

Revised 2018-2033 Local Development Plan

Topic Paper The Welsh Language



February 2023

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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 trends, status and the needs of the Welsh Language in Carmarthenshire and provides context for the LDP. A separate Welsh Language Impact Assessment of the Second Deposit Revised LDP has also been prepared as well as an Integrated Sustainability Appraisal which assesses the anticipated impacts of the Plan on the Welsh language in Carmarthenshire.

1.2 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.

1.3 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 11). 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, 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.

Future Wales The National Plan 2040

2.9 In 2021 The Welsh Government adopted Future Wales The National Plan 2040, which is essentially the development plan for Wales. Future Wales identifies a series of 11 outcomes to deliver on its aims, one of which centres around the Welsh language, noting that the Framework aims to create

'A Wales where people live ... in places with a thriving Welsh Language. We aim to have a million Welsh speakers in Wales by 2050 – an increase of almost 80% on current levels. The language will be an embedded consideration in the spatial strategy of all development plans. 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 development will be a positive force towards encouraging the creation of education and social infrastructure to enable the language to develop as a natural, thriving part of communities.'

2.10 These ambitions need to be reflected in other development plans and strategies, including Local Development Plans. There is a requirement that the Revised LDP's spatial strategy and settlement hierarchy help meet the Future Wales outcomes, including creating or safeguarding places where the Welsh language can thrive in Carmarthenshire.

Planning Policy Wales Edition 11

2.11 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

2.12 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.

Local Policy and Strategies

2.13 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'.

2.14 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.

2.15 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.

2.16 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 2023-28

2.17 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.

2.18 As part of the production of a well-being plan, a series of well-being objectives have been identified. Whilst there is no one objective which relates solely to the Welsh language, it has been incorporated within the Plan's proposed actions under a number of the objectives. They include, amongst others, a commitment to the County's Welsh language promotion strategy and Action Plan to take action against the decline of the Welsh language in the county and 'To maximise opportunities to deliver the Carmarthenshire Welsh language Promotion Strategy'.

Carmarthenshire County Council's Approach to the Welsh Language

2.19 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.

2.20 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.

2.21 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.

2.22 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. At the time of reporting the Second Deposit Revised Local Development Plan and preparing the background evidence the Census 2021 data was only partly available with data emerging incrementally during the reporting and preparatory processes. It is therefore envisaged that further work may be required to evaluate the Census data and what this tells us about the Welsh language in Carmarthenshire. This information will be assessed as the Plan progresses towards examination and used to inform the revised LDP. The information provided below is based upon data available at the time of preparing the paper.

Welsh Speakers in Carmarthenshire

3.2 With 72,838 Welsh speakers amongst its population, Carmarthenshire is the county with the second highest number of Welsh speakers in Wales and has the fourth highest proportion of Welsh speakers at 39.9% (2021 Census data). There is a significant variation in the numbers and proportions of Welsh speakers across Wales but on average 17.8% 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 (February 2023). The data which has recently emerged from the 2021 Census results show a similar pattern, with some wards in the Amman and Gwendraeth Valleys recording a higher proportion of Welsh speakers than other wards.

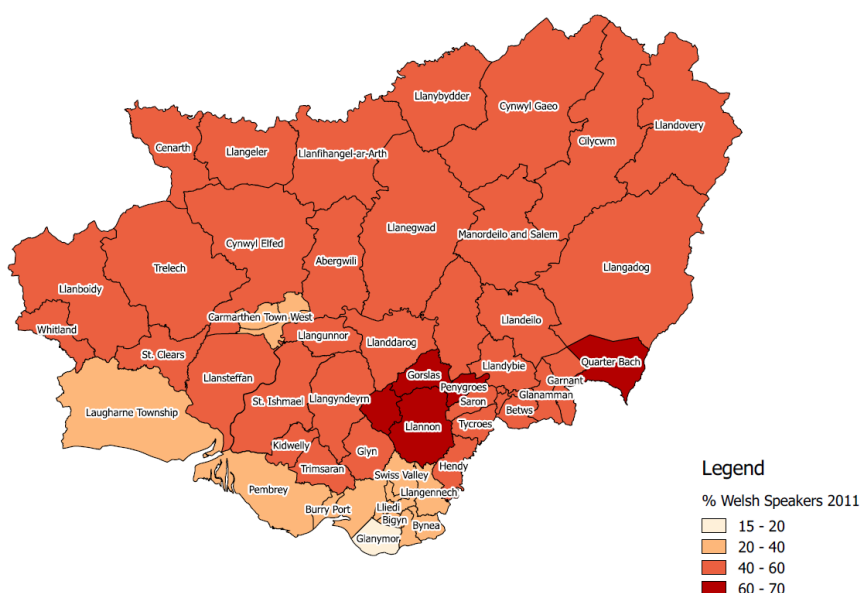


Figure 1: % of Welsh speakers in Carmarthenshire Electoral Wards (Census 2011 figures)

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, 2011 and 2021 Censuses, the percentage of Welsh speakers in Carmarthenshire has decreased from 54.9% to 39.9%. In the time between 2001 and 2011 Carmarthenshire experienced the highest decrease in Wales at 6.4% and again between 2011 and 2021 at 4%.

3.6 Below is a summary of the 2001, 2011 and 2021 Census results indicating the number and proportion of Welsh speakers in Carmarthenshire.

	Able to Speak Welsh	% Able to Speak Welsh
2001	84,196	50.3
2011	78,048	43.9
2021	72,838	39.9

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 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 2021 Census.

Ward	% 2021 Welsh Speakers
Abergwili	55.1
Ammanford	47.3
Betws	50.1
Bigyn	20.6
Burry Port	29.9
Bynea	25.4
Carmarthen Town North and South	34.2
Carmarthen Town West	34.3
Cenarth and Llangeler	46.9
Cilycwm	42.6
Cwarter Bach	59.4
Cynwyl Elfed	48.3
Dafen and Felinfoel	24.6
Elli	32.0
Garnant	50.7
Glanamman	48.2
Glanymor	19.2
Glyn	54.1
Gorslas	58.4

Hendy	38.1
Hengoed	31.8
Kidwelly and St Ishmael	37.6
Laugharne Township	20.1
Llanboidy	47.4
Llanddarog	55.7
Llandeilo	45.1
Llandovery	37.3
Llandybie	51.4
Llanegwad	48.3
Llanfihangel Aberbythych	46.0
Llanfihangel-ar-Arth	53.4
Llangadog	47.2
Llangennech	36.4
Llangunnor	48.0
Llangyndeyrn	50.2
Llannon	57.0
Llanybydder	51.7
Lliedi	26.0
Llwynhendy	21.8
Manordeilo and Salem	44.9
Pembrey	28.8
Penygroes	56.3
Pontyberem	60.7
Saron	47.5
St. Clears and Llansteffan	44.5
Swiss Valley	29.8
Trelech	47.0
Trimsaran	44.9
Tycroes	41.3
Tyisha	18.9
Whitland	37.0

3.9 The decline in the proportion of Welsh speakers across the County is evident, however, it should also be noted that by 2021 there was only 1 ward where 60% or more of the wards' population could speak the language (Pontyberem).

3.10 In respect of other skills in the Welsh language, the 2021 Census recorded a 4.8% increase in the number of Carmarthenshire residents (aged 3 and over) who have no skills in Welsh, almost half of all persons living in Carmarthenshire do not use Welsh in any capacity (speaking, reading or writing).

Annual Population Survey (Year Ending June 2022)

3.11 The most recent data outlined in the Annual Population Survey (year ending 30 June 2022) - indicates that 92,000 of Carmarthenshire's population aged 3 or over can speak Welsh, this equated to 52.1% 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 29.7% of the population of Wales being able to speak Welsh.

3.12 The Survey data indicated that 35.1% of Carmarthenshire's Welsh speaking population spoke Welsh on a daily basis, 6.9% spoke Welsh on a weekly basis and a further 8.8% spoke Welsh on a less frequent basis. Carmarthenshire fares rather favourably in comparative terms with the corresponding figures for Wales indicating that 14.8% of the Welsh speaking population speak the language on a daily basis, 5.6% on a weekly basis and a further 7.6% on a less frequent basis.

Age of Carmarthenshire's Residents

3.13 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 and since 2011 this has risen to 24.16% (45,400) of the population in 2021.

3.14 By 2011, the highest percentage of Welsh speakers was seen amongst the 3 – 15 age group (57.7%) and this remained the case in 2021 although at a lower level of 55.1%. The percentages of Welsh speakers in the 16-64 age group was lowest at 36%, lower than the county average of 39.9%.

Welsh Speakers in Carmarthenshire by Age Group, 2021

Welsh Speakers (aged 3 and over)	Number	Percentage (%)
3 - 15	15,004	55.1
16 - 64	39,595	36.0
65+	18,243	40.1

Migration

3.15 Carmarthenshire has seen a steady increase in its population since the 1980s. The Carmarthenshire Population and Household Forecasts paper prepared by Edge analytics for the First Deposit revised LDP 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.

3.16 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)

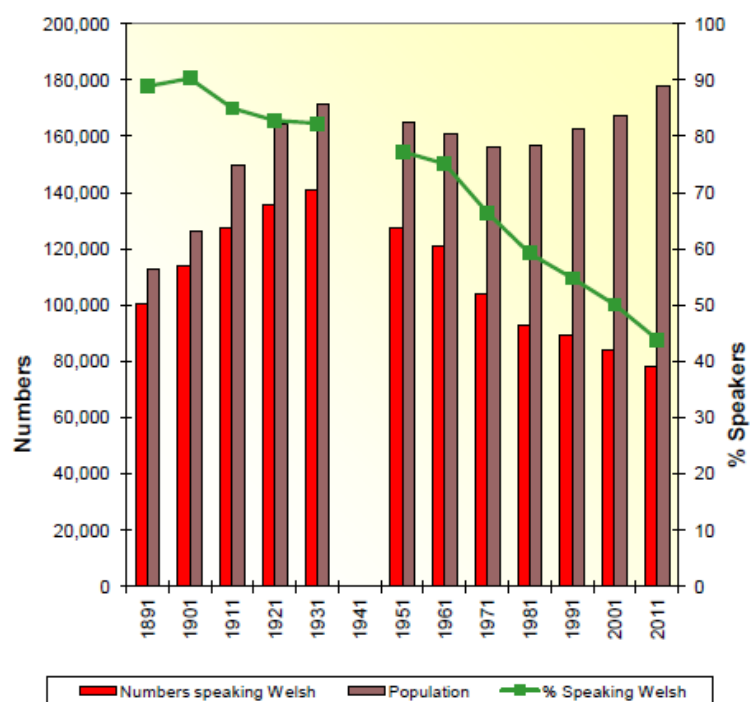


Figure 2: Carmarthenshire population numbers and percentages of Welsh Speakers in Carmarthenshire (2011 Census) (taken from 2011 Census: The Welsh Language in Carmarthenshire by Dr Dylan Phillips)

3.17 To inform the preparation of the Second Deposit revised LDP a Housing and Economic Growth Report has been prepared by Turley to inform the Plan by providing an insight into the changes in population and anticipated changes in Carmarthenshire. The Paper notes that the ONS estimated that population growth in Carmarthenshire was being mainly driven by the net inflow of people from other parts of Wales and the UK and, to a lesser extent, from overseas. The latter has been relatively consistent, with an average net inflow of 209 people per annum over the plan period to 2020 and 188 per annum over the last five years alone. The size of the net inflow from elsewhere in the UK was though estimated to have grown over the course of the plan period, in the last three years returning to levels last seen in the early 2000s, with an average net inflow of 1,265 people per annum recorded over the five years to 2020. This net in-migration – double the average of 851 persons recorded annually over the plan period to 2020 – has continued to offset the persistent excess of deaths over births, which has also been growing over the plan period.

Components of Population Change in Carmarthenshire (2001-20)

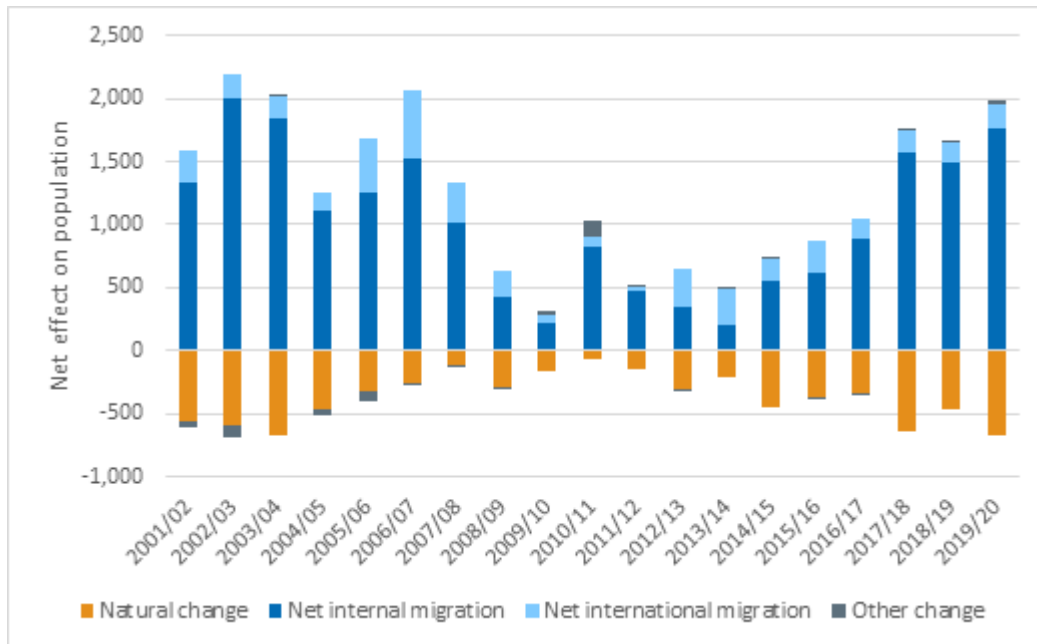


Figure 3: Components of Population Change in Carmarthenshire (2001-20) (taken from Housing and Economic Growth Report, Turley Nov. 2022)

3.18 The past five years, in which the net inflow to Carmarthenshire from other parts of the UK has grown, have seen an average of more than 2,000 people move between the county and Swansea each year. This is by some distance the strongest relationship shared by Carmarthenshire and has brought an average net inflow of circa 213 people per annum. There has also been a net inflow from Ceredigion, with which Carmarthenshire shares its next strongest relationship in terms of gross migration. This is followed by Pembrokeshire and Cardiff, albeit these relationships contrastingly involve a net outflow from the county.

Number and Direction of Moves to or from Carmarthenshire (2015 – 20)

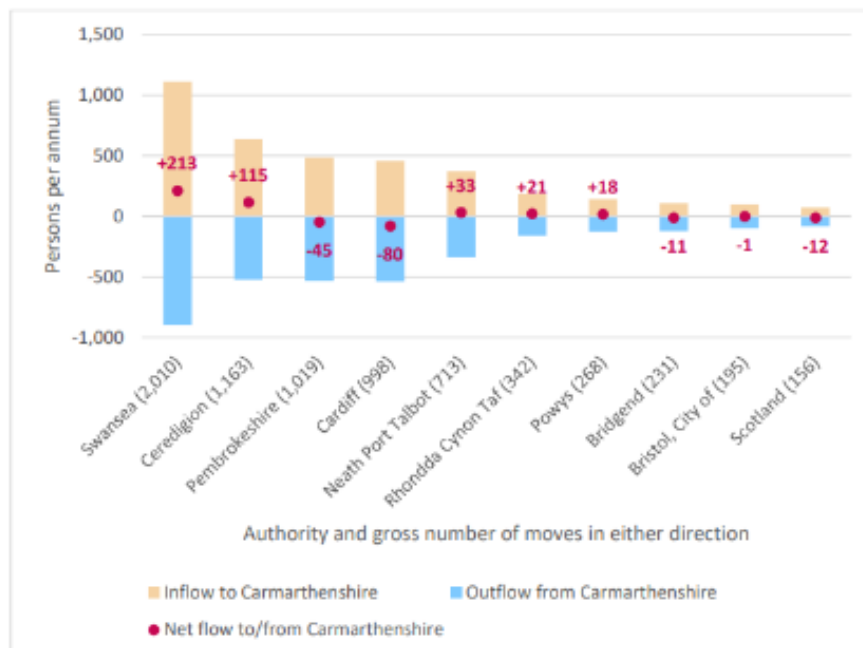


Figure 4: Number and Direction of Moves to or from Carmarthenshire (2015 – 20) (taken from Housing and Economic Growth Report, Turley Nov. 2022)

3.19 The Report notes that the growing net inflow from other parts of the UK notably appears to have been comprised of people of all ages. This last year included those aged 18 to 24, more of whom have historically tended to move elsewhere than move to Carmarthenshire, with the change appearing to have been driven by reduced outmigration as a likely result of fewer young people leaving home during the early months of the COVID-19 pandemic. The net inflow of those aged 25 to 44 has also been relatively strong, as shown below.

Net Internal Migration by Age Group (2001-20)

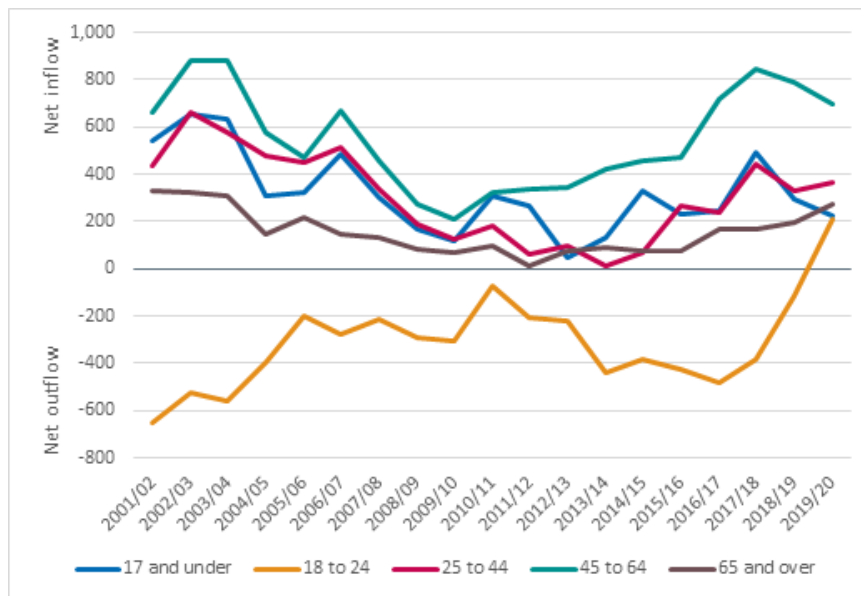


Figure 5: Net Internal Migration by Age Group (2001-20) (taken from Housing and Economic Growth Report, Turley Nov. 2022)

3.20 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.

Population born outside Wales in Carmarthenshire 2011

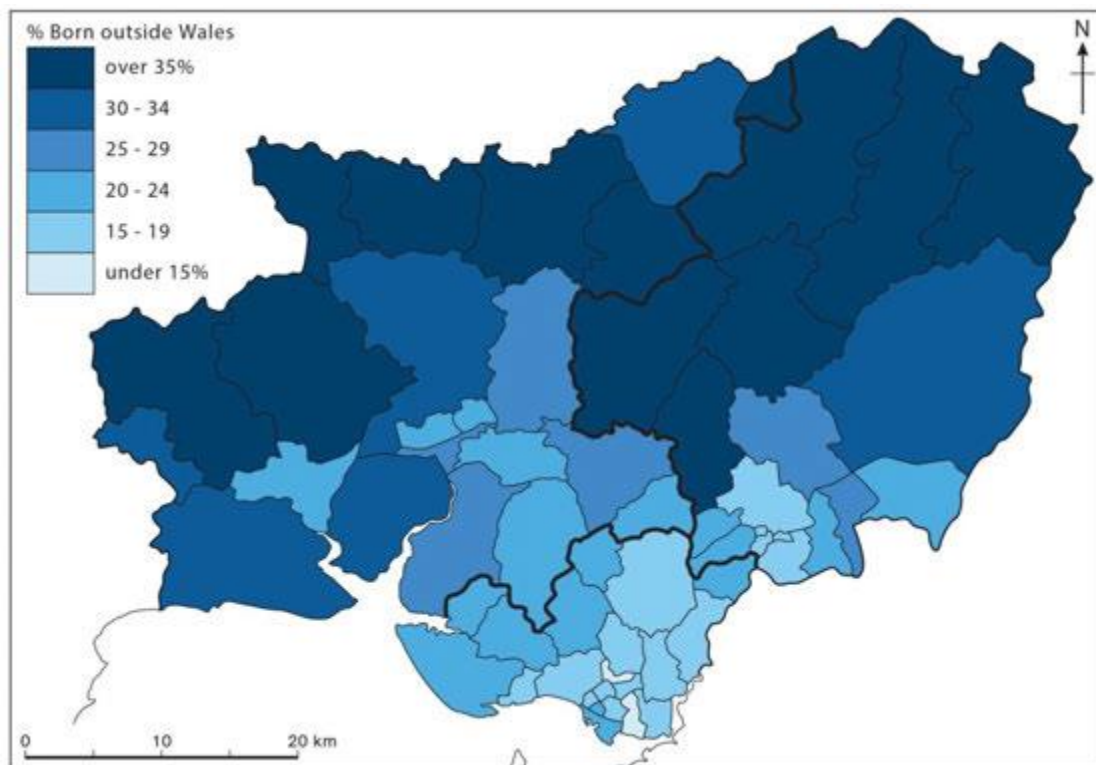


Figure 6: Population born outside Wales in Carmarthenshire 2011 (taken from 2011 Census: The Welsh Language in Carmarthenshire by Dr Dylan Phillips)

3.21 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.

3.22 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 was 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 noted 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 Second Deposit Revised LDP

4.10 In order to gain a better understanding of how the Revised LDP can safeguard the Welsh language and provide the opportunities to enable it to grow and thrive in Carmarthenshire it was considered beneficial to undertake further work to assess the impact of the Second Deposit plan and to identify how it could potentially maximise opportunities for the Welsh language.

4.11 The Second Deposit LDP identifies the whole of Carmarthenshire as a linguistically sensitive area for the purposes of local planning policy. The 2021 Census indicates that 17.8% of the Welsh population can speak Welsh, whilst the correlating figure for Carmarthenshire is 39.9%. In terms of the geographical breakdown of the proportion of speakers across the County, this is lowest in the Tyisha Ward where 18.9% speak Welsh, and the highest in Pontyberem where 60.7% speak Welsh. The proportion of Welsh speakers is higher than the national average across each ward in the County, and it is largely for this reason Carmarthenshire in its entirety is considered to be linguistically sensitive.

4.12 Whilst a high proportion of Welsh speakers can be a good indication of an area's linguistic sensitivity it is also considered important to have regard to the Welsh Government's targets to create a million Welsh speakers by 2050. As such, halting the decline of Welsh speakers and

maximising opportunities to increase the number of Welsh speakers are also important considerations in identifying sensitive areas. Some parts of Carmarthenshire which have a low proportion of Welsh speakers (comparatively within Carmarthenshire) are also located within some of the County's more urban, populated places, some of which have been identified as areas for growth on a national and regional level. Their status as recognised areas of linguistic sensitivity could therefore support the rLDP to safeguard and promote the Welsh language within these areas.

4.13 As noted above, additional work has been undertaken to assess the anticipated impacts of the Second Deposit rLDP upon the Welsh language. The Integrated Sustainability Appraisal provides an assessment of the anticipated impacts of all aspects of the Plan. To further supplement this assessment, a Welsh Language Impact Assessment has also been produced by Cwmni Iaith. The assessment sets out a methodology for assessing impact based upon 2 main considerations – the magnitude of the impact / consequences over the plan period and also the likelihood of that impact or consequence occurring. This method for assessing impact was utilised to consider the anticipated impacts of the Second Deposit rLDP, looking specifically at the growth and spatial strategies and the policies. In applying this methodology to the assessment, consideration is given to the wider context looking holistically at factors and other influences on the Welsh language in Carmarthenshire and how they may affect the language within the lifetime of the Plan.

4.14 As the Second Deposit rLDP progresses towards the examination, the evidence base to support it may require adapting and developing. As such, it is envisaged that the Welsh Language Impact Assessment may evolve and develop to assess the anticipated impacts of the rLDP following the consultation on the Second Deposit LDP.