

Topic Paper

Revised Local 2018-2033 Development Plan

August 2019

The Welsh Language

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1 Introduction

1.1 This Welsh Language Topic Paper is one of a range of background papers which form part of the Revised Local Development Plan's (LDP) evidence base. This paper specifically discusses the status and the needs of the Welsh Language in Carmarthenshire and how the LDP can work to safeguard and support the Welsh Language through the land-use planning system.

1.2 This Paper will provide information on trends for Welsh Language in Carmarthenshire and will then consider and assess how the Revised Local Development Plan's Preferred Strategy (December 2018) provides for the Welsh language in Carmarthenshire and will be used to inform the production of the Deposit LDP.

1.3 The Welsh language is an important planning consideration in the creation of land use policies and in the decision-making process on planning applications. However, the future well-being of the language in Wales will depend on a wide variety of factors, including those which relate to education, demography, community changes and community capacity, housing access, and a sound economic base, factors that the planning system can influence to some extent, but which are not completely within its control. There is no intention to deal with all the factors which influence language in detail in this paper, but it is possible to deal with some basic elements and to gain a better understanding of the current position of the Welsh language in Carmarthenshire and the challenges which it faces.

1.4 The aims of the document are:

- To set out the national and local context of how the Welsh language is used in Wales and Carmarthenshire;
- To set out the planning policy context for the consideration currently given to the Welsh language and planning; and,
- To set out and consider the issues and challenges facing the Welsh language in Carmarthenshire

2 Legislative and Policy Background

National Strategic and Planning Policy

Well-being of Future Generations (Wales) Act 2015

2.1 The Act seeks to improve the social, economic, environmental and cultural well-being of Wales and create a Wales that we want to live in. The Act sets out 7 well-being goals; of particular relevance to the Welsh Language is the well-being goal to achieve ‘A Wales of vibrant culture and thriving Welsh language’, *A society that promotes and protects culture, heritage and the Welsh language, and which encourages people to participate in the arts, and sports and recreation*. The Act places a duty on certain public bodies, including Local Authorities to work in a way that accords with the sustainable development principle and contribute positively towards achieving the well-being goals it presents.

2.2 The Well-being of Future Generations (Wales) Act 2015 requires the Local authority as a representative of the Public Service Board to prepare a Well-being Plan. LDPs should have regard to the relevant local well-being plans and area statements which have been produced for the area (paragraph 1.27 PPW Ed 10). As part of the production of a well-being plan, Carmarthenshire County Council have developed a series of well-being objectives, one of which notes the Authority’s aim to Promote Welsh Language and Culture.

The Planning (Wales) Act 2015

2.3 The Planning (Wales) Act 2015 requires the Sustainability Appraisals of Local Development Plans to include an assessment of the likely effects of the plan on the use of the Welsh language within the area of the Authority (S.11(3)).

The Planning and Compulsory Purchase Act 2004

2.4 Section 61 of the Act requires LPAs to keep under review the matters which may be expected to affect the development of their area or the planning for its development, including the principal physical, economic, social and environmental characteristics of the authority and the extent to which the Welsh language is used in the area.

Welsh Language Measure (2011)

2.5 In introducing the Welsh Language Measure and Welsh Language Standards, the Welsh Government’s aims were to:

- Increase and improve Welsh language services for the people of Wales
- Ensure greater clarity and consistency in terms of the services that can be expected in Welsh
- Give the people of Wales rights in terms of receiving services through the medium of Welsh

Cymraeg 2050: Welsh Language Strategy

2.6 This Strategy sets out the Welsh Ministers' strategy for the promotion and facilitation of the Welsh language. The Strategy's Vision outlines its long-term objectives:

The year 2050: The Welsh language is thriving, the number of speakers has reached a million, and it is used in every aspect of life. Among those who do not speak Welsh there is goodwill and a sense of ownership towards the language and a recognition by all of its contribution to the culture, society and economy of Wales.

2.7 Three strategic themes are identified to help achieve this vision:

- Increasing the number of Welsh speakers
- Increasing the use of Welsh
- Creating favourable conditions – infrastructure and context

2.8 The strategy identifies that:

The land use planning system should contribute to the vitality of the Welsh language by creating suitable conditions for thriving, sustainable communities, supported by an awareness of the relevant principles of language planning.

Decisions regarding the type, scale and exact location of developments within a specific community has the potential to have an effect on language use, and as a result on the sustainability and vitality of the language. This calls for strengthening the relationship between language planning and land use planning.

The Welsh Government maintains that Welsh language considerations should inform the process of preparing local development plans, and guidance is available to assist planning authorities in this regard. Under the Planning (Wales) Act 2015, development planning at all levels now requires such plans to include an assessment of the likely effects of their policies on the Welsh language.

Planning Policy Wales Edition 10

2.9 National policy reinforces the provisions of the Planning (Wales) Act by reiterating that the likely effects of development plans on the use of the Welsh language must be assessed as part of the Plan's sustainability appraisal. Further guidance in respect of 'The Welsh Language and Placemaking' notes:

3.26 ...'Planning authorities should seek to ensure a broad distribution and phasing of development that takes into account the ability of the area or community to accommodate development without adversely impacting use of the Welsh language.

3.27 'Development plans should include a statement on how planning authorities have taken the needs and interests of the Welsh language into account in plan preparation and how any policies relating to the Welsh language interact with other plan policies.'

Technical Advice Note 20 'Planning and the Welsh Language' October 2017

2.10 Technical Advice Note 20 comprises 2 elements: the first part outlines guidance on preparing LDPs and the consideration of the Welsh language in the development management process. Whilst the second part provides practice guidance to assist in the consideration of Welsh language issues during the preparation of LDPs. A summary of the key points pertinent to the production of an LDP is provided below:

- Local Planning Authorities (LPA) are required to consider the relationship of the LDP strategy, policies and site allocations with social and community needs and opportunities through a Sustainability Appraisal (SA) (paragraph 2.1.2)
- The Community Involvement Scheme, as part of the Delivery Agreement, can be utilised to seek community views on how the Welsh language and culture interact with LDP policies and proposals (paragraph 2.2)
- The SA should give consideration to the use of the language so far as it is relevant to the use of land which should assess evidence of the impact of the spatial strategy, policies and allocations on the use of the Welsh language (2.3.1)
- At the Preferred Strategy stage of the Plan's preparation the SA should record appraisal work undertaken to date including predicting and evaluating the effects of the LDP options on social, environmental and cultural objectives (2.5)
- At the Deposit stage of the Plan's preparation the LPA should ensure that the plan strategy, policies and land allocations are consistent with the SA which should have regard to the likely effects of the plan on the use of the Welsh language (2.6)
- The LDP can define areas of linguistic sensitivity or significance where the Welsh language may be a consideration (2.7)
- Mitigation measures should be identified in the LDP and developer contributions through the Community Infrastructure Levy or section 106 agreements may be used to this end (2.8 and 2.9)
- In preparing and gathering evidence, the LPA should utilise existing sources of information such as the local wellbeing plan, census data, Welsh Language Use Survey data, local strategies and initiatives and information relating to education provision, economic factors and community facilities.
- In assessing the evidence gathered, the LPA's approach is likely to be influenced by some or all of the following factors:
 - Can the majority, or a significant number of the population, speak Welsh within communities in the plan area?
 - Are the numbers of Welsh speakers generally increasing or decreasing?
 - Migration patterns and the age profile of those moving out of, and in to, the area. What demands does this place on services and infrastructure?
- Key policy matters to be assessed may include policies relating to housing, employment land, community facilities and education infrastructure, planning obligations and signage.
- Measures may be required to mitigate the adverse impacts and actions to promote positive impacts may be required and should be identified during the plan-making stage and set out in the Deposit Plan and any matters of detail may be included in SPG.

National Development Framework (NDF) – Consultation Draft (7 August 2019)

2.11 Upon its adoption, the NDF will be the highest tier of development plans in Wales which focusses on issues and challenges at a national scale. The framework is to be built upon by Strategic Development Plans (SDPs) at a sub-regional level and by LDPs at a local authority level. LDPs must support the NDF and the strategic decisions they take must conform to the direction provided by the NDF. The LDP is therefore guided and bound by its strategic direction and ambitions.

2.12 The Welsh Government (WG) published the draft version of the NDF in August 2019 for consultation. Whilst this is subject to ongoing consultation and subsequent deliberations, a brief outline of the Framework's provisions in respect of the language is outlined below. The final version of the NDF is due to be published in September 2020, ahead of the anticipated adoption of the Revised LDP.

2.13 The draft NDF echoes the WG's ambition to achieve a million Welsh speakers and to increase the percentage of people who speak Welsh daily by 10% by 2050; as one of its outcomes, the NDF aims to develop a Wales where people 'live in places with a thriving Welsh Language' (outcome 4 of the NDF), noting the following aim as one of its outcomes:

We aim to have a million Welsh speakers in Wales by 2050 – an increase of almost 80% on current levels. Where Welsh is the everyday language of the community, development will be managed to ensure there are jobs and homes to enable the language to remain central to those communities' identities. Elsewhere education authorities will lead in developing infrastructure to enable the language to develop as a natural, thriving part of communities.

2.14 The NDF identifies Carmarthenshire as part of the Mid and West Wales geographical area. The Framework notes that '*With strong Welsh speaking heartlands in the region, it is important that Strategic and Local Development Plans consider the relationship between strategic housing, transport and economic growth and the Welsh language*' (Chapter 5: The Regions).

2.15 The LDP will therefore need to assess the linkages between the language and the key elements of the LDP's strategy in order to accord with NDF's ambition and ensure that the LDP's policies and provisions contribute towards the delivery of these outcomes.

Local Policy and Strategies

2.16 The Carmarthenshire LDP (2006-2021) identifies the need to safeguard the social fabric of the County's communities as one of the main issues for the LDP. As part of this, the Plan identifies the need for it to contribute towards safeguarding the 'future wellbeing of the Welsh language'.

2.17 The LDP reflects this in its key objectives, and does so specifically and explicitly through Strategic Objective 7 which is outlined below.

SO7: To assist in protecting and enhancing the Welsh Language and the County's unique cultural identity, assets and social fabric.

2.18 The LDP identified the need to mitigate the impacts of development in those areas where there was a higher proportion of Welsh speakers within the communities. The policy outlined a requirement to phase development so that the communities were afforded an opportunity to absorb and adapt to the effects of development and that the development schemes could be assimilated into the social fabric of the community.

SP18 The Welsh Language

The interests of the Welsh language will be safeguarded and promoted. Proposals for residential developments of 5 or more dwellings in Sustainable Communities and 10 or more in Growth Areas, Service Centres, and Local Service Centres, located on sites within communities where 60% or more of the population are able to speak Welsh, will be subject to a requirement for phasing.

2.19 This policy has been subject to ongoing monitoring as part of the LDP's annual monitoring requirements. The Annual Monitoring Reports and subsequent LDP Review Report (February 2018) did not raise any issues with regards the implementation of Policy SP18. Nevertheless, since the production of the LDP, which was adopted December 2014, there have been significant changes in legislation and planning policy, most notably with the introduction of the Wellbeing of Future Generations Act 2015 and a new Technical Advice Note 20: Planning and the Welsh Language in 2017. Furthermore, a review of all relevant data is required as part of the production of the Revised LDP which includes the collation and assessment of information relating to the Welsh language in Carmarthenshire.

Carmarthenshire Wellbeing Plan: The Carmarthenshire We Want 2018-2023 (May 2018)

2.20 The Plan notes its support for the maintenance and development of cohesive bilingual communities and notes that it must ensure that the design and delivery of the numerous activities and actions in the wellbeing plan embrace Welsh language and culture and the vision for one million Welsh speakers by 2050.

2.21 As part of the production of a well-being plan, a series of well-being objectives have been identified, one of which notes the Authority's aim to Promote Welsh Language and Culture.

Carmarthenshire Wellbeing Assessment (2017)

2.22 For the purposes of the Carmarthenshire Wellbeing Assessment, six community areas were identified across the County based upon Upper Super Output Areas (see Figure 1 below). The Assessment indicated that there are differences between community areas within the county with over half the population of community area 3 being Welsh speakers compared to 25% of the population of community area 6. This is compared to the findings of the Well-Being survey in which 47% of respondents stated that they can speak Welsh with 44% of respondents in community area 4 agreeing that the language gives them a sense of identity compared to 28% of respondents in community area 6.



Figure 1: Upper Super Output Areas (taken from the Carmarthenshire Wellbeing Assessment (2017))

Carmarthenshire County Council's Approach to the Welsh Language

2.23 Following the publication of the 2011 Census data, Carmarthenshire County Council set up a Census Working Group comprising 9 elected members. The Group identified 8 priority areas for consideration, one of which was Planning with a focus on the provision of affordable housing and sustainable development.

2.24 The group commissioned two specific pieces of research: Firstly, Dr Dylan Phillips was commissioned to prepare a detailed statistical report on the state of the Welsh language in Carmarthenshire not only for the work of the Working Group but also to provide an evidence base to inform the Council's ongoing work in respect of Welsh language in the County. This report - 2011 Census: The Welsh Language in Carmarthenshire – has been utilised to inform this topic paper. Secondly, the University of Wales Trinity Saint David was commissioned to undertake research relating to Planning and the Welsh Language, looking specifically at housing estates in Carmarthen, Cross Hands and Llandeilo.

2.25 A questionnaire was sent to each one of the 281 houses and 160 (56.9%) responded. The research shows that 68.6% (103 of the 150 who responded) had moved to the current property from another household in Carmarthenshire with another 14% noting that they had moved from another area in South West Wales. Only 6% noted that they had moved from another part of the United Kingdom outside Wales. The data collected suggests that the housing estates mainly satisfied the needs of the local population. In addition, Welsh was the main language in 28% of the households (41 of 146) with the Welsh language also spoken in 23% of other households. This study offers a brief overview of links between development and Welsh language usage in Carmarthenshire, however, with the sample comprising a small number of geographical areas and households, further

evidence would be needed in order to draw any conclusions or to identify any correlation or trends in evidence.

2.26 More recently, on the 10th July 2019, the County Council unanimously resolved the following notice of motion presented by one of its members:

“This council believes that the whole of Carmarthenshire is an ‘area of linguistic sensitivity and significance’ and that the planning system has a crucial role to play in supporting the Welsh language across the county. To this end, we believe that the language should be a Material Planning Consideration in all applications for the development of five or more houses in rural areas and ten or more in urban areas in every community, irrespective of the percentage of Welsh speakers. We maintain that this policy is necessary and justifiable due to:

- *the need to address the severe and unexpected reduction in the number of Welsh-speakers in Carmarthenshire in the 2011 Census*
- *being a contribution towards the Welsh Government’s target of creating a million Welsh-speakers by 2050*
- *complying with the Wellbeing of Future Generations Act, in particular “a Wales of Vibrant Culture and Welsh Language: a society that promotes and protects culture, heritage and the Welsh language...”*

3 The Welsh Language and Carmarthenshire

3.1 This section gathers baseline data to outline the distribution and trends in Welsh language use within Carmarthenshire.

Welsh Speakers in Carmarthenshire

3.2 With 78,048 Welsh speakers amongst its population, Carmarthenshire is the county with the highest number of Welsh speakers in Wales and has the fourth highest proportion of Welsh speakers at 43.9% (2011 Census data). There is a significant variation in the numbers and proportions of Welsh speakers across Wales but on average 19% of the Welsh population are able to speak Welsh.

3.3 The image below shows the distribution of Welsh speakers per Electoral ward as recorded in the 2011 Census data. Whilst there is no obvious concentration of Welsh speakers in any particular area, it is apparent that a number of wards with a higher proportion of Welsh speakers are located in the Amman and Gwendraeth Valleys which are located in the cluster identified as the 'Amman and Upper Gwendraeth' in the LDP's Role and Function Topic Paper (December 2018).

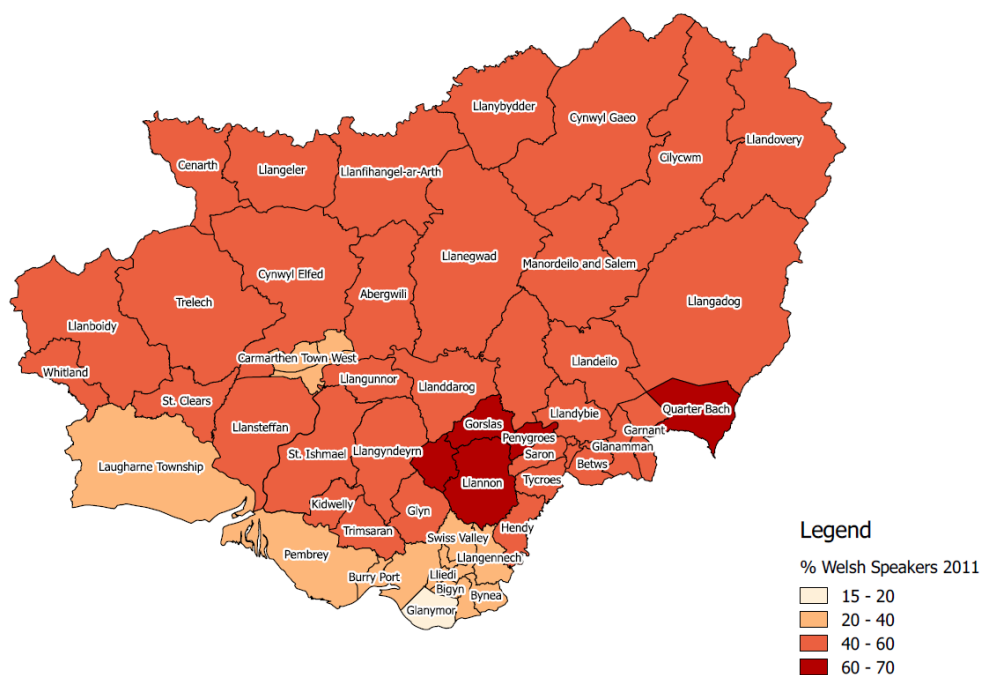


Figure 2: % of Welsh speakers in Carmarthenshire Electoral Wards (Census 2011 figures)

3.4 The proportion of Welsh speakers in Carmarthenshire has been steadily declining since the turn of the last century and a decline in the proportion of Welsh speakers in Carmarthenshire has been recorded by every Census since 1901.

3.5 More recently, during the period between the 1991, 2001 and 2011 Censuses, the percentage of Welsh speakers in Carmarthenshire has decreased from 54.9% to 43.9%. For the first time in Carmarthenshire's history the proportion of Welsh speakers in the County fell below half.

Carmarthenshire also experienced the second largest decrease in the percentage of Welsh speakers between 1991 and 2001 at 4.5% (this was second only to Ceredigion who experienced a decrease of 7.1%). In the time between 2001 and 2011 Carmarthenshire experienced the highest decrease in Wales at 6.4%.

3.6 Below is a summary of the 2001 and 2011 Census results indicating the number and proportion of Welsh speakers in Carmarthenshire.

	Able to Speak Welsh	Not able to Speak Welsh	% Able to Speak Welsh
2001	84,196	93,177	50.3
2011	78,048	99,594	43.9

3.7 The marked decline in the proportion of Welsh speakers is not unique to Carmarthenshire and the decrease in Welsh speakers is a trend witnessed throughout most Wales between 2001 and 2011 but in particular in the areas of Wales traditionally known as the Welsh heartlands ('Y Fro Gymraeg') such as Anglesey, Gwynedd and Ceredigion.

3.8 Further information is outlined below to show the proportion of Welsh speakers in each Electoral Ward in Carmarthenshire recorded by the 2001 and 2011 Census data.

WARD	2001 % of Welsh Speakers	% 2011 Welsh Speakers	Difference since 2001 %
Abergwili	57.9	55.7	-2.2
Ammanford	62.0	49.9	-12.1
Betws	62.8	53.4	-9.4
Bigyn	28.6	23	-5.6
Burry Port	36.4	32.2	-4.2
Bynea	35.9	31	-4.9
Carmarthen Town North	41.1	37.4	-3.7
Carmarthen Town South	44.5	38.2	-6.3
Carmarthen Town West	43.2	37.2	-6.0
Cenarth	59.6	48.8	-10.8
Cilycwm	49.3	46	-3.3
Cynwyl Elfed	57.9	54.3	-3.6
Cynwyl Gaeo	58.3	46.7	-11.6
Dafen	32.0	26.9	-5.1
Elli	35.1	28.6	-6.5
Felinfoel	33.5	28.1	-5.4
Garnant	69.6	58.5	-11.1
Glanamman	67.1	59.8	-7.3
Glanymor	24.5	19.2	-5.3
Glyn	65.8	58.9	-6.9
Gorslas	70.4	64.1	-6.3

Hendy	52.1	43.8	-8.3
Hengoed	37.9	32.7	-5.2
Kidwelly	50.7	44.4	-6.3
Laugharne Township	23.8	22.4	-1.4
Llanboidy	54.4	48.7	-5.7
Llanddarog	63.1	57.8	-5.3
Llandeilo	55.1	50.3	-4.8
Llandovery	47.0	40.3	-6.7
Llandybie	62.3	57	-5.3
Llanegwad	59.9	53.5	-6.4
Llanfihangel Aberbythych	56.7	51.6	-5.1
Llanfihangel-ar-Arth	66.4	57.5	-8.9
Llangadog	60.0	55.7	-4.3
Llangeler	60.2	54.5	-5.7
Llangennech	46.4	39.9	-6.5
Llangunnor	54.0	48	-6.0
Llangyndeyrn	65.4	58.8	-6.6
Llannon	71.1	64.2	-6.9
Llansteffan	49.0	44.2	-4.8
Llanybydder	64.5	58.6	-5.9
Lliedi	32.7	28.1	-4.6
Llwynhendy	33.0	26.1	-6.9
Manordeilo and Salem	49.4	48.2	-1.2
Pembrey	36.4	31.1	-5.3
Penygroes	70.0	62.2	-7.8
Pontamman	60.1	53	-7.1
Pontyberem	73.3	67.4	-5.9
Quarter Bach	74.9	68.7	-6.2
St. Clears	56.3	54.4	-1.9
St. Ishmael	55.3	50.3	-5.0
Saron	65.1	54.4	-10.7
Swiss Valley	36.2	33.1	-3.1
Trelech	60.8	53.5	-7.3
Trimsaran	57.1	50.4	-6.7
Tycroes	58.1	47.1	-11.0
Tyisha	28.4	21.5	-6.9
Whitland	45.2	42.4	-2.8

Difference in Welsh Speakers 2001-2011 per electoral ward

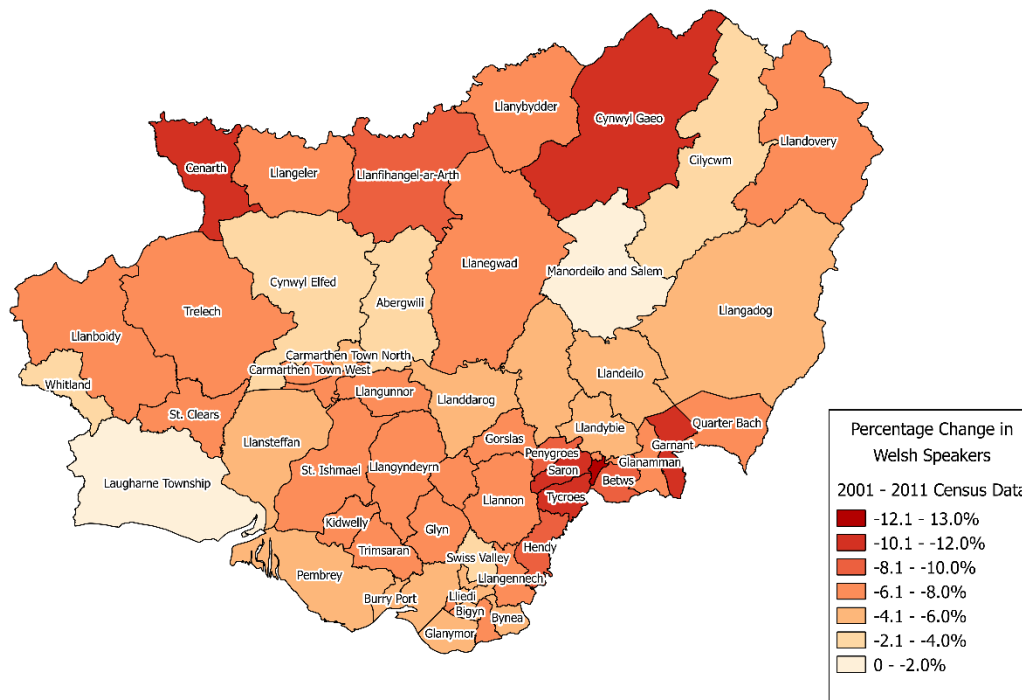


Figure 3: The difference in Welsh speakers in Carmarthenshire between 2001 and 2011 as recorded by Census data

3.9 The decline in the proportion of Welsh speakers across all wards is evident, however, it should also be noted that by 2011 there were no longer any electoral wards in Carmarthenshire with 70% or more of the population could speak Welsh and there were only 5 wards where 60% or more of the wards' population could speak the language (Gorslas, Llannon, Penygroes, Pontyberem and Quarter Bach).

3.10 In respect of other skills in the Welsh language, the 2011 Census records a 29.9% increase in the number of Carmarthenshire residents (aged 3 and over) who have no skills in Welsh. Consequently, almost half (42.8%) of all persons living in Carmarthenshire do not use Welsh in any capacity (speaking, reading or writing). However, Carmarthenshire fares rather favourably in comparison to the Wales average, whereby 73.9% of residents have no skills in Welsh.

3.11 In contrast to this recorded decline in the percentage of Welsh speakers and skills in Welsh, the number of people who understand spoken Welsh has increased following the 2001 Census. These trends would suggest that whilst there is an increased awareness and knowledge of the language in the County, there is probably a decrease in the general every day and verbal use of the language.

Annual Population Survey (Year Ending March 2019)

3.12 The most recent data - which is outlined in the Annual Population Survey (year ending 31 March 2019) - indicates that 95,400 of Carmarthenshire's population aged 3 or over can speak Welsh this equated to 53.3% of the County's population. (source: <https://statswales.gov.wales/Catalogue/Welsh-Language/Annual-Population-Survey-Welsh->

[Language/annualpopulationsurveyestimatesofpersonsaged3andoverwhosaytheycanspeakwelsh-by-localauthority-measure](#)) This is compared to 29.8% of the population of Wales being able to speak Welsh.

3.13 The Survey data indicated that 38.1% of Carmarthenshire’s Welsh speaking population spoke Welsh on daily basis, 6.4% spoke Welsh on a weekly basis and a further 7.3% spoke Welsh on a less frequent basis. Carmarthenshire fares rather favourably in comparative terms with the corresponding figures for Wales indicating that 16.7% of the Welsh speaking population speak the language on a daily basis, 5% on a weekly basis and a further 6.5% on a less frequent basis.

3.14 However, it is also possible that there are other reasons for the significant change in figures, with the survey methods used and the survey questions asked being possible factors. (Source: <https://gov.wales/sites/default/files/statistics-and-research/2019-05/welsh-language-results-annual-population-survey-2001-to-2018.pdf>)

Age of Carmarthenshire’s Residents

3.15 Another significant pattern in the context of the population is that the older population in the County continues to increase, and by 2011, 21.5% of the population was over 65 years old with future forecasts suggesting that this figure will rise again. This is consistent with the finding that young people leave the county after they have completed their statutory education.

3.16 By 2011, the highest percentage of Welsh speakers can be seen amongst the 3 – 15 age group (57.7%) and those aged 85 or older (56.9%). The percentages of Welsh speakers in the 25-49 age group (36.4 per cent) are considerably lower than the county average (43.9 per cent), and significantly lower than the percentages of Welsh speakers in the 15-24 age group in the 2001 results (49.2 per cent).

Welsh Speakers in Carmarthenshire by Age Group, 2011

Welsh Speakers (aged 3 and over)	Number	Percentage (%)
3 - 15	15,514	57.7
16 - 24	9,040	46.2
25 - 34	7,073	37.5
35 - 49	12,881	35.8
50 - 64	14,910	39.1
65 - 74	9,209	45.3
75 - 84	6,472	51.2
85+	2,949	56.9
TOTAL	78,048	43.9

Table 1: Welsh speakers in Carmarthenshire by age group (taken from 2011 Census: The Welsh Language in Carmarthenshire by Dr Dylan Phillips)

Migration

3.17 Carmarthenshire has seen a steady increase in its population since the 1980s. The Carmarthenshire Population and Household Forecasts paper prepared by Edge analytics provides an assessment of the population trends for Carmarthenshire. Overall, it summarises that whilst death rates now exceed birth rates, these have remained fairly static and it is therefore inward migration which has been the key driver in increasing the County's population. It also indicates that there is an outmigration of the younger generations.

3.18 The image below illustrates the increase in population in recent decades and the trend in decreasing numbers and proportion of Welsh speakers in Carmarthenshire.

Carmarthenshire population numbers and percentages of Welsh Speakers in Carmarthenshire (2011 Census)

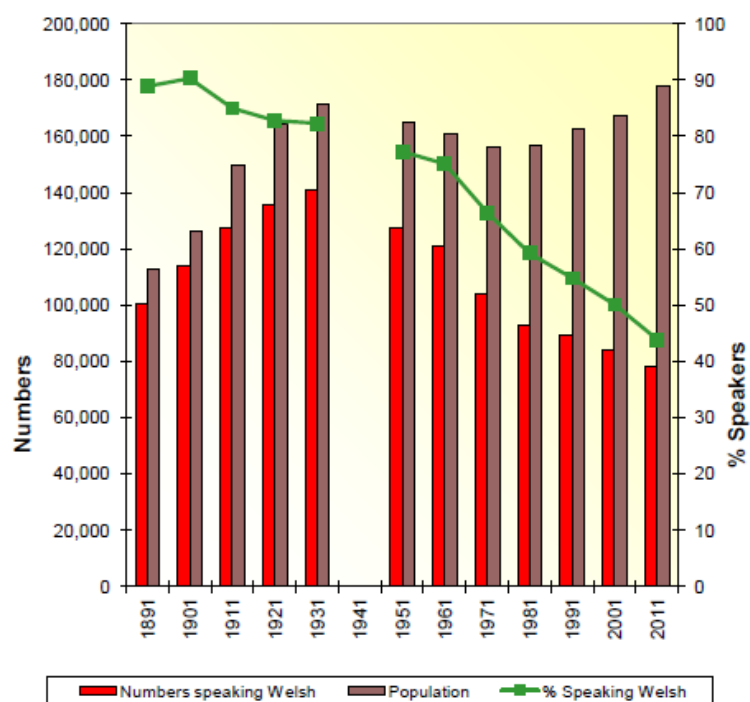


Figure 4: Carmarthenshire population numbers and numbers and percentages of Welsh Speakers in Carmarthenshire (2011 Census) (taken from 2011 Census: The Welsh Language in Carmarthenshire by Dr Dylan Phillips)

3.19 The Population and Household Forecasts paper notes that on the whole, there has been an increase in the net internal in-migration over recent years i.e. migration from elsewhere in the UK. In terms of migration linkages between Carmarthenshire and surrounding areas, the largest positive exchanges have been with Swansea (+113 pa), Ceredigion (+66 pa) and Neath Port Talbot (+32 pa). For the outflow exchange, the dominant net outflow has been to Cardiff (119 pa), with smaller net outflows to Bristol (17 pa); both influenced by the annual migration of students to higher education.

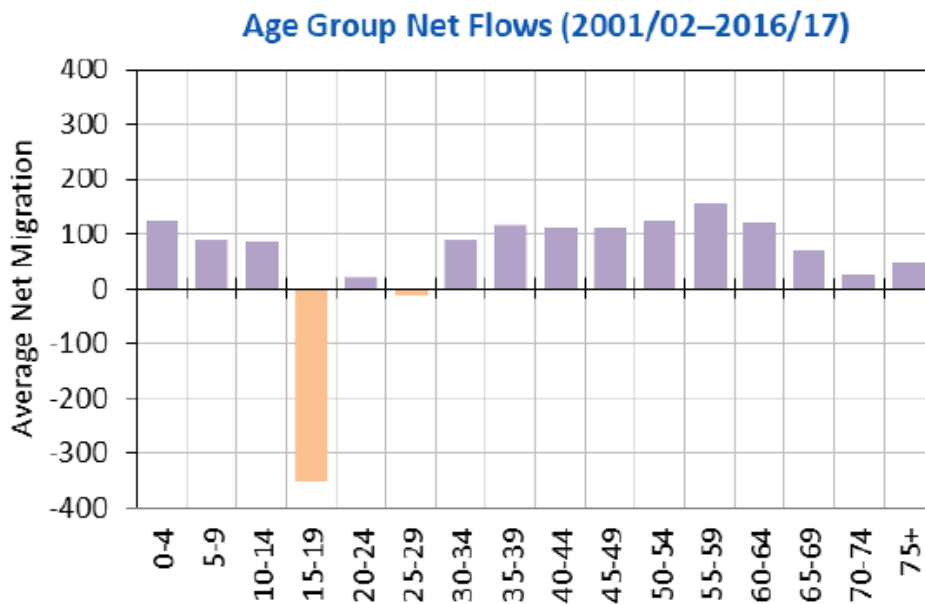


Figure 5: Average annual net migration by age group 2001/02-2016/17 (taken from the Carmarthenshire Population and Household Forecasts paper prepared by Edge analytics)

3.20 The Forecasts Paper notes that with regards the age profile of migration that Carmarthenshire has experienced a net inflow in all age groups, notwithstanding the 15 – 19 and 25 – 29 age groups (see Figure 5 above). The large net outflow at age 15 – 19 is associated with the student population migrating out of Carmarthenshire for higher education, with a small return flow in the 20-24 age group. The smaller net outflow in the 25 – 29 age group is likely associated with moves for employment and housing.

3.21 The net inflow of the 30 – 44 young family age group is mirrored by growth in the 0 – 14 age groups, as people move into Carmarthenshire to either have children or with their families. A net inflow is recorded in all older (65+) age groups, contributing to Carmarthenshire’s ageing population profile.

3.22 With regards international migration, Carmarthenshire’s immigration total has remained higher than its emigration. The Forecasts Paper notes that a sharp rise in immigration was recorded in 2006/07 (+863), resulting in a peak in net international migration, with a more stable profile thereafter. Emigration flows from Carmarthenshire have averaged +291 per annum since 2001/02.

3.23 NINo statistics provide an alternative but complementary view of immigration linked to migrant worker populations. NINo registrations peaked in 2007 (1,313), driven by a significant increase in in-migration from Poland; reflected in immigration estimates for Carmarthenshire. Following the 2007 peak, NINo registrations fell to 467 in 2009, with a steady increase recorded to 2015. In 2017, fewer registrations were recorded, driven by a fall in Polish and Romanian worker registrations. A similar trend occurred at national level, with a fall in Polish, Romanian and Spanish workers resulting in lower 2017 NINo registrations.

3.24 Since 2002, Poland has contributed 58% of all NINo registrations, with 6% from Romania, 3% from India, Ireland and Portugal and 2% from Bulgaria and the Philippines. In total, approximately 71% of all NINo registrations since 2002 have come from EU13 countries, compared to 11% from Other EU countries.

3.25 2011 Census: The Welsh Language in Carmarthenshire by Dr Dylan Phillips notes that the proportion of Carmarthenshire residents who were born outside of Wales has steadily increased over recent decades and notes that the out-migration of Welsh speakers and the in-migration of monoglot English speakers have engendered a substantial decline in the numbers and percentages of Welsh speakers across the heartlands. Further information on this can be found in the document itself, however, Phillips notes that the percentages of inhabitants born in Wales has continued to be extremely high in some parts of the County such as Llanelli and Ammanford, whilst the level of in-migrants has been substantially higher in some more rural areas such as Llanboidy, Trelech and Cynwyl Elfed in the Bro Myrddin area, Cynwyl Gaeo, Cilycwm, Manordeilo and Llangadog in the Tywi Valley area, and Cenarth, Llangeler and Llanybydder in the Teifi Valley area.

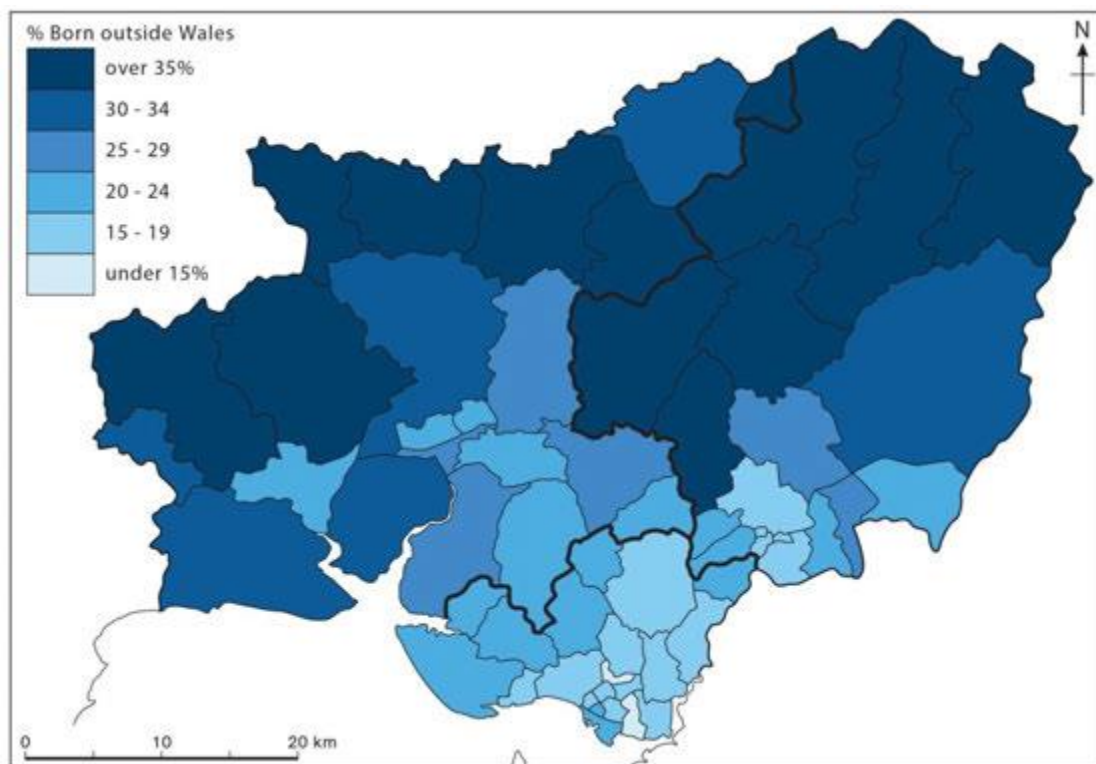


Figure 6: Population born outside Wales in Carmarthenshire 2011 (taken from 2011 Census: The Welsh Language in Carmarthenshire by Dr Dylan Phillips)

3.26 Phillips notes that there appears to be a close correlation in a number of communities between the percentages of those born outside Wales and the percentages of monoglot English speakers, suggesting that some wards were anglicised as a result of in-migration.

3.27 However, when looking at the Census data between 2001 and 2011 the picture is significantly different with the majority of areas which saw the greatest levels of in-migration being urban rather than rural areas. Phillips notes that of the 13 wards in Carmarthenshire that saw an increase of +5 per cent and over in the population born outside Wales between 2001 and 2011, only two were rural wards. The towns of Llanelli, Ammanford, Carmarthen and Whitland saw the greatest increase – Tyisha was the ward within Llanelli town that saw greatest in-migration in terms of percentage as there was an increase of + 11.7 per cent in the percentage of inhabitants born outside Wales (or a total of + 489 people), and Glan-y-môr in Llanelli saw the highest number with a total of

+ 592 (or a percentage increase of + 8.8 per cent). This indicates that whilst in-migrants have historically been drawn to rural areas of Carmarthenshire there has between 2001 and 2011 been a marked shift in the trend towards migrating into the urban areas of the county and in particular the County's growth areas. The census statistics in 2011 also provide an indication of the immigrants' linguistic ability. Across the county, 13.2 per cent of the immigrants claimed they could speak Welsh.

4 Revised LDP

Vision, Issues and Objectives

4.1 Consultation and engagement work was undertaken with key stakeholders as part of the early stages of preparing a Revised LDP, to identify the pertinent issues and objectives for the LDP. Further information on this can be found in the LDP's evidence base and in particular the Vision, Issues and Objectives Background Paper.

4.2 Engagement work was undertaken with Carmarthenshire County Council's elected County Councillors, the Key Stakeholder Forum and with the public.

4.3 Consultation with the County Councillors noted the following issues and considerations for consideration in the production of the LDP (these have been summarised for the purposes of the background paper):

- Welsh language interests need to be considered – County's contribution to 1million speakers by 2050
- Need a methodology for assessing impact on Welsh language from development to support policy implementation
- Welsh language is part of the social fabric – bi lingual signage should be promoted with developers challenged, try and develop a methodology for assessing impact on the language.
- Welsh language and rural needs are vital issues

4.4 Following this exercise, an online survey was undertaken to gauge public opinion of the importance of the issues cited by the County Councillors. The majority of the respondents either agreed or strongly agreed with the above statements and their relevance and importance in Carmarthenshire.

4.5 An engagement exercise was also undertaken with the Key Stakeholder Forum focussed on Carmarthenshire's wellbeing objectives to provide a framework and themes to structure the discussions. The stakeholders were asked to identify issues and solutions pertaining to each wellbeing objective. Of particular relevance to the Welsh language is objective 14 – promoting Welsh language and culture. The comments provided were as follows:

Issues:

- Protecting the historic environment
- Losing culture and language
- In-migration

Solutions:

- Tool for assessing impact of development on Welsh language national policy intervention.
- Provide affordable housing in small Welsh language communities to retain young families.

4.6 Following the consideration of the engagement and consultation exercises as well reviewing policies, corporate plans / strategies and the Sustainability Appraisal process, 33 summary issues were identified for the LDP. Of particular relevance to the Welsh language are the 3 issues referenced below:

A Carmarthenshire of vibrant culture and thriving Welsh Language

28 Need to measure the impact of development upon the Welsh language

29 Need for affordable housing within our communities to retain young families

31 Highest number of Welsh speakers in Wales

The Preferred Strategy

4.7 The Sustainability Appraisal / Strategic Environmental Assessment (SA / SEA) Initial Report provides an assessment of the anticipated likely impacts of the following elements of the Preferred Strategy and the alternatives:

- The strategic objectives
- The growth options
- The spatial options
- The preferred strategy – balanced community and sustainable growth strategy
- The strategic policies

4.8 These were all considered and appraised against a series of SA Objectives. Of particular relevance to the Welsh language is SA11: The Welsh Language. Figure 8 of the SA – SEA Initial Report provides an outline of the outcome of the appraisal. The appraisal was conclusive that the following elements of the Preferred Strategy would have positive impacts upon SA11: objectives, growth option 4, spatial option hybrid, SP4, SP5 and SP7.

4.9 The remaining elements were either considered irrelevant in terms of their linkages with impacting upon the Welsh language or could have either positive or negative effects and that mitigation may need to be considered in terms of the negative impacts and whether the positive impacts could be enhanced.

The Deposit LDP

4.10 In order to fully understand how the Revised LDP can safeguard the Welsh language and provide the opportunities to enable it to grow and thrive in Carmarthenshire it is considered beneficial to undertake further work to identify how the LDP can address the comments raised as part of the SA – SEA Initial Report.

4.11 This should include consideration of how the positive effects of the strategic policies can be maximised and how any potential negative impacts upon the language can be overcome or mitigated.

4.12 Specifically, it is considered necessary to consider the following matters: the identification of linguistically sensitive areas; how the anticipated positive effects of the strategic policies can be maximised; and, how the anticipated negative impacts of the strategic policies can be mitigated.

4.13 As part of the preparation of the Deposit LDP there will also be a requirement to ensure that the plan strategy, policies and land allocations in the deposit LDP are consistent with the SA.