



## Background

This is one of a range of topic papers prepared to offer more detailed information and explain the approach of the Plan to different topics and issues affecting the Joint Local Development Plan Area. This paper will look specifically at the Welsh Language and Culture. It will explain the background which will help to identify the issues, objectives and options for the Deposit Plan.

The Deposit Plan is the second statutory stage in the preparation of the Joint Local Development Plan (JLDP). The JLDP shapes the future growth of communities in the Joint Local Development Plan Area and will set out the policies and land allocations against which planning applications will be assessed.

The Deposit Plan will be submitted to the Welsh Government, which will appoint an independent inspector to assess the soundness of the Plan in the Examination in Public. If the inspector considers the Plan to be sound it will be recommended for adoption. When adopted the JLDP will supersede the Gwynedd Unitary Development Plan (2009) for the Gwynedd Local Planning Authority Area and the Gwynedd Structure Plan (1993) and Ynys Môn Local Plan (1996) for the Ynys Môn Local Planning Authority.

This topic paper can be read in isolation or in conjunction with the other Topic Papers and Background Papers that have been prepared to give a full picture the Joint Local Development Plan Area.

You may refer to the Topic Paper as a basis for making comments about the Deposit Plan. It must be noted that only comments on the Deposit Plan will be considered by the Inspector at the Examination in Public rather than specific comment made on the Topic Papers.

If you have any questions or would like to discuss any of the Topic Papers or Background Papers with a member of the Joint Planning Policy Unit you can [contact us](#):

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## 1. INTRODUCTION

- 1.1 The purpose of this paper is to outline how the Local Development Plan (LDP) can support and promote the Welsh language and Welsh culture in Gwynedd (outside Snowdonia National Park) and Anglesey.
- 1.2 This paper will outline:
- i) The **current situation** of the Welsh language and Welsh culture in Gwynedd and Anglesey;
  - ii) The **policy context** in terms of the Welsh language and Welsh culture on a national, regional and local level which has an influence and impact on the language;
  - iii) The **key issues** that face the Welsh language and Welsh culture;
  - iv) The **key considerations** for the LDP in terms of the Welsh language.

## 2. PLANNING POLICY CONTEXT

- 2.1 The Welsh language is an integral element in the fabric of communities in Gwynedd and Anglesey and is a reflection of their traditions and culture. To ensure that communities develop in a sustainable manner, it is essential, when contemplating change, to consider all the factors influencing the situation and that new development being planned is appropriate and relevant. The town and country planning process regulates new developments and is therefore one important element in the shaping of change in society.

### National Planning Policy Context

- 2.2 Since the publication, in 1998, of Circular 53/88, the Welsh language has been an important planning consideration in the creation of land use policies and in the decision-making process on planning applications.
- 2.3 At present, **Planning Policy Wales (7<sup>th</sup> Edition)** sets out the land use planning policies of the Welsh Government (WG) supplemented by a series of Technical Advice Notes (TANs). This provides the framework for Local Development Plans and the decision making responsibilities of local Planning Authorities. The WG's planning policy on the Welsh Language is set out in Section 4.13 of Planning Policy Wales (PPW) supported by **Technical Advice Note (TAN) 20 The Welsh Language – Unitary Development Plans and Planning Control (2013)** which provides further guidance on how local planning authorities, when producing plans or making planning decisions, should take account of the needs and interests of the Welsh language and in so doing to contribute to its well being.
- 2.4 According to PPW (2014) the land use planning system should take the needs and interests of the Welsh language into account, in doing so, it could contribute to its well-being. PPW notes that the future well-being of the language will depend on a broad range of factors, in particular: education, demographic change, community activities and a firm economic basis to maintain prosperous and sustainable communities.

- 2.5 When planning the new housing provision, it is noted that the planning authority must consider the ability of the area in question in terms of social, environmental and cultural factors (including the Welsh language) to deal with more houses.
- 2.6 In partnership with the community, including the private sector, local planning authorities must develop policies to meet the particular challenges and circumstances that are evident in specific locations within their areas. If these policies need to diverge from national policies in order to meet **specific local housing needs for market housing** (which normally would have no occupancy restriction), it is noted that local planning authorities would need to carefully justify the variation with robust and appropriate evidence. The justification might be in terms of, for example, land supply, environmental or social impacts, or a combination of factors.
- 2.7 It is noted that affordable housing is an essential element of community regeneration and strengthening social inclusion. In planning terms, it could be desirable for new housing developments in urban and rural areas to include a reasonable combination and balance of types and sizes of houses in order to satisfy all types of housing needs and in order to help develop sustainable communities.
- 2.8 In determining applications for new housing, it is noted that local planning authorities should ensure that the proposed development does not damage an area's character and amenity. Increases in density help to conserve land resources, and good design can overcome adverse effects, but where high densities are proposed the amenity of the scheme and surrounding property should be carefully considered.
- 2.9 It should be aimed to provide housing developments that are distributed widely, and to do so every period, taking into consideration the ability of the different areas and communities to incorporate the development without eroding the position of the Welsh language. However, it is emphasised that policies should not attempt to introduce any element of discrimination between individuals on the basis of their linguistic ability and they should not seek to control who lives in the houses for linguistic reasons.
- 2.10 Therefore, it is important to adopt various policy methods for different areas, depending on the plight of the language in those areas.
- 2.11 On the 13 October 2013, The WG published the '**Technical Advice Note 20: Planning and the Welsh Language**' (**TAN20**). The TAN 20 provides guidance on the role of the planning system in supporting the Welsh language when LDPs are prepared and decisions on planning applications made. However, the TAN does not give any specific guidance on how to assess which settlements/areas can best cope with developments on the basis of language impact.
- 2.12 The **2008** update of the **Wales Spatial Plan** identifies the important role the Welsh language plays in our communities and notes that it is important to promote the language. It notes that developing the Spatial Plan Area in accordance with the vision of Iaith Pawb of creating a modern bilingual community is a key priority. The vision for north-west Wales tries to sustain a sense of place and sustain and promote the culture, heritage and the Welsh language.

- 2.13 It is noted that the strong sense of place is evident across north-west Wales in terms of the landscape and the high number of Welsh language communities. Nevertheless, this cultural identity faces a challenge of global cultural pressure and demographic change, especially as its sense of place is one of the main factors that make the Area desirable to visitors and people who move there on a permanent basis. Therefore, the challenge is to retain and improve the sense of place and proceed at the same time with the necessary change to sustain employment and services.
- 2.14 It is acknowledged that the Welsh language is an essential part of every day life in north-west Wales. This Area consists of the highest Welsh speaking percentage in the whole of Wales. The region is at the forefront in terms of the vision of Iaith Pawb of creating a modern bilingual society that is based on safeguarding and promoting public services that are provided through the medium of Welsh.
- 2.15 It is noted that one priority for education and skills in mid Wales is to increase availability and the number who take advantage of the education that is provided through the medium of Welsh and bilingually and to promote a Welsh speaking workforce. It is noted that the Welsh language has a key role to play in mid Wales communities and the language should be promoted as a positive feature in the area. One key priority will be developing the Area in accordance with the vision of Iaith Pawb of creating a modern bilingual society.
- 2.16 In 2003, because of problems with using National Guidance, 16 local authorities, the Welsh Language Board, the Home Builders Federation and the Assembly commissioned the Bartlett School of Planning at University College, London (UCL) to discover specific methods for implementing the national guidance. The main findings of this work were:
- Local Authorities should use a Linguistic Profile Creation resources Package in developing policies to assess whether or not the Welsh language was part of the social make-up of the communities in their area.
  - A methodology should be used for Assessment of Impact on language so that local planning authorities could assess the likely impact on any development proposals against the five dimensions of community life.
- 2.17 A Planning Sub-Group was formed to develop the practical aspects of the UCL work, which led to the publication of the report “**Planning and the Welsh Language: The Way Ahead (2005)**”. Although not formally adopted as part of national policy and guidance system, it is acknowledged that Welsh Language: The Way Ahead (2005) represents the only form of guidance on how Language Impact Assessment should be undertaken. The document has influenced the production of Anglesey’s and Gwynedd’s Supplementary Planning Guidances, both titled “**Planning and the Welsh Language**”.
- 2.18 **A living language: a language for living** is the Government’s **Welsh Language Strategy**. It is a five year strategy from 1 April 2012 to 31 March 2017 which supercedes Iaith Pawb published in 2003. There are two core elements to the strategy. Firstly, via measures to enable and encourage children and other people to acquire the language, such as encouraging language transmission at home and ensuring further growth in Welsh-medium education. Secondly, via measures to enable and encourage people to use



the language on a daily basis, such as providing opportunities for people to use Welsh socially.

### Local Planning Policy Context

- 2.19 On a local level, advice is provided in the **Gwynedd Unitary Development Plan** in policy A2 – “Protecting the social, linguistic and cultural fabric of communities”. The policy states that:-

*“Proposals that would, because of their size, scale or location cause significant harm to the social, linguistic or cultural cohesion of communities will be refused.”*

- 2.20 The above-mentioned policy emphasises the need to protect local communities and the Welsh language, as far as is possible, by the town and country planning process.
- 2.21 In the **Anglesey Local Plan (1996)** the future of the Welsh language is recognised as one of the Key Planning Issues and a distinctive culture and language is recognised as one of the strengths of the island.
- 2.22 In the stopped **Anglesey Unitary Development Plan (UDP) (2005)** the unique language and culture is recognised as one of the key issues and one of the aims of the plan is to safeguard and promote the Welsh language and its culture. The policy on language and culture in part one of the plan refers to the fact that the Welsh language and its culture will be promoted and safeguarded by permitting development that will help to consolidate the communities where the Welsh language is part of the social composition of the community. It also states that developments will not be permitted that would have a significant adverse effect on the use of the Welsh language in a community.
- 2.23 The **Anglesey Local Housing Strategy (2014-19)** considers the Council’s strategic function in relation to housing, and the relationship between this and the corporate objectives and other strategies e.g. in the fields of education, economic regeneration, health and the community strategy. One of the strategy’s priorities is increasing the number of affordable housing and the choice available, concentrating on the social renting provision. In Gwynedd, the **Housing Strategy (20013-2017)** identifies the need to ensure a sufficient supply of suitable affordable housing stock to meet the changing needs of the population. It aims to improve the sustainability of communities within the county by ensuring that housing plays a key role in community regeneration. It is noted that it is important to promote and mainstream Welsh language planning in all aspectd of the Strategy.
- 2.24 The **Single Integrated Plan for Anglesey and Gwynedd** incorporates the vision and action plan of the Local Services Board for both counties. The purpose of the Plan is to work together in order to improve our economic, social and environmental well-being over the next 12 years. One of its principles is to promote the Welsh language across the county and seek to ensure that services are available bilingually. In order to do so, the strategy notes that there is a need to appreciate, promote and strengthen the presence of the Welsh language and Welsh culture in everyday life and to embrace the diversity in society.

2.25 In addition to the above, safeguarding and promoting the Welsh language and the use of the language within and outside the Council is one of the strategic aims of both Councils.

2.27 By analysing the present planning guidance, the implications in the context of the JLDP are as follows:

- **The future well-being of the Welsh language depends on a number of factors, in particular: education, demographic changes, community activities and a firm economic basis.**
- **That consideration needs to be given to which factors should be considered for the ability of different areas to cope with developments, especially housing.**
- **The need to consider the factors in terms of an area's ability to support developments.**
- **Consideration needs to be given to ensure that the development of the language contributes to the development of the economy and vice versa.**
- **If the JLDP identifies centres of growth, then relevant consideration must be given to the scale, phasing and timing of any developments that will be earmarked in the plan.**
- **It must be ensured that the policies of the plan do not discriminate between individuals on their linguistic ability**
- **It must be recognised that the JLDP can only play a small part in the promotion of the Welsh language.**
- **Any proposal must demonstrate, where there is any possibility of damage to the well-being of the Welsh language in a relevant assessment that the impact can be avoided or alleviated.**
- **There is a need to appreciate, promote and strengthen the Welsh language and the Welsh culture and embrace the diversity in society.**
- **In communities where over 70% of the population were Welsh speakers in 2001, consideration should be given to whether more emphasis should be placed on safeguarding the language within these communities.**
- **Whilst noting that Iaith Pawb emphasises the importance of communities with over 70% of Welsh speakers, the assessment must recognise the importance of the language in all the communities of Anglesey and Gwynedd.**



### 3. THE WELSH LANGUAGE TODAY – CURRENT TRENDS

3.1 The following sections contain information from the Census. As the data from the 2011 Census, relevant to the Welsh language, has not been released in its entirety, it has not been possible to paint a fully up to date picture of the Welsh language in every instance. Once this information becomes available, it is intended to update this chapter.

#### National Overview

3.2 At the beginning of the 20<sup>th</sup> century, nearly half of the population in Wales spoke Welsh. The 1911 Census noted that nearly a million people considered themselves to be Welsh speakers. However, the percentage of Welsh speakers decreased throughout the Twentieth Century.

3.3 The number of Welsh speakers in Wales fell from 20.8% in 1971 to 19% in 1981 and then to 18.7% in 1991. However, by 2001 the percentage had risen to 20.8% once again. However, whilst the whole of Wales had seen an increase in the numbers who speak Welsh between 1991 and 2001, Gwynedd saw a reduction of -3.1% over the same period. Between 2001 and 2011, the number of Welsh speakers in Wales decreased a further -3.5%.

3.4 The number and strength of communities who predominately use the Welsh language has reduced over the past decade and a number of communities that were nearly completely Welsh speaking were lost. The reasons for the decline include:

- lack of work and social opportunities for young people who were brought up locally and therefore moved away;
- decline in the traditional industries who used to employ a high portion of Welsh speakers as well as the problems of the rural economy;
- the immigration of non-Welsh speakers mainly to the more rural areas and attractive coastline.

#### Local Overview - Gwynedd Local Planning Authority

3.5 Gwynedd has the highest proportion of people in Wales who can speak Welsh. In 2011, 65.4% of people in Gwynedd aged 3 and over spoke Welsh, significantly higher than the Welsh average of 19%.

**Skills in the Welsh language (2011)**

	Population aged 3 and over	Speaks but does not read or write Welsh	Speaks and reads but does not write Welsh	Speaks, reads and writes Welsh	Other combination of skills	No knowledge of Welsh
		%	%	%	%	%
<b>Gwynedd</b>	117,789	5.8	3.4	56	1.51	26.5
<b>Wales</b>	2,955,841	2.7	1.5	14.6	2.5	73.3

- 3.6 The table below shows that the number of people in Gwynedd who could speak Welsh decreased from 84% in 1971 to 72.1% in 1991 and to 69% in 2001. As Wales on the whole has seen an increase in the proportion of Welsh speakers between 1991 and 2001, there has been a decline of -3.1% in the percentage of Welsh speakers in Gwynedd. However, both Gwynedd and Wales experienced a decline in the proportion of Welsh speakers between 2001 and 2011.

**Changes in % of Welsh Speakers in Gwynedd and Wales 1981-2011**

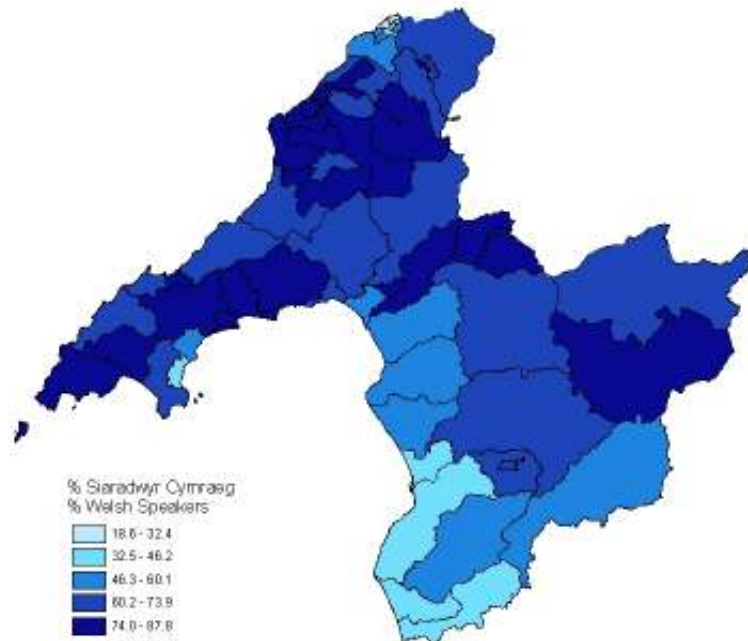
Year	Gwynedd	Wales
1951	93,184 (81.2%)	714,700 (28.9%)
1961	87,547 (80.4%)	656,000 (26.0%)
1971	88,340 (84%)	542,400 (20.8%)
1981	78,032 (68%)	508,200 (18.9%)
1991	78,733 (72.1%)	500,000 (18.5%)
2001	77,846 (69.0%)	582,368 (20.7%)
2011	77,000 (65.4%)	562,016 (19%)

- 3.7 A more positive note about the Welsh language in Gwynedd is the fact that approximately 83% of the county's Welsh speakers are fluent – the highest percentage of all counties in Wales. The Welsh Language Board's Language Use Surveys 2004-2006 demonstrates that 90% of fluent speakers speak Welsh every day – the highest percentage of all the counties in Wales.

#### ***Geographical Variations***

- 3.8 The proportion of Welsh speakers varies considerably within Gwynedd. Welsh speakers account for at least 30% of the resident population of all but two wards in Gwynedd (the exception being, due probably to student numbers, Menai (18.6%) and Deiniol (22.8%) wards in Bangor. The highest proportions of Welsh speakers are to be found in and around Caernarfon. The proportion of Welsh speakers tends to be higher in some urban areas as well as in former slate quarrying areas, but significantly lower in many coastal areas of Meirionnydd.

**% Welsh speakers in wards in Gwynedd (2011)**

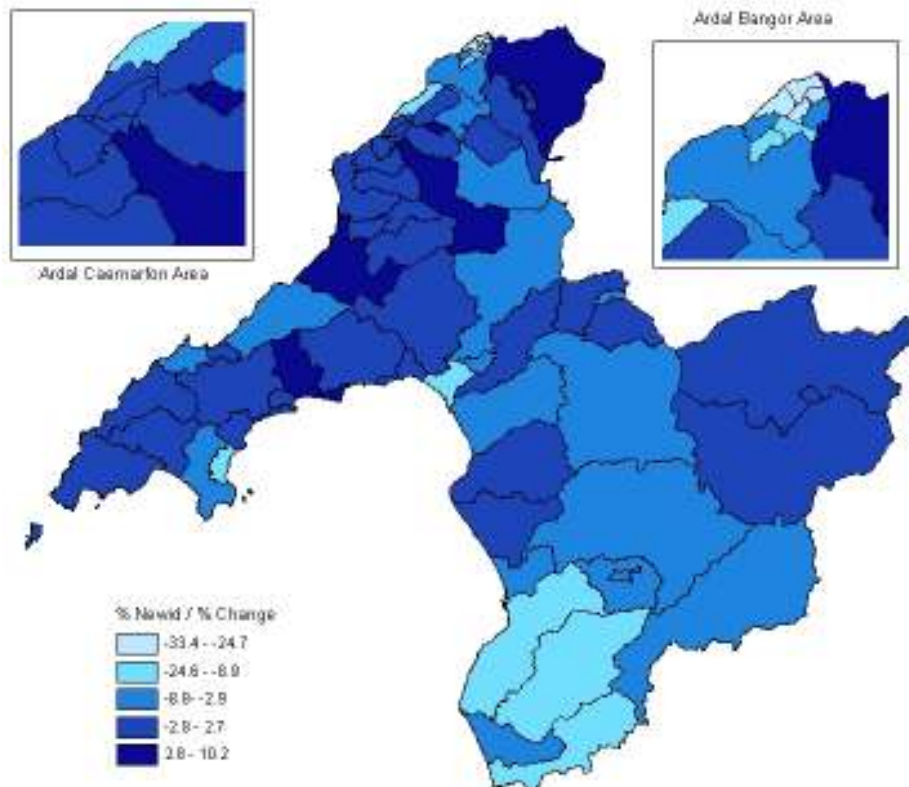


**Geographical variations in the proportion of the Welsh language (2011)**

Ward	% of the population aged 3+ who can speak Welsh
<b>Highest</b>	Llanrug (87.8)
<b>Second highest</b>	Peblig (Caernarfon) (87.4)
<b>Third highest</b>	Penygroes (86.8)
<b>Third lowest</b>	Garth (30.4)
<b>Second lowest</b>	Deiniol (22.8)
<b>Lowest</b>	Menai Bangor (18.6)
<b>Gwynedd</b>	<b>65.4</b>
<b>Wales</b>	<b>19</b>

3.9 As well as this, between 1991 and 2001, the number of wards in Gwynedd with over 70% of the population able to speak Welsh decreased from 61 wards in 1991 to 41 wards in 2001 and then to 40 in 2011. The figure below compares the changes seen per individual wards in the County between 2001 and 2011.

**% change in the population aged 3+ who speak Welsh, 2001-2011**



3.10 It can be noted that the proportion of Welsh speakers has declined in a number of areas between 2001 and 2011, in particular in the Bangor area, and extensive areas along the Meirionnydd coast. In the Bangor area, significant decreases were seen in Deiniol (-24.8%), Garth (-33.4%), Hiracl (-27.2%) and Menai (Bangor) (-31.8%). However, it should be remembered that the movement of the student population may have had an influence upon these figures. Other notable decreases were seen in Porthmadog West (-11.3%), Abersoch (-12.4%) and Aberdyfi (-14.5%) wards. On the other hand, a number of areas (particularly traditionally important Welsh speaking areas) experienced an increase in the percentage of Welsh speakers particularly, therefore in Clynog (10.2%), Waunfawr (5.5%) and Arllechwedd (3.7%).

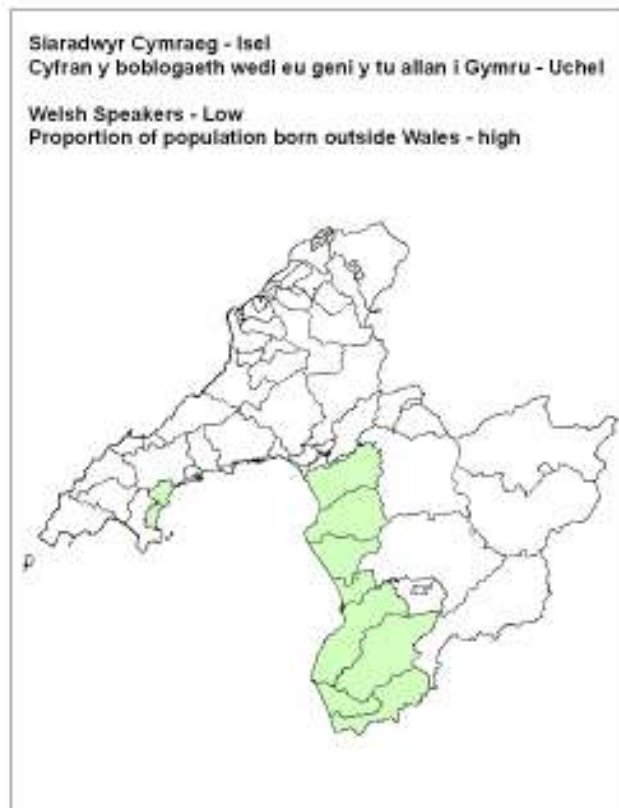
3.11 Approximately 80% Gwynedd residents who were born in Wales are able to speak, write and read Welsh, with 5% of the residents born in Wales not having any skills in Welsh at all. Fewer residents born outside Wales are able to speak Welsh and there is more variation with age. 16.5% of people aged 3-15 do not have any skills in the Welsh language, rising to 79% of residents aged over 65. This suggests that non-Welsh migrants can have a detrimental impact on the language.

**% of the population born outside Wales and speaks Welsh(aged 3+), 2011**

Ward	% of the population born outside Wales and speaks Welsh (aged 3+), 2011
<b>Highest</b>	Bethel (40.2)
<b>Second highest</b>	Llanrug (37.6)
<b>Third highest</b>	Penygroes (37.1)
<b>Third lowest</b>	Garth (7.9)
<b>Second lowest</b>	Deiniol (6.1)
<b>Lowest</b>	Menai (Bangor) 4.6
<b>Gwynedd</b>	<b>20.4</b>
<b>Wales</b>	<b>8</b>

3.12 Higher proportions of people born outside Wales and unable to speak Welsh live along the Meirionnydd coast, within the city of Bangor and in extensive areas of the Llŷn Peninsula. The map below shows the wards that are within the lowest quartile in terms of Welsh speakers and that are in the highest quartile in terms of the proportion of the population born outside Wales.

**Wards in Gwynedd which are within the lowest quartile in terms of Welsh speakers as well as being in the highest quartile in terms of the proportion of the population that were born outside Wales (2001)**



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1:500,000

**Age and the Welsh Language**

- 3.13 As can be seen in the table below, the highest percentages of Welsh speakers in Gwynedd are within the 5-15 age group. It seems that the fact that the language has remained strong and actually increased within the school age population can be attributed to Welsh education policies in schools. This has meant that Welsh is a mandatory subject for pupils aged 5-16 in Wales apart from some exempt schools.

**Welsh Speakers by age group**

Age	2001 (%)	2011 (%)
3 – 4	70.9	73
5 – 15	91.8	92.3
16 – 19	75.8	68.6
20-24	60.1	51.4
25-39	71.2	69.1
40-49	65.4	65.5
50-59	59.4	59.9
60-64	60.4	54.4
65-74	62.8	55.6
75+	64.3	60.7

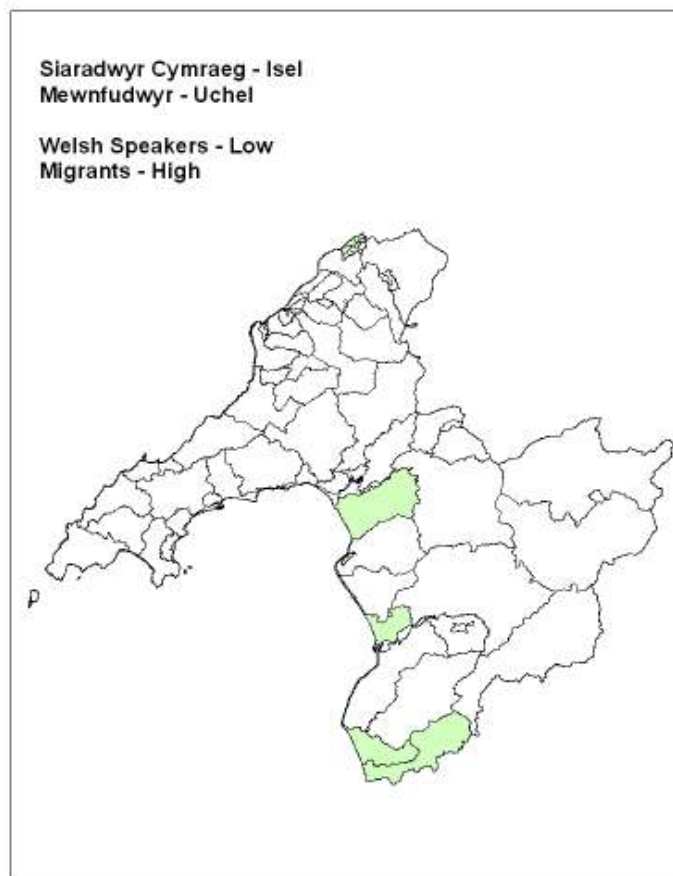
*Source: Census*

- 3.14 It is also noted that there was a significant reduction in the proportion of the population over 60 years old who were Welsh speakers. This suggests that immigration of older non-Welsh speaking people is occurring.

**Demographic Change and the Welsh Language**

- 3.15 There is great variation in the proportion of in-migrants who do not speak Welsh into different areas. Bangor and areas of the Meirionnydd coastline are most likely to see non-Welsh migrants moving in to live (Menai – Bangor (82.4%), Deiniol (81.5%), Tywyn (76.4%), Barmouth (68%)). The following map shows those wards that are within the lower quartile in terms of the proportion of the population that speaks Welsh as well as being in the upper quartile in terms of the proportion being migrants.

**Wards in Gwynedd that are within the lower quartile in terms of the proportion of the population that speaks Welsh as well as being in the upper quartile in terms of the proportion being migrants.**



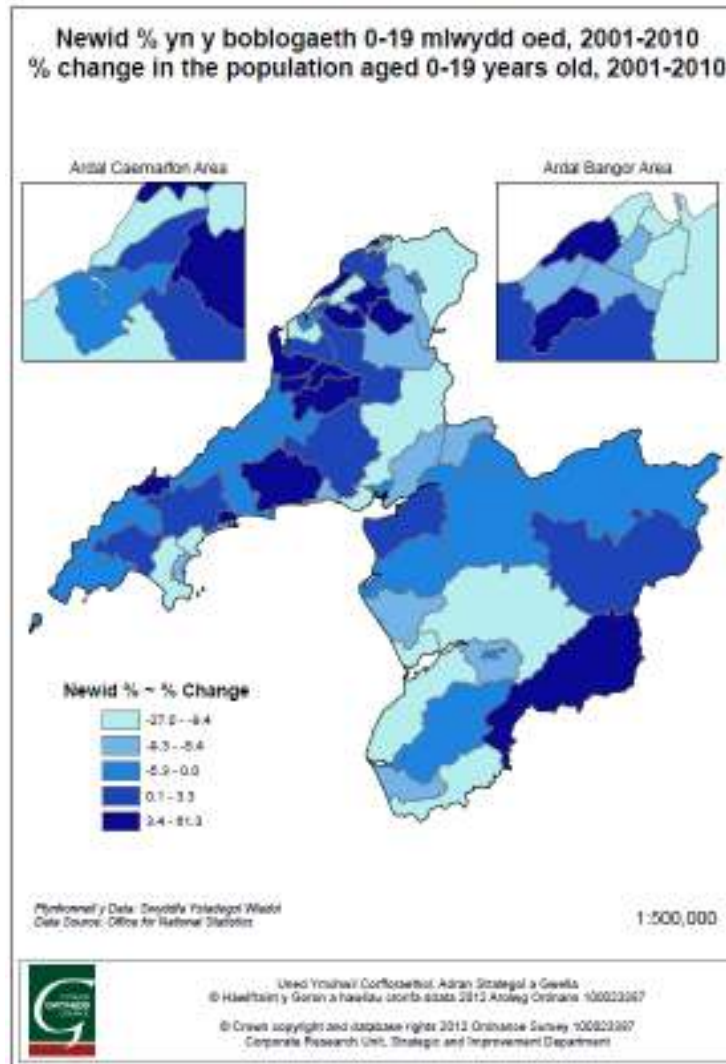
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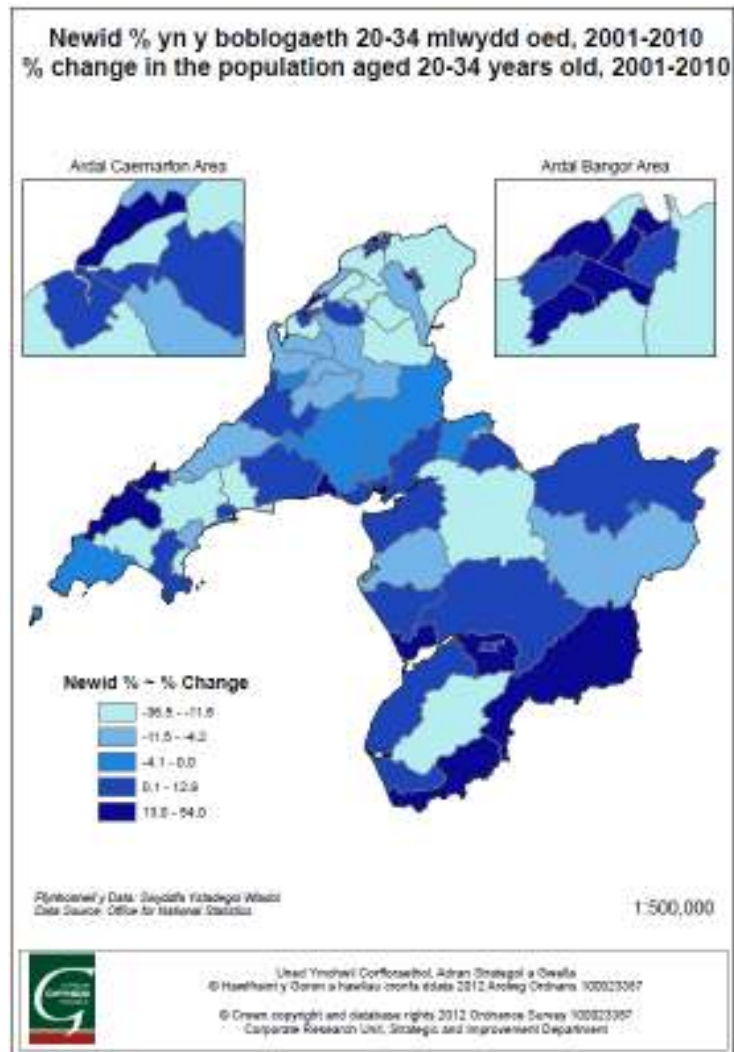
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- 3.16 Age is a key factor from the standpoint of migrating to Wales. The Welsh Language Board's Language Use Survey showed that of the migrants under the age of 11 in Wales, 33% could speak Welsh fluently. This compared to 14% of speakers that were 11 or older when they migrated to Wales.
- 3.17 Out-migration from the County is most obvious in the 0-19 age group. The map below shows significant reductions in this population in a number of areas particularly in some rural and coastal areas of the Llŷn Peninsula and Meirionnydd.





- 3.18 Even though the population in the 20-34 age group increased by 2.4% between 2001-2010, a decrease was seen in the proportion of the population between 20-34 in extensive areas of Gwynedd, particularly in some rural and coastal areas of the Llŷn Peninsula e.g. Botwnnog (-22%), Abersoch (-36.5%), Abererch (-24.4%). This suggests that people in this age category migrate away from Gwynedd because of a shortage of economic and social opportunities in these areas.
- 3.19 This group is likely to be young families and young professionals. Because of the Gwynedd Education Policy, it can be assumed that many of the younger people who migrate out of Gwynedd possess Welsh skills and information, even though there is no evidence to confirm this.



### ***Welsh in the Home***

3.20 The language of parents can influence the language of children. As can be seen in the table below, where both parents speak Welsh in the home, 90% of children aged 3-4 in Gwynedd can speak Welsh. The percentage decreases to 81% in homes where a single parent speaks Welsh and decreases further to 55.7% where only one of two parents speak Welsh; and reduces further to 31% in homes where there are no Welsh speaking parents.

	ALL HOUSEHOLDS	CHILDREN WHO CAN SPEAK WELSH (2001)							
		3 i 4		5 i 11		12 i 15		16 i 18	
		No.	%	No.	%	No.	%	No.	%
<b>One family and no others</b>	18618	<b>1856</b>	<b>74</b>	7600	<b>92</b>	4617	<b>93</b>	2646	<b>91</b>
<b>Couple Households</b>	14206	<b>1478</b>	<b>75</b>	5818	<b>93</b>	3538	<b>94</b>	2021	<b>92</b>
No Welsh Speakers	2250	<b>108</b>	<b>33</b>	749	<b>72</b>	451	<b>79</b>	225	<b>71</b>
1 adult speaks Welsh	2836	<b>269</b>	<b>63</b>	1155	<b>92</b>	678	<b>92</b>	384	<b>92</b>
2 adults speak Welsh	8070	<b>1067</b>	<b>90</b>	3698	<b>98</b>	2035	<b>98</b>	1014	<b>97</b>
Other	1050	<b>34</b>	<b>85</b>	216	<b>96</b>	374	<b>98</b>	398	<b>98</b>
<b>One parent households</b>	4412	<b>378</b>	<b>70</b>	1782	<b>91</b>	1079	<b>90</b>	625	<b>87</b>
No Welsh speaking adult	1236	<b>55</b>	<b>38</b>	402	<b>78</b>	265	<b>76</b>	164	<b>73</b>
1 Welsh speaking adult	2834	<b>318</b>	<b>81</b>	1299	<b>96</b>	681	<b>96</b>	352	<b>93</b>
Other	342	<b>5</b>	<b>83</b>	81	<b>98</b>	133	<b>96</b>	109	<b>95</b>
<b>Other Households</b>	1308	<b>138</b>	<b>64</b>	468	<b>88</b>	332	<b>88</b>	155	<b>84</b>
No Welsh speaking adults	319	<b>12</b>	<b>31</b>	97	<b>70</b>	69	<b>68</b>	22	<b>55</b>
All adults speak Welsh	59	<b>0</b>	<b>0</b>	0	<b>0</b>	0	<b>0</b>	0	<b>0</b>
Other	930	<b>126</b>	<b>85</b>	371	<b>97</b>	263	<b>99</b>	133	<b>98</b>

- 3.21 According to the 2011 Census figures, there are a number of wards that have the highest number of households with one parent families that are in strongholds of the Welsh language. Considering that the language transmission rate is significantly lower in single parent households, it is worrying that a high number of such households are in strongholds of the Welsh language.
- 3.22 The Welsh Language Board's Language Use Surveys (2004-2006) showed that Welsh speakers – who live in homes where everyone speaks Welsh, are fluent. In households where not everyone speaks Welsh, only 40% of speakers say they are fluent in Welsh. The Surveys also show that 82% of those who learned Welsh at home were fluent, compared to 34% of those who learned Welsh at school.

**Local Overview - Anglesey Local Planning Authority Area**

- 3.23 The 2011 census showed that approx 57.2% of the people in Anglesey speak Welsh,

**Skills in the Welsh language (2011)**

	Populati on aged 3 and over	Speaks but does not read or write Welsh	Speaks and reads but does not write Welsh	Speaks, reads and writes Welsh	Other combination of skills	No knowledge of Welsh
		%	%	%	%	%
<b>Anglesey</b>	67,403	7	4.3	45.6	1.9	30.4
<b>Wales</b>	2,955,841	2.7	1.5	14.6	2.5	73.3

- 3.24 The table below shows that the number of people in Anglesey who could speak Welsh decreased from 80% in 1951 to 57% in 2011.

**Changes in Number and % of Welsh Speakers Since 1951**

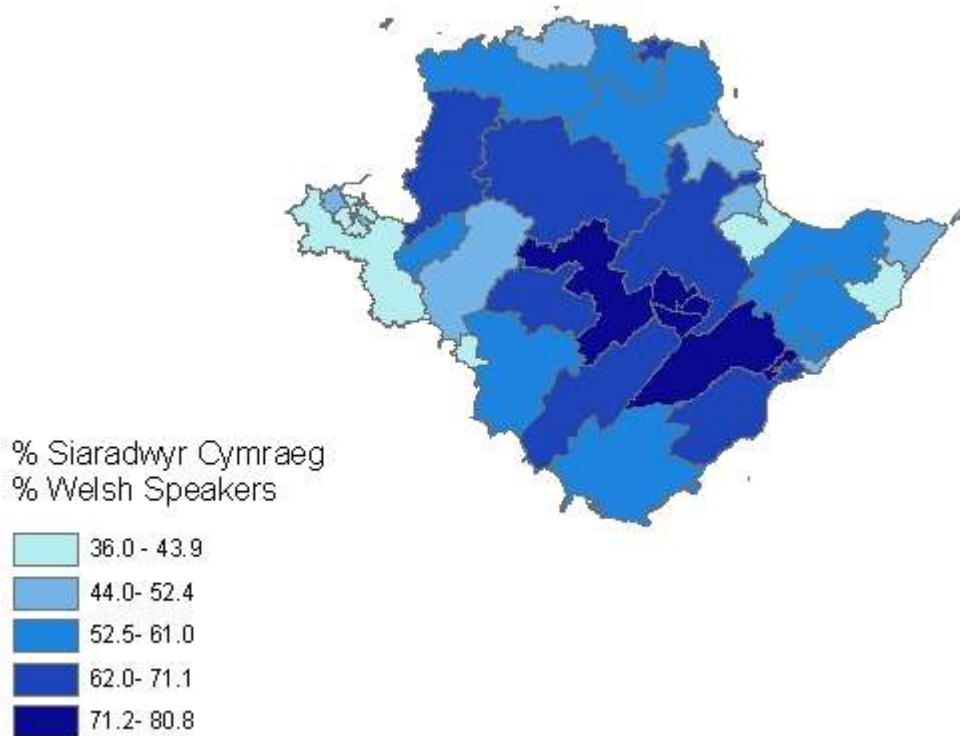
Year	Ynys Môn	Wales
<b>1951</b>	38,443 (80.0%)	714,700 (28.9%)
<b>1961</b>	37,101 (75.0%)	656,000 (26.0%)
<b>1971</b>	37,135 (66.0%)	542,400 (20.8%)
<b>1981</b>	39,229 (61.0%)	508,200 (18.9%)
<b>1991</b>	41,240 (61.9%)	500,000 (18.5%)
<b>2001</b>	38,893 (60.1%)	582,368 (20.7%)
<b>2011</b>	38,568 (57.2%)	562,016 (19%)

- 3.25 Whilst there has been a significant decline in the percentage of the population that can speak Welsh, it is interesting to note that the number of Welsh speakers in 2011, 38,568 is slightly higher than the level in 1951 which was 38,443. This reflects the overall growth in the Island's population as result of major employment developments in the 1960s namely Wylfa Nuclear Power station and Anglesey Aluminium Smelter Plant.
- 3.26 In parallel to the influx of population from outside Wales onto the Island there is an outflow of young people who depart looking for work due to the narrow economic base that exists on the Island. The national level saw a decline of approximately 10% in the percentage of Welsh speakers from 1951 to 1991. However, this trend was changed with an increase of over 2% seen in the percentage of Welsh speakers between 1991 and 2001.
- 3.27 In 2001, 10 of the Island's wards had over 70% of its population who were able to speak Welsh. By 2011, the number of communities with over 70% of the population able to speak Welsh had declined to 8.

**Geographical Variations**

3.28 The proportion of Welsh speakers varies within Anglesey. The highest proportions of Welsh speakers are to be found in the more rural central areas of Anglesey, whilst the proportion of Welsh speakers tends to be lower towards the west of the island in particular around the Holyhead area.

**% of Welsh Speakers in Anglesey Wards in 2011**

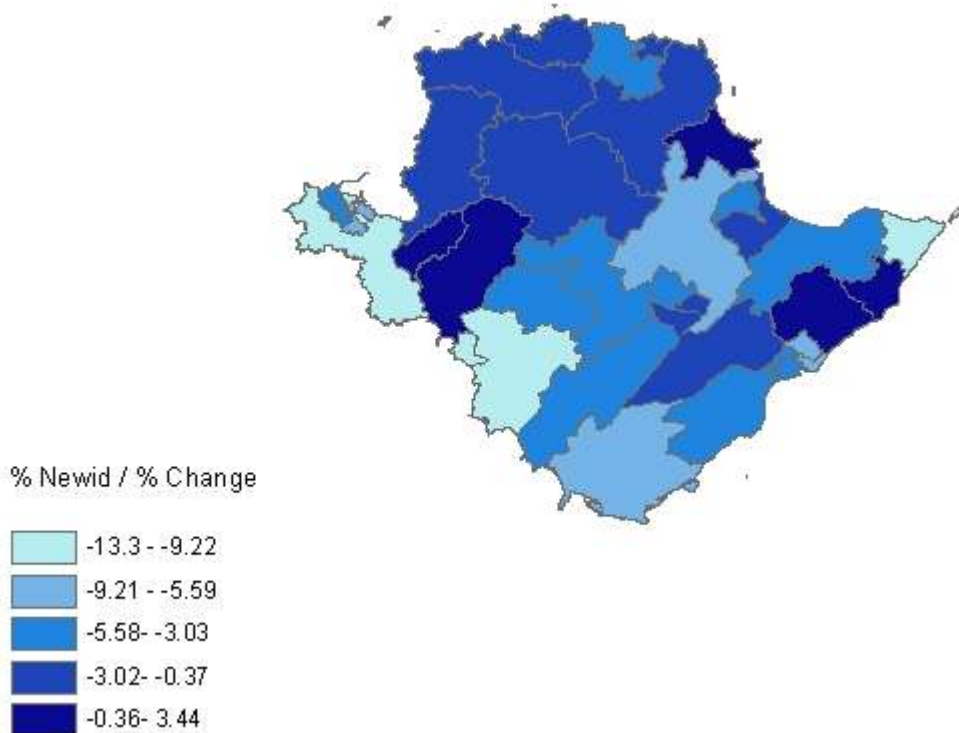


**Geographical variations in the proportion of the Welsh language (2011)**

Ward	% of the population aged 3+ who can speak Welsh	% of the population aged 3+ with no skills in Welsh
<b>Highest</b>	Cyngar (80.8)	Rhosneigr (50.5)
<b>Second highest</b>	Tudur (80.7)	Llanbedrgoch (47.1)
<b>Third highest</b>	Cefni (80.5)	Trearddur (45.0)
<b>Third lowest</b>	Holyhead Town (39.1)	Cefni (13)
<b>Second lowest</b>	Trearddur (38.1)	Cyngar (12.7)
<b>Lowest</b>	Rhosneigr (36)	Tudur (10.7)
<b>Anglesey</b>	<b>57.2</b>	<b>30.4</b>
<b>Wales</b>	<b>19</b>	<b>73.3</b>

3.29 The figure below compares the changes seen per individual communities on the island between 2001 and 2011.

### Change in % of Welsh speakers in Anglesey wards from 2001 to 2011



3.30 The main messages from the above map are:

- The greatest fall, of 13.4%, was in the ward of Rhosneigr although this is a small community and therefore a small change in numbers can have a major impact on the percentages;
- Only 5 of the 40 wards saw an increase in the proportion of Welsh speakers. Cwm Cadnant saw the greatest increase of 3.44%.
- A further 3 wards (Llangoed, Brynteg and Cadnant) fell to under 50% of Welsh speakers, which means that there are now 13 wards in this category.
- There are still 8 wards on the island with over 70% of Welsh speakers in them. The majority of these are communities in the centre of the Island;
- On average there was a decline of 1.5% in the number of Welsh speakers on the Island between 2001 and 2011.

**% of the population born outside Wales and speak Welsh (aged 3+), 2011**

Ward	% of the population born outside Wales and speak Welsh (aged 3+), 2011
<b>Highest</b>	Tudur (32.7)
<b>Second highest</b>	Cwm Cadnant (29.4)
<b>Third highest</b>	Llanfihangel Ysgeifiog (27.6)
<b>Third lowest</b>	Holyhead Town (10.7)
<b>Second lowest</b>	Trearddur (10.2)
<b>Lowest</b>	Rhosneigr (7.2)
<b>Anglesey</b>	<b>17.5</b>
<b>Wales</b>	<b>8</b>

3.31 The highest proportions of people born outside Wales that do not speak Welsh live in the Holyhead area and in extensive parts of the north east of the Island.

3.32 The map below shows those wards that are within the lowest quartile in terms of the proportion of Welsh speakers as well as being in the highest quartile in terms of the population born outside Wales.

**Wards in Gwynedd that are within the lowest quartile in terms of the proportion of Welsh speakers as well as being in the highest quartile in terms of the population born outside Wales.**





### ***Age and the Welsh Language***

- 3.33 As can be seen in the table below, the highest percentages of Welsh speakers in Anglesey are within the 5-15 age group. It seems that the fact that the language has remained strong and actually increased within the school age population can be attributed to Welsh education policies in schools. This has meant that Welsh is a mandatory subject for pupils aged 5-16 in Wales apart from some exempt schools.

**Welsh Speakers by age group**

<b>Age</b>	<b>2001 (%)</b>	<b>2011 (%)</b>
3 – 4	54.5	54.1
5 – 15	77.8	80.1
16 – 19	76.8	71.3
20-24	69.8	63.9
25-39	59	60.3
40-49	55.6	53.2
50-59	51.4	50.4
60-64	52.8	46.8
65-74	54.6	47.6
75+	54.4	51.8

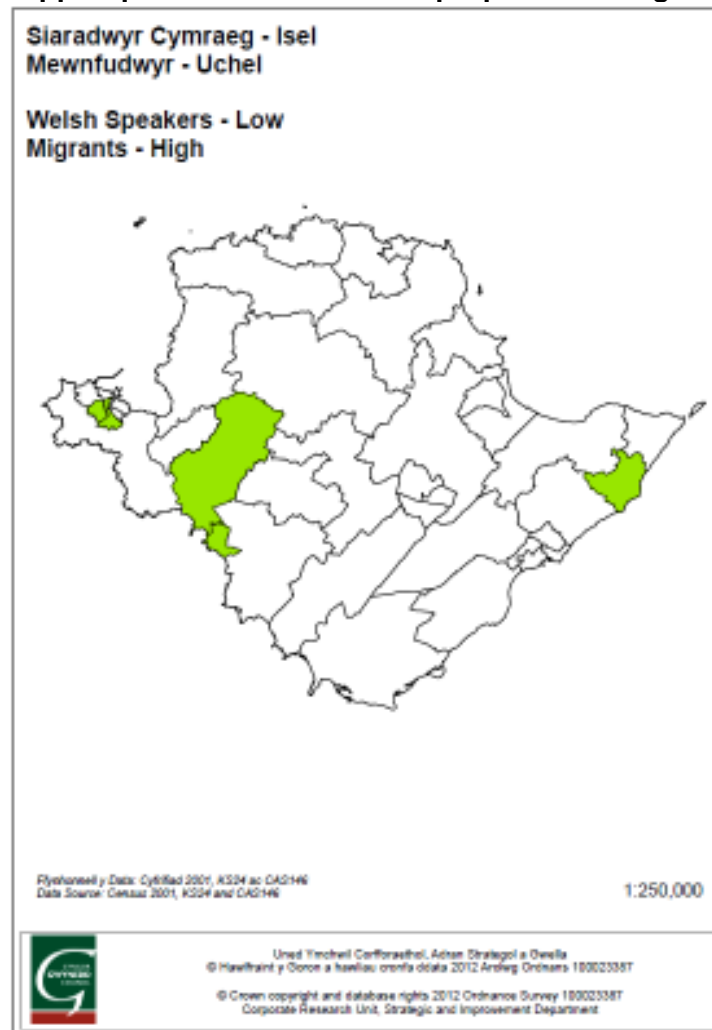
*Source: Cyfrifiad (2011)*

- 3.34 It can also be noted that there has been a small increase in the proportion of 25-39 year olds in Anglesey who can speak Welsh. This is welcomed when considering that it is people in this age group are most likely to raise children who will receive Welsh education.
- 3.35 It is also noted that there was a significant reduction in the proportion of the population over 60years old who were Welsh speakers. This suggest that in-migration of older non-Welsh speaking people is occurring.

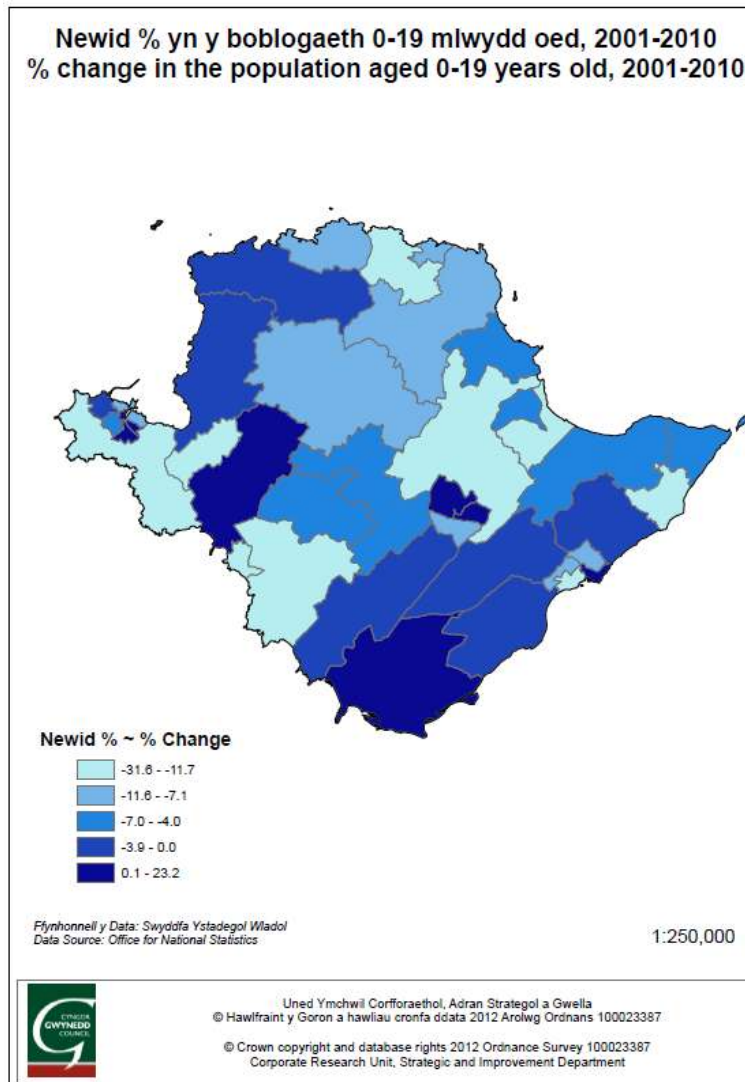
### ***Demographic Change and the Welsh Language***

- 3.36 There is great variation in the proportion of in-migrants who do not speak Welsh into different areas. The following map shows those wards that are within the lower quartile in terms of the proportion of the population that speaks Welsh as well as being in the upper quartile in terms of the proportion being migrants. As can be seen, the standout wards are Beaumaris and some wards in Holyhead and the vicinity.

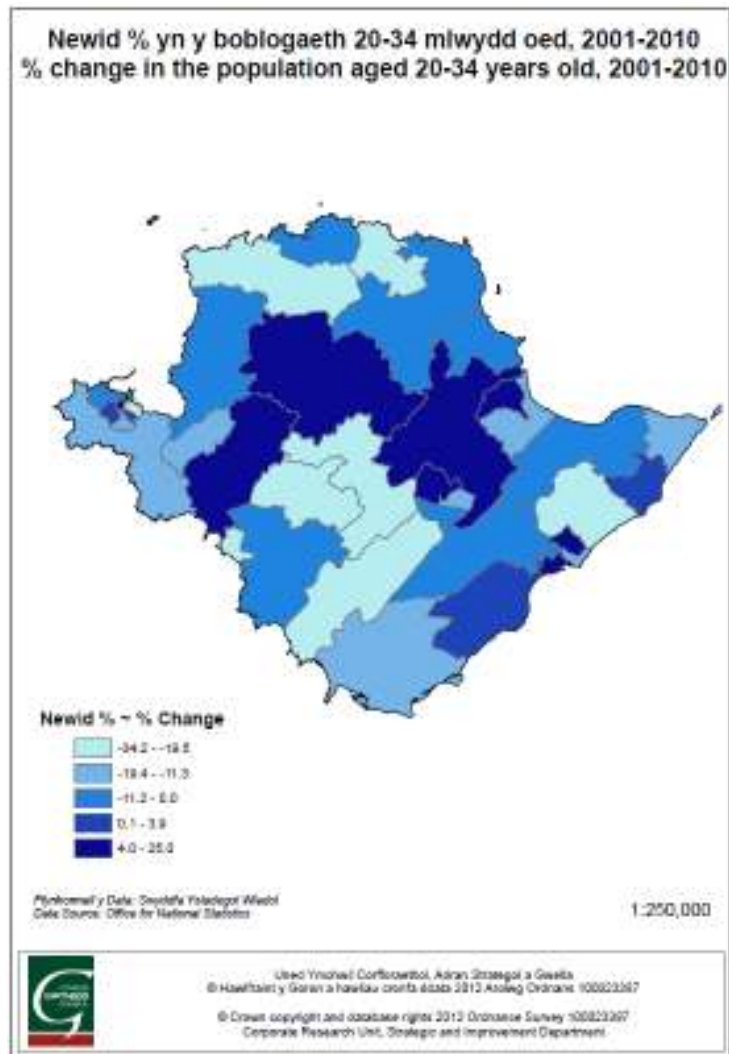
**Wards in Anglesey that are within the lower quartile in terms of the proportion of the population that speaks Welsh as well as being in the upper quartile in terms of the proportion being migrants.**



3.37 On the whole, the population between 0-19 years old on the Island decreased over the past decade (-4.7% between 2001-2010). The following map shows a significant decrease occurred in some areas including Aberffraw (-14.2%), Beaumaris (-14.2%) Anlwlch Rural (-16%) and Rhosneigr (-31.6%).



- 3.38 Out-migration in Anglesey is highest within the 20-34 age group. This group is likely to be young families and young professionals. Because of the Gwynedd Education Policy, it can be assumed that many of the younger people who migrate out of Gwynedd possess Welsh skills and information, even though there is no evidence to confirm this.
- 3.39 The following map shows a decrease in the population within the 20-34 age group between 2001 and 2010 in extensive areas of the Island, particularly in some rural areas e.g. Bodffordd (-34.2%), Bryngwran (-28%), Mechell (-27.8%). This suggests that people in this age category migrate away from Gwynedd because of a shortage of economic and social opportunities in these areas.



3.40 A significant increase was seen in the population over the age of 65 on the Island (+16.9% between 2001 and 2010). It is likely that a high proportion of this population was non-Welsh speaking which poses a further threat to the vitality of the language.

***Welsh in the Home***

3.41 The language of parents can influence the language of children. As can be seen in the table below, where both parents speak Welsh in the home, 80% of children aged 3-4 in Gwynedd can speak Welsh. The percentage decreases to 61% in homes where a single parent speaks Welsh and decreases further to 28% where none of two parents speak Welsh.

	ALL HOUSEHOLDS	CHILDREN WHO CAN SPEAK WELSH (2011)							
		3 i 4		5 i 11		12 i 15		16 i 18	
		No.	%	No.	%	No.	%	No.	%
<b>One family and no others</b>	10572	<b>793</b>	<b>54</b>	3640	<b>80</b>	2327	<b>82</b>	1327	<b>75.6</b>
<b>Couple Households</b>	7969	<b>631</b>	<b>56</b>	2830	<b>81</b>	1753	<b>84</b>	977	<b>77.9</b>
No Welsh Speakers	1993	<b>57</b>	<b>21</b>	460	<b>55</b>	318	<b>59</b>	173	<b>50.4</b>
1 adult speaks Welsh	2314	<b>160</b>	<b>47.4</b>	851	<b>80</b>	505	<b>85</b>	246	<b>76</b>
2 adults speak Welsh	3255	<b>403</b>	<b>80</b>	1436	<b>95</b>	781	<b>97</b>	414	<b>95</b>
Other	407	<b>11</b>	<b>85</b>	83	<b>94</b>	149	<b>97</b>	144	<b>94.7</b>
<b>One parent households</b>	2603	<b>132</b>	<b>46</b>	810	<b>76</b>	574	<b>77</b>	350	<b>69.9</b>
No Welsh speaking adult	1038	<b>31</b>	<b>25</b>	236	<b>57</b>	155	<b>55</b>	101	<b>46.8</b>
1 Welsh speaking adult	1394	<b>96</b>	<b>61</b>	541	<b>89</b>	359	<b>89</b>	223	<b>78</b>
Other	171	<b>5</b>	<b>71</b>	33	<b>87</b>	60	<b>94</b>	57	<b>91.9</b>
<b>Other Households</b>	812	<b>64</b>	<b>57</b>	252	<b>72</b>	173	<b>74</b>	80	<b>67.2</b>
No Welsh speaking adults	261	<b>8</b>	<b>28</b>	66	<b>52</b>	39	<b>53</b>	11	<b>34.4</b>
All adults speak Welsh	81	<b>0</b>	<b>0</b>	0	<b>0</b>	0	<b>0</b>	0	<b>0</b>
Other	470	<b>56</b>	<b>90</b>	186	<b>96</b>	134	<b>96</b>	69	<b>93.2</b>

The key messages for both Authorities can be summarised as follows:

- **Anglesey and Gwynedd are strongholds of the Welsh language having the second highest and highest proportions of Welsh speakers in Wales.**
- **There has been a decline of -5.2% in the percentage of Welsh speakers in Gwynedd and a -4.8% decrease in Anglesey between 2001 and 2011.**
- **Some areas have seen a more dramatic decline than others. The greatest decrease in Gwynedd was seen in Garth (-33.4%) and Rhosneigr in Anglesey (-13.4%).**
- **The level of Welsh speakers varies between coastal communities popular as retirement centres for inward migration and other communities with over 70% of the population able to speak Welsh.**
- **Out-migration from Gwynedd and Anglesey is highest within the 0-19 and 20-34 age groups respectively.**
- **In Gwynedd, the Bangor area and along the Meirionnydd coast are likely to see most non-Welsh speaking migrants, whilst in Anglesey, the highest proportion of migrants reside in the Holyhead area and in extensive areas of the north eastern parts of the island.**
- **A higher proportion of children speak Welsh when both parents in the household speak the language.**

#### **4. FACTORS THAT INFLUENCE THE WELSH LANGUAGE AND IMPLICATIONS TO THE JLDP**

4.1 In order to truly understand how the language impact of the JLDP should be assessed, it is important, first of all to analyse the factors that influence the Welsh language. The success and sustainability of the Welsh language in the future depends on a number of factors including education, community activities, demographic changes and sustainable economic development. This part of the paper investigates further into these factors and outlines how the LDP can influence them in order to ensure a thriving future for the Welsh language.

##### **Demographic Change**

4.2 Changes in populations within Welsh-speaking communities is one of the main factors that undermine those communities. Out-migration of Welsh speakers and in-migration non-Welsh speakers can have a great impact on the proportion of Welsh speakers. It is therefore important that the JLDP considers the impacts of in-migration and out-migration on the Welsh language and facilitate development that encourages people to stay in their communities.

4.3 In recent decades, the demographic trend in Welsh language areas was that young people were leaving and the only people who were likely to take their place were non-Welsh speaking older people. These trends have a detrimental effect on the community's social and economic balance and there are serious associated implications for the Welsh language as young people take the future of the Welsh language in those areas away with them.

4.4 It seems that demographic changes will be the greatest influence on the linguistic community composition of the Plan's area in the coming years. The outward migration of Welsh speakers along with the inward migration of non-Welsh speaking people will have a substantial impact on the portion who speak the language. However, the methods that can restrict inward and outward migration are limited especially in the field of land use planning.

4.5 Therefore it is important that the LDP:

- Contributes towards securing balance in the community's social and linguistic composition;
- Considers the effects of inward and outward migration on the Welsh language;
- Promotes development that will encourage people to remain in their communities. This will involve promoting sustainable economic development and seeking to improve opportunities and services.

##### **Economic Development**

4.6 Nowadays more and more employers and workers acknowledge the economic advantages of the Welsh language. Across Wales more and more employers – in the public, private and voluntary sectors – in response to the increasing expectations of their customers are becoming aware of the advantages of using the language, for example to:

- Improve the quality of customer services
  - Attract new customers
  - Increase customer loyalty
  - Harness goodwill for a relatively low cost
  - Obtain marketing advantages over competitors
  - Improve the efforts of public relations
- 4.7 A sustainable economic base and the provision of business and employment opportunities are essential in order to create sustainable communities. A prosperous economy encourages people to remain in their communities and in doing so, contribute to preserving the Welsh language.
- 4.8 In terms of economic development it is important that the LDP:
- Includes positive measures that will promote the Welsh language;
  - Identifies opportunities to facilitate the provision of employment land/space on a small and large scale.
  - Promotes compatible economic growth but at the same time approves specific measures to work against any possible detrimental effects that can derive from some types of developments.

### **Bi-lingual Education**

- 4.9 Bilingual education plays an important role in maintaining and promoting the Welsh language. It will therefore be important to guide development to areas where there is sufficient provision of educational facilities which will be able to sustain the growth in the population.
- 4.10 It will be important that the LDP:
- Ensures that developers contribute towards educational facilities in appropriate circumstances as the provision of new houses can place unacceptable and excessive pressure on the ability of schools to operate effectively due to the additional children that will need to be supported;
  - Ensures that developments are led to those areas where there is sufficient provision of educational facilities that will be able to uphold an increase in the population. Consequently, school children who migrate into any area will receive education through the medium of Welsh. In turn, the parents of these children will possibly try to learn the language themselves.

### **Housing Provision**

- 4.11 Large scale housing developments of a type and scale unrelated to the size and needs of the community are known to have harmful impacts on the language and cultural character of areas. The influx of a proportionally large number of non-Welsh speaking residents to an area is likely to undermine predominantly smaller Welsh speaking communities making assimilation difficult.
- 4.12 One of the reasons that explains why young people migrate from Welsh – speaking communities is the lack of appropriate open market housing and affordable housing especially in rural areas. House prices increased significantly up until 2007 and as a result, it was difficult for local people (especially first time buyers) to compete in the housing market. Although



house prices have fallen during the recession, affordability continues to be an important factor.

- 4.13 Second / holiday homes can also impact on the character social fabric of an area or village. The owners of these houses do not usually speak Welsh, so this will have a detrimental effect on the interests of the language. In addition to this, these houses are lost from the housing stock that are available for people to live in them on a permanent basis and there is a tendency for prices to increase and therefore limiting the choice of housing for local Welsh speaking people.
- 4.14 An important factor in terms of safeguarding Welsh language communities is to help people to live, buy and rent houses in their locality. Ensuring that the right mix of houses for the needs of the local communities is developed is important in terms of maintaining the Welsh language.
- 4.15 In smaller rural communities in particular, some additional employment and housing of the right type and scale to meet local needs may be required to sustain existing communities. The likely growth should be proportional to the socio-economic needs of the community and its likely capacity for change over time without harming the language. The JLDP should, therefore;
- Note further opportunities to designate affordable housing in the areas where they are needed;
  - Ensure that the scale of market housing designations is appropriate in the local area;
  - Promote phased developments. The Welsh Government states that local planning authorities should provide for introducing housing developments gradually and distribute them broadly in order to ensure that different areas and communities can cope with development without eroding the language's position;
  - Include measures that will limit the number of second homes in the plan area;
  - Include measures to control the occupancy of new houses in specific areas e.g. where there is already an excessive supply of summer/holiday homes.

### **Community Activities**

- 4.16 An important way of creating sustainable communities is to ensure that a wide range of community activities are held, especially in rural areas. Community buildings such as village halls and chapels that hold various activities play an integral part in creating sustainable communities. By holding activities such buildings bring communities together, which in turn, promotes the use of the Welsh language. The planning system has an important role in terms of protecting existing facilities and promoting the provision of new facilities.

It will be important for the LDP to:

- Protect and maintain buildings where community activities are held;
- Consider measures to work against any possible detrimental effects.

