more likely to have a "*prevailing English language culture*," especially if those departments are located at the universities in the South-east and South-west. Thus, in order to establish a culture of Welsh-medium education across institutions in Wales, the Coleg must build:

> *"…on that rather diverse and scattered pattern to try and create a planning structure at the national level, which engages with the twin challenges of trying to provide some provision in most subject areas somewhere in Wales, but also recognizing that the demand, at least in the short term, is likely to be fairly limited in many cases.*

Because there has been a limited degree of provision planning historically, the Coleg needs to develop provision (including staffing capacity and resource capacity) from the ground up, and quickly. However, the Coleg is working within the context of two restraints, including (1) limited financial capacity, and therefore (2) limited staffing capacity. As one respondent explained:

> *"I think people don't appreciate the fact that despite £5.3 million, or whatever it is at the moment, being a substantial figure, it is still very small compared to all the money that universities can attract through other government funding, through the fee scheme and through research and other partnerships."*

In turn, limited financial capacity decreases the degree to which the Coleg can invest in staffing capacity. And limited staffing capacity can have a knock-on effect on resource capacity and parity of educational experience. This issue was addressed by the literature discussed in Chapter Two, and has been confirmed by the respondents during the fieldwork. For example, one of the Coleg-funded lecturers explained the difficulties associated with being the only individual in the department developing Welsh-medium provision:

> *"As we say, it's a fledgling beginning in many ways, especially with our students and the course that we are offering. Without the funding, you haven't got the staff, if you haven't got the staff, [you haven't got] the resources that need to be produced to give the students parity of experience."*

The Coleg has addressed the factor of limited financial capacity in two different ways. The first way has been to carefully identify subject areas and locations in which to invest, while simultaneously balancing the need to build on subject areas with a long tradition of Welsh-medium provision and the need to develop Welsh-medium provision in new areas as well. As one respondent explained:

> *"You can't provide exactly what you have in English… there's a huge amount of English-medium provision across the universities in Wales. You have to be strategic and targeted in areas. The difficulty… the Coleg has is… deciding what those areas are… how do you go with non-traditional areas if you just stick with your traditional areas?"*

However, carefully targeting subject areas and locations comes with a caveat. It does have the potential to result in conflict and tensions between the Coleg and the universities:

> *"..it's quite hard sometimes to please everyone, and obviously the Coleg has got to prioritize funding… we cannot fund every course and every lecturer in every university… I just find sometimes when we are in meetings, the staff from each institution will be, 'Oh well, you haven't funded this here, that's not fair,' but the Coleg needs to look at the bigger picture, and look at it nationally… We have to see where the majority numbers are, and go with that."*

The Coleg handles these tensions by engaging in one of its conflict orientations – firmly setting limits, and when necessary, using funding as leverage to ensure that its priorities are met. One of the Coleg's executive leaders elaborated:

> *"…we've got a whole set of relationships and interrelationships with bodies, some of whom we fund, at which point we can be… fairly… assertive in what we expect. And that sometimes can cause conflict. But it's adopting… adopting some position of authority, because we are the funders."*

This conflict orientation will be discussed in more detail in Chapter Six.

The Coleg's second response to limited financial and staffing capacity can best be described as follows: all Coleg leaders engage in overwork, especially the staff at the central operations body (where staff resources have been referred to as "*utterly limited*") and the Coleg-funded lecturers on the ground. The discussion of a typical Coleg-funded lecturer's workload, found in Section 5.3.1, provides an apt example of what is expected of individuals employed by the Coleg.

However, because the provision in some areas at some institutions is so new, it can be undermined by sudden changes in the environment. For example, the sudden death of one of the Coleg's lecturers meant that the Coleg's provision in that subject area "*just disappeared overnight*." While this is a particularly sensitive example, it also shows that the Coleg's provision is truly dependent upon the hard work of very specific individuals.

Any changes in the lives of Coleg-funded lecturers – including moving, marriage, starting a family, or changes in career – can directly affect the Welsh-medium provision. In fact, in many respects, Welsh-medium provision is still the product of the hard work of individual people. There is now strategic direction and oversight behind this provision development, but this provision still has a long way to go before it becomes normalised, self-sustaining and viable, which means that it is particularly susceptible to changes in the environment.

In addition, changes in university processes or structures in particular can affect the Coleg's newly-developed, Welsh-medium provision. One respondent provided an example regarding the shutting down of a school:

> *"Bangor University closed its School of Theology, which wasn't recruiting well… However, it was the only place that offered theology through the medium of Welsh. Following that, another institution picked up the entire Welsh-medium staff at the School of Theology and sought to provide Theology through the medium of Welsh somewhere else. Which is great, however, that other institution isn't as attractive a package to prospective theology students, so the low numbers that were there have become even lower."*

Furthermore, at least two other respondents described how changes in university structures could make it difficult to develop joint provision. Sudden changes to the structure of semesters, to course credits, or to syllabi can all undermine the development of the Coleg's joint provision. The Coleg is essentially operating within a framework that is "*set by others*," and it is not necessarily within the power of the Coleg to change this framework.

The Coleg's primary response to this issue (specifically, sudden changes in the environment) has been to develop an extensive Risk Register that predicts a range of potential problems and/or events, and identifies a number of potential responses to each of these potential issues. This Risk Register is actually an example one of the Coleg's action orientations (proactivity), and will be discussed again in Section 6.2.3. In the meantime, the next, and final section, discusses organisational resistance to change, which can also serve to undermine provision.

Resistance to Change

Every single respondent brought up the issue of organisational resistance to change, which indicates that it is indeed a particularly difficult and important issue for the individuals who work for or volunteer with the Coleg. However, it is important to discuss two general issues regarding organisational resistance to change before discussing how the Coleg addresses this resistance. First of all, resistance to change is not particular to the individuals who comprise the HE sector in Wales. It is a widespread, human phenomenon that is validated by the wider literature regarding organisational change and transformation (including the three primary sources for this thesis - Cameron (2008), Senge(1996), and Spillane & Diamond (2007)). In general, the majority of people are resistant to change, although the degree of resistance may vary from individual to individual, or from organisation (or group of individuals) to organisation.

In fact, even the Coleg – which is a change agency with an internal structure characterised by organic fluidity – is resistant to change. For instance, one of the senior managers mentioned that the Coleg's central operations body had been restructured, in

order to ensure that the central operations body could improve staffing capacity. New staff were recruited; teams were reorganised; and responsibilities were redistributed in new ways. And as the senior manager stated, change:

"…can sometimes unsettle staff a little bit, and that was reflected slightly in the staff satisfaction survey last year… some staff are difficult, particularly when there is change in the air. Some people embrace change, and others are less able to embrace change, and they are a little bit more resistant to it. And that can be quite difficult and challenging. To win people over, ensure people, bring people with you to embrace a bit more change, a bit more difference then."

In short, the fact that Coleg leaders are being met with resistance as they attempt to change the HE sector is not particularly surprising. Welsh-medium provision is a new development that is changing the current system, and it is natural that many people are not ready to embrace it quickly.

Second, it is worth taking some time to describe what resistance to change looks like. Resistance to change is not necessarily obvious, and it is not always possible to identify a prominent event as resistance. Rather, resistance to change often consists of a high number of small actions (or even inactions) that could best be described as a lack of cooperation. These little actions/inactions can make change very difficult, or even impossible, to enact (Cameron, 2008); (Senge, 1996); (Spillane & Diamond, 2007). The experiences and perspectives of the respondents reflect the wider literature on the subject. One respondent summed up the dynamic of resistance quite well:

> *"So, it's that kind of ignorance, which isn't really all that obvious all the time, but there is an underlying, and I think that's a continual battle, basically. It's the same as asking for things bilingually, as it were. 'It's an extra cost, we can't afford it,' without actually standing back and seeing, actually, it is a bilingual nation… There are times when you… just find yourself – and I find it as well – you become exhausted with having to argue for what is actually a right, basically…"*

In addition, respondents offered a number of critical incidents that illustrate this dynamic. For example:

> *"So one student, in her first year, studying through the medium of Welsh… She's a week late coming in. She's being interviewed by my colleague, just down the corridor. He's the course leader. So, knock on the door, he came in, spoke to me, 'I've got this student. She just asked me whether she could, whether she needed to wait until her second year to study anything through the medium of Welsh.' To which everybody in my office said, 'You can study through the medium of Welsh from the word go! You can do everything through the medium of Welsh here.' And, she said,*

> *'Hold on, they told me on the phone that the Welsh-medium course is full, and that I would only be able to do English-medium. And I was given this information online, and I was told.' So… that could have been a miscommunication… it clearly was. But this happens time and time and time and time again."*

Another respondent offered an additional example of the type of action/inaction that results in resistance:

"…for example, me going into the library, and asking for an interlibrary loan form in Welsh, and being told, 'Do you really? We have got some, they are here somewhere, we don't put them outside.' 'Well, yes, I would like one.' 'Well, you really can fill in the English form.' Well, of course I can, yes… I'm quite capable of having a conversation, or writing in English, but I would actually like to do so in my mother tongue… I think it's a lack of understanding that there are some of us who actually speak Welsh as a first language, and therefore we wish to do things, it's at that level."

And as one final example:

"… if I'm with a Welsh speaking group of… students… I talk to them in Welsh… I've got a Welsh tutorial group… and/or, we'll be in the coffee room… and an English-speaking member of staff comes in, now I would then change to English, but there is, I've even heard it from some of my own colleagues, actually, sort of saying, 'You speak Welsh. It actually alienates, as it were.' As if I were doing it on purpose, or as if we were doing it on purpose."

In sum, many of these critical incidents sound insignificant. However, when enough of these incidents are occurring, then the situation can be untenable. Students are unable to get the information they need to enrol on the Welsh-medium courses. Students and staff are unable to access even basic Welsh-medium resources, like library forms. And sometimes staff members – including Coleg-funded lecturers – even have to battle over basic tasks like timetabling, or receiving English-medium resources in time for their own translation and preparatory work. As one Coleg-funded lecturer pointed out, if English-medium colleagues are unwilling to cooperate in regards to basic issues like timetabling, then these colleagues essentially are "*going to make my job impossible*."

The respondents were clearly very aware of this resistance, and they were capable of articulating it quite well. And many of the respondents addressed resistance by engaging in leadership practice. As discussed in Section 4.5, Cardiff Metropolitan's Coleg Officer discussed how he used leadership practice to overcome resistance to change. To briefly summarise, the Coleg Officer explicitly stated that he essentially needed to influence the perceptions of others regarding Welsh-medium higher education. Thus, he worked to

change their mind-set, and have them realise that Welsh-medium higher education was not "*extra work*," but a normal, integral part of their jobs.

Other respondents made very similar statements. For instance, the development officer explained that they also needed to change the perceptions of others as part of their work:

> *"…it's just the awareness…tackling or challenging any hostile… perceptions, really, about Welsh language higher education, because… it's very much developed on a primary and secondary level [but] the concept of it at the higher education level isn't as widely accepted…"*

The Academic Board member made similar comments:

> *"…you're changing a mind-set, and people don't quite get what you're trying to do. They don't get the principle of either, 'This is my human right, this is the student's human right.' They don't get that, they don't get the cultural importance, either."*

In short, Coleg employees and volunteers are working to change the mind-sets of the people within the HE sector in order to gain their support for Welsh-medium higher education. In other words, Coleg employees and volunteers are engaging in leadership practice in order to decrease resistance. By decreasing this resistance, it is then possible for Coleg leaders to obtain the commitment and cooperation of other people, which in turn gives the Coleg leaders the space and the support to develop Welsh-medium provision and recruit students.

However, as discussed in Section 4.5, the resistance to change is not found among the universities' senior management. Rather, it comes from local line leaders. The Coleg Officer spoke to this issue, as did the Dean and the senior management team at the central operations body. For instance, the Dean stated:

> *"…there still remains within some of our institutions, I would say animosity towards [Welsh-medium higher education]… this is not at the Vice Chancellor level… and it's not grass roots level. I think heads of school, heads of department, I think there are quite major issues, and there's still a battle to be won there. Middle management. Nationally, and certainly within my own institution. Not, I would hasten to add… in Biosciences, but [I] do know of some schools within Cardiff where it's actually a major issue. They just do not see the need for it, and therefore it is not considered."*

The Director provided confirmation of this trend as well:

> *"…there are some departments where it is… really very fallow ground in terms of developing Welsh-medium teaching and research, simply because they haven't got a track record. But, it's usually a matter of convincing the head of school, the importance of doing so. And there are success stories within this institution, but there are also very barren departments and schools where Welsh medium doesn't appear anywhere on the agenda."*

In short, the key to developing successful provision is to overcome the resistance of local line leaders. By changing the perceptions and obtaining the support of local line leaders, it is much easier to develop successful provision. This is because local line leaders can determine priorities. In addition, they have the authority to bring colleagues on board. The two local line leaders interviewed for this investigation confirmed that their positional authority allows them to prioritise Welsh-medium provision within their departments/schools. As one of the local line leaders stated:

> *"…as the department head I have certain privileges… I can say that we need to prioritise certain things… I have oversight over all of the budgets, everything comes through me, and it will be my responsibility for the staff… [I am able] to pull resources together, can pull people in one direction…"*

As the other local line leader pointed out, their positional authority allowed them to work with colleagues to develop:

> *"…this degree scheme… virtually overnight. I say overnight, obviously it was over three years. But… from nothing to 100% over three years is… quite drastic in terms of the way this project has been working, and the Coleg's work has been going… part of the success is not my work, but the fact that I've been in a role… the role has enabled me to instigate certain things… The problem with all of this is that you need a top man at certain levels [in] universities for things to happen."*

However, the local line leaders who are committed to the Coleg's mission are not necessarily able to convince other heads of school/department to support Welsh-medium higher education. As one local line leader explained:

> *"The ongoing challenge is always being heard. Or being seen… because you feel like a tiny, little… you know…. a flea in a way… So, you've got a success story. Then, what do you do with it? Well, you've still got small numbers, so you don't feel very successful, because you're looking over your shoulder all the time…"*

This statement, although exploratory[49], is consistent with Senge's (1996) analysis. As discussed in Chapter Three, Senge noted that one of the challenges facing local line leaders is the minimum diffusion of their efforts beyond their specific organisational sub-unit.

In addition, Coleg-funded lecturers are not necessarily in a position to obtain the cooperation of local line leaders. Some are able to do so, others are not. It is not yet entirely clear why some Coleg-funded lecturers are successful in this endeavour. It might be because not all of them are able to engage in leadership practice effectively. It might also be because their workload associated with provision development and student recruitment is so heavy that they simply do not have the time to network and engage in leadership practice.

Thus, the executive leaders of both the Coleg and the universities can take the lead in obtaining the support of local line leaders, as can Coleg Officers. It is important to note that these individuals are already engaged in this type of work. The case study of Cardiff Metropolitan's Coleg Officer, found in Section 4.5, provides an example of a Coleg Officer who does network with a wide range of people – including heads of departments – in order to cultivate their support for the Coleg's mission. In addition, one Coleg executive leader explained that:

> *"I chuckle that I do most of my best work in coffee shops. I mean, that sounds silly to say. But, at another level, what it means, is that by developing close effective, working relationships with lecturers and senior academic managers across the institutions, we can identify areas of common ground, identify areas of common purpose, and then build plans on the basis of trust and confidence to deliver those plans. So, and sort of, and building those relationships is a key part, then, of what I do."*

There can be any number of reasons as to why local line leaders are resistant to the development of Welsh-medium provision, and/or the changes associated with provision

[49] Only two local line leaders were interviewed, and of those two, only one brought up this impediment to their work. Thus, any date regarding local line leaders is still exploratory. In addition, Senge also noted that there is another challenge facing local line leaders: siege mentality. It is possible that the quote regarding "*being seen*" pertains to this siege mentality. During the interview, the local line leader brought up resistance to change on a number of occasions. The comment of feeling like a flea in a sea was just one such comment regarding this individual's reaction. However, it is important to note that the individual used a great deal of humour and laughter to describe what it was like to face this resistance, and the quote listed above was punctuated with laughter and humour.

development. The respondents suggested that it was the result of organisational culture or personal prejudices, which are in turn the result of years (if not centuries) of English-language planning on the part of Wales' neighbour.

However, it is possible that resistance on the part of local line leaders is partially the result of their own urgent needs as managers of organisational sub-units. At the end of the day, local line leaders need to balance the budgets of their departments/schools, and they do so by having their staff develop (1) viable provision and (2) REFable research, scholarship and publications. These urgent needs of local line leaders are reflections of the overarching need of all universities – to compete for students and research and scholarship grants in order to maximise both financial gain and academic standing. These needs conflict with the Coleg's need to collaborate through joint provision, joint posts and joint funding.

Leadership practice alone is not enough to address the tensions between these needs. The Coleg's executive leadership have found that a combination of negotiation, compromise, and limit setting are required to overcome these tensions. Negotiation, compromise and firm limit setting are all examples of the Coleg's conflict orientations. The next chapter will discuss the Coleg's approach to conflict in more detail. In addition, the conflicting needs of the Coleg and the universities will be discussed in more detail in the next chapter, and recommendations regarding ways to manage this conflict will be offered as well.

5.5 CONCLUSION

The Coleg's goals are to offer a wide array of Welsh-medium learning opportunities across a range of subjects at a number of different HE institutions. It also aims to ensure that there is a sustainable cohort of student who take advantage of this provision. The purpose of the Coleg's academic work is to develop this provision and increase student numbers, and the Coleg's strategies set firm guidelines and targets for this provision development and student recruitment. However, it is particularly challenging to develop viable provision and to recruit a sustainable number of students.

Arguably, student recruitment and provision development are challenging for the HE sector as a whole. Yet, these activities become particularly challenging within the context of Welsh-medium higher education because of the underlying constellation of factors that exacerbate them. This chapter has identified the different ways in which the Coleg addresses the underlying factors so that it can make the difficult tasks of student recruitment and provision development easier.

This chapter has also hinted at the ways in which the Coleg's centralised leadership approaches, or responds to, these various factors. The next chapter discusses these collective responses in-depth. Once these orientations have been discussed, it will be possible to 'see the larger picture,' and evaluate how the Coleg's organisational structure, leadership arrangements, and the orientations of its centralised leadership enable the organisation to realise its goals, meet its targets, and overcome its challenges.

CHAPTER SIX

THE ORIENTATIONS OF THE COLEG

6.1 INTRODUCTION

This chapter focuses on the collective orientations of the leaders who form the Coleg's central hub, including their decision-making, target, action, partnership, conflict and problem-solving orientations. It is important to note that these orientations are highly interdependent, which means that any given critical incident can exemplify more than one orientation[50]. For example, the respondents provided numerous examples of the Coleg's formal planning process in response to the questions pertaining to decision-making. Respondents also cited these critical incidents as examples of traditional problem-solving.

However, although there are relationships among all six orientations, it is possible to group them into two separate clusters. One cluster of orientations consists of the decision-making, target and action orientations. These orientations allow the Coleg's leadership to identify and to achieve their goals and targets. Section 6.2: Achieving the Goals & Targets focuses on these three orientations.

The second cluster of orientations consists of the Coleg's partnership, conflict and problem-solving orientations. These orientations allow the Coleg's leadership to address the challenges that stand between them and the achievement of their targets. Section 6.3: Addressing the Challenges discusses these three orientations.

It is important to note that this chapter uses a very specific format in order to facilitate clarity. Each section is divided into three sub-sections; each sub-section is devoted to one orientation. Each sub-section is again divided into three separate parts: (1) factor dichotomy and question; (2) the perspective of respondents; and (3) discussion.

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[50] In fact, double and multiple coding was used for this very reason. During each interview, respondents would use the same critical incidents repeatedly in order to exemplify different orientations. By using double and multiple coding, it was possible to capture the complexity of the Coleg leadership's orientations.

So, for example, 6.2.1: Decision-making Orientation begins by listing the original factor dichotomy (decision-making is the degree to which the leadership uses formal planning or instinct to inform decisions). It also lists the question(s) used to investigate this orientation during the interviews (Could you describe a time when the Coleg used formal planning to make a decision? Describe a situation when instinct was used). It then moves on to discuss the respondents' perspectives, including whether or not they redefined the orientation. One or two examples of each perspective will be presented; these examples are direct or paraphrased quotes from the interviews. Finally, the respondents' perspectives are discussed. Whenever possible, this discussion will (1) tie the data back to the policy context and literature discussed in the previous chapters; (2) offer recommendations for and about the Coleg; and/or (3) offer recommendations for future research.

6.2 ACHIEVING THE TARGETS

6.2.1 Decision-Making Orientation

Factor Dichotomy & Question

The central leadership's decision-making orientation is the degree to which it uses either **formal planning** or **instinct** in its decision-making. The questions used to investigate this orientation are as follows:

- Could you describe a time when the Coleg has used formal planning to make a decision?
- Describe a situation when instinct was used.

The Perspective of Respondents

When respondents were questioned about the use of formal planning, they would respond by giving examples of the Coleg's formal planning process, and they made it clear that only the Coleg-based executive leadership are allowed to engage in decision-making and strategic planning. Over the course of the data collection, it became apparent that the Coleg's formal planning process is based upon the decision-making model discussed in

Chapter Two. This process was set in place in order to avoid ad hoc decision-making and in order to promote transparency. As one respondent pointed out, the formal planning is:

> *"… imperative really, because our relations, our stakeholder relationship with institutions, for example, they need to know what we're doing, why we're doing it, and how it was agreed that we would do it."*

By combining the different examples found across the interviews, it became possible to generate a coherent picture of the Coleg's formal planning process. The Coleg's Academic Board develops the *Academic Plan*, which according to one respondent, can best be described as an:

> *"…iterative process of producing draft documents… which were discussed with the Academic Dean… and senior colleagues… and then presented to the Academic Board. And so there was one [draft], then a long discussion, and then a second one and then there was a third one and then a long discussion. So it went through… I think the first discussion we had was… in November 2011… And the Plan was published in September 2012. Basically, there was an initial themes discussion, a draft then emerged and then subsequently drafts emerged based on many discussions."*

This iterative process is continuous. According to the Academic Board member, the Academic Board has changed the *Academic Plan* a number of times over the past three years. In other words, the Coleg essentially evaluates and changes the *Plan* as it is implemented. Simultaneously implementing, evaluating, and altering strategies is not uncommon. As was discussed in Chapter Two, the linear decision-making process is rarely linear; in practice, a number of steps do occur simultaneously. Completing steps simultaneously is a far more practicable approach, because it means that strategies can be adapted to and changed in response to the operating environment (Cairney, 2012); (Compston, 2009); (Cooper, 1989).

The development of the *Subject Plans* is driven either by the members of the relevant Subject Panels or the senior management team, depending upon the subject area:

> *"…in some subject areas, you've got a long tradition of people, of teaching through the medium of Welsh, and a number of academics who actively engage. In other subject areas, it's very new, and a lot of the drive comes from senior management. And, in some areas, more or less the plans have been written by senior managers, and then commented on [by the relevant Subject Panels]. In other areas, it's more of a collective enterprise."*

The development of the *Subject Plans* usually consists of setting out:

> *"… a series of high level goals for subject areas and… a set of quantitative metrics that you can measure where people are at. So it's then, for a subject, we sort of do an in-depth analysis of a subject area… look at the metrics of where people are at based on what the institution said, and then develop… an individual subject plan on that basis."*

These metrics were discussed in Section 5.2 (e.g., there need to be ten students and four full time staff if a location is to offer 120 credits of provision in a subject area per year). It is important to note that the *Academic Plan* and all of the *Subject Plans* must be approved by the Board of Directors.

The universities can apply for project funds, grants for Coleg-staff, and research scholarships through a competitive bidding process (universities usually have their own internal processes for putting together these bids, and the Coleg Officers usually play a role in overseeing and monitoring this internal process). These bids are assessed by grant panels, and they are "*ranked on the basis of their academic excellence*." In addition, the grant panels assess the degree to which the bids are in line with the plans, and there needs to be concrete evidence that the university will use the grant to contribute to the targets set out in the *Subject Plans*. As one respondent explains:

> *"The funds are directed by the Coleg. People can make applications to the Coleg to deliver. Those applications are smiled upon when they are entirely consistent with the Plans that have been agreed by the Subject Panels."*

The Board of Directors makes the final decisions regarding the distribution of grants and funds, although:

> *"…much of the preliminary discussion on presenting recommendations to the Board [of Directors] goes through our Academic Board."*

All of the projects, students and staff are monitored at regular intervals. It is the job of the Coleg Officers to feed the relevant monitoring reports back to the Coleg. If the project, student, or staff member is not meeting the criteria and the targets, then the grant award will be removed. However, the Coleg does make an effort to turn around situations where there is limited, initial success. One respondent provided an example:

> *"We had a post funded… which unfortunately couldn't recruit students… but they had to come and tell us, 'Look, you know, we can't fund this without any students.' So, we put a plan up together about how we were going to go about and attract students,*

> *and draw them in… and the Coleg… worked with us, and in the end, we didn't manage it, and they had to pull the funding."*

Once again, the Board of Directors makes the final decisions regarding any cuts in funding, based upon the recommendations of the Academic Board.

When asked to describe a situation when instinct was used, some of the Coleg-based executive leaders were able to provide examples – although most of them preferred to redefine instinct as experience-based intuition. For example:

> *"I think we use instinct, or at least our experience of the sector as people who have worked within the sector, as people who have a good understanding of wider issues that impinge on the sector, to help us make decisions. I wouldn't say that we've made decisions based on instinct. But we do use instinct to inform decisions, when we make decisions. Not instinct, but experience, rather than instinct."*

This experienced-informed intuition is used to inform the development of strategies, such as the *Subject Plans*. For example:

> *"…one would not really want to say… that one goes by instinct, but to be honest… when we were doing certain subject, academic plans, with the offices of the Coleg, and people like myself having visited the Branches… you have a gut feeling, as to whether there is a genuine belief in promoting Welsh-medium education in certain subjects. Or whether it is purely a… source of funding. So, I think in certain cases, I don't think I would want to go any further than that. I think there are cases where instinct tells us that this ain't going to work, basically, and decisions have been made on the basis of that."*

In other words, when the Subject Panels set out the metrics for provision at each location, those metrics and targets are sometimes informed based on the advice and the experience-based intuition of the individuals who visited the universities.

In short, the centralised leadership adheres to a strict formal planning process, and the executive leaders in particular are the ones who make the decisions. These decisions are supposed to be based primarily upon "*formal criteria*." However, the executive leadership will sometimes make final decisions based on their experience, rather than base their decisions on a list of formalised criteria. In fact, using this experience-based intuition instead of formal criteria to make some of the final decisions could also be considered a form of both flexibility and risk-taking. It shows that the Coleg's executive leadership is willing to deviate away from the norm (the formal criteria), and that they are willing to devote a significant

amount of financial investment in someone who does not meet the criteria, and therefore be unable to immediately deliver the amount of provision that the Coleg needs.

Discussion

It is important to understand that decision-making itself is actually an individual, cognitive process that is influenced by group and social dynamics (Cairney, 2012). In the case of the Coleg, the overall group dynamic is highly structured; decision-making occurs within the framework of a formal planning process that is based on the linear, decision-making model. The interview schedule was designed to assess the degree to which the leadership of a public sector organisation adheres to the linear, decision-making model. It was not designed to measure the cognitive process. However, because of the way the decision-making orientation was defined, it was possible to obtain some insight into the cognitive processes of the Coleg's executive leadership. In short, the Coleg's executive leadership adheres to a strict formal planning process, but they are able to use experience-based intuition as a form of input while they are engaged in formal planning.

The degree to which the executive leadership can adhere to the formal decision-making process is remarkable. Many organisations may talk about engaging in the decision-making process, but they do not necessarily adhere to it or use it all, and thus organisational members cannot provide examples and explain the overall structure of the process (Cairney, 2012); (Cooper, 1989). Perhaps the executive leadership's success is due to the fact that they are primarily academics who are knowledgeable in this type of process, and therefore in a position to apply it appropriately.

However, the use of experience-based intuition is arguably a key element in some of the Coleg's success stories. The Coleg's executive leadership appears to have the ability to assess the potential of a given situation (in the case awarding grants and developing *Subject Plans*) or a given individual (in the case of hiring Coleg-funded lecturers – Section 5.3.1 offered an example where one respondent said that grant panels would hire the person with energy, ideas and commitment instead of the individual who "*ticks every box*.").

This ability is essential, because a certain level of commitment from both the department/school and the Coleg-funded lecturer is needed in order to develop Welsh-medium provision. Placing a Coleg-funded lecturer in a department/school where they will receive little to no support is an untenable situation that can result in derailment (and the loss of funds which could have been better spent elsewhere). On the other hand, potential Coleg-funded lecturers need a great deal of commitment and motivation due to the heavy workload that they will be facing, and the fact that they will always be facing a number of challenges and a certain degree of organisational resistance, even in the best of circumstances.

A cardinal area for future research would be to investigate (1) the factors that contribute to success stories and successful Coleg-funded lecturers (such as Cardiff University's School of Law, or South Wales' Police Studies Subdivision) and (2) the factors that can derail successful implementation, and undermine Coleg-funded lecturer's ability to turn around "*barren departments*." Chapter Five provided an analysis of some initial, exploratory findings, but further data is needed. This is not research that the Coleg will necessarily be able to invest in, considering that it is a public body with financial constraints and limited resources. As one respondent pointed out:

> *"I think as stands, we are looking at it from a slightly different perspective [when he was asked what the underlying factors are, and whether the Coleg would be able to investigate further]. In the opinion of limited budgets, if there is clear and demonstrable evidence for let's say, in Maths & Physics, in Aberystwyth, say, that would be a case for investing more in Maths and Physics… where there is some element of putative success…. Or growth."*

Research in this area would certainly be useful in an applied sense – it could provide a research basis for the Coleg's decisions, thereby enhancing both their decision-making and their ability to assess potential. But it would also contribute further to academic research, especially in the fields of (1) organisational psychology and behaviour and (2) education studies. A significant amount of research in both fields focuses on issues of organisational change, including how to make change leaders and change agencies more effective, and what factors need to be in place in order to ensure success.

6.2.2 Target Orientation

Factor Dichotomy & Question

Target orientation is defined as the degree to which the Coleg's targets are reflected in day-to-day activities. The following questions were used to investigate this orientation during data collection:

- Could you give an example of how the Coleg's targets are reflected in its day-to-day activities?
- Are there times when the Coleg's day-to-day activities do not reflect its targets?

The Perspective of Respondents

The respondents redefined target orientation. Instead of defining it as the degree to which targets are reflected in day-to-day activities, they defined target orientation as the degree to which the yearly operations of the central hub (including both central operations body and the central governing body) reflect the annual *Action Plans*[51].

The purpose of the *Action Plans* is to ensure that the key work associated with the development of provision (in other words, subject planning) and the targeting of students (in other words, student recruitment) is completed each year. More specifically, this operational work is designed to (1) facilitate the formal planning process and (2) ensure that the targets specified in each *Subject Plan* are met. In fact, a great deal of this operational work consists of the monitoring processes discussed in the previous sub-section.

A structured programme for this operational work is essential, because the staff at the central operations body have only a limited amount of time to complete a great deal of work. As one respondent explained, the most challenging aspect of working at the central operations body is:

[51] It is important to note that this is an understandable redefinition, because (1) the Coleg's targets are long-term and high level and (2) the Coleg's work actually operates on a 'seasonal' basis that reflects the structure of the universities' academic year. For instance, universities engage in staff recruitment during certain times of the year, and the Coleg's operational programme of work reflects that. Universities start staff recruitment in January, so the Coleg's bidding process for staff grants occurs during autumn, with final decisions sent out to universities shortly before or after Christmas.

> *"…capacity and enough time to do everything that needs to be done. So, I do depend a lot on other members of staff so that I can deputize some tasks and some responsibilities, and just finding enough time in the day to get on with everything."*

Some of this work is seasonal – such as the awarding of staff grants, or the work associated with setting up the Annual General Meeting, an important public relations event for the Coleg when the new directors are elected. One respondent provided a detailed explanation:

> *"We have to prioritize. There's a lot more that we could do than we are actually doing. So, we have to, our resources have got to be focused primarily on the academic work, and on marketing and targeting students. So, we do have, we work to develop a fairly structured programme for the year. Certain things happen at certain times."*
>
> *So, between now and Christmas, most of our energies will go into the Academic Staffing Scheme… By Christmas, we need to get…those applications [the universities' bids] discussed by the external panel, recommendations to be communicated to our Board [of Directors], [who] then need to respond to that. We've got to see that the Board approve the recommendation. If they do, we need to get the result of that process out to the institution before Christmas, because in January they start their recruitment process. So, the Coleg's work, from now until we complete that process, we need to focus completely on that… There are other things that have to happen in the meantime. And we can't just stop."*

However, as the quote above also indicates, a great deal of the work is not seasonal, and occurs throughout the year. For instance, the Coleg monitors staff and projects throughout the year. Although these monitoring processes are essentially bureaucratic, they are also very important. They have been carefully designed to ensure that scholarships, staff and projects contribute to the targets specified in the *Subject Plans*. One respondent provided an example:

> *"For the Staffing Scheme…we set targets at the beginning of the academic year for each member of staff. We have an annual funding agreement, and set of targets [for more than 80 Coleg-funded lecturers]. And then we work with members of staff…to ensure that the targets are met. We monitor [each Coleg-funded lecturer] twice each year. An interim monitoring report is asked for in January, and an end of year monitoring report then in July. And in between those, whenever we have meetings of the Subject Panels, we look at individual programmes of work, and how those achieve the goals of the Subject Panels and the Subject Development Plans."*

In addition, throughout the year, the central operations body and the Academic Board engage in the work associated with *Subject Planning*. They do so by prioritising scholarships, staff, and project funds in order to (1) develop new provision in new subject

areas; (2) build on areas where there has been putative success; and/or (3) improve student recruitment in subject areas that have had limited success. As one respondent stated:

> *"You could take one specific example which is the Scholarship Scheme. We are trying to develop a whole range of new or newish subject areas through the medium of Welsh – so, your Nursing, your Medicine, your Sciences, your Physics, your Maths, your Chemistry. You've got Biology. And, trying to support the continuation of Modern Language teaching. But, what we find is that we need to prioritize some of our Incentive Scholarships towards those subject areas to give them further support. So, that's a clear example of our targets, we are meeting our targets in a number of these areas, but not in some of them. And in those areas where we are not meeting them, we are particularly open to scholarship applications in them."*

However, it is important to note that there are times when the annual operations do not reflect the targets, usually when the Coleg's executive leadership decides to take advantage of unforeseen opportunities. Whenever these new opportunities arise, the central operations body will incorporate the work associated with this new opportunity into their annual operations – even though the work was not part of the original plan. Another respondent provided a specific example:

> *"We've been working… over the last year with the Language Commissioner on developing a project on Translation Studies. That has been incorporated into our programme of work for this year, but last year there wasn't much, we hadn't planned for that. We did have a couple of applications for the Academic Staffing Scheme for lectureships, looking at…Translation Studies.... And, when we started discussing that internally, we became aware of other reviews being undertaken by the Language Commissioner in similar fields. And, since then we've been working together and appointed a project officer to develop that project during this academic year, so that's an example of a specific field where we've developed activity which hadn't been foreseen."*

This flexibility is also an example of the centralised leadership's action orientation. In other words, at least one of their action orientations can and does influence the centralised leadership's target orientation and their annual programme of work. The centralised leadership's action orientations will be discussed in more detail in the next sub-section.

Discussion

There is a significant amount of overlap between the central leadership's target orientation and their decision-making orientation. More specifically, the purpose of the Coleg's formal planning process (such as the development of *Subject Plans*) is to identify targets. In addition, the annual operational work guided by the *Action Plans* is designed to support the formal planning process (for instance, the awarding and monitoring of grants and scholarships, or ensuring that the Directors receive the recommendations of the grant panels and the Board).

In fact, it is important to note that the majority of critical incidents pertaining to the decision-making focused on the Coleg's formal planning process. There were very few examples pertaining to experience-based intuition/instinct (a total of five). The majority of examples pertaining to the Coleg's target orientation focused on the ways in which the operational programme reflected the *Action Plans* and *Subject Plans*. There was only one example of when the Coleg's centralised leadership deviated from the annual operational programme. Although different respondents provided different examples of decision-making orientation and target orientation, all of these examples emphasised one end of the dichotomy.

Therefore, it is possible to infer that the formal planning process and the reflection of targets are high priorities for the Coleg's centralised leadership. Furthermore, a great deal of their work has been designed to be target and formal planning focused (the degree to which this work actually reflects targets is another matter, but a more technical study could be used to evaluate and quantify this issue). However, the target-orientated and formal planning-oriented mind-set pervades the centralised leadership, because even internal networkers and university-based leaders emphasises how important these orientations are to the central governing and operations bodies.

As the data above indicates, the Coleg's centralised leadership have a high volume of work, but they simultaneously have a limited amount of time and financial resources. Therefore, they must prioritise their work in order to ensure that both the subject planning

and the student recruitment receive the appropriate level of resources, and the annual *Action Plans* provide a framework for prioritising this work.

However, because the workload is so heavy, there is a real risk that the work may not be completed, which in turn can result in failure. This potential risk can be exacerbated by a possible tension: the priorities of the Coleg's centralised leadership may not be the same as the priorities of their key partners and collaborators – the universities. In fact, as will be seen in Section 6.3.1: Partnership Orientation, the Coleg and the universities do have very different needs, which suggests that they will have different operational and work priorities as well.

This difference in priorities means that there may be times when the Coleg's centralised leadership receives a great deal of pressure from the universities that pulls them away from their priorities. A possible way to resolve this is to frequently educate key partners – especially local line leaders – about the Coleg's *Action Plans*, its operations, and its priorities (assuming, of course, that the Coleg is not doing this already).

As mentioned previously, these plans do not appear to be available to the public, and it is not entirely clear how the Coleg's centralised leadership operates on an annual basis. Increased understanding has the potential to facilitate future interactions. Universities and local line leaders still may be disgruntled when the Coleg focuses on work that differs from their priorities, but they will at least have a better understanding as to why the Coleg made such a decision.

6.2.3 Action Orientation

Factor Dichotomy & Question

Action orientation is the degree to which the Coleg's centralised leadership is **reactive** (responding to problems after they have occurred) or **proactive** (anticipating problems). The questions used to investigate this orientation are as follows:

- Could you describe a time when the Coleg's expectations regarding Welsh-medium provision were met?
- Would you describe a story when unexpected issues arose?

The Perspective of Respondents

The Coleg's centralised leadership both anticipates challenges and responds to them after the fact. In addition, respondents also identified a third type of action orientation in which the Coleg's centralised leadership engage. This additional type of action orientation can best be described as opportunity-driven flexibility.

One respondent framed the nature of the Coleg's reactive orientation well:

> *"…by its nature, it's a new body, so, a lot of the things we've been doing over the past couple of years is reacting, and more or less trying to get things up and running. And if you are sort of desperate to create an edifice, without worrying too much… what shade you are going to paint the front of the house. You just need a house, and quickly. So, I think there's an element of that, so by that nature it becomes… reactive."*

There are several examples of this type of reactivity. All three of the Coleg-funded lecturers mentioned that Y Porth was not set up to do the work that it needed to do. For example:

> *"… [my university] uses [a type of Blackboard] for all of their modules, and then, so the students… were doing four modules… two of which were on [Blackboard] because they were taught by other staff not employed by the Coleg. But…because I'm employed by the Coleg, [my two modules] needed to be on Y Porth… So then I tried to provide links to where you could go through…to the other blackboard, Y Porth. And the practicalities of that [are] impossible with the type of blackboard we have at [my university]."*

In addition, other Coleg-funded lecturers explained that students sometimes had difficulties accessing resources on Y Porth, and on other occasions, lecturers had difficulties posting resources on it. The Academic Board member, who also teaches at a university, also

mentioned that there have been a number of technical problems associated with using Y Porth. However, she noted that the Coleg has been:

> *"…tremendously proactive in attempting to solve any problems or issues… We've had many problems with the Porth, right from the start… [but]… the Coleg are always keen to respond, and to ensure that things work, and experiment with new solutions all the time…"*

Two of the Coleg-funded lecturers also explained that the Coleg has been flexible when it comes to using Y Porth on a daily basis. The Coleg insists that all resources eventually find a way up onto Y Porth, but lecturers can do what they need to make sure that the students:

> *"…didn't feel stressed, and didn't feel penalized, and didn't feel that they weren't having a comparable experience."*

In short, although the Coleg's centralised leadership are rigid in their goal (all resources must be uploaded onto Y Porth), they do appear to be flexible in how lecturers reach that goal on a day-to-day basis.

Another example of the Coleg's reactivity concerns the Academic Staffing Scheme. The Coleg has been implementing the Academic Staffing Scheme since the start of the organisation in 2011. However, as of 2013, the Coleg's executive leadership was still discussing staff re-grading and promotion mechanisms (CCC, 2013a). And as of 2014, different respondents stated that promotion mechanisms still had not been implemented. As one respondent pointed out:

> *"…people will go from being lecturers to senior lecturers. It will have people wanting to apply for readerships, professorships, chairs… but the Coleg as yet will not support the extra funding. So it's up to this institution to pay me to do something that the Coleg asked me to do. So there's a little bit of tension there."*

As mentioned above, one cause of the Coleg's reactive orientation is the fact that they are a new organisation. But another cause is their formal planning process. Although the Coleg's formal planning process contributes to transparency, there have been times when it has been criticised for being "*glacially slow*." For example, the Coleg funds a number of different projects that allow university-based academics to develop collaborative teaching resources, modules, degree schemes, and courses. Several respondents were engaged in the development of different modules. These respondents have all faced a common

problem: while the project is being implemented, an institution may change its syllabus or change the way it delivers provision. But, before the academics can change the project, they need to obtain approval from the Directors and Board. Several respondents commented that by the time they have received the approval, the situation had changed again[52].

However, it is important to note that the Coleg's leadership can be proactive as well. For instance, the Coleg's executive leadership has developed an extensive Risk Register that is monitored and reviewed by the Audit Committee and the Directors on a regular basis:

> *"… we have a fairly detailed process for horizon scanning…the Coleg… has 150 staff funded, working for it in different ways, [and] over time…people are going to have life changing events…it's what happens. So, you've just got to be able and ready to plan for that…For each of those risks identified, and they can be anything from, sort of, a significant decrease in funding for the Coleg… right through something very operational like the computers not working for three days…and then we grade that risk as a likelihood…"*

The Coleg's subject planning has also been proactive, and Academic Board members have been able to accurately assess appropriate targets and areas where there can be potential growth (probably as a result of their experienced-informed intuition). One example includes the School of Law at Cardiff University:

> *"It's a very strong, student demand, where the Coleg, in discussion with academic staff and the head of School of Law, sort of, indicated this demand, and said that the provision could be made …it basically decided that rather than try and sort of, only do Welsh medium tutorials or whatever, that it would actually take the gamble and do a full course. And, there was departmental commitment, there was financial commitment, there was Coleg financial commitment, and they went for it, and it's worked."*

Finally, respondents also identified an additional action orientation that had not been originally identified prior to data collection. Although the respondents did not have a name for this type of action orientation, it can best be described as 'opportunity-driven flexibility.' As one respondent explained:

> *"They are, the Coleg has to be somewhat flexible as well. You've, they've had to try to define what they want to do with Welsh-medium education developing, because there's only a finite amount of money, but then ever now and again, you get something coming in from the left field, to use an American analogy."*

[52] This issue was also touched upon in Section 5.4.2, Traditional Lack of Planning - changes in university processes or structures can affect the Coleg's newly-developed, Welsh-medium provision, and they can make it particularly difficult to engage in cross-institutional provision.

A key example of this opportunity-driven flexibility is the development of the Translations Studies project discussed in the last sub-section. An additional example includes the development of Art & Design provision at Cardiff Metropolitan University, as described by Cardiff Metropolitan's Coleg Officer. At the time of the interview, in autumn 2013, Cardiff Metropolitan was beginning to develop entirely new Welsh-medium provision in the subject field of Art & Design. The goal was to develop the provision jointly with University of South Wales. The major challenge, however, was that the Coleg did not yet have a *Subject Plan* for the subject area, and as the Coleg Officer explained:

> *"…I know the Coleg is interested in doing it, but it's time pressure, they can't always get there. So we now have a good idea. And, basically, if it's not in an academic development plan, then it's not funded. So, there's a little bit of tension there, working out a good idea."*

However, even though the Coleg did not have a *Subject Plan* for the subject area, the centralised leadership decided to fund the provision. By the following year (autumn 2014), they agreed to fund a pilot study. They are currently funding an hourly paid lecturer to teach 40 credits at Levels 4 and 5 for a year. Cardiff Metropolitan has committed joint funding to the initiative, and is paying the lecturer to deliver an additional 40 credits at Level 6. A total of eleven students have declared an interest, and University of South Wales also would like to participate in the initiative, upon successful completion of the pilot study. In addition, the Coleg has started to create a new Subject Panel that can generate a *Subject Plan* for the new subject area.

This opportunity-driven flexibility is another example of the centralised leadership's tolerance for risk. The Translations Studies example shows that that the Coleg's leadership is willing to deviate from the norm and devote some of their limited financial resources into an unforeseen project. The Art & Design project shows that the Coleg is willing to deviate from its policies, and develop pilot studies in areas that do not yet have a Subject Panel or *Subject Plan*. In addition, the Coleg also has developed a formal planning process that allows them to take advantage of some of these unforeseen opportunities. More specifically, they are able to speedily approve funding for different types of projects - including

conferences, festivals, and events – because they accept applications and asses at regular intervals throughout the year.

Discussion

The centralised leadership's action orientations influence, and are influenced by, their decision-making and target orientations. The formal planning process actually allows the executive leadership to successfully predict and then meet some of the benchmarks set out in the Coleg's *Subject Plans*. It also allows the executive leadership to predict and prepare for a wide range of risks.

Furthermore, the Coleg's executive leadership can be flexible; they are willing to shift targets, and they are able to deviate from the programme of work set out for the year. This flexibility also allows them to take advantage of opportunities, and it also ensures that the programme of work can continue, even when difficulties (such as the ones associated with Y Porth) arise. They have even developed an additional organisational process that allows them to take advantage of sudden opportunities.

On the other hand, there are times when the formal planning process can be particularly slow. In turn, the slowness of the process means that there have been times when situations have changed before the Coleg's executive leadership was able to address it. In short, the formal planning process is a double edged sword. At times, it can result in proactivity and opportunity-driven flexibility. At other times, it can place the Coleg in a position where it is responding to events after they have occurred.

The fact that the formal planning process can be slow and result in reactivity is not a problem that is particular to the Coleg. It is a challenge that faces all agencies that utilise the formal planning process. However, the reason why the process can be slow and reactive in some situations will vary from organisation to organisation (Cairney, 2012); (Cooper, 1989).

There are at least two interrelated factors that may be contributing to the Coleg's formal planning induced reactivity. One factor is that only executive leaders are allowed to make decisions within the Coleg. The Coleg does not have a process in place that allows

internal networkers to make decisions. There are two legitimate reasons for this division of labour. First, the Coleg aims to keep its decision-making transparent, and it wants to maintain a certain level of accountability. Second, Coleg-funded provision must be developed within the Coleg's strategic framework, and since the Coleg's executive leadership developed this framework, they are in the best position to assess whether or not decisions and changes actually adhere to this framework.

The other factor is that the Directors only meet three times a year, as does the Board and each of the Subject Panels. There is also a legitimate reason for this system as well. The majority of the Coleg's decision-makers are individuals who have their own careers within the HE sector. They are developing the Coleg on their own time and on a voluntary basis, which means that they will only be able to collectively meet every so often.

In short, only executive leaders are allowed to make decisions, but they do not meet to make decisions very often. This system can be difficult for university-based local line leaders and internal networkers who have on the ground information, and need to have a decision approved quickly by the Coleg's Directors and Board. A system for approving internal networker informed decision-making may be worth the Coleg's while. If such a system is already in place, it is important for the Coleg to realise that not all internal networkers may be aware of this.

Finally, as an aside recommendation, if an internal networker makes a suggestion to the decision-makers, and the decision-makers actually work with that recommendation and even implement it, then it is also worth informing the internal networkers that they have had an effect. By keeping internal networkers apprised of their effects, it is possible to boost morale and encourage them to continue coming forward with ideas.

6.3 ADDRESSING THE CHALLENGES

6.3.1 Partnership Orientation

Factor Dichotomy & Question

Partnership orientation is the degree to which the Coleg **collaborates** or **competes** with external entities. The following questions were utilised to investigate this orientation:

- Could you name some of the external entities with which the Coleg must interact?
- Would you describe a story when the Coleg has collaborated with these external entities?
- Tell me about a time when the Coleg has competed with them.

The Perspective of Respondents

The Coleg cannot create Welsh-medium provision without the collaboration and cooperation of Wales' universities[53], largely as a result of the underlying factors that exacerbate their two main challenges. The geographical dispersal of students, combined with low student numbers and limited student demand in the short-term, means that cross-institutional provision is essential.

In order to overcome these challenges, anywhere between two to five institutions will be working jointly in any given subject area. They will collaboratively create provision and teaching resources, and then deliver this provision and these resources to students across Wales. This national-level delivery is facilitated by (1) flexible and innovative delivery designs, such as joint teaching, residential courses, and intensive seminars and (2) the Coleg's technological infrastructure, such as Y Porth and video-networking. The delivery designs and technological infrastructure allow a low number of geographically scattered students to have access to the teaching resources and expertise of academics based at

[53] It is important to note that the Coleg collaborates with many other external entities besides the HE institutions. For instance, they are currently working the FE sector to implement a pilot programme that will increase HE level, Welsh-medium provision offered by the FE sector. The Coleg is also collaborating with HEFCW and the WG in order to assess actual and potential student demand. The Coleg is working with UCAS, in order to ensure that Welsh-medium courses receive a proper level of coverage and marketing on the UCAS website. The main emphasis of this section, however, will be on the collaboration among HE institutions, and the challenges associated with this collaboration.

other institutions. This multi-institutional collaboration is supported by the "*sharing ethos*" of individuals who are committed to Welsh-medium higher education. As one respondent explained:

> *"…academics aren't usually good at sharing things. There's a lot of, you know, 'This is our stuff.' But in Welsh-medium, people are happy to share, because it's a belief in Welsh-medium education, and wanting to promote it."*

However, it is important to note that this collaboration occurs within a framework developed by the Coleg. One respondent succinctly explained the nature of this multi-institutional cooperation:

> *"…the Coleg is an independent organisation which has its own agenda, but delivering on that agenda depends on partnership with institutions. On the other hand, the institutions see the Coleg as, potentially a source of funding, but that funding is provided on the understanding that institutions offer it within a strategic framework that the Coleg has developed. So, we are not here to say, 'Right, Institution A wants money from the Coleg, and they just get on with it.' That funding is provided on condition that they, obviously report regularly on how they use it, but that they actually use and plan to use it in a strategic way that may well achieve maybe some of their own objectives, but also the Coleg's objectives."*

Respondents were able to provide a number of examples of cooperation among higher education institutions. One respondent described the Coleg's new distance learning scheme in the Arts and Humanities, which is being managed by a project officer based in Aberystwyth, but will be delivered by a number of different universities. Another respondent described a national project in Music, which is being coordinated by a project officer in Bangor. Three institutions – Bangor, Trinity St David, and South Wales – work together to increase Welsh-medium Music provision by designing collaborative modules, conferences and courses. Coleg-funded lecturers at Cardiff Metropolitan and the University of South Wales work jointly to deliver Welsh-medium Business degrees, and academics at both universities are currently working on developing new, joint provision in the subject field of Art and Design.

However, collaboration among the higher education institutions does not occur automatically, primarily because the Coleg and the universities have radically different needs. The Coleg needs to collaborate in order to create Welsh-medium provision. Universities, on the other hand, need to compete with one another in order to increase

financial capital. They compete for students, in order to ensure that courses and degree schemes bring in high levels and/or steadily increasing levels of revenue (in other words, viable). The universities compete for students at the regional, national, UK and international levels. As one respondent pointed out:

> *"Well, we compete against each other in Wales, in terms of higher education institutions. Whether the cohort of Welsh speakers from the North-west will go to Cardiff, we try to convince them, 'Cardiff is not the place, Bangor is the place for bilingual…education…' So we do compete. Even though we don't acknowledge that we compete!"*

Wales-based universities also compete for both research/scholarship funding and grants in order to bring in revenue. This competition for funding occurs at the regional, national, UK and international levels as well. However, due to the increasing importance of the Research Excellence Framework, the emphasis is increasingly at a UK and international level:

> *"I think there is an issue in that institutions face an international challenge. We are all concerned within higher institutions in actually reaching the targets as far as the Research Excellence Framework. That is a national, in a sense of British national, but it is also an international issue. We're in international competition [and] while there is financial constraint…on our institutions, it is understandable that they then question the national aspect. And in fact, they may very well forget the national element, I think."*

The universities in Wales also compete with one another for Coleg funds. Research scholarships, grants for projects, and grants for staff are all distributed via a competitive bidding process. These Coleg funds have certainly increased HE institutions' interest in developing Welsh-medium higher education. As one respondent explained:

> *"…the Academic Staffing Scheme is up to millions of pounds. The development funds, the scholarships that are there, it's brought money to the table. And in that sense, where some people would have seen Welsh-medium education as a nuisance, some people still do… you've got lots of people now who are just more than happy dealing with Welsh-medium education, bring it in, for it to be discussed at the top table, because there's money in it."*

However, there are at least three caveats associated with Coleg funds. First of all, as one respondent pointed out, although the amount of funding for Welsh-medium provision has increased radically over the past three years, the Coleg's current financial capacity is:

"…still a drop in the ocean compared to what's available to the sector across the board. I think people don't appreciate the fact that despite £5.3 million, or whatever it is at the

moment, being a substantial figure, it is still very small compared to all the money that universities can attract through other government funding, through the fee scheme and through research and other partnerships."

In other words, Welsh-medium provision still does not result in a substantial increase in funds for universities, especially in comparison to other potential revenue sources. Thus, universities may always be more inclined to "*forget the national element*," considering that there are other ways to generate much higher levels of revenue.

Second, the Coleg may not award bids unless there is an element of collaboration. Collaboration, however, requires a significant amount of work. For example:

> *"So, for instance, [with this new provision that we're developing], we see the funding coming to us. But how we would then work with that institution? Could they take forty credits of ours, to fit into their degrees? If not forty credits, what could they take? Is it doable, is it possible, and if they can take forty credits, how is it then taught? Is it jointly taught? Is it video conferencing taught? Is it intensive weekend teaching? Those kind of things."*

The people who are engaged in developing Welsh-medium provision are certainly very committed, and willing to engage in this work. However, from an administrative perspective, people, and their time, are resources. And these resources are being spent on an area that provides little revenue in comparison to other areas. Furthermore, there is a distinct possibility that university administrators and heads of schools/departments question whether or not Welsh-medium provision can be viable. As one respondent succinctly stated, viability is associated with:

> *"…numbers…the available students, what is possible. You know, is it possible to get a critical mass, are you always going to be dealing with small numbers [in Welsh-medium provision] In which case, it's very, very difficult for anybody to say, 'We need to develop this.'"*

Third, the Coleg (as well as the WG) expects that universities will begin to invest their own resources into Welsh-medium provision. In fact, one of the Coleg's current requirements is that universities will continue to employ Coleg-funded lecturers after the Coleg's initial five year funding for the staff member has finished. From the perspective of universities, this requirement makes competing for staff grants risky. One respondent explained that:

> *"…the Welsh-medium teaching lectureships, are not priorities, basically, particularly over the last, I would say, the last eighteen, twenty-four months, where basically the*

> *criteria has been, 'Is this person REFable?' rather than, 'Is this person able to teach through the medium of Welsh?'"*

The Coleg's primary source for lecturers tends to be recent graduates of the Coleg's Research Scholarship Scheme. Thus, these graduates do not necessarily have a long history of successful publications. Therefore, universities are indeed taking a risk when they agree to invest in and to employ a member of staff who may not be capable of generating research and scholarship-based revenue.

In short, from the perceptive of universities, Welsh-medium provision can require a great deal of work, resources and risk in return for very little gain. A key question, then, is what the Coleg's leadership can do to (1) manage the universities' perceptions and (2) manage the tensions that come with differing needs. The next part of this sub-section addresses this question.

Discussion

First, it is important to note that the Coleg's centralised leadership is already doing a great deal to facilitate collaboration when it does not automatically occur. The Coleg's centralised leadership will engage in negotiation and compromise, and if this does not work, they will engage in conflict with the universities by firmly setting limits and using their funding as leverage. In fact, negotiation/compromise and acceptance of conflict are the Coleg's primary conflict orientations, and these orientations will be discussed in the next sub-section, 6.3.2. In addition, when the Coleg's centralised leadership simply cannot find a way forward with the universities, they will also engage in some innovative problem-solving. This innovative problem-solving will be discussed in Section 6.3.3.

However, there are several other approaches that the Coleg can take in order to manage perceptions and reduce the tensions that arise from differing needs. First, the Coleg's leadership can begin to redefine what 'viable' means within the context of Welsh-medium provision. Even at full saturation point, Welsh-medium provision will always be characterised by small student body. Many schools/departments operate in large numbers

when it comes to student recruitment and viability. Certainly, not all do – for instance, Cardiff Metropolitan's Coleg Officer mentioned that his university's Speech and Language Therapy division always operates in small numbers even when it comes to English-medium provision. This division is very eager to develop Welsh-medium provision – Welsh language speech therapists are needed and in high demand – but they do not except to have more than three to four students in a cohort. However, this division may be considered to be the exception rather than the rule. Local line leaders – and others at universities – also need to realise that while Welsh-medium provision may not result the high gains and financial rewards of other areas (e.g., international student recruitment and research), that does not mean that Welsh-medium provision will fail to bring in a steady source of income.

In short, local line leaders need to realise that a course with small student numbers is not necessarily a course that lacks viability and sustainability. In fact, small student class sizes may increasingly become a commodity over time. As universities vie to increase their numbers of students, class sizes will increase – thereby decreasing the level of student-lecturer contact. Lower levels of access to lecturers can actually decrease the quality of the student experience, because they do not receive the hands-on guidance and mentoring that can play such an important role in the development of academic skills. In other words, local line leaders need to realise that Welsh-medium courses can become a unique selling point that will attract students, because these courses will come with a whole host of advantages, including (1) the development of the students' linguistic skills; (2) access to scholarships and work experience (assuming the Coleg continues to fund these schemes); and (3) increased student-lecturer contact (in addition, all of these advantages could be strengthened should the WG decide to make it cheaper for students to remain in Wales rather than go to other parts of the UK).

The second approach the Coleg can take, assuming it has not done so already, is to clearly explain when and where the Coleg expects collaboration and when and where it expects competition, and then communicate these expectations very clearly. As one of the Coleg-funded lecturers explained:

> *"…one of [the Coleg's] aims is to ensure that cooperation…between universities… and… making modules available… for someone in another university. And I think there is kind of, perhaps, an insecurity, as to how that actually works, because we are competing for the same students, and how you're meant to kind of share resources. It's that sharing ethos, which is great, but again we are competing for the same students at the end of the day."*

This insecurity as to "*how it [collaboration] works*" may not be particular to Coleg-funded lecturers. Another respondent explained that there have been tensions between the Coleg and universities in the past, when the Coleg has organised recruitment runs and presentations at secondary schools. According to this respondent:

> *"…a few marketing officers at the universities in the past have felt that we've been poaching on their ground. But, the reality is that we don't give preference to any individual university [or] discipline…So, if there has been a feeling within some universities in the past that we have been competing with them in terms of students, well, that's a fallacy, because obviously we give them the same amount of attention or, we advertise their courses as much as we advertise any other university's courses."*

It is not entirely clear how pervasive this confusion and insecurity regarding collaboration may be. Yet, if even Coleg-funded lecturers are unsure how collaboration actually works, then it is possible to assume that other academics and university personnel may be unclear as to when collaboration should occur, and when competition can take the forefront.

However, generating a set of ground rules pertaining to collaboration and competition may simply take time. The Coleg's work is still new, and ground rules will probably develop as the Coleg builds upon its work and key partners experiment with collaboration and cooperation. The key is for the Coleg to be conscious of this experimentation, to reflect upon it, and to clearly communicate their expectations as their relationships with universities continue to evolve.

A third approach the Coleg could take is to experiment with different staff contracts. As discussed in Chapter Five, it may be worth the Coleg's while to develop a separate set of research contracts. However, the Coleg could also develop contracts that might attract more experienced staff who have a history of producing REFable publications and generating viable provision. Universities may be more amenable to joint funding if the Coleg-funded lecturers already have experience in generating research/scholarship and provision.

Finally, a fourth approach would be to shift universities' perception of risk by changing the current reward system for universities. Currently, the Coleg and the universities have a separate set of risks and gains. If the Coleg requests that the universities engage in an activity that can result in failure (from the perspective of universities), then the rewards of the activity must be so great that the universities are willing to take the risk.

The current risk facing universities is that they will invest a significant amount of resources into staff and provision, and then fail to get a return on their investment. This risk faces universities whenever they invest in staff and provision. As one respondent explained:

> *"…from the universities' point of view, there are many challenges to do with viability, and… universities often develop something, and then pull back, and develop and pull back, and change something… It sounds rather whimsical, but quite often it has to do with knowledge base and leadership style, and what their interests are and how big the… university [is]."*

However, from the university perspective, the risk may be higher in the case of Welsh-medium teaching and provision, considering that it is not yet sustainable and does not result in the same level of financial reward. Thus, the universities' perception of risk and/or the current reward system needs to be shifted in order to increase collaboration in the area of Welsh-medium research.

However, shifting the perception of risk and the reward system is something that the Coleg cannot do alone. It will need the support of, and guidance from, the WG. Currently, the WG's higher education policy appears to be vague. This policy will need to be clarified if the WG is serious about promoting and developing sustainable Welsh-medium provision and research culture.

More specifically, in response to UK policy and the *Browne Review*, the WG expects Wales-based universities to become increasingly competitive at the international level. At the same time, public assistance to Wales-based universities is decreasing and the WG expects universities in Wales to become increasingly financially independent and market driven (Browne, et al., 2010); (WG, 2013a).

However, realistically, Welsh-medium higher education and research culture will not be able to compete at the international level. It certainly has the potential to attract an

international audience. There will always be international scholars and students who have an academic interest in the Welsh experience, and some of these individuals may be in the position to take advantage of Welsh-medium higher education as well. However, the number of these individuals will never be high enough to ensure that Welsh-medium higher education is sustainable outside of the UK, or even outside of Wales.

As universities in Wales become increasingly market-driven with an international focus, there is a risk that they may lose focus on the national element. A key way to keep the national element in focus is for the Government to set clear, concrete and specific expectations regarding the HE sector's role in developing Welsh-medium provision and research culture. The Government needs to come to a working agreement with the HE sector when it comes to this set of principles, and the Government also needs to realise that these principles will need to be renegotiated from time to time as the HE sector and its context changes. Furthermore, the WG may always need to invest in Welsh-medium research culture, perhaps through a research/scholarship funding council of its own, just as Westminster steadily and continuously invests in English-medium research across Britain via the Research Funding Council.

There may come a time when the Coleg is no longer needed, and when universities in Wales invest in Welsh-medium provision on their own accord. However, if universities continue to be market-driven, and if Welsh-medium provision continues to result in lower sources of revenue, then there is always the risk that Welsh-medium provision will be less of a priority for universities. Thus, there may always need to be a watchdog that monitors the quality and care of Welsh-medium higher education – just as there is quality control when it comes to English-medium higher education. The key question is who will guard Welsh-medium higher education – the WG; civil society; the increasingly competitive and market-driven leaders of universities; or the insider stakeholders, namely the staff and students within Welsh higher education? Ideally, it should be some combination thereof.

6.3.2 Conflict Orientation

Factor Dichotomy & Question

The centralised leadership's conflict orientation is the degree to which it **accepts** or **eschews** conflict. The following question was used in order to investigate this orientation:

- Could you tell me about a specific time when the Coleg faced a battle?

The Perspective of Respondents

The question pertaining to conflict orientation is the one question that did not ask for a dichotomy, and it was specifically phrased in a way to elicit a yes/no answer as well as a critical incident. Conflict can be a sensitive topic, and depending upon the individual, asking if an organisation avoids conflict can be as loaded as asking if an organisation accepts conflict. Thus, it was decided to let the respondents to define the dichotomy, although the data was carefully coded in order to identify times when the Coleg has either accepted conflict and/or avoided it.

There was not a single respondent who stated that the Coleg had experienced a battle. Respondents said that they did not know of any incident, or they stated that battle was too strong of a word. There appears to be two reasons for this response. First of all, respondents emphasised that the Coleg is simply too young to have faced a battle, and is still in its "*honey-moon*" stage. As one respondent explained:

> *"In truth, and it may be a function of the fact that the Coleg has only existed for four years, three years, I couldn't give you any examples of a battle we faced."*

Second of all, it appears that the Coleg's primary emphasis is on negotiation. As will become apparent shortly, the Coleg does not intentionally eschew conflict. Rather, the centralised leadership prefers compromise over conflict avoidance or conflict acceptance, primarily because negotiation and compromise facilitates collaboration. One respondent explained this orientation clearly and succinctly:

> *"Yes. One of the things we have identified, when, on occasion, when you have a difficult issue, the first thing we tend to do is bring the institution together, and try to find a way forward together. When we've failed to do that, I think we need to consider other approaches. So, that's one way, in most cases we're able to find a way forward through negotiation and discussion."*

However, it is important to note that the Coleg's centralised leadership can engage in, and manage, conflict, when negotiation and compromise do not offer a suitable solution. One respondent described the centralised leadership's approach to conflict:

> *"…we've got a whole set of relationships and interrelationships with bodies, some of whom we fund, at which point we can be… fairly… assertive in what we expect. And that sometimes can cause conflict. But it's adopting…. adopting some position of authority, because we are the funders. I mean, we know in the end, that we have the opportunity to say well, 'Sorry, those are our conditions. And therefore you will abide by the conditions, thank you very much. We will now move on.' So I think… there's a willingness to be assertive in relation to those we fund."*

This assertiveness appears when universities do not abide by the Coleg's funding agreements. At least four respondents mentioned that there have been some universities that have refused to abide by funding agreements on a few occasions. One respondent offered an example:

> *"We did have one instance last year, when one of the universities refused to sign a funding agreement, because they weren't happy with the obligation that was set on them to continue with the funding of individual posts, for whatever reason, when funding from the Coleg came to an end. So, we did have a slight battle then. But we withheld all of the funding for three months, and they caved quite quickly, because they couldn't do without the half million or whatever they were expecting from the Coleg. Because they needed the money to pay the salaries of the staff that were being funded. So, that was one, perhaps, example of a battle, but that was more of a storm in a teacup, rather than a battle, really."*

Other respondents mentioned that the Coleg's centralised leadership also need to deal with tensions and difficulties on a day to day basis. As one respondent explained:

> *"I think, though, not that they're in battle mode, but I think, on a daily basis, this is such a, you know, we can forget how difficult a project this is. So, I think they must come across battles quite often."*

These 'battles' were often redefined as 'tensions.' These tensions were discussed in chapters Four and Five, because they are for the most part associated with the resistance the Coleg's leadership meets as they engage in organisational change.

Discussion

It is important to note that the majority of critical incidents pertaining to conflict actually focused on conflict acceptance rather than negotiation and compromise. In fact, only two critical incidents emphasised negotiation and compromise, and both of these critical incidents came from one respondent. More than likely, these results are the result of the methodology, and the way that the question pertaining to conflict was phrased. If this study were ever to be repeated, it would be important to replace the conflict question with two questions. These two questions should reflect the dichotomy found in the interviews – negotiation on one end, and acceptance of conflict on the other. They could be phrased as:

- Could you describe a time when the Coleg used negotiation and compromise to alleviate a tension between itself and a key partner?
- Could you describe a time when the Coleg addressed a tension between itself and a key partner by firmly setting limits?

If this dichotomy had become apparent during the pilot study, these questions would have replaced the original conflict question. But the dichotomy only became apparent over the course of multiple interviews. However, redefining key factors under investigation is one of the purposes of exploratory research, and upon completion of this study, it is now apparent that negotiation and limit setting are more important to the Coleg than conflict acceptance and conflict avoidance.

It is possible to infer that negotiation and compromise are paramount to the Coleg's centralised leadership, even though there were only two critical incidents from one respondent pertaining to negotiation. This inference is based on the fact that the Coleg's overwhelming emphasis is on collaboration. Multi-institutional cooperation can only occur if negotiation and compromise take place. Considering that most of the Coleg's current provision and resources are the result of collaboration, it is possible to assume that this negotiation is indeed taking place.

It is important to note that whenever the Coleg has engaged in conflict, it appears to be due to the fact that the Coleg and the universities have differing needs. Around five of the critical incidents pertaining to conflict acceptance all focused on the fact that the universities

were unwilling to abide by funding agreements, either because they did not want to commit to funding a member of staff or because some local line leaders have been tempted to use the Coleg's funding in order to balance the department/school's budget. In short, the real battle is actually between the conflicting goals of the Coleg and the universities. Collaboration, negotiation and compromise do not occur all of the time because of the Coleg's and the universities' differing needs.

6.3.3 Problem-Solving Orientation

Factor Dichotomy & Question

The centralised leadership's problem-solving orientation is the degree to which it is **traditional** (implementing solutions with a record of past performance) or **innovative** (experimenting with new solutions). The questions used to investigate this orientation are as follows:

- Would you describe a time when the Coleg addressed an issue by using a solution that had worked in other situations?
- Could you tell me about a time when the Coleg experimented with a new solution in order to solve an issue?

The Perspective of Respondents

Most of the critical incidents from the interviews focused on traditional problem-solving methods. Whenever respondents were asked about traditional problem-solving, respondents emphasised that the Coleg uses organisational structures, bureaucratic processes and a formal planning process that are similar to the ones found in HE institutions. One respondent described the HE structures that can be found within the Coleg:

> *"… [there is] the Academic Board, and all kinds of sub-committees, more or less on the model of a university. So while the Coleg is surely not a university, it has a Dean, for instance. So, it has the performance of a university, and it is using some of the structures, some of the university structures. To great effect, considering that they are not one."*

The Coleg uses common bureaucratic processes – such as monitoring – and also works to streamline these bureaucratic processes in order to simplify them and minimise the

amount of time spent on bureaucratic and administrative work. The use and streamlining of bureaucratic processes are also considered to be examples of traditional problem-solving method:

> *"So, for example, we've recently reviewed the way in which we monitor the projects we fund. And we've developed, or are developing at least, a way of monitoring and managing projects that reflects probably more of our experiences with the Academic Staffing Scheme. So, we've tried to make… the more bureaucratic aspect of the monitoring process for the projects to be more in line with the Academic Staffing Scheme way of monitoring funding."*

Other respondents emphasised that the Coleg also uses a formal planning process that is common in the HE sector[54]. For example:

> *"…we have a formal planning process, we have criteria, we have awards that are made, I mean, all of our awards go through grant panels, and it's very, sort of, traditional on one level then."*

Furthermore, the respondents considered some of the work guided by the *Academic Plan* to be traditional. For instance, the Coleg's technological infrastructure, such as Y Porth (the Coleg's blackboard) and the video-conferencing network, is typical for the HE sector. However, the Coleg is using the technological infrastructure in a new way – through the medium of Welsh at a national, trans-institutional level.

Finally, one respondent considered negotiation, compromise, and collaboration to be an example of traditional-problem solving within the context of the Coleg:

> *"I think the traditional methods would be give and take, wouldn't they? That's the best to find a solution, it is through negotiation. And that's essentially the approach that we adopt at, as the starting point."*

In short, respondents considered the use of (1) HE structures and bureaucratic processes; (2) the formal planning process; (3) the technological infrastructure and (4) negotiation and collaboration to be examples of traditional problem-solving. These traditional-problem solving methods are designed to facilitate multi-institutional cooperation. For example, as one respondent pointed out, the bureaucratic structures, processes and planning process are the framework within which the HE sector operates:

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[54] This formal planning process is also an example of the Coleg's orientation towards decision-making, as discussed in Section 6.2.1.

> *"Even though the Coleg is new, it has to work within the academic framework of the universities. And that framework is developing all of the time, but it's a fairly similar framework across each institution, especially because they used to come under the banner of the University of Wales and its academic regulations, even though we've actually had responsibility a good few years now. There's still very similar things across the institutions."*

In other words, in order to successfully work with HE institutions, the Coleg needs to operate like an HE institution. In addition, the use of a formal planning process can facilitate the transparency of decision-making, thereby minimising the degree to which the Coleg can be criticised on process:

> *"…because we are a new institution, I think we make every effort to be very precise and organized and detailed, and methodical in our approach to things, so that it works… so we can't be criticized on process."*

Although most of the critical incidents from the interviews focused on traditional problem-solving methods, respondents did provide examples of innovation as well. When respondents were asked about innovative problem-solving, some would respond by emphasising that the Coleg itself was an innovation:

> *"I think it's an interesting question, because the… the Coleg itself… is clearly an innovation. I mean, by its nature… we've been established because the traditional methods weren't working. There were students protesting, blocking roads, and whatever else they did, to create the Coleg, because it was seen that the current dispensation wasn't delivering Welsh-medium higher education. So, in its core, it's innovative, disruptive and radical.[55]"*

Other respondents explained that elements of the *Academic Plan* are innovative, and they would cite examples. For example, the Coleg is experimenting with new ways of provision delivery:

> *"…videoconferencing, residential courses. Lectures are offered through videoconferencing, they are pre-recorded, then local seminars to follow up on that… we're very much committed to the principle that the student needs to have direct contact with an academic. But, that could be offered at the seminar level. The lecture might be provided by videoconferencing from another institution. So, a range of models…there are so many different ways of achieving that. But, as long as it's student centred, educationally supported, and justified, and it's responds to the quality agenda, the student experience is a positive one, the detail of how it's done, is less important."*

[55] It is worth noting that this quote is the source of this thesis' title.

In short, the Coleg's traditional technological infrastructure and collaborative orientation makes it possible for the Coleg to deliver national level provision in new and innovative ways.

From the perspective of the respondents, another example of innovation includes the different ways in which the Coleg funds teaching posts, such as the joint posts. These joint posts also allow the Coleg and the HE institutions to deliver provision nationally:

> *"I believe that the Coleg has looked at different ways of funding posts. So, for instance, now that we've looked at funding posts across two institutions. And, so if you have small cohorts in one and small cohorts in another, then you can fund a member of staff who works with both."*

It is important to note that these new ways of delivering provision require a significant amount of collaboration. For instance, one respondent described the type of collaboration needed in order to develop joint posts:

> *"Well, what we're trying at the moment is, we've bid for posts in [a particular subject area]. And we've been told that we're not getting it, we're not collaborative enough. So, we're trying to do…is to find another institution who is happy to work with us on joint post in [this particular subject area]…. But how we would then work with that institution? Could they take forty credits of ours, to fit into their degrees? If not forty credits, what could they take? Is it doable, is it possible, and if they can take forty credits, how is it then taught? Is it jointly taught? Is it video conferencing taught? Is it intensive weekend teaching? Those kind of things."*

However, there are times when joint posts and long-distance learning do not ensure effective delivery. When situations such as this occur, it is usually due to the fact that the universities have been unable to collaborate. When collaboration cannot occur, the Coleg may take a far more radical approach in order to ensure the effective delivery of provision. The Coleg's executive leadership has done this by starting to create a national framework that is independent of the HE institutions in Wales. For example, the Coleg has already developed two national posts:

> *"…there were requirements from various institutions in both History and Philosophy, of running modules, but no institution on its own was in a position to take on a full member of staff, with its normal process, as it were, with the Coleg appointments. So, the Coleg took – and I think it was a gamble, but it's a gamble that worked – of actually employing members of staff at the Coleg level, at a national level. So, for example, in Philosophy, we have Huw Williams, who was appointed by the Coleg. He was based here in Cardiff, but actually has teaching commitments in Cardiff, Swansea, in Aberystwyth and Bangor. And his job is a national job, rather than an institutional job. We also have the same in History with another person who is based*

> *in Swansea. So, I think that was a gamble that the Coleg took, to employ at the national level, rather than the institutional level. So, they are responsible, as it were, the Coleg is responsible for these people. And, both of those situations seem to work."*

An additional example includes the Coleg's approach to the subject area of Translations Studies:

> *"One example, we funded, we offered to fund two posts in Translation Studies, a year ago now. But, both of the applications were very similar. We felt there was an element of duplication, but we also recognized that this was an area that needed to be invested in, it needed to be supported and developed. And, but unfortunately, we couldn't get to a situation where the institutions agreed on an all-Wales approach… in our view, [they] wanted to do very much the same independently of each other."*

Some of the Coleg's official documentation addresses this innovative development in more detail. More specifically, the executive leadership's response has been to generate a national, Coleg-funded, School of Translation Studies that would span all of the major HE institutions (CCC, 2012a); (CCC, 2012b). In order to facilitate this new development, the executive leadership have appointed:

> *"…a project officer, an academic co-ordinator, currently working on a national framework which, if it can be agreed upon, we would then fund."*

In short, the Coleg and the HE institutions collaboratively create Welsh-medium provision, and they use new ways of delivering provision in order to ensure that students across Wales have access to it. However, when a lack of collaboration occurs, then some of the more 'mainstream' innovative approaches – such as joint posts – do not work. At that point, the Coleg's executive leadership take an even more radical approach.

Discussion

The Coleg's centralised leadership wants to promote, develop and sustain HE level, Welsh-medium provision. They also want to ensure that this provision is viable by developing a sustainable cohort of students who take advantage of this provision.

The Coleg's primary response to these challenges is to engage in multi-institutional cooperation. The centralised leadership's first priority is to collaborate, and they use negotiation, compromise, and traditional problem-solving methods to facilitate this

collaboration. However, it is also in a position to utilise a more innovative approach when the traditional problem-solving methods do not work. This ability to use both innovative and traditional problem-solving shows a great deal of flexibility on the part of the Coleg. It indicates that the Coleg has an ability to respond to situations with both types of problem-solving orientations.

It is important to note that the WG expects universities to be more flexible and innovative in the development, delivery and duration of programmes. In its higher education action plan, detailed in the document *For Our Future*, the WG emphasised that it expects universities to develop distance learning, part-time learning opportunities, e-learning opportunities so that a whole range of people can have access to higher education.

Based on the data, it is possible to say that the Coleg is delivering on this policy vision, thereby placing Welsh-medium provision in the vanguard when it comes to flexible programme design and delivery. Although the Coleg's primary motivation has been to ensure that a limited amount of provision can be delivered to students nationally, the centralised leadership's orientations towards problem-solving has allowed the Coleg to successfully implement some of the WG's higher education policy.

6.4 CONCLUSION

This chapter has presented the findings regarding the orientations of the Coleg's centralised leadership. The next, and final, chapter evaluates the Coleg's organisational structure, leadership arrangements, and orientations. It does so by assessing how these factors allow the Coleg to address and to overcome the challenges that it faces. In the process, the next chapter identifies areas of strength and opportunities for growth. The next chapter concludes by identifying areas in need of further research.

CHAPTER SEVEN

CONCLUSION

7.1 INTRODUCTION

Because of the Coleg's age, it is too early to evaluate whether or not it can (1) successfully implement language planning and (2) have a lasting effect on Welsh-medium education and the overall vitality of the Welsh language. Instead, this investigation has utilised a combination of primary document review and semi-structured interviews in order to evaluate (1) the ways in which the Coleg's leadership approach the challenges associated with Welsh language provision planning at the HE level, and (2) whether or not these collective patterns of response are conducive to effective language planning. Thus, this thesis is not a mid-term evaluation of the Coleg. Rather, it is an evaluation of the Coleg's mechanisms for growth.

In order to evaluate these mechanisms, this chapter has developed a cohesive picture and assessment regarding a number of the Coleg's features, including its organisational structure, leadership arrangements and orientations. This chapter identifies the strengths of these various features, and, where applicable, it identifies either the potential difficulties or the opportunities for growth associated with them. Finally, it provides recommendations pertaining to these potential difficulties and opportunities for growth. Many, if not all, of these strengths, potential difficulties, opportunities for growth, and recommendations have already by identified throughout this thesis. The purpose of this chapter is to present information in a systematic and coherent format.

Furthermore, this chapter's emphasis is on providing what is essentially an evidence-based and research-based framework for discussing the Coleg's strengths and opportunities. This chapter is designed to allow both the Coleg and others to speak about the Coleg's strengths and opportunities in a concise and succinct manner, with the knowledge that these strengths and opportunities were identified through research and an analysis of evidence. Furthermore, it is important to note that all of the recommendations are

intentionally broad. In the end, the Coleg's leadership are in the best position to identify approaches regarding potential difficulties and opportunities for growth. Thus, these recommendations are designed to stimulate a reaction, including debate and discussion[56].

In order to ensure clarity, the remainder of this chapter has a very specific structure. The next section, Section 7.2, is divided into three sub-sections, which in turn are divided into four additional parts. Sub-section 7.2.1 focuses on the internal organisational structure of the Coleg's hub. The first segment of Sub-section 7.2.1 provides a description of the hub's organisational structure, which was analysed in detail in Chapter Four. The second segment within Sub-section 7.2.1 identifies the areas of strength associated with the hub's organisational structure. The third segment identifies the potential difficulties associated with the hub's structure, and the fourth offers recommendations regarding these potential difficulties.

Sub-section 7.2.2 addresses the structure of the Coleg's leadership arrangements, and is comprised of four parts offering a description of (1) the organisational structure of the leadership arrangements; (2) the strengths of this structure; (3) the potential difficulties that may stem from the structure; and (4) recommendations regarding these potential difficulties.

Sub-section 7.2.3 focuses on the orientations of the Coleg's centralised leadership. The first segment provides a description of the orientations of the centralised leadership, and it concludes with a description of the primary, overarching strength of these orientations. The second segment identifies two opportunities for growth, and provides recommendations pertaining to these opportunities. As Chapter Six addressed these opportunities, and offered recommendations only a summary will be provided in this chapter.

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[56] There is also a possibility that the Coleg's people have already thought of the suggestions that are now offered in this chapter, and they may have implemented (or be in the process of implementing) these ideas. The Coleg's people are engaged in a high volume of work, and not even the interviews and the official documentation may have communicated all of the past and current work and results to date. If this is the case, then at the very least, the Coleg's people now have an outside, research-based perspective that also concluded that certain courses of action could be particularly apposite ways to approach the potential difficulties and opportunities for growth facing the Coleg.

The entirety of Section 7.2 ends with a table that visually summaries the areas of strength; potential difficulties/opportunities for growth; and the recommendations.

This chapter concludes with Section 7.3, which identifies areas of the Coleg that could utilise further research. This research could be conducted by the Coleg for itself, or by university-based researchers. If the latter investigate these areas, then the research would also likely be of value in developing a number of academic fields, particularly organisational psychology/behaviour; leadership studies; and language policy and planning.

7.2 Y COLEG CYMRAEG – AN EVALUATION

7.2.1 The Organisational Structure of the Coleg's Hub

Description of the Hub

The hub is comprised of a central governing body and a central operations body. In turn, the central governing body is comprised of a number of organisational units (e.g., committees and sub-committees, some of which are permanent, and some of which are temporary). The central operations body is comprised of different teams, which consist of individuals with different job functions.

The central governing body is engaged in a formal planning process. More specifically, it identifies (1) the organisation's goals and overarching aims and (2) the targets regarding levels of provision and student numbers within specific subject areas at specific locations across Wales. It also develops strategies for meeting these goals and targets, which provide a systematic basis for distributing funds for staff, students, and projects in order to increase levels of provision and student numbers.

The central operations body engages in a great deal of operational work that supports this formal planning process. This operational work consists of bureaucratic processes that support formal planning process (for instance, senior managers and development officers facilitate the bidding and monitoring processes). This work is also designed to support student recruitment and increase student numbers (for instance, the marketing and communication's team and other development officers engage in school visits

and recruitment runs). The core staff at the central operations body are also engaged in leadership practice. Furthermore, the senior managers participate in the formal planning process, and both senior managers and development officers are engaged in project management and/or facilitation.

Areas of Strength

The Coleg's hub is characterised by at least one cardinal strength: the internal structure of the Coleg's hub is organic in nature. This organic internal structure allows the individuals based at the hub to utilise their resources (including their time and their funding) efficiently. It also ensures that their work can be highly integrated. This organic nature is characterised by two aspects.

First, the leaders based at the central governing body have the ability to create committees and taskforces in order to address new developments, and then to disband these committees and taskforces once they are no longer needed. The creation of temporary taskforces and other sub-committees allows the Coleg's centralised leadership to focus on specific topics and issues that may not otherwise receive due care and attention.

Second, the central governing and operations bodies are comprised of units (e.g., committees and sub-committees) and teams (e.g., the information services team, the marketing and communications team) that engage in "*cross cutting work*." In other words, the membership of these units and teams is fluid, with individuals participating in the work of more than one unit or team. This fluid membership has three benefits:

1. Because individuals are able to sit on multiple committees and work across teams, it is arguably easier for information, ideas and discussions to be communicated across the different organisational sub-units that comprise the central governing and operational bodies. This communication can reduce the unnecessary duplication of work.

2. This fluid membership can also maximise organisational integration and efficiency; if each committee and team knows about the work of the other committees and teams,

then each committee/team can carefully tailor its work in order to support and to complement the work of the other units.

3. Finally, this cross cutting work and high levels of team integration allow the Coleg to operate with a lower number of both employed staff and 'voluntary' staff, thereby ensuring that HEFCW funds are directed towards the Coleg's academic work rather than to internal posts and to the organisational structure. This is an efficient and ethical use of government funds, because it promotes transparency and accountability of actions.

In short, the hub's organic internal structure is a strength because it enables the individuals at the hub to efficiently utilise their time and financial resources, and it increases the integration of the work of these individuals as well.

Potential Difficulties

It is important to note that this organic nature (including the creation/disbandment of committees and cross cutting work) is a double edged sword. Although the organic internal structure is a strength, it also has the potential to result in two distinct difficulties.

First, there is always the possibility that committees, sub-committees, and taskforces will begin to proliferate. The Coleg's executive leadership will need to be careful that the organic nature of the organisation does not result in unneeded layers of bureaucracy, since this can decrease overall efficiency by increasing work or slowing down the planning process.

Second, the hub is comprised of a small group of people who are essentially responsible for a heavy workload. The Coleg's centralised leadership have a high volume of work, but they simultaneously have a limited amount of time and financial resources. Therefore, they must prioritise their work in order to ensure that both the subject planning and the student recruitment receive the appropriate level of resources, and the annual *Action Plans* provide a framework for doing so.

However, even with a structured programme in place, there is a real risk that the work may not be completed, which could result in the derailment of some of the Coleg's

academic work. This potential risk is exacerbated by the fact that the priorities of the Coleg's centralised leadership are not necessarily the same as the priorities of their key partners and collaborators – the universities. This difference in priorities means that there may be times when the Coleg's centralised leadership receives a great deal of pressure from the universities that pulls them away from their priorities.

Recommendations

There are two recommendations, each one pertaining to one of the two potential difficulties identified above – the potential for the proliferation of bureaucracy, and the potential for the Coleg's staff – especially the core staff – to be drawn away from their programme of work.

First, it is important to note that the Coleg's centralised leadership are currently exercising care in regards to the proliferation of bureaucracy. They do emphasise the streamlining of bureaucratic processes, and they are careful to disband sub-committees and taskforces once they have fully served their purpose. However, as the Coleg matures and grows as an organisation, its leadership may find it useful to intermittently have an internal or external consultant (1) assess their organisational structure and processes and (2) offer suggestings regarding the streamlining of bureaucratic structures and processes so that the Coleg can maintain maximum efficiency. It certainly appears that the centralised leadership streamline their bureaucracy on a regular basis. However, the Coleg staff also are engaged in a high volume of detailed work on a daily basis. Because they are so committeed to executing their heavy workload, there could be times when they lose sight of the larger picture as the organisation begins to expand. Thus, it may be useful to have one person step back and evaluate the organisational as a whole at regular intervals as the organisation continues to develop.

Second, in order to minimise the possibility that they are pulled away from their priorities, the Coleg's centralised leadership can educate, and frequently remind, key partners about the Coleg's *Action Plans*, its operations, its structure of work, and its priorities

(assuming, of course, that the Coleg is not doing this already). These plans do not appear to be available to the public, and it is not entirely clear how the Coleg's centralised leadership operates on an annual basis. Increased understanding has the potential to facilitate future interactions. Universities and local line leaders still may be disgruntled when the Coleg focuses on work that differs from their priorities, but they will at least have a better understanding as to why the Coleg made such a decision.

7.2.2 The Coleg's Leadership Arrangements

Description of Leadership Arrangements

The Coleg has a complex organisational structure and set of leadership arrangements, which are based upon a hub and spokes structure and a matrix structure respectively. It is important to note that the Coleg's organisational/hub and spokes structure and its leadership/matrix structure are interrelated. In many respects, the Coleg-based leadership roles and responsibilities are actually an offshoot of the Coleg's organisational structure. More specifically, when an individual volunteers with or works for the Coleg, their leadership role is actually determined by (1) the organisational unit to which they belong and/or (2) their job function within that organisational unit. For instance, an individual who volunteers for the Academic Board becomes an executive leader, simply because of the remit of the Board and the type of job responsibilities associated with being a Board member. A person who is employed as a Coleg Officer becomes an internal networker, because of the responsibilities associated with this job. In short, within the Coleg, there is a great deal of overlap between a person's job function and their leadership responsibilities. In turn, their job function can be determined by the organisational unit to which they belong.

Furthermore, the leadership/matrix structure is a direct result of the type of people who comprise the Coleg's population. More specifically, except for the central operations body, all of the Coleg's organisational units are comprised of individuals who are working within the universities as academic staff and/or personnel. Within the Coleg, these individuals are either executive leaders or internal networkers. However, because these

individuals also have full time careers within universities, they also are in a position to take on different types of leadership roles within their institutions, including executive leadership, local line leadership, and internal networking roles. And in truth, such responsibilities may be directly related to their perceived chance of promotion within their own university.

Finally, it is worth noting that the university-based executive leadership and local line leadership roles are also based upon job function as well. For instance, the Welsh Language Scheme Co-ordinator job has a number of responsibilities that are essentially executive leadership responsibilities; thus, anyone employed in this position is also an executive leader. Furthermore, if an individual is the head of a school/department, they are automatically local line leaders. However, a person can still engage in leadership, even if this individual lacks some form of job-related positional authority. Such an individual can go on to become an internal networker.

Areas of Strength

One of the primary strengths of the Coleg's leadership arrangements is as follows: it allows for maximum integration within the universities. This integration, in turn, gives the Coleg the potential to have maximum impact upon the universities.

More specifically, the Coleg is not just an outside body that is coming into the universities to change them. Rather, because of its Branches, and its leadership arrangements in particular, the Coleg has the real potential to become an integral part of the HE institutions in Wales. Currently, as a result of its leadership arrangements, the Coleg already has a number of supporters within the universities.

In fact, the Coleg can best be described as a hybrid. It is both an outside agency on the one hand, and a forum comprised of, and for, university people on the other. In other words, it is a government-funded, semi-state language promotion and planning agency with the authority to engage in action without necessarily obtaining the agreement of all partners (specifically, universities). Yet simultaneously, it is an organisation that is comprised of university academics and personnel who bring their knowledge, skills and expertise to the

table. These individuals certainly are committed to supporting Welsh-medium higher education as a whole. But they also are committed to their respective institutions, and they want to develop specific subjects at their respective universities. In short, the combination of the Coleg's organisational structure, leadership arrangements, and population has resulted in a hybrid organisation that is increasingly integrated with its key partners – the universities in Wales.

In turn, these high levels of integration provide the Coleg with the opportunity to engage in effective change. More specifically, organisational change often derails because changes consist of decisions from the outside and/or from the 'captains at the helm' (who are often executive leaders). Positional authority is certainly a necessary component of organisational change, especially within the context of hierarchal organisations. In order for decisions regarding change to be implemented, then they need to be made in the first place, and within hierarchal organisations – such as universities – the decisions that effect change usually need to come from, or receive support from, the top. However, although the executive leaders make the decisions, it is the people 'on the ground' (or the local line leaders and internal networkers) who implement them. If the 'people on the ground' refuse to cooperate, then change will not be enacted[57].

Because of the Coleg's leadership arrangements and matrix structure, it has both types of leaders within the universities. The organisation has the support of the universities' executive leadership, and it also has both local line leaders and internal networkers who are

[57] The three main sources for the statements in this paragraph are Cameron (2008), Senge(1996), and Spillane & Diamond (2007). However, additional research pertaining to the relationship between leadership and change can be found on both the McKinsey & Company's website and in its quarterly journal, the *McKinsey Quarterly*. McKinsey is a global management consulting firm, but its research branch produces applied research and a number of publications pertaining to a wide range of business topics, including organisational transformation, leadership, and the interrelationship between the two. In fact, in one of its articles, McKinsey consultants (Cross, et al., 2007) highlighted the role that matrix structures can play in effecting organisational change. In addition, the article also highlighted the need for organisations to 'break down silos' – or, in the words of the Coleg, engage in "*cross-cutting work*" – in order to enact change as well. The Coleg's people have developed these approaches spontaneously. In addition, a US based think tank, the Centre for Creative Leadership, also produces applied research pertaining to the relationship between organisational change and leadership as well.

working ‘on the ground.’ More specifically, the local line leaders are in a position to prioritise Welsh-medium provision within their departments/schools. Furthermore, both local line leaders and internal networkers (1) manage projects that will result in change and provision development and (2) engage in leadership practice so that they network with others in order to influence their perceptions regarding the new provision and oncoming changes, and in order to cultivate their support and goodwill for these developments and changes as well.

Potential Difficulties

There is a real potential for confusion regarding the Coleg, as a result of (1) the complexity of its organisational structure and leadership arrangements and (2) its hybrid nature.

More specifically, it is difficult to grasp the Coleg conceptually. The Coleg is a predominantly virtual network of affiliated academics/university personnel who have organised their network by utilising two distinct, yet interdependent, models – a hub and spokes model and a matrix model.

In addition, the Coleg’s hybrid nature makes it difficult to balance the power between the Coleg and the universities. In many respects, the Coleg is an outside agency that is able to take developments forward without the agreement of all partners. However, except for the central operations body, all Coleg staff (both employed staff and ‘volunteers’) are members of universities. As a result of its leadership arrangements and Branches, the Coleg is also integrated into the universities themselves. Furthermore, the Welsh universities are invested stakeholders, and through their representatives on the Board of Directors and the Academic Board, they play a significant role in developing Welsh-medium provision.

In short, the Coleg is an outside agency integrated into the universities on the one hand, and it is simultaneously an organisation comprised of, and for, universities on the other. These amorphous and blurry boundaries can make it difficult to differentiate between the Coleg and the universities. In practice, this means that it could become increasingly difficult for the Coleg to take action independently of the universities. The Coleg’s current

structure allows for maximum integration, which in turn can result in maximum impact. However, high levels of integration can make it difficult for the Coleg to work independently of its key partners.

Finally, the hybrid nature is also an issue for Coleg-funded lecturers. In one sense, the Coleg is a language planning, semi-state agency operating as a proxy-government department. On the other hand, it is also a forum for university professionals committed to the development of Welsh-medium higher education as a whole, as well as Welsh-medium provision at their institutions. In addition, the Coleg is also an outside grant-funding body in relation to the Coleg-funded lecturers. Furthermore, the Coleg-funded lecturers are simultaneously members of the Coleg's organisation and wider community on the one hand, while they are members of teams and departments within universities on the other. In practice, this means that Coleg-funded lecturers may not know "*to whom exactly they are accountable, whether to their institution, as their employer, or [the Coleg], as their funders...*"

In conclusion, the potential for confusion can occur on at least two different levels. First, the Coleg's organisational complexity and hybrid nature can make it difficult for individuals to conceptualise the Coleg. It can also make it difficult for individuals to understand and/or navigate the role that they play within the Coleg, and how that pertains to their work within their university, especially in the case of Coleg-funded lecturers.

Second, the ambiguity surrounding the Coleg's structure and boundaries can also make it difficult for the Coleg and the stakeholders within the HE sector to maintain an effective balance of power that simultaneously allows for (1) action that is independent of the universities; (2) high levels of integration within the universities; and (3) high levels of university commitment and engagement with the Coleg's work. This element of ambiguity comes into play most forcibly when the Coleg representatives need to be able to persuade University senior managers or Heads of Schools of the value of their initiatives, and the respective decision-makers are not intuitively au fait with the role and remit of the Coleg, let alone the implications for specific schools when it comes to encouraging Coleg developments.

Recommendations

The Coleg might find it useful to formally discuss, develop, establish, and communicate a set of ground rules regarding (1) the formal relationship which reflects the balance of power between the Coleg and universities and (2) the accountability of Coleg-funded lecturers. It may be that these ground rules can only be developed over time, as the Coleg's leaders identify and reflect upon patterns of behaviour that appear to work best.

In regards to ground rules pertaining to the balance of power, the Coleg's leaders may need to be prepared to change these rules in response to the ways in which the universities engage with Welsh-medium provision. Furthermore, it is important to note that Welsh-medium higher education and provision will always need a certain level of objective oversight, even if the universities do fully engage in Welsh-medium higher education, and begin to invest in, and plan for, Welsh-medium higher education independently of the Coleg. Even English-medium higher education and provision is subject to a certain degree of objective oversight, so the monitoring of HE level, Welsh-medium provision would not be an exception to the norm.

However, the Coleg needs to bear in mind that the monitoring and oversight of Welsh-medium provision may never be clear cut, simply because (1) it is a minority language operating within the context of a dominant language and (2) it will always have a small number of native speakers (even if Wales becomes a fully bilingual nation). Thus, Welsh-medium higher education may always need to be collaborative endeavour, which usually requires more work than its mainstream counterpart. In that sense, the majority have a significant role to play in minority-language education as argued in the 'Mask of Piety' (Williams, 2013).

In addition, it may always be an endeavour that brings in lower levels of return in comparison to other areas (e.g., international research and student recruitment). Thus, even when self-sustaining and robust, universities as a whole may always have a tendency to focus on the international, or wider UK, aspect at the expense of the national. Therefore, HE level, Welsh-medium provision may always need higher levels of oversight in comparison to

its more mainstream counterpart. There might always be a need for a specialist agency that works to ensure that the universities shoulder responsibility and take accountability for the national aspect. However, the degree to which this specialist agency needs to be integrated with the universities may change as Welsh-medium higher education is normalised.

In regards to the Coleg-funded lecturers, their levels of accountability should be determined on a case-by-case basis. The degree of departmental resistance and support that Coleg-funded lecturers face can play an important role in the degree to which the Coleg-funded lecturers promote the Coleg within departments. If they are stationed in a department that is resistant to the idea of the Coleg and/or Welsh-medium provision, then the Coleg-funded lecturer may need to prioritise their personal integration over the promotion of the Coleg. Such a response may be necessary to ensure the overall success of the provision; if the Coleg-funded lecturer manages to integrate effectively, then their work is much more likely to be accepted (not to mention, their long-term career within the department/school is more likely to be safeguarded as well).

However, it is also important to note that a critical threshold can be reached. If there are enough Coleg-funded lecturers in place within a department/school, then these individuals can essentially 'march to the beat of their own drum' – a prime example would be the lecturers within the Business Studies division at South Wales and Cardiff Metropolitan. Even though these Coleg-funded lecturers are based within institutions that do not necessarily value Welsh-medium higher education, they have been able to create their own distinctive sub-culture.

In other words, as the Coleg's appointments continue to increase, expand and develop, the Coleg may begin to see differentiated patterns of behaviour. The Coleg may find that certain levels of accountability to the Coleg work best in certain situations, making it easier for the Coleg to assess situations and then to establish a set of expectations for different situations. These expectations can be communicated to new (or even established) Coleg-funded lecturers and their departments/schools, so that everyone – the Coleg, the

Coleg-funded lecturer, and the department/school – understands how the various levels of accountability to both the Coleg and the department/school will be handled.

7.2.3 The Orientations of the Coleg's Hub

Description & Strengths

An organisation's orientations are actually the collective orientations of the individuals who comprise the organisation. Their orientations consist of their tendencies to behave in certain ways in response to challenges. This investigation focused on six orientations, including the Coleg hub's decision-making, target, action, partnership, conflict, and problem-solving orientations (most of these were identified *a priori*, although two were identified over the course of the pilot study).

During the data analysis, it was found that these six orientations can be grouped into two clusters, each comprised of three orientations. Three of these orientations – decision-making, target, and action – are highly interrelated, and primarily concerned with identifying and meeting goals and targets. The other three – partnership, conflict, and problem-solving – are also highly interrelated with each other. These orientations allow the Coleg's centralised leadership to respond to the challenges associated with their work in a number of different ways.

However, there is an additional layer of complexity – the interrelationships between these two clusters, because in essence the two clusters are mutually interdependent rather than mutually exclusive. More specifically, the Coleg's decision-making and action orientations also allow them to respond to the challenges in their operating environment. In addition, the challenges that face the Coleg's leadership can prevent them from reaching their goals. Thus, by using a range of approaches (e.g., collaboration, negotiation, innovative problem-solving) to address these challenges, the Coleg's leadership are more likely to reach their goals and meet their targets. The remainder of this segment summarises and evaluates the interrelationships both within and between the two clusters of orientations.

There are numerous interrelationships. Therefore, each interrelationship is depicted with a figure, in order to make it easier for the reader to visualise them.

The Coleg's emphasis is on formal planning (in other words, its primary decision-making orientation is formal planning). However, the centralised leadership use experienced-informed intuition to inform this formal planning process and to assess the potential of any given situation. This assessment informs the development of their *Subject Plans*, which in turn determine how they distribute funds and award grants. They also have an ability to assess the potential of individuals, and this ability informs who they hire as Coleg-funded lecturers.

Thus, the Coleg's centralised leadership is flexible enough to operate on both ends of the behavioural continuum, although they tend to engage in formal planning to a greater extent. This combination of (primarily) formal planning and (to a lesser extent) experienced-informed intuition allows them to identify goals and targets, and then formulate strategies, or plans of action, that allow them to reach those goals and targets. The interrelationship between the Coleg's two decision-making orientations is visualised in the figure below:

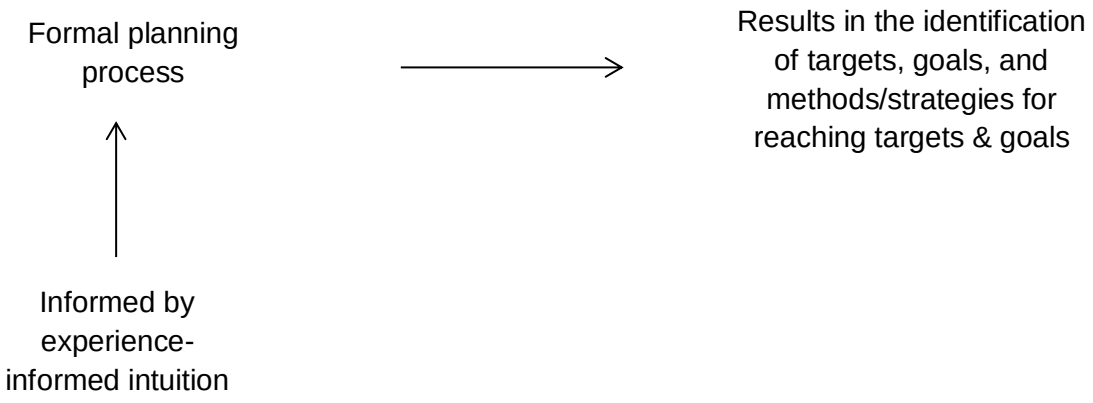

Figure 7.1 The centralised leadership's decision-making orientations

In addition, the centralised leadership's formal planning process allows them to be both proactive and opportunity-driven. For instance, the formal planning process actually allows the executive leadership to successfully predict and then meet some of the benchmarks set out in the Coleg's *Subject Plans*. It also allows them to predict and to

prepare for a wide range of risks. In addition, they have even developed an additional organisational process that allows them to take advantage of sudden opportunities.

However, their formal planning process can result in reactivity. This formal planning induced reactivity is most apparent in regards to the Coleg's projects. While a project is being implemented, an institution may change its syllabus or change the way it delivers provision. But, before the academics on the ground can change the project, they need to obtain approval from the Directors and Board. Several respondents commented that by the time they have received the approval, the situation had changed again. The interrelationship between the Coleg hub's formal planning process and its three different action orientations is visualised below:

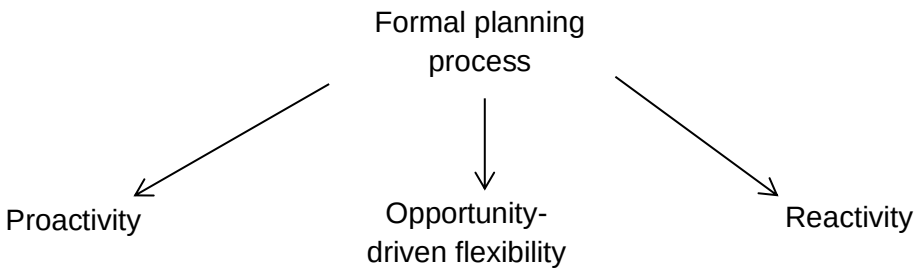

Figure 7.2 Relationship between decision-making and action orientations

The Coleg's action orientations also influence both the formal planning process and the degree to which the Coleg's work reflects its targets. For instance, if a particular subject area at a specific location shows real potential, the Coleg's centralised leadership will begin to fund the area – even if they do not have a strategy or plan for the subject area yet. The leadership's ability to engage in opportunity-driven flexibility allows them take advantage of sudden opportunities, and they aggressively follow-up with funding when they see signs of initial process at all costs. In other words, because of their opportunity-driven flexibility, the centralised leadership are willing to deviate away from their original plans of action in order to ensure the overall success of their mission.

Respondents defined target orientation as the degree to which the hub's operational work reflects the targets. Operational work consists of activities and bureaucratic process that support (1) the formal planning process (e.g., the facilitation of the bidding processes; the monitoring of projects, staff and students) and (2) student recruitment. However, although they emphasise the reflection of the targets, the Coleg's centralised leadership do not rigidly adhere to their structured programme of operational work. They will incorporate work associated with the development of new and sudden opportunities, which is an example of how their opportunity-driven flexibility influences their approach to targets and to formal planning.

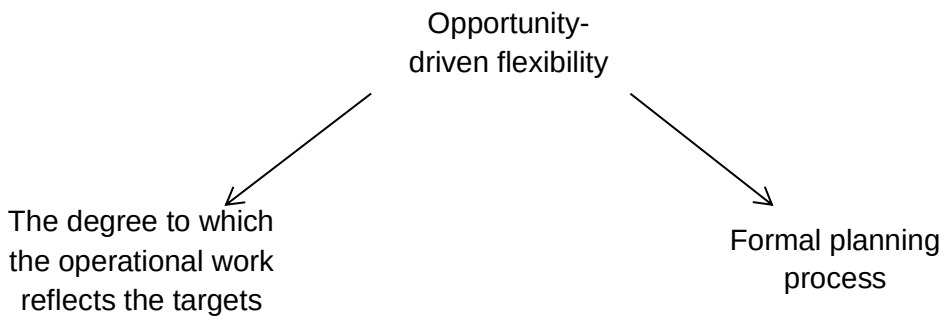

Figure 7.3 Relationship among action, target, and decision-making orientations

Because the hub (and the central operations body in particular) is operating with limited staffing capacity, the centralised leadership work to ensure that their operational work reflects targets. By definition, they do not want to have a proliferation of processes and structures that do not actively contribute to the Coleg's mission and work. Thus, the centralised leadership have developed a structured programme of work, detailed in their annual *Action Plans*. This programme of work ensures that all necessary work is completed, while simultaneously ensuring that unnecessary work is not created.

In order to ensure that the work is efficient and reflects targets, the centralised leadership will streamline bureaucratic processes in order to make them more efficient and easier for a small group of people to administer. More specifically, the centralised leadership will streamline processes in order to reflect more efficient practices that have proved to be

useful in the past. In fact, this streamlining processes is an example of the centralised leadership's problem-solving orientations. When they streamline process in order to reflect more efficient practices that have proved useful in the past, they are engaging in traditional problem-solving. It is unclear if the centralised leadership have experimented with new processes in order to maximise efficiency, but if they have done so, then they have essentially applied their innovative problem-solving orientation to their operational work and processes. Finally, it is worth noting that this streamlining is also an additional example of the Coleg hub's organic internal structure. The centralised leadership have the ability to change aspects of their bureaucracy in order to meet their needs, and they use their problem-solving orientations to engage in this change:

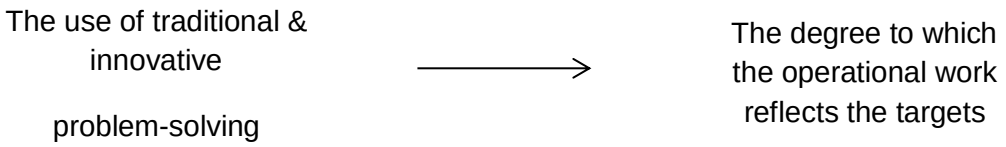

Figure 7.4 Relationship between problem-solving and target orientations

The centralised leadership's partnership, conflict, and problem-solving orientations allow them to effectively address and manage the challenges associated with HE level, Welsh-medium provision, although it is important to note that their decision-making and action orientations allow them to address these challenges as well. The Coleg faces two primary challenges that are each exacerbated by several underlying factors. The challenge of student recruitment and retainment is exacerbated by:

1. low levels of student demand and student numbers, as a result of current trends in linguistic progression and student perceptions; and
2. the geographical dispersal of this low number of students.

The challenge of developing Welsh-medium provision is exacerbated by

3. the traditional lack of planning, with current levels of planning still overly dependent upon the work of individuals as a result of (a) limited financial and staff capacity and (b) limited adherence to normalisation and its implications; and

4. organisational resistance on the part of schools/departments.

These are the four factors against which the orientations of the centralised leadership should be evaluated.

The Coleg's centralised leadership approach to addressing the first three factors has been multi-faceted, and they have used a combination of the following approaches to address them:

1. experienced-informed formal planning that is both proactive and opportunity-driven in nature;
2. collaboration; and
3. innovative and traditional problem-solving.

The Coleg's experienced-informed formal planning and their proactive and opportunity-driven action orientations have allowed them to begin to address the traditional lack of HE level, Welsh-medium provision planning and the low numbers of students. Because of their decision-making and action orientations, they have been able to increase provision levels, members of staff, and student numbers at specific locations within specific subject areas.

More specifically, the centralised leadership's current experienced-informed formal planning process has allowed them to lay the systemic framework needed to support a wide range of Welsh-medium opportunities within the HE sector. In turn, this framework has resulted in increased levels of provision, as well as an increase in the numbers of students taking advantage of this provision. Many of the Coleg's current success stories, such as Business Studies at South Wales or Law at Cardiff, are partially the result of the Coleg's formal planning process, which is both proactive and opportunity-driven in nature (only partially, because these success stories are also the result of the hard work of the Coleg-funded lecturers).

In other words, the new developments in Welsh-medium provision across Wales, as well as the appointment of staff, projects, and scholarships, is the direct result of the Coleg's proactive formal planning endeavours. Furthermore, because the centralised leadership

engage in opportunity-driven flexibility, they are able to deviate from their strategies and programmes of work so that they can take advantage of sudden opportunities (such as the development of Art & Design provision at Cardiff Metropolitan, or the development of a wide range of projects – such as the Translation Studies Project – which allow for the development of further provision and resources) or follow up with funding in areas showing initial success.

The Coleg has used a combination of both traditional problem-solving and innovative problem-solving to overcome the factors listed above, although as discussed in Chapter Six, the Coleg appears to utilise traditional problem-solving more often than innovative problem-solving. In fact, the respondents considered the formal planning process, along with some of the Coleg's technological infrastructure and bureaucratic structures and processes, to be a form of traditional problem-solving. In order to successfully work with HE institutions, the Coleg needs to operate like an HE institution, and a number of the Coleg's processes, including its formal planning process, allow it to do so. In other words, the use of formal planning is a traditional method, and the Coleg's centralised leadership have consciously used it in order to facilitate multi-institutional cooperation.

The new provision has been the result of collaboration among the Coleg and their key partners. The Coleg cannot create Welsh-medium provision without the collaboration and cooperation of Wales' universities. The geographical dispersal of students, combined with low student numbers and limited student demand in the short-term, means that cross-institutional provision is essential.

This collaborative provision is also innovative, which also helps to side-step the problem of geographical dispersal. The Coleg is experimenting with new ways of provision delivery in order to ensure that the provision can be accessed by students across Wales. In addition, its use of technological infrastructure can be considered a traditional problem-solving method that allows them to deliver provision collaboratively (the Coleg is essentially using technology that has been systemically used within the HE sector – for instance,

blackboard and video-networking – but the Coleg is using it at across institutions at a national level).

In short, the Coleg's centralised leadership are using both innovative and traditional problem-solving methods in order to ensure that provision can be delivered collaboratively at a national level. This collaborative provision is necessary in order to side-step the 'problem' of a low number of geographically dispersed students. The centralised leadership's innovative and traditional problem-solving orientations have also allowed them to further develop provision as well, thereby addressing the traditional lack of Welsh-medium provision. In short, the Coleg's traditional and innovative problem-solving orientations help to facilitate their collaborative approach, which is visualised below:

Traditional & innovative problem-solving → Collaboration

Figure 7.5 Relationship between problem-solving and partnership orientations

However, collaboration does not always occur automatically, partially (if not largely) as a result of organisational resistance to change. The Coleg's centralised leadership appear to approach organisational resistance to change primarily in three separate ways. In order to overcome resistance, and simultaneously facilitate collaboration, the Coleg's centralised leadership will engage in negotiation and compromise, and if this does not work, they will engage in conflict with the universities by firmly setting limits and using their funding as leverage. When the Coleg's centralised leadership simply cannot find a way forward with the universities, they will engage in some innovative problem-solving (e.g., their development of the School of Translations Studies and their development of the national posts are examples of innovative, even radical, problem-solving in response to a lack of cooperation on the part of the universities).

In sum, the only area in which the leadership adhere strictly to one approach is collaboration. The Coleg only engages in collaboration; the organisation simply does not

compete with any other organisations. However, it is worth mentioning that this approach is reasonable. The Coleg was not designed to compete with any other agencies or organisations. Rather, its remit is to develop Welsh-medium provision in new subject areas and locations, and to further strengthen provision in more traditional subject areas and locations. As one respondent succinctly stated:

> *"I would hope that we would not be developing anything in competition, that would be a waste of resources... if an institution is doing something, then there is no need for the Coleg to do it. So, it may well be that the Coleg might not feel any institution is developing a subject area or an agenda in the way that it needs to do, and it might at that stage initiate a discussion, or even a project to address what should be done about that subject area."*

However, in regards to all of the other orientations, the Coleg operates on both ends of the behavioural continuum. The centralised leadership certainly emphasise formal planning, high target reflection and traditional-problem solving. However, they are also able to use experience to inform their decision-making. They are able to deviate away from their formal planning process and target-oriented work to take advantage of sudden opportunities. They are able to engage in innovative problem-solving. They are able to be both proactive and opportunity-driven (and, for better or for worse, they can be reactive as well). Finally the centralised leadership have the ability to engage in negotiation and compromise, and to firmly and assertively set limits when negotiation does not work.

In fact, the strength of the centralised leadership's orientations can be summed up in one sentence: the centralised leadership are flexible in their approach to challenges. For optimum efficiency and performance, organisational (or individual) behaviour should be continuous rather than discreet. Rigid adherence to one type of behaviour can undermine an organisation's effectiveness in overcoming challenges. In order to operate effectively in a complex operating environment with numerous challenges, organisations need to be able to adapt their behaviours. This investigation essentially assessed the degree to which the Coleg either adapts to its environment or rigidly adheres to a set of behaviours. Based on the data, it is possible to firmly conclude that the Coleg's centralised leadership is flexible and adaptable. In turn, this flexibility means that their provision planning is much more likely

to be successful, because it can be designed and maintained in a way that minimises the possibility that it will be undermined by problems and systemic challenges. This flexibility is one of the Coleg's primary, and perhaps most important, strengths, and it allows the Coleg's leadership to say that they may be rigid in their goals, but flexible in the ways in which they reach those goals.

Opportunities for Growth & Recommendations

The Coleg's centralised leadership have two opportunities of growth. These opportunities pertain to (1) one of the Coleg's action orientations (specifically, its reactivity) and (2) the tensions between the universities' and the Coleg's different partnership orientations. These opportunities, along with recommendations, have already been discussed in detail in Chapter Six. However, they are briefly summarised here.

The centralised leadership's reactivity is partially a result of the organisation's age. It is a new organisation, and the Coleg's centralised leadership have been preoccupied with "*more or less trying to get things up and running*." Examples of this age related reactively include the current technological difficulties associated with Y Porth and limited re-grading and promotion mechanisms for Coleg-funded lecturers.

This type of reactivity may resolve itself as the organisation matures. It is important to note that no organisation (or individual, for that matter) can predict all issues and potential problems; the world is complex, and any organisation must face numerous, interacting factors as it engages in its work. In other words, all organisations will have a certain degree of reactivity, because that is the nature of operating in a complex environment. The issue at stake is the degree to which an organisation is reactive, and whether or not it is able to respond to unexpected issues in a flexible and effective manner. If the Coleg's centralised leadership were unable to be proactive or opportunity-driven, then their reactivity would be of greater concern.

The other cause of the organisation's reactivity is its formal planning process. At times, it can place the Coleg in a position where it is responding to events after they have

occurred. In other words, the formal planning process can be slow, primarily because only executive leaders are allowed to make decisions, and these leaders do not meet to make decisions very often. This system can be difficult for university-based local line leaders and internal networkers who have on the ground information, and need to have a decision approved quickly by the Coleg's Directors and Board. A system for approving internal networker-informed decision-making may be worth the Coleg's while. If such a system is already in place, it is important for the Coleg to realise that not all internal networkers may be aware of this.

Finally, the respective partnership orientations of the Coleg and the universities may conflict with one another. The Coleg collaborates to develop Welsh-medium provision, and the universities compete for students and research funds in order to obtain financial capital and increase their academic excellence. In addition, from the perceptive of universities, Welsh-medium provision can require a great deal of work, resources and risk in return for very little gain. In other words, it may appear to the universities that the provision requires a significant amount of work and collaboration, but at the same does not result in the same level of return as other areas of investment. A key question, then, is what the Coleg's leadership can do to convince universities to financially invest in Welsh-medium provision.

One approach would be to generate a set of ground rules pertaining to collaboration and competition, especially in regards to student recruitment (in fact, a set of ground rules regarding student recruitment may be particularly useful for Coleg-funded lecturers). It is worth noting that the generation of such rules may take time, as the Coleg and its partners experiment with rules that work best. Also, these rules may also need to be changed, depending upon the mid- to long-term success of the Welsh-medium provision. However, having a clear set of working rules can help the universities to operate more effectively within the area of Welsh-medium provision. Not everyone can tolerate ambiguity, and some partners may be better at operating within an ambiguous situation than others.

Another solution would be to minimise some of the risks involved with investing in Welsh-medium provision. The primary way to minimise risk for the universities would be for

the Coleg to financially invest in Welsh-medium provision to a greater degree. Thus, the universities are less likely to feel the impact of a derailed experiment. However, this would simply be a short-term solution, and as such, an increase in outside financial investment is arguably not an option. As a public body, the Coleg is always at risk for funding cuts (thereby making it a less reliable source of funding in the long-term). However, most importantly, the Coleg simply should not operate as a funding body. Welsh-medium provision needs to be normalised and self-sustainable, and the best way to do that is for universities to invest in the provision, and then benefit from the investment themselves.

However, there are steps that the Coleg can take within the context of the current situation. For example, the Coleg could experiment with different staff contracts, assuming it has not started to do so already. The Coleg could develop contracts that might attract more experienced staff who have a history of producing REFable publications and generating viable provision. Universities may be more amenable to joint funding if the Coleg-funded lecturers already have experience in generating research/scholarship and provision.

In addition, the Coleg can redefine what 'viable' means within the context of Welsh-medium provision. If universities – and local line leaders in particular – realise that lower student numbers does not necessarily mean that a course is unsustainable (and that it can even be a selling point, as smaller class sizes become a rarer commodity), then they may be less worried when a Welsh-medium course does not attract the same number of students as its English-medium counterpart. This is part and parcel of the value-added element of quality which has hitherto marked the good standing and reputation of several Welsh-medium secondary schools.

In short, one way to minimise risk is to shift the reward system itself, so that universities will be rewarded for taking risks. However, the primary way to reward risk-taking within the context of competition is to increase financial gain, and the Coleg is not, and arguably should be, in a position to do so. Thus, the other way that the Coleg can minimise risk is to change their key partners' perceptions of risk (e.g., by redefining viability and value-added quality), and by ensuring that any investments that universities make will also be able

to increase their academic excellence and their standing as universities (for example, by ensuring that Coleg-funded lecturers are as able to produce REFable research as they are able to develop Welsh-medium provision).

Now that the groundwork for the provision has been established, it may be easier for the Coleg to further address the issue of research. In fact, as discussed in chapters Five and Six, the interview with the Coleg's Dean indicates that the Coleg is indeed beginning to address research. In many respects, the first step has been to ensure that there is quality provision across a range of subjects and locations. The Coleg has completed this stage. Now, the second stage is to ensure that students are taking advantage of this provision, and that the staff who are delivering this provision are able to engage in research as well as teaching. The key is for the Coleg's centralised leadership to use its flexibility and range of approaches to address the two issues, while simultaneously continuing to work with the universities in order to foster the provision that has already been developed.

Further developing Welsh-medium research and scholarship culture will prove to be a unique challenge. The current system does not financially reward Welsh-medium research and scholarship particularly well. Nor does it fully acknowledge the genuine contributions that Welsh-medium research and scholarship can make to an institution's overall academic standing and excellence. Furthermore, the current system also places individual researchers and scholars in a 'double-bind' situation. Academics, researchers and scholars are expected to publish in the world's premier international access language in order to reach the wider UK and international audience, and career promotions are often associated on this type of work rather than with Welsh-medium scholarship and publication. However, while certain institutions and schools/departments may foster a Welsh-medium research and scholarship ethos, the responsibility for further developing this Welsh-medium culture falls primarily upon the individuals who can publish through the medium of Welsh – even though they are rewarded for, and even pressured to engage in, primarily in English-medium work.

In sum, it may be necessary to plan strategically for Welsh-medium research, scholarship and publication. There are institutions and specific departments/schools that

have a strong tradition of Welsh-medium scholarship. However, this tradition is not established across a wide range of subject areas and departments/schools. Strategic planning and targeted funding could be used to further establish a Welsh-medium scholarship culture across subjects and across Wales. A number of different funding options could be developed, including a Welsh-medium research and scholarship funding council; a sabbatical system designed specifically for academics who can publish research through the medium of Welsh to REFable standards; and/or the development of an assessment system for Welsh-medium research and scholarship that is comparable to the REF and is accepted as legitimate by the rest of the UK (and especially by RCUK).

In conclusion, the key is to establish a system that (1) ensures that Welsh-medium research and scholarship can be used to contribute to the rankings of Welsh universities both within Wales and across the UK and (2) ensures that such research and scholarship can be financially rewarded. The current system in the rest of the UK (e.g., the RCUK and the REF) is not designed to financially reward investment in Welsh-medium research and scholarship; nor can it be said that it necessarily damages such prospects. The international arena is also not a likely source of revenue (in fact, even vibrant lesser-used languages – such as Norwegian or Danish – find it difficult, it not nearly impossible – to obtain an international research audience – see for instance Arzoz (2012) and Davies (2012)). Thus, fostering Welsh-medium research and scholarship will need to be a Wales-based project, and while the Coleg can play a leading role in its development, such a project will also require the commitment and participation of other key partners, including universities and the WG.

This section concludes the evaluation and discussion of the Coleg's strengths and its opportunities. These strengths and opportunities, and recommendations pertaining to these opportunities are visualised in a table below. The table is followed by the next, and final, section which identifies areas that could benefit from further investigation and research.

Table 7.1: Summary of Strengths, Opportunities, &Recommendations

Areas of Strength	Potential Difficulties & Areas of Growth	Recommendations
Strength (1) The Coleg's hub has an organic internal structure & cross-cutting work ensures that: (a) the centralised leadership can address specific issues that are in need of further analysis (b) there is increased communication, thereby maximising organisational integration and efficiency and reducing duplication of work. (c) the organisation can operate with lower levels of staffing, thereby ensuring the efficient and transparent use of government funds	*Potential Difficulty (1a)* This organic internal structure has the potential to result in the proliferation of bureaucratic structures and processes. *Potential Difficulty (1b)* Because a limited number of staff are responsible for a heavy workload, there is the potential that the staff may be pulled away from their priorities and be unable to complete their operational work.	*Recommendation (1a)* As the organisation matures and develops, it may be useful to have an internal or external consultant evaluate the organisation as whole at regular intervals in order to ensure that the Coleg can maintain maximum efficiency. *Recommendation (1b)* Frequently remind key partners about the Coleg's Action Plans, programme of work and priorities, in order to minimise the possibility that the Coleg is pulled away from its priorities in order to address the priorities that their key partners consider to be urgent.
Strength (2) The Coleg's organisational Branch structure; its leadership matrix structure; and its hybrid nature allow for maximum integration within the universities. In turn, this integration gives the Coleg the potential to have maximum impact upon the universities, thereby increasing the likelihood that the Coleg's work will have long-term success and university support.	*Potential Difficulty (2a)* The organisational complexity can make it difficult for individuals – and Coleg-funded lecturers in particular – to understand and/or navigate the role that they play within the Coleg, and how that pertains to their work within the university. *Potential Difficulty (2b)* The ambiguity surrounding the Coleg's structure and boundaries can make it difficult for the Coleg and stakeholders within the HE sector to maintain an effective balance of power that simultaneously allows for (1) action that is independent of the universities; (2) high levels of integration within the universities; and (3) high levels of university commitment and engagement with the Coleg's work.	*Recommendation (2)* Formally discuss, develop, establish, and communicate a set of ground rules regarding (1) the formal relationship which reflects the balance of power between the Coleg and universities and (2) the accountability of Coleg-funded lecturers.
Strength (3) The individuals based at the Coleg's hub are very flexible in their approach to the challenges that face them, which means that they are able to adapt to a complex operating environment and address problems and challenges in a wide variety of ways. In turn, this flexibility means that their provision planning is much more likely to be successful, because it can be designed and maintained in a way that minimises the possibility that it will be undermined by problems and systemic challenges.	*Area of Growth (3a)* There are times when the Coleg's formal planning process can be slow, thereby placing the Coleg in a position where it is responding to events after they have occurred. *Area of Growth (3b)* There are tensions between the Coleg's need to collaborate and the universities' need to compete.	*Recommendation (3a)* Develop a system for approving decisions made by individuals who have on the ground information, and need to implement changes to the Coleg's work quickly. *Recommendation (3b)* Develop a set of ground rules pertaining to collaboration and competition. Shift universities' perception of risk by redefining viability and quality and ensuring that any investments that universities make will also be able to increase their academic excellence and standing as universities.

7.3 CONCLUSION – RECOMMENDATIONS FOR FUTURE RESEARCH

Arguably, as discussed in Chapter Two, the long-term goal of Welsh-medium education is to develop a bilingual nation and workforce. More specifically, the purpose of Welsh-medium education is to develop individuals who can "thrive intellectually and contribute constructively to communities" through the medium of Welsh. The Welsh-medium education system accomplishes this task by nurturing "speakers who are fluent and confident enough to use the Welsh language in their everyday lives, both socially and in the workplace" (Williams and Jones, 2013, p. 285).

Welsh-medium nursery and primary education is increasingly normalised and mainstream. However, there has been less success in providing pupils with Welsh-medium provision at higher academic levels, and student enrolment in Welsh-medium education drops off at each successive stage of education. Yet, if Wales is to become a fully bilingual country – in other words, if the Welsh language is to become an economically viable language spoken competently by a high proportion of the population in business and for pleasure – then linguistic progression must be encouraged. Welsh-medium provision at the primary level lays the pre-requisite linguist foundations for higher learning, but it is not enough to ensure the fluency and competency required to use the Welsh language within the highly skilled work-place. Only linguistic progression from one Key Stage to the next can provide the required linguistic skills (WAG, 2010); (WG, 2012b).

The WG's approach towards Welsh-medium education is detailed in its *Welsh-medium Education Strategy;* in turn, this strategy is geared towards ensuring linguistic progression from one educational sector to the next. The Coleg plays a key role in implementing this strategy and in ensuring linguistic progression both up to, and within, the HE sector. The Coleg's primary purpose is to engage in Welsh language acquisition planning by developing Welsh-medium provision at the HE level. Over the past several years, the Coleg's strategy has been to develop provision through capacity-building, which includes:

1. The sourcing and development of teaching staff through the Research Scholarship and Academic Staffing Schemes. These schemes are essential, considering that it is

teaching staff who are responsible for developing and delivering provision within the HE sector.

2. The development of subject-specific materials (including primary sources, learning resources, textbooks, and literature) through the Strategic Developments and Projects Funds. These materials have numerous uses; for example, they (1) help staff to deliver quality provision; (2) ensure that the Welsh-medium academic experience is on par with the English-medium one; and (3) help to disseminate Welsh-medium, subject-specific terminology.

3. The development of advanced, subject-specific terminology through the Higher Education Terminology Project and other corpus planning projects. The development of such terminology encourages the maturation of different academic subject areas in Welsh. In addition, this terminology can be used by a highly-skilled workforce in a wide range of sectors and in non-academic careers.

By offering increased Welsh-medium provision at the HE level, the Coleg is in a position to ensure that current university students can develop the fluency and competency required to use the Welsh language within the highly skilled work-place. In the mid to long-term, the Coleg's new provision has the potential to (1) stimulate the growth of Welsh-medium education in the secondary and FE sectors and (2) increase the levels of linguistic progression between Key Stages 2 and 5 in the mid to long-term.

Considering the role that the Coleg plays in implementing Welsh Government policy, the Coleg may prove to be a major focal point for research over the years to come. There are undoubtedly many areas that could benefit from further investigation. This thesis has identified at least five:

1. Further research pertaining to the factors that can result in the success or derailment of Welsh-medium provision, research and scholarship within specific departments and schools.

2. Additional research pertaining to the Coleg's Branches, including the ways in which their structures, work, and orientations differ from each other and from the hub.

3. Future research pertaining to the Coleg's leadership arrangements.

4. An analysis of current trends in secondary level and FE level Welsh-medium provision, in light of the WG's Transformation Agenda, and how these trends affect linguistic progression.

5. Mid-term and long-term evaluations of the Coleg.

While these areas pertain directly to the Coleg and/or Welsh-medium education, research into these topics could help to further develop the academic fields of organisational psychology and behaviour; leadership studies; and language policy and planning.

First, a cardinal area for future research would be to investigate (1) the factors that contribute to success stories and to successful Coleg-funded lecturers (such as Cardiff University's School of Law, or South Wales' Police Studies Subdivision) and (2) the factors that can derail successful implementation, and undermine a Coleg-funded lecturer's ability to turn around "*barren departments*." Chapter Five provided an analysis of some initial, exploratory findings, but further data is needed. This is not research that the Coleg will necessarily be able to invest in, considering that it is a public body with financial constraints and limited resources.

Research in this area would certainly be useful in an applied sense – it could provide a research basis for the Coleg leadership's decisions, thereby enhancing both their decision-making and their ability to assess potential. But it would also contribute further to academic research, especially in the fields of (1) organisational psychology and behaviour and (2) education studies. A significant amount of research in both fields focuses on issues of organisational change, including how to make change leaders and change agencies more effective, and what factors need to be in place in order to ensure success.

In addition, it may be worth evaluating how schools and departments across Wales have responded to other government-led changes that have influenced how they operate, including the forced-mergers of several institutions and decreases in public funding. By comparing how schools/departments have responded to different changes (e.g., the Coleg's provision development, changes in funding), it could be possible to shed light on how organisations respond to different types of change; why some organisations are better able to absorb changes than others; and why and how organisations can absorb one change, but are unable to absorb another. Such an investigation would also provide a more nuanced picture of the current HE sector in Wales, and it may also be able to evaluate the impact that

government-led developments have had upon it. In turn, such an evaluation could prove useful to both the universities and the WG. It may provide them with the opportunity to reflect upon the how the Welsh institutions have changed as a result of government policy, and which steps should or could be taken as a result of this change.

Second, further research into the Coleg's Branches can prove to be useful as well. The interview with Cardiff Metropolitan's Officer certainly provided a number of concrete examples regarding how a Branch can be structured and how it can operate. However, these examples are particular to that specific Branch. Considering their widely different contexts, the universities are likely to embed the Branch Committees within the institution differently. In addition, the Coleg Officers and the Branch Committees are likely to distribute, perform and prioritise their responsibilities in different ways. The nature of a Branch's role and interactions vary from university to university in response to the institution's history of Welsh-medium provision, and the degree of institutional support that this provision receives. Furthermore, although this thesis has assessed the central hub's orientations, it is not entirely clear whether or not the different Branches share the same set of orientations. If the orientations of the Branches differ significantly from the orientations of the hub, then the successful implementation of the Coleg's strategies could be undermined.

In short, it may be worthwhile to conduct a comparative study that assesses the organisational structures, processes and orientations of each Branch. By assessing how each Branch functions, it would be possible to better understand the role that they play in developing Welsh-medium provision at their institution. In turn, an investigation into the Branches would enable future researchers to gauge how vibrant and vital the Welsh-medium initiatives are at various universities. Such research could influence future policy, especially (1) the allocation of additional resources and (2) the possible differentiation of Coleg investment into teaching and research appointments and teaching and learning appointments by location site.

Third, there are still a number of unanswered questions regarding the Coleg's leadership arrangements. For instance, it is not entirely clear whether or not every single

Coleg volunteer and/or employee based within a university actually takes on a dual leadership role. Certainly, a number of the respondents interviewed for this investigation have taken on dual leadership roles, but that does not mean this pattern of behaviour is common.

There could be a number of Academic Board members, for instance, who do not even work as internal networkers. There could be any number of reasons for this. For example, a person may not have an additional, university-based leadership role because they do not have the time or energy. In addition, the situation can also prevent a person from taking on a leadership role and engaging leadership practice, regardless of an individual's leadership skills. For instance, Spillane and Diamond (2007) noted that some leaders – even ones with a long track record of success stories – are met with such resistance in some situations that they simply cannot engage in leadership practice. In order for a leader to influence other people, these people need to be open to influence. Finally, someone may have taken on a Coleg-based and/or university-based leadership role, but they may not be particularly effective at leadership practice. Or, they might be better at one responsibility (e.g., networking and collaborating) than another (e.g., project management and facilitation).

In short, there are still a number of questions regarding the Coleg's leadership arrangements that can be explored, including:

1. Which Coleg volunteers and employees have taken on dual leadership roles? Why have some of these individuals taken on dual leadership roles, and why have others not done so? How many people need to shoulder dual leadership roles, and where should they be located, in order to ensure that the Coleg's work is implemented effectively?

2. What are these individuals' leadership abilities? Are they better at some responsibilities than others? In other words, what is their skill level when it comes to leadership, and what affect might this have upon the implementation of the Coleg's work?

3. In time, will the shouldering of these dual leadership roles contribute to the promotion prospects of the individuals? If so, are such individuals able to maintain their progression through the system?

It is arguably important for Coleg volunteers and employees to shoulder dual leadership roles, if they are based at universities. It can heighten the Coleg's influence and greatly facilitate its work. For instance, as was discussed in Chapter Five, two Coleg volunteers/employees are also local line leaders. Because of their university-based leadership positions, they have been able to prioritise Welsh-medium provision. As an additional example, Cardiff Metropolitan's Coleg Officer is privy to information regarding the Coleg's goals, targets and strategies, and he brings this knowledge to the table when he works with others to develop his university's Welsh language policies. Because he (and others, undoubtedly, such as the Deputy Vice Chancellor) understands the Coleg's work and goals, he can help to ensure that his university's Welsh language policies are linked with the Coleg's work, thereby ensuring that the two organisations are working with, rather than against, each other.

However, what is not entirely clear is whether or not the Coleg has enough individuals who are engaged in dual leadership. Do the majority of the Coleg's volunteers need to be engaged in this type of work in order to ensure the effective implementation of the Coleg's acquisition planning in the long-term? And if so, can anything be done to ensure that these individuals do take on leadership roles, and engage in their responsibilities effectively? These are questions that can be answered only in the mid to long-term, and the answers could help the Coleg to implement its work more effectively.

A further implication could be that as the Coleg matures, those individuals who have taken on a dual leadership role might be considered more experienced when it comes to their promotion prospects within their own university. Thus, the answers to the questions listed above may prove to be useful to universities that have an invested interest in (1) identifying potential leaders and (2) developing these leaders' skill sets so that they can become more effective as individuals and make further contributions to the organisation as a

whole. Universities need different types of leaders at different organisational levels in order to function optimally and effectively. However, identifying and developing the leadership skills of personnel usually proves to be a perennial challenge (and a particularly expensive one; corporations, for instance, collectively spend billions in order to develop the leadership potential of their executives). It may be possible to generate information regarding the identification of leadership potential and how this potential could be fostered by (1) identifying individuals who have taken on dual leadership roles for the Coleg; (2) assessing their ability to engage in leadership practice; (3) assessing how their leadership abilities develop and benefit their work as a result of their Coleg activities.

Such results could benefit other organisations, for that matter, since many, if not all, organisations are interested in leadership development. Furthermore, the results could be particularly potent in the Welsh context, where there is a strong tradition of public service and leadership and where the academic community does play a role in community and government-based leadership. If the leadership of academics is developed within the university context, this could have direct affect upon their work at the grass-roots or government level. The Coleg's senior management team and the Dean are prime examples. These individuals have been (or, in the case of the Dean, currently are) university academics who are now engaged in leadership practice, and liaison not only with the universities, but also with the WG, HEFCW and the NAfW[58].

In addition, the answers to some of the questions listed above could also result in some interesting discussions regarding best practice, and the transference of best practices to other contexts. For instance, another minority language community could decide to

[58] For those who are interested in leadership studies, including the development of leadership skills, a useful starting place would be the research produced by the Center for Creative Leadership, especially a research project detailed in the book *The Lessons of Experience: How Successful Executives Develop on the Job*, by Morgan McCall, Michael M Lombardo, and Ann M. Morrison. The results could prove to be useful for those who are engaged in executive leadership, local line leadership or internal networking, and they could also provide some useful research ideas for those who wish to further investigate the development of leadership within organisations, including universities. This research emphasises the role that experience plays in developing leaders, and how both organisations and individuals who are interested in leadership roles can systemically utilise personal experience to develop the leadership skills of personnel.

develop a Coleg of its own. However, it might prove that the Coleg's organisational structure is not enough to ensure the success of HE level acquisition planning. Rather, a combination of both the Coleg's organisational structure and its leadership matrix structure are needed to ensure effective implementation. Thus, the minority language community would need to carefully develop the matrix structure, in order to ensure that their Coleg could have a greater impact.

Currently, it appears that the Coleg's leadership arrangements have developed spontaneously, and it is not entirely clear that the Coleg itself is aware of what it has developed. However, it appears that this leadership matrix structure could prove to be integral in ensuring that the Coleg has long-term impact upon the HE sector. If this proves to be the case, then any minority language communities who replicate the Coleg will need to take this matrix structure into account, and ensure that it is developed alongside the organisation's hub and spokes structure.

Fourth, further research and analysis is needed in regards to (1) current trends in secondary level and FE level Welsh-medium provision, in light of the WG's Transformation Agenda and (2) how these trends affect linguistic progression. Previous chapters, including Two and Five, have addressed the importance of linguistic progression from the primary sector to the secondary and FE sectors. These previous chapters have also discussed how linguistic progression and Welsh-medium study opportunities drop off from one Key Stage to the next. The WG's Transformation Agenda is an additional factor that may shift the current trends in Welsh-medium education in Key Stages 3 to 5.

It is not clear what effect that the Transformation Agenda may have had upon Welsh-medium opportunities available to pupils. Ideally, the Transformation Agenda and the establishment of regional consortia should improve the number of Welsh-medium study opportunities available to pupils. However, there is no guarantee that this is the case; opportunities may have decreased or remained the same. Also, even if there has been an increase in opportunities, there is no guarantee that pupils are taking advantage of them. In

short, the opportunities made available to pupils, as well as their choices (and the reasons behind those choices) need to be investigated.

As mentioned in Chapter Two, during the discussion of the WG's Welsh-medium education strategy, both local authorities and regional consortia in particular are in charge of developing a range of English-medium and Welsh-medium opportunities that are in line with the WG's Transformation Agenda. A comparative study of the regional consortia, and their success (or lack thereof) in developing Welsh-medium opportunities and recruiting students, would be ideal. Such a study would make it possible to identify the factors that play a role in the relative success of the regional consortia. It seems logical to suggest that if the foundations of statutory education are increasingly robust, then it is more likely that the Coleg will benefit from improved linguistic progression and greater demand.

A comparison would also make it possible to identify best practice, and ensure best practice transference. For instance, the regional consortia are expected to use innovative programme delivery methods as well as technology in order to ensure that Welsh-medium study opportunities are made available and then delivered to pupils. The Coleg has been quite successful in (1) experimenting with delivery methods and in (2) using technology as a way to deliver provision nationally. Thus, there is a possibility of best practice transference from the Coleg to the regional consortia.

Finally, it is imperative that mid-term and long-term evaluations of the Coleg be undertaken, assessing (1) the success (or lack thereof) of its language planning and academic work and (2) the factors that can have direct impact upon this success, including both external factors (e.g., the response of schools/departments, WG funding) and internal factors (e.g., the organisational structure, leadership, and orientations of the hub and the different Branches). These final two recommendations for future research enquiries fit in with a broader call made by Williams (2013). According to Williams (2013), language planning and policy researchers in Wales partially need to shift their attention away from an input-based preoccupation with promotion, targets, goals, and expenditure. More specifically, in addition to assessing input-based variables, they also need to give some serious thought to

the type of outputs that these initiatives are meant to bring about, including structural transformations and changes in attitudes and more especially in behaviours.

Only by measuring effective change in a time-series evaluation exercise will those in authority be able to (1) defend their decisions; (2) justify their expenditure; and (3) demonstrate both to the specialists and to elements within civil society that the Coleg is indeed making a substantial and lasting contribution to the development of a well-educated, highly-skilled, bilingual work force. The Coleg certainly has a great deal of potential to successfully implement its language planning agenda in the mid to long-term. Its centralised leadership, including its decision-makers, are highly flexible in their approach to challenges and their complex operating environment, and its high levels of integration within the universities can result in maximum impact. Furthermore, it has certainly had initial success so far when it comes to staff appointments; provision development and delivery; and the development of a technological and organisational infrastructure that supports staff and provision. However, the Coleg is an experiment, and it will only be possible to assess the full range of any success produced by this experiment over the course of time.

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APPENDIX I

A.1.1 THE DEVELOPMENT OF THE INTERVIEW SCHEDULE

PILOT SCHEDULE ONE

The first interview schedule was divided into four sections. The first section, 'Section A,' focused on the Coleg's context, and included questions regarding (1) the short and mid-term challenges facing Welsh-medium higher education in general; (2) the Coleg's goals, and the challenges it faces in reaching those goals; (3) the Coleg's strategies; (4) the Coleg's key players[59]; and (5) the Coleg's leverage.

'Section B' focused on decision-making. The questions in this section asked the respondent to focus on one or two of the Coleg's schemes (e.g., the Research Scholarship Scheme, the Academic Staffing Scheme), and explain how they were designed and implemented (or 'rolled out,' in the language of the first interview schedule). Follow-up questions asked for additional details, such as: who was involved in the design and implementation of the schemes; the time-frame for the development and implementation of the schemes; and the impact of the schemes so far. However, the first respondent made it clear that these questions should instead focus on the Coleg's *Academic Plan*, which is the overall strategy that was used to develop and implement the schemes. The questions were changed during the interview itself in response to this statement, and instead focused on the overall *Academic Plan* rather than a specific scheme.

'Section C' focused on the Coleg's orientations (which were simply referred to as 'organisational culture' during the interviews). These questions were designed to assess the following:

[59] In the literature, key players are defined as individuals who play a role in decision-making or strategy development. However, in the interview schedule, the question regarding key players allowed the respondents to define the term 'key players' by simply asking, 'Who are some of the key players in the Coleg, and what are their roles?' The question was designed in this way in order to elicit information regarding a range of roles, rather than just decision-making roles. This question did have the intended results. Although key decision-makers – such as the Directors, Academic Board members and the Dean – were listed, emphasis was also placed on the roles of people involved with the implementation (rather than the development) of the Coleg's strategy, such as the Coleg Branch Officers and Coleg-funded lecturers.

1. how the Coleg responded to any battles, or conflicts, that may have occurred during the design or implementation of the *Academic Plan*;

2. any times when the Coleg's expectations were met during either the design or implementation phase;

3. how the Coleg responded to any unexpected issues that may have arisen during the design or implementation phases[60];

4. any times when the Coleg may have used formal planning to make a decision, and times when the Coleg may have used instinct to inform decision-making; AND

5. a time when the worst happened during the design or implementation phase, and a time when the best scenario may have played out.

Each question had a number of follow-up questions that were used when necessary. These follow-up questions included the following:

1. Who was involved and what happened?

2. What were the results?

3. What would you do differently the next time a similar situation arises? or What have you learned from this experience?

The fourth section, 'Section D,' also focused on the Coleg's orientations. However, instead of asking for critical incidents, the respondent instead was asked to place the Coleg's behaviours along a continuum. These questions were utilised as an alternative way to gather additional data.

Finally, it is important to note that the factor of 'decision-making' was measured in three different ways. It was first measured in 'Section B,' by asking the respondent to discuss the design and implementation of the Coleg's strategy. The respondent was then asked to describe incidents when the Coleg used formal planning and when it may have used instinct. Finally, the respondent was asked to place the Coleg's decision-making process along a continuum, ranging from instinct on one end to formal planning on the other. This factor was measured in three ways because the literature considers this factor to be notoriously difficult

[60] The phrases 'expected issues' and 'unexpected issues' were used instead of the words 'proactive' and 'reactive,' because of the positive and negative connotations associated with each word respectively. There is always a possibility that individuals would be very informative in response to a question that used the word 'proactive,' and far less forthcoming in response to a question that used the word 'reactive.'

to define and to measure. Thus, the interview schedule was designed to measure it in three ways, in order to assess which method would produce the most in-depth data. The first draft of the interview schedule, used during the interview with the very first respondent, is as follows:

Section A: Context

Let's start by discussing the issues facing both Welsh-medium higher education and the Coleg.

1. In your opinion, what are the current challenges facing Welsh-medium higher education planning? What are the key challenges facing Welsh-medium higher education over the next five years?

2. What are the Coleg's key goals regarding Welsh-medium higher education? What are some of the challenges your organisation faces in achieving these goals?

3. How does your organisation go about accomplishing its goals? What strategies does it have in place?

4. Who are some of the key players in the Coleg who work hands-on with Welsh-medium higher education? What are their roles?

5. What leverage does your organisation have? What allows it to accomplish its goals?

Section B: Programme Selection & Use

The Coleg has numerous, important schemes in place, but we don't have time to discuss them all. Let's focus on one to two of them. Which ones would you like to discuss, and why?

1. How did the Coleg go about designing the _____ scheme?

2. How did you roll it out?

3. What impact has it had upon Welsh-medium higher education so far?

Section C: Culture

1. Tell me about a time when the organisation faced a battle during the (design, roll-out) phase. How did the organisation respond and what were the results?

2. Could you describe a time when expectations during the (design, roll out) phase were met, then describe a story when unexpected issues arose.

3. Tell me about a time when your organisation experimented with a new solution in order to solve an issue during the (design, roll-out) phase. Also, describe when the organisation addressed an issue by using a solution that had worked in other situations.

4. Describe a time when your organisation has used formal planning to make a decision, and then describe a situation when instinct was used.

5. Tell me about a time when the worst happened in the (design, roll out) phase, then tell me a time when the best scenario played out.

Section D: Culture Typologies

I have several continuums that are used to describe organisational culture, and I would like to find out where your organisation may fall along these continuums.

1. Organisations differ in their problem-solving methods. Innovative problem-solving is the experimentation with new solutions, and traditional problem-solving is the implementation of solutions with a record of past performance.

    a. On a scale of (1) innovative to (10) traditional, how would you characterise your organisation's problem-solving, and why?

2. Organisations can use either instinct or formal planning to make decisions.

    a. From (1) instinctive to (10) formally planned, how would you characterise your organisation's decision-making? Why would you describe the decision-making in this way?

3. Organisations have different ways of handling challenges. Some organisations attempt to proactively anticipate challenges. Others choose to respond to challenges once all the facts are in.

    a. On a continuum from (1) proactive anticipation to (10) after-the-fact response, where does your organisation fall in its approach to challenges? Why do you characterise your organisation in this way?

4. Organisations have different attitudes towards conflict with other organisations. Some prefer to eschew conflict, while others are accepting of it.

    a. On a continuum of (1) eschewing conflict to (10) accepting conflict, how would you describe your organisation's conflict style, and why?

PILOT SCHEDULE TWO

The second interview was with a Coleg-funded lecturer. The second interview schedule utilised the exact same format. However, the respondent was asked each question twice. The first question would focus on the Coleg (e.g., what are the Coleg's goals?). The second question would focus on the respondent's university or school/department (e.g., what are your university's or department's goals in regards to Welsh-medium provision?). The respondent was allowed to speak about the university, the department or both – the key was obtaining whatever information that person had available. The questions regarding the university/school/department were designed to identify (1) shared goals, challenges, and strategies and (2) any potential conflicts of interest that may exist between the Coleg and its key partners, the universities. The second draft of the interview schedule is as follows:

Section A: Context

Let's start by discussing the issues facing Welsh-medium higher education, the Coleg, and your academic institution.

1. In your opinion, what are the current challenges facing Welsh-medium higher education planning? What are the key challenges facing Welsh-medium higher education over the next five years?

2. Goals & Challenges
   a. What are the Coleg's key goals regarding Welsh-medium higher education? What are some of the challenges the Coleg faces in achieving these goals?

   b. What are your academic institution's goals regarding Welsh-medium higher education? What are the challenges your institution faces in achieving these goals?

3. Strategies
   a. How does the Coleg go about accomplishing its goals? What strategies does it have in place?

   b. How does your institution accomplish its Welsh-medium education goals? What are its strategies?

4. Key Players
   a. Who are some of the key players in the Coleg? What are their roles?

   b. Who are some of the key players at your institution who work hands-on with Welsh-medium higher education? What are their roles?

5. Leverage
   a. What leverage does the Coleg have? What allows it to accomplish its goals in regards to Welsh-medium education?

   b. What leverage does your institution have? What allows it to accomplish its goals in regards to Welsh-medium education?

Section B: Academic Plan - Design & Use

1. How did the Coleg and your institution go about designing the *Academic Plan*?

2. How did the Coleg and your institution implement the *Academic Plan*?

3. What impact has it had upon Welsh-medium higher education?

Section C: Culture

1. Tell me about a time when the worst happened in the (design or implementation) phase, then tell me a time when the best scenario played out.

2. Conflict
    a. Tell me about a time when the Coleg faced a battle during the (design or implementation) phase.

    b. Could you describe a time when your institution faced a battle during the (design or implementation) phase.

3. Expectations & Unexpected Issues
    a. Could you describe a time when the Coleg's expectations during the (design or implementation) phase were met. Then, describe a story when unexpected issues arose.

    b. Tell me about a time when your institution's expectations during the (design or implementation) phase were met, then describe a story when unexpected issues arose.

4. Problem-Solving
    a. Tell me about a time when the Coleg experimented with a new solution in order to solve an issue during the (design or implementation) phase. Also, describe when the organisation addressed an issue by using a solution that had worked in other situations.

    b. Describe a time when your institution experimented with a new solution in order to solve an issue during the (design or implementation) phase. Also, describe a time when your institution addressed an issue by using a solution that had worked in other situations.

5. Decision-making
    a. Describe a time when the Coleg has used formal planning to make a decision, and then describe a situation when instinct was used.

    b. Describe a time when your institution has used formal planning to make a decision regarding Welsh-medium education, and then describe a situation when instinct was used.

Section D: Culture Continuums

I have several continuums that are used to describe organisational culture, and I would like to find out where your organisation may fall along these continuums.

1. Organisations differ in their problem-solving methods. Innovative problem-solving is the experimentation with new solutions, and traditional problem-solving is the implementation of solutions with a record of past performance.

    a. On a scale of (1) innovative to (10) traditional, how would you characterise the Coleg's problem-solving, and why?

    b. How would you characterise your institution's problem-solving in regards to Welsh-medium higher education, and why?

2. Organisations can use either instinct or formal planning to make decisions.

    a. From (1) instinctive to (10) formally planned, how would you characterise the Coleg's decision-making? Why would you describe the decision-making in this way?

    b. How would you characterise your institution's decision-making in regards to Welsh-medium higher education, and why?

3. Organisations have different ways of handling challenges. Some organisations attempt to proactively anticipate challenges. Others choose to respond to challenges once all the facts are in.

    a. On a continuum from (1) proactive anticipation to (10) after-the-fact response, where does the Coleg fall in its approach to challenges? Why do you characterise your organisation in this way?

    b. How would you describe your institution's approach to challenges? Why?

4. Organisations have different attitudes towards conflict with other organisations. Some prefer to eschew conflict, while others are accepting of it.

    a. On a continuum of (1) eschewing conflict to (10) accepting conflict, how would you describe the Coleg's conflict style, and why?

    b. How would you characterise your institution's conflict style, and why?

PILOT SCHEDULE THREE

The third interview schedule also utilised the same format as the first and second drafts. In addition, because the interview was with a Coleg-funded lecturer, each question was asked twice (once for the Coleg, and once for the university/school/department). However, there were several new questions in the interview schedule. These questions were designed to investigate factors that were identified as being very important in the first two interviews. In 'Section A,' the respondent was also asked to name the specific targets as well as the goals that the Coleg wanted to meet. The respondent was also asked to list the targets that this individual's university/school/department needed to meet in regards to Welsh-medium education.

The factor of 'targets' was also brought up again in 'Section C: Culture.' The respondent was asked to describe a time when the Coleg's (and the university's/department's) targets were reflected in its day-to-day operations, and a time when the Coleg's day-to-day activities did not reflect its targets (this new factor is referred to as 'target orientation').

The respondent was also asked to comment on the Coleg's 'partnership orientation' (the degree to which an organisation competes or collaborates with external entities). The respondent was first asked to list some of the key external entities with which the Coleg interacts. The respondent was then asked to describe a time when the Coleg collaborated with one of these external entities, as well as a time when the Coleg may have competed with one of them. Once again, the same questions were asked in regards to the individual's university/department. The factors of target orientation and partnership orientation were also measured in 'Section D,' which asked the respondent to place the Coleg's and the university's/department's behaviours along a continuum.

Section A: Context

1. In your opinion, what are the current challenges facing Welsh-medium higher education planning? What are the key challenges facing Welsh-medium higher education over the next five years?

2. Goals & Challenges
    a. What are the Coleg's goals regarding Welsh-medium higher education? What are some of the challenges the Coleg faces in achieving these goals?

    b. What are your academic institution's goals regarding Welsh-medium higher education? What are the challenges your institution faces in achieving these goals?

3. Targets
    a. What are some of the specific targets that the Coleg wants to meet?

    b. What are some of the specific targets that your institution wants to meet in regards to Welsh-medium higher education?

4. Strategies
    a. How does the Coleg go about accomplishing its goals and meeting its targets? What strategies does it have in place?

    b. How does your institution accomplish its Welsh-medium education goals and meet its targets? What are its strategies?

5. Key Players
    a. Who are some of the key players in the Coleg? What are their roles?

    b. Who are some of the key players at your institution who work hands-on with Welsh-medium higher education? What are their roles?

6. Leverage
    a. What leverage does the Coleg have? What allows it to accomplish its goals and meet its targets?

    b. What leverage does your institution have? What allows it to accomplish its goals and meet its targets in regards to Welsh-medium education?

Section B: Academic Plan - Design & Use

1. How did the Coleg and your institution go about designing the *Academic Plan*?

2. How did the Coleg and your institution implement the *Academic Plan*? More specifically, how have you implemented the Academic Staffing Scheme?

3. What impact has it had upon Welsh-medium higher education so far?

4. Tell me about a time when the worst happened in the (design or implementation) phase, then tell me a time when the best scenario played out.

Section C: Culture

1. Facing a Battle
    a. Tell me about a time when the Coleg faced a battle during the (design or implementation) phase.

    b. Could you describe a time when your institution faced a battle during the (design or implementation) phase.

2. Expectations & Unexpected Challenges
    a. Could you describe a time when the Coleg's expectations during the (design or implementation) phase were met. Then, describe a story when unexpected issues arose.

    b. Tell me about a time when your institution's expectations during the (design or implementation) phase were met, then describe a story when unexpected issues arose.

3. Competition and Collaboration
    a. Could you name some external entities with which the Coleg must interact? Would you describe a situation when the Coleg has collaborated with these external entities? Tell me about a time when the Coleg has competed with them.

    b. What are some of the external entities with which your institution must interact as it promotes Welsh-medium higher education? Would you describe a situation when your institution has collaborated with these external entities? Tell me about a time when your institution has competed with them.

4. Solutions
    a. Tell me about a time when the Coleg experimented with a new solution in order to solve an issue during the (design or implementation) phase. Also, describe when the organisation addressed an issue by using a solution that had worked in other situations.

    b. Describe a time when your institution experimented with a new solution in order to solve an issue during the (design or implementation) phase. Also, describe a time when your institution addressed an issue by using a solution that had worked in other situations.

5. Targets
    c. Give an example of how the Coleg's targets are reflected in its day-to-day activities. Are there times when day-to-day activities do not reflect its targets?

    d. Give an example of how your institutions targets are reflected in its day-to-day activities. Are there times when day-to-day activities do not reflect its targets?

6. Decision-Making
    a. Describe a time when the Coleg has used formal planning to make a decision, and then describe a situation when instinct was used.

    b. Describe a time when your institution has used formal planning to make a decision regarding Welsh-medium education, and then describe a situation when instinct was used.

Section D: Culture Continua

I have several continuums that are used to describe organisational culture, and I would like to find out where your organisation may fall along these continua.

1. Organisations differ in their problem-solving methods. Innovative problem-solving is the experimentation with new solutions, and traditional problem-solving is the implementation of solutions with a record of past performance.
    a. On a scale of (1) innovative to (10) traditional, how would you characterise the Coleg's problem-solving, and why?

    b. How would you characterise your institution's problem-solving in regards to Welsh-medium higher education, and why?

2. Some organisations emphasize collaboration with external organisations. Others emphasize competition with them.
    a. On a scale of (1) collaborative to (10) competitive, how would you overall describe the Coleg's interactions with external entities?

    b. On a scale of (1) collaborative to (10) competitive, how would you overall describe your institution's interactions with external entities as it promotes Welsh-medium higher education?

3. Organisations can use either instinct or formal planning to make decisions.
    a. From (1) instinctive to (10) formally planned, how would you characterise the Coleg's decision-making? Why would you describe the decision-making in this way?

    b. How would you characterise your institution's decision-making in regards to Welsh-medium higher education?

4. All organisations must meet specific targets and produce specific results. But the need to meet targets may not always be reflected in day-to-day activities.
    a. On a scale of (1) consistently to (10) inconsistently, to what degree are the Coleg's targets reflected in its day-to-day activities?

    b. On a scale of (1) consistently to (1) inconsistently, to what degree are your institution's Welsh-medium targets reflected in its day-to-day activities?

5. Organisations have different ways of handling challenges. Some organisations attempt to proactively anticipate challenges. Others choose to respond to challenges once all the facts are in.
    a. On a continuum from (1) proactive anticipation to (10) after-the-fact response, where does the Coleg fall in its approach to challenges? Why do you characterise the organisation in this way?

    b. How would you describe your institution's approach to challenges? Why?

6. Organisations have different attitudes towards conflict with other organisations. Some prefer to eschew conflict, while others are accepting of it.
    a. On a continuum of (1) eschewing conflict to (10) accepting conflict, how would you describe the Coleg's conflict style, and why?

    b. How would you characterise your institution's conflict style, and why?

FINAL INTERVIEW SCHEDULE

Three additional changes were made to the interview schedule upon completion of the pilot study. First of all, 'Section D: Cultural Continua' was removed. It was found that these questions did not produce any additional data. The interviewees would for the most part repeat the stories that they had described in 'Section C.' Second of all, it was discovered that the *Academic Plan* was in a continual state of being implemented, evaluated, and altered. Thus, in the final draft of the interview schedule, the questions regarding the Coleg's orientations did not ask whether the event had occurred during the design or implementation phase of the *Academic Plan*.

Third, the questions in 'Section B' were replaced with an entirely new set of questions. Instead of asking the respondent about how the *Academic Plan* was implemented and designed, respondents were instead asked to describe their Coleg position, including the functions of their job; the length of time they had been in the position; and whether or not they were involved with the set-up of the Coleg (and if so, what their role had been). They were also asked to describe the most rewarding and challenging aspects of their Coleg-affiliated role; these questions were designed to obtain qualifying information and opinions that could be used to contextualise the rest of the data obtained in 'Section B.'

'Section B' was changed so radically for two reasons. First of all, unless a respondent was a member of the Academic Board, Board of Directors, or strategic management team, s/he would be unable to reply to the questions found in the previous version of 'Section B.' Furthermore, the one individual who could answer the questions appeared to struggle with them. In contrast, this individual was able to answer the critical-incident based question regarding decision-making with ease by providing specific instances of formal planning (such as the process for awarding grants, which is influenced by the aims set out in the *Academic Plan* and the targets set out in the *Subject Plans*). In short, the critical-incident based question was able to produce far more data, and it was also easier for the respondent to answer.

Second, the data obtained from the question regarding ‘key players’ indicated that it was important to gather more information about the roles that individuals played within the Coleg. The work-related responsibilities associated with each Coleg-affiliated position actually ensure the implementation of the Coleg’s *Academic Plan*. Thus, the revised ‘Section B’ focuses on these job responsibilities in order to gain a better understanding of the Coleg’s operations and strategy implementation. The final draft of the interview schedule, which was used from the fourth interview onwards, can be found below:

Section A: Context

Let's begin by discussing the issues facing Welsh-medium higher education, the Coleg, and your institution.

1. Welsh-medium Provision
    a. In your opinion, what are the current challenges facing Welsh-medium higher education?

    b. What are the key challenges facing Welsh-medium higher education over the next five years?

2. Goals & Challenges
    a. What are the Coleg's goals regarding Welsh-medium provision?

    b. What are some of the challenges the Coleg faces in achieving these goals?

    c. What are your academic institution's goals regarding Welsh-medium provision?

    d. What are the challenges your institution faces in achieving these goals?

3. Targets
    a. What are some of the specific targets that the Coleg wants to meet?

    b. What are some of the specific targets that your institution wants to meet in regards to Welsh-medium provision?

4. Strategies
    a. How does the Coleg go about accomplishing its goals and meeting its targets? In other words, what strategies does it have in place?

    b. How does your institution accomplish its Welsh-medium provision goals and meet its targets? What are its strategies?

5. Key Players
    a. Who are some of the key players in the Coleg, and what are their roles?

    b. Who are some of the key players at your institution who work hands-on with Welsh-medium provision, and what are their roles?

6. Leverage
    a. What leverage does the Coleg have? In other words, what allows it to accomplish its goals and meet its targets?

    b. What leverage does your institution have? What allows it to accomplish its goals and meet its targets in regards to Welsh-medium provision?

Section B: Coleg Position

Next, I would like to discuss your position at the Coleg.

1. First of all, what are the main functions of your current Coleg-affiliated position?

2. How long have you worked with the Coleg in this capacity?

3. Have you ever worked for/with the Coleg in a different capacity (e.g., in another core staff position, as an academic board member, as a director, on the staffing scheme)?
    a. What were the main functions of your previous position(s)?

4. What are some of the day-to-day, or most common, activities that your current Coleg-affiliated role requires of you?
    a. What were some of the day-to-day, or most common, activities required of you during your previous position(s)?

5. Did you play a role in setting up the Coleg two years ago?
    a. What were the main functions of that role?

6. What is the most rewarding aspect of current your position?
    a. What was the most rewarding aspect of your previous position(s)?

7. What is the most challenging aspect of your role?
    a. What was the most challenging aspect of your previous position(s)?

Section C: Culture

1. **Competition and Collaboration**
    a. Could you name some of the external entities with which the Coleg must interact?

    b. Would you describe a story when the Coleg has collaborated with these external entities?

    c. Tell me about a time when the Coleg has competed with them.

    d. What are some of the external entities with which your institution must interact as it promotes Welsh-medium provision?

    e. Would you describe a situation when your institution has collaborated with these external entities?

    f. Tell me about a time when your institution has competed with them.

2. **Facing a Battle**
    a. Could you tell me about a specific time when the Coleg faced a battle?

    b. Could you describe a time when your institution faced a battle regarding Welsh-medium provision?

3. **Expectations & Unexpected Challenges**
    a. Could you describe a time when the Coleg's expectations regarding Welsh-medium provision were met?

    b. Would you describe a story when unexpected issues arose?

    c. Tell me about a time when your institution's expectations regarding Welsh-medium provision were met.

    d. Describe a story when unexpected issues arose.

4. **Solutions**
    a. Could you tell me about a time when the Coleg experimented with a new solution in order to solve an issue?

    b. Would you describe a time when the Coleg addressed an issue by using a solution that had worked in other situations.

    c. Describe a time when your institution experimented with a new solution in order to solve an issue regarding Welsh-medium provision.

    d. Would you describe a time when your institution addressed an issue by using a solution that had worked in other situations.

5. **Targets**
    a. Could you give an example of how the Coleg's targets are reflected in its day-to-day activities?

    b. Are there times when the Coleg's day-to-day activities do not reflect its targets?

    c. Would you give an example of how your institution's Welsh-medium provision targets are reflected in its day-to-day activities?

    d. Are there times when day-to-day activities do not reflect its targets?

6. **Decision-Making**
    c. Could you describe a time when the Coleg has used formal planning to make a decision?

    d. Describe a situation when instinct was used.

    e. Describe a time when your institution has used formal planning to make a decision regarding Welsh-medium provision.

    f. Finally, describe a situation when instinct was used.

A.1.2 CODE BOOK

PART I: ORGANISATIONAL STRUCTURE, PROCESSES, FUNCTIONS, & SCHEMES

Organisational Structures & Processes

- Evolution of the Coleg
- Board of Directors
- Academic Board
- Core Staff (including operational programme)
- Branches
- Technological Infrastructure

Organisational Functions

- Goals
- Targets
- Strategies (including Marketing)

Schemes for Students

- Goals & Targets
- Processes
- Work
- Results

Projects

- Goals & Targets
- Processes
- Work
- Results

Academic Staffing Scheme

- Goals & Targets
- Processes
- Work
- Results

Explanation

There was a great deal of data pertaining to (1) the Coleg's organisational units and sub-units; (2) the units/sub-units' respective processes; (3) the Coleg's organisational functions; and (4) the Coleg's schemes. Thus, a number of external codes were generated in order to organise and categorise this data. There are a total of six external codes pertaining to the Coleg's different units/sub-units and their respective processes. Depending on its content, the data could be placed under one of these six categories – the evolution of the Coleg,[61] the Board of Directors, the Academic Board, the central operations body[62], the Branches, and the Coleg's technological infrastructure[63].

Data pertaining to the Coleg's organisational functions were coded as either (1) goals; (2) targets or (3) strategies. Data pertaining to the Coleg's *Academic Plan*, *Subject Plans*, *Action Plans* and marketing campaigns were all coded as strategies. Technically, these three codes are sensitising codes, because goals, targets, and strategies were all factors that were investigated during data collection. Furthermore, there was a significant amount of data pertaining to the Coleg's schemes for students; projects; and Academic Staffing Scheme. External codes were created in order to organise this data. These codes include (1) the goals & targets of each scheme; (2) the bureaucratic processes associated with each scheme (such as monitoring); (3) the on-the-ground work associated with the schemes (e.g., pastoral care of students in the case of the Academic Staffing Scheme); and (4) the results of the schemes (e.g., one result of the Academic Staffing Scheme is that over 80 lecturers have been appointed across Wales).

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[61] Specifically, this refers to data pertaining to the Coleg's transformation from the Centre for Welsh-Medium Higher Education to the Coleg Cymraeg Cenedlaethol.

[62] Data pertaining to the Coleg's annual *Action Plans*, or yearly operational programme, was coded as (1) the key processes of the central operations body; (2) strategies; or (3) target orientation. As will be seen in Chapter Six respondents redefined target orientation as the degree to which the hub's formal planning and operational activities reflected the targets. In turn, these activities were carefully guided by, and detailed in, the annual *Action Plans*. The *Action Plans* essentially detailed all of the processes of the central operations body (these processes consist of operational activities). The *Action Plans* are also strategies. Furthermore, these plans guide the work that needs to reflect the targets. Thus, the data pertaining to the *Action Plans* were triple coded.

[63] The Coleg's technological infrastructure is used to (1) facilitate communication among different units and sub-units and (2) to facilitate the work associated with the Coleg's different schemes.

PART II: LEADERSHIP ROLES & RESPONSIBILITIES

Executive Leaders

- Developing organisational structure, processes & functions
- Identifying & connecting collaborators

Local Line Leaders

- Developing distinct organisational sub-unit
- Identifying & connecting collaborators
- Project managers & facilitators
- Limitation: Siege mentality & minimum diffusion

Internal Networkers

- Identifying & connecting collaborators
- Project managers & facilitators
- Limitation: Little formal & decision-making authority

Explanation

Three different leadership roles and associated responsibilities were identified during the literature review - executive leadership, local line leadership, and internal networker leadership. Data pertaining to the different responsibilities associated with each leadership role were coded. It is important to note that these leadership roles have similar responsibilities, but the roles differ in their remit, level and type of authority, and limitations. The remit and level of authority of each responsibility can be easily distinguished. Thus, this information determined whether responsibility would be coded as one of the executive leadership responsibilities, one of the local line leadership responsibilities, or one of the internal networker leadership responsibilities.

PART III: ORIENTATIONS OF THE COLEG'S EXECUTIVE LEADERSHIP

Problem-Solving Orientation

- Innovative
- Traditional

Action Orientation

- Proactive
- Opportunity-driven
- Reactive

Decision-making Orientation

- Formal Planning
- Experience-informed understanding

Conflict Orientation

- Accepting
- Negotiation/Compromise

Partnership Orientation

- Collaboration
- Competition (among universities)

Target Orientation

- Reflection
- Non-reflection

Explanation

A total of ten codes were developed in order to organise data pertaining to this theme. Some of these codes are sensitising codes, and others are external. Data regarding the centralised leadership's problem-solving orientation were coded as either innovative or traditional (both of these codes are sensitising codes). Examples regarding the centralised leadership's action orientation could be coded as being proactive, reactive or opportunity-driven (the former are sensitising codes; opportunity-driven is an external code). Information regarding the centralised leadership's decision-making process could be classified as formal planning (sensitising) or experience-informed understanding (external). Examples of the centralised leadership's conflict orientation were coded as acceptance (sensitising) or negotiation/compromise (external). Data pertaining to the Coleg's partnership orientation could only be coded as collaborative (sensitising) or competitive (also sensitising). Finally, data pertaining to the leadership's target orientation was coded as a reflection the *Action Plans* or a non-reflection of the *Action Plans*.

PART IV: MULTI-INSTITUTIONAL COOPERATION

- External Entities

Leverage

- Funds
- Authority
- Results

Facilitators

- Track record
- Coleg Branch structures

Barriers

- Limited track record
- Lack of communication
- Competition among universities
- HE sector's resistance to change
- Changes in university structures

Explanation

During the coding of the data, it became apparent that the track record of the university/department/school facilitates cooperation between the Coleg and the institution (in other words, if the institution had a long and strong history of Welsh-medium provision in the subject area under question, then it is easier for the Coleg and the institution to work together to further develop provision in the area). Data pertaining to the role an institution's Welsh-medium track record plays in facilitation was therefore coded. The Coleg Branches were also designed to facilitate cooperation, and any data pertaining to the role that the Coleg Branches play in multi-institutional cooperation was also coded as a facilitator.

However, an institution's limited track record in a subject area; a lack of communication between the Coleg and the universities; the fact that the universities in Wales need to compete with each other in order to be successful; and the fact that the HE sector is resistant to the changes that the Coleg is initiating all serve to undermine multi-institutional cooperation. Data pertaining to these issues were coded as limited track record; lack of communication; competition among universities; and HE sector's resistance to change.

PART V: CHALLENGES

- The Coleg is a virtual body
- Misperceptions of the Coleg
- Limited authority of the Coleg
- Limited resources & staffing capacity
- Student Recruitment & Retainment
- Viability
- English hegemony
- Economic Climate
- Brain Drain

Explanation

The Coleg faces a number of additional different challenges. A total of ten additional codes regarding these challenges were developed. These codes can be found in 'Part V' of the code-book. The fact that the Coleg is a virtual body can make the work of the Coleg-funded lecturers difficult, and data pertaining to this issue was coded as 'virtual body.' Key partners also have misperceptions of the Coleg that can cause difficulties during cooperation, and data regarding this challenge were coded as 'misperceptions of the Coleg.' The Coleg also has limited authority and limited resources & staffing capacity, and data regarding these challenges were also coded.

Other challenges pose problems for both the Coleg and the universities (although the Coleg and the universities do not necessarily face these challenges collaboratively), including the current economic climate and the brain drain (from North to South Wales and from Wales to abroad). Data regarding the challenges associated with (1) student recruitment and retainment and (2) the viability of Welsh-medium provision were coded. The fact that the English language has hegemonic influence within the specific subjects and within the HE sector internationally is also a challenge to Welsh-medium provision. Data pertaining to this issue were coded as 'English language hegemony.' Finally, changes in university structures (e.g., the closure of departments/schools that are unable to recruit students) can make it difficult for the Coleg to develop Welsh-medium provision. Data pertaining to this challenge were coded as 'changes in university structures.'

PART VI: POLICY CONTEXT

- Welsh-medium Higher Education
- Higher Education Policy
- Linguistic Progression
- Wider Policy Trends

Explanation

Information pertaining to the Coleg's policy context was organised into five different codes. Data pertaining to the Welsh Government's policy regarding Welsh-medium higher education, including the strengths, weaknesses, and the history of the policy, were coded as Welsh-medium higher education policy. Data regarding HEFCW funding and the forced mergers of several HE institutions were coded as higher education policy. Data pertaining to the lack of linguistic progression from other sectors, including trends, the Welsh Government's response to this issue, and the Coleg's response to this issue, were coded as linguistic progression. Data pertaining to an assortment of different policy trends (such as the Transformation Agenda) was coded as wider policy trends.

APPENDIX II

A.2.1 LIST OF CONSTITUTIONAL MEMBERS[64]

As of July 2013, the institutional members were:

- Aberystwyth University
- Bangor University
- Cardiff University
- Cardiff Metropolitan University
- Glyndŵr University
- The Open University in Wales
- University of Wales
- University of South Wales
- Swansea University
- University of Wales Trinity Saint David

As of July 2013, the stakeholder members were:

- Student Membership of the Coleg Cymraeg Cenedlaethol
- Staff Membership of the Coleg Cymraeg Cenedlaethol
- National Leadership and Innovation Agency for Healthcare (NLIAH)
- CollegesWales
- Association of Welsh Education Directors
- Welsh Local Government Associations (WLGA)
- Cymdeithas Ysgolion Dros Addysg Gymraeg (CYDAG)
- National Library of Wales
- Rhieni Dros Addysg Gymraeg (RHAG)
- National Union of Students Wales

[64] Source: (CCC, 2012/13)

A.2.2 LIST OF SUBJECT PANELS[65]

1. Business and Management
2. Creative Industries
3. Education, Childhood and Youth Studies
4. Geography and the Environment
5. Health Sciences and Professions (excluding Medicine and Nursing)
6. History and Theology/Divinity
7. Initial Teacher Training
8. Law
9. Lifelong Learning/Part-time Studies
10. Mathematical Sciences and Physics
11. Medicine
12. Modern Languages
13. Music
14. Natural Sciences
15. Nursing
16. Social Sciences
17. Social Work
18. Sport and Leisure
19. Welsh Language and Literature

[65] Source: (CCC, 2013/14)

A.2.3 LIST OF POSITIONS AT THE COLEG'S CENTRAL OPERATIONS BODY[66]

- Senior management team
  - Chief Executive
  - Senior Academic Manager
  - Corporate Affairs & HR Senior Manager
  - Registrar
  - Company Secretary & Senior Academic Manager

- Managers
  - Information Services Manager
  - Communications Manager

- Development Officers
  - 2 Marketing & Communications Officers
  - 2 Projects Officers
  - Secretariat
  - Technology & E-Learning
  - Data & Information
  - Academic & Work Placements
  - Academic Staffing & Communications
  - Work Placements & Training

- Additional Staff
  - Head Language Tutor
  - Language Tutor
  - Administrative Assistant
  - Wikipedia Coordinator
  - Web & E-Learning Developer
  - Senior Finance Officer
  - Editor
  - Academic Coordinator for Translation Studies
  - Office Manager

[66] Source: (CCC (a), 2012)

A.2.4 LIST OF SUBJECT PLANNING AREAS[67]

The Arts and Humanities

- Welsh and Celtic Studies
- History[68]& Welsh History
- Theology and Religious Studies
- Creative Industries[69]
- Art and Design
- Music
- Education and Childhood Studies
- Initial Teacher Training
- Youth Work
- Information Studies
- Languages[70]

Social and Economic Sciences

- Law
- Politics
- Philosophy
- Sociology and Social Policy[71]
- Sports Sciences
- Business Studies[72]

Health Sciences and Social Care

- Psychology
- Nursing and Midwifery
- Medicine
- Dentistry
- Pharmacy
- Health Professions
- Optometry
- Biomedical Science
- Social Work

Sciences

- Geography
- Computing/Computer Sciences
- Mathematics and Physics
- Engineering
- Chemistry
- Biological and Biochemical Sciences
- Environmental and Agricultural Sciences

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[67] Source: (CCC, 2011a, pp. 17-18)
[68] Includes the Classics and Archaeology
[69] Drama, Film, Media Studies, Theatre, Journalism, and Performance
[70] Linguistics, Applied Linguistics, Literature, American Studies and Modern Languages
[71] Public Services, Sociology, Language Sociology, Linguistic Planning, Criminology and Police Studies
[72] Business, Economics, Management, Accountancy, Banking, Finance, Tourism and Marketing

A.2.5 SUBJECT AREAS ELIGIBLE FOR THE INCENTIVE SCHOLARSHIPS[73]

- Biology
- Business Studies
- Chemistry
- Geography, Agriculture and Environmental Studies
- Health Studies
- Law
- Mathematics
- Modern Languages
- Nursing
- Physics
- Psychology
- Social Work
- Sports Sciences

[73] Source: (CCC, 2014)

A.2.6 NATIONAL PROJECTS

Projects	Institution& Award Amount	Description
1. Gwerddon	Aberystwyth £40,000	The Coleg's Welsh-medium academic e-journal (CCC, 2012/13, p. 38)
2. Edward Llwyd Project	Aberystwyth £40,000	Promotes the sciences through the medium of Welsh, including Biology, Chemistry, Physics, Geography and Mathematics (CCC (b), 2012).
3. Development Officer for Social Sciences, Politics and Law	Aberystwyth £40,000	Promotes academic provision in the Social Sciences, including Law, Politics, Social Sciences and Philosophy (AU, 2014).
4. Higher Education Terminology Project	Bangor £46,000	Produces a series of online subject dictionaries that will facilitate the study process in a wide range of academic fields through the medium of Welsh (CCC (b), 2012).
5. Academic Co-ordinator in Music	Bangor £40,000	Increases and enriches Welsh medium Music provision by encouraging and facilitating collaboration between the universities of Bangor, South Wales and Trinity Saint David (CCC (b), 2012).
6. Development Officer for Welsh as a degree subject	Bangor £13,333	Develops and promotes Welsh as a degree subject, including conducting research in order to identify the factors that impact students' decisions to continue to study Welsh, or not, at Advanced Level and university (CCC (b), 2012).
7. CynllunColegauCymru	Coleg Operations Hub £3,000	National project that creates a framework for teaching Welsh as a second language to trainees taking courses leading to qualified teacher status (CCC, 2012/13, p. 38)
8. Botwm y Byd	Coleg Operations Hub £51,436	A multidisciplinary project producing a series of contemporary broadcasts and educational resources (CCC, 2012/13, p. 38)
9. Bibliography of Translations	Aberystwyth £49,913	Develops a comprehensive online descriptive bibliography of translations into Welsh in the areas of Arts, Humanities and Social Sciences with the aim of ensuring that new electronic resources are accessible to students (CCC, 2012/13, p. 38)
10. Digitizing, e-publishing and electronic corpus project (DECHE)	Bangor £42,414	Digitizes out of print academic texts, re-publish them as e-books and contribute to the creation of an electronic language corpus (CCC, 2012/13, p. 38)
11. Companion to Welsh Music	Bangor £51,766	Creates a standard directory of music in Wales (CCC, 2012/13, p. 38)
12. Welsh Musicals Archive Project	Trinity Saint David £39,317	Creates a digital archive of Musicals for the use of universities, students and schools (CCC, 2012/13, p. 38)
13. Part-time/Distance Learning Scheme	Aberystwyth & Bangor	Higher education certificates in the Humanities and Social Science. that are taught by academic staff funded primarily by the Coleg (CCC, 2012/13, p. 38)
14. Further Education Scheme	Coleg's central governing body	Developing pilot projects at three FE institutions in order to strengthen the Welsh medium educational experience of 16 to 19 year old students (CCC, 2012/13)
15. Translation Studies Project	Coleg's central governing body	The Coleg Cymraeg Cenedlaethol is in the process of establishing a School of Translation Studies, by holding discussions with the higher education sector (CCC, 2012b).

A.2.7 MAIN GRANTS PROJECTS[74]

Subject Area	Project Title	Institution	Award Amount	Result
Biological Sciences	Video Resource Library	Bangor	£2,413.78	Resource Capacity
Business, Management & Tourism	Business Management Undergraduate Modules	Trinity St David	£20,460.20	Modules Resource Capacity
	Developing Digital Film: 'Studying Business through the medium of Welsh'	Bangor	£17,500	Marketing Resources
	Welsh Medium Entrepreneurship Conference	Aberystwyth	£5397.83	Conference Resource Capacity
	Introduction to Business Module	Bangor	£4,100	Modules Resource Capacity
Creative Industries	Professional Reviewing - Continuation	Aberystwyth	£2,600	Resource Capacity
	Scripting Skills	Aberystwyth	£13,591.48	Modules Resource Capacity
	Student Drama Festival	South Wales	£8,880.00	Training
	Art, Identity and Wales	Swansea	£15,595	Module Resource Capacity
	Scriptwriting Skills	Aberystwyth	£4254.08	Module Resource Capacity
	Joint Provision Planning in Creative Industries	Bangor Aberystwyth Trinity Saint David	£29,233.15	Modules
	Communication Design	South Wales	£9780	Modules Resource Capacity
	Media Production	South Wales	£5720	Modules Resource Capacity

[74] Source: (CCC (b), 2012)

Creative Industries	Increasing Drama Provision	South Wales	£15327	Module Conference Resource Capacity
	Multimedia Timeline: Art, Craft and Design	Trinity St David	£40437.70	Resource Capacity
	Online Learning Resource 'In the Frame' – Step 3	Swansea	£11,078	Resource Capacity
	Professional Reviewing	Aberystwyth	£3,200	Module Resource Capacity
	Scriptwriting Skills	Aberystwyth	£5,175	Module Resource Capacity
	Radio Archive Part 2	Trinity St David	£33,854.97	Training Resource Capacity
	Early Welsh Theatre Bibliography	Aberystwyth	£9,590	Resource Capacity
	Radio Drama Archive	Trinity St David	£25,214	Resource Capacity
	Theory Translation Workshop	Aberystwyth	£11,832	Training Resource Capacity
	M Level Scriptwriting Provision	Aberystwyth	£2,488	Module
	Performance Studies Handbook	South Wales	£15,000	Resource Capacity
	Digital Media MA	Trinity St David Swansea	£20,700	Course
	Joint Scripting Module	Aberystwyth	£10,000	Module Resource Capacity
	Film Website (Part 2)	Aberystwyth	£16,982	Resource Capacity
	New Media Online Resource	Bangor	£10,000	Resource Capacity

Education & Training	Foundation Degree: The Foundation Phase	Trinity St David	£20,209	Degree Programme
	Distance Learning Material	Trinity St David	£18,010.48	Degree Pathway Resource Capacity
	Education and Childhood Studies: Collaborative Modules	Aberystwyth	£6246.75	Modules Resource Capacity
	Research Methods	Trinity St David	£10,525	Module Resource Capacity
	Language Skills Part 2	Trinity St David	£21,266	Resource Capacity
	Teaching and Class Management DVD and Auxiliary CD	Cardiff Metropolitan	£13,500	Resource Capacity
	Foundation Phase Introductory Handbook	Trinity St David	£14,600	Resource Capacity
	MA Linguistic Policy and Planning	Bangor	£20,049	Course
	Language Skills	Trinity St David	£4,999	Resource Capacity
	Learning in the Outdoor Environment	Trinity St David	£18,000	Resource Capacity
	Research with Children Handbook	Trinity St David	£11,500	Resource Capacity
	Creativity in the Primary School	Trinity St David	£12,150	Resource Capacity
	Dyslexia Resource	South Wales	£7,500	Module Resource Capacity
	Welsh Colleges Scheme	Trinity St David	£31,000	Resource Capacity
	Short Films	Bangor	£7,020	Resource Capacity
	Raising Healthy Children	Bangor	£3,250	Module

Geography & the Environment	Field Methodology	Bangor	£10,000	Module Resource Capacity
	Fluvial Geomorphology / Catchment Systems	Aberystwyth	£2,000	Module Resource Capacity
	Development of Distance Learning Materials	Bangor	£16,500	Module Resource Capacity
	Statistical Techniques	Aberystwyth	£14,970	Resource Capacity
	MA Sustainable Environmental Management (Part 2)	Bangor	£20,000	Modules
	Level M Provision - Sustainable Environmental Management	Bangor	£20,000	Course
	Human Geography Modules	Aberystwyth	£7,000	Modules
	Fieldwork Methodology Module	Bangor	£9,000	Modules Resource Capacity
	Environments of Wales Module	Aberystwyth	£7,000	Module Resource Capacity
	Geography Explanations	Aberystwyth	£19,000	Corpus Resource Capacity
Healthcare	Developing skills in medical advisory with patients in Welsh	Cardiff	£5,000.00	Resource Capacity
	Professional Communication Skills	Cardiff	£3,710.00	Training Resource Capacity
	Seeing in Welsh	Cardiff	£4500	Module Resource Capacity
	Increasing Provision and Associated Resources	South Wales	£36,600	Resource Capacity

Healthcare	Case Conference Academy	South Wales	£4,900	Resource Capacity
	Introduction to Learning Disability	Bangor	£10,871	Resource Capacity
	Welsh in the Clinical Workplace	Cardiff	£3,500	Course
	Scoping Exercise	Bangor	£19,904	Research Project
History	The development and trialling of historiography and historical skills materials	Bangor	£36,000	Module Resource Capacity
	Historiography Project	Bangor	£20,000	Resource Capacity
International Politics	Welsh Medium International Politics Development Plan – Continuation	Aberystwyth	£17,000	Course Resource Capacity
	Politics Development Plan	Aberystwyth	£40,000	Course Resource Capacity
	Welsh Medium International Politics Development Plan	Aberystwyth	£43,300	Course Resource Capacity
Law	Moot Project	Aberystwyth	£14,179.56	Training Resource Capacity
	Law in Welsh	South Wales	£550	Module
	The Law in Welsh	South Wales	£1250	Module
	Moot Project – continuation	Aberystwyth	£5766.65	Training Resource Capacity
	Moot Project	Aberystwyth	£6448.36	Training Resource Capacity

Law	Wales Legislation Online	Cardiff	£32,133	Resource Capacity
	Language Coaching	Bangor	£12,000	Module
	Printing of Terminology Volume	Bangor	£6,600	Corpus Resource Capacity
	Health Law	Aberystwyth	£5,000	Resource Capacity
	Academic Volume	Swansea	£30,000	Resource Capacity
Lifelong Learning	Learning Materials in Counselling Skills and Substance Misuse	Bangor	£5,000	Resource Capacity
Mathematics & Physics	Workplace Skills Course for Mathematics and Physics Students	Aberystwyth	£18,000	Resource Capacity
	Preparing Problems and Solutions in the Physical Sciences	Aberystwyth	£24,465	Training Resource Capacity
Modern Languages	Modern Languages Research Conference and Workshop	Swansea	£3,800	Training Resource Capacity
	Modern Languages Summer School	Swansea	£20,691	Training
	Summer School for Year 12	Swansea	£6740	Training
	Developing French and German Modules	Swansea	£2920	Module
	Language Taster Day for Year 9 pupils	Swansea	£616	Training
	Research Conference and Workshop on Modern Languages and associated subjects	Swansea	£3800	Conference Resource Capacity

Modern Languages	Animo Project	Swansea	£3,000	Resource Capacity
	Gregynog Conference	Swansea	£2,750	Conference Resource Capacity
	Welsh Texts Collection	Swansea	£2,500	Resource Capacity
	Summer School	Swansea	£6750	Training
Multidisciplinary/Other	Window on the World	Trinity St David	£51,786.50	Resource Capacity
	Work Experience Module	Swansea	£11,953	Module
	Interdisciplinary Research Seminars	Aberystwyth	£2,252.13	Training Resource Capacity
	Establishing new Welsh medium provision as part of the BA Public Services Degree	South Wales	£12,295.00	Module Resource Capacity
Multidisciplinary/Other	Psychology Residential Posts	Bangor	£17,200	Training Resource Capacity
	A Welsh Volume on Bilingualism	Bangor	£24,794.16	Resource Capacity
	Development of Bilingual path and associated resources	South Wales	£28,690	Module Resource Capacity
Music	Musicals Archive	Trinity St David	£39,317.49	Resource Capacity Marketing Resources
	Improving Music Provision (CER11/02)	South Wales	£4880	Modules
	Music, Sociology and Wales	Bangor	£2676	Module

Sport & Leisure	Support Handbook for sports modules	Cardiff Metropolitan	£6547.15	Resource Capacity
	Sense of Place	Trinity St David	£6,400	Module Resource Capacity
	Research Scheme - Identifying Student Demand	Bangor	£3,000	Research Project
	Understanding Sports Coaching Volume	Cardiff Metropolitan	£18,000	Resource Capacity
	Translation of Coaching Handbook	Cardiff Metropolitan	£15,000	Resource Capacity
	Sports Psychology and Physical Exercise (Multi Media Resource)	Aberystwyth	£12,131	Resource Capacity
Welsh Language & Literature	Have a go	Swansea	£21,222.60	Training
	Post Graduate Certificate in Simultaneous Translation	Trinity St David	£7200	Course Resource Capacity
	Digitizing Plays	Bangor	£10,000	Resource Capacity

A.2.8 SMALL GRANTS PROJECTS[75]

Project Title	Institution	Grant
Creative Industries Postgraduate Conference	Swansea	£2,129.00
The promotion of Geography in Welsh secondary schools	Aberystwyth	£2,400.00
Wales – Poland (Lublin, Poznán)	Bangor	£1,200
Concepts of Welsh identity in the nineteenth and twentieth century	Bangor	£2,499.93
The effect of the hardness of Welsh river water on the spread of the Chinese mitten crab (Eriocheirsinensis) in the UK and beyond	Bangor	£1,250.00
Cynan the Censor	Bangor	£850.00
Alan Llwyd lectures	Bangor	Up to £700
Research Publication Child Psychology	Bangor	£2,400
Sharing international ideas: Attend the THESAH international conference [The Society for the Arts in Healthcare]	Bangor	£1,300
Clinical Mentoring Project: Stage 1	Bangor	£2,500
Guide to Hywel's Law	Bangor	£2,200
The Sixth Colloquium on Medieval Wales	Bangor	£1,000
Archaeology One Day School	Bangor	£1,720
Understanding Breast Cancer - Health Care Conference	Cardiff	£2,500

[75] Source: (CCC (b), 2012)

The Welsh Musicals Archive (Part 1)	Trinity St David	--
The influence of TichGwilym on Welsh music	Trinity St David	£2,500
One day conference: Working with Children	Trinity St David	£1,650
The history of an alcoholic footballer	Cardiff Metropolitan	Up to £2,500
Developing Welsh language educational videos for healthcare education	Swansea	£2,495
Promoting awareness of skills and employability: politics	Aberystwyth	£1,831.60
Trwyddulliauchwyldro? (By revolutionary means?) Evaluating five decades of campaigning for the Welsh language	Aberystwyth	£2,500
Celebrating ‘Y Wladfa’	Aberystwyth	£1,700
Oral history of campaigners and voters in Sunday closing referenda, 1961-1996	Aberystwyth	£2,500
Research Tour - old recordings of the earliest Welsh medium rock bands	Bangor	£1,122
Series of lectures on Welsh linguistics and grammar	Bangor	£2,275
Attendance and presentation in the NEOBIOTA international conference 2012	Bangor	£1,050
History of radio broadcasting in Welsh	Bangor	£1,160
Linguistic development of Welsh-speaking children: interaction between the mutation system and semantic concepts	Bangor	£2,466
Television Scripting Sessions with Bethan Jones and MeicPovey	Bangor	£1,300
Research work for film music in LA	Bangor	£1,500
'Beyond the classroom' Symposium	Bangor	£2,440
Conference of the British Psychology Association (Cognitive Section)	Bangor	£383

Practical Traditional Music	Bangor	£730
Broadcast Journalism Module	Cardiff	£1,950
Multiculturalism and Welsh medium culture within Humanities	Cardiff	£2,054
Dyslexia Training Workshops (for prospective Welsh-medium secondary school teachers)	South Wales	£2,460
Celebration of the contribution of women in Wales	Trinity St David	£2,275
Meicro-Stwnsh: Infectious Enthusiasm	Swansea	£1,950
"Beth yw'rOtsGennyfi…?" ("What do I care...?")	Aberystwyth	£2,500
Project to identify children's spelling patterns and literacy problems in Welsh.	Bangor	£2,464.94
Clinical Mentoring Stage 2	Bangor	£2,500
Pennar, Parry-Williams, R.S. Thomas: Transatlantic Connections	Bangor	£2,352
Cynghanedd in my head: pilot project	Bangor	£2,500
Creative Industries Post-graduate Conference	Swansea	
Resource for Deaf and Hard of Hearing Audiences	Swansea	
Wales and the Great War – Book and One Day Conference	Swansea	
Scientists of the Future Competition	Swansea	
'Caring through the Medium of Welsh' App	Swansea	
The History and Cultural Memories of the Eastern Prussians in Germany (1949-2010)	Aberystwyth	

One day event on the Stage Works of Aled Jones Williams	Aberystwyth	
The Welsh People of the Nineteenth Century through French eyes	Aberystwyth	
Pamphlets on Mathematical Facts and Formulas	Aberystwyth	
Enriching of Welsh medium higher education provision through mobile teaching technologies.	Bangor	
Protecting Music Copyrights in a Minority Culture	Bangor	
Conference: Psychology in Welsh	Bangor	
Developing video clips for the Development Psychology module	Bangor	
Interpreting Land Law through Penrhyn Estate documents	Bangor	
Welsh medium Nursing Students' Residential Course	Bangor	
Mathematics and Philosophy in Schools	Cardiff	
Art and Design Symposium	Trinity St David	
A View of the Visual	Trinity St David	
The findings of Welsh Medium Secondary School Physical Education Teachers on High Quality Physical Education (HQPE)	Cardiff Metropolitan	
Interviews with Business People	South Wales	
Breaking Bad News DVD	South Wales	
Update for mobile App 'Gofalutrwy'rGymraeg'	Swansea	
Welsh for Medicine and the Health Service	Swansea	

Guide to the Laws of HywelDda	Swansea	
SportslinxCymru	Swansea	
Opening the field: including undergraduate students in academic research	Aberystwyth	
Old Welsh Handbook	Aberystwyth	
The role of inhibition in Bilingualism	Aberystwyth	
Identifying clinical markers of linguistic impairments in Welsh – English bilingual children	Bangor	
Sharing Experiences – Pilot Series of Public Seminars on Current Topics in the fields of Geography and the Integrated Environment	Bangor	
Establish Welsh Champions amongst Nursing Students	Bangor	
Careers Workshop for Dentistry students	Cardiff	
Series of Health and Medicine Education Pamphlets “Dysgu Am”	Cardiff	
Introducing Welsh Dialects	Cardiff	
Digital Media: Master classes	South Wales	
Case Studies Booklet – Fast Growth Companies in Wales	South Wales	
Welsh Translation in the 18th and 19th Centuries	South Wales	