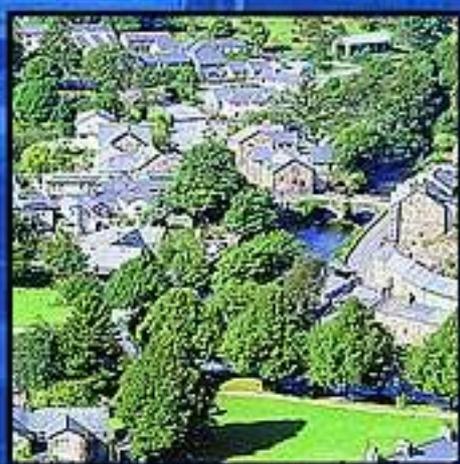
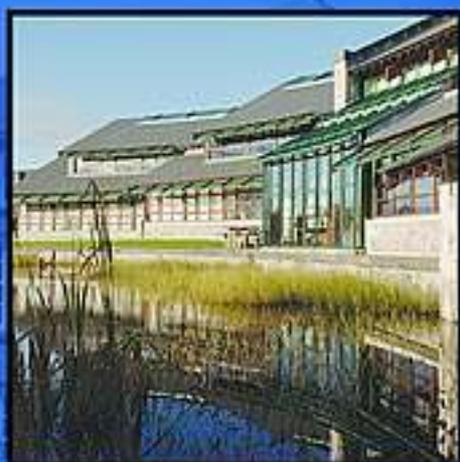


Planning and the Welsh Language the way ahead



December 2005

**PLANNING
AND THE
WELSH LANGUAGE :
THE WAY AHEAD**

December, 2005

CONTENTS

	Page
SUMMARY	1. – 8.
1. Introduction	1
2. General Background	1 - 3
3. Context for the Study	3
4. Aims and Objectives of the Study	4 - 5
5. UCL Study Findings	5 - 6
6. Additional research	6 - 7
7. Suggestions by the Steering Group to LPAs	7
8. Recommendations by Steering Group to WAG	7- 8
WELSH LANGUAGE DISCUSSION NOTE	9. – 14.
1. Purpose	9
2. The Welsh Language and the Social Fabric of Communities .	9 - 10
3. Communities where the Welsh Language is part of the Social Fabric	10
4. Consideration within Development Plans	11 - 13
5. Development Control	13 - 14
6. Signs and Advertisements	14
APPENDICES	15. – 68.
Map 1 Distribution of Welsh Speakers	16
APPENDIX A Language Statement : Screening	17
APPENDIX B Language Statement : Examples of information which could be required in a Language Statement	18 - 19
APPENDIX C Language Impact Assessment : Assessing the likely impacts of a development on community and language	20 - 37
APPENDIX D Key sources of current information on the Welsh Language	38 - 40
APPENDIX E Development Plan Policies on the Welsh Language	41 - 59
APPENDIX F Planning Appeal Case Examples	60 - 64
APPENDIX G Mitigation Measures	65 - 66
APPENDIX H Participating Organisations	67
APPENDIX I Steering Group / Planning Sub Group Membership	68

SUMMARY

1. Introduction

1.1 This is a summary of the work that has been done by a consortium of organisations made up of local authorities (LAs), Bwrdd yr Iaith (the Welsh Language Board (WLB)), the Home Builders Federation (HBF) and the Welsh Assembly Government (WAG). This paper represents the collective efforts of all partners with an interest in developing a better understanding of the relationship between land use planning and Welsh language in order to promote the wellbeing of the language and the cultural character of local communities. It does not represent the policy of any of the participating bodies. It will set out the:

- General background;
- Context for the study;
- Aims and objectives of the study;
- Overview of the work done by the consultants;
- Conclusions;
- Recommendations.

1.2 This paper should be read alongside the main discussion note (Pages 9-14) and appendices.

2. General Background

2.1 In Wales the Welsh language is spoken by 582,400 people (2001 Census) representing almost 21 % of the total population. In the more rural communities in North West Wales – counties of Gwynedd and Anglesey and in West Wales – counties of Ceredigion and Carmarthen, the language is spoken by the majority of the population. The Welsh language is also in everyday use in a number of other communities within other counties in Wales.

2.2 Since the early 19th century the number and percentage of Welsh speakers in Wales has been in decline. Whereas nearly fifty per cent of the Welsh population were able to speak Welsh in 1901, this percentage had decreased to less than nineteen per cent in 1991 although it increased slightly to nearly 21% in 2001.

- 2.3 This decline in the number and percentages of Welsh speakers throughout the twentieth century has led to a fragmentation of the 'core' areas. In 1961 279 communities in Wales (out of a total of 993) recorded that at least 80% of their community could speak Welsh. By 2001, that percentage was exceeded in only 20 electoral divisions although a further 37 had more than 70% able to speak Welsh. In these core areas however the Welsh language is a vibrant and living language spoken in social, leisure and business activities and not confined to the home, chapel and school. In these areas, Welsh is a living, everyday language, spoken, heard and seen in the community; it is part of the fabric of the community.
- 2.4 WAG in 'Dyfodol Dwyieithog/A Bilingual Future' (2002) acknowledge that the reduction in the number of primarily Welsh-speaking communities is one of the most serious threats to the future of the Welsh language. In order to address this threat WAG advocate the creation of economically and socially sustainable communities and the encouragement of planning and housing policies and decisions which take account of the linguistic character of communities.
- 2.5 WAG in *Iaith Pawb: A National Action Plan for a Bilingual Wales* (2003) adopted the following targets to be achieved by 2011:
- The percentage of people in Wales able to speak Welsh has increased by five percentage points from the figure which emerges from the census of 2001 (21%)
 - The decline in the number of communities where Welsh is spoken by over 70% of the population is arrested
 - The percentage of children receiving Welsh medium pre-school education has increased
 - The percentage of families where Welsh is the principal language of conversation/communication between adults and children has increased
 - More services, by public, private and voluntary organisations should be delivered through the medium of Welsh.
- 2.6 Since 1988 (Circular 53/88) the Welsh Language has been a material planning consideration to be taken into account in formulating land use policies and in the determination of planning applications
- 2.7 WAG planning policy is contained in *Planning Policy Wales* (2002) and technical advice in *Technical Advice Note (Wales) 20*. PPW requires all local planning authorities to consider whether they have communities where the use of the Welsh language is part of the social fabric. Where the Welsh language is part of the social fabric it is appropriate that the language be

taken into account in the formulation of land use planning policies, including the capacity of different areas and communities to accommodate development without detriment to the position of the Welsh language. TAN 20 sets out 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.

3. Context for the Study

- 3.1 Local Planning Authorities have had difficulty in applying the policy and guidance in PPW and TAN20 in the context of development plan policy and development control.
- 3.2 Denbighshire County Council's adopted (July 2002) Unitary Development Plan (UDP) takes a precautionary approach, requiring the developer, where significant harm is likely, to include adequate information and explanation of the likely effects of the proposal on the Welsh language and cultural character of the area. Policy GEN 7 states that the Council will prepare Supplementary Planning Guidance (SPG) providing guidance on measuring significant harm
- 3.3 In discussions with WLB during the preparation and adoption of the Denbighshire UDP it was recognised that the preparation of the SPG would be time intensive requiring detailed assessment and research. It was also considered that more detailed technical advice on how the effects of a development on language could be measured and assessed with a degree of confidence was required. Denbighshire County Council in 2002 invited all Welsh local planning authorities, the Welsh Language Board and the Welsh Assembly Government to make a financial contribution and to work together to undertake this research.
- 3.4 In response 16 local planning authorities, the Welsh Language Board and the Welsh Assembly Government offered their support and a total of £86,000 was raised to undertake the research. (Appendix H).
- 3.5 In 2003 a Steering Group, made up of representatives of the local planning authorities, WAG officials, HBF and WLB was established and a study brief agreed in consultation with funding partners. A notice inviting expressions of interest in undertaking the Linguistic Impact Study was advertised in the local and national press. The response from specialists (consultants and / or universities) was disappointing. Finally, only two tenders were regarded as being suitable for short listing. Following interview by the Steering Group, the study contract was awarded to the Bartlett School of Planning, University College London (UCL) led by Dr Mark Tewdwr-Jones.

4. Aims and Objectives of the Study

- 4.1 The aim of the research was as to produce a linguistic impact methodology which would enable LPAs to produce meaningful and practical policies to protect and promote the use of the Welsh language and to enable them to assess the implications of development plan policies and planning applications on the well being of the language and cultural character of communities.
- 4.2 The expected outputs of the research were set out in the Brief as follows:
- a) To produce a *practical* tool kit to help LPAs make judgements as to whether the use of the language forms part of the *social fabric* of the authority area as referred to in TAN 20. The tool kit should enable LPAs to update any findings as and when is necessary e.g. UDP Review.
 - b) To produce a *practical* tool kit to help LPAs measure the *interaction* between land use planning policies/proposals relating to the Welsh language and other land use planning policies e.g. scale, location, type, phasing of development etc. This tool kit should provide LPAs with *measurable* information on the impact that land use planning policies, proposals and decisions have on the Welsh language. It should enable LPAs to prepare a development strategy for a UDP that takes full account of the needs and interest of the Welsh language. This tool kit should also include the ability to measure the impact of completed developments upon the Welsh language i.e. monitoring of policies/decisions.
 - c) To produce a *Welsh Language Impact Assessment (WLIA) Methodology* including how to “*prove demonstrable harm*” in the determination of *planning applications* and appraising the impact of proposals in *development plan* preparation. The WLIA study should be robust enough to be sustainable at planning appeal.
 - d) To provide practical case examples of negative and positive impacts of development, utilising different examples of location, type, scale and phasing of development. This should include as broad a range of developments as possible e.g. small housing developments in small settlements, larger developments in larger settlements, lack of affordable housing provision, lack of provision of housing for local need, retail, employment, transport and leisure developments etc. These case examples should be backed up by quantifiable evidence. Case examples from other countries with minority languages may be used where they will contribute towards the objectives of the Study.
 - e) To create a database containing a reference to sources of information available on the Welsh language relevant to land use planning issues, including areas where there may be gaps in information. This should

include information on whether the information is published/unpublished; how to collect the information; and how to keep it up to date.

- f) To create practical 'model' UDP policies and their justification for local interpretation.
- g) To create a practical 'model' SPG on the impact upon the Welsh language, paying particular attention to the type of information that LPAs would require from developers, including any necessary mitigation measures.
- h) To create practical 'model' planning conditions / agreements to exercise future control over developments.

5. UCL Study Findings

5.1 The consultants produced:

- Volume 1: Critical Appraisal and Methodological Background
- Volume 2: Linguistic Impact Assessment

5.2 The research proved to be very difficult as it was investigating something where no models existed and primary research resources were limited.

5.3 UCL recommended a two part Welsh Language Impact Assessment process as an aid to strategic policy formulation and to establish the likely impacts of new development:

- a) Linguistic Profiling Tool Kit and
- b) Linguistic Impact Assessment Methodology.

5.4 The main findings/conclusions of the UCL study are as follows:

- there are no practical examples of Linguistic Impact Assessment (LIA) to be found in other countries
- local planning authorities should use a Linguistic Profiling Tool Kit in developing policies to assess whether the Welsh language forms part of the social fabric of communities in their area. The profiling kit includes several indices related to usage and support for the language, migration and trends in the number and proportion of Welsh speakers in a community. The profiling kit was intended for use in communities exceeding a certain percentage of Welsh Speakers, 30% being the proposed threshold.

- a Linguistic Impact Assessment Methodology (LIAM) should be used to allow local planning authorities to make an assessment of the likely impact of a development proposal against five components of community life. The five components of community life are: population; quality of life; the economy; infrastructure i.e. services; social and cultural life of the community. The LIAM includes an Overall Impact Assessment Index based on replies to questions within each of the five components of community life. The index produces a score of language impact.
- measuring impacts is very difficult because there are social as well as physical impacts and they vary in their scale, duration, intensity and their tendency to bring about cumulative social change.
- further work is required to test the methodology – including applying real life case studies; community profiling; and producing model policies, conditions and obligations.

6. Additional Research

6.1 Following consideration of the UCL findings the Steering Group considered that their work should be developed in consultation with users. A Planning Sub-Group was set up to develop the practical aspects of the UCL research and consider what further guidance could be produced based on the UCL work. The Sub-Group was led by Gwynedd Council's Planning Services and assisted by an independent advisor.

- Their key suggestions are produced in the form of a discussion note, (See paras. 9–14). In summary their suggestions are as follows:
 - LPAs should have regard to their community strategies and engage with their communities through the LDP Community Involvement Schemes in the preparation of linguistic land use policies
 - As a means of initial profiling, LPAs should start to define Language Sensitive Areas within their areas based on a threshold of whether 25% or more of their Community Council area speak Welsh. However, it will be a matter for the LPA to determine the extent of the defined Language Sensitive Areas (LSA) through the development plan process and could include individual settlements outside the area defined by the suggested threshold;
The proposed threshold of 25%, as opposed to the 30% threshold recommended by UCL (para 5.4), would ensure a contiguous LSA area in Wales. See Map 1.

- Once LSA's have been defined, it is suggested that local authorities identify when developers would be required to provide a Language Statement to accompany a proposal in an LSA.
- A set of criteria that developers should provide as a minimum to meet the requirements of Language Statement is suggested;
- It is suggested that in most cases a Language Statement would be sufficient for the LPA to judge impact. Exceptionally, following LPA evaluation of the Statement and an assessment that impact is substantially detrimental, the LPA could require a Language Impact Assessment (LIA). The LIA could be modelled on the Linguistic Impact Assessment Methodology produced by UCL.

7. Suggestions by the Steering Group to LPAs

- Consider the research information and Steering Group suggestions in this report and discussion note when developing policies and proposals which protect and promote the wellbeing of the Welsh language and culture;
- Those LPAs (especially those with areas that could qualify as LSAs as defined in the discussion note) should continue to work together with the WLB and share new information about policy development and appeal decisions as well as good practice
- In progressing the UDP and preparation of the LDP ensure proper engagement with the Community Strategy process and ensure that the LDP Community Involvement Scheme is structured to engage communities in debate about the well being of the Welsh language;
- Ensure that the impact of policies in development plans on the wellbeing of the Welsh language and culture are reviewed and monitored to ensure that those in UDPs not yet adopted and those drafted for LDPs are more effective.
- To note that the Language Impact Assessment (Appendix C) has not been thoroughly tested.

8. Recommendations by the Steering Group to WAG:

- To evaluate the ideas and suggestions in this report/discussion note and consider their implications for Welsh planning policy in Planning Policy Wales and TAN 20 and any other related legislation or guidance.
-

- To consider the need for any further research to support new policy, including a review in conjunction with the WLB of the usefulness of national data sources on the wellbeing of the Welsh language and culture for planning purposes
- To do the above in consultation with key stakeholders.
- To continue to engage with LPAs that are developing local policy in relation to planning and the Welsh language

WELSH LANGUAGE DISCUSSION NOTE

1. Purpose

1.1 The aim of this discussion note is to:

- give informal guidance to LPA's on how they should take into account the Welsh Language whilst preparing and reviewing their development plans and in the determination of planning applications;
- form a basis for reviewing WAG Technical Advice Note and Planning Policy Wales;
- recommend that the issues raised in the paper are used to encourage wider debate, discussion and consultation.

1.2 This discussion note does not represent the views or policy of the partner organisations.

1.3 The discussion note suggests how LPAs could interpret existing national policy and advice and incorporate them into their development plans. It suggests how to measure whether the Welsh language forms part of the fabric of the community. It suggests how the Welsh language should be incorporated into the development plan preparation and review and how to attach weight to the Welsh language as a material planning consideration in the determination of planning and advertisement applications. The discussion note suggest how LPAs can consider the linguistic impact of a development within communities and whether a more rigorous Language Impact Assessment is required. For any given land use allocation or development it will be a matter for the LPA to balance the various socio-economic implications, only one of which will be the Welsh Language, and within the context of the relevant planning policies and other material planning considerations.

2. The Welsh Language and the Social Fabric of Communities

2.1 The Welsh Language is part of the social fabric and culture of Wales and is spoken by 20.8% of the population. There are also a substantial number of people who have some knowledge of the language. It is extensively taught at schools throughout Wales, and not just in those schools where Welsh is the main teaching medium.

- 2.2 The Welsh Language is inextricably linked to the Welsh cultural fabric of a community. It is axiomatic that the use of the Welsh language in the community is a robust indicator of the health and vitality of the Welsh language and culture.
- 2.3 In certain communities the proportion of Welsh speakers is as high as 88%, whilst in others it is as low as 6%. Around 89% of those who can speak Welsh were born in Wales. Many of those who have moved to Wales have respected and supported the language. Some have also learnt the language and in so doing have contributed to the continued success of the language in their respective communities.
- 2.4 In some areas both the number of Welsh speakers and use of the language has declined but in others it has increased. The future well-being of the language will depend on a variety of factors, such as education, its use in the business environment, demographic change and community activities as well as a sound economic basis for each community. Nevertheless, the land-use planning system can and should take account of the needs and interests of the Welsh Language and, in doing so, contribute to its well-being.

3. Communities where the Welsh Language is part of the Social Fabric

- 3.1 Planning Policy Wales states that all local planning authorities should consider whether they have communities where the use of the Welsh language is part of the social fabric and, where this is so, it is appropriate that this be taken into account in the formulation of land use policies.
- 3.2 The difficulty in the past has been in deciding how much emphasis to put on language issues within the land use planning framework and whether a greater emphasis should be placed in communities with the highest percentage of Welsh speakers. It is fair to say that within communities where the majority speak Welsh, the more it is part of everyday life and an integral part of the social fabric. There are ongoing language initiatives e.g. Mentrau Iaith and projects which play an important role in encouraging and promoting the Welsh language within communities in Wales.
- 3.3 The guidance in TAN 20 as far as materiality of the Welsh language is concerned requires amending if decisions are to be based safely on language impact. The question is when and where should a language impact assessment apply, for what development and how should it be prepared and analysed. This discussion note seeks to address some of these issues.

4 Consideration within Development Plans

- 4.1 In preparing Development Plans local planning authorities should have regard to the national policy including *Iaith Pawb* and the Wales Spatial Plan. Local Planning Authorities in their Community Strategies should consider the relationship between planning policies and social needs including their likely impact on different groups in the population. The preparation of the Local Development Plan (LDP) Community Involvement Scheme provides local planning authorities with the opportunity to engage communities in the debate about the Welsh language and culture. The Sustainability Appraisal processes for LDPs will make the trade offs between language impact and other social, economic and environmental considerations transparent.
- 4.2 All LPA's should consider whether they have communities where the use of the Welsh language is part of the social fabric. To assist in this analysis it is proposed that LPA should define Language Sensitive Areas within their areas based on whether 25% or more of their Community Council areas speak Welsh based on the 2001 Census. It is proposed that the threshold should be set at this level for the following reasons:-
- The national average of Welsh speakers is 20.8%. The threshold should closely reflect the national average to ensure the majority of communities with a slightly higher percentage to the average are included.
 - In *Iaith Pawb* (Language for All) and Planning Policy Wales it states that every local planning authority should consider whether they have communities where the use of Welsh is part of the social fabric. It is reasonable to consider those communities which have a higher percentage of Welsh speakers than the national average.
 - The 25% and over threshold, as opposed to the 30% threshold recommended by UCL, forms a contiguous area within Wales. (See Map 1).
- 4.3 It will be a matter for the LPA to determine the extent of the Language Sensitive Area (LSA). These should be based on Community Council-Boundaries. LSA should relate to the strategy of their LDPs. LPAs will need to clearly define the rationale behind determining LSA Boundaries taking into account national strategies such as *Iaith Pawb*, the Wales Spatial Plan and local circumstances. Normally the threshold of 25% will be sufficient. However, there may be local circumstances where an LPA may wish to identify an area below the 25% threshold. This could be justified, for example, where local language revival initiatives exist which have the support of local communities and partners, or where there is a particular village or community within a larger community council area which requires special protection or

encouragement. Where this is the case the LPA should clearly state their justification for including community council areas below the threshold.

- 4.4 LPAs should describe the linguistic character of each LSA and the special qualities and problems of the area which require protection and enhancement.
- 4.5 In the main, it is policies and allocations relating to housing and employment that are most likely to have significant socio-economic impacts. The land use impacts of housing and employment proposals should be assessed in LSAs and their short and long term impacts on the Welsh language and the cultural character of the LSA. 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 LSAs. The influx of a proportionally large number of non Welsh speaking residents to a LSA is likely to undermine predominantly smaller Welsh speaking communities making assimilation difficult. On the other hand, in smaller rural communities, 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 LSA and its likely capacity for change over time without harming the language. In doing this Appendix B and C will assist LPA in considering all the pertinent factors relevant to a full appraisal.
- 4.6 LPAs should aim to provide for the broad distribution of housing required to meet their local housing targets. The targets should be set having regard to the potential overall impact on the Welsh Language. For example if an area is vulnerable to an increase in non Welsh speakers the overall scale of housing provision should be reviewed by the LPA and set at a level which accommodates the overall needs of individual communities. In some areas the LPA may wish to encourage new affordable housing in order to offer different housing types to stem out-migration.
- 4.7 Supporting sustainable communities requires a healthy economic base. LDPs should identify small scale opportunities for employment provision as part of its wider local economic strategy.
- 4.8 What is difficult is identifying the scale of development that meets local expectations and market considerations. In reaching a conclusion the long term sustainability of the development should be considered, not only in environmental and social terms but also linguistically. Determining the size and boundaries of LSA will be critical as the capacity of some areas to accommodate change will be greater than others.
- 4.9 By following this advice it should be possible for a LPA to clearly demonstrate in their Development Plans statements to indicate how they have taken the needs and interests of the Welsh language into account during plan preparation. The eventual aim is to create sustainable communities that support a range of

functions and services, appropriate to their scale. The services will be accessible to and affordable by those who make up the community.

5. Development Control

- 5.1 Normally the linguistic impact of land use allocations and designations will have been assessed in the development plan. However, within defined LSAs, authorities may need to assess a development which has not been addressed during plan preparation. This principle has been accepted by the Planning Inspectorate in its report on the Denbighshire Unitary Plan (2001). Policy GEN 7 in the adopted Denbighshire UDP requires the developer, where significant harm is likely, to include adequate information and explanation of the likely effects of the proposal on the Welsh language and cultural character of the area.
- 5.2 Where LPAs have an adopted policy on the Welsh language this may provide the policy basis to enable them to defining Language Sensitive Areas. Once the LSA's have been defined and published by the LPA it is proposed that the developer with a proposal within an LSA should be requested to provide a Language Statement to accompany the application if it falls within any one of the criteria set out in 'Appendix A'.
- 5.3 In all cases it will be a matter for the LPA to decide whether a statement is required depending on the nature and scale of development and its impact on the special linguistic character of the LSA. Once this has been established the developer will be required as a minimum to provide the statement based on the requirements of "Appendix B" and to submit the information as part of the application. Most of the information is publicly available however.
- 5.4 In the vast majority of cases a Language Statement should be sufficient. Exceptionally the LPA may consider, once a statement has been evaluated, that the development is likely to cause significant harm or it may be that the statement is not conclusive. In such cases a Language Impact Assessment (LIA) should be sought. If an LIA is sought the LPA should clearly state their reasons and what issues need to be included in a Language Impact Assessment. Appendix C provides guidelines which should be interpreted flexibly. The process of moving from a Language Statement to a Language Impact LIA can be likened to the screening and scoping process of preparing an Environmental Statement. It is likely that with larger proposals, an Environmental Statement will have been prepared. With the assistance of the LPA it should be possible to scope, based on 'Appendix C', areas where further information is required. Following the completion of a LIA if the LPA are minded to refuse planning permission on Language Impact alone, they should be clear on the long term consequences which cannot be mitigated against. Where it is possible to mitigate to lessen the Language Impact Section 106 Agreements, unilateral undertakings and planning conditions relevant to the development should be considered.

- 5.5 A list of possible mitigation measures is included in Appendix G. These are just some of the possible mitigation measures which could be used where there is evidence that the development would have an adverse effect on the Welsh Language. A number of the mitigation measures that could be sought will be governed by National Guidance on Planning Obligations, others may be more appropriate as conditions or unilateral undertakings.
- 5.6 At present any mitigation measures which require the use of a planning obligation will be guided by advice that their use should be necessary, relevant to planning, directly related to the proposed development, fairly and reasonably related in scale and kind to the proposed development and reasonable in all other respects. What is sought should have a direct relationship with the planning permission.
- 5.7 Any facilities or contributions sought will only be acceptable where such facilities are directly related to the development proposal, the need for them arises from its implementation and they are related in scale and kind. It will be important to ensure that what is being asked for is reasonable. Any requirement that involves a planning obligation will have to be negotiated with the developer and not required.

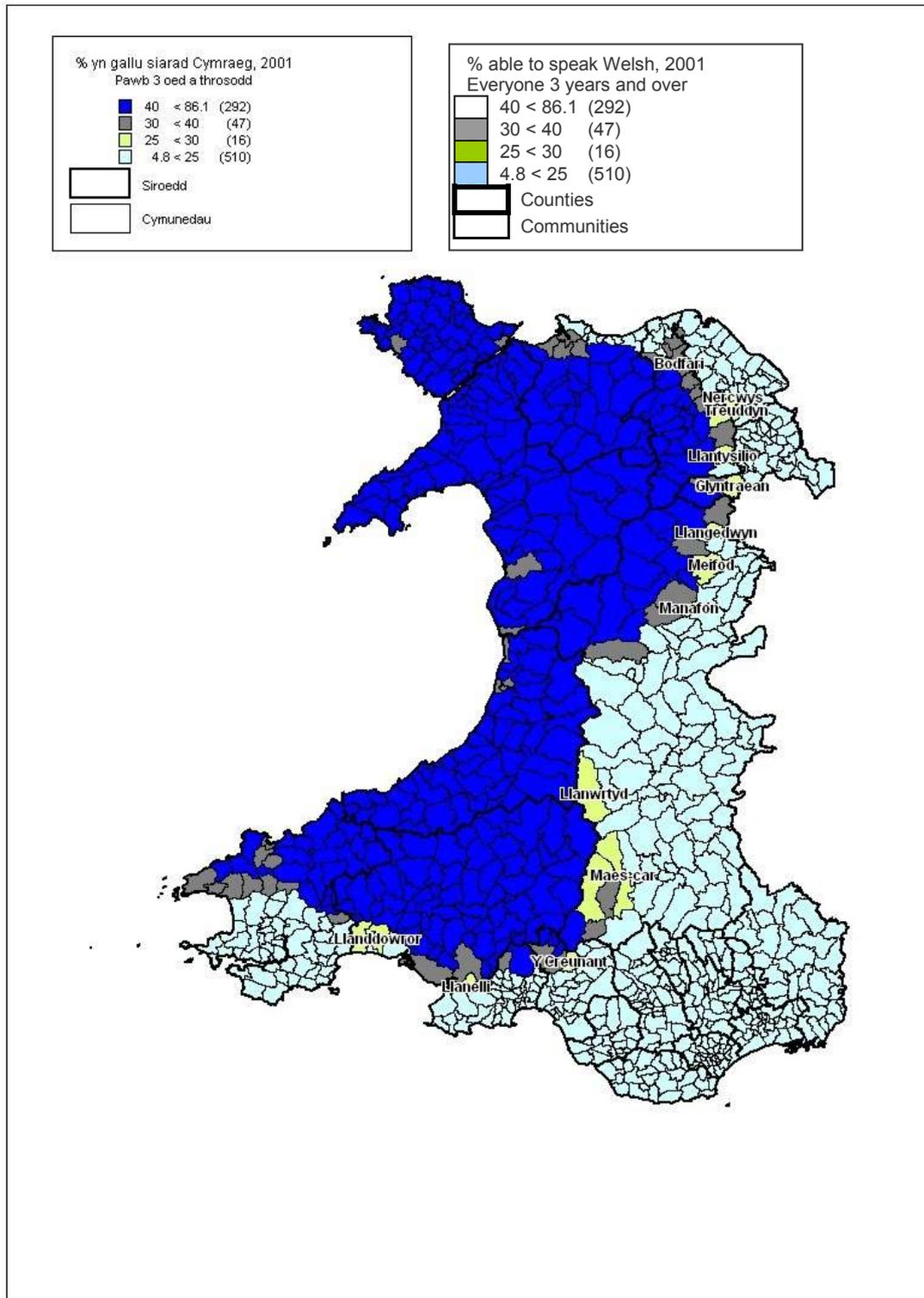
6. Signs and Advertisements

- 6.1 It is possible to promote the use of the Welsh Language through the planning process especially through express consents for signs and advertisements. Culture and language are components of amenity and advertisements contribute in a visual way to the physical and social character of an area. Through the planning process bilingual signs should be promoted and mono-lingual signs refused if they adversely affect the physical environment and have implications for the wider social character and amenity of an area. The promotion of bilingual signs can also be encouraged where advertisement consent is not required in order to change and safeguard linguistic character. Appropriate policies in the development plan will assist in this process, as will any local initiatives to support local business to provide bilingual signs (the above may involve the need to amend the current Advertisement Regulations 1992).
- 6.2 Within LSA LPAs should be allowed to adopt policies which positively encourage the display of bilingual signs. Advertisement regulations should be amended or the law clarified to enable 'amenity' to include the visual cultural characteristics of the area.

APPENDICES

MAP 1	Distribution of Welsh Speakers in Wales
APPENDIX A	Language Statement : Screening
APPENDIX B	Language Statement : Examples of Information which could be required in a Language Settlement
APPENDIX C	Language Impact Assessment : Assessing the likely impacts of a development on community and language
APPENDIX D	Key sources of current information on the Welsh Language
APPENDIX E	Development Plan Policies on the Welsh Language
APPENDIX F	Planning Appeal Case Examples
APPENDIX G	Mitigation Measures
APPENDIX H	Participating Organisations
APPENDIX I	Members of the Steering Group and Planning Sub Group

DISTRIBUTION OF WELSH SPEAKERS



LANGUAGE STATEMENT : SCREENING

CRITERIA TO CONSIDER IN DECIDING WHETHER A LANGUAGE STATEMENT IS REQUIRED WITH AN APPLICATION WITHIN AN LSA

1. Does the proposal comply with all policies in the adopted development plan (where an adopted plan has been adopted or reviewed in the past 5 years)?

If Yes, then a LS is not required.

2. Is the development likely to change the special linguistic character of the LSA by virtue of:

- a) its scale in relation to local needs;
- b) type of development
- c) speed of development

Such examples may include:-

- Scale and type of housing provision is likely to attract non Welsh speakers
- Employment development is likely to result in the in-migration of workers over the short and long term.
- Infrastructure development is likely to change travel patterns and increase accessibility to more vulnerable communities.

If the answer is Yes or the answer is not known then the LPA should adopt a precautionary approach and request a Language Statement from the developer

3. Is the development likely to result in out-migration of Welsh speakers?

If the answer is Yes, then a LS is required.

LANGUAGE STATEMENT :

EXAMPLES OF INFORMATION WHICH COULD BE REQUIRED IN A LANGUAGE STATEMENT

1. Employment (including retail)

- 1.1 Does the employment meet primarily local needs?
- 1.2 Does the proposal comply with local and national strategies?
- 1.3 How many jobs will be created and how many will be sourced locally?
- 1.4 Are the required labour skills available locally (within TTW area)?
- 1.5 For tourism developments, which is the expected catchment area ?
- 1.6 Are there other similar developments with planning permission in the area?.
- 1.7 Is the proposal likely to result in further investment of a similar kind?
- 1.8 What training is required to re-skill the local workforce and will this include Welsh Language Training by the developer?
- 1.9 How will new wage levels compare with the average wage levels in the area?.
- 1.10 Will the proposal compete or complement existing tourism attractions?

2. Housing

- 2.1 What is the expected market price for the houses and how does this compare with local household income?
- 2.2 Have there have been similar developments in scale completed in the past 5 years? If yes, have they met primarily local needs?
- 2.3 Does the development include for an appropriate element of affordable housing to meet local need?
- 2.4 How will the development be phased?
- 2.5 Does the proposal comply with the type and demand for housing forecasted in the development plan?

- 2.6 What has been the rate of residential growth in the community in the past 5 years?
- 2.7 What has been the percentage occupancy by local people of new dwellings completed in the past 5 years?

3. Education

- 3.1 Is the proposal likely to result in the need for additional school places?.

If yes, is there sufficient capacity within local schools, and how is the proposal likely to affect the language patterns in local schools?

4. Infrastructure

- 4.1 Would the development significantly improve accessibility into the LSA and reduce travel times from larger surrounding conurbations?

5. General

- 5.1 Are there appropriate local services such as shops, residential/community facilities to serve the development?
- 5.2 Will the proposal create new opportunities to promote the language and local initiatives in the community?
- 5.3 How will the development promote the use of the language in the community?
- 5.4 What are the proposed mitigation measures?

Proposals which:

- a) provide for significantly more than local needs, on their own or cumulatively;
- b) are relatively large in comparison with local market demand;
- c) will attract a relatively significant influx of non Welsh speakers;
- d) provide for continuation of past trends which are known to detrimentally affect the well being of the language;

are likely to require a Language Impact Assessment.

LANGUAGE IMPACT ASSESSMENT

ASSESSING THE LIKELY IMPACTS OF A DEVELOPMENT ON COMMUNITY AND LANGUAGE

1. INTRODUCTION

- 1.1 Where the LPA considers that the Language Statement provides insufficient information to properly assess language impact or where significant harm is likely, the following more detailed methodology should be used in preparing a full Linguistic Impact Assessment within the defined Language Sensitive Area (LSI).

2. PURPOSE

- 2.1 The purpose of the **Linguistic Impact Assessment Methodology** is to enable local planning authorities to make assessments of the potential impacts of a development on a local community in general and on the Welsh language in particular. A linguistic impact assessment is essentially a process of assessing the probably future impacts of its various components and policies, and of the cumulative effects of the whole and elements of an application or policy, on a range of community attributes.
- 2.2 Having provided a Language Statement and demonstrated the importance of the Welsh language to communities, local planning authorities may require developers on individual planning applications to prepare Linguistic Impact Assessment. The assessment places the Welsh language within the context of the characteristics of places and the desire to create sustainable communities. They themselves can also use the methodology to develop policies and trust the implications of new land use allocations.
- 2.3 The Linguistic Impact Assessment Methodology comprises a checklist to allow the developer local planning authorities to make an assessment of the likely impact of a development proposal against five aspects of community life:
- a) Population (levels and the characteristics of that population)
 - b) Quality of life (therefore providing the impetus for people to remain, leave or move to the community)
 - c) The economy (affecting employment opportunities for different groups as well as the cost of living and, more specifically, the cost of housing)

- d) Infrastructure (needed to sustain the community, particularly schools, health care and essential services)
 - e) The social and cultural life of the community (expressed through the viability of cultural institutions, particularly those affecting younger people).
- 2.4 Population stability or moderate growth, combined with a high quality of life, a strong economy, high quality infrastructure and a vibrant social and cultural life are all central to community cohesion and sustainability. Where the Welsh language forms a part of the social fabric of a community, its fate and well-being is inexorably tied to the wider fortunes of that community. If a development is likely to be detrimental to any one of these aspects, it may also have an adverse impact on the Welsh language. However, if it is sensitive to the local context e.g. supporting the local economy, then the impact is far more likely to be positive.
- 2.5 The checklist provides guidance on assessing the likely impact of a development against the five aspects of community, with a view to establishing both its effects on the community in general and its impact on the Welsh language more specifically. It is a guide for those responsible for establishing likely impacts, designing policy and advising on development decisions.
- 2.6 Developers and Local planning authorities will need to search relevant statistics available locally and nationally to make a clear assessment of the data sources for the five community aspects. A list of the most pertinent data sources, and their access websites is included in Appendix D. Most of the data is readily accessible and free, and some types of data may be accessed for particular named communities via online search engines.

3. METHODOLOGY AND ASSESSMENT

- 3.1 The Linguistic Impact Assessment Methodology has been devised taking into account the form of impact assessment methodologies already applied to different aspects of planning and development. These methodologies normally comprise either a tick/cross scoring in answer to each question, or a numeric scoring.

Scoring the Checklist

- 3.2 The Linguistic Impact Assessment Methodology is a subjective process intended to establish the probable impacts stemming from a development proposal or policy. When officers use the checklist, each question should be answered with a positive, negative or neutral score reflecting the perceived impact of the development against the five sets of issues. Numerals need to be

inserted as the answer to each checklist question, with numeral +1 representing a perceived positive impact, numeral -1 a perceived negative impact, and numeral 0 for a perceived neutral impact.

- 3.3 Gradually, scores of +1, -1 and 0 will be inserted as the answers to each checklist question across the five sets of community life topics. The ability to compare options is important in undertaking an assessment, guiding the assessor to the 'best' overall choice. The impact assessment helps to inform decisions about which checklist topics perform better than others against the five community life issues by revealing the potential impacts. The ultimate choices have to be made by the assessor. An inability to answer any of the questions suggests that assessors will need to construct new data and evidence to search for an answer. In the assessment process, a lack of answer to a question (i.e. a blank return) will be deleted from the overall calculation. The final Overall Impact Index Assessment matrix (see below) will indicate which options have more harmful impacts or, conversely, beneficial contributions.
- 3.4 It is not suggested that the addition and comparison of these impacts will make the overall choice for the developer/local planning authority. However, a matrix that identifies those impacts that have a relatively high positive or negative impact, and is accompanied by a commentary, will help decision-makers to determine the most sustainable option. The importance or weight to be given to a checklist question will vary for different policies and development proposals, and that judgment is for those making the assessment. The developer and local planning authority will need to make a judgment on how much weight to give those checklist answers that are concerned with the shorter or longer term, for example.
- 3.5 There will be many cases when this categorization is not possible and these should be recorded as a 'don't know' or query. In addition there will be cases where the policy cannot be categorized because the way it is worded means that its likely outputs cannot be determined. This too should be treated as a query (see box below). Such policies should be reformulated so that they can be measured through a suitable target or indicator.
- 3.6 Much of the appraisal flowing out of the proposed methodology is at least partially qualitative and relies on the judgment of the appraisers. For this reason the approach promoted is one which makes use of text entries to the appraisal framework rather than relying solely on a system of symbols. Often the issues raised by the text will result from 'thought association' rather than directly from the appraisal framework. Such associations are frequently very valuable, making inter-connections between different areas of impact, which a symbols only appraisal would not bring out.

Calculating an Overall Impact Index

- 3.7 The final part of the assessment methodology is an Overall Impact Assessment Index. This comprises a measurable summary table that permits the assessor to develop a positive, negative or neutral score relating to the perceived impacts likely to occur. The score will then form a material consideration in the assessment of an application for planning permission within development control, or an indicator in the assessment of whether or not to adopt a policy or proposal.
- 3.8 Each of the questions within each of the five sets of community life components - population characteristics, quality of life, economic factors, infrastructure supply, social and cultural aspects - produces a range of scores known as the *base index*. These 18 scores may then be used to calculate an Overall Base Index Score, which is simply the average score across all the answers. An Overall Base Score of between 0.1 and 1.0 denotes a positive impact; a score of 0 denotes a neutral impact; a score between -1.0 and -0.1 denotes a negative impact, with actual figures representing the relative perceived severity.
- 3.9 The summary table automatically calculates a *dimensional index*, which is a mean score for each of the community life components - a mean for population; a mean for quality of life; a mean for economic factors; a mean for infrastructure; and a mean for social issues. This enables assessors to compare the mean score for each of the five components, recognizing the perceived greater impacts, and possible trade-offs, between one component over another.
- 3.10 Depending on the policy priorities of the local planning authority, the objectives of the development plan, and the socio-economic profile of the community where the development is proposed, the assessor may give greater weight to one or more of the five components at this stage of the assessment when the Overall Impact Index is utilized as a decision tool. The choice of which component to attach greater weight to is a matter for the local planning authority, justified on local circumstances and policy priorities. Alternatively, the assessor may regard each of the five components as being of equal significance and therefore of equal weight.
- 3.11 The Overall Base Index Score may then be used to calculate *Language Impact Scores*. These scores are divided into three variations - to represent the degree of importance of the language in that particular location: if the language is considered to have 'high' importance; if the language is considered to have 'middle' importance; and if the language is considered to have 'low' importance. These figures are calculated automatically.

The use of 'high', 'middle' and 'low' significance for language importance is a matter for the local planning authority, and is determined about where the development is intended to be located and the results of the Linguistic Profiling exercise.

4. USING THE LANGUAGE IMPACT SCORES IN PLANNING

- 4.1 When the methodology is applied to an application for planning permission in development control, the results of the assessment will be a material consideration in the determination of that application. When the methodology is applied to a policy or proposal intended to be included within a development plan or strategy, the results of the assessment will provide an indication of whether the local planning authority should decide to proceed with the, policy or not.
- 4.2 The Language Impact Score (and overall impact assessment) is partly a matter of judgment; the score provides a considered opinion on the part of the local developer/planning authority specifically to language and community well-being, and the developer/local planning authority would be expected to justify and give reasons for their utility of the assessment methodology in individual cases.
- 4.3 On occasions, it will be necessary to make decisions that protect the language against other social and economic interests. Where the local planning authority determines that the likely impact of a development proposal or policy is detrimental to the well-being of the community and pose as a possible threat to the language, the local planning authority should demonstrate through the assessment methodology's results why the Welsh language, as an interest of acknowledged importance, would be demonstrably harmed if the development proceeded.
- 4.4 The sophistication of the linguistic impact assessment methodology will ensure that a firm base based on evidence is provided to decision-makers when utilized in planning policy formulation and in development control. Initially, the Welsh Linguistic Impact Assessment will need to be recognized in national planning policy by the Welsh Assembly Government in order to provide security to local planning authorities and to enable the use of the methodology in practice.

Overview

- 4.5 Local authorities should use this note as a guide for their own assessments, in terms of the data used and the linkages identified between developments and their impacts. However, the assessment methodology will be considerably strengthened through the monitoring of local developments and gauging their impacts across the five aspects of community life. This will allow authorities to make more confident predictions of likely community and language impact.
- 4.6 The checklist set out here should be seen as a starting point and a guide for future impact assessment. It needs to be used in conjunction with a wide range of local and national data and local knowledge. The assessment

methodology should lead to more informed judgments over the community impacts of development, and therefore more appropriate policy and decision-making. However, it cannot provide a definitive or quantitative statement on the effects of development.

- 4.7 The choice of checklist questions and community life issues by which the linguistic impact assessment process is to be analyzed should be determined by, and linked to objectives that are specifically related to intent, rather than to description. The number of checklist and community topics should be limited for practical and financial reasons, avoiding the potential of information overload. They should be kept to a minimum, and an essential criterion is that data should be available to assist in making a reasoned judgment of each at a reasonable cost. It is essential that progress with implementing the linguistic impact assessment is monitored and its effectiveness reviewed in terms of the objectives for the Welsh language and sustainable communities.
- 4.8 A pre-requisite of linguistic impact assessment is clear: the checklist questions must be sufficiently specific in their intentions to enable them to be assessed. Providing that the scope and nature of linguistic impact assessment is consistent with the advice set out in Planning Policy Wales and relevant Technical Advice Notes, it should be capable of being implemented and utilized in policy formulation, policy appraisal and development control. Where the linguistic impact assessment methodology is unable to provide a clear indication of the potential impacts of a particular policy or proposal, this will be an indication that the policy or proposal is unclear and insufficiently specific and consequently will indicate a need to be revised.

Checklist Questions on Community and Language Impacts

Please complete the following questionnaire, providing as much detail as possible. After the main question, there is an opportunity to add further comments on key issues. Part (a) after each question is an opportunity to make an overall assessment; Part (b) is a statement of evidence, normally based on prior experience; Part (c) is your evidence based assessment of general community impact, and part (d) deals with possible mitigation measures. The numerical assessment provided in Part (c) of each question will need to be fed into the overall impact tool at the end of the questionnaire.

POPULATION CHARACTERISTICS

1. Is the policy / plan / programme / project likely to lead to a population increase / decrease that might:

Affect the balance of English / Welsh speaker (in a negative / positive way); or

Lead to an absolute or proportional decline in the number of Welsh speakers

a) Please DESCRIBE your overall assessment

b) Please STATE previous evidence (local / national case studies drawing on the UK Census for 1991 and 2001)

c) Please STATE whether you consider that the development will have a POSITIVE (1), NEUTRAL (0), or NEGATIVE (-1) impact on the COMMUNITY as a whole

d) How might any NEGATIVE impact be mitigated, or any POSITIVE impact enhanced?

2. Is the policy / plan / programme / project likely to lead to increased in-migration?

Might this result in a permanent increase in the proportion of non-Welsh speaking households?

Will the change be permanent or temporary?

a) Please DESCRIBE your overall assessment

b) Please STATE previous evidence (local / national case studies drawing on the UK Census for 1991 and 2001)

c) Please STATE whether you consider that the development will have a POSITIVE (1), NEUTRAL (0) or NEGATIVE (-1) impact on the COMMUNITY as a whole

d) How might any NEGATIVE impact be mitigated, or any POSITIVE impact enhanced?

3. Is the policy / plan / programme / project likely to lead to increased out-migration ?

Is the process of out-migration likely to result in a loss of Welsh speaking households?

Will the change be permanent or temporary?

a) Please DESCRIBE your overall assessment

b) Please STATE previous evidence (local / national case studies drawing on the UK Census for 1991 and 2001)

c) Please STATE whether you consider that the development will have a POSITIVE (1), NEUTRAL (0) or NEGATIVE (-1) impact on the COMMUNITY as a whole

d) How might any NEGATIVE impact be mitigated, or any POSITIVE impact enhanced?

4. Is the policy / plan / programme / project likely to lead to a changing age structure of the community? Might it:

Lead to young / middle-aged / older Welsh speaking people leaving / moving into the area, leading to:

Changes in traditional activity patterns, resulting in an increasing desire to move away?

Social tensions / break-up of traditional social networks

a) Please DESCRIBE your overall assessment

b) Please STATE previous evidence (local / national case studies drawing on the UK Census for 1991 and 2001)

c) Please STATE whether you consider that the development will have a POSITIVE (1), NEUTRAL (0) or NEGATIVE (-1) impact on the COMMUNITY as a whole

d) How might any NEGATIVE impact be mitigated, or any POSITIVE impact enhanced?

QUALITY OF LIFE

5. Is the policy / plan / programme / project likely to have an impact on the health of local people? Might it:

Increase the risk of illness, therefore reducing the desirability to live in the community?

Potentially make life more expensive, therefore increasing the risk of financial problems / stress of the local Welsh speaking population

a) Please DESCRIBE your overall assessment

b) Please STATE previous evidence (local studies or Index Deprivation)

c) Please STATE whether you consider that the development will have a POSITIVE (1), NEUTRAL (O) or NEGATIVE (-1) impact on the COMMUNITY as a whole

d) How might any NEGATIVE impact be mitigated, or any POSITIVE impact enhanced?

6. Is the policy / plan / programme / project likely to have an impact on the amenity of the local area? Might it:

Deteriorate the environmental quality, therefore reducing the desirability to live in the community?

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a) Please DESCRIBE your overall assessment

b) Please STATE previous evidence local environmental assessments or residents' surveys)

c) Please STATE whether you consider that the development will have a POSITIVE (1), NEUTRAL (O) or NEGATIVE (-1) impact on the COMMUNITY as a whole

d) How might any NEGATIVE impact be mitigated, or any POSITIVE impact enhanced?

7. Is the policy / plan / programme / project likely to lead to the threat of increased crime or violence in the community? Might it:

Increase the risk of crime or violence, therefore reducing the desirability to live in the community?

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a) Please DESCRIBE your overall assessment

b) Please STATE previous evidence (local crime figures / police records from areas subject to similar developments)

c) Please STATE whether you consider that the development will have a POSITIVE (1), NEUTRAL (O) or NEGATIVE (-1) impact on the COMMUNITY as a whole

d) How might any NEGATIVE impact be mitigated, or any POSITIVE impact enhanced?

ECONOMIC FACTORS

8. Is the policy / plan / programme / project likely to have a detrimental impact on local businesses? Might it:

Potentially lead to local – Welsh speaking – businesses closing down, due to:

A decline in overall local population?

An increase of – non Welsh speaking – residents ?

An increase in harmful / helpful competition ?

a) Please DESCRIBE your overall assessment

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b) Please STATE previous evidence (local business surveys or economic assessments)

c) Please STATE whether you consider that the development will have a POSITIVE (1), NEUTRAL (O) or NEGATIVE (-1) impact on the COMMUNITY as a whole

d) How might any NEGATIVE impact be mitigated, or any POSITIVE impact enhanced?

9. Is the policy / plan / programme / project likely to have a detrimental impact on local jobs? Might it:

Create jobs for the local – Welsh speaking – population (perhaps by virtue of local Welsh speaking people having the rights skills)?

Threaten jobs of the local – Welsh speaking – population (perhaps by causing the closure of local businesses)

a) Please DESCRIBE your overall assessment

b) Please STATE previous evidence (local studies)

c) Please STATE whether you consider that the development will have a POSITIVE (1), NEUTRAL (O) or NEGATIVE (-1) impact on the COMMUNITY as a whole

d) How might any NEGATIVE impact be mitigated, or any POSITIVE impact enhanced?

10. Is the policy / plan / programme / project likely to lead to greater economic diversity? Might it:

Potentially lead to a greater number of different jobs for the local – Welsh speaking – population due to economic diversification?

Lead to increased in-migration of non-Welsh speakers?

a) Please DESCRIBE your overall assessment

b) Please STATE previous evidence (local studies or UK Census)

c) Please STATE whether you consider that the development will have a POSITIVE (1), NEUTRAL (O) or NEGATIVE (-1) impact on the COMMUNITY as a whole

d) How might any NEGATIVE impact be mitigated, or any POSITIVE impact enhanced?

11. Is the policy / plan / programme / project likely to have an impact on local wage / salary levels? Might it:

Potentially increase / decrease wage / salary levels due to increase work force / business competition ?

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a) Please DESCRIBE your overall assessment

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b) Please STATE previous evidence (local studies or Index of Income Deprivation)

c) Please STATE whether you consider that the development will have a POSITIVE (1), NEUTRAL (O) or NEGATIVE (-1) impact on the COMMUNITY as a whole

d) How might any NEGATIVE impact be mitigated, or any POSITIVE impact enhanced?

12. Is the policy / plan / programme / project likely to have an impact on the average cost of housing? Might it:

Force local – Welsh speaking – people to leave the community?

Potentially lead to an increase in homelessness / housing stress amongst local – Welsh speaking – households?

Prevent local Welsh speaking people from returning to the area / community?

a) Please DESCRIBE your overall assessment

b) Please STATE previous evidence (local studies of estate agents or information gathered through HNAs)

c) Please STATE whether you consider that the development will have a POSITIVE (1), NEUTRAL (O) or NEGATIVE (-1) impact on the COMMUNITY as a whole

d) How might any NEGATIVE impact be mitigated, or any POSITIVE impact enhanced?

INFRASTRUCTURE SUPPLY

13. Is the policy / plan / programme / project likely to have an impact local schools? Might it:

Threaten / secure local schools due to an increase / decrease of student rolls?

Alter the balance between Welsh-speaking and non-Welsh speaking students?

a) Please DESCRIBE your overall assessment

b) Please STATE previous evidence (local studies and data from LEAs)

c) Please STATE whether you consider that the development will have a POSITIVE (1), NEUTRAL (O) or NEGATIVE (-1) impact on the COMMUNITY as a whole

d) How might any NEGATIVE impact be mitigated, or any POSITIVE impact enhanced?

14. Is the policy / plan / programme / project likely to have an impact on health care provision? Might it:

Threaten / secure local – Welsh medium – facilities / services?

a) Please DESCRIBE your overall assessment

b) Please STATE previous evidence (local studies and information for Local Health Trusts)

c) Please STATE whether you consider that the development will have a POSITIVE (1), NEUTRAL (0) or NEGATIVE (-1) impact on the COMMUNITY as a whole

d) How might any NEGATIVE impact be mitigated, or any POSITIVE impact enhanced?

15. Is the policy / plan / programme / project likely to have an impact on the provision of local services, such as shops / post offices / banks / pubs? Might it:

Threaten/secure local shops / post offices / banks / pubs in Welsh speaking communities, therefore forcing certain sections of the population out of the area / community e.g. the elderly or disabled, or the young?

a) Please DESCRIBE your overall assessment

b) Please STATE previous evidence (local studies commercial information available from business directories / VAT office, or business rating register)

c) Please STATE whether you consider that the development will have a POSITIVE (1), NEUTRAL (0) or NEGATIVE (-1) impact on the COMMUNITY as a whole

d) How might any NEGATIVE impact be mitigated, or any POSITIVE impact enhanced?

SOCIAL AND CULTURAL ASPECTS

16. Will the policy / plan / programme / project potentially lead to social tensions, conflict or serious divisions within the – Welsh speaking – community? Might it:

Have a significant uneven effect on different parts of the local community, potentially advantaging some groups and disadvantaging others?

Violate traditional values of certain parts of the community?

a) Please DESCRIBE your overall assessment

b) Please STATE previous evidence (local studies / assessments)

c) Please STATE whether you consider that the development will have a POSITIVE (1), NEUTRAL (0) or NEGATIVE (-1) impact on the COMMUNITY as a whole

d) How might any NEGATIVE impact be mitigated, or any POSITIVE impact enhanced?

17. Will the policy / plan / programme / project potentially lead to changes in local – Welsh – traditions/culture? Might it:

Result in local – Welsh speaking – households moving away from the areas?

Lead to significant increase of non-local – non-Welsh speaking – households?

Lead to an erosion of family ties or other social networks?

Lead to significant changes to the economic or social context, threatening traditional lifestyles?

Impact on local – Welsh speaking – households by introducing / accelerating social change?

a) Please DESCRIBE your overall assessment

b) Please STATE previous evidence (local studies / assessments)

c) Please STATE whether you consider that the development will have a POSITIVE (1), NEUTRAL (0) or NEGATIVE (-1) impact on the COMMUNITY as a whole

d) How might any NEGATIVE impact be mitigated, or any POSITIVE impact enhanced?

18. Will the policy / plan / programme / project likely to have a potential impact on local voluntary / activity / youth groups? Might it:

Force local people active in local groups to move out of the community, due to:

Drive an increase in unemployment / economic stress?

Drive an increase in house prices / housing stress?

a) Please DESCRIBE your overall assessment

b) Please STATE previous evidence (local studies / assessments / Indexes of Deprivation)

c) Please STATE whether you consider that the development will have a POSITIVE (1), NEUTRAL (0) or NEGATIVE (-1) impact on the COMMUNITY as a whole

d) How might any NEGATIVE impact be mitigated, or any POSITIVE impact enhanced?

Notes

Question 1 considers the basic issue of population growth or decline resulting from a development. Most forms of development have a propensity to stabilise population or drive growth. But a basic question is whether the development will lead to endogenous growth (e.g. create local jobs and allow people who would otherwise have left the community to remain) or whether it will increase the likelihood of in-migration. Whilst in-migration is often a positive force in rural communities, substantial levels of growth are likely to impact on social balance (in terms of age and income structure, and socio-cultural background). Judgements must be made as to whether population change will positively or adversely affect the language's place as part of the social fabric of a community. Judgements are likely to draw in previous experience, with part assessments drawing on UK Census data.

Question 2 addresses the issue of in-migration more directly. Some developments are likely to cause social reconfigurations. For instance, a residential development for retirement purposes in a community with a young age structure is unlikely to serve a local need and will cause permanent social change. A holiday home development, however, is unlikely to cause any permanent shift in social structure, and may lead to economic benefits assessed in later questions. Again, judgements will be grounded in experience, with supporting data drawn from the Census.

Question 3 looks at out-migration. Most developments are not associated with out-migration, but with some notable exceptions. The conversion of essential services (for example, shops or schools) to residential use may discourage people from remaining in a community. Un-neighbourly land-uses (waste facilities or incinerators) or those perceived as generally inappropriate in remoter rural areas (including large-scale asylum centres) may have a similar effect. Once again, judgements will need to be based on the precedent of previous assessments.

Question 4 acknowledges that population movements or losses are rarely uniform across the age profile. Developments are likely to affect younger people, families, single people or older households in different ways. A development that promotes retirement may reduce housing opportunities for younger people. A development that does not create jobs or housing opportunities tailored to the needs of younger people may inadvertently remove such people from the local community. Developments that do not promote and help sustain social balance are likely to prove unsustainable in social and cultural terms.

Question 5 seeks a link between health and community. Health deprivation may increase if housing is unsuited to needs; if roads and infrastructure is poorly planned or if industrial development contributes to a poor quality living environment. Equally, a lack of integrated green space in development proposals may diminish the attractiveness of an area. Such processes may not differentially affect Welsh / non-Welsh residents. However, if a settlement is predominantly Welsh – or Welsh is shown to be part of the social fabric – then reductions in quality of life can impact on community stability; people who can afford to move away may do so, and such places may become socially polarised. The flip-side of course, is that non-Welsh speaking migrants are less likely to gravitate to unattractive places, unless their key concern is cost rather than quality of life and aesthetic appeal.

Question 6 tackles a related issue. Any deterioration in environmental quality will have a similar impact, reducing the attractiveness of particular towns, villages or neighbourhoods. A reduction in environmental/aesthetic quality, or in general amenity, may fuel out-migration

of households with greater spending power, and cause an influx of lower income households. This is likely to impact on the balance of Welsh / English speaking residents, as well as the balance of different income and social groups. Communities must offer a certain level of quality of life if they are to remain socially stable and cohesive.

Question 7 focuses on crime: crime – like health and amenity – will influence long term social stability and cohesion. A sustainable community is one in which crime is kept at a tolerable level. Again, increases in crime – or heightened fear of crime – may drive people away or discourage balance population growth. It also results in personal stress that may accentuate health concerns. All these quality of life issues threaten social balance: people who can afford to will move away; communities may become dominated by those lower income groups who have least choice in where they live. These social imbalances are likely to work contrary to the interests of the Welsh language, which can only thrive in balanced, sustainable communities.

Question 8 turns to the economic dimension of community. New development may lead to the establishment or closure / downsizing of businesses within a locality, with a possible impact on provisions and the price of goods. This may lead to sections of the population being unable to access those goods or it may lead to residents being offered a greater choice. A key judgement to make is to what extent the range and choice of businesses are located within close proximity to each other and whether this benefits or dis-benefits communities.

Question 9 recognises that new developments can affect the number, type and quality of jobs available to the local labour market, dependent on the existence of a range of skills. A shortage in some skills may lead to a shift in the community profile as workers decided to move to locations where they can utilise their skills effectively.

Question 10 takes this a step further and acknowledges that new development may create new employment opportunities, with specific skills required: e.g. leisure / tourism development based on cultural industries may require greater utilisation of the language as a labour market skill. Assessments would have to be made in relation to the potential for economic diversification and the ability to accommodate new work forces.

Question 11 Competition within employment sectors may lead to labour market decisions on where they take up employment and the perceived quality of employment opportunities. In a competitive global economy, communities reliant on key employment may be vulnerable to adverse salary changes and business competition.

Question 12 Fluctuations in the demand for housing is likely to lead to either an increase or decrease in house prices and this is likely to affect different sections of the community disproportionately. House prices, when associated with other forms of housing pressure may affect the ability of some to access housing. This may also cause either in-migration or out-migration and cause a specific impact on the extent of language usage within a community. Housing development and fluctuating house prices may also lead to an increase in commuting. This may be a symptom of more general changes in the housing market.

Question 13 relates to the sustainability of local educational facilities. A development may lead to essential local services, such as schools, benefiting from an increase in younger population. A lack of development and, in turn, no change in the existing age profiles of

communities, could threaten the future viability of schools. A lack of housing choice and provision may also affect decisions on whether growing younger families would wish to remain within a particular locality. More families make explicit decisions these days relating to school placement selection and it can be a contributing, possibly determining, factor in house-moving.

Question 14 considers health care provision in the community. As the numbers of elderly people increase proportionately to the number of younger people, a key determining factor for people deciding whether to remain in an area or move to an area for the first time, is the availability of health facilities. Retention or establishment of health care facilities in a community could affect language viability, particularly where health centres have become social gathering places, supporting local Welsh-speaking networks. The lack of facilities may cause elderly people to move home, or lead to decisions where families take painful decisions to assist the move to elderly relations to other locations.

Question 15 relates to the provision of services. Different types of development may impact upon the availability and viability of existing community services, even if those new developments are located some distance away. Larger retail development, for example, may impact on local services and impact upon social networks within the community that may presently act as meeting places, supporting community interaction. Decisions taken by larger businesses to relocate or close premises may also affect different sections of the population disproportionately. This would be dependent on the provision of public transport and private vehicles and the ease of access to them. This may also lead to the need to move home causing an effect on the sustainability of a community long-term.

Question 16 turns to social and cultural concerns. Some forms of development have a readily identifiable propensity to fuel social tension – for example, developments that are obviously out of scale with communities, or uses that appear unsuited to the character / economy of a particular area. Large scale holiday village developments have in the past been met with vociferous protest, as have proposals for youth detention or asylum centres. But often the potential for conflict is less obvious and more subtle. Retirement developments that may serve an external demand can fuel local unrest; they may lead to the arrival of non-Welsh speaking households. Likewise, new shopping centres may threaten local stores, which have played an integral role in local communities for many years. All such developments may be met with resentment. Certainly, they can violate local values and lead people to believe that cultural concerns are not being taken seriously. Overall, they may have a demoralising effect in Welsh communities.

Traditions and culture are underpinned by kinship and social networks.

Question 17 recognises that many different forms of development may lead to the effective removal of Welsh speakers or the introduction of non-Welsh speakers. If this happens, then family ties may be severed; social networks may be broken; and social cohesion can be lost. Again, out of scale development may pose a cultural threat, diluting or breaking those networks on which traditions are built. The recognition of such potential impacts is very much in the hands of local authorities, who will need to consult with community representatives.

Building on Question 17, the next Question (18) acknowledges that this loss of social cohesion – combined with developments that disproportionately affect younger people – i.e. new employment uses that fail to address local needs, or housing that is unaffordable to first

time buyers – may have a catastrophic impact on community institutions. These can be central to the vitality of Welsh communities. Once gone, they are unlikely to return. Again, predicting such problems is a task for planning authorities in consultation with community groups. Authorities / local groups must draw on their knowledge of such institutions (Urdd involvement, the wellbeing of local eisteddfodau and so forth) of their current vitality, and the incremental impacts of developments that might disrupt social balance and local involvement over time.

Overall Impact Index Assessment

The Overall Impact Assessment Index builds upon the work undertaken in the Linguistic Impact Assessment previously undertaken. The answers to these questions provide numerical assessments of community impact (i.e. the positive, neutral, or negative scores for part c) of each question and these are aggregated to form (i) a base community impact index and (ii) indexes of impact across each of the five community dimensions. On the basis of language profiling (following the framework methodology set out in the main toolkit documentation), assessors will have determined whether the Welsh language has "high", "middle" or "low" importance in the community. Base index scores are converted into high, middle and low language impact scores (1 = high positive image, to -1 = high negative impact). It is a matter of local judgement as to which score is deemed appropriate.

Summary Impact Table	Population Characteristics				Quality of Life			Economic Factors					Infrastructure Supply			Social and Cultural Aspects		
	General Shift	In-Migration	Out-Migration	Age Structure	Health	Amenity	Crime	Business	Local Jobs	Useable Diversity	Income	Housing	Schools	Health Care	Services	Tensions / Conflict	Culture	Youth Groups
Base Index	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Dimensional Index	0				0			0					0			0		
Language 1 HIGH (1.0)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Language 2 MIDDLE (0.7)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Language 3 LOW (0.5)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

Overall (Base) Index Score: Impact on the COMMUNITY in general terms: 0

Language Impact Scores: If Language considered to have HIGH importance: 0
 If Language considered to have MIDDLE importance: 0
 If Language considered to have LOW importance: 0

EXPLANATORY NOTES:

1. Calculation of Base Index Scores

Sources to be given "out of 18" (divisible by 18) to give base impact measure, or divisible by total number of questions that can be answered. Hence: "0.1 to 1.0" denotes grades of positive impact, "0" denotes neutral, "-1.0 to -0.1" denotes grades of negative impact from "-1.0" acute negative to "-0.1" mild negative.

2. Conversion to Language Impact

Use of "high", "middle" and "low" significance is a local decision. For example, where the proportion of Welsh speakers is high (90%), significance of impact might be judged high: therefore language impact score will equal base score; where there are fewer Welsh speakers (e.g. 30%) then importance might be judged "middle" (language scores adjusted downward by factor of 0.5). But in some communities, the desire to promote the language may mean that it retains its high importance. Elsewhere, authorities may use a low significance factor.

3. Dimensional Impacts

The impact of a development / policy within each "dimension" of community can be judged separately. The summary impact table above gives individual scores for "population", "quality of life" and so forth.

KEY SOURCES OF CURRENT INFORMATION ON THE WELSH LANGUAGE

1. Statistics regarding the number and percentages of Welsh speakers:
(the information derives originally from the 2001 Census, table CAS 146)

- a) The Welsh Language Board's analysis of the table:
according to Electoral Area and detailed age groups, including percentages:
<http://www.bwrdd-yr-iaith.org.uk/cy/cynnwys.php?cID=6&pID=109&nID=174>
according to Community and detailed age groups, including percentages:
<http://www.bwrdd-yr-iaith.org.uk/cy/cynnwys.php?cID=6&pID=109&nID=412>
- b) the National Statistics Offices' interpretation of the table:
according to Electoral Area, or production area, and detailed age groups:
<http://www.nomisweb.co.uk/home/census2001.asp>
according to the Community and 3 age groups:
<http://www.statistics.gov.uk/StatBase/Product.asp?vlnk=11387>

2. School Statistics:

(all local education authorities have their own details which is based on the Pupil Level Annual School Census (PLASC)).

There is a summary of some of the education authority level statistics available at:

'Welsh in Schools'. The latest edition:

<http://www.cymru.gov.uk/keypubstatisticsforwalesheadline/content/schools-teach/2004/hdw200402194-w.htm>

ADDITIONAL INFORMATION

1. **Circulation of Papurau Bro and National Welsh Newspapers –**
Information about individual Papurau Bro can be obtained from the Welsh Language Board: www.bwrdd-yr-iaith.org.uk
In order to obtain circulation figures for publications such as Golwg and Y Cymro you will need to contact them directly.

2. **Local level projects or language schemes –** the Mentrau Iaith/Language Ventures are responsible for the majority of local activities, details of all the Mentrau can be obtained from:
http://www.mentrau-iaith.com/index.php?page_uid=7775b53d&lang=1

The Welsh Language Board also have a local action plan for promoting the Welsh Language in specific areas of Wales. A list of these areas can be obtained via operational officers by contacting the Board (see link 1. above).

3. **Number of non-Welsh speaking children who are registered at primary schools including information about historical trends –** The document “Welsh in Schools” (see part 2 on previous page) provides information on a county and national basis. The data for January 2003 is the most recent published information available on a county basis. Local Education Authorities will need to be approached in order to gain access to detailed local information, re. individual schools.
4. **Number of adult Welsh learners (or registrations by adults for Welsh courses) in a specific area and historical trends –** this information will be gathered and stored by Elwa and the source is *LLWR*, i.e. Lifelong Learning Wales Record/Cofnod Dysgu Gydol Oes Cymru. The contact details regarding this Welsh for Adults programme is available here:
http://www.elwa.org.uk/.doc_bin/Business%20General/190505_all_you_need_to_know_about_speaking_welsh_w.pdfs.pdf

A list of local officers from CYD is available here:

<http://www.aber.ac.uk/cyd/swyddogion.html>

5. **Number of Welsh / bilingual nursery schools and the number of children attending these schools –**
Mudiad Ysgolion Meithrin’s pre-school provision includes Cylchoedd Ti a Fi for children from 6 months up to 2 and a half years of age and Cylchoedd Meithrin for children from 2 and a half years up to school age. Local Education Authorities, and other providers, also provide pre-school education for children between 3yrs old and school age.

Information regarding Ti a Fi and Ysgolion Meithrin groups can be obtained by contacting the officers from the Mudiad Ysgolion Meithrin Organisation–http://www.mym.co.uk/structure/staffing_cym.html

Early Years Partnerships in each authority area can provide information about other provision by private sector providers and the local education authority

6. **Existence of Eisteddfodau Bro** – the Cymdeithas Eisteddfodau Cymru Society provides a list of all the Eisteddfodau bro that are a member.
7. **Existence of any other cultural/linguistic activities in the area**– there is no source of information available about this type of info. Initially you should contact the local Menter Iaith/Language Venture (see link in part 2 above) or the Urdd’s regional officers, contact information is available here: www.urdd.org/index.html

DEVELOPMENT PLAN POLICIES ON THE WELSH LANGUAGE

Appendix E sets out the policies contained in Unitary Development Plans (UDPs) in Wales that relate to the Welsh language. This survey of LPAs was carried out during the summer of 2005. Of the 25 Local Planning Authorities in Wales producing UDPs (Pembrokeshire & Pembrokeshire Coast National Park are producing a joint plan), 11 have produced a specific policy relating to the Welsh language. These policies all have the same general aim to seek to ensure that developments do not cause demonstrable harm to the Welsh language in communities where the use of the language is strong. Most of these policies refer to the production of Supplementary Planning Guidance which will be used to support the implementation of the policy.

Local Authority	Plan (Status)	Policy/Amplification & Explanatory Notes/Author's Comment +
Blaenau Gwent County Borough Council	Modification Stage (March 2004)	<i>No Welsh language policies, although the Inspector recommended in his Report that a modification be made in Part 1 of the UDP to include a reference to the language. He also reported that the social mix within the Borough is such that it does not need to be taken specifically into account in the Plan's policies.</i>
Brecon Beacons National Park Authority	Pre-Inquiry Proposed Changes (March 2005)	<p>The Welsh Language</p> <p>5.120 Language plays a major role in the character and way of life of communities, and is a key part of Welsh culture. Government guidance requires that language issues be taken into account in land use planning policies, and the NPA wishes to facilitate the continued and growing use of the Welsh language.</p> <p>5.121 According to the 2001 Census, communities in the west of the Park speak more Welsh than those in the east. Welsh-speaking communities need to be protected from developments that would lead to dilution of the language and therefore the social and cultural characteristics of the community. Phasing may be required to allow for the gradual, natural absorption of new developments into an area. In addition, appropriate economic, residential and social developments that would strengthen Welsh culture should be encouraged.</p> <p>5.121a The policy will normally be applied in Community and Town Councils areas with over 30% Welsh speaking population, as identified in the Census. Where the community average does not reflect the existence of concentrations of Welsh speakers within villages in the community or Town Council areas, a more qualified and sensitive measurement will be required. To this end and subject to the outcome of National research, the NPA may conclude that it is necessary to prepare Supplementary Planning Guidance (SPG) to provide detailed guidance on making judgments as to whether the use of the language forms part of the social fabric of the Plan area; to measure impact of policies and proposals on the Welsh Language and to produce a Welsh Language Impact Assessment Methodology. In the interim a precautionary approach may be adopted where it is considered that a proposal would pose a significant threat to the language within a community.</p> <p>Policy ES34: The Welsh Language Proposals for development in areas where the Welsh language is an important part of the culture and social life of the community will be permitted where: i) it can be demonstrated that the proposal would not have a detrimental impact on the social, linguistic and cultural characteristics of the community; and ii) phasing of development can take place if necessary to allow for the gradual absorption of new development</p>
Bridgend County Borough Council	Adopted UDP (May 2005)	<p><i>No Welsh language policies however, reference is made in Part 2 of the UDP to the Welsh language:</i></p> <p>The Council has also taken into account the advice contained in Planning Policy Wales (2002) (para. 2.10) and PG(W)TAN20 – ‘The Welsh Language – Unitary Development Plans and Planning Control’. It does not consider that there are communities within the County Borough where the use of the Welsh Language is currently part of their social fabric for the purpose of either strategic or detailed planning policy generation. (para. 2.3.12)</p>

Caerphilly County Borough Council	Modification stage (Jan 2003) *	No Welsh language policies.
Cardiff Council	Deposit UDP (Oct 2003). *	<p><i>No Welsh language policies, although reference is made in Part 1 to the language:</i></p> <p>The Welsh Language</p> <p>1.2.13 Planning Policy Wales (2002)⁶ requires planning authorities to consider whether they have communities where the use of the Welsh language is part of the social fabric, which should be taken into account in the formulation of plan policies.</p> <p>1.2.14 According to the Council's Welsh Language Scheme, 6.6% of the population of Cardiff is Welsh speaking. This represents a larger number of people (20,800) than in many "Welsh-speaking areas". However, while there is some variation in the proportion of Welsh speakers within Cardiff, the language is not area specific and there are no localities where the proportion is considered to be high enough to have an impact on land use planning policy considerations.</p> <p>1.2.15 Notwithstanding this, it is the policy of the County Council to encourage use of the Welsh language in all spheres of life. Previous consultation documents have been published in English and Welsh, as is this deposit plan.</p>
Carmarthenshire County Council	Pre-Inquiry Proposed Changes (Nov 2003). Awaiting Inspector's Report.	<p><i>Part 1:</i></p> <p>Welsh Language and Culture</p> <p>1.24 The 1991 Census states that Carmarthenshire has a Welsh-speaking population of 54.8%. This compares with a figure of 18.7% for Wales as a whole. The highest proportion of the County's Welsh speakers are within the 65 years and over age group, where 67% speak the language. A high proportion also exists within the 3 to 15 years age group, with 54.5% being able to speak Welsh. South and south-east Carmarthenshire have the highest proportion of Welsh speakers, although strongholds of the language are also found in certain rural areas.</p> <p>1.25 The above figures confirm that the Welsh language and its associated culture are an important and integral part of community life within Carmarthenshire. Accordingly, the protection of the Welsh language is considered to be an important policy issue for Carmarthenshire County Council.</p> <p>1.26 The Authority supports the use, and enhances the status of the Welsh language, through its many activities and operates a bilingual policy for its day-to-day administration. The Welsh language is a material consideration in the preparation of the UDP and the settlement policy as presented in the Sustainable Strategic Settlement Framework seeks to ensure the continued viability of identified communities throughout the county and particularly in rural locations.</p>

		<p>CUDP 5 - Welsh Language/Culture Policy It is the policy of Carmarthenshire County Council that all development will have full regard to safeguarding and making a positive contribution to the social, cultural and linguistic characteristics of the county.</p> <p><i>Part 2:</i> The Welsh Language & Culture</p> <p>12.9 The Welsh language has a central place in the social, cultural and economic life of the County and its protection and promotion is an important policy objective of the UDP. The Council has also developed a Welsh Language Strategy, the main aim of which is to secure a firm and vibrant future for the language in Carmarthenshire.</p> <p>12.10 Until recently the rural areas of Carmarthenshire were perceived to be the backbone of Welsh communities within the County. However, recent demographic changes have meant that this perception is increasingly misleading. There has been a constant in-migration to rural Carmarthenshire over the last 25 years and by 1991 only two rural communities had percentages of Welsh speakers above the threshold of 70% - Tre-lech and Aber-nant. However, excluding the traditionally English speaking communities of the extreme south west, all the other rural communities have managed to maintain their percentages of Welsh speakers above the 50% mark.</p> <p>12.11 The south east of the County on the other hand offers a completely different picture. It is now the case that it is here, in the Aman and Gwendraeth valleys in particular, that Welsh is at its strongest within the County. Indeed, it has been widely recognised that the high density of Welsh speakers in these western valleys are of national significance. According to the 1991 Census figures the communities of Cwarter Bach and Pontyberem have the highest percentages of Welsh speakers in Carmarthenshire:</p> <ul style="list-style-type: none"> •Cwarter Bach (81%) and •Pontyberem (80%) <p>12.12 Of the 19 industrialised communities between the Tywi and Llwchwr rivers 9 have maintained a Welsh speaking percentage of over 70%. Welsh speakers are a minority in only three communities – Llanelli, Llanelli Rural and Cefn Sidan. The Llanelli community has the least Welsh speakers per head of population but even then it accounts for a third of the populace (33.3%) – 7,635 speakers, while Llanelli Rural has 8,550 Welsh speakers.</p> <p>12.13 Planning Policy Wales (March 2002) requires that where the use of the Welsh language is part of the social fabric of communities, then this should be taken into account in the formulation of land use policies. The Council recognises that the scale and type of housing and employment provision within particular communities will impact upon the well being of the language. However, there is also recognition that this provision is one of a number of elements which will impact upon the future vitality of the language, many of which are outside the scope of the planning system. For example, education and community activities.</p>
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<p>Ceredigion County Council</p>	<p>Proposed Changes (Feb 2004)</p>	<p>GEN3.1 Development and the Welsh Language Development will be subject to an assessment of the potential impact on the social, linguistic and cultural characteristics of the settlement, where the Welsh language is intrinsic to the social cohesion of that settlement. Phasing however may be required to allow for the gradual, natural absorption of new development in to the community. Where development would have an unacceptable adverse impact on the Welsh language proposals should be refused.</p> <p>Reasons for Policy GEN3.1 The scale and rate of development may affect the characteristics of existing settlements in a number of ways. The Council is keen to ensure that development is appropriately located with least impact and within the capacity of each settlement to accommodate it. Both language and culture contribute to the quality of life and the characteristics of the County's settlements and the impact of development on these factors needs to be assessed when considering new development proposals. CER1.1 Community Impact Assessment provides the mechanism to consider impacts of new development and to consider where phasing may be appropriate. Generally the Plan seeks to promote growth in the locations most capable of absorbing growth.</p>

		<p><i>Proposed Changes</i> <i>A number of additional references to the Welsh language have been inserted to various policies, in particular Housing policies. The following is to be inserted as supporting text to the housing chapter.</i></p> <p>PC 141 Development and the Welsh language The importance of protecting and sustaining the Welsh language is considered to be an integral part of the all communities within the County. The importance of protecting and sustaining the Welsh language is, therefore, an integral part of the UDP, its policies and proposals. The needs and interests of the Welsh language were taken into account, along with economic, environmental and other social concerns in determining the scale and location of provision for future housing throughout the County. Where it can be identified at the time of an application that a proposed development will have an unacceptable harm on the Welsh language, the Council may refuse the proposal in accordance with Objective GEN3 and policy GEN3.1, subject to other material considerations which may be applicable. The Council can also require that new development is phased according in an attempt to reduce the rate of impact on the Welsh language. Ensuring that development occurs at a gradual rate is also more likely to ensure that the new housing is used to accommodate needs from within the community. It is anticipated that more guidance will be made available, nationally and locally, during the plan period with regard to how the impact of development on the Welsh language can best be measured. Such guidance will aid in the implementation of the UDP policies to ensure that new residential development does not unacceptably harm the Welsh language.</p>
<p>Conwy County Borough Council</p>	<p>Draft UDP (April 2001) *</p>	<p><i>Part 1 Policy:</i> Policy ST11 The Welsh language is an important element in the business, social and cultural life of the County Borough. Any development that undermines the position of the Welsh language in the community will be discouraged.</p> <p>3.25 It is the policy of the Government and the Council to encourage the dual use of Welsh and English. Government advice on this matter is contained in Planning Guidance (Wales), Technical Advice Note (Wales) 20: The Welsh Language – Unitary Development Plans and Planning Control, June 2000. It says that “The land use planning system should also take account of the needs and interests of the Welsh language and in so doing can contribute to its well being.” The main concerns are with the distribution of new housing and of economic growth, and their effect on the linguistic balance in different areas.</p> <p>3.26 According to the Census of Population, the number of Welsh speakers in the UDP area rose from 28,100 in 1981 to 28,800 in 1991. However, the proportion of Welsh speakers fell from 31.5% in 1981 to 29.2% in 1991, because of a much bigger increase in the overall population. But, the traditional impression of Welsh as a predominately rural language spoken by an increasingly ageing population is misleading. For example, more than half of Welsh speakers reside in the urban coastal belt. The 1991 Census also indicated that Welsh was increasingly the domain of the young, with 32.7% of Welsh speakers in the Plan area, in the 3-24 age group, similar to the all-Wales percentage. It is, however, true to say that the proportion of Welsh speakers in the population is lower in the urban coastal belt than in the rural communities.</p> <p>3.27 The Welsh language is widely used throughout the Plan area. It is the medium of education in most</p>

		<p>village schools, in at least one primary school in each of the main towns and in two of the seven state secondary schools in the County Borough. The language is used in many artistic, literary and musical competitions every year, and there are a number of local organisations for which knowledge of the language is a prerequisite of membership e.g. Merched Y Wawr and various male voice choirs. The National Eisteddfod of Wales was held at Abergele in 1995 and the Urdd National Eisteddfod in Penrhyn Bay in June 2000. The Welsh language is intrinsic to these events and both events attracted large numbers of residents and visitors, either as competitors or spectators. The Urdd National Eisteddfod is the largest annual youth festival in Europe and will be returning to Llandudno in 2002.3.26</p> <p>3.28 The policy is intended to be used in conjunction with other policies in the Plan to prevent development which (i) is likely to cause an imbalance in the linguistic structure of a settlement or community, or (ii) exacerbate an existing imbalance, to the detriment of the Welsh speaking population. The policy will apply to all forms of development which by reason of its scale and character is likely to have an adverse effect on a settlement or community. The Council has set a relatively modest housing requirement for the Plan area in the Plan period and this should help to support the position of the Welsh language in the community. The Plan also seeks to encourage the visible use of Welsh, in signs and advertisements, and this topic is dealt with in Chapter 6 – Built Environment.</p>
<p>Denbighshire County Council</p>	<p>Adopted UDP (July 2002)</p>	<p>Policy GEN 7 - Welsh Language & Culture In considering development proposals in areas with a strong social, cultural and linguistic identity, particularly based on the Welsh language, special account will be taken of that identity to ensure that no demonstrable harm is caused to the character of the local community.</p> <p>The Welsh Language is an important component of the social fabric of the County. The Welsh Language is spoken by about 26% of the population of the County. In many rural communities in the south and west the Welsh language forms an important part of the social fabric of the area. In 14 out of 39 community areas the proportion of people who speak Welsh exceeds 50%. The highest concentrations of Welsh speakers are in Gwyddelwern, Cynwyd, Llandrillo, Cyffylliog, Betws Gwerfil Goch and Llanrhaeadr yng Nghinmeirch.. In these communities the proportion of Welsh speakers exceeds 60%.</p> <p>The Council considers that policies and proposals in the Unitary Development Plan should have regard to Welsh Language and that it should be a material consideration in the determination of planning applications and appeals. The scale and type of housing and employment provision influences the well being of the Welsh Language. However, it is only one factor. Many other influences outside the control of the planning system impact on the Welsh language and culture. Previous levels of housing growth including large estates in rural villages are known to have had a harmful effect on the Welsh language. The Strategy and policies of the UDP seek to provide a balanced growth aimed at meeting local needs for housing and jobs with most development provided in the main centres. The Plan also seeks to reduce previous levels of housing growth. No large-scale developments are proposed in the smaller settlements. The employment policies will provide job opportunities in rural areas and promote sustainable communities.</p>

		<p>Policy GEN7 is concerned with development proposals of a scale and character likely to have an unacceptable effect on the wider community including the intention to erect signs. Development, which causes an imbalance in or have an adverse effect on the linguistic and social balance of a settlement, will be resisted.</p> <p>The Plan will adopt a precautionary approach which will require the developer, where significant harm is likely, to include adequate information and explanation of the likely effects of the proposal on the Welsh language and cultural character of the area.</p> <p>The Council will prepare Supplementary Planning Guidance providing detailed guidance outlining, in particular, the recommended approach to measuring 'significant harm'.</p> <p>Whether or not an applicant speaks Welsh is not a material planning consideration and does not mean that a proposal can be favoured at the expense of relevant planning policies.</p> <p>The impact the Plan and development decisions may have on the Welsh language and culture will be closely monitored. The details of this will be contained in a separate monitoring report.</p>
<p>Flintshire County Council</p>	<p>Deposit Draft (Sept 2003)</p>	<p><i>Part 1 policy:</i> STR9 Welsh Language and Culture Development proposals should have regard to and where appropriate reinforce the Welsh language and cultural identity of the community and area.</p> <p><i>Part 2 policy:</i> GEN7 Welsh Language and Culture Development proposals in areas which have a STRONG Welsh linguistic and cultural identity:</p> <ul style="list-style-type: none"> a. must not cause demonstrable harm to the character of that community; b. and, where appropriate, should seek to reinforce the linguistic and cultural identity of that community. <p>4.24 The Welsh language is part of the social and cultural fabric of Wales and is spoken by around 20% of the population. Whilst in Flintshire the average is nearer 13% (at the time of the 1991 Census), the language is more prevalent in certain parts of the County and the impact that development can potentially have on these communities must therefore be taken into account in the UDP.</p> <p>4.25 The Welsh language is more prevalent in Flintshire's rural communities with around a third of the population speaking Welsh in communities like Treuddyn, Trelawnyd and Gwaenysgor, and Ysceifiog. The variation is significant however, with only 6 or 7% of the population speaking Welsh in communities likes Queensferry, Broughton and Sealand which are close to the border with England.</p> <p>4.26 The Plan's strategy recognises the need to support and protect local linguistic and cultural identity, and the aim of Policy GEN7 is to ensure that where significant harm may occur as the result of development proposals, the developer will be required to submit supporting information which assesses and explains</p>

		<p>the likely effects on the Welsh linguistic and cultural identify the proposal may have.</p> <p>4.27 The Council is awaiting the results of the 2001 Census and the outcome of a Welsh Language Planning Study commissioned by a significant number of Unitary Authorities and supported by the National Assembly. The Council will use this information to prepare Supplementary Planning Guidance which will provide guidance on amongst other things, the means of assessing and measuring impacts and 'demonstrable harm'.</p> <p>Whether or not an applicant speaks Welsh is not a material planning consideration, and will not affect the normal application of relevant planning policies.</p>
Gwynedd Council	Deposit Draft (June 2004)	<p>Policy A2 - Linguistic Impact Assessments Proposals that would, because of their size, scale or location have an unacceptable impact on the social, linguistic or cultural cohesion of communities will be refused.</p> <p>2.2.5 Explanation - The essential first step to ensure that any development will blend into the surrounding area is an understanding of the local area. In the past, any analysis of the area surrounding a proposed development tended to concentrate on issues such as landscape, townscape, building materials, etc. However, the aims of sustainable development mean that there is a need to take a wider perspective. Particularly, more emphasis needs to be placed on the links between developments and communities, for instance, the link between new housing and the language and culture.</p> <p>2.2.6 The language and culture both contribute to the character of villages in the Plan Area. One important aim in the Plan is to strengthen and protect the culture and character of the County's indigenous communities. The size and scale of developments can have an effect on areas' linguistic and cultural character. The interests of the Welsh language are a basic consideration in all Plan policies and proposals; the linguistic character of villages has already featured as an important consideration in deciding where to limit open market housing provision.</p> <p>2.2.7 In order to make an informed decision on planning applications, comprehensive information is required on the likely effect of developments. Therefore, if there is any uncertainty about the impact of a development, due to its size, scale or location, on a community's social cohesion, developers will be asked to prepare a Linguistic Statement.</p> <p>2.2.8 The Local Planning Authority will prepare Supplementary Planning Guidance providing detailed guidance on relevant issues, including the recommended approach to measuring 'impact' and how to prepare a Linguistic Statement.</p>
Isle of Anglesey	Inspectors Report published.	<p><i>Proposed Changes (Oct 2002):</i> Part One Policy 3 - Language and Culture. PO3. The Welsh language and culture will be promoted and protected by permitting developments which help strengthen those communities where the Welsh language is part of the social fabric of the community.</p>

		<p>Chapter 10a - Planning and the Welsh Language Reasoned Justification relating to UDP Strategy, Vision, Aim and Objectives and Part One Policies 1,2,3, and 7</p> <p>a) Background</p> <p>10a.1 The Welsh language is in use across Anglesey, although the intensity of that use varies between communities. People of all linguistic backgrounds can offer support, and make a contribution, to the future well being of the language on the island. At the time of the 1991 census Welsh speakers made up some 62% of the island's population aged 3 and over. Some 40% of the island's communities fell within areas where 70% of the population were Welsh speakers (map below).</p> <p>10a.2 Those communities where Welsh speakers were in a majority, and the language is in common everyday usage, are generally described as falling within "Y Fro Cymraeg" (the Welsh heartland). The results of the 2001 census will give an indication of the changing patterns of Welsh language use over time.</p> <p>10a.3 The Council notes representations and objections received during the preparation of this UDP that the housing and settlement strategy of the plan should be constructed around the linguistic patterns to be found on the island, and to provide special protection for the traditionally Welsh speaking communities. The UDP strategy has not taken that approach. The strategy that has been chosen is to promote sustainable communities. The plan seeks to promote their social, economic and environmental well being of towns and villages, including the use of the Welsh language, rather than develop strategy around one specific characteristic of the communities concerned.</p> <p>10a.4 Whilst an increasing number of people have been educated through the medium of Welsh as part of a bilingual system of education, there are fears expressed for the future of the Welsh language as a community language. To what extent land use planning decisions alone are central to deciding the future health of the language, as opposed to other factors e.g. economic and education migration or the media, has not been clearly established.</p> <p>b) Planning Policy</p> <p>10a.5 Planning Policy for Wales (March 2002) states that "the land use planning system should also take account of the needs and interests of the Welsh language and in so doing contribute to its well being". Technical Advice Note (TAN) 20 provides more detail on this element of policy.</p> <p>10a.6 Planning Policy Wales (March 2002) makes specific mention of the "distribution and phasing of housing development taking into account the ability of different areas and communities to accommodate the development without eroding the position of the Welsh language".</p> <p>10a.7 The UDP therefore takes account of the Welsh language by using the language consideration as one influence upon the plan proposals for the settlement, housing and employment land policies across the island. The language was one of the factors used in the sustainability appraisal which supports the plan, although no precise technique was available to assess the impact of policies on the language factor.</p> <p>c) Plan Strategy</p> <p>10a.8 On Ynys Mon the position of the Welsh language is further complicated by the overall reduction in the size of the population and associated changes in the age profile. The process of population decline</p>
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		<p>affecting local communities is in itself a threat to the future well being of the Welsh language. The strategy chosen for this UDP (Part One) is to take proactive steps to stem and reverse this decline.</p> <p>10a.9 In particular the UDP strategy recognises that there is a need for a positive approach to sustainable economic development in order to create the conditions which will foster vibrant communities which are attractive to local people, reverse outward migration and encourage the retention and subsequent growth of the Welsh language within the area. People of all linguistic backgrounds can contribute to meeting this economic challenge and the Council will not discriminate on the linguistic ability of applicants for planning permission.</p> <p>10a.10 The key issues on the island in relation to planning and the language are therefore the location, scale and phasing of development. The housing and settlement strategy is generally based upon a principle of allowing a growth in housing numbers proportionate to the size of the settlement. This means no particular part of the island is planned to undergo rapid change and therefore keeping the impact on the linguistic patterns on the island to a minimum.</p> <p>10a.11 There are complex issues to be addressed in determining precisely how a single land use decision on a planning application will affect the position of the Welsh language, unless the development in question is of such a significant scale as to clearly have negative implications for the structure or use of the Welsh language. The County Council is working with other unitary authorities to see whether a methodology (or "tool kit") can be developed to address this point.</p> <p>ch) UDP Policies</p> <p>10a.12 The implementation of the Part One strategic policy 3 for the Language and Culture finds expression through a number of inter related policies and through it integration in the overall strategy of the plan. These can be described as follows :</p> <ol style="list-style-type: none"> 1) A positive approach to enabling sustainable economic development in communities across the island (Part One Policy 1 and chapter 11). 2) A settlement strategy and hierarchy which recognises that the majority of villages are allocated only a relatively small portion of development (sites for circa 5 dwellings), and in which the hamlets/clusters are regulated by only considering applications for single dwellings. The main and secondary centres are allocated a reasonable proportion of development to meet their role in the settlement hierarchy. (Part One Policy 2 and chapter 16). 3) Permitting social infrastructure projects which makes communities more attractive and therefore demographically sustainable. 4) Promoting a sustainable tourism industry (Part One Policy 7 and chapter 13). <p>The key interactions which the land use planning system can influence are those relating to :</p> <ol style="list-style-type: none"> 5) the overall scale of development taking place in communities (housing numbers and the volume/location of employment land) and, 6) the broad location of development, (settlement and employment strategy) and, 7) the delivery of affordable housing, addressing housing need in the plan area as shown by the housing needs survey and creating opportunities for young people to live locally, and
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		<p>8) maintaining an attractive physical and social fabric in local communities so the towns and villages are places where people choose to live.</p> <p><i>Further Proposed Changes (March 2003):</i> Part One Policy 3 - Language and Culture. PO3. The Welsh language and culture will be promoted and protected by permitting developments which help strengthen those communities where the Welsh language is part of the social fabric of the community and by refusing development that would be likely to be harmful to the Welsh Language situation in the community.</p> <p><i>Inspectors Report (August 2004)</i> <i>Numerous comments made by the Council & the Inspector, the following is an extract from the Inspectors Report:</i></p> <p>5.1 That Policy PO3 be modified by the deletion of the words ‘and preventing inappropriate development’ in accordance with PC20 but also with the addition of the following sentence: Development that would have a significantly harmful effect on the use of the Welsh language in a community will not be permitted.</p> <p>5.2 That the deposited plan be modified by the inclusion of new Chapter 10a as set down in PC31 subject to the following amendments.</p> <p>5.3 That paragraph 10a.4 in PC31 be amended by the deletion of the second sentence and the substitution of the following: Land-use planning decisions are not the only factors responsible for the health of the language in the future, as economic, educational and cultural factors also play their part. However, planning decisions can contribute beneficially to the language, and this is reflected in the plan’s policies.</p> <p>5.4 That paragraph 10a.6 in PC31 be deleted.</p> <p>5.5 That a new paragraph be added to proposed Chapter 10a following paragraph 10a.11 as follows: In order to assess the likely impact of proposed development, other than householder or other minor proposals, on the Welsh language, applicants for planning permission will be requested to provide information on the impact of their proposal on the use of the language in the community affected.</p> <p>4.1 That Policy PO3 of the deposited plan be modified by the deletion of the words ‘and preventing inappropriate development’ in response to this objection.</p>
Merthyr Tydfil County Borough Council	Adopted Local Plan, no UDP ★	<i>No Welsh language policies in Local Plan.</i>
Monmouthshire County Council	Pre-Inquiry Changes stage (Dec 2003)	<i>No Welsh language policies, however the following is contained in the introduction to the UDP:</i> The Welsh language is a component of the social fabric of communities in Wales. However, the Council does not consider that there are communities in Monmouthshire where the use of the Welsh language should be taken into account for planning purposes.

<p>Neath Port Talbot County Council</p>	<p>Pre-Inquiry Changes stage (2005)</p>	<p>Policy CS3 – Welsh Language Proposals which would be likely to have a significant impact on the linguistic character of a community in the Swansea, Amman and Twrch valleys will be expected to include a linguistic impact assessment and include any appropriate measures to mitigate any adverse effects. 10.7.1 Within this area focusing on the Upper Swansea Valley the Welsh language is a significant feature of community life. When proposals might have a significant impact on the language in the community including the attraction of non- Welsh speakers through new housing, a linguistic impact assessment will be required. This should not focus exclusively on linguistic issues, but should set them in the context of other issues which the community is facing. Supplementary Planning Guidance will be prepared to assist developers. 10.7.2 Such an assessment should identify:</p> <ul style="list-style-type: none"> • the extent that Welsh is a feature in the community; • the impacts on Welsh language schools and nursery schools and the likelihood of them being able to accommodate the impacts satisfactorily; • the likely impacts on the linguistic character of the community; • any appropriate mitigation measures; • issues in the community including whether the proposal would help sustain facilities and services which may be under threat.
<p>Newport County Borough Council</p>	<p>Awaiting Inspector's Report</p>	<p><i>No Welsh language policies.</i></p>
<p>Pembrokeshire County Council & Pembrokeshire Coast National Park</p>	<p>Proposals for Change (2003 & 2004)</p>	<p>7.6.5 Pembrokeshire is a bilingual county, with English and Welsh enjoying equal status according to government policy. According to the 2001 Census of Population, the number of Welsh speakers in Pembrokeshire as a whole was 26,367 which makes up 23.93% of the population. This figure shows a 5.6% increase in the number of Welsh speakers in the County since 1991. The incidence of Welsh speakers varies significantly from one area to another as shown in Figure 12. In the north of the County the proportion is as high as 75% in Cwm Gwaun, with Welsh being the natural medium of communication for all purposes. Communities in the south of the county, on the other hand, have quite different historical antecedents: here English is the first language for most people. For example the proportion of Welsh speakers able to speak Welsh in the Manorbier Community Council area is 4%.</p> <p>Policy 121 Welsh Language The Welsh language is an important component in the social, cultural and economic life of many communities within the county. Development of a nature, type or scale that is likely to prejudice the interests of the Welsh language within the community will not be permitted. Phasing may be required to allow for the gradual, natural absorption of new development in the community. 7.6.5 Pembrokeshire is a bilingual county, with English and Welsh enjoying equal status according to</p>

		<p>government policy. According to the 1991 Census of Population, the number of Welsh speakers in Pembrokeshire as a whole was 19,750 - 18.3% of the population as a whole. The incidence of Welsh speakers varies significantly from one area to another as shown in Figure 12. In the north of the County the proportion is as high as 75% in Cwm Gwaun, with Welsh being the natural medium of communication for all purposes. Communities in the south of the county, on the other hand, have quite different historical antecedents: here English is the first language for most people. For example the proportion of Welsh speakers able to speak Welsh in the Manorbier Community Council area is 4%.</p> <p>7.6.6 Government advice on Welsh language issues is set out in Technical Advice Note 20, which states that 'the land use planning system should also take account of the needs and interests of the Welsh language and in so doing can contribute to its well-being. In a policy statement published in July 2002, the WAG advised that it is wholly committed to revitalising the Welsh Language and creating a bilingual Wales. In line with government guidance this policy seeks to recognise and protect the role of the Welsh language within those communities where the language is an important component of the social and cultural fabric. The policy will normally apply in Community and Town Council areas with over 50% Welsh speaking population, as identified in the Census. Where the Community average does not reflect the existence of concentrations of Welsh speakers within villages in the Community or Town Council areas, a more qualified and sensitive measurement will be required. The area of application, however may be subject to change, as informed by the development and publication of SPG. This policy should not be interpreted as justifying development that would not otherwise be acceptable solely on the grounds of contribution to safeguarding the Welsh language in the community. Where development can reasonably be shown, on planning grounds, (for example, the scale of development proposed) to pose a significant threat to the continued role and well being of the Welsh language within that community, the Local Planning Authority will use its powers to resist such development. The needs of communities in Pembrokeshire where the Welsh language is part of the social and cultural fabric have been considered during the formulation of the JUDP. Supplementary Planning Guidance (SPG) will be prepared, providing detailed guidance on making judgments as to whether the use of the language forms part of the social fabric of the Plan area; to measure impact of policies and proposals on the Welsh Language and to produce a Welsh Language Impact Assessment Methodology. In the interim a precautionary approach may be adopted where it is considered that a proposal would pose a significant threat to the language within a community. 7.6.7 In predominantly Welsh speaking communities significant housing land allocations have been phased to aid absorption into the community. To ensure there are employment opportunities available to sustain Welsh speaking communities specific allocations have been made in certain locations. In addition policies of the Plan provide opportunities for both new employment development in settlements more generally and in countryside locations through the reuse of buildings.</p>
Powys County Council	Deposit Draft UDP (Oct 2004)	3.9.1 The Welsh language is an important component of the social fabric of the County. In 2001 the Welsh language was spoken by 20.8% of the population of the County. This compares with a figure of 20.5% for Wales as a whole. A high proportion of the County's Welsh speakers exists within the 3 to 15 years age

		<p>group, with 39.7% in Powys being able to speak Welsh. North and southwest Powys have the highest proportion of Welsh speakers, although strongholds of the language are also found in certain rural areas. The County Council is conscious that it has a role in sustaining and fostering the Welsh language heritage and has adopted a Welsh Language Scheme applicable to the delivery of all of its services. Accordingly, the promotion and protection of the Welsh language is considered to be an important policy issue for Powys County Council.</p> <p>3.9.2 From a land use planning perspective, it is important that future development is assessed to ensure the needs and interests of Welsh-speaking communities are sustained and not harmed, as recognised by the Welsh Assembly Government’s TAN20 The Welsh Language (June 2000). Similarly, Planning Policy Wales, 2002 recognises that the Welsh language forms “part of the social and cultural fabric of Wales”, and that land use planning can contribute towards its well being by developing land use strategies that take account of the impact new developments may have on the Welsh language. In developing such strategies, the Welsh Assembly Government indicates that: “...local planning authorities should consider whether they have communities where the use of the Welsh language is part of the social fabric, and where this is so it is appropriate that this be taken in to account in the formulation of land use policies. (Planning Policy Wales, 2002, page 28, para 2.10.2)</p> <p>3.9.3 However, the document also highlights the importance of ensuring that policies should not seek to discriminate against individual needs on the basis of their linguistic ability and should not, for example, seek to control housing occupancy on linguistic grounds. To this end, the Council’s Sustainable Strategic Settlement Hierarchy ensures that housing and other development is appropriate to the character, scale and location of the settlement. Similarly, Strategic Policy UDP SP1 Social, Community & Cultural Sustainability also recognises that development proposals need careful consideration, to ensure that new development positively contributes towards community life.</p> <p>3.9.4 Within Powys exist particular communities where the Welsh language is a significant social and community characteristic. Therefore, in keeping with Planning Policy Wales 2002, the Council has adopted a precautionary approach aimed to safeguard those communities where the Welsh language is considered to be central to the social and cultural characteristics of community life. To this end the following communities have been identified by the Council as forming part of the Welsh cultural heartland and the settlements that lie within them require special planning policy attention to safeguard their community characteristics that are founded on the Welsh language. The justification for this being that 30% or more of the resident population aged three and over speak Welsh (2001 Census).</p> <p>3.9.5 Consequently, where the Council has identified settlements where the Welsh language is judged to be an integral part of the cultural and social identity, the Council may seek legally binding arrangements to ensure that developments take account of the Welsh language and culture of these settlements. The Council considers that the key issues in relation to planning and the language are the location, scale and phasing of development. The UDP takes account of the Welsh language by using the language</p>
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		<table border="0"> <tr> <td>Banwy</td> <td>Llanfair</td> <td>Caereinion</td> <td>Llanwddyn</td> </tr> <tr> <td>Cadfarch</td> <td>Llanfihangel</td> <td>Machynlleth</td> <td></td> </tr> <tr> <td>Carno</td> <td>Llanfyllin</td> <td>Penybontfawr</td> <td></td> </tr> <tr> <td>Dwyriv</td> <td>Llangyniew</td> <td>Tawe Uchaf</td> <td></td> </tr> <tr> <td>Glantwymyn</td> <td>Llangynog</td> <td>Trefeglwys</td> <td></td> </tr> <tr> <td>Llanbrynmair</td> <td>Llanrhaeadr-ym-Mochnant</td> <td>Ystradgynlais</td> <td></td> </tr> <tr> <td>Llanerfyl</td> <td>Llansilin</td> <td></td> <td></td> </tr> </table> <p>consideration as one influence upon the proposals for the settlement, housing and employment land policies. In terms of housing provision, one way in which the developer can demonstrate that the language has been taken into account is by ensuring that as a minimum 35% of the dwellings permitted are affordable homes for local households who meet the affordability criteria in Policy HP10. The proportion of the housing development retained in this way will be the subject of negotiation. This approach would not seek to restrict occupancy on grounds of linguistic ability but rather recognises that those meeting the eligibility criteria are more likely to be able to support the Welsh language and culture. The loss of community and social facilities can also cause significant and lasting harm to the character of communities and this can be particularly heightened in Welsh speaking areas where the linguistic and cultural balance is fragile.</p> <p>3.9.6 The Council has contributed towards a Linguistic Impact Study, which is currently being undertaken. The results of this together with the results of the 2001 Census, the Community Planning process and Iaith Pawb: A National Action Plan for a Bilingual Wales (WAG, 2003) will be used in the preparation of supplementary planning guidance. This will detail the recommended approach for measuring "significant harm", and the ways in which developments can contribute to the well being of the Welsh language. The Council shall also use this information to prepare monitoring reports on the impact of the Plan on the Welsh language within Powys.</p> <p>Policy GP5 - Welsh Language and Culture In the following settlements, the welsh language has been identified as being important to the social, cultural and community fabric, and shall be seen as a material consideration in determining development proposals. Within these settlements, the council will require developers to demonstrate how they have taken account of the welsh language and culture within their proposals. Proposals that have significant harm on the welsh language and culture will be refused.</p> <table border="0"> <tr> <td>Abercegir</td> <td>Dolanog</td> <td>Llanwddyn</td> </tr> <tr> <td>Abercraf</td> <td>Derwenlas</td> <td>Llanwrin</td> </tr> <tr> <td>Aberhosan</td> <td>Esgairgeiliog Ceinws</td> <td>Llawr Y Glyn</td> </tr> <tr> <td>Abertridwr</td> <td>Foel</td> <td>Lower Cwmtwrch</td> </tr> <tr> <td>Adfa</td> <td>Forge</td> <td>Machynlleth</td> </tr> </table>	Banwy	Llanfair	Caereinion	Llanwddyn	Cadfarch	Llanfihangel	Machynlleth		Carno	Llanfyllin	Penybontfawr		Dwyriv	Llangyniew	Tawe Uchaf		Glantwymyn	Llangynog	Trefeglwys		Llanbrynmair	Llanrhaeadr-ym-Mochnant	Ystradgynlais		Llanerfyl	Llansilin			Abercegir	Dolanog	Llanwddyn	Abercraf	Derwenlas	Llanwrin	Aberhosan	Esgairgeiliog Ceinws	Llawr Y Glyn	Abertridwr	Foel	Lower Cwmtwrch	Adfa	Forge	Machynlleth
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		<p>Bont Dolgadfan Cae Hopkin Caer Bont Caer Lan Carno Cefn Coch Cemmaes Coelbren Commins Coch Cwm Llinau Cwmgiedd Darowen</p>	<p>Glantwymyn Gurnos Llan Llanbryn-mair Llanerfyl Llanfair Caereinion Llanfihangel Llanfyllin Llangadfan Llangynog Llanrhaeadr Ym Mochnant Llansilin</p>	<p>Penegoes Penrhos Penybontfawr Pontrobert Talerddig Trefeglwys Upper Cwmtwrch Ystradgynlais Ynys Isaf Ynys Uchaf</p>
Rhondda Cynon Taff County Borough Council	No published UDP *			
Snowdonia National Park	No published UDP, however, the Eryri Local Plan contains the following policy: *	<p>Safeguarding Local Identity</p> <p>2.21 Planning policies in Snowdonia must relate to the people living in the area and the ways of life of rural Welsh communities. As communities change however so do the relationships that exist within them. If the character of the area is to be safeguarded then the culture and traditions which bind them must be safeguarded and wherever possible strengthened when change occurs.</p> <p>2.22 The property boom of the late 1970's and 1980's has brought significant in-migration of a population whose ability, aptitude and desire to absorb local culture and develop a new sense of identity varies considerably. In some areas, the changing complexion of local communities has created considerable concern and tensions to the extent that further unrestricted development coupled with continued in-migration, is now seen as a threat to their traditional values and identity.</p> <p>2.23 Despite this, there is no doubt that in-migration has also brought significant benefits to the area. Increasing population numbers have helped protect and create a demand for local shops and services, retained village schools and even helped conserve redundant buildings and the built heritage of the area.</p> <p>2.24 Because of the strong local cultural and linguistic traditions prevailing in the National Park, the consequences of change and the impact on these values must be taken into account in assessing new development. Government Guidance states that the Welsh language is an important and material planning consideration in those areas of Wales where the use of the language is still widespread. Within Snowdonia, 65% of the resident population speak Welsh and the policies of this Plan must try to safeguard their local traditions and cultural values. This may mean in certain circumstances that developments will be resisted or permitted subject to certain conditions. However, the planning system is not normally concerned with ownership or who would occupy a proposed development or the language they speak. Neither Policy PC 6 nor any of the other policies in this Plan is therefore concerned with the language spoken either by applicants for planning permission, or by individual</p>		

		<p>occupiers of new development. Nor will the language spoken by an applicant play any part in the decision on a planning application.</p> <p>PC 6 In determining all planning applications the NPA will take the needs and interests of the Welsh language into account and will not permit development which, due to its scale or nature, would lead to disproportionate levels of in-migration where it can be demonstrated that this would be likely to harm the character and language balance of a predominantly Welsh speaking community.</p>
City & County of Swansea	UDP Consultation Draft (March 2003)	<i>No Welsh language policies in the consultation draft. In response to representations to date, they have agreed to a policy in the Deposit Plan.</i>
Torfaen County Borough Council	No UDP - issues paper published (2000). *	<i>No mention of the Welsh language.</i>
Vale of Glamorgan Council	Adopted UDP (2005)	<i>No Welsh language policies</i>

<p>Wrexham County Borough Council</p>	<p>Adopted UDP (Feb 2005)</p>	<p>Policy GDP1 All new development should:-</p> <ul style="list-style-type: none"> a) Ensure that built development in its scale, design and layout, and in its use of materials and landscaping, accords with the character of the site and makes a positive contribution to the appearance of the nearby locality. b) Take account of personal and community safety and security in the design and layout of development and public / private spaces. c) Make the best use of design techniques, siting and orientation in order to conserve energy and water resources. d) Ensure safe and convenient pedestrian and vehicular access to and from development sites, both on site and in the nearby locality. e) Ensure that built development is located where it has convenient access to public transport facilities, and is well related to pedestrian and cycle routes wherever possible. f) Ensure the safety and amenity of the public and safeguard the environment from the adverse effects of pollution of water, land or air, hazards from industry and quarrying, and associated noise, odour or vibration arising from development. g) Secure public services (e.g. gas, water, electricity) to development at minimum public cost. h) Safeguard sites and areas of nature conservation and wildlife interest, and to provide new habitats where there is an unavoidable loss of existing habitats and areas of wildlife interest. i) Ensure that development does not result in, or is subject to, flooding, soil erosion, landslides or contamination, either on or off the site. j) Have regard to the need to safeguard those areas that possess a strong Welsh cultural and/or linguistic identity from development that could harm this identity. k) Secure the development of sustainable communities, through the promotion of the economic, social and environmental well-being of the area. <p>4.3 The unique character of parts of the County Borough is derived from its Welsh culture and landscape. The Welsh language is an important part of the daily lives of many local inhabitants and a key determinant of the social fabric of the communities of, for example, the Ceiriog Valley, Rhos/Johnstown, Penycae, Coedpoeth and Minera. The safeguarding and nurturing of this cultural and linguistic identity cannot occur in isolation from the development of the local economy and conservation of the landscape.</p>
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* These Authorities have ceased preparation of their Unitary Development Plans.

+ Text in Italics are the Author's comments.

PLANNING APPEAL CASE EXAMPLES

1. Very few appeals exist where the Welsh Language and culture is used as a reason for refusing planning permission. In 2004 a search of appeal cases revealed only 27 appeal decisions in the past 18 years where the Welsh language was a material consideration.

Successful Cases

2. One of the earliest examples dates back to 1986 when the former Glyndwr District Council refused planning permission for the development of 1.5 ha of land for residential development in the small village of Llanrhaeadr (North Wales). The reason for refusal referred to the detrimental effect on the character of the village (note: no specific mention of language). The inspector referred to the evidence represented regarding the “Welshness” of the village and concluded that it would not be justified in refusing the appeal solely on grounds that the dwellings would be occupied by non-Welsh speakers alone. He nevertheless gave this matter significant weight.

The appeal was dismissed.

3. In 1990 Ynys Môn (Isle of Anglesey) Borough Council refused planning permission for 59 dwellings on land in Llangoed because along with other reasons the development would harm the character of the dwelling (Note; again no reference to language). The developer appealed. The Council working in partnership with the Llangoed Protection Society presented evidence to support the case that the Welshness of the village was an essential component of its character. In 1991 the inspector following a public inquiry concluded:

“The Llangoed Protection Society produced evidence to show the growth in the village over recent years and the reducing proportion of Welsh speaking residents. In their view a new estate of 59 houses would be too rapid a development for the indigenous Welsh Community to hope to keep their way of life and language in a healthy state. Whilst I am satisfied that the physical services could accommodate development on this scale I share the concern of the local residents on the ability of the community to absorb continued increases of development on a relatively large scale”.

The appeal was as dismissed.

4. In 1990 Aberconwy Borough Council refused planning permission for residential development in the village of Eglwysbach. The developer appealed and the inspector concluded:

“Whether implementation of this proposal would also significantly harm the Welsh language and culture in the village is unclear but there is certainly a serious risk that it would. However active in local affairs residents in the appeal site houses might become, if they were to include, as in line with other recent development they probably would, a high percentage of non-Welsh speaking people from outside the area, the social, linguistic and cultural balance of the community would be adversely affected. The enlarged Eglwysbach of today whose original Welshness has been heavily diluted by recent increases in its non-indigenous population has in my opinion little if any residual capacity to absorb any further influx of such persons without disturbing and thereby damaging the balance”.

The appeal was dismissed

Unsuccessful Cases

5. In 1990 Gwynedd County Council refused permission for residential development in the village of Brynchrug because along with other reasons the development would affect the character of the local community. The developer appealed. The Inspector accepted the evidence presented by the Council that in 1981 20% of the houses in the village were second homes and although 64% of the population spoke Welsh only 14 out of the 41 children in the local school were able to speak Welsh. The Council contended that granting the permission for new housing above that needed for local need would exacerbate the difficulty of perpetuating the use of the Welsh Language. The inspector however concluded:

“...decisions must be based on planning grounds and be reasonable. I do not regard 15 outstanding planning permissions in a village the six of Brynchrug to be overwhelming evidence that there is no local need orthat these houses would become second homes”

The appeal was allowed

6. In 1992 the Snowdonia National Park Authority refused planning permission for residential development in Bala because with other reasons the effect on the Welsh language and culture. The developer appealed. The inspector concluded:

“To me the important question is what effect your client’s particular proposal would have on the manifestly Welsh character of Bala. The Authority argued

that the Welsh language would be harmed if the proposed dwellings were sold on the open market. It was their view that if the dwellings were reserved for local people, then their occupants would be more likely to speak Welsh. However, they were unable to produce evidence to support their contention and said that there is no means of knowing what the effect of selling the dwellings on the open market would be on the number of Welsh speakers in Bala. I am therefore not convinced that the proposed dwellings would be likely to be bought by people who do not speak Welsh rather than people who do nor that the proposal would damage the Welsh language or culture”

The appeal was allowed.

7. In 1996 the former Montgomeryshire District council refused planning permission for 6 new houses in the village of Meifod. The developer appealed. The Council had initially agreed to grant permission subject to the developer entering in to a legal agreement (Section 106) to restrict occupation of 50% of the dwellings i.e. 3 to a) Welsh speakers, b) those who had a child who had attended a Welsh medium school for a period of the previous 12 months, or c) other first time buyers satisfying criteria to established local need. The Council sought to justify the decision by referring to emerging policy and that in 1991 41% of the population spoke Welsh. The inspector concluded:

“I accept that the needs and interests of the Welsh language are a material consideration in this case....Planning controls are concerned with the use of land rather than the identity of the user....the question of who is to occupy premises for which permission is to be granted will normally be irrelevant....The effect of Council policy to create a restricted market for the sale of a proportion of all new dwellings to a limited group of persons which could result in the properties changing hands at prices below those likely to be obtained in open competition...would be seen to be inequitable and could be socially divisive”

The appeal was allowed. Furthermore the inspector ordered the Council to pay the costs of the appellant because:

“The Council argued that it was impossible to say precisely what impact would result from the construction of 6 dwellings (and thus)..... they failed ...to identify, either statistically, or by way of reasoning, any risk to the Welsh language or culture which would result from allowing this appeal”

8. In 1995 Neath Borough Council failed to make a decision and an application for planning permission for residential development on land in Crynant. The Council had previously allocated the land for housing purposes and granted planning permission for residential development. The main issue in the

appeal was whether the conditions suggested by the Council were appropriate. Condition 12 sought to delay development from commencing or any dwelling from being occupied for a specified period in order to mitigate the social effect on the small community, in particular, to avoid small communities being overwhelmed by a too rapid expansion of their population with the risk of adverse effects on the proportion of Welsh speaking people. The Inspector commented:

"Although one of the head teachers consulted by the Council thought that Crynant would not be able to absorb the perceived 'influx of newcomers, neither the other head teacher who was consulted nor the County Director of Education foresaw any particular problems in these respects. I note that another development ' for 20 dwellings in the village has been approved and it has been indicated that the appeal site might accommodate some 30 or more dwellings. If such quantity of new housing were to be provided in a short time-scale, I feel that the impact upon a community of this size could create some social problems. However, the Council have only suggested that occupation of the appeal development should wait until two years from the date of any planning permission, which would now be the Autumn of 1997".

The appeal was allowed.

9. In 2005 Gwynedd Council refused advertisement consent for the display of four internally illuminated box signs. The Council's reasons for refusing consent were primarily that the signs' text, being mono-lingual, English only, was contrary to Strategic Policy 5 of the Gwynedd Structure Plan and contrary to advice in Planning Policy Wales and Technical Advice Note 20 and would therefore affect the amenity and cultural character of the area.

The Inspector concluded:

"..... in the case of Advertisement appeals, Section 54A of the Town and Country Planning Act 1990 does not apply I have carefully considered..... whether on this occasion the nature and monolingual text of the appeal signs would have a harmful effect on the linguistic and cultural characteristics of the area around the store including its wider amenity I noted..... that while some of the shop/office signage (in the locality) was in bilingual form, most was monolingual. English only. the existing cultural character of much of the centre of Bangor is mono-lingual, English only the erection of these four signs would not unduly harm the existing linguistic character of the area of the store site and its surroundings and would not therefore harm the wider amenity of the area."

The appeal by Marks & Spencer was allowed.

10. What conclusions can we draw from these appeal decisions?
 - a) the Welsh language is not used as a sole reason for refusal
 - b) all appeals, except for the advert appeal in Bangor in 2005, relate to the impact of new housing
 - c) language is often linked to impact on the character of the community
 - d) the magnitude of impact is important in relation to the size of the village/community
 - e) local planning authorities must present clear and compelling land use evidence to support their case
 - f) appeals can be successfully defended provided there is community backing and research is carried out into past patterns of change and occupation of new houses in the community

MITIGATION MEASURES

EXAMPLES OF POSSIBLE MITIGATION MEASURES

Housing

- Phasing the number of houses to be built
- Provision of affordable housing for local needs
- Agreements to provide for people on the local housing register

Employment (all types including retail)

- Local labour contracts
- Support for local skills training initiatives
- Provision of bilingual signs within and outside the establishment

Education

- Support and funding for language induction and staff language lessons e.g. language plans and immersion units
- Support and funding for cultural and language initiatives/projects to encourage the use of the language within communities.
- Support for the provision of school places in the local Welsh medium school
- Support and funding for language and cultural awareness initiatives

IMPORTANT NOTE

1. A number of the mitigation measures likely to be sought will be governed by Government Guidance on Planning Obligations, others may be more appropriate as conditions or unilateral undertakings. In view of the impending changes to guidance on Planning Obligations any work carried out at this stage would need to be revised in light of changes. It may well be that more possibilities will be created by the new guidance.
2. At present any mitigation measures which require the use of a planning obligation will be guided by advice that their use should be necessary, relevant to planning, directly related to the proposed development, fairly and reasonably related in scale and kind to the proposed development and reasonable in all other respects.
3. It will be imperative that what is sought has a direct relationship with the planning permission.

4. It will also be necessary for there to be evidence that the development would have an adverse effect on the Welsh Language.
5. Any facilities sought will only be acceptable where such facilities are directly related to the development proposal, the need for them arises from its implementation and they are related in scale and kind.
6. It will be important to ensure that what is being asked for is reasonable and doesn't make development unviable.
7. Above all any requirement that involves a planning obligation will have to be negotiated with the developer and not required.

PARTICIPATING ORGANISATIONS:

AWDURDOD / AUTHORITY

Welsh Assembly Government / Llywodraeth Cynulliad Cymru

Bwrdd Yr Iaith Gymraeg / Welsh Language Board

Cyngor Sir Ddinbych / Denbighshire County Council

Cyngor Sir Ynys Môn / Isle of Anglesey County Council

Cyngor Sir Gwynedd / Gwynedd Council

Cyngor Bwrdeistref Sirol Conwy / Conwy County Borough Council

Cyngor Sir Y Fflint / Flintshire County Council

Cyngor Bwrdeistref Sirol Wrexham / Wrexham County Borough

Cyngor Sir Ceredigion / Ceredigion County Council

Cyngor Sir Powys / Powys County Council

Cyngor Sir Caerfyrddin / Carmarthenshire County Council

Cyngor Castell Nedd Port Talbot / Neath Port Talbot Council

Cyngor Merthyr Tydfil / Merthyr Tydfil Council

Parc Cenedlaethol Eryri / Snowdonia National Park

Parc Cenedlaethol Arfordir Benfro / Pembrokeshire Coast National Park

Cyngor Sir Fynwy / Monmouthshire County Council

City and Council of Swansea / Dinas a Sir Abertawe

Cyngor Bwrdeistref Sirol Rhondda Cynon Taf County Borough Council

STEERING GROUP MEMBERSHIP:

Aneurin Phillips, Chairman	Snowdonia National Park Authority
Jonathan Cawley, Secretary	Denbighshire County Council
Owain Lewis	Neath Port Talbot County Borough Council
Bethan Lovering	Carmarthenshire County Council
Siobhan Wiltshire / Lesley Punter	Welsh Assembly Government
Aled Davies / Cara Jones	Gwynedd Council
Lynda Healey	Home Builders Federation
Rhys Dafis until 2004 / Gwenith Price and Dyfan Sion 2004 onwards	Welsh Language Board

PLANNING SUB-GROUP MEMBERSHIP:

Iwan Evans, Chairman	Gwynedd Council
Rhys Davies	Independent Planning Consultant
Tim Ball	Ceredigion County Council
Martin Eaglestone	Isle of Anglesey County Council
Aled Davies	Gwynedd Council
Eifion Bowen	Carmarthenshire County Council