

## REPORT OF CHIEF EXECUTIVE

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**SUBJECT:**  
**DRAFT WELSH LANGUAGE STRATEGY 2017 – 2022**

Purpose of Report

To comment on the draft Welsh Language Strategy 2017 – 2022 prior to its publication for consultation purposes.

Introduction/Background

Members will recall that, on the 30<sup>th</sup> September 2015, the Welsh Language Commissioner issued the Authority with a Compliance Notice in accordance with Section 44 of the Welsh Language (Wales) Measure 2011. Standard 145 states:

“You must produce, and publish on your website, a 5-year strategy that sets out how you propose to promote the Welsh language and to facilitate the use of the Welsh language more widely in your area; and the strategy must include (amongst other matters):

- (a) a target (in terms of the percentage of speakers in your area) for increasing or maintaining the number of Welsh speakers in your area by the end of the 5 year period concerned, and
- (b) a statement setting out how you intend to reach that target;

and you must review the strategy and publish a revised version on your website within 5 years of publishing a strategy (or of publishing a revised strategy).”

We will consult with relevant bodies/organisations and the wider public and will bring a post-consultation version back to Members for their approval.

**RECOMMENDATION:**

**That Members comment upon the draft Welsh Language Strategy 2017 – 2022, and agree to consult on the draft document.**

*Author: Tegryn Jones, Chief Executive*

*Consultee: Janet Evans, Administration & Democratic Services Manager*

Background Documents

Welsh Language Standards Compliance Notice issued to the Authority on the 30<sup>th</sup> September 2015

*(For further information, please contact Janet Evans, Administration & Democratic Services Manager on extension 4834 or by e-mailing [janete@pembrokeshirecoast.org.uk](mailto:janete@pembrokeshirecoast.org.uk))*

***Pembrokeshire Coast  
National Park Authority***



**DRAFT WELSH LANGUAGE  
STRATEGY 2017 – 2022**

**This document is also available in Welsh**

## **1. INTRODUCTION**

The Welsh language, as one of the oldest and most robust of the living minority languages in Europe, is central to Wales's cultural heritage. However, this does not mean that the language is thriving, as the 2011 Census highlights that numbers of Welsh speakers have declined.

Pembrokeshire has a unique linguistic heritage, with a significant difference in the use of Welsh across the county. The north of the county, including the majority of the land area of the National Park is considered an area where Welsh is traditionally spoken, while the southern part of the county is much more anglicised with a lower proportion of Welsh speakers (see Section 3: Statistical Analysis).

## **2. POLICY CONTEXT**

### **2.1 National Park Purposes**

The Purposes of the National Park are defined in the Environment Act, 1995 as:

- To conserve and enhance the natural beauty, wildlife and cultural heritage of the National Park, and
- To promote opportunities for the understanding and enjoyment of the special qualities of the National Park by the public.

When National Park Authorities carry out these purposes they also have a duty to:

Seek to foster the economic and social well-being of local communities within the National Park.

The responsibility to conserve and enhance the Cultural Heritage of the area highlights the responsibility of the Authority to conserve and enhance the Welsh Language. In this regard, the Pembrokeshire Coast Local Development Plan 2010 – 2021 identifies the Welsh Language as a Special Quality of the National Park.

### **2.2 'A Living Language: A Language for Living': Welsh Government's Welsh Language Strategy 2012-17**

The Welsh Government's Welsh Language Strategy was published in 2012 and outlines the priority areas for action to increase the use of Welsh. The purpose of the strategy is to move towards the Welsh Government's long-term aim while achieving the objective in its Programme for Government for 2016 – 2021 to "see the Welsh language used more extensively and for the numbers who speak it to grow". To this end, over its five-year lifespan the Programme for Government will:

- work towards one million people speaking the Welsh language by 2050, and
- continue to invest in encouraging more people to use and speak Welsh in their everyday lives.

Welsh Government has identified six main areas in this regard:

Strategic Area 1: The family;  
 Strategic Area 2: Children and young people;  
 Strategic Area 3: The community;  
 Strategic Area 4: The workplace;  
 Strategic Area 5: Welsh-language services, and  
 Strategic Area 6: Infrastructure.

The Pembrokeshire Coast National Park Authority's Strategy focuses on those areas where the Authority can contribute towards the Welsh Government's aims.

### **2.3 The Well-Being of Future Generations (Wales) Act 2015**

The Authority is one of the forty-four public bodies that are required to meet the provisions of the Well-Being of Future Generations (Wales) Act 2015, which seeks to improve the social, economic, environmental and cultural well-being of Wales. The Act identifies seven Well-being Goals, and forty-six Well-being Indicators have been highlighted for the purpose of measuring progress towards the achievement of those Goals. One of the Goals is "A Wales of vibrant culture and thriving Welsh Language", two of the Indicators for which are:

- Percentage of people who speak Welsh daily and can speak more than just a few words of Welsh, and
- Percentage of people who can speak Welsh.

The Authority is a member of the Pembrokeshire Public Services Board (PSB), which is required under the Act to prepare a Well-being Assessment for the area and, by May 2018, publish a Well-being Plan that sets out how the Well-being Goals will be met.

### **2.4 Welsh Language Standards**

The Authority is amongst the first twenty-five public bodies in Wales to be required to comply with the Welsh Language Standards. We are committed to complying with the Standards and continue to take action to ensure that users are able to access our services through the medium of Welsh.

### **2.5 Impact of Planning Policy**

Planning Policy in the National Park is outlined in the Pembrokeshire Coast Local Development Plan (LDP) 2010 – 2021. Policy 12 of the LDP states that:

“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.”

Planning Policy in the National Park is also influenced by National Planning Policy, in particular Planning Policy Wales and Technical Advice Note 20 – Planning and the Welsh Language.

### 3. STATISTICAL ANALYSIS

#### 3.1 Welsh Speakers in the National Park

The Pembrokeshire Coast National Park lies wholly within the county of Pembrokeshire, with a population of 22,644. The boundary of the National Park is linked to the designation of the land making up the National Park and therefore takes little account of ward or settlement boundaries. Since Census data on Welsh speakers is collected by wards it is difficult to get an accurate indication of Welsh speakers within the boundary of the National Park itself.

However, for the purposes of this Strategy we can use data for wards which are wholly or partly within the National Park.

#### 3.2 Findings of the 2011 Census

Following the last Census in 2011, the following major findings can be identified:

##### Welsh Language Skills (% of population)

	No skills in Welsh	Can speak Welsh	Can understand spoken Welsh only	Can speak but cannot read or write Welsh	Can speak and read but cannot write Welsh	Can speak, read and write Welsh	Other combination of skills in Welsh
<b>Pembrokeshire Coast NP</b>	70.3	20.8	6.7	3.5	2.1	15.0	2.4
<b>Wales</b>	73.3	19.0	5.3	2.7	1.5	14.6	2.5

In numeric terms the following can be identified:

- Can speak Welsh – 4,709
- Can understand spoken Welsh only – 1,517
- Can speak but cannot read or write Welsh – 793
- Can speak and read but cannot write Welsh – 476
- Can speak, read and write Welsh – 3,397
- Other combination of skills in Welsh – 543

### 3.3 Percentage of Welsh Speakers per Community Council area

In the 2001 Census the percentage of Welsh speakers per Community Council area varied from 65.3% (Eglwysrw) to 9.2% (Angle). By 2011 the percentage varied from 62.3% (Eglwysrw) to 5.85% (Dale).

Over that 10 year period, seven Community Council areas saw an increase in the percentage of Welsh speakers. This increase varied from 1.5% (Angle) to 0.2% (Amroth). All seven Community Council areas which saw an increase in Welsh speakers between 2001 and 2011 had less than 17% of Welsh speakers in 2001.

A total of forty-four Community Council areas saw a reduction in the percentage of Welsh speakers between 2001 and 2011. This decrease varied from 0.4% (Carew) to 12.8% (Brawdy). Twelve of the sixteen Community Council areas which saw a decrease of 5% or over in Welsh speakers between 2001 and 2011 had over 33% of their population being able to speak Welsh in 2001.

In 2001, seven Community Council areas had over half of their population able to speak Welsh; by 2011 this number was down to 5.

The total breakdown of change in % of Welsh speakers is as follows:

%	2001	2011
Over 60	4	1
50 to 60	3	4
40 to 49.9	6	6
30 to 39.9	5	4
20 to 29.9	1	3
10 to 19.9	31	27
Under 10	1	6

## 4. THE AUTHORITY'S STRATEGY FOR PROMOTING THE WELSH LANGUAGE

In developing this strategy the following must be considered:

The Pembrokeshire Coast National Park Authority (PCNPA) is a single purpose Local Authority and Local Planning Authority for the National Park area. With the exception of its statutory responsibility for planning it does not have control or responsibility for many of the activities that can influence an increase in the number of Welsh speakers, e.g. education.

It also has to be recognised that the boundary of the National Park has little relevance in terms of linguistic planning. The boundary cuts through communities and wards and there is significant travel to and from work across this boundary. In addition, people will travel to and from the National Park for

social and recreational reasons. Therefore there appears to be little benefit in focusing on specific linguistic planning in relation to the National Park area.

In view of this, the Authority will strive to work in partnership with other organisations to seek to increase the number of Welsh speakers in the area. In particular, specific consideration will be given to contributing to the delivery of the Welsh Language Strategy agreed by Pembrokeshire County Council which will cover the whole of Pembrokeshire.

#### **4.1 The Vision for this Strategy**

The Vision for this Strategy is to see the Welsh language flourish in the Pembrokeshire Coast National Park.

To coincide with the Vision, a challenging measurable target has been set:

***Ensuring an increase of 1% of the Pembrokeshire Coast National Park's population who can speak Welsh by 2022.***

To fulfil this Vision, work will need to focus on realising the following results:

- An increase in the number of people speaking the language and using it daily within the National Park;
- More opportunities for people to use the Welsh language;
- An increased awareness amongst National Park residents of the value of the language, as part of our cultural identity as well as being a useful skill in modern life; and
- Stabilising the situation of the Welsh language in our communities.

### **5 THE STRATEGIC AREAS**

Our Strategy is based upon five of the six strategic areas identified by the Welsh Government in its document "*A living language: a language for living*" as the key areas to focus on:

Strategic Area 1: The Family;  
Strategic Area 2: Children and Young People;  
Strategic Area 3: The Community;  
Strategic Area 4: The Workplace, and  
Strategic Area 5: Welsh Language Services.

#### **5.1 Strategic Area 1: The Family**

Aim:

To encourage and support the use of the Welsh language within families.

Desired outcome:

More families where Welsh is the main language used with the children by at least one adult family member in regular contact with them.



Indicator:

An increase in the number of families with pre-school children who attend Welsh medium activities and events.

According to the report, *“Increasing the number of communities where Welsh is the main Language”* (Welsh Government, December 2013), the language profile of the community, and the status of the Welsh language within that community, can be important factors in the context of language transfer. This is supported by the report *“Impact Assessment: Twf and Onwards”* (Bangor University, 2008) which suggests that there is a link between these factors and the desire of parents to transfer the Welsh language to their children.

Evidence shows that living in a home where everyone can speak Welsh increases the opportunity that Welsh is used every day by two and a half times. Therefore, the home is a vitally important social resource in linguistic terms. Language patterns between parents and their children are established early on, and these established patterns continue throughout the early years.

Although the Authority has little direct influence over this area, we will endeavour to support Pembrokeshire County Council, together with various projects and initiatives to target this group and which have the ability to influence parents directly through working with schools and community groups.

In addition, the Authority will continue to have indirect influence over this group by continuing to promote the Welsh language through our everyday activities, showing best practice and normalising the use of Welsh and to highlight its value as a skill.

## **5.2 Strategic Area 2: Children and Young People**

Aim:

To increase the provision of Welsh medium activities for children and young people and to increase their awareness of the value of the language.

Desired outcome:

Children and young people using more Welsh.

Indicator:

Attendance at Welsh language events organised for children and young people.

Evidence gathered internationally suggests that the teenage years are crucial in developing a favourable attitude towards a minority language and in determining the extent to which an individual will use the language. It can therefore be seen that using Welsh at school alone is not enough; the child or young person needs to be supported at home and be encouraged to participate in wider social and cultural activities through the medium of Welsh.

There is therefore a need to provide children and young people with a wide range of social opportunities to use their Welsh outside school, so that they associate the language not only with education but also with leisure and cultural activities and, above all, with pleasure and entertainment.

In responding to the consultation on the Welsh Government's Language Strategy, a number of respondents stated that providing practical opportunities for children and young people to use Welsh was the best way of developing a feeling of value towards using the language.

The Authority provides various different opportunities for children and young people to participate in social and cultural as well as learning activities, many of which are outside the formal setting of the classroom.

One of the things we are able to develop is the school visits and field visits programmes, to ensure that every school in Pembrokeshire is able to experience and enjoy the National Park. This is an excellent opportunity to introduce conservation, the environment, history and culture not only through the medium of Welsh, but by making Welsh central to the development of the area and its culture.

### **5.3 Strategic Area 3: The Community**

Aim:

To strengthen the position of the Welsh language in the community.

Desired outcome:

More use of Welsh within communities across Wales.

Indicator:

The number of people who attend Welsh medium events and activities.

Pembrokeshire, and the National Park, has a very diverse linguistic pattern with the main Welsh language communities being located in the north of the county, while numbers of Welsh speakers are much lower in the south. With this in mind a different approach is needed in respecting the linguistic heritage of different areas.

In the north of the National Park the density of the Welsh speaking population is key to the prosperity of the language and this is reflected by community activity through the medium of Welsh. Community and cultural activities that take place are a means to ensure the value of the language, as well as creating the vital feeling of belonging to a community or area.

Organisations such as the *Urdd*, Young Farmers Clubs, *Merched y Wawr*, local shows and a host of other local societies play a key role in supporting the Welsh language in many communities. These organisations are responsible for developing local leaders and for supporting volunteers, as well as offering vital

social activities through the medium of Welsh. However, despite this hive of activity in many communities in the north of the National Park, it is clear that inward and outward migration has a significant impact on the Welsh language and the social networks that are maintained locally.

The situation is different in the south of the National Park, with most communities having less than 15% Welsh speakers. The Welsh language is not such an active language amongst these communities and, traditionally, societies and groups have not tended to meet and undertake their business through the medium of Welsh. However, recent years has seen an increase in Welsh medium schools in the south of the county with a new Welsh medium primary school recently opened in Tenby and a new Welsh medium 3 to 16 year old school serving the south and west of Pembrokeshire expected to open in Haverfordwest in 2018. These developments provide an opportunity to promote Welsh in the community life of the area. In addition, specific groups such as *Clwb Cinio*, *Merched y Wawr* and *Clybiau Gwawr*, as well as a number of CYD Welsh learner groups now meet in the south of the county and therefore provide an opportunity to promote Welsh in the community.

The Authority undertakes many activities and projects which are held through the medium of Welsh, giving additional opportunities for people to socialise and participate through the language. Numerous and various opportunities are available to volunteer with the Authority, giving valuable opportunities to participate in these events through the medium of Welsh. For example, we are expanding and developing our programme of guided walks to attract more people to take part. Attending a guided walk is one of those activities which gives a good opportunity for Welsh language speakers and learners to socialise through the language, in addition to being an opportunity for non-Welsh speakers to be immersed in the language and to see it used naturally in everyday life.

Planning policies within the Pembrokeshire Coast Local Development Plan are also very important for the long term future of the language. When new housing developments are proposed within the National Park, impact assessments are required to assess the potential effect the development would have on the Welsh language within that community. Policies on local affordable housing will also play a part on enabling young people to be able to stay locally.

#### **5.4 Strategic Area 4: The Workplace**

Aim:

To increase opportunities for people to use Welsh in the workplace.

Desired outcome:

More Welsh speakers use Welsh at work.

Indicators:

Percentage of staff using Welsh at work increases.

A considerable proportion of our time is spent at work, therefore the workplace is one of the key areas which determines language use. A significant number of people who responded to the Welsh Government's Welsh Language Strategy consultation agreed that the workplace also has a role in building the confidence of Welsh speakers to use the language in other areas of their lives, and that developing the status of the language in the workplace was important in terms of underlining the value of Welsh medium education.

The Authority has traditionally been, and will continue to be, committed to providing opportunities for staff to learn and/or develop their Welsh language skills. Employees have access to IT tools to help their use of Welsh, including Cysgeir and Cysill and are encouraged to use the Welsh language interface on their computers. Welsh speaking staff are encouraged unofficially to support those colleagues who are learning Welsh, or who are not confident to use their Welsh skills in the workplace.

## 5.5 Strategic Area 5: Welsh Language Services

### Aim:

To increase and improve Welsh language services to citizens.

### Desired outcomes:

More Welsh language services available to the public and more use made of those services.

### Indicators:

Compliance with Welsh language standards.

More use being made of the services available through the medium of Welsh.

Extensive evidence suggests that a large proportion of the population of Wales is supportive of services that are provided through the medium of Welsh. 90% of the country's Welsh-speakers believe that providing Welsh medium services is vital in order to ensure the survival of the language.

It is considered that providing Welsh medium services is a way to create opportunities to use the language, and that using Welsh in the workplace is therefore a key element of promoting and encouraging the use of the Welsh language.

## 6. THE ACTION AREAS

Action Areas		Strategic Areas
We will:		
1	Attend local events such as agricultural shows as well as the <i>National Eisteddfod</i> and <i>Eisteddfod yr Urdd</i> when they are located within	The Family Children and Young

	<p>the National Park or surrounding counties.</p> <p>Various Welsh medium activities for children are arranged daily on the stand, while promotional and awareness raising work is undertaken by our staff with the visiting adults and young people.</p>	<p>People</p> <p>The Community</p> <p>Welsh Language Services</p>
2	<p>Continue to provide various activities through specific events and Open Days at Castell Henllys, Carew Castle and Oriel y Parc.</p> <p>These provide excellent opportunities for attending Welsh medium events and to learn and appreciate local history and the culture of Pembrokeshire and the National Park.</p>	<p>The Family</p> <p>Children and Young People</p> <p>The Community</p> <p>Welsh Language Services</p>
3	<p>Provide opportunities for a Welsh language Writer in Residence to work in the National Park Centres.</p> <p>The Writer will work with local schools and groups to promote literacy skills and develop a better understanding and appreciation of the National Park.</p>	<p>The Family</p> <p>Children and Young People</p> <p>The Community</p> <p>Welsh Language Services</p>
4	<p>Further develop the guided walks programme as a way to offer family activities through the medium of Welsh.</p> <p>These walks attract Welsh learners who are keen to practice their Welsh within the group. Volunteers also guide people with disabilities on a one to one basis on certain walks. They are therefore great opportunities for people who have moved into the area to volunteer, socialise and make friends, from which they are introduced to the Welsh language and can see first-hand its importance, which will hopefully encourage them to learn.</p>	<p>The Family</p> <p>Children and Young People</p> <p>The Community</p> <p>Welsh Language Services</p>
5	<p>Develop the Outdoor Schools Network and the schools programme so that schools are provided with an opportunity of accessing the National Park. This enables us to arrange that every school within Pembrokeshire has a visit at least *****. This programme enables Discovery Rangers and Rangers to go into schools within the Park to hold various sessions on conservation and the environment, protecting</p>	<p>Children and Young People</p> <p>Welsh Language Services</p>

	<p>the National Park, biodiversity etc.</p> <p>The sessions are available through the medium of Welsh and all the documents and work sheets are bilingual.</p>	
6	<p>Ensure that programmes aimed at widening access to the National Park such as Walkability, the John Muir Award, Your Park and Pathways provide a service through the medium of Welsh.</p> <p>If necessary the Authority will recruit and train additional staff / volunteers to support this work.</p>	<p>The Family</p> <p>Children and Young People</p> <p>The Community</p> <p>Welsh Language Services</p>
7	<p>Work with local schools to highlight potential careers in the Pembrokeshire Coast National Park Authority and continue to provide work experience placements for young people of various ages between 15 and 21 years old.</p> <p>This will give individuals first-hand experience of working through the medium of Welsh, seeing it used naturally through the Authority's work. By showing how valuable and essential the Welsh language is as a skill to working in the Authority, this hopefully encourages children and young people to study advanced subjects through Welsh or to at least further develop their Welsh language skills.</p>	<p>Children and Young People</p> <p>The Workplace</p> <p>Welsh Language Services</p>
8	<p>Ensure that the West Wales Natural Health Service Network provides opportunities for people to access events and activities through the medium of Welsh.</p>	<p>The Family</p> <p>Children and Young People</p> <p>The Community</p> <p>Welsh Language Services</p>
9	<p>Safeguard against any negative impact on the Welsh language, by ensuring that policies in the Pembrokeshire Coast Local Development Plan (LDP) and the accompanying Supplementary Planning Guidance are up to date and remain relevant.</p> <p>That is, any significant proposed housing development within the National Park will require a language impact assessment. The</p>	<p>The Family</p> <p>Children and Young People</p> <p>The Community</p>

	<p>forthcoming review of the LDP will assess whether this policy and accompanying guidance continues to be fit for purpose. In addition, when all other policies are to be reviewed an assessment will be made to ensure that there is no potential for a possible negative effect on the Welsh language.</p>	
10	<p>Work with local businesses to develop the economic benefits of the National Park Designation and also local designations such as Dark Skies. This work involves encouraging local businesses to use the designation to add value to their businesses. All written materials are produced bilingually, with Welsh medium seminars and events held across the Park.</p> <p>By working in partnership with the Brecon Beacons and Snowdonia National Park Authorities on producing information packs, website content etc., we have ensured that all written materials are available in Welsh, ensuring that businesses in all three National Parks have access to this, and can therefore take advantage of this unique selling point for their businesses.</p>	<p>The Community</p> <p>Welsh Language Services</p>
11	<p>Continue to ensure that projects that are funded through the Sustainable Development Fund comply with the requirements of the Welsh Language Standards.</p>	<p>The Community</p> <p>Welsh Language Services</p>
12	<p>Develop a Volunteering Framework which will formalise arrangements and give a more definite structure to the opportunities available to the public.</p> <p>Volunteering provides an excellent opportunity for people to develop their skills, to socialise and meet new people, to get involved and to boost confidence. Where appropriate, the ability to speak Welsh will be required for some volunteer work, and in others the requirement to learn, whilst there will be some tasks not requiring any specific language skills. However, even in these circumstances, many of the events will be led by Welsh speaking staff, and learners or non-Welsh speakers will be immersed in the language through the contact with others in the group.</p>	<p>The Family</p> <p>Children and Young People</p> <p>The Community</p> <p>Welsh Language Services</p>

13	<p>Continue to ensure that equal status is given to the Welsh language, through meetings, public communication and events, etc., when the Authority works in partnership with other bodies. This will be true for both formal partnerships where Service Level Agreements are in place, to less formal partnership working through specific groups and events.</p> <p>This will ensure that other bodies, who may not give priority or general consideration to the Welsh language, will be shown the importance of the equal status that Welsh has, and how this works in practice.</p>	Welsh Language Services
14	<p>Continue to provide opportunities for staff to learn and/or develop further their Welsh language skills.</p> <p>We will introduce a mentoring scheme within the Authority, whereby proficient Welsh speakers can help and support colleagues who are learning and/or lack the confidence to use their Welsh in the workplace.</p>	<p>The Workplace</p> <p>Welsh Language Services</p>
15	Continue to support “ <i>Diwrnod Shwmae</i> ” and the Pembrokeshire “ <i>Shwmae</i> ” Awards.	<p>The Family</p> <p>Children and Young People</p> <p>The Community</p>
16	By the end of 2017, develop a set of SMART performance measures to evaluate the impact of the above projects / initiatives.	