



Pembrokeshire County Council

Local Development Plan 2

Background Paper Welsh Language

Updated May 2024

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Abbreviations

AMR	Annual Monitoring Report
LDP (2)	Local Development Plan (2)
LPA	Local Planning Authority
SA	Sustainability Appraisal
SPG	Supplementary Planning Guidance
TAN	Technical Advice Note
LSA	Language Sensitive Area
PP Wales	Planning Policy Wales (Edition 12)
PSB	Pembrokeshire Service Board
%	Percentage

1. Introduction

1.1 This paper forms part of the evidence base for the Review of the Local Development Plan 'Planning Pembrokeshire's Future', adopted February 2018, and its replacement by Local Development Plan 2 (LDP2). The review of the plan commenced 5 May 2017.

1.2 The paper focuses on the land use planning aspects of the Welsh Language, and how Welsh Language will be taken into account within LDP2. It also provides information on the trends for Welsh Language in Pembrokeshire and identifies Welsh Language Sensitive Areas.

1.3 Local Development Plan 2 was first placed on Deposit between 15 January and 18 March 2020. Following delays attributed to the impact that COVID-19 had in 2020 and more significantly new guidance on phosphates being published by Natural Resources Wales in January 2021, Pembrokeshire County Council have had to pause the LDP Review, offering us an opportunity to re-visit some of the background papers and update them where possible. The Welsh language background paper has been updated to demonstrate the consideration provided to Welsh as a community language.

2. Legislative and Policy Background

National Strategic and Planning Policy Context

Well-being of Future Generation (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 puts in place seven well-being goals and identifies a range of public bodies including Local Authorities who must work to improve the economic, social, environmental and cultural well-being of Wales.

2.2 One of the well-being goals is 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.

Local Planning Authorities must have regard for well-being when preparing a LDP. The LDP vision, objectives and policies should be consistent with national well-being goals and with local well-being objectives and priorities, as set out in Well-being Plans.¹ The LDP must recognise the importance of maintaining linguistically vibrant geographical communities, maintaining the social fabric of Welsh-speaking communities, and must avoid an imbalance of community language; it must also support opportunities for learning and using the language.

¹ The Pembrokeshire Well-being Plan was published in April 2018.
<https://www.pembrokeshire.gov.uk/public-services-board/well-being-plan>

Cymraeg 2050: Welsh Language Strategy²

2.3 This sets out the Welsh Ministers' strategy for the promotion and facilitation of the Welsh language. It sets out the Welsh Government's long-term approach to achieving the vision of a thriving Welsh language and a million Welsh speakers by 2050. 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.

2.4 It recognises the need to provide Welsh speakers with easily accessible opportunities to use their skills in social and work settings.

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'.

Welsh Language Communities Housing Plan (Consultation Draft 23.11.21)

This paper reports on the problems of balancing short-term holiday accommodation and second homes with the need to support and protect Welsh-speaking communities and address the issue of affordable housing. Through careful economic, community and language planning this Plan seeks to enable Welsh-speaking communities to be economically and linguistically viable, places where people can afford to live and work, communities where people can work nearer their homes, ensuring local communities remain sustainable and vibrant for future generations.

The 2017-2021 Work Programme

The first Work Programme focused on laying firm foundations whilst recognising that language planning is a long-term process. The Programme included a series of

² The strategy supersedes *A living language: a language for living – Welsh Language Strategy 2012-17*, and its associated policy statement *'A living language: a language for living – Moving forward*.

targets to be achieved by 2021. The targets generally relate to Welsh education and learning.

The Welsh Government anticipates that the 2021 Census will be published by March 2023 and will provide Welsh language data.

The 2021-2026 Work Programme

Revised targets for Welsh medium education are included to be on track to meet the overall 2031 target; to increase the percentage of the population who speak Welsh on a daily basis, and can speak more than a few words of Welsh.

Theme 3: creating favourable conditions – infrastructure and context. Language is recognised as a social phenomenon that needs communities of speakers to exist in order to facilitate its use. Welsh Government is working the issue of second homes and issues of affordability which have implications for the balance of Welsh speakers within communities.

Welsh Language Measure (Wales) Measure 2011

2.5 In introducing the Welsh Language Measure and Welsh Language Standards, the Welsh Government's aims are 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.

2.6 It came into force in March 2015. The Standards provide clarity about the services that should be provided in Welsh and require organisations to use the Welsh language in a reasonable and proportionate manner. The Measure and Standards are relevant to the way in which local planning authorities communicate on the Local Development Plan and its revision.

2.7 The role of the Welsh Language Commissioner was created under the Measure. They aim to promote and facilitate the use of Welsh. A compliance notice was issued to the Authority on the 30 September 2015 by the Welsh Language Commissioner under Section 44 of the Measure which set out the standards with which the Authority should comply.

2.8 In terms of policy making (including within the Local Development Plan Review process) the Compliance Notice requires the Authority to consider how a new policy could be formulated (or how an existing policy could be changed) so that the policy decision would either;

- have a positive effect, or an increased positive effect, or
- would not have an adverse effect, or would have a decreased adverse effect on the Welsh language.

2.9 The policy decision should also ensure that it does not treat the Welsh language less favourably than the English language.

2.10 The objectives of the Sustainability Appraisal for LDP2 will need to reflect the Compliance Notice requirements. Following a scoping report, the SA will continue to consider the Welsh Language within the SA framework as follows

Objective 7. Protect and enhance the role of the Welsh language and culture

2.11 The Authority will also follow the requirements set out in the Measure regarding engagement and consultation during LDP review. These can be found within the Delivery Agreement for the LDP Review.

Planning and Compulsory Purchase Act 2004

2.12 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 of its development, including the extent to which the Welsh language is used on the area.

Planning (Wales) Act 2015

2.13 Introduces the requirement for Welsh language to form part of the sustainability appraisal of a Local Development Plan to assess the likely effects of the plan on the use of the Welsh language in the area of the Authority. (see 2.10 above)

Future Wales The National Plan 2040

Emphasises the outcome of 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.' (page 54)

The South West overview -

'With 147,864 Welsh speakers across the region and with concentrations of settlements where Welsh is the first language for many people, it is important that Strategic and Local Development Plans consider the relationship between strategic housing, transport and economic growth and the Welsh language. Strategic and Local Development Plans should contain settlement hierarchies and growth distribution policies that create the conditions for Welsh to thrive and remain as the community language in the many places where everyday life takes place in Welsh.' (page 142)

Planning Policy Wales Edition 12 The Welsh Language and Placemaking.

2.14 This sets out the Welsh Government's commitment to ensuring that the Welsh language is supported and encouraged to flourish.

3.25 The Welsh language is part of the social and cultural fabric and its future well-being will depend upon a wide range of factors, particularly education, demographic change, community activities and a sound economic base to maintain thriving sustainable communities and places. The land use planning system should take account of the conditions which are essential to the Welsh language and in so doing contribute to its use and the Thriving Welsh Language well-being goal.

3.26 Planning authorities must consider the likely effects of their development plans on the use of the Welsh language as part of the Sustainability Appraisal. 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.

3.28 Considerations relating to the use of the Welsh language may be taken into account by decision makers so far as they are material to applications for planning permission. Policies and decisions must not introduce any element of discrimination between individuals on the basis of their linguistic ability, and should not seek to control housing occupancy on linguistic grounds.

3.29 If required, language impact assessments may be carried out in respect of large developments not allocated in a development plan which are proposed in areas of particular sensitivity or importance for the language. Any such areas should be defined clearly in the development plan.

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

2.15 One of the issues requiring consideration when preparing a LDP is how the strategy and policies are likely to impact upon the use of the Welsh language and the sustainability of communities. The approach to language is also concerned with securing an economic and social future for Welsh speaking communities (1.7.2). The planning system can contribute to the future well-being of the Welsh language, by establishing the conditions to allow sustainable communities to thrive. For example, creating conditions for well-paid employment opportunities and a range of quality housing options are integral to planning for sustainable communities (1.7.3).

2.16 TAN20 identifies the considerations for Welsh language during plan preparation

- The Community Involvement Scheme provides an opportunity to seek community views on how the Welsh language and culture interact with LDP policies and proposals.

- Where relevant to the use of land, the SA should include an assessment of the evidence of the impacts of the spatial strategy, policies and allocations on the use of the Welsh language.
- Evidence base – vision and objectives must be included in the LDP.
- Strategic options and preferred strategy. LDP strategic approaches which may support the language may include
 - Positive promotion of local culture and heritage
 - Planning the amount and the spatial distribution of new development and infrastructure, particularly where this would be helpful to support community sustainability
 - Phasing of strategic housing and employment developments
 - Identifying areas of linguistic sensitivity or significance
 - Directing strategic sites to communities where the evidence suggests the likely impact on the Welsh language is positive
 - Developing mitigation measures if evidence suggests the likely impact on the Welsh language to be negative (2.5.2)
- Deposit plan – should have regard to the likely effects of the plan on the use of the Welsh language.
- Defined areas – LPAs may define areas within their LDP where the Welsh language is considered to be of particular sensitivity or significance. Any such areas must be made clear on the LDP Proposals Map and their rationale and boundaries must be supported by evidence. Defining such areas will enable the LPA to make it clear to communities and developers where the use of the Welsh language may be a consideration. The LPA should use all available high quality data sources to determine if it should define any areas. LPAs are not required to define such areas but any decision in this regard should be supported by robust evidence of whether it is appropriate to define such areas in their LDP. (2.7.3)
- Mitigation and enhancement – LPAs should identify preferred mitigation measures at an early stage of plan making. Similarly if the LPA expects measures to enhance the impact of development on the Welsh language this should be set out in the LDP. These could include phasing policies complementing the LDPs housing delivery trajectory, providing adequate affordable housing, allocating sites for 100% affordable housing for local needs, and the provision of employment opportunities and social infrastructure to sustain local communities.

2.17 TAN20 contains practice guidance at Part B which is relevant to LPAs seeking to identify areas where the Welsh language is sensitive or significant in their LDPs.

2.3 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 into, the area.
- What demands does this place on services and infrastructure?

Welsh language considerations may be relevant to the LPAs site selection process. The size of sites allocated, spatial distribution, phasing, size and tenure of dwellings may have a negative or positive effect on language. Similarly maintaining and enhancing the use of the Welsh language may require appropriate provision of employment and community facilities.

Specific measures may be required to mitigate impacts on the Welsh language and identified through the SA of the LDP.

Mitigation measures should be set out in the Deposit Plan, and matters of detail may also be included in SPG

2.18 Consideration of the likely effects of the LDP on the Welsh language is a mandatory element of the Sustainability Appraisal (SA) (2.1.2).

Local Development Plan Policy

2.19 The adopted Local Development Plan 'Planning Pembrokeshire's Future' (up to 2021) identifies sustaining the Welsh language and culture as a sustainable communities issue and provides a strategic policy for the consideration of the Welsh Language.

SP 9 Welsh Language

Development will be managed sensitively in areas where the Welsh Language has a significant role in the local community. This may include phasing, signage and / or other appropriate mitigation measures.

Fig 1 : LDP Policy Extract

2.20 The LDP identifies that some 23.9% of the population were Welsh speakers at the time of the census 2001, an increase of 5.65% on 1991. The policy emphasises the need to protect the cultural and linguistic profile of those local communities where the language has a significant role, in so far as it is possible, through the planning system. The policy will apply to development proposals in all communities defined as 'language sensitive', that is, communities where more than 25% of the population over the age of 3 is Welsh speaking.' Guidance about the application of language sensitive community thresholds is taken from 'Planning and Welsh Language :The Way Ahead (2005)³.

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http://www.eryri.llyw.cymru/_data/assets/pdf_file/0015/24360/linguistic_impact_assessment_eng.pdf

3. Local Welsh Language Community Statistics

Methodology

3.1 This paper gathers baseline data to provide an understanding of the distribution and trends in Welsh language use within the County. Whilst data sources may extend across the whole county of Pembrokeshire, their application is intended to support the Pembrokeshire County Council Local Development Plan outside of the Pembrokeshire Coast National Park area.

Welsh Language in Pembrokeshire

3.2 Census surveys undertaken 2001 and 2011⁴ demonstrate a fall in the number of people in Pembrokeshire who are able to speak Welsh.

Pembrokeshire population	Able to speak welsh	Not able to speak Welsh	Total	% able to speak Welsh
2001	23,967	86,215	110,182	21.8
2011	22,786	95,606	118,392	19.2
2021			120,210	17.1%

Figure 2 : changes to % able to speak Welsh in Pembrokeshire

Further detail is available by Community in Pembrokeshire as follows⁵

Community	% able to speak Welsh 2001	% able to speak Welsh 2011	Change
Ambleston	39.4	34.3	-5.1
Amroth	11.2	11.6	0.4
Angle	8.8	10.6	1.8
Boncath	60.1	61.3	1.2
Brawdy	32.2	19.1	-13.1
Burton	12.7	10.0	-2.7
Camrose	15.5	17.2	1.7
Carew	12.3	12.1	-0.2
Cilgerran	54.4	53.0	-1.4
Clydau	56.0	50.4	-5.6
Clynderwen	60.7	48.8	-11.9
Cosheston	10.7	10.7	0.0
Crymych	63.2	59.1	-4.1
Cwm Gwaun	64.1	59.3	-4.8

⁴ The 2001 and 2011 Census question asked 'Can you understand, speak, read or write Welsh?'

⁵ Extract from the Welsh language Commissioner official statistics web page at Nov 2017

<http://www.comisiynyddygyrnaeg.cymru/English/Policy,%20research%20and%20data/Census%20Data/Pages/2011CensusresultsbyCommunity.aspx> . Source : Census data 2001 (table CAS146) and 2011 (Table QS206)

Community	% able to speak Welsh 2001	% able to speak Welsh 2011	Change
Dale	11.0	5.9	-5.1
Dinas Cross	49.6	44.3	-5.3
East Williamston	9.3	12.2	2.9
Eglwysrwr	65.3	63.3	-2.0
Fishguard and Goodwick	36.7	32.4	-4.3
Freystrop	15.8	13.8	-2.0
Haverfordwest	16.4	14.6	-1.8
Hayscastle	38.1	37.0	-1.1
Herbrandston	14.7	10.6	-4.1
Hook	13.4	13.2	-0.2
Hundleton	11.0	11.2	0.2
Jeffreyston	14.5	12.3	-2.2
Johnston	13.4	10.5	-2.9
Kilgetty/Begelly	12.0	10.9	-1.1
Lampeter Velfrey	20.4	20.2	-0.2
Lamphey	12.9	9.6	-3.3
Letterston	47.2	42.1	-5.1
Llanddewi Velfrey	36.7	30.5	-6.2
Llandissilio West	62.1	55.7	-6.4
Llangwm	13.0	11.7	-1.3
Llanrhian	54.7	46.6	-8.1
Llanstadwell	9.2	11.0	1.8
Llawhaden	24.2	22.4	-1.8
Maenclochog	62.3	53.9	-8.4
Manorbier	14.2	11.8	-2.4
Manordeifi	48.9	47.8	-1.1
Marloes and St. Brides	12.9	9.8	-3.1
Martletwy	14.9	14.6	-0.3
Mathry	43.3	35.1	-8.2
Merlin's Bridge	17.3	14.4	-2.9
Milford Haven	12.0	8.9	-3.1
Mynachlog-Ddu	44.1	42.1	-2.0
Narberth	25.0	21.7	-3.3
Nevern	53.9	49.7	-4.2
New Moat	44.4	33.5	-10.9
Newport	48.2	42.8	-5.4
Neyland	11.9	10.7	-1.2
Nolton and Roch	17.3	14.7	-2.6
Pembroke	12.1	10.6	-1.5
Pembroke Dock	12.6	9.3	-3.3

Community	% able to speak Welsh 2001	% able to speak Welsh 2011	Change
Penally	13.4	13.8	0.4
Pencaer	43.2	41.2	-2.0
Puncheston	57.9	52.2	-5.7
Rosemarket	13.0	16.0	3.0
Rudbaxton	20.2	18.2	-2.0
Saundersfoot	10.2	10.5	0.3
Scleddau	37.4	34.2	-3.2
Solva	36.2	30.7	-5.5
Spittal	23.0	20.9	-2.1
St. David's and the Cathedral Close	35.6	29.0	-6.6
St. Dogmaels	49.7	43.7	-6.0
St. Florence	12.5	10.6	-1.9
St. Ishmael's	13.2	7.8	-5.4
St. Mary Out Liberty	13.0	11.1	-1.9
Stackpole and Castlemartin	15.0	11.4	-3.6
Templeton	16.8	14.8	-2.0
Tenby	10.9	10.3	-0.6
The Havens	13.4	12.9	-0.5
Tiers Cross	14.9	14.2	-0.7
Uzmaston, Boulston and Slebech	16.6	17.1	0.5
Walwyn's Castle	17.7	15.2	-2.5
Wiston	23.2	21.7	-1.5
Wolfscastle	39.6	30.2	-9.4

Figure 3: % Changes to Welsh Language speakers in Community Council areas.

The greatest decreases in Welsh speaking between the census dates are in the traditional Welsh speaking areas of mid and north Pembrokeshire

Greatest Decrease Areas

Community	% able to speak Welsh 2001	% able to speak Welsh 2011	Change
St. Dogmaels	49.7	43.7	-6.0
Llanddewi Velfrey	36.7	30.5	-6.2
Llandissilio West	62.1	55.7	-6.4
St. David's and the Cathedral Close	35.6	29.0	-6.6
Llanrhian	54.7	46.6	-8.1
Mathry	43.3	35.1	-8.2
Maenclochog	62.3	53.9	-8.4

Wolfscastle	39.6	30.2	-9.4
New Moat	44.4	33.5	-10.9
Clynderwen	60.7	48.8	-11.9
Brawdy	32.2	19.1	-13.1

Figure 4: Greatest decreases in Welsh speakers by Community Council area

3.3 An increase in Welsh speaking within the community took place in 12 communities and much smaller percentages are evident.

Greatest Increase Areas

Community	% able to speak Welsh 2001	% able to speak Welsh 2011	Change
Rosemarket	13.0	16.0	3.0
East Williamston	9.3	12.2	2.9
Angle	8.8	10.6	1.8
Llanstadwell	9.2	11.0	1.8
Camrose	15.5	17.2	1.7
Boncath	60.1	61.3	1.2
Uzmaston, Boulston and Slebech	16.6	17.1	0.5
Amroth	11.2	11.6	0.4
Penally	13.4	13.8	0.4
Saundersfoot	10.2	10.5	0.3
Hundleton	11.0	11.2	0.2
Cosheston	10.7	10.7	0.0

Figure 5: Increases in Welsh speakers by Community Council area

3.4 The trend in numbers of people speaking Welsh as recorded in the Census of 2001 and 2011 is shown below.

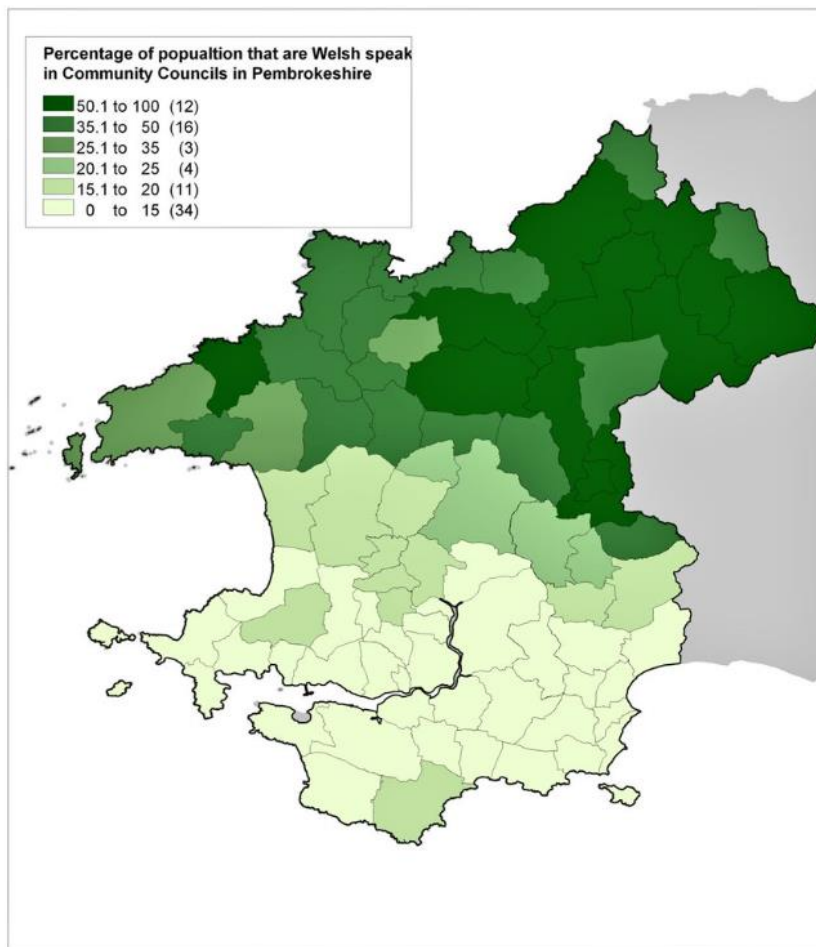


Figure 6: % of population who are Welsh Speakers by community Council area 2001
Source: 2001 Census

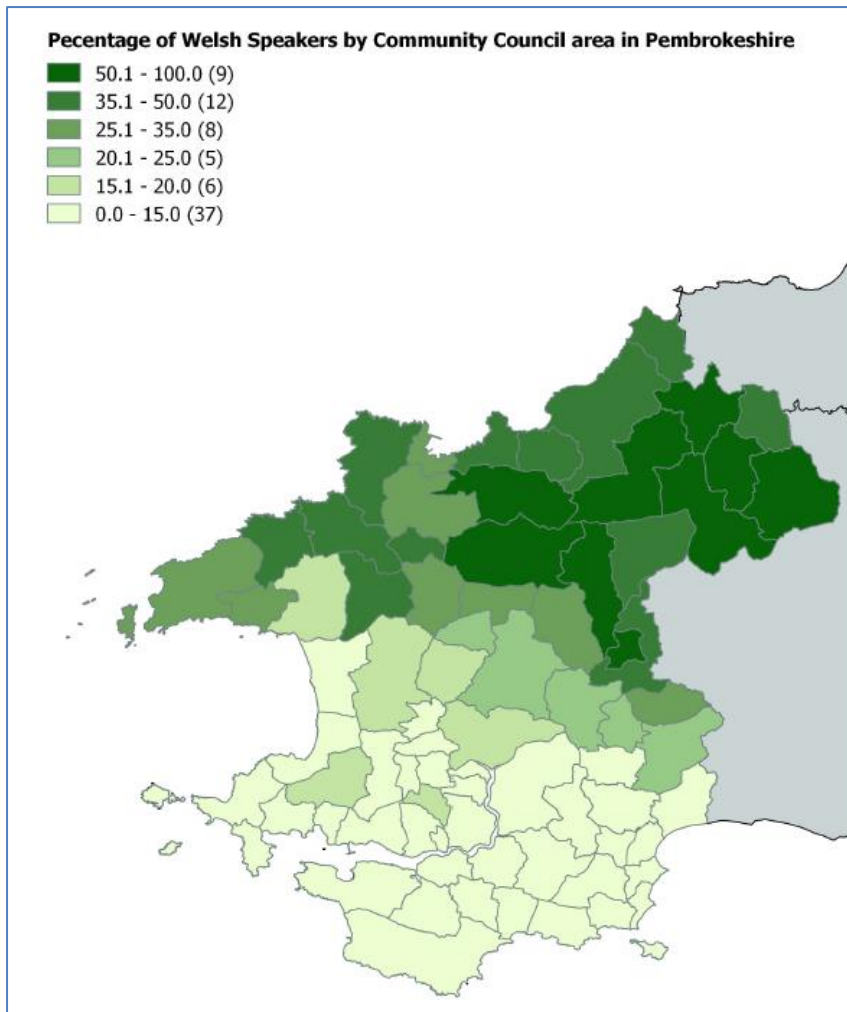


Figure 7: % pf population who are Welsh Speakers by Community Council area 2011
Source: 2011 Census

Direct comparison across Community Councils is difficult in some areas as Community Council boundaries were changed between 2001 and 2011.

The 2011 Census for Pembrokeshire Local Authority and % of age group able to speak Welsh were as follows

Age group	% able to speak Welsh
3-4	22
5-15	43.6
16-19	31.8
20-44	14.6
45-64	13.4
65-74	15.0
75 and over	16.1

Figure 8: Welsh Speakers by Age groups 2011 Census

The Welsh Language use Survey 2013-2015⁶

3.6 The Welsh language use survey provides information about Welsh speakers use of the Welsh language. The survey was jointly commissioned by the Welsh Government and Welsh Language Commissioner in 2013.

Key findings for Pembrokeshire include a reduction in fluent Welsh speakers between 2004-06 and 2013-15 of -1,400 (11,000 to 9,600) persons and an increase in non fluent Welsh speakers of 1,600 persons (11,700 to 13,100). Almost 50% of Welsh speakers speak Welsh on a daily basis in Pembrokeshire.

Migration Flows

3.7 Migration patterns have the potential to affect an area's linguistic character. Demographic Forecasts for Pembrokeshire, outside of the National Park (known as Pembrokeshire-out) indicate that over the 2001-2016 historical period the population of Pembrokeshire-out grew by 11.7%, with slower growth evidenced since 2008. Population growth has been driven by net migration into the area, with natural change (the balance between births and deaths) having a small but changing impact on growth. The Pembrokeshire Demographic Forecasts Paper, July 2018 identifies that historically, (2001/02 to 2015/16) Ceredigion has contributed the greatest annual net inflow of +26 per annum, with Birmingham (+18), Caerphilly (+18), and Powys (+16) also contributing positively. Net annual outflows are to Cardiff (-65), Swansea (-36) and Bristol (-10).

Welsh Language Standards 5 Year Strategy⁷ (published 2018)

3.8 Pembrokeshire County Council is required to set out how it proposes to promote the Welsh Language and to facilitate the use of the Welsh Language widely in Pembrokeshire in the community, workplace and in Education. The strategy will be used

To influence and encourage the use of the Welsh Language
To promote and protect the Welsh culture and heritage.

3.9 In relation to the use of Welsh within schools, the Council's Welsh in Education Strategic Plan was published in June 2014 and reflects its commitment to improve its Welsh Medium education planning and provision.

3.10 There are currently 61 primary schools and eight secondary schools in Pembrokeshire, of which 25 schools (41%) provide some form of Welsh Medium provision, i.e. Welsh Medium, Dual Stream, Transitional, Bilingual or English Medium with significant use of Welsh.

⁶ <https://gov.wales/statistics-and-research/Welsh-language-use-survey/?lang=en>

⁷ Agreed by PCC Cabinet meeting on the 12 Feb 2018

3.11 In 2016, 273 pupils (21%) in year 2 were assessed. This is an increase of 2% since 2013.

Year	Number	Actual%
2013	247	19
2016	273	21

Figure 9: Welsh speakers within school populations 2013-2016

3.12 Ysgol y Preseli in Crymych was the only designated bilingual secondary school in Pembrokeshire. All other secondary schools are designated as English Medium, except for Ysgol Bro Gwaun, which is English Medium with significant use of Welsh. A new Welsh medium secondary school in Haverfordwest ‘Ysgol Caer Elen’ opened September 2018. Together with Ysgol y Preseli in Crymych Welsh medium secondary provision has become accessible to approximately 96% of Pembrokeshire’s pupil population.

Welsh in Education Strategic Plan 2017-2020

3.13 The Authority has a clear vision for developing and expanding Welsh-medium education:

Ensure that all pupils are able to access Welsh-medium education of the highest standard across the Authority.

3.14 There are 15 Welsh medium primary schools in Pembrokeshire, including Ysgol Hafan y Môr in Tenby. They are however predominantly in the north of the County. There are 3 dual stream primary schools which offer an education in English and Welsh, and 2 are transitional which are moving towards a predominantly Welsh speaking school. Secondary schools – there is no dedicated Welsh medium school in the Fishguard area and English medium education is chosen when transferring to secondary education (Ysgol Bro Gwaun is a predominantly English medium school at Fishguard but does offer some subjects through the medium of Welsh). Existing secondary Welsh language medium education within the County is focused at Ysgol y Preseli, Crymych. A Welsh 3-16 school has been established at Haverfordwest ‘Ysgol Caer Elen’ and first intake was at September 2018. This will provide a significant step towards access to Welsh education for pupils in the south of the County. Lack of capacity is not currently a challenge at any school, however there are currently 6 Welsh medium schools within the 10% capacity threshold. There is an indication within the Welsh in Education Strategic Plan for the need for the Authority and Pembrokeshire College to work jointly in order to establish the means by which there is post 16 provision through the medium of Welsh.

3.15 Learning Pembrokeshire provides a wide range of adult learning opportunities across Pembrokeshire, including Welsh for adult’s courses.

Welsh in Education Strategic Plan 2022-2031

Welsh Medium education is currently provided in 19 schools across Pembrokeshire. The new WESP will become the cornerstone of Pembrokeshire County Council's contribution towards meeting Welsh Government's aspiration to have one million Welsh speakers by 2050.

The vision for the Council's WESP is:

"To ensure that all pupils are able to access Welsh Medium Education of the Highest Standard. The vision is based on the following principles:

- To recognise every child's right to learn Welsh and to promote the benefits of bilingualism;
- To increase the % of pupils opting for Welsh medium education to ensure that it is available to all learners, within reasonable travelling distance from their homes;
- To build upon past achievements and to promote the highest academic standards possible;
- That learners who have attended a Welsh medium setting in the primary phase will be encouraged and expected to continue with this when transferring to subsequent key stages in the secondary phase.

The WESP sets the overarching 10 year target:

To increase the number of Year 1 pupils being taught through the medium of Welsh by between 82 to 127 pupils.

Local Perceptions – the Well-being Assessment

3.16 The Well-being Assessment provides an overview of the Welsh Language in Pembrokeshire as follows

The 2011 census found that 1 in 5 people in Pembrokeshire are **Welsh speaking** though the most recent Welsh Language Use Survey found it to be roughly double that with a little under half of those feeling they did not have an opportunity to speak Welsh every day. There is evidence that the number of fluent Welsh speakers has declined over recent years.

Pembrokeshire's geography and history (the 'Landsker line') continues to have a significant effect on the use of the Welsh language in the County. 40% of people in the north of Pembrokeshire speak Welsh compared to only 12% in the south of the County. 44% of respondents to our survey said they were either learning or would like to learn Welsh. The disparity between North Pembrokeshire and the rest of the County in respect of the Welsh language was also evident in the findings from our survey and in particular how a strong sense of identity associated with speaking Welsh relates to feelings of well-being.

Speaking Welsh : Those in the more Welsh-speaking north of Pembrokeshire identify the positive effects on their well-being, of speaking Welsh. Welsh speakers in the middle and south of the County do not find the same sense of inclusion or associate the Welsh-language with identity.

The Well-being Assessment process included a survey to establish views on well-being. 2282 responses were received. Information about the age profile of the respondees can be found in the Well-being Assessment.⁸ The following extract from the Well-being Assessment outlines the responses to questions about the use of language.

From our survey 19% of over 65 could speak Welsh compared to 23% of 16-64. Older respondents felt the **Welsh language** had much less of a personal impact on their well-being with 65% aged 65 and over saying it had no effect in comparison to 53% of working age, though as previously noted people in the North of the County feel that the Welsh language is more important in terms of cultural identity.

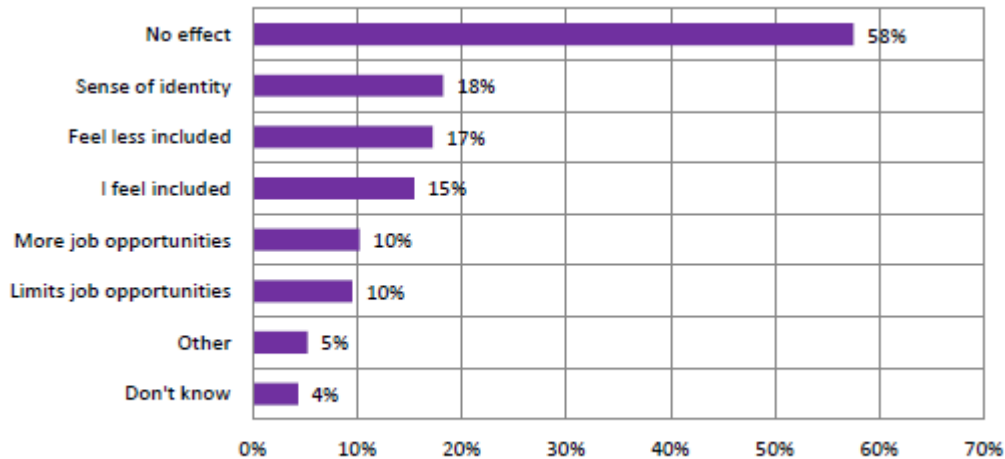
Q31) We'd like to know about your use of languages in everyday life.			
	Welsh	English	Other
My first language is...	8%	92%	1%
I can speak...	22%	73%	10%
My preferred language is...	8%	90%	1%
I am learning...	19%	4%	8%
I would like to learn	24%	1%	16%

Q32) We'd like to know about your use of languages in everyday life.			
	Welsh	English	Other
My first language is...	8%	92%	1%
I can speak...	22%	73%	10%
My preferred language is...	8%	90%	1%
I am learning...	19%	4%	8%
I would like to learn	24%	1%	16%

Q33) How is your well-being affected by the Welsh language?
Well over half (58%) of respondents stated that the Welsh language had no effect on their well-being. Older respondents felt it has much less of a personal impact: 68% aged 65 and over said it had no effect, in comparison to 53% of working age respondents. Less than two in ten respondents said the Welsh language gave them a sense of identity (18%) and provided a sense of inclusion (15%). This result may be attributable to the low percentage of respondents who said they could speak Welsh in Q31.

The Welsh language was seen to have much more of a positive impact on well-being in CA1. 29% of respondents felt it offered a sense of identity and 24% said it made them feel included. Corresponding results for CA2 (15% and 11%) and CA3 (13% and 12%) are notably lower. Differences between males and females respondents are negligible. 14% of respondents in employment felt that the Welsh language limits their job opportunities, and similarly, 14% felt it led to more job opportunities.

⁸ <https://www.pembrokeshire.gov.uk/public-services-board/well-being-assessment>



The Pembrokeshire Well-Being Plan

3.17 Recognises the need to work hard to promote and encourage the use of Welsh in all aspects of work place and community activity.

4. Welsh Language Recommendations for the LDP Review

4.1 To summarise, TAN20 states that LPAs may define areas within their LDP where the Welsh language is considered to be of particular sensitivity or significance. Any such areas must be made clear on the LDP Proposals Map and their rationale and boundaries must be supported by evidence. (2.7.1)

4.2 In areas where the Welsh language plays a significant role in the local community and which are considered language sensitive, mitigating against the potential negative impact on Welsh language.

- influence the amount of distribution of new development to help sustain local communities
- influence phasing of strategic housing sites to enable integration into the community and where there is a choice of locations, to be located where they can have a positive effect on communities
- influence the level and range of economic opportunities
- support for community facilities
- Mitigating against potential negative impact on the Welsh language.

4.3 Major Developments in language sensitive areas which are not allocated within the Local Development Plan such as 'windfall' or 'exception sites', will be subject to a

language impact assessment.⁹ (Sites within the Local Development Plan will have had Welsh language taken into consideration within the Sustainability Appraisal).

4.4 The percentage of people identifying themselves as Welsh speakers through the Census declined within 12 community council areas and increased within 7 community council areas. Spatially, the south of the county retains its English speaking traditions. Within the north of the county, fewer community council areas have 35% or more of the community as Welsh speakers than within the 2001 Census.

4.5 The 2021 census identifies that in Pembrokeshire 17.1% of the population are Welsh speakers - a fall from the 19.2% recorded in 2011 and 21.8% identified within the 2001 census. Community Council areas where the Welsh Language is spoken by over 18% of the population are considered to be language sensitive in relation to the Local Development Plan review.

4.6 Further, there is potential to take Welsh language considerations into account within the Settlement Cluster approach being explored by the Authority. Where a sustainable functional link can be demonstrated between settlements, Planning Policy Wales allows for the identification of cluster settlements. The Authority has explored this possibility within the draft Preferred Strategy and has included the Welsh language as a consideration in whether small scale development can help to preserve and enhance use of the Welsh language in cluster settlements where the Welsh language dominates but is losing ground.

4.7 More information about this can be found within the Strategic Housing Options Supplementary Paper 'Defining Settlement Clusters' October 2018.

Sustainability Appraisal of the LDP

4.8 The Planning (Wales) Act 2015 contains provisions relation to the consideration of the Welsh language in the appraisal of development plans. LPAs must consider the likely effects of their development plans of the use of the Welsh language in the Sustainability Appraisal of their plans, and should keep their evidence up to date.

4.9 Planning Policy Wales Edition 12 confirms that the sustainability appraisal (*of the development plan*) is required to include an assessment of the likely effects of the plan on the use of the Welsh language in the area of the authority.

LDP2 Candidate Sites

4.10 No sites were identified by their proposers as having been influenced by Welsh language considerations in either their nature, scale or location of proposal. However, it is clear that Welsh language will be an important consideration in the allocation of sites, including employment, housing and community facilities in order to effectively promote and encourage the use of the Welsh language.

⁹ Major development are defined as being for 10 or more dwellings or over 1,000 sq. metres or 1 hectare.

4.11 Housing allocations within the plan will be assessed for their impact on the Welsh language and mitigation measures may be appropriate including phasing, signage (where there is planning control) and contributions to support Welsh language community facilities. Exceptionally, where a large allocation for housing has the potential to dilute Welsh language, a range of smaller sites across settlements will be considered.

LDP2 Re-Deposit Plan

4.12 The table at Appendix 1 shows the care taken to ensure that allocated sites within the Welsh language sensitive area are of an appropriate scale and phasing (as shown in the Trajectory Appendix) to ensure that development supports the use of the Welsh language. The potential for affordable housing, Welsh medium education and employment opportunities can also ensure that opportunities exist for people to remain within communities.

4.13 The maximum numbers of dwellings per year shows the peak development potential. This can be for a single year of the sites development or across the entire development period. Additional measures include the provision of Welsh or bi-lingual signage, promotion of local culture and heritage, particularly through community plans and place making.

5. Summary and Conclusions

5.1 The use of the Welsh language has fallen within Pembrokeshire, as measured between the 2001,2011 and 2021 Census's.

5.2 The Authority is acting to maintain and enhance use of the Welsh language and land use planning has a role to play in this. The Authority will seek to ensure that large developments are appropriately located, phased, signage and other appropriate measures are introduced.

5.3 A strategic criteria based policy will allow appropriate consideration of large residential and other proposals within the plan area.

5.4 The Authority has sought to take into account both the scale and phasing of development within Welsh language sensitive areas, and where viability permits to seek affordable housing. Employment allocations and the availability of Welsh medium education have also influenced the approach taken as demonstrated within Appendix 1.

Appendix 1

Appendix 4 of the LDP2 sets out the intended monitoring framework for the implementation of the Plan, and includes a Target to identify strategic housing sites and include targets on relation to planning permission and completion dates. The list of allocated housing sites is useful in relation to the potential impact on the Welsh language.

Strategic housing allocations within Welsh language sensitive areas are located as follows:

Site Ref	Site Name	Settlement Growth Zone	Minimum Units in plan period	Indicative Affordable Housing Requirement		Delivery timescale Year 1-5 Year 6-10 Year 11-15	Units beyond the plan period	Max Dwellings per year (housing trajectory)	Area (ha)
				Unit Number	Percentage (%)				
S/HSG/034F/LDP2/1	Maesgwynne	Fishguard	175	17	10	MT/LT	167	23	11.39
<p>Welsh Language Assessment:</p> <p>175 units are planned for Fishguard, of which 17 or 10% are intended to be affordable. Resident population of 3,364¹⁰. Growth until 2033 will be 385 persons (based on 2.2 persons per household). 11.4% population growth through allocation during the plan period. The LDP2 Appendix 2 : Housing Trajectory anticipates that no more than 23 houses across sites will be built in any one year, and the future development of Fishguard is spread across a 8 year period.</p> <p>Both the scale and anticipated timespan of development will support the retention of Welsh as a community language at Fishguard as new residents, who do not speak Welsh will not dilute opportunities to speak Welsh.</p>									
HSG/088/LDP2/1	West of Bloomfield Gardens and North of Adams Drive & Highfield Park	Narberth	89	35	40	MT/LT	64	20	5.75

¹⁰ See Urban Settlements Paper, September 2019

Narberth is anticipated to receive a maximum of 20 dwellings in any one year, up to 40% will be affordable, and will help to sustain the community and support take up by existing community members who speak Welsh. The allocation of employment land within policies of LDP2 at Rushacre Enterprise Park, Narberth of 1.32 hectares will provide employment opportunities to help support and develop local communities. 89 units are planned for Narberth, of which 35 or 40% are intended to be affordable. Narberth population 2,339¹¹. Growth until 2033 will be 196 persons (based on 2.2 persons per household). 8.4% population growth through allocation during the plan period.

Site Ref	Site Name	Settlement Growth Zone	Minimum Units in plan period	Indicative Affordable Housing Requirement		Delivery timescale Year 1-5 Year 6-10 Year 11-15	Units beyond the plan period	Max Dwellings per year (housing trajectory)	Area (ha)
				Unit Number	Percentage (%)				
HSG/020/LDP2/1	Land at Tan Ffynnon Fields	Cilgerran	50	8	17.5%	LT	40	10 pa over 5 years within the plan period	3.95
<p>The population for Cilgerran is recorded at 827 persons. During the plan period, the allocation will result in 10 additional dwellings per annum, and an increase in population of 2.2 persons per household. Overall, during the plan period an additional 110 residents, including children will have homes available at Cilgerran, a growth in population of 13% in total and 2.7% per annum. This rate of expansion, over 5 years during the plan period, is considered acceptable at a Centre with a Welsh medium primary school and potential to expand use of the language.</p>									
HSG/030/LDP/01	East of Waunaeron	Crymych	28	N/A		LT	0	10	1.23

¹¹ See urban Settlements paper, September 2019

Site Ref	Site Name	Settlement Growth Zone	Minimum Units in plan period	Indicative Affordable Housing Requirement		Delivery timescale Year 1-5 Year 6-10 Year 11-15	Units beyond the plan period	Max Dwellings per year (housing trajectory)	Area (ha)
				Unit Number	Percentage (%)				
<p>Crymych has a resident population of 774 persons. The development of the sites, at 2.2 persons per household will increase the resident population by 62 persons, or 8% over 6 years. Crymych has a Welsh medium school for under 11s. and separately for 11+ age range. It is therefore well catered for in terms of Welsh medium education for children and for families who wish to increase their use of the language. There are a good range of facilities at Crymych and 60% of the population are Welsh speakers. The site at Crymych will result in a maximum of 10 units per annum over 3 years during the plan period, and lesser development at other years. It is considered that the proposed development can be successfully absorbed into this Welsh speaking community. To help support a sustainable Welsh speaking community, two employment allocations are made at Crymych (GN 7 Employment Allocations - Parc Gwynfryn) and which would provide local employment opportunities.</p>									
HSG/053/LDP2/1	Between Longstone Court and 62, St. Davids Road	Letterston	38	N/A		LT	0	10	1.69
<p>Letterston has a resident population of 1131. This allocation will result in a further 84 residents at 2.2 persons per household and such an increase of 7.4% over the plan period. The Welsh medium school at Letterston caters for 3-11 years olds. The rate of growth of the population at Letterston is likely to be relatively short term however, there is significant potential for children to enjoy a Welsh medium education and to encourage other family members to support the Welsh speaking community.</p>									
HSG/122/00035	Awel y Mor extension	St Dogmaels	28	N/A		LT	0	8	1.23
<p>St Dogmaels has a resident population of 1008 and the allocation will increase this by an expected 62 persons. 6% of the population. It is considered that the community will readily absorb this level of growth and will maintain its Welsh speaking community language levels. The</p>									

Site Ref	Site Name	Settlement Growth Zone	Minimum Units in plan period	Indicative Affordable Housing Requirement		Delivery timescale Year 1-5 Year 6-10 Year 11-15	Units beyond the plan period	Max Dwellings per year (housing trajectory)	Area (ha)
				Unit Number	Percentage (%)				
Welsh medium school at St Dogmaels caters for 3-11 years olds and will encourage the use of Welsh language by children and potentially their families.									
HSG/006/00003	Adjacent to Hafod Blaenffos - option 1	Blaenffos	6	N/A		MT	9	3	0.93
Blaenffos has a resident population of 224 and the allocation will increase this by an expected 13 persons (2.2 persons per household for 6 units). The village is within the catchment of Ysgol y Frenni, the Welsh medium school at Crymych. Whilst the allocation potentially represents a 5.8% increase in population, the development will bring forward only 3 dwellings per annum and allow the integration of new residents with the existing Welsh speaking community.									
HSG/022/LDP2/1	Land at Dungleddy Court	Clarbeston Road	19	N/A		MT/LT	0	7	0.83
Clarbeston has a resident population of 356 and the allocation will increase this by an expected 42 persons (at 2.2 persons per household), an increase of 12%. Whilst this Community Council has a Welsh speaking population of 22% and in the catchment for an English medium primary school, the phasing of the development will dilute the impact of non Welsh speakers entering the community and assist in maintaining levels of Welsh speaking.									
HSG/152/LDP2/1	South of Bro'r Dderwen	Clunderwen	31	7	25%	LT	31	8	2.71
Clunderwen has a resident population of 610 and the allocation will increase this by an expected 68 persons. The village is within the catchment of Welsh medium schools for all ages and the phasing of development over 6 years, with a maximum of 8 dwellings per year will enable a slow integration with the existing Welsh speaking community which has an existing level of Welsh speaking of 41%.									

Site Ref	Site Name	Settlement Growth Zone	Minimum Units in plan period	Indicative Affordable Housing Requirement		Delivery timescale Year 1-5 Year 6-10 Year 11-15	Units beyond the plan period	Max Dwellings per year (housing trajectory)	Area (ha)
				Unit Number	Percentage (%)				
HSG/060/LDP2/1	Adjacent to Maesybryn	Llandissilio	26	26	100	LT	17	7	1.9
Llandissilio has a resident population of 389. The development of this site for 26 dwellings will potentially provide a further 57 residents, an increase of 14.6%. The development phasing is however a maximum of 7 dwellings per annum, and the site is allocated for 100% affordable housing. As such it will help to sustain the local Welsh speaking community.									
HSG/081/LDP2/1	West of Globe Inn	Maenclochog	15	15	100	MT/LT	21	5pa over 3 years during the plan period	1.57
Maenclochog has a resident population of 302 and the allocation of 15 dwellings could result in a further 33 residents. The slow rate of development across 3 years, and the availability of Welsh language education within Maenclochog will assist in maintaining the use of the Welsh language.									
HSG/113/LDP2/01	South of Robeston Court	Robeston Wathen	5	N/A		MT	0	3	0.27
Robeston Wathen has a resident population of 421 and this allocation has the potential to introduce a further 11 residents to the area. An increase of 2.6% which will have a minimal impact to the population.									
HSG/149/LDP2/1	Land at Ford Farm	Wolfscastle	14	N/A		LT	0	4	0.61
Wolfscastle has a resident population of 223 and this allocation has the potential to introduce a further 31 residents to the area, there is a Welsh medium school at Wolfscastle and the phasing of the development of the site will support the potential for local families to remain at the village.									