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Increasing the number of communities where Welsh is the main language

Report of the Task and Finish Group

December 2013

Increasing the number of communities where Welsh is the main language

Overview

In March 2012 the former Minister for Education and Skills, Leighton Andrews, announced a new strategy for the Welsh language, namely, *A living language: a language for living*.

Following a debate at a plenary session of the National Assembly on 12 March 2012 it was agreed that the National Assembly for Wales would call on the Welsh Government to establish a task and finish group to plan for an increase in the number of communities where Welsh is the main language. As a result of this vote, Welsh Ministers announced their intention to establish a Welsh Communities Task and Finish Group.

At a meeting of the Welsh Language Partnership Council on the 11 June 2012, it was decided that the Task and Finish Group would operate as a sub-group of the Partnership Council, and Dr Rhodri Llwyd Morgan was appointed Chair of the Group.

The Group was established in September 2012, and this document contains the product of the work undertaken, for the attention of the Partnership Council and the First Minister.

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This document is also available in Welsh.

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Foreword by the Chair

We present this Work Plan and supplementary report as the culmination of a period of time gathering and handling evidence from a broad range of areas and reference points. Our task, in essence, was to propose a Work Plan to increase the number of communities where Welsh is spoken as the main language. Defining that task was a live and constant consideration throughout our work as a Group. We present the more detailed supplementary report in order to summarise and deal with the evidence considered and to show the bases of our conclusions as a Group as well as the recommendations on which our recommendations for action are based.

The Group met for the first time on 12 September 2012. Shortly after the second meeting in Llanllyfni on 7 December 2012 the initial results of the 2011 Census were published on the Welsh Language and the *mantra* of that day, along with several subsequent statements and conferences, was one of disappointment, though not a surprise. The response we now wish to add is a statement of intentions and of action - not only as a reaction to the Census but as an incorporation of the positive aspirations of Welsh Government and its stakeholders that the use of Welsh in those communities where it forms part of the social fabric must develop and grow.

The Group met five times. Reports were received from Welsh Government officials and intelligent contributions made by relevant stakeholder representatives. We also had the benefit of data analyses and the results of the online Survey on which the Big Conference (y Gynhadledd Fawr) was based during the summer of 2013, and the call for evidence from the public and stakeholders. We also received the findings of a series of focus groups held prior to and after y Gynhadledd Fawr. Several reports and official and academic publications were also considered.

One fact that came to the fore very early on was that the models and precedents for our work were few and far between - in Wales and internationally. Yes, there are numerous language policies and strategies but relatively few pay particular attention to areas of high density or higher percentages of speakers. Understandably and for valid reasons, most policies and strategies refer to the entire country/state, spanning a wide spectrum of linguistic scenarios and contexts.

Clearly, we appreciate that the areas that are today considered, rightly or wrongly, to be the Welsh heartlands, contain not uniformity but rather very broad diversity. We understand that the emphasis of the challenges and nature of priorities can vary from area to area and community to community. In accepting this diversity, along with the dynamic nature of our communities, the Group held that it would be unwise to formulate a report and Work Plan that would be pertinent to a very limited cluster of neighbourhoods. We consider it appropriate to reject any overly-restrictive statistical definition of the area concerned and believe we have a responsibility, rather, to propose means of increasing the number of communities in which people use Welsh as part of the social fabric.¹

¹ For a discussion on the problems of defining the geography of the Welsh-speaking heartland, y "Fro Gymraeg", see: Jones R and Fowler C (2007) 'Where is Wales? Narrating the territories and borders of the Welsh nation', *Regional Studies* 41: 89-101. The complexity of the situation was reinforced in some of the responses to the call for evidence.

The underlying fact of our considerations was the demography of the area in question and the demography of its speakers. The situation is not some devilish mathematical puzzle at all, but a consistent pattern in the evidence that proves that the number of Welsh speakers is decreasing in the areas of higher percentages. Generation after generation of new Welsh speakers come along - born and bred in Welsh speaking homes or gaining bilingualism through the education system - but a third or so of these Welsh speakers leave those areas. Another underlying fact is the reduction in the number of children born and brought up in higher percentage areas. This in itself undermines the ability of a language community to reproduce and develop. In these areas, this must be coupled with the impact of incomers who do not learn the language nor socialise through the medium of Welsh. One of the Group's clear objectives was to portray these trends and our fundamental aim is to enable significant change to the demography of the Welsh language in the higher percentage areas. The necessary change would include facilitating attractive family life as well as providing the best opportunity for the younger generation in particular to be bilingual and able to choose to live their lives in Welsh.

Consideration of international models for action formed an early part of our journey. Wales, its government, agencies and associations cannot operate in a language planning vacuum. Similar trends are witnessed globally, and despite each country having its own unique circumstances, we believe in the value of communication, collaboration and gaining a mutual understanding with these other governments and language communities. Particular note should be taken of the successes of communities such as Quebec, Catalonia and the Basque Country. We note also other states which have supportive policies and strategies towards their lesser languages but where ground is lost from generation to generation. The position of those language communities where the state disregards its responsibilities is weaker still. Using a basic yardstick for increasing the number of speakers, the countries above are testament that progress can occur. The three language communities face constant challenges in seeking to embed and expand use of the language. Nonetheless, the three attest to what can be achieved with determination, will and positive action.

In-depth consideration was given to the cornerstones of language planning, such as language transmission in the home - or language socialisation within the family - along with a thorough examination of educational provision and the capacity of local associations to provide and reinforce the necessary social context so that Welsh can be used as part of the normal social fabric. We also benefited from valuable discussion sessions regarding housing and the economy and came to appreciate the significance of these in the decisions made by young people and families to put down roots. As the importance of the housing and economy theme - the infrastructure - increasingly manifested itself, effective contact was made with the Group established by the Minister for the Economy, Science and Transport, Edwina Hart AM, to review the evidence of the links between the Welsh language and economic development. The importance of the main themes - a prosperous economy and increasing the number of Welsh speakers - was reiterated - by questionnaire evidence gleaned at the Cynhadledd Fawr conference and the focus groups.

In drawing up the Work Plan we have sought to anchor the recommendations in ambitious but attainable terms, and attempted to face some quite difficult questions by offering a positive approach. Although controversially, possibly, we do not venture into the territory of individuals' rights or "group rights" in this report. There is no emphasis here on "tackling in-migration", creating costly regional organisations, nor creating protective and defensive boundaries around the "Fro Gymraeg" Welsh heartland. Rather, we encourage a constructive approach to the task. Indeed, we seek to reveal the reality of the situation, and despite the significant challenges, we promote developmental and expansive principles.

Predominantly, we encourage a dual approach towards planning economic progress alongside thorough language planning. This is largely based on the strategic development of Bangor, Aberystwyth and Carmarthen as city regions of the higher percentage areas. Secondly, we call on the education system to be progressive across the higher percentage areas so that all young (and older) people can become fluent and confident in using Welsh and English. There are also other proposals to confirm the linguistic progress driven by both principal recommendations and make it more concrete. We as a Group are satisfied that the proposals in the Work Plan identify the priorities, and in acting upon them, we are confident they will form a basis for an increase in the number of communities where Welsh is the main language and part of the social fabric.

In presenting the report, I wish to extend my thanks to the Group members for their contributions and support, and to Welsh Government Welsh Unit officials for their practical assistance throughout the process.

Dr Rhodri Llwyd Morgan
Group Chair

Part 1: Background and approach

Following a debate on the Welsh Language Strategy *A living language: A language for living* at a National Assembly Plenary Session on the 12th of March 2012, it was agreed that the National Assembly for Wales would:

"Call on the Welsh Government to establish a task and finish group to plan for an increase in the number of communities where Welsh is the main language".

As a result of this vote, Welsh Ministers announced their intention to establish a Welsh Communities Task and Finish Group.

At a meeting of the Partnership Council on the 11th of June 2012, it was decided that the Welsh Communities Task and Finish Group would become a sub-group of the Welsh language Task and Finish Group, and Dr Rhodri Llwyd Morgan was appointed Chair of the Group.

The Terms of Reference for the work were published (Annex 2), and the Minister, Leighton Andrews, approved the membership (Annex 1).

The inaugural meeting was held in September 2012, followed by four other meetings, the last of which was held in September 2013. During this period, the Review Group has received and examined evidence from a wide range of sources including:

- presentations to the group (see Annex 6)
- key research and reports (see Annex 3)
- online consultation (see Annex 7)
- 2011 Census findings/data
- responses from y Cynhadledd Fawr held as part of Welsh Government's broad consultation on the position of the Welsh language
- focus groups in Cardigan and Cardiff (Annexes 4 & 5)

In addition, a public meeting were held at the Denbigh National Eisteddfod in August 2013, where an oral interim report was given by the Chair on the developments and direction of the work.

Since the publication of the 2011 Census results in December 2012, the press and media have referred frequently to the position of the Welsh language, particularly in its traditional heartlands, and the Group has considered the ensuing discussion that refers to the fragile position of the traditional Welsh-speaking areas.

The product of this work is presented for the attention of the Welsh Language Partnership Council and the First Minister, Carwyn Jones, who is responsible for the Welsh language within the Welsh Government.

This document contains background papers on the priority areas and a work plan to increase the number of communities where Welsh is the main language. The Task and Finish Group reached a decision early in the process that the key areas were: **Demographics, Language Transmission, Education, Status, Economy, Infrastructure and Social Vibrancy.**

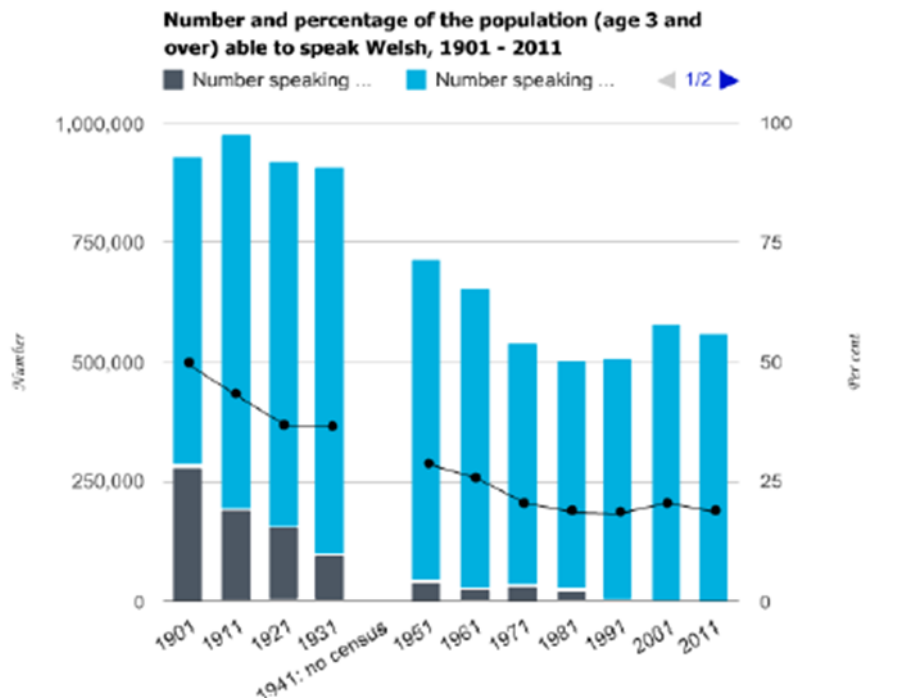
The areas referred to as the "Welsh Communities" or "heartlands" are the following counties: **Anglesey, Gwynedd, Ceredigion, Carmarthenshire**, as well as areas within the counties of Conwy, Powys, Pembrokeshire, Neath Port Talbot, Swansea and Denbighshire.

Part 2: Evidence papers

1. The demographic profile

The national picture

Number and % (aged 3+) able to speak Welsh 1901-2011



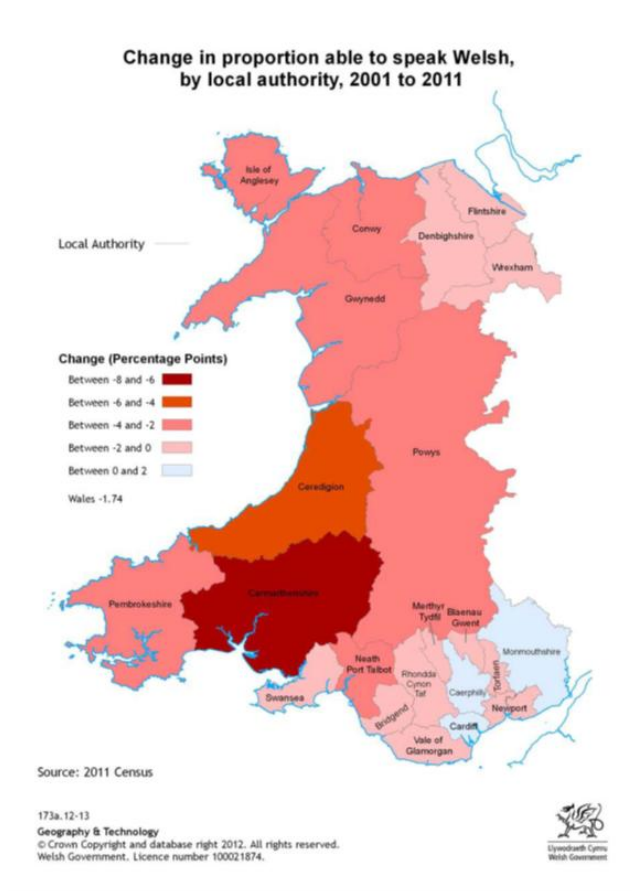
Source: Welsh Language Commissioner²

- 1.1 2011 Census results showed that 19 per cent of the population of Wales can speak Welsh (562,000 people). Despite remaining above the figures noted in the 1991 Census (18.7 per cent and 508,100 people), the results showed a decrease since the 2001 Census (20.8 per cent and 582,400 people).
- 1.2 This decrease of 20,000 Welsh Speakers in Wales came as no surprise. Welsh Government statisticians had undertaken rough estimates of the annual change in the number of fluent Welsh speakers in Wales as part of the development of an evidence base for the Welsh Language Strategy, *A living language: a language for living*, concluding that between 1,200 and 2,200 fluent Welsh speakers are lost each year at present. This is mainly due to the

²<http://www.comisiynyddygyymraeg.org/Cymraeg/Cymorth/dataacystadegau/Pages/Cyfrifiad2011canlyniadauaneuwiadauer2001.aspx>

difference between the number of fluent Welsh speakers who migrate out of Wales and those who return.

- 1.3 A decrease was seen in the number of Welsh speakers in 18 of the 22 local authorities across Wales, with an increase in Cardiff, Caerphilly, Monmouthshire and the Vale of Glamorgan only. Local Authorities in West Wales (Anglesey, Gwynedd, Conwy, Powys, Ceredigion, Carmarthenshire, Pembrokeshire, Swansea and Neath Port Talbot) all saw a decrease in the number of speakers. They also saw a reduction of 2 or more percentage points in the percentage of people who could speak Welsh. Most notably, the reduction in Carmarthenshire was 6,148 people (6.4 percentage points) and the reduction in Ceredigion was 2,954 (4.7 percentage points) – the map shows these changes. As a result, the percentages of Welsh speakers in both counties have dropped below 50% for the first time.



- 1.4 An increase was seen in one important age group, with more 3-4 year olds able to speak Welsh in Wales in 2011 compared with 2001, which suggests that initiatives such as Twf and the fact that Welsh medium education has grown over the past decade are influencing parents' language choice for their children. It is also possible that the increase seen in the transfer rate in families in which one parent could speak Welsh from 40% in 2001 to 45% in 2011 reflects that increase in the numbers of 3-4 year olds who can speak Welsh.
- 1.5 It is also interesting to note that the percentage of Welsh speakers aged 5-15 has remained at a similar level between the Censuses, at around 40%. Nonetheless, the number of speakers in this age group has reduced, in line with the decrease in population for the group. There were 41,300 fewer children aged 5-15 in 2011 than in 2001, therefore an almost inevitable decrease of 18,900 was seen in the number of those who could speak Welsh. That figure contributes greatly to the reduction of almost 20,000 in the number of Welsh speakers.

The picture in the Welsh-speaking communities

- 1.6 As noted above, the 2011 Census shows a decrease in the numbers and percentages of Welsh speakers in the western counties - with the most notable decreases in Carmarthenshire and Ceredigion.

Change in the percentage of people who can speak Welsh

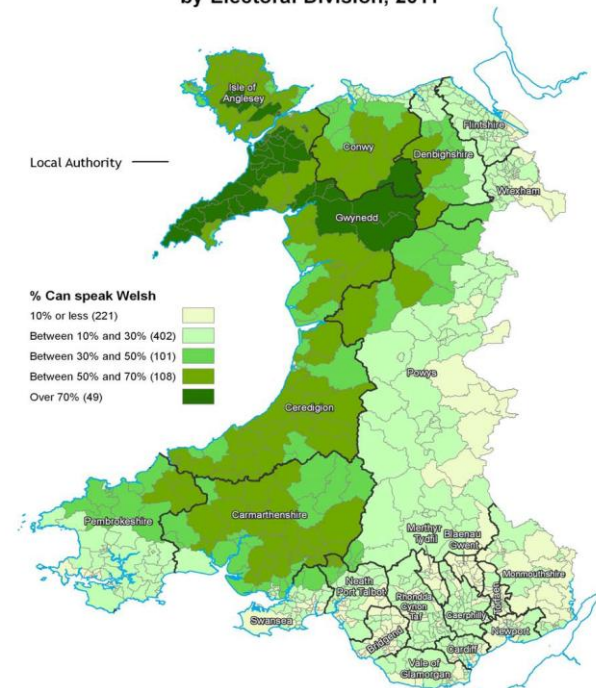
Local authority	% Welsh-speaking 2001	% Welsh-speaking 2011	Change (%)
Gwynedd	69.0	65.4	-3.6
Anglesey	60.1	57.2	-2.9
Ceredigion	52.0	47.3	-4.7
Carmarthenshire	50.3	43.9	-6.4

Source: Census 2011

- 1.7 There were 157 electoral divisions (18%) where over half the population could speak Welsh (in the north and west). This is lower than the 192 electoral divisions (22%) in 2001. Further, just under a third (32.4%) of Wales' Welsh speakers live in such divisions.

- 1.8 The number of communities in Wales where over 70 per cent of the population speaks Welsh has reduced significantly during the past decades - from 92 in 1991, 59 (7%) in 2001 to 49 (6%) in 2011. By 2011, every one of these electoral divisions (except one in Conwy) was in Gwynedd or Anglesey - this is shown on the map. These electoral divisions represent 11.1% of Wales' Welsh speakers.

Proportion of people (aged 3 and over) able to speak Welsh, by Electoral Division, 2011



Source: 2011 Census

193.12-13
Geography & Technology
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- 1.9 Particular attention was given to the 70% threshold in certain areas and it was used as the basis of one of the targets in *Iaith Pawb* (2003). Some believe it represented an irrefutable statistical turning point in relation to language use. The possible significance of this was discussed by Hywel Jones, the Statistician at the office of the Welsh Language Commissioner, who refers to the reduction in the possibility of Welsh speakers meeting other Welsh speakers at random as the percentage reduces.³ Overall, and this was

³ Jones, H. (2012) *A Statistical Overview of the Welsh Language*. Cardiff: Welsh Language Board 2012

reflected in the consultation and the call for evidence, considerable mythology has developed in relation to the significance of the 70% "threshold" and the significance of other thresholds based on Census data alone.

- 1.10 Although the general pattern in higher percentage areas is a decrease in the percentage of Welsh speakers based on electoral divisions, there was a small increase in the percentage of Welsh speakers in certain villages in the Caernarfon area which, possibly, attracts Welsh speakers from other parts of Gwynedd.
- 1.11 With the exception of Caernarfon, one significant feature of the Welsh language in the west is the variation in the proportion of Welsh speakers between the main urban centres and their surrounding areas. The percentage of Welsh speakers in Bangor (36.4%), Aberystwyth (30.9%) Carmarthen (37.6%) and Llanelli (23.7%) is significantly lower than in the rest of Gwynedd, Ceredigion and Carmarthenshire. The effect of higher education institutions and hospitals is among the reasons for this but their importance as areas of employment, commerce, leisure and services gives them particular significance.
- 1.12 Considering the position of the Welsh language in the western communities, it is worth noting that Cardiff saw an increase of 4,231 Welsh speakers between 2001 and 2011. This could possibly be partly as a result of the out-migration of Welsh speakers from higher percentage communities to Cardiff for economic and social reasons. But it is not only within Wales that Welsh speakers move (see para 2 above). According to the 2011 Census, around 8,400 people in England recorded that Welsh was their main language, but that appears to be only a small proportion of the Welsh speakers in England. According to the publication 'A Statistical Overview of the Welsh Language', it is estimated that there were around 110,000 Welsh speakers living in England in 2001.
- 1.13 In addition to out-migration, in-migration is also a key factor in the position of the Welsh language in higher percentage communities. A growth of 153,000 was seen in the population of Wales between 2001 and 2011, and the majority of that growth can be attributed to people who move in to Wales. This in-migration had an impact on the proportion of Welsh speakers living in Wales and on the higher percentage communities. Carmarthenshire saw an increase of 6% (10,300), Conwy an increase of 5% (5,700), Gwynedd an increase of 4% (4,700), Anglesey an increase of 3% (2,100) and Ceredigion very little change (%) (decreasing by some 100 people).⁴
- 1.14 The reduction in the number of children had an impact on the percentage of Welsh speakers also, and this has implications in terms of the potential to transfer the language in the future (within the family or through the education system). A reduction of 5% was seen in the number of children aged 5-15 in Wales between 2001 and 2011, but the reduction was considerably higher in

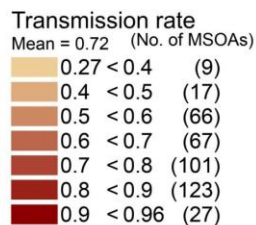
⁴ Ceredigion County Council considers this figure to be very dubious.

Ceredigion (13%), Anglesey (10%) and Gwynedd (8%), though it was considerably lower in Carmarthenshire (2%).

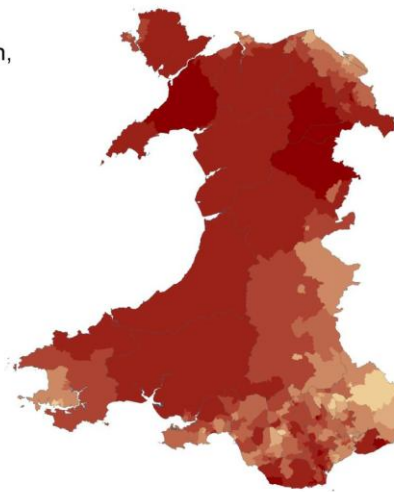
1.15 A reduction of 5% has also been seen in the number of births in Wales during the past twenty years (1991/92 to 2011/12). Trends in higher percentage areas varied - in Gwynedd there was a significant decrease of 15% but Carmarthenshire saw an increase of 6%

1.16 The language transmission rate in the western communities should also be considered. The maps below, published by the Welsh Language Commissioner, show language transmission patterns across Wales (2011).⁵ With some exceptions, the general pattern is that transmission rates are at their strongest in the areas in which higher percentages of Welsh speakers are found.

Couples with children aged 3 to 4 where 2 adults could speak Welsh, 2011



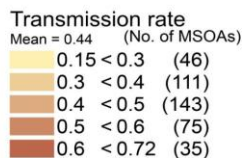
Local authority boundary
The rate has been smoothed using a spatial empirical Bayes smoother.



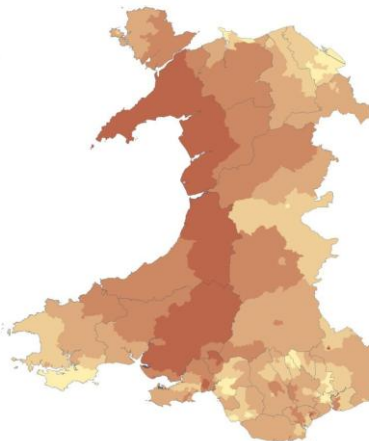
Source: Census 2011, DC2601

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Couples with children aged 3 to 4 where 1 adult could speak Welsh, 2011



Local authority boundary
The rate has been smoothed using a spatial empirical Bayes smoother.



Source: Census 2011, DC2601

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⁵<http://www.comisiynyddygyraeg.org/English/Assistance/Dataandstatisitcs/Pages/dataandstatisticsshomepage.aspx>

Fluency and use

- 1.17 Unsurprisingly, fluency and use go hand in hand. According to Language Use Surveys in 2004–06 commissioned by the Welsh Language Board, just over half (58%) of those who said they were Welsh speakers considered themselves to be fluent. Among those stating they are fluent speakers, the majority (87%) use the language daily. The Language Use Surveys also show that the highest percentages of Welsh speakers who use the language every day are found in Gwynedd, Anglesey, Ceredigion and Carmarthenshire.

Conclusions

- 1.18 The 2011 Census shows a decrease in the numbers and percentages of Welsh speakers in the higher percentage counties - with the most notable decreases in Carmarthenshire and Ceredigion.
- 1.19 With the exception of Caernarfon, one prominent feature of the Welsh language in the higher percentage areas is the variation in the proportion of Welsh speakers between the main urban centres and their surrounding areas.
- 1.20 In addition to out-migration, in-migration is also a key factor in the position of the Welsh language in the western communities.
- 1.21 The decrease in the number of children has also had an effect on the percentage of Welsh speakers and this has implications in terms of the potential to transfer the language in the future.
- 1.22 With some exceptions, the general pattern is that transfer rates are at their strongest in the areas in which higher percentages of Welsh speakers are found.
- 1.23 The Language Use Surveys also show that the highest percentages of Welsh speakers who use the language every day are found in Gwynedd, Anglesey, Ceredigion and Carmarthenshire.

2. Language transmission and the use of Welsh within the family

The Background

- 2.1 The Welsh Government's Welsh Language Strategy, *A living language: a language for living* notes the importance of families in language planning. In addition to education language transmission from one generation to the next is considered a key area. In order to see an increase in the number of those speaking the language it must be the language of the home for as many children as possible.

A common phenomenon amongst lesser used languages is the tendency towards the major languages and the loss of the lesser language in the home.⁶ During the eighties, for example, there was great concern in the Gaeltacht that parents were apathetic and defeatist in relation to transferring the language to their children, and that some Gaeltacht communities relied on the schools to transfer the language to their children. The experience in Wales is the same and extensive references can be found by commentators expressing concern at the decrease in language transmission rates over the decades within the family.⁷

As part of the group's discussions the key factors that can / could encourage young families to transfer the language were considered. Some research studies were published in the field of language transmission over the years (listed in Annex 1) and the conclusions of these studies are considered in this section. Also considered are 2001 and 2011 Census statistics which are relevant to language transmission, in addition to the current activity of the Welsh Government and its grant partners in this area.

In seeking to consider language transmission and the use of language within families in high percentage areas, a number of factors that can influence parents/carers should be borne in mind. Consideration should be given in the first instance to the diverse linguistic nature of the families, including families where both parents speak Welsh, bilingual, monoglot English or single-parent families.

The language profile of a community and the status of a language within the community can be important factors in language transmission within the areas in question. The findings of the *Impact Assessment Report: Twf and Onwards* by Bangor University,⁸ suggest that these two factors are linked and there is a

⁶ A notable work in this regard is Fishman, J. (1991) **Reversing Language Shift: theoretical and empirical foundations of assistance to threatened languages**. Clevedon: Multilingual Matters Ltd.

⁷ Jenkins, Geraint H. ed. (1998-2001) *The Social History of the Welsh Language Series*, including "The Welsh Language and its Social Domains, 1801-1911" and "Let's Do Our Best for the Ancient Tongue': The Welsh Language in the Twentieth Century".

⁸ Irvine, Roberts et al. 2008, 'Twf and Onwards - Impact Assessment and the Way Forward' Bangor University

likelihood that parents will demonstrate a desire to transfer the language. In a sample of 306 parents, 64% stated in this study that considering their child's social and cultural life in the future had influenced their decision to transfer the language.

The Evidence

Studies

2.2 As already stated, various studies have been commissioned in this field over the years and, bearing in mind variation in the nature and size of the samples in question, they are very useful sources of information in relation to trends in the sociology of language. In research undertaken by Dr Kathryn Jones and Dr Delyth Morris with families in Gwynedd, Denbighshire and Carmarthenshire in 2004-05,⁹ it was concluded that there were five main influences to consider in relation to language transmission within the family, namely;

- the quality of the relationship between parent and child
- fathers' and mothers' involvement
- the relationship between siblings
- the role and influence of the extended family
- the parents' language values and the relationship between them

2.3 Evidence also suggests that parents/carers' decision to transfer the language is largely an instinctive one. They tend to use the language with which they are most familiar, or the language they speak with their partner. The availability of Welsh medium education and Welsh medium child care was also noted as being able either to reinforce or impede language transmission within the family. Another significant study by Bangor University notes that a link exists between language transmission choices and the parents' experience of the Welsh language since childhood.¹⁰ It was identified that there was a link between the parent's home language and their social experience as children and their choice to transfer the language to their own children. Subsequently, factors such as parents' confidence in using Welsh with their children, parents' fluency and their own perception of their fluency are seen as affecting language transmission and use within the family.

2.4 If we accept that language transmission within the family or Welsh socialisation within the family is a central issue to language reproduction, it is

⁹ <http://www.esrc.ac.uk/my-esrc/grants/RES-000-22-0611/read/reports/> Jones, Kathryn and Morris, Delyth (2007) Welsh language socialization within the family. *Contemporary Wales*. 20 (1) p. 52-70 Cardiff: University of Wales Press.

¹⁰ Gathercole, V.C. and Thomas, E.M. ed. (2007) **Language Transmission in Bilingual Families in Wales**. Cardiff: Welsh Language Board.

important to continue to take action in this area and update the body of research and evaluation.

Data

2.5 The number of children aged 3-4 who can speak Welsh increased from 13,329 in 2001 to 16,495 in 2011 (an increase from 18.8% to 23.3%.)

Transmission rates (based on 3-4 year old children only)

According to the Census 2001:

- In homes where both parents spoke Welsh, 82% of the children could speak the language;
- In homes where a lone parent spoke Welsh, 55% of the children could speak the language;
- In homes where there were couples with 1 adult who could speak Welsh, 40% of the children could speak the language;
- The transmission rate for couple households where two adults could speak Welsh, remained stable between 2001 and 2011, at approximately 82%;
- The transmission rate for couple households, where one adult could speak Welsh increased from 40% in 2001 to 45% in 2011;
- The transmission rate for lone parent households, where one adult could speak Welsh, decreased from 55% in 2001 to 53% in 2011;

Chart 1

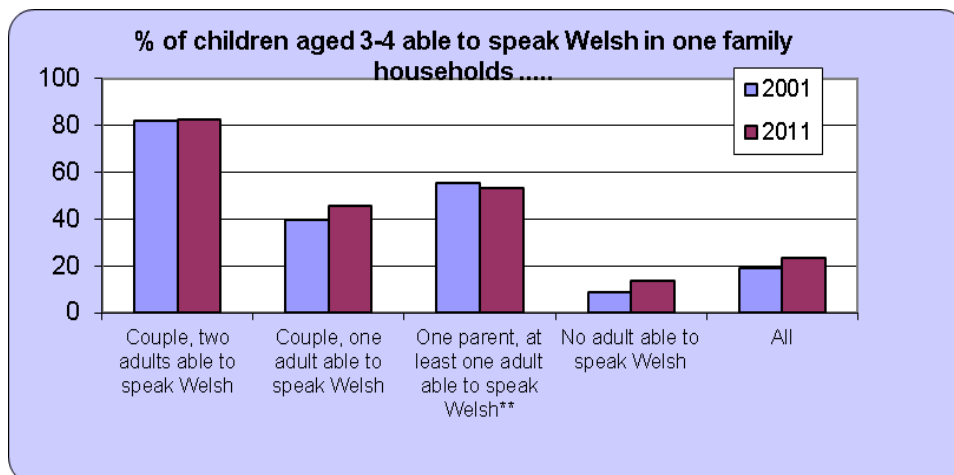
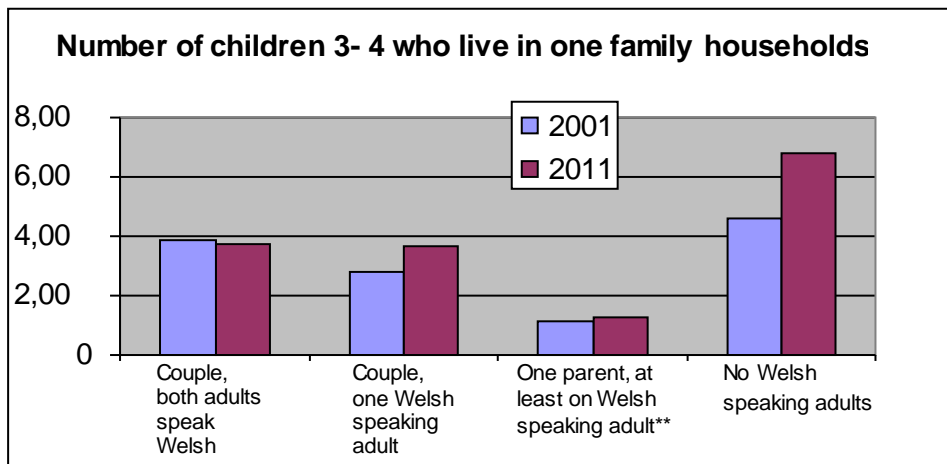


Chart 2



** There may be more than one adult in a lone parent household e.g. a non-dependent sibling.

Table 1: Percentage of children aged 3-4 who can speak Welsh in one family households, highest percentage counties (2001)

County	Couple family, 2+ adults Welsh-speaking	Couple family, 1 adult Welsh-speaking	Lone parent family, at least 1 adult Welsh-speaking	No adult Welsh-speaking	Total
Anglesey	79	49	70	18	55
Gwynedd	90	56	74	35	72
Ceredigion	88	53	66	28	56
Carmarthens hire	85	48	61	16	42

Source: 2001 Census

Table 2: Percentage of children aged 3-4 who can speak Welsh in one family households (2011)

County	Couple family, 2+ adults Welsh-speaking	Couple family, 1 adult Welsh-speaking	Lone parent family, at least 1 adult Welsh-speaking	No adult Welsh-speaking	Total
Anglesey	80	47	61	22	54
Gwynedd	90	63	82	35	74

Ceredigion	83	59	63	34	59
Carmarthens hire	85	57	56	25	46

Source: Census 2011

- Overall, the transmission rate for couple families where two or more adults are Welsh-speaking has remained stable across Wales between 2001 and 2011 (with the figure varying more in areas where there are fewer Welsh speakers).
- The transmission rate for couple families with one Welsh-speaking adult has increased in areas across Wales.
- The number of children speaking Welsh in families where there is no Welsh-speaking adult has increased in all local authorities (in Gwynedd the rate remained stable).

Further analyses

2.6 Part of an MSc student project, undertaken in collaboration with Welsh Government, will look at the characteristics of different types of areas (including areas in which a decrease/increase was seen in the number and percentage of Welsh speakers between 2001 and 2011). This work will include comparing the demographic characteristics of these areas e.g. age structure, number of children etc. It is hoped that an element of the work will examine family characteristics. It is anticipated that the work will be completed by the beginning of 2014.

Current Welsh Government activity in language transmission and the use of language within families

Twf

2.7 The Twf project is one of the main interventions that seeks to be influential in language transmission within the family. The project was launched in 2002 by the Welsh Language Board, with the aim of encouraging an increase in the rate of language transmission in the home within families in Wales. The main target audience was families in which at least one parent can speak Welsh.

The aim of Twf is to provide information, advice and support to expectant mothers, new mothers and their families in relation to the advantages of bilingualism and the use of Welsh in the home. This is done in a hands-on manner via Field Officers and local and national promotional activities, and in partnership with midwives and health visitors. The scheme has 20 Field Officers based in areas across Wales and they work closely with health and community partners locally to convey messages to parents regarding the value of Welsh from the cradle and bilingualism.

The Twf impact assessment (*'Twf and Onwards; Impact Assessment and the Way Forward'* Irvine F et al, 2008) stated that early interventions are very important, since linguistic practices are difficult to change once established. In addition, it was stated that Twf worked effectively within the health sector and offered appropriate information to parents which permits them to make informed decisions.

At present, Twf Field Officers work part-time and have over 9000 contacts for sharing Twf messages annually. This means conversing with around 4000 individuals, at least twice during the period prior to and following the child's birth.

Twf officers keep a constant record¹¹ of users' views on the services offered, and the responses provide clear confirmation that what is achieved through the Twf scheme is successful. Here are some relevant quotes:

"[As a Health Visitor] Twf has certainly made me more aware of the importance of introducing the two languages to a child as early as possible, and has helped in promoting this to families during the course of my job".

"I first came into contact with Twf in the doctor's waiting area when I was pregnant and read the information on the board... Twf has helped us as a family as I bring the Welsh I have learnt at the [Amser Twf] group home and introduce it to the family home...Without Twf, although we felt it would be beneficial for our daughter to learn Welsh, it is unlikely we would have taken steps to teach her. Whereas with Twf we are speaking Welsh every day to her and would like to send her to a Welsh-medium school so she will become truly fluent".

"The principles of Twf hit a strong chord with me as I was brought up in and strong Welsh speaking extended family environment. However, my parents spoke English and as such I was never encouraged to speak Welsh with aunts and uncles and cousins... Twf has encouraged me to converse in Welsh with my son via the use of song in nursery rhymes which both [my son] and I thoroughly enjoy... [Twf] has also assisted my husband in participating in the language journey, so we can all learn together".

Mae Dy Gymraeg Di'n Grêt

- 2.8 The aim of the project "*Mae Dy Gymraeg Di'n Grêt*" is to raise confidence and increase the use made of Welsh amongst parents who are lacking in confidence in Welsh and who are not used to using the language with their children or socially. The project was established in connection with Twf field officers' work within areas in south west Wales, where it became increasingly apparent that some families needed further support as well as providing

¹¹ Impact of Twf – field research 2011, Iaith Cyf.

advice and support for parents in relation to language transmission and use within the family.

The plan was to achieve this aim by holding a series of informal sessions with groups of parents and extended families of under fives over a specified period. Enjoyable and safe informal and leisure opportunities were provided for parents to start to gain confidence in their ability to speak Welsh, along with an opportunity to reflect on the use made of Welsh within their families, their peer groups and socially in the community. As a result parents were given an opportunity to spot new chances to try and extend their use of Welsh in their daily lives.

Project evaluation reports prove that holding such sessions succeeds in changing attendees' language practices by the end of the period, with results showing an increase of 90% in the use of Welsh amongst attendees and their children; with the same percentage stating they are happier with their spoken Welsh skills since attending the sessions. One parent stated that it was "...*absolutely lovely to speak Welsh without worrying about making mistakes*" and another parent added "*I can see more value to Welsh now I've got the children*". (MDGDG 2012/13: *End of year report*). On average, 70 individuals attended during 2012/13.

Welsh for the Family

- 2.9 In considering the areas in question, it is important to take into account families where Welsh is not the main language of the home, including families who are learning Welsh or who have moved into a particular area. In this regard, the role of the Welsh for Adults Centres and the various community partners is important.

The Welsh for the Family course was launched in 2012 and is designed to ensure that parents at Entry level learn appropriate language and have various opportunities to use Welsh with their young children from the outset. *Raising our sights: Review of Welsh for Adults*, Welsh Government, July 2013 refers to the success of the Welsh for Adults Centres in getting learners interested in the Welsh for the Family courses. Welsh for Adults Centres, through the working group established to consider Welsh for the Family, have succeeded in fostering a sound collaborative relationship with key partners such as schools, Mudiad Meithrin and Twf to attract parents and extended families, and *Welsh from the Cradle* sessions, for new parents and their babies, are also provided. This collaboration has ensured that learners' needs are at the heart of the planning process, with those needs including ensuring that courses are held at the same time and in the same place as Cylch Meithrin nursery groups or school; and ensuring that there is an emphasis in the courses on introducing and practising Welsh immediately, following the same language patterns as those used by the child. The numbers attending Welsh for the Family courses are rapidly increasing with around 1,600 adults following these particular courses in 2012-13. The Welsh for the Family courses are tailored to enable parents, family members, friends and

individuals working with children to learn the language, and understand children when they speak Welsh.

Welsh Government Grant Partners

2.10 Much of the influential work relating to families is carried out by various organisations who receive grant funding annually from Welsh Government. This work includes holding conversations with parents in order to convey information regarding the advantages and opportunities to use Welsh, and organising activities to raise awareness of the social opportunities and support available to parents to bring their children up in Welsh or bilingually.

In addition, various projects are run by the Mentrau Iaith language initiatives including;

- the Blas ar Gymru / Taste of Wales project (a project for the families of children attending Latecomer Centres), which includes 5 sessions for families to increase their awareness of Welsh and the local area, and integrate them into the local area to raise their awareness of their important role in supporting their children's linguistic development, as well as their awareness of social opportunities to use the language beyond the school setting
- the Ail Gydia'n Dy Gymraeg / Re-discover your Welsh project for parents who have been through the Welsh medium education system to increase their confidence to speak more Welsh with their children
- collaboration with childcare settings to increase and support their use of Welsh internally
- undertaking a project for families to increase their awareness of Welsh and introduce them to local Welsh networks and increase their Welsh identity.

Mudiad Meithrin

2.11 Mudiad Meithrin receives an annual grant from Welsh Government and is responsible for around 550 nursery groups across Wales, offering daily sessional care and education to children aged between 2 and 5. More than 12,000 children are given an opportunity to learn through play through the medium of Welsh in cylch meithrin nursery groups. Mudiad Meithrin also holds more than 450 Ti and Fi younger infant nursery groups across Wales. These groups offer an opportunity for children, from birth to compulsory school age, and their parents/carers to meet once a week to socialise, share experiences and play in an informal Welsh medium environment.

Welsh medium childcare

2.12 One of the main objectives of the Welsh-Medium Education Strategy is to create a more effective planning system. Local Authorities are required to prepare and submit Welsh in Education Strategic Plans to Welsh Government annually and this will be statutory from April 2014 onwards.

These Plans will outline how education authorities intend to achieve the Welsh Government aims and targets as outlined in the Welsh-Medium Education Strategy. The Strategic Plans will ensure that Welsh-medium provision is planned and developed in response to demand. The intention of the Strategy is to improve Welsh-medium provision in the pre-compulsory education phases and the compulsory phase, based on a proactive response to the informed demand amongst parents. The Strategy notes two strategic aims that are relevant for developing Welsh-medium provision in the early years:

- I. To expect an improved assessment of parental preference as regards the language medium of childcare. Along with early years provision and provision in the statutory sector in those education authorities where a choice is offered between Welsh-medium and English-medium, local authorities will be expected to act on the findings when planning provision in line with national guidelines.
- II. To encourage increased access to Welsh-medium early years and primary statutory provision within the child's community.

2.13 There is an important link between the Welsh Government's Welsh-Medium Education Strategy and Welsh-medium childcare, particularly in measuring the demand for Welsh-medium childcare provision. The *Cordis Bright* report on childcare in Wales in 2012 showed that the most significant findings in the majority of Local Authorities referred to Welsh-medium childcare. Local Authorities are required to undertake an annual Childcare Sufficiency Assessment and on the basis of that assessment the *Cordis Bright* report highlighted some significant findings in relation to Welsh-medium childcare. A shortage of Welsh-medium childcare provision was found in 19 Local Authorities. The gaps found in the provision refer in the main to the lack of choice of Welsh-medium childcare available to parents. Common gaps were highlighted in terms of the number of Welsh-medium childminders, day nurseries and pre-school and after-school care available. For example, no gaps were recorded in the Welsh-medium childcare provision by Carmarthenshire, but a shortfall in the number of Welsh-medium childminders was referred to in Anglesey, as was a lack of Welsh-medium after-school services in Ceredigion.

An interdepartmental group within the Welsh Government is cooperating to look in more detail at the area of Welsh-medium childcare. Consideration will be given to issues such as the place of Welsh on the Welsh Government's childcare policy agenda, including measuring the demand for Welsh-medium childcare. The way in which this demand is met will also be examined, along with the workforce and the quality of the provision.

We have previously discussed the findings of studies suggesting that there is a link between childcare and language transmission. Linked to this, factors such as employment and affordable childcare, the availability of Welsh-medium childcare and encouraging the use of it within the areas in question could be considered. In the context of affordable childcare, as part of their discussions, the group touched upon planning factors for families and raising children and the possibility that some families have to leave a longer period

between children due to the childcare costs for more than one child. Further research into this area and its link to language transmission may be useful.

Policy context and main-streaming

- 2.14 Welsh Government is committed to a number of policy areas relating to children, cross-referenced with key policy areas involving the connection between parenting and childcare and language transmission and the use of language within the family. In order to meet the needs of Welsh-speaking children and families and ensure the use of Welsh is encouraged and supported within families, adequate services need to be provided for them.

Programmes such as Families First lead on improving service delivery methods to families across Wales. The programme ties into the support offered by programmes such as Flying Start, Communities First and the Integrated Family Support services. The Welsh Government provides guidance to local authorities in relation to the above programmes whereby they are asked to give sufficient consideration to the Welsh language in line with the requirements and needs of families locally.

Conclusions

- 2.15 If we accept that language transmission within the family or Welsh socialisation within the family is central to language reproduction, it is important to continue to take action in this area and update the body of research and evaluation.
- 2.16 When considering the needs of families where Welsh is not the main language of the home, for example families who have moved into an area or families who are learning the language, they need a different type of support to transfer the advantages of bilingualism to them and support them to introduce and use Welsh within the family.
- 2.17 Further research into the relationship between childcare issues, birth rates and the influence on language transmission would be useful to plan strategies further.

3. Education

Background

- 3.1 In this section, we provide an outline of some of the main education considerations facing areas where there are higher percentages of Welsh speakers. The basis of the issues outlined are local authorities' education policy developments and the increasing attention given by Welsh Government to this area. The focus is predominantly on the local authority areas of Ceredigion, Carmarthenshire, Gwynedd and Anglesey, with some attention also given to Powys, Conwy, Denbighshire, Pembrokeshire, Carmarthenshire and Neath Port Talbot.

In the areas of the four main local authorities in question, Welsh is the main medium of teaching in for at least half of primary pupils and the majority of seven year olds are assessed in Welsh First Language. This measure is used as a target for Outcome 1 of the Welsh Medium Education Strategy, namely *More seven year old children being taught through the medium of Welsh* The Welsh Government's aim is that 25% will achieve this nationally by 2015 and 30% by 2020.

Historical development

- 3.2 The period following the Second World War was a key period in the history of Welsh Education when Welsh was normalised as a medium of learning in the primary sector - particularly across extensive parts of the area in question. To a large extent, in the secondary sector, it was simply a matter of "lessons history, lessons geography, lessons English", as Dafydd Iwan once said. A positive change came about in the 1960s in some authorities under the enlightened leadership of elected members, education officers and senior school headteacher appointments. Developments were also facilitated by the Gittins report of 1967. Informal and gradual progress was confirmed in some of the relevant areas with local government reorganisation in 1974 and the formulation of education language policies in Gwynedd and Dyfed.

In Gwynedd in particular, the establishment of Language Centre provision for latecomers was a vital development - enabling a situation whereby primary schools at least were almost invariably Welsh-medium apart from the odd exception in Bangor and Anglesey. The latecomer provision has been quite a common feature across the higher percentage areas since the 80s, although the model is generally a part-time one (one or two days a week) rather than the full-time immersion course (every day for 10 weeks) as found in Gwynedd.¹²

¹² Gwynedd: http://www.gwynedd.gov.uk/gwy_doc.asp?cat=7072&doc=26125&Language=2&p=1&c=1 .

Ceredigion has also adopted the same full-time model by now in one area:

http://news.bbc.co.uk/welsh/hi/newsid_9530000/newsid_9537300/9537366.stm

In Dyfed in the 70s, language categories were determined to correspond with Welsh-medium, English-medium or two stream and two stream schools were commonly found in the towns. With these language policies and categories tensions appeared in some areas, expressed by small but vocal movements such as Parents for Optional Welsh, Language Freedom Movement and Education First and very recently BiLingo in Ceredigion.

Changing language category and any suggestion of increasing Welsh-medium provision continues to be a controversial issue. Ceredigion Council had to go to the High Court to change Ysgol Gynradd Llandysul Primary School from a two stream school to a Category A / Welsh-medium school at the beginning of the 1990s.

More recently, some tensions have been experienced in strengthening the implementation of Ceredigion's primary-secondary progression policy and turning Ysgol Gynradd Aberteifi into a Welsh-medium school. Similar opposition was experienced in Penmaenmawr as Ysgol Pencae changed from being a two stream school to a Welsh-medium school, and recently the suggestion of a similar proposed development in Newcastle Emlyn was met with distain.

One international authority on bilingual education, Professor Colin Baker, described the situation in Wales in 1993 as being of "kaleidoscopic variety" based on the range of different practices and approaches - from the "Welsh Second Language" lesson in an English-medium school at one extreme to education delivered almost entirely through the medium of Welsh at the other.¹³ **Twenty years later little development has been seen. In essence, the situation has stagnated for twenty years or more. It could be argued that in Gwynedd continuity is acceptable but in the other parts, it means that the policy aims are not being achieved and it is not possible to contribute to increasing the number of individuals who can choose to speak Welsh.**

Taking a critical view, not only the issues permitting the continuation of the kaleidoscopic variety need to be addressed, but the question asked, "is it not possible for all children to develop fluency in Welsh and English in higher percentage areas".

¹³ Useful bibliography can be found at http://bilingualism.bangor.ac.uk/people/colin_baker.php.en? The volume in question is the Encyclopaedia of **Bilingualism and Bilingual Education** (1993) Cleveland: Multilingual Matters.

Recent Trends

Local Authorities

Table 1 Number of pupils receiving Welsh-medium education

	2002 (No.)	2012 (No.)	2002- 12 (No.)		2002 (%)	2012 (%)	2002- 12 (%)
Anglesey	570	510	-60		77.6	75.2	-2.3
Gwynedd	1249	1181	-68		93.2	98.4	5.2
Conwy	262	251	-11		21.5	23.7	2.3
Denbighshire	233	242	9		21.0	23.2	2.2
Powys	222	261	39		14.6	19.4	4.7
Ceredigion	549	481	-68		77.3	73.3	-4.0
Pembrokeshire	216	271	55		16.8	21.2	4.4
Carmarthenshire	1014	1018	4.		54.0.	55.6.	1.6
Neath Port Talbot	226	277	51		14.1	17.7	3.6

- 3.3 As can be seen, the number of pupils receiving Welsh-medium education according to this measure has decreased in the local authority areas of Gwynedd, Anglesey and Ceredigion and this stems mainly from a reduction in the number of children in these counties. In the other local authorities in question, an increase can be seen, though the rate of increase in all cases is not sufficient to assist in meeting the national targets set for 2015 and 2020.
- 3.4 According to Statistics Wales, 6.2% of children aged 5 and over can speak Welsh fluently. By the age of 7, 21.9% of seven year olds were assessed in Welsh. Therefore, most schools provide an immersion situation as is the case for the majority of pupils in higher percentage areas. In an immersion situation, schools have to deal knowledgeably and sensitively with the linguistic needs of different cohorts within the same class. In fairness, very much success in this regard is thanks to the hard work of Welsh-medium primary schools in higher percentage areas.
- 3.5 An analysis of school age data from the 2011 Census and assessment data showed that the correlation between Welsh speakers and those assessed in Welsh First Language was at its closest in areas where there is a higher percentage of Welsh speakers.

Table 2 Analysis of school age data from 2011 Census

Local authority	Assessed in Welsh First Language 2011 Aged 7 (%)	Welsh-speaking Census 2011 Aged 5-9 (%)
Gwynedd	98.4	91.4
Ceredigion	73.1	81.6
Anglesey	68.8	78.9
Carmarthenshire	55.6	60.0
Conwy	26.1	47.9
Denbighshire	25.0	45.3
Pembrokeshire	21.2	40.7
Rhondda Cynon Taf	20.8	30.7
Caerphilly	17.3	33.4
Powys	16.8	41.2
Cardiff	15.9	27.1
Neath Port Talbot	15.3	29.7
Vale of Glamorgan	13.7	28.5
Merthyr Tydfil	12.8	21.4
Swansea	12.6	25.7
Wrexham	11.7	29.5
Torfaen	9.4	38.0
Bridgend	8.9	24.3
Flintshire	5.7	33.1
Blaenau Gwent	4.7	30.5
Monmouthshire	4.4	40.3
Newport	3.9	34.8

3.6 Also, when comparing the figures from the 2011 Census with the assessment data of 2001, it was seen that the 14 year old pupils in 2001 would have been in the 20-24 age cohort in 2011. The comparison can be seen in this table:

Welsh-speaking, 2001 Census 2001 Aged 10-14 (%)	Assessed in Welsh First Language 2001 Aged 14 (%)	Welsh-speaking Census 2011 Aged 20-24 (%)
43.7	13.8	17.6

The data suggests that those who studied Welsh First Language continue to consider themselves Welsh speakers ten years later. **Widening Welsh-medium provision**

3.7 The national policy crystallised in the Welsh-medium Education Strategy is

*'Welsh-medium education from the early years, with robust linguistic progression through every phase of education, offers the best conditions for developing future bilingual citizens.'*¹⁴

As a result of the School Standards and Organisation (Wales) Act 2013 there is a statutory expectation on all local authorities to prepare a Welsh in Education Strategic Plan. The principal tool in the Act and these Plans in relation to Widening Welsh-medium provision is the expectation upon relevant local authorities to assess the demand for Welsh-medium education. As part of a recent consultation on the content of the Plans, a flavour of the expectations upon authorities was also provided as they set about assessing the demand.¹⁵ There was considerable discussion surrounding the suitability of a model of assessing the demand in authorities where the majority of provision was already through the medium of Welsh. The outcome of that discussion is highlighted in the Draft regulations. Nonetheless, a static position within many higher percentage areas is not helpful to the aim of increasing the number of Welsh communities. Implicit in this there is a need to plan to increase and deliver more Welsh-medium education as opposed to what is often described as bilingual education. The national policy framework and the local interpretation of this policy is therefore key.

In some of the areas in questions, one of the consequences of the education language policy is to seek to expand Welsh-medium provision while considering the definitions found in the document *Defining schools according to Welsh-medium provision; Information Document number: 023/2007*.

For example in Ceredigion, in relation to the education language policy, some positive developments have been seen in recent years. In terms of far-reaching policy to reorganise the education provision, there is a clear commitment that states that any new schools will be Welsh medium schools. More purposeful action on the county's progression policy has taken place and this has led to a situation whereby over 90% of pupils continue in Welsh-medium education or Welsh streams on transition to the secondary school compared to 80% some years ago. It has already been stated that Ceredigion has also opened a new Language Centre for latecomers which emulates the more effective full-time model in Gwynedd.

However, despite the progress in some aspects there is a lack of development in some ways also. The weakest area in this respect is the

¹⁴ <http://wales.gov.uk/topics/educationandskills/allsectorpolicies/welshmededuca/?lang=en>

¹⁵ <http://wales.gov.uk/consultations/education/draft-welsh-education-strategic-plans-regulations-2013/?lang=en>

development and widening of Welsh-medium provision in Aberystwyth. For some decades, and indeed since the local authority adopted Ysgol Gymraeg Aberystwyth after the Second World War, less than a third of Aberystwyth pupils are in Welsh-medium education. Not dissimilar situations are to be found in Bangor and Carmarthen in terms of the medium of primary schools and these three urban centres, as has already been stated, face similar circumstances. Of course, history has a clear part to play in the development of these places and scenarios. One of the major challenges we lay down to the relevant agencies is to address this and work towards enabling all pupils in higher percentage areas to develop into fluent and confident speakers of both Welsh and English.

In each of these authorities, neither the situation in terms of Welsh-medium provision in Key Stage 4 nor at the post-16 phase has developed much in the past twenty years. In this regard the term “kaleidoscopic variety” becomes apparent once again. Across the area there can be English-medium schools, Welsh-medium schools as well as a range of different provisions under the definition of a bilingual secondary school.¹⁶ Despite the complexity, which often arises as a result of dealing with a legacy of variation in language medium in the primary sector coupled with relatively small classes, it is clear from Welsh Government data that the situation is unsatisfactory in terms of progression and continuity.

Working with parents

- 3.8 Implementing a sound language policy in education means a local authority will need to consider how to persuade parents of the value of Welsh-medium education and widen that provision in certain situations. Often, parents will support or accept what is offered in the Foundation Phase, but some will be less enthusiastic about the extent of Welsh-medium teaching in other key stages.

The School Organisation Code needs to be taken into account to change language category and the set procedure followed. Changes will be introduced to this following the passing of the School Standards and Organisation (Wales) Act 2013, with more responsibility moving to the local authority. In the cases where a school's language category has been successfully changed, hard work was needed to explain the nature of the change to parents. Local authorities' experiences in this regard vary but we heard as a Group that schools and authorities find it difficult to lead positive changes to Welsh-medium provision. Time will tell whether Welsh Government policy guidance, provisions and the expectations of the Education Act 2013 and the new powers for local authorities will facilitate progress.

¹⁶ <http://wales.gov.uk/topics/educationandskills/publications/guidance/definingschools?lang=en>

Linguistic Progression

3.9 Linguistic progression is defined in terms of planning Welsh-medium education as 'continuing to study Welsh First Language and subjects through the medium of Welsh'. Linguistic progression is a national priority and is therefore given due consideration in the Welsh-medium Education Strategy - SO3.1 *To improve linguistic progression as a national, regional and local authority priority in all phases of education and training.* Outcome 2 of the Welsh-medium Education Strategy is:

More learners continuing to improve their language skills on transfer from primary to secondary school.

The indicator used is the percentage of Year 9 pupils assessed in Welsh (first language). This is the national position.

2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
13.8%	14.2%	14.4%	14.4%	15.7%	15.3%	16.0%	15.9%	16.0%	16.3%	16.8%

The purpose of this target is to improve linguistic progression, ensuring that more 7 year olds who are assessed in Welsh continue to study Welsh first language in KS2 and KS3, rather than changing to follow a second language programme of study. Although the data remained quite constant over the three year period between 2008 and 2010, it has increased significantly during the past two years.

The table below considers the cohort who began in Year 9 in 2012 and looks back over the period when they were aged 11 (Year 6, 2009) and aged 7 (Year 2, 2005), showing the numbers assessed in Welsh (first Language) for those years. The local authorities are arranged according to consortia, and totals and the change in percentage format are also shown between age 7 and 14.

Consortia	Year 2 2005	Year 6 2009	Year 9 2012	The change between Year 2 and 9
Anglesey	470	511	431	
Gwynedd	1249	1313	1154	
Conwy	280	279	210	
Denbighshire	234	232	243	
Flintshire	89	83	81	
Wrexham	143	131	136	
North Wales	2465	2549	2255	-8.5%
Powys	208	191	156	
Ceredigion	523	520	462	

Pembrokeshire	272	252	185	
Carmarthenshire	936	966	740	
Swansea	254	242	245	
Neath Port Talbot	267	250	173	
South West and Mid Wales	2460	2421	1961	-20.3%
Bridgend	134	123	99	
Vale of Glamorgan	141	139	136	
Rhondda Cynon Taf	502	497	534	
Merthyr Tydfil	68	66		
Cardiff	428	406	389	
Central South	1273	1231	1158	-9.0%
Caerphilly	222	241	236	
Blaenau Gwent	34	30		
Torfaen	94	94	177	
Monmouthshire	21	21		
Newport	52	46		
South East Wales	423	432	413	-2.4%
Wales	6621	6633	5787	-12.6%

- 3.10 Linguistic progression though the primary age range is excellent, with almost all pupils assessed in Welsh in Year continuing to be assessed in Welsh in Year 6. However, a significant number of pupils are lost on transition from primary school to secondary school, particularly in some geographical areas. It is more meaningful to compare one consortium with another when considering these school-based figures, rather than look at individual authorities, as a substantial number of pupils cross local authority boundaries when they transfer to secondary school. The south west and mid Wales region attracts greater attention than the other regions, with one in five pupils failing to make progress in their Welsh language skills on transfer from primary school to secondary school. This is a problem that mirrors recent Census figures, and is an issue that should be at the top of the new consortia's agenda. In order to reach the 2015 target, the number of pupils lost across the whole of Wales between Year 2 and Year 9 will need to reduce to 10%.

Welsh in Education Strategic Plans also require local authorities to report on progression rates between different education phases.

Welsh-medium provision within towns in these areas

- 3.11 One prominent factor in implementing education language policy is the influence of major towns, particularly the university/hospital towns. For

several decades, entirely separate Welsh-medium and English-medium provision developments have occurred in these places. The clear comparison is Bangor, Aberystwyth and Carmarthen. The balance of provision can be compared not only in the primary sector but also in the secondary sector. An astonishing difference can be seen between the extent of Welsh-medium education provision in Tryfan, Penweddig and Myrddin Schools alongside Friars, Penglais and Queen Elizabeth High. Llanelli schools can also be cited in that list. There has already been consensus between the Welsh Government and relevant local authorities that the “south east” model would not be suitable in the circumstances, i.e. parental pressure / assessment of demand. However, we challenge the appropriate authorities to work together to seek a positive way forward in this particular regard. Without progressing on this, it will not be possible to meet the aim of increasing the number of Welsh Communities.

Social use

- 3.12 Welsh-medium schools appear to be successful in delivering Welsh to pupils and creating Welsh speakers according to the information presented above. Nonetheless, those same pupils do not use Welsh to any such extent in their social interactions be it in school or outside school. This is an issue which has been the subject of considerable discussion recently. Welsh in Education Strategic Plans require authorities to outline how they support schools to assist pupils in making wider use of Welsh as an informal language. Responses were received, according to the Welsh Government, that indicated that there was a lack of concerted planning in relation to this important issue, with a dependence on the activity of external organisations and occasional projects. The usual reply is that there is a range of activities available to these pupils:

In the secondary sector, the majority of our schools provide a broad and rich range of information opportunities through the medium of Welsh.

Schools, the Mentrau Iaith language initiatives, Welsh Language Board, Mudiad Meithrin, Estyn Llaw, Urdd Gobaith Cymru, Youth Committee, Young Farmers' Clubs and Welsh for Adults have a number of projects offering formal and informal learning and teaching opportunities which are comprehensive and sustainable. They reinforce and realise the aim of ensuring fluent bilingual pupils, as well as fostering collaboration among key partners to ensure the continuity and progression in learning opportunities.

Urdd residential courses and a large number of after-school clubs in the Foundation Phase / KS2 / KS3 / KS4 are provided.

Although these activities are all important, they can be a way for schools to avoid the responsibility of dealing with the situation of language use within the school.

Also, of course, it depends how many take advantage of the activities provided by external organisations. Are the numbers low or substantial?

- 3.13 Addressing the challenges of supporting Welsh outside the classroom, the Welsh Language Board established a pilot project with a group of secondary schools (8) in south west Wales. The purpose of the project was to examine young people's social use of Welsh around the school and beyond, and to find a way of increasing this use. One innovative feature of the project was the responsibility given to the pupils themselves to lead and organise the activities to increase the use of Welsh within their schools. Projects in the past have included establishing a radio station; drama, art and sports clubs every week; running trips outside school; organising holidays and arranging termly whole-school events. Activities are organised by sixth form pupils for year 7 pupils mainly, but also for year 8 and 9 pupils.

The *Young People's Language Practices Project* (YPLPP) overview report was formulated in 2010 to support the development and evolution of the project after 3 years of implementation. Several good practice examples were highlighted including the clear advantages of working in partnership with external partners similar to the *Mentrau Iaith* language initiatives and the *Urdd*; the need for pupils to meet regularly to plan activities as well as organise activities that ensure regular contact with younger pupils; and the need for continuous evaluation. In light of that report and following extensive consultation with schools, young people and community organisations, the project grew to include 35 schools across Wales in 2011-12. There have been two principal elements to the project; a) activities developed and led by the older pupils at the school in order to try to change social language practices among younger age groups and b) more intensive work in some schools to influence language choice. During 2011 another element to the work was introduced, namely language psychology sessions. The purpose of these sessions was to offer training and guidance so that representatives from the schools could offer language psychology sessions as part of their PSE programme.

The project is now the responsibility of Welsh Government and in 2013, Trywydd Cyf./Ltd were commissioned to lead on the work of supporting YPLPP in 30 schools across Wales, developing alongside it a series of community projects in 6 areas (areas to be determined) and a good practice handbook. The schools during 2013/14 include a cross-section of Welsh-medium and bilingual schools in both urban and rural disadvantaged language areas. A common feature since the YPLPP project began is the importance placed on harnessing the school management team's ownership from the outset as well as clear ownership amongst the pupils themselves.

In 2009-10, jointly with the project's teachers, the *Camau Defnydd Iaith* (steps in language use) were formulated, namely a 10 step language scale to measure progress in older and younger pupils' use of Welsh and attitudes during the period of the project's implementation. It is a method that has been used to measure the success of the project since. Pupils are required to select which step describes their attitude and language use best in school, once at the beginning of the project and again at the end of the project. The

findings following the implementation of YPLPP in 2012, showed that participating in such a project had had a positive effect on the language use of 90% of the older pupils on average and 100% of the younger pupils.

- 3.14 Whereas the Young People's Language Practices Project targeted the secondary sector, Gwynedd Council Local Authority drafted and used a Language Charter for primary schools.¹⁷

A 'Promoting Welsh in Gwynedd' working group was established, chaired by the Head of Education following language impact findings in some of Gwynedd's primary schools.

A 'Ffactor C' Conference was held in June 2011 and a Language Charter for primary schools was launched at the conference. To begin with, the focus was on three schools in the different regions during the first year. By now, the work is underway in all schools.

Workforce training courses are run for all teachers and assistants and the impact of the training and subsequent action is evaluated by Bangor University Education Department.

- 3.15 The Welsh Government is about to publish a guide that will offer suggestions on what schools can adopt in terms of more systematic planning for informal language promotion amongst pupils. This focuses on enabling teachers, including management teams, to take this matter seriously. At pupil level, the Language Practices Project is funded in schools across Wales in an attempt to create a more explicit link to language use in the community.

Gwynedd Secondary Language Centre for Latecomers

- 3.16 The Latecomers' Centre in Porthmadog was established in 2004 by Gwynedd Local Authority in response to the challenge of integrating non-Welsh speaking latecomers to the county's secondary schools. 13 of Gwynedd's secondary schools feed the centre, and school Headteachers urge parents of children who arrive during Key Stage 3 (mainly) to attend the Centre.

16 pupils can usually be accommodated per term and courses last for 8 weeks. Free transport is provided for pupils to attend the centres and parental and pupil commitment is key, particularly when there is a need to travel some distance to get to the Centre.

A cross-curricular course is provided by two members of staff in an eight week period. Ongoing tracking occurs with an after-care strategy in place, and at the end of the course, an awards ceremony is held. Back in the schools following the period at the Centre, mentors provide support for pupils as they

¹⁷ <http://moodle.cynnal.co.uk/course/view.php?id=397>

settle in. Another strategy in operation is the buddy system which provides support and encouragement for latecomers.

This model of action is recognised by Headteachers and teachers, as well as by parents and pupils, as an effective scheme in assisting and supporting pupils to integrate fully into the Welsh culture of Gwynedd's secondary schools. The leadership and vision provided by Gwynedd Council in establishing and developing this model has been key to the Centre's success.

Conclusions

- 3.17 There must be a move away from the current 'kaleidoscopic variety' to a situation that enables all children to develop fluency and confidence in Welsh and English by school leaving age.
- 3.18 A significant number of pupils are lost on transition from primary school to secondary school, particularly in some geographical areas. We believe that linguistic progression rates in the compulsory education phase must be improved by implementing clear policies in a consistent manner.
- 3.19 There is a clear case for addressing the widening of Welsh-medium provision in schools in Bangor, Aberystwyth and Carmarthen.
- 3.20 In relation to effective immersion, the Gwynedd Latecomer model is a successful provision and the practicality of widening the model in the primary and secondary sector across higher percentage areas needs to be examined.
- 3.21 There is a need for schools to plan in a concerted manner to support the informal use of Welsh among pupils, and there is an opportunity to extend Gwynedd's Language Charter projects for Gwynedd's primary schools, as well as the Young People's Language Practices Project operated in Secondary Schools.

4. Status, economy and infrastructure

Background

- 4.1 This chapter will deal with some quite broad and complex areas in terms of the impact and influence of developments to the status of the Welsh language as well as economic development in the current high percentage areas and the social infrastructure in terms of housing and planning. As a result, this chapter will take a somewhat different form and structure.

Needless to say from the outset that there is a greater wealth of evidence in relation to developments to the status of the Welsh language, and to an extent also developments in bilingual services, whereas evidence tying the position of the Welsh language to the economy and other relevant aspects of regional development is relatively fragmented. “It’s the economy, stupid!” was the memorable motto of one party in a United States Presidential campaign very recently and that message remains at the heart of the Group's remit. Unless the *economy* of the Welsh heartland is won over...

Historical Context

- 4.2 We appreciate that patterns over several generations have caused the current situation to develop in the way that it has. The Industrial Revolution is a clear historical turning point and that history has been repeated time and again and similarly so, the widespread influence of the “Blue Books”.¹⁸ The linguistic nature and influence of the industries that grew based on the slate industry in the north west and on the coal mining industry in the south west offer a comparator and contrast in many ways.

In both industrial areas it was an enormous driver for population growth, the expansion of villages and towns, and spurred the development of businesses and services in addition to religious, leisure and cultural activities. The financial capital to establish the major works very often came from outside Wales and of those examples of owners or senior managers who were Welshmen, the tendency was to flout the Welsh language and glorify English 'modernism' as a medium for business, civilisation and progress. As a result of the scale of growth in the anthracite coal fields, the supply of workers from Wales was insufficient and thousands of people were beckoned to the area from various parts of the British Isles and beyond. Integration, or socialisation, into the Welsh language occurred in a significant number of those areas with the highest percentages - the Gwendraeth Valley and upper parts of the Amman Valley during the early decades. That was not the case of course in the south Wales valleys in the face of that immense growth. Slate quarry areas also saw clear population growth but on a scale that meant that the majority of non-Welsh speaking workers were integrated or some distance

¹⁸ Jenkins, Geraint H. (ed. (1998-2001) **Social History of the Welsh Language**, including “The Welsh Language and its Social Domains, 1801-1911” and “Let’s Do Our Best for the Ancient Tongue’: The Welsh Language in the Twentieth Century”.

was kept between the common Welsh speaking workers and the noblemen who did not speak the language. In the quarries, Welsh was inevitably the medium of several aspects of business operations and internal signs, not to mention the common medium of spoken communication amongst most workers. Welsh was afforded a lower status in administration and business operations in the industrial south west and there were various factors behind that.

Another clear effect of the Industrial Revolution was that it attracted very many people of working age from the farming and fishing communities in the west to these new employment opportunities in the industrial areas of Wales and beyond. This was the start of the most significant demographic trend of the last century and more, in relation to most of the highest percentage areas of Welsh speakers. Both World Wars also had a devastating impact on the population of these areas and increased social and mobility changes in all directions as a result, along with the global counter-urbanisation of the developed "Western" world greatly influenced the fate of many of Europe's lesser language communities and particularly that of the Celtic languages on the western fringes.¹⁹

There was also a positive reaction witnessed in areas of west Wales, intentionally or otherwise, that developed into a way of mitigating some of the negative effects of the Industrial Revolution. This became apparent in the nineteenth century in endeavours to create institutions, institutions that would validate the nation and afford the national language some status. Higher education institutions were created - Lampeter originally for the clergy (1822), Carmarthen as a teacher training college (1848), the University Wales and its early colleges in Aberystwyth (1872) and Bangor (1884). After establishing a collection of books and other materials at Aberystwyth University and as a result of fierce competition with Cardiff (that acquired the National Museum), the National Library of Wales was established in Aberystwyth, receiving a Royal Charter in 1907.

The growth in public services following the Second World War in particular - primary and secondary schools and hospitals for example - was a way of offering employment and offered a foothold for educational areas mainly so that Welsh could be used as a medium of formal action as well as informally in several sections of the high percentage areas. The Westminster Government's Energy Policy commitments following the Second World War led to the establishment of the Trawsfynydd Nuclear Power Station and the Wylfa Nuclear Power Station. Construction work began on Trawsfynydd in 1959 and Wylfa in 1963. Although very controversial to this day, the establishment of the nuclear power stations was seen by their proponents as a boost to the economic development of these areas and an attempt to introduce modern technological industries to areas adversely affected by the decline in the foremost industries of agriculture and the slate quarries. Chemical and oil industries developed in other parts of Wales but did not play

¹⁹ See Jenkins above for an overview of the position of Wales and other minority language communities.

as significant a part in employment in the high percentage areas as the heavy industries played during the Industrial Revolution.

What about the legacy of the more recent period? The effects of economic restructuring in the 1980s were felt in the high percentage areas with the closure of the coal pits in the western valleys and this impacted the Gwendraeth Valley and Amman Valley greatly. The slate mining industry also faced dire shrinkage. Another influential trend were the far-reaching changes in agriculture which meant that employment levels (and salaries) decreased in this important sector in relation to the Welsh language and the high percentage areas.

In terms of progress, the growth in the tourism industry played an increasingly prominent and dual role. Tourism offered new business opportunities for local people and opportunities for diversification for some, but they also proved a draw to many entrepreneurs from outside the area thanks to their wealth and their own experiences as visitors. The majority of studies show that experiences as tourists have been a central motivator behind people's decisions to migrate to high percentage areas. In the case of the use of Welsh, the decrease in the number and percentage of speakers saw a steady continuation in the second half of the twentieth century, particularly in the high percentage areas.²⁰

Status of the Welsh language

- 4.3 It was natural for the principal concern and concerted campaigning to improve public status to begin in the west: Eileen and Trefor Beasley in the 50au, the founding of the Welsh Language Society in Pontarddulais and the staging of the first protest on Trefechan Bridge, Aberystwyth, vigorous road sign protests in the 1960s, and campaigning against the drowning of Capel Celyn (and threats to other reservoirs). It also led to the establishment of other new movements and community provisions - the Merched y Wawr movement, Mudiad Ysgolion Meithrin early years specialists, Papurau Bro local newspapers. Progress was also seen at Aberystwyth and Bangor Universities following widespread campaigning leading to the establishment of the Welsh language Halls of Residence at Pantycelyn and John Morris-Jones, the Welsh Students' Unions and the development of Welsh-medium teaching in some subjects.

As a result of these widespread demonstrations the Welsh Language Act of 1967 was passed, providing a limited measure of public status, chiefly the ability for defendants to use Welsh in court cases. The Local Government Act 1972 that led to the 1974 reorganisation was extremely significant in creating Gwynedd and Dyfed. This, as a result of meticulous consideration in advance, led to the implementation of Gwynedd's Language Policy - a step

²⁰ Aitchison, J. a Carter, H. (2000) **Language, economy and society: The changing fortunes of the Welsh Language in the Twentieth Century**. Cardiff: University of Wales Press.

whose significance is very difficult to overestimate.²¹ The overall Language Policy was coupled with the defining of a Language Policy for Gwynedd schools; implementing this Policy in as positive a manner as the overall Language Policy was another major development for the Welsh Language.²² Dyfed's commitments during the same period were less progressive and positive - some limited aspects to equal status, Welsh above English on road signs and official signs and a schools' language policy that was reflected in the complex categorisation and streaming arrangements.²³ With there being much discussion at present surrounding local government reorganisation, and a widespread consultation taking place on public services and their structure, we believe that the outcome must strengthen the position of the Welsh language as a medium for service delivery as well as of internal operations. There is a very real risk of diluting the laudable progress, leadership and normalisation that have been brought about by Gwynedd Council since 1974. Where there is a negative risk there is of course a risk of failing to seize an invaluable opportunity. This is the once in a two or three generation opportunity to extend the valuable influence of the pattern set by Gwynedd Council to foster the use of Welsh as the everyday internal language of administration.

The relevant legislation in subsequent decades came about as a result of much pressure, the majority of which came from the high percentage areas. The irony of the situation to some extent is that the national (and inevitably compromising) nature of these measures has meant that their public impact is more pronounced in the east than the west. Consider this in terms of:

- The Broadcasting Act 1980 and the establishment of S4C in 1982 – its headquarters (at present) and production companies (attracted) are in Cardiff and there are some production companies in west and north Wales;²⁴
- The Education Act 1988 (introducing Welsh Second Language mainly in schools in which no Welsh at all was taught, with those often being close to the English border);
- The Welsh Language Act 1993 – delivering a clear increase in the public status of Welsh in south east and north east Wales;

²¹ For further information in a comparative context, see, Carlin, P. (2013) 'Doing as they are told? Subregional Language Policies in the Basque Country, Catalonia and Wales', *Regional and Federal Studies* 23, 67-85.

²² There is a good chapter tracing the history in Williams, Iolo W. (2002) **Gorau Arf: Hanes Sefydlu Ysgolion Cymraeg 1939-2000**. Tal-y-bont: Y Lolfa.

²³ Ibid.

²⁴ The feasibility study which, according to the Authority's decision in September 2013, wishes to see S4C's Headquarters moved out of Cardiff either to Carmarthen or Gwynedd, is welcomed. We also appreciate the contribution of S4C's evidence which emphasises not only the value of the broadcasting content but the channel's economic impact.

- The 1997-99 Referendum and Election – establishing the National Assembly and extending the size of the Civil Service in Cardiff in the main (accepting also that establishing offices in Llandudno Junction, Merthyr Tydfil and Aberystwyth was part of the concerted policy to relocate posts out of Cardiff)
- The Welsh-medium Education Strategy 2010 – and the School Standards and Organisation Act 2013 that will, more than anything, make the way in which authorities in south east and north east Wales measure the demand for Welsh-medium education in their areas consistent,
- The Welsh Language Measure and the creation of the Office of the Welsh Language Commissioner in 2011 – with an emphasis on ensuring that the Welsh language is treated no less favourably and a new system of Welsh language Standards which are yet to be introduced, we await the impact and influence of these in the higher percentage areas.

There were quite constant developments in one sense during the past decade to the status of the Welsh language and official bilingualism in relation to public life. Notwithstanding that, progress was limited in terms of the direct and significant impact of these developments in high percentage areas and it goes without saying that adopting and implementing the Gwynedd Council language policy is the most effective and significant development by some considerable distance.

Is an increase in high percentage areas possible through legislation?

- 4.4 We note the emphasis in the question is on seeing an “increase” and not the possibility of “protecting” or “safeguarding”. The Group's view is that positive vocabulary must be exercised. We consider below evidence from different legislative arrangements in respect of linguistic status and progress.

A hugely influential factor as already demonstrated in the data is migration - the out-migration of Welsh speakers from the high percentage areas and the in-migration of non-Welsh speakers to those areas. It would be immoral and unlawful in English Law and international law to seek to impede people's movement into and out of high percentage areas - be it obstructing Welsh speakers from leaving relevant areas or obstructing the in-migration of people to these areas on a linguistic or any other basis. The image and influence of a system such as that of native territories in the United States would also be inappropriate. Nonetheless, the Group's remit requires it to question what role legislation could play in relation to the higher percentage areas and propose to the Welsh Government the areas in which this would be relevant and appropriate. In practical terms, it is accepted that the Welsh Language Measure and the functions of the Welsh Language Commissioner are still new developments. However, specific consideration is given to as to whether specific status or legislation should be determined to define and have an effect on high percentage areas.

Internationally, central and regional governments tend to legislate for the territory and the whole population.²⁵ This can be seen in the case of the language measures and policies of the Spanish and Canadian regional governments (Quebec in particular, but New Brunswick and Ontario are also relevant). In the case of the Frisian language in the Netherlands, it was afforded status in the 1950s limited to all intents and purposes to the province of Friesland (that officially uses its West Frisian name of Fryslân), namely the province in which Frisian continued to be commonly spoken when Dutch was adopted as the primary language of statute, law and public administration towards the end of the 16th century. There is no differentiation of legal status within the province of Fryslân although there is active diversity on the ground in several ways, for example the medium of education in primary and secondary schools as in Wales.

Another state which affords status to a minority language is Finland where there is legislation to support the Swedish speaking community. As in the case of Frisian, official status is limited to specific areas. This time there is a variable element to designating these areas: an area is designated bilingual when the bilingual population is 8% (or 3,000) but areas under 6% are designated monolingual. In the bilingual areas / boroughs, all civil servants are expected to be bilingual in order to be able to deal with the public in their chosen language. Since the 1970s, the education system has sought to implement the aim of ensuring that all pupils are sufficiently competent in both languages to be able to get a job in public administration but it is recognised that success varies greatly. Some believe that this dynamic definition is one of the reasons behind the continuous decrease in the number of Swedish speakers and that it contributes to the instability of the situation. Others are also critical of the effectiveness of current legislation in terms of the level and consistency of implementing the principles it contains.

There is some unwillingness to designate different linguistic status to specific areas within the wider territory of the language community on the basis of higher critical mass. It is accepted that there is widespread linguistic diversity but there are no specified policies or defined status within the autonomous governments of Spain or within Quebec, for example.

However, there is geographical differentiation in some other cases. One prominent example in close proximity to Wales is the Gaeltacht in the Republic of Ireland - an independent state whose own national language is a minority language facing major threat. The concept of the Gaeltacht was established early in the history of the Republic, before the end of the 1920s. The definitions were refined in the 1950s. In response to the decline in the position of Gaelic in the Gaeltacht, Údarás na Gaeltachta was established in 1980 as a result of legislation passed in 1979. A further review was undertaken following a detailed research report in 2007 that led in the course of time to important clauses in the *20 Year Strategy for the Irish Language*

²⁵ See Jenkins again as a general starting point along with Professor Colin H. Williams' publications, for example, Williams, C. 2013. [Perfidious hope: the legislative turn in official minority language regimes](#). *Regional and Federal Studies* 23(1), pp. 101-122.

2010-30 as well as the passing of the *Gaeltacht Act* in July 2012 (in quite controversial circumstances).

One very clear reason why there was outspoken and patent opposition to this Act were the clauses that would lead to a redefinition of the status of Gaeltacht areas and neighbourhoods. The clear danger, recognising the reality of the significant linguistic shift during the past half century, was that it would inevitably see many communities losing their status as “members” of the Gaeltacht. Many were angered by the suggestion in the Strategy and the Act that those communities would be expected to “perform” to retain their Gaeltacht status and to do so without any resources or support to address the fundamental reasons for linguistic demise. With a 90 year historical position of recognition for the Gaeltacht, fifty years of designated specific status, and over 30 years of planning under purposeful authority, it must be recognised that very few would insist that the structure and attention provide a successful model. Of course, it would also be very reasonable to argue that it is the scale and effectiveness of the supportive action that has been inadequate in the case of the Gaeltacht and not the basic concept.

It is more fundamental, however, to recognise the real reasons for the failure of the approaches to promote Irish in the Gaeltacht. The demographic changes and economic influences stand very clearly as reasons for the continued decline of the Irish Language in the Gaeltacht and losses based on the effectiveness – or lack of assertion, consistency and effectiveness – of action supporting legislation and strategies are also very clear.

We could expand on international models but the concise evidence above suggests sufficiently clearly that designating different linguistic status to higher percentage areas within a broader linguistic territory is not a generally favoured approach. What is more favourable, rather, is legislation that belongs to the whole territory. Where differential status is designated, it is easy to acknowledge that the aim is commendable. In those countries where differential status is operated, we have an opportunity to evaluate success based on the effectiveness of action. We did not see sound evidence of differential status coupled with sufficient action that subsequently led to linguistic progress. Nonetheless, there is sufficient evidence in some governments of implementing country-wide language policies that have led to linguistic progress in the higher percentage areas of those language communities. In our view, it is doubtful whether legislating in Ireland by designating different legal status to the higher percentage areas **in itself** would be a recommended action. Nonetheless, the Group believes that further measures and more specific and purposeful action in higher percentage areas are vital if the number of those communities is to be increased.

Economy: wealth and employment

- 4.5 Economic development and the fate of the Welsh language represent an absolutely essential relationship. One could argue that economic development is as influential in the long term as any efforts made by the

Government of the day to halt or promote lesser used languages. It is difficult, therefore, to understand in one sense why research and evidence regarding the link between language and economy remains patchy. Research in relation to the Welsh language in this regard is a relatively poorly served area, for several reasons. The Welsh Government's new Research and Evaluation Framework is of course to be welcomed, as is the establishment of the Task and Finish Group on Welsh Language and Economic Development . These developments are a recognition of the need to improve our understanding. After all, it is only natural for a government to formulate strategies and create structures in priority areas. There is now a Group advising the Education Minister and assisting him in monitoring the implementation of the Welsh-medium Education Strategy. Is there a parallel case possibly for the Minister for the Economy to establish a similar Group to oversee a Strategy on Economic Development and the Welsh Language?

There is much information available on economic development and there are national strategies and a good number of schemes for specific sectors. The strategies are supported by a department of officials and purposeful provision to advise businesses and fund revenue and capital initiatives. However, there is no convenient destination or easy guidebook for analysing the needs of higher percentage areas in the context of economic development. This subsection casts a brief glance at the trends and needs.

Unemployment is not particularly high in the high percentage areas but there is low pay in notable sectors, and an overdependence on some sectors which can be a catalyst for in-migration - including tourism, health and higher education. The tension associated with tourism is evidenced in several well-known cases such as the burning of holiday homes, Morfa Bychan controversy, and nervousness over expanding Hafan Pwllheli. In general in the higher percentage areas major employers outside the public sector are relatively few and far between, and small businesses tend to remain small. When major employers are lost to the area - as in the case of Anglesey Aluminium (400 jobs) and Welsh Country Foods (310 jobs) very recently - they are heavy blows to say the least.

It is argued that the complexities of the devolution arrangement of responsibilities from Westminster is also a barrier – the energy sector (producer) and responsibility for taxation are among some of the vital issues that have been retained. The main economic measures confirm that Wales continues to be relatively poor, in terms of Gross Domestic Product and Gross Value Added. Within Wales, west Wales and the Valleys continue to be poorer than east Wales and continue to be designated Assisted Areas. This means that higher percentage areas are not only still suffering economic deprivation but also are entitled access to European Structural Funds for assistance. **Being on the threshold of a further tranche of investment from the European Structural Funds for 2014-2020, there is a further opportunity to take advantage of developments that could be beneficial to high percentage areas in a way that has not hitherto been realised.**

There is nothing new in these remarks, but this much can be added. Relatively little has changed for the better economically since devolution - there has been some investment in north-south links but far more in an east-westerly direction; and the one genuinely major development - Wylfa B – was a decision taken in London. Of course, we have been under the ongoing cloud of global recession for some years and Welsh Government's investment powers are limited to say the least. The Welsh Government's current capital plans in terms of transport infrastructure prioritise east-west links - from south Pembrokeshire and across the M4 corridor chiefly, and in north Wales further improvements to the A55 are intended. Per local authority, the Welsh Government's proposed capital expenditure also gravitates towards easterly areas and coastline rather than higher percentage areas. These priorities are based on perfectly understandable economic rationale and the demography of Wales also inevitably veers the capital programmes towards the more densely populated east. Is a lack of capital the main barrier? It is certainly a prominent factor reflected in the reassertion on strengthening the Government's relationship with anchor companies and on attracting investment. Professor Dylan Jones-Evans' review is a positive step towards understanding how to facilitate venture capital finance and loans to promote businesses in Wales. One could also consider what role the Westminster Government's proposed Business Bank might play.

Clearly, the Welsh Government has a key constructive part to play. Since adopting the principle of mainstreaming the Welsh language at the time of *laith Pawb* (2003), progress in this regard has been fragmented over the past decade. Looking at economic development, we conclude that WFO's leadership has been inadequate - as has that of the Welsh Government - in terms of considering linguistic issues during the periods of Objective 1 and Convergence Programmes, not to mention genuine mainstreaming. Examples of mainstreaming in work in economic/regeneration areas are few and far between, but they are worthy of mention. The two obvious ones are the Brocer Iaith (Language Broker) scheme,²⁶ implemented in Caernarfon, and an affordable housing development and the Congl Meinciau Enterprise Centre, Botwnnog.²⁷ **They are both very commendable schemes but represent a relatively silent and solitary duo in a wide array of other relevant projects supported by the Welsh Government.**

Is there any specific emphasis on the Welsh language or higher percentage areas in the Welsh Government's economic strategy in order to proliferate the rare examples above? There are no specific references in the document ***Growth and Sustainable Jobs***, the Welsh Government's principal economic programme. Among the 13 objectives in the document, there is the expectation that companies that seek support or win Welsh Government contracts agree to the Welsh Government's corporate social responsibility objectives. **One good and practical opportunity would be to supplement the Corporate Social Responsibility Framework stating “operating**

²⁶ http://www.taieryri.co.uk/brocer_iaith

²⁷ <http://www.conglmeinciau.org.uk/>

lingually and promoting the Welsh language” as a suitable activity for businesses. The Framework does not state this in its current form, published in September 2012. In the responses to the call for evidence, many comments were also received regarding the role of the private sector, including higher expectations of large chain companies to espouse bilingualism and the need for more prominent and easier support for small businesses to be able to operate bilingually in terms of image and use.

Operationally, it is worth referring to three developments in relation to **Growth and Sustainable Jobs**, all of which demonstrate quite clear synergies. Firstly, among the seven new Enterprise Zones, are Anglesey and Snowdonia. Secondly, the establishment of an Energy Centre on the Llangefni campus by Coleg Menai (Llandrillo-Menai Group). Thirdly, Menai Science Park, a £10m capital investment by Welsh Government managed by Bangor University. It was also recently announced that establishing a Local Growth Zone in the Teifi Valley would be considered.

It is fair to trace the foundations of the developments in the north west not only to the power stations of Wylfa and Trawsfynydd but also the endeavours that formed the basis of formulating the **Môn a Menai Action Plan** (2010-14) that came about following discussions between the authorities of Anglesey, Gwynedd and Conwy and the Welsh Government in 2005-06.²⁸ It is this type of effort and planning (Môn a Menai Action Plan) that would be useful, if not essential, to higher percentage areas in mid and south west Wales. We note this important opportunity and encourage the Welsh Government and relevant local authorities in mid and south west Wales to come together to lay similar foundations to realise ambitious plans similar to those of the Môn a Menai developments. Prominent target areas for consideration in this work would be: Aberystwyth / Bro Ddyfi; Teifi Valley / Preseli (where three counties meet); Carmarthen town / Dinefwr. **It would be reasonable to argue that Higher Education Institutions in the west are quite important economic drivers and promoting developments around Bangor, Aberystwyth and Carmarthen offers a very appropriate opportunity.** It would also be relevant to consider the Vale of Conwy and the Vale of Clwyd in a similar spatial light. The spatial approach to regeneration planning would not be a new development and several precedents were set in the days of the Welsh Development Agency and subsequently in the Welsh Government's Wales Spatial Plan. **However, unlike those, the ambitious challenge for the Welsh Government and the agencies is to plan for linguistic growth as well as economic growth.**

Overall, it is difficult to see from the document **Growth and Sustainable Jobs** any clear evidence of mainstreaming the Welsh language and of taking the Welsh language into account in respect of the economic growth of the higher percentage areas in particular. **As well as the Corporate Social Responsibility Framework, the opportunity - and what is most needed - is a concerted and consistent effort to mainstream the Welsh language**

²⁸ <http://wales.gov.uk/about/cabinet/cabinetstatements/2008/menai/?lang=en>

from the bottom up in the economic and regeneration strategies and with clear and measurable emphasis on development in the higher percentage areas.

- 4.6 Social enterprises have an important contribution to make as the Group heard during a panel discussion in Llanllyfni. And a vast number of the entities with clear linguistic objectives belong to this sector. From the 1970s and 1980s onwards, notable Initiatives such as Antur Aelhaearn (1974, the first cooperative village in these islands), Antur Waunfawr, Antur Teifi, Cymad and Menter Môn were established, all harnessing the Welsh language internally and externally. Typical of the complexity and the more apparent weakness of the linguistic position, regeneration ventures were established in the south west without the same level of socio-linguistic interest compared to the north west. In Pembrokeshire S.P.A.R.C. (and subsequently Planed) came into existence to play a laudable enough role in regeneration and sustainable tourism projects but no positive linguistic contribution was made during this period. In Carmarthenshire, to a large extent, a divide was seen along linguistic lines with active contributions made by Antur Cwm Taf Tywi – who adopted a Welsh name but was a non-Welsh organisation – and Amman Valley Enterprise but without any interest in the linguistic aspects, yet within the same county Menter Cwm Gwendraeth and other Mentrau Iaith language initiatives were established for whom the Welsh language was at the heart of their vision. There was, therefore, an element of conscious language planning in the north west while in the south west there has been a tendency to divide on language grounds which is itself a reflection of the demographic fragmentation of language in the area.

Even more recently on the outskirts of Ceredigion, Menter Aberteifi language initiative, the 4CG cooperative enterprise and the Cadwgan Trust (which is developing Cardigan Castle) offer examples where the approach towards the Welsh language has become increasingly clear and positive. The tide is also partially turning in Carmarthenshire where much of the county's community regeneration work (funded by European Funds) is now in the hands of the 3 Menter Iaith initiatives. This suggests that the situation is a dynamic one and that fusing the linguistic and economic regeneration objectives provides a positive basis not only from an effectiveness perspective but also in terms of successful engagement and participation.

4.7 There is a stream of relevant activity emanating from Menter a Busnes. Menter a Busnes was established in 1989 with the dual aim of promoting economic development and encouraging Welsh speakers to venture into business. The company's approaches over the years have become akin to that of a social enterprise to a large extent. The company's emphasis is changing and developing in response to its vision and market needs but it holds its original principle of operating internally as a Welsh company which can deliver its services through the medium of both Welsh and English. It delivers or contributes to a range of schemes such as Ffatri Fenter (Taste of Enterprise), Potentia, Agrisgôp, Llwyddo'n Lleol and so forth, which are testament to this commitment and the company has a good reputation for operating schemes such as these effectively. There is now a clearer

emphasis on implementing schemes and projects - some grant and government funded and others purely commercial. At the same time there is less emphasis in one respect on the original sociological aim of operating as a catalyst for entrepreneurship among Welsh speakers. It is timely therefore that the Minister for Economy, Science and Transport has convened a Group to review the link between language and economic development and the Group is likely to address questions on structures that will drive and coordinate developments in this area. Menter a Busnes' experience of administrating the original Language-Economy Group between 2001 and 2009 was certainly valuable and there are important lessons to be learned based on those efforts and the very limited influence the Group had.

Also of interest is the role of Menter a Busnes in relation to the Welsh Development Agency and the former Development Board for Rural Wales. The vast majority of the history belongs to the pre-devolution period. During this time the Board developed a scheme entitled "Llwybro-Routes" whose aim was to study the reasons behind young people's out-migration from rural Wales and over time seek to find ways of maintaining contact with them and attracting them back. Mid Wales was the initial study area but it was extended under the Welsh Development Agency (following the abolition of the Rural Board) to include all local authorities with rural areas and these extended areas including all the higher percentage communities. The scheme ended a few years ago but before disappearing the Welsh Government commissioned a final evaluation in some depth by Wavehill and that contains very appropriate conclusions and recommendations.²⁹

It is fair to say that the early promise of the Llwybro project was not realised. A database was created, a website set up and some marketing plans operated but on the whole, it was low in profile and very limited resources were invested, suggesting a lack of priority and ownership on the part of the commissioners. This lack of priority may reflect some of the essential weaknesses of Llwybro from the outset - if the aim was to attract young people back to rural Wales, with what were they being attracted? Some marketing activities were developed and the core messages in this marketing were the suggestion that the target audience's birthplaces were safe places with good quality of life, and more job opportunities than expected. We suggest that the "safe and boring" message to young people was a blunder. We also suggest that behind the tracking and the contact, the fundamental problem remains, i.e. the dire failings in the economy and employment opportunities and the housing market being out of the reach of many local people, particularly first time buyers. The Llwybro scheme was a commendable idea but was ultimately suppressed by a lack of resources and conviction to meet the potential. It was also suppressed by the answers to the major question itself - how to make the area more attractive for young people to want to stay or return?

²⁹ There is no online copy available.

During the more recent period of the Llwybro project in the early 2000s, a series of complementary projects were established chiefly in the north west, such as Llwyddo'n Lleol by Gwynedd Council, and Mônallu by Menter Môn. The schemes responded to the important issues of our remit, namely to promote the economy of Gwynedd and Anglesey by investing in projects promoting entrepreneurship, tasters and establishing business along with providing young people with experiences in a variety of vocations. Similar projects have subsequently been established in Carmarthenshire where they are implemented by the Mentrau Iaith language initiatives and others. Once again, it is worth noting the emphasis - in Gwynedd, the County Council gives high priority and drives the schemes. In other areas, the corresponding schemes are at a lower scale and the linguistic objectives are less prominent.

- 4.7 The work of the Mentrau Iaith language initiatives has already been alluded to, and we look forward to the conclusions of Cardiff University's review of the activities of Mentrau Iaith language initiatives and other community schemes. The evolution of the Mentrau Iaith language initiatives is one of the major developments of the past twenty years in language planning and they have an active presence in all parts of Wales by now. In terms of investment, in relation to the Welsh Office, the Welsh Language Board and now the Welsh Government, quite a considerable proportion of the grant funding for "promoting the use of Welsh" is allocated to the Mentrau Iaith. A lively discussion has been at play throughout, particularly in the north and north west, regarding the role of the Mentrau Iaith and the appropriate emphasis that should be placed on economic regeneration within the overall aim of community language planning. This question was considered at an international conference organised by the Welsh Language Board in 1998. Consideration was again given to *Mentro Ymlaen - Moving Ahead* (2001),³⁰ a comprehensive review of the work and development of the Mentrau Iaith commissioned by the Board.

We appreciate the trends and desire among some of the more mature Mentrau Iaith language initiatives to increase their attention to issues of an economic nature. In the case of the easterly Mentrau, some were seen to develop Welsh language services on behalf of local authorities that had neither the capacity nor the interest themselves to provide school holiday play schemes, after-school clubs among other things and in so doing, created important employment opportunities. A different trend was seen generally in the west with less emphasis on delivering basic services but more action in the areas of raising confidence, supporting social Welsh language networks, integrating incomers, and targeting the private sector at a local level. During the past decade in particular, the Mentrau in the west have delivered schemes using revenue support from European funds (mainly the Social Fund and the Rural Development Plan). **It is worth noting that the Mentrau Iaith language initiatives have implemented very few capital schemes thus far. This is certainly a potential avenue into the future and we encourage the Welsh Government to assist the Mentrau Iaith and**

³⁰ http://www.iaith.eu/uploads/mentro_ymlaen_2000.pdf

suitable partner agencies to develop ambitious revenue and capital projects which will be the focus of regeneration and employment promotion endeavours in the high percentage areas.

It is also worth referring to one case study that has offered sound evidence of a positive impact on the position of the Welsh language in an important area of economic activity. The area in question is Outdoor Activities and the area in question is Snowdonia. In a research report by Bangor University in 2004 it was demonstrated that only 5% of Outdoor sector employees were bilingual. Through the collective efforts of members of the Outdoor Partnership supported by Menter Iaith Conwy language initiative and the Urdd, a focus was placed on encouraging local people to come into the area increasingly, and avail themselves of new training opportunities. This led a second review in 2013 to conclude that 29% of the Outdoor workforce were now bilingual which clearly presents a significant increase. **The Snowdonia Outdoor Partnership's activities represent an example of good practice in mainstreaming the Welsh language, demonstrating that it is possible to effectively dovetail the benefits of economic and language development.**³¹

Furthermore, Mentrau Iaith Cymru have proposed the Welsh-medium Labour Market Scheme as a practical framework and scheme with which to address objectives including reducing out-migration, extending Welsh language services and creating job and training opportunities. At a practical level it would mean locating a Labour Market Officer in each Menter Iaith and with the support of the central unit within Mentrau Iaith Cymru there would be training schemes, a database of individuals' contacts and local and national capacity to work with employers and agencies to meet the need for bilingual skills and in addition, extend the demand. **There are clear virtues to the Labour Market Scheme and the national ambition is there to commend it. We urge WEFO and the Welsh Government to support the development of the business plan in collaboration with Mentrau Iaith Cymru in order to effectively assess the way in which this scheme could meet the relevant objectives of the *A living language: a language for living and Growth and Sustainable Jobs* strategies.**

- 4.8 *Is there a need for a Regional Economic Regeneration Strategy for the higher percentage areas?* Certainly, spatial planning such as this was an element of Westminster's regional policy following the Second World War that led, in the assisted areas, to the establishment in south Wales of the Royal Mint in Llantrisant, Companies House in Cardiff and the DVLA in Swansea. One could argue that the Welsh Government's approach seeks to achieve the commendable aim of supporting the distribution of suitable growth in several parts of Wales. The enterprise zones, and the establishment of City Regions - the first of which is Swansea Bay (which includes a considerable chunk of Carmarthenshire) - have the potential to invigorate some of those higher percentage areas, such as the Gwendraeth Valley and the Amman Valley.

³¹ <http://www.partneriaeth-awyr-agored.co.uk/cy/>

The Welsh language promises to be a consideration in the Anglesey and Snowdonia Enterprise Zones and there is a commitment to that end in the case of the Teifi Valley Local Growth Zone remit. **We urge the Welsh Government to ensure clear language planning input in the development of the Swansea Bay City Region in order to maximise the relevant benefits in the relevant higher percentage areas.**

From where will the significant growth and developments come? Will improvements to Broadband speed by the economic panacea? Is there evidence that improving transport links will be an economic driver? What about the contribution of the Welsh city regions - Môn-Menai, Aberystwyth and Carmarthen? It is very difficult for us to offer a comprehensive analysis and solutions to each question. However, asking this question, “do the current regeneration strategies demonstrate an adequate element of language planning and will the impact of these strategies, if effectively implemented, strengthen the position of the Welsh language in higher percentage areas?” our conclusion is “no, not in their current format”. Clear and commendable action is taken in the north west but the situation is weaker in mid and south west Wales. **We request that the Welsh Government work with the relevant authorities to seek to close this gap. At a practical level, this work can adopt an initial basis by recruiting small but experienced teams of language planners to enrich the element of mainstreaming Welsh into the principal economic development strategies and plans.**

Housing and Planning

- 4.9 Housing and Planning issues were the subject of extensive consideration in the Group's deliberations. We received various presentations during our meetings and there were several contributions and references to these areas in the call for evidence. In addition, a high degree of valuable evidence and comments were gathered via the numerous participants who completed the online survey prior to y Gynhadledd Fawr and they, whether they were from higher percentage areas or beyond those areas, supported the stance that there had to be a more beneficial influence on the interests of the Welsh language in higher percentage areas through appropriate policies and strategies at the national and local level.

A fundamental factor in the discussion on the housing situation was the power of the open market. It was outlined to the Group that local authorities' ability to effect open market transactions is extremely limited. Numbers vary from year to year but roughly 15,000-20,000 homes are sold each year on the open market in higher percentage areas. In the same areas, the authorities are handling applications to build around 1,500-2,000 new homes. We must bear in mind, therefore, the scale of influence policies and the relevant authorities have.

A concern frequently voiced is that of the negative influence of overdevelopment. It was the subject of widespread campaigning in relation to the objective to build 6,000 homes under Ceredigion's Unitary Development Plan in the early 2000s. Local authorities' work in preparing their new Local

Development Plans have led to concerns in relation to permitting major developments in Denbighshire and proposed housing developments in Bethesda and Bangor in addition to other areas. Recent protest were also staged surrounding a development in Penybanc near Ammanford, Carmarthenshire. Welsh Government guidelines are the subject of some tension in the higher percentage areas due to the emphasis on insisting that over 50% of new homes will be built in the towns. Some see this as an emphasis that has detrimental consequences for the prosperity of rural villages and where Welsh is a prominent feature of the local social fabric. And of course, discussions linking the Welsh language to housing and planning issues have become controversial very quickly with allegations of racism being made and fed by insidious and heedless input. This is in contrast to the more mature discourse surrounding the National Park Authorities' intentions in the Lake District and Exmoor in England, some years ago to restrict holiday homes and prioritise the demands of local people.

The historical problem of affordability continues with average house prices surpassing local people's ability to afford them (house prices in Gwynedd are on average 5.7 times higher than average salaries and 6 times higher in Anglesey and Ceredigion) and house prices in rural counties are at least 10% higher than the national average.³² Fuel poverty is also a feature as a large proportion of people are not on the gas network, and benefits changes are also causing poverty and deeper hardship. Second homes and demographic changes have also led to significant rises in house prices.

This is not a new phenomenon and the housing arena has been the subject of much debate over recent years. As a result of the Essex Review (2008), a successful new method was developed of ensuring a new supply of new homes based on co-production. The Welsh Government's target of building 6,500 new affordable homes was met during the last period of Government. However, public expenditure restrictions are now biting harder and the social housing grant has been reduced by 31% in the past two years. While we remain in fragile economic times we suggest that an adequate supply of social housing and the stability provided by the social rented housing sector is extremely important (Joseph Rowntree Foundation, 2011).³³ In the same review of current evidence, there is support for the Welsh Government's general approach in terms of co-production, as seen in the national strategy, *Improving Lives and Communities - Homes in Wales*. We also note a new emphasis in the Welsh Government's regeneration strategy, *Vibrant and Viable Places* (2013), on targeting better housing.

As noted above, local authorities' ability to meet needs are limited compared to private sector transactions. In Gwynedd, for example, social housing is being built (159 in 5 years), empty properties are being let (89) and affordable homes are being built (79) but numbers are still low compared to the level of

³² For a recent overview, see Catrin Fflur Huws (2008) "Siarad iaith yr aelwyd pan fo'r aelwyd yn anfforddiadwy" in *Gwerddon* 3, page. 71-93.

³³ <http://www.jrf.org.uk/publications/rural-housing-wales>

demand. Relatively recent policy developments across the United Kingdom in relation to meeting local needs have been adopted in Wales, particularly in terms of rural areas where house prices have arisen beyond the reach of local people. Occasional use is made by some authorities of agreements under Section 106 of the Planning Act 1990 whereby a percentage of homes in any significant development is earmarked as affordable housing. The use of the Section 106 agreements is the subject of considerable debate and careful negotiation between authorities, developers and lenders as a clear tension can exist between meeting local need and ensuring the largest possible profit. Another development of the recent period is the setting of a local connection condition in social housing letting policies, including a set period of residing locally but not including language according to Planning Policy Wales. We also note the recent consultation by the Westminster Government on devolving Stamp Duty Land Tax to Wales. We are firmly in support of this objective. In addition, by devolving the responsibility, the “local connection” could be considered a possible criterion to assist individuals and families to be able to claim stamp duty discount.

At present, it appears that there are around 3,500 people on the housing register in Gwynedd, 6,000 in Carmarthenshire. Gwynedd Council jointly with the Local Housing Associations has an Allocation Policy and Ceredigion is consulting on its new Housing Strategy which includes a Lettings Policy with the intention also of making the influence of the local connection more prominent in the criteria. In both Councils there is a plan to support people to be able to put down a deposit for a mortgage and in both areas there are Housing Needs Assessments being prepared anew. **We commend the endeavours of Gwynedd and Ceredigion Councils to address the issue of basing their Housing Strategies on sound evidence of the demand from local people and offer practical support to meet this demand.**

Much of the frustration is directed towards national Planning Policy and the influence of the Planning Inspectorate. Policy Planning Wales – a tome of a document containing over 200 pages includes only 9 sentences and a third of a page of reference to the Welsh Language. It mentions “taking into account”, “valuing the social fabric”, “proposing grading developments” as a solution and also “affordable housing” before fervently cautioning against discriminating in planning decisions or letting homes based on linguistic ability. The purpose of the Technical Advice Note 20 will be to clarify the Policy, and yes, there is a need for clear guidance and clarification that will lead and enable relevant authorities to be able to make meaningful decisions in relation to linguistic impact. Maybe it is also time to review the Planning Policy itself, looking anew at areas for mainstreaming, such as the Welsh language.

In a Report by the Joseph Rowntree Foundation following the Commission on Rural Housing in Wales (2008), the question of housing and the Welsh language was considered in some depth but - and quoting the organisations that participated - it states that there is a lack of evidence surrounding the linkages between housing and the Welsh language and recommends that urgent research be undertaken. It also interestingly notes the need for

research on the linkages between housing, demographic change and economic restructuring. We are not aware of any new research in this regard apart from a piece of work currently being undertaken under the auspices of Gwynedd Council to consider the relationship between the Welsh language and housing in some of the county's towns and villages.

The “Housing, Work, Language” project in Congl Meinciau, Botwnnog has already been mentioned, which is driven by Cymdeithas Tai Eryri Housing Association where a site was purchased and 12 affordable houses built along with an Enterprise Centre providing 12 Business Units. At the time of drafting the report, the houses are fully occupied and the Enterprise Centre is also fully utilised. The tenancy conditions for businesses include a commitment to use Welsh as the language of everyday business. This scheme has provided valuable community assets as well as good quality housing and the attractive and cost-effective business units. **Congl Meinciau is the most commendable recent example we have come across thus far of an integrated development which seeks to support Welsh language communities.** The development was the culmination of very hard work and it would be important to see further similar developments assimilating these essential elements. **A question for the Welsh Government and relevant Housing Associations is whether they can emulate the same progressive language policy in the considerably lower percentage areas of mid and south west Wales?** We also note other housing developments in Gwynedd which, by all accounts, as in the case of Clynnog Fawr, have contributed positively to increasing the number and percentage of Welsh speakers in that community. In 2001 in Clynnog Fawr 824 / 67.8% of the population could speak Welsh and in 2011 954 / 73.2% of the population could speak Welsh. It appears that there is quite a close correlation between suitable housing developments around Caernarfon, the concerted demand for bilingual skills in this area, and the strong “performance” of communities in the area in the 2011 Census results.

- 4.10 Moving from housing to broader planning issues, the Group was fortunate to receive contributions from local authorities and the Welsh Government. The revised TAN 20 will appear in the autumn following considerable delay, almost 10 years after Mark Tewdwr-Jones' report on Planning and the Welsh Language and the first Technical Advice Note in 2000. The significance of the revised Advice Note will be gauged in due course but one could argue that the opportunity and the expectation of gauging the welfare of the Welsh language at a community level in terms of integrated planning has already come about as local authorities have prepared their Local Development Plans. That does not excuse the relevant authorities from the reasonable expectation of considering language impact when reaching decisions surrounding relevant individual applications. Glancing quickly at the most prominent authorities, we note that Gwynedd and Anglesey are at an early stage of their work in preparing joint Local Development Plans. Due regard was given to the interests of the Welsh language in the preparation of the Local Development Plan in Ceredigion and the Inspectorate also demonstrates some appreciation

of the importance of the issue.³⁴ There is a not inconsiderable topic paper as part of Carmarthenshire's preparations in addition to a specific policy statement (#18) which makes the commitment to see the formulation of language impact assessments and statements.³⁵ It is for others to judge the effectiveness of the actions of Ceredigion and Carmarthenshire authorities which, in the past, have not drawn up language impact assessments in relation to relevant applications. **Gwynedd Council and the Snowdonia National Park Authority are a considerable way ahead in bringing the issue to the heart of planning, consistently and rigorously. Where a lead is provided by bodies such as these, others should follow and seek to emulate (and possibly also share some of their conviction). We urge the Welsh Government to include a concerted direction to Technical Advice Note 20 in order to provide the necessary lead for those local authorities who have not yet made any clear headway in this regard.**

International

- 4.11 One of the questions the Group considered was “is there an area or language community where these factors come together in a concerted and planned way?”

Unfortunately, research and practical evidence about the linkage of Language, Planning and the Economy continues to be quite thin on the ground for our specific purposes. There is some research in the area of language policies and their impact on status or on different sectors but the research that ties language demography changes to the impact of policies promoting language and the economy is scarce. There are very different stances taken in several respects with some emphasising the advantages of bilingualism and linguistic diversity in a local and global economy. But there are also neo-liberalist stances where the natural demise of the lesser languages is anticipated in competition with the major languages of the “modern” world, suggesting that the annihilation of lesser language communities is an inevitable part of economic development processes.³⁶

Some attention was given to economic issues in terms of Scottish Gaelic in Scotland and a characteristic defined as "The Gaelic Economy" was looked at in a favourable light. Nonetheless, as McLeod (2002)³⁷ argues, there has been

³⁴ <http://www.ceredigion.gov.uk/index.cfm?articleid=9980>

³⁵

<http://www.carmarthenshire.gov.uk/english/environment/planning/planning%20policy%20and%20development%20plans/local%20development%20plan/Pages/LocalDevelopmentPlanhome.aspx>

³⁶ See, for example, Grin, François - Language planning and economics – in : Current Issues in Language Planning. - vol. 4 (2003) no. 1; p. 1-67

³⁷ McLeod, W. (2002) “Language Planning as Regional Development? The Growth of the Gaelic Economy”. Scottish Studies 38, http://scottishaffairs.org/backiss/pdfs/sa38/sa38_McLeod.pdf . See also McLeod, W. (ed.). (2006) **Revitalising Gaelic in Scotland**. Dunedin Academic Press: Michigan.

a tendency to concentrate on output in Scottish Gaelic, such as the sales of traditional music or the development of cultural tourism, and not on issues relation to the structure of the economy in the heartlands and its impact on the continuity or demise of the language community. There is a different view of relevant demographic trends in relation to the influence of urbanisation on Swedish in Finland.³⁸ The conclusions based on Finland's evidence were of the demographic position of Swedish being maintained in the higher percentage areas (where Swedish held higher status) but there was a reduction in the use of Swedish in the official “bilingual” communities, a decline in social networks and a lack of language transmission in the home.

These issues were considered greatly in the context of the impact of Quebec's language policies on all areas, including the private sector. Since the *Revolution Tranquille* in the 1960s and the Charter of the French Language, “*Loi 101*” as it was known, in 1977 (and subsequent further reforms), very firm foundations were laid for the French language and speakers' rights alongside the federal government's ambitious programme to modernise and promote the economic development of Quebec. Although controversial in terms of those opposing the implications of the legislation, the practical impact of implementing the language policies in Quebec clearly suggests that this approach is very effective in terms of linguistic progress. French can be seen and heard all around and French has gained its ground in several senses, as the language of commerce and the economy, education, government and public administration.

The arguments were also legal in nature and several court cases took place over the years in relation to the relocation of some major companies from Quebec to Toronto. Similar clashes were seen in Catalonia in response to efforts to extend the influence of the language policy to the private sector including fines since 1997 for non-compliance. In both cases, it is difficult to argue that promoting language policy has been detrimental to the economy in a discernible way - Quebec and Catalonia are wealthy areas and the economic success of both gives rise to different problems in terms of attracting in-migration to the urban areas, particularly amongst people wishing to benefit from a healthy economic position. The language policies are implemented relatively consistently across Quebec and Catalonia although there is a more prominent bilingual and multilingual realism in the urban areas, particularly Montreal and Barcelona. Although it is not official policy, there is a recognition that the element of compulsion to comply and impose fines on businesses is implemented and monitored less stringently in these cities. **Nonetheless, one could argue that the language policies of Quebec and Catalonia paid a positive linguistic dividend and their success deserves to be carefully considered by the Welsh Government when creating the new Standards following the Welsh Language Measure (2011).**

³⁸ Nordberg, B. (1994) *The Sociolinguistics of Urbanization: the case of the Nordic Countries*. De Gruyter: Berlin.

In a volume that seeks to cover several aspects of language planning in relation to the position of Basque, there is a chapter by Jose Zendoia (The Case of Basque, 2005) which reviews the economic evidence.³⁹ Taking a long historical overview, significant economic changes are connected to periods of decline in the position of Basque. More recently, however, the position of Basque improves in some respects mainly in the Autonomous Community and this is as a result of investment on the part of the regional government on language policy. Nonetheless, the experience of Basque demonstrates:

- That growth and the expansion of new sectors is occurring in the major languages (and not in the lesser languages);
- That significant migration has taken place as a result of economic developments and there has been no need for incomers to learn Basque;
- The authorities and the “ruling classes” (senior managers, the elite class), in general, do not display attitudes in favour of Basque - they have integrated into the major languages and model this integration for others to emulate;
- There is a (long) process of diminishing prestige and status and Basque continues to be associated with conservative and overly traditional sectors.

Notwithstanding this, one could argue that developments over recent years - including new technology and modern society, alongside the clear emphasis on activities to promote Basque - offer hope that the current economic changes will not have a negative effect. These conclusions clearly reflect the Welsh experience.

One other source of quite broad evidence is the Euromosaic report (1996, European Commission)⁴⁰ created in an attempt to evaluate widespread evidence of demographic areas, status, education, the economy and so forth in order to offer an integrated analysis of the state of the lesser languages used in Europe. **The Euromosaic report shows quite consistent a correlation between economic and socio-economic criteria, confirming there are better prospects for lesser-used languages in countries that are more successful economically.** Similarly, languages in the weakest positions are often linked to areas that are not successful economically.

In light of the international evidence, there is a stark message to the Group – where there is successful economic development, positive linguistic impacts outweigh negative impact, but where economic development is weaker,

³⁹ Article by Zendoia in Azurmendi, J-M and Martinez de Luna, I. (2005) **The Case of Basque: from the past toward the future.** Mouton de Gruyter: Michigan.

⁴⁰ http://ec.europa.eu/languages/euromosaic/euromosaic-study_en.htm

prospects for lesser languages are worse. **The Group believes in general that development is essential - successful development is healthier and offers the language community a range of possibilities as long as language planning is a central tenet of planning and action.**

Impeding development and curbing opportunities for growth could cause more harm than good, be that in the name of environmental sustainability or "safeguarding" the language or both. **The desired position is for a successful and dynamic economy married up with appropriate language policies which are wisely but unequivocally implemented. The term mainstreaming could be used to describe this marrying up and we lay down this challenge to the Welsh Government and other agencies, including the relevant local authorities, to deliver this.**

Conclusions

Status

- 4.12 Quite constant developments were seen in one sense during the past decade to the status of the Welsh language and official bilingualism in relation to public life. Notwithstanding that, limited progress was seen in terms of the direct and significant impact of these developments in high percentage areas and it goes without saying that adopting and implementing the Gwynedd Council language policy is the most effective and significant development by some considerable distance.

***Gaeltacht* for Wales?**

- 4.13 We did not see any sound evidence of differential status coupled with sufficient action that subsequently led to linguistic progress. Nonetheless, there is sufficient evidence at the hand of some governments of implementing country-wide policies that have led to linguistic progress in the higher percentage areas in those language communities. In our view, it is doubtful whether legislating in Ireland by designating different legal status to the higher percentage areas **in itself** would be a recommended action.

Economic Development

- 4.14 There are very few examples of mainstreaming (Welsh) in areas of the economy/regeneration.

Asking the question, "do the current regeneration strategies show an adequate element of language planning and will the impact of the strategies, if effectively implemented, increase the position of the Welsh language in higher percentage areas?", our conclusion is "no, not in their current form". Clear and commendable action is taken in the north west but the situation is weaker in mid and south west Wales. We request that the Welsh Government work with the relevant authorities to seek to close this gap.

It would be a good and practical opportunity to supplement the Corporate Social Responsibility Framework stating “operating bilingually and promoting the Welsh language” as an appropriate activity for businesses.

It is this type of effort and planning (Môn a Menai Action Plan) that would be useful, if not essential, to higher percentage areas in mid and south west Wales. We note this important opportunity and encourage the Welsh Government and relevant local authorities in mid and south west Wales to come together to lay similar foundations in order to realise ambitious plans similar to those of the Môn a Menai developments.

It would be reasonable to argue that Higher Education Institutions in the west are important economic drivers and promoting developments around Bangor, Aberystwyth and Carmarthen offers a very appropriate opportunity

Overall, it is difficult to see from the document *Growth and Sustainable Jobs* any clear evidence of mainstreaming the Welsh language and of taking the Welsh language into account in respect of the economic growth of the higher percentage areas in particular. As well as the Corporate Social Responsibility Framework, the opportunity - and what is most needed - is a concerted and consistent effort to mainstream the Welsh language from the bottom up in the economic and regeneration strategies and with clear and measurable emphasis on development in the higher percentage areas.

The Snowdonia Outdoor Partnership's activities represent an example of good practice in mainstreaming the Welsh language, demonstrating that it is possible to effectively dovetail the benefits of economic and language development.

Being on the threshold of a further tranche of investment from the European Structural Funds for 2014-2020, there is a further opportunity to take advantage of developments that could be benefit in relation to high percentage areas in a way that has not hitherto been realised.

We encourage the Welsh Government to assist the Mentrau Iaith and partner agencies to develop ambitious revenue and capital projects which will be the focus of regeneration efforts and promote employment in high percentage areas.

There are clear virtues to the Labour Market Scheme and the national ambition is there to commend it. We encourage WEFO and the Welsh Government to support the development of the business plan in collaboration with Mentrau Iaith Cymru in order to effectively assess the way in which this plan can achieve the relevant objectives of the *A living language: a language for living* and *Growth and Sustainable Jobs* strategies.

We urge the Welsh Government to ensure prominent language planning input in the development of the Swansea Bay City Region in order to maximise the relevant benefits in the relevant higher percentage areas.

Housing and Planning

- 4.15 We commend the endeavours of Gwynedd and Ceredigion Councils to address the issue of basing their Housing Strategies on sound evidence of the demand from local people and offer practical support to meet this demand.

Congl Meinciau is the most commendable recent example we have come across thus far of an integrated development which seeks to support Welsh language communities. The development was the culmination of very hard work and it would be important to see further similar developments assimilating these essential elements. A question for the Welsh Government and relevant Housing Associations is whether they can emulate the same progressive language policy in the considerably lower percentage areas of mid and south west Wales?

Gwynedd Council and the Snowdonia National Park Authority are a considerable way ahead in this regard (assessing language impact) by bringing the issue to the heart of planning, consistently and rigorously. Where a lead is provided by bodies such as these, others should follow and seek to emulate (and possibly also share some of their conviction).

International

- 4.16 In light of the international evidence, there is a stark message to the Group – where there is successful economic development, positive linguistic impacts outweigh negative impact, but where economic development is weaker, prospects for lesser languages are worse. The Group believes in general that development is essential - successful development is healthier and offers the language community a range of possibilities as long as language planning is a central tenet of planning and action.

5. Social and cultural vibrancy

BACKGROUND

- 5.1 The nature of a neighbourhood is complex, and is constantly changing. Historically, people's involvement with each other would be in a confined radius within a specific area whose boundaries did not extend any great distance. But with the expansion of mobility, changes to working practices and social customs, in addition to far-reaching developments in communication media, the geographical communities of west Wales are far less uniform and stable today than at any other time. A neighbourhood is not a single network, rather a melange of various networks - family, social, religious, cultural, and so on. Social networks span geographical boundaries, and changes to and the pace of technological developments lead to significant changes in living patterns, work and leisure.

Despite the changes afoot, the value placed on the traditional geographical community remains a key element that should be safeguarded and developed. Despite the Welsh language being in a fragile position in many senses, exceptional activity and tenacity are seen to have characterised the nature of our Welsh communities for decades, and are clearly still at play today. It is this activity and vibrancy that enriches the experience of belonging to a specific area and which reveals the diversity and depth of the Welsh language socio-cultural experience.

The traditional organisations and movements such as Merched y Wawr, Mudiad Meithrin early years specialists, the Urdd, Young Farmers' Clubs, local Eisteddfodau, the National Eisteddfod, Papurau Bro local Welsh-medium newspapers continue to play a key role in the life of Welsh language communities, despite the ebb and flow witnessed in several areas over the decades. These organisations are the 'drivers' that vitalise voluntary endeavours and offer a range of social and cultural opportunities that form part of community life in Welsh language areas. These are the bodies that form the backbone of Welsh culture and create vibrancy in the language.

Over the past twenty years, substantial developments have been witnessed among a number of the traditional organisations that are supported financially by community grants provided formerly by the Welsh Language Board, and now by the Welsh Government as well as through other sources such as the Lottery. The total Welsh Government expenditure on grants for work to promote the Welsh language this year (2013/14) is £3,557,347.00

A network of Mentrau Iaith language initiatives works locally to promote and facilitate the Welsh language. They organise social activities of all types for children, young people and adults, often in conjunction with local partners. In a recent development, additional funding was provided by the Welsh Government to Mentrau Iaith Cymru for the appointment of a national coordinator. Grants for Mentrau Iaith during the financial year 2013/14 totalled £1,511,614.00.

On the other hand, other movements and organisations play a prominent part in the social life of all areas. Although promoting the Welsh language is not part of their *raison d'être*, they too have a key role, e.g. Parent Teacher Associations, village hall committees, sports clubs, night classes, agricultural shows.

One of the greatest challenges facing local societies and movements is the task of maintaining the Welsh language within their activities, while managing at the same time to reach out and include individuals who cannot understand or speak Welsh. In that regard, it is likely that a lack of confidence and unfamiliarity among some Welsh speakers and bridging methods can also pose challenges.

Another challenge for the traditional organisations and social and cultural life is that of attracting people to take charge and accept responsibility for leading them. Teachers and ministers who at one time were active in their areas leading and promoting cultural activity now have less influence at a community level. Generally, older people are seen to lead locally, and the longevity of some traditional media such as the *Papur Bro* local newspaper and the local *eisteddfod* are the subject of genuine concern in a number of areas.

Nonetheless, there is evidence from some quarters such as the Young Farmers, *Merched y Wawr* and the *Urdd* that organisations are still a nursery for community and cultural leaders. In *Bro Ddyfi*, this is clearly visible as YFC, the local *Urdd Aelwyd* group and *Theatr Maldwyn* nurture community leaders who ensure continuity to the social and cultural vibrancy within the area.

Over recent years, the establishment of exciting and popular festivals has been seen in a number of areas e.g. *Gŵyl Bro Dinefwr* in *Cil y Cwm*, *Chwilgig* in *Penllŷn*, *Llanast Llanrwst*, *Gŵyl Cefni* in *Anglesey*, *Gŵyl Nôl a Mlân* in *Llangrannog*, and *Gŵyl Crug Mawr*, *Cardigan*. Also, areas have hosted effective Welsh-medium community websites, e.g. www.Trefeurig.org

THE EVIDENCE

- 5.2 Marion Loeffler's research into the vibrancy of Welsh-medium networks in the areas of Fishguard and Aberaeron undertaken in 1997 is a detailed analysis of the function and contribution of community organisations such as *Urdd* and *Merched y Wawr*.⁴¹

The work offers key conclusions that are relevant today when considering the viability of the Welsh language at a community level:

⁴¹ Jenkins Geraint H. a Williams Mari A: Research by Marion Loeffler into Welsh-medium networks in the areas of Fishguard and Aberaeron 'Mudiad yr Iaith Gymraeg a Dwyieithrwydd: Beth All Cymdeithasau Lleol ei Gyflawni?', *'Let's Do Our Best for the Ancient Tongue': The Welsh Language in the Twentieth Century*, (Cardiff, 2000), pp. 473–506.)

- that cultural links as well as the linguistic character of the community bears a heavy influence on the language choice among first language Welsh speakers.
- that being part of a particular society has a greater influence on the linguistic character of a group of friends than the language spoken within the family.
- in a small community, that people's social life (outside their circle of friends) tends to involve voluntary social activity and the social occasions they arrange.
- the traditional Welsh occasions were seen to be amongst the most popular in both communities among young people and adults, and that occasions involving Welsh language culture were central to both communities' social life and that they were of interest to the majority of the population.
- the less Welsh heard socially compared to English, the less likely it will be accepted as the natural medium of communication in the view of its speakers.
- hearing Welsh in various social situations and occasions fosters a positive attitude and raises first and second language speakers' confidence in using Welsh.
- that the contribution of Welsh cultural organisations and events is key: often, these are the only opportunity available for speakers to use Welsh in communities like Fishguard.

The picture in Aberaeron appeared hopeful, and the conclusions of the research noted that Welsh is used extensively by its first language speakers outside of secondary school and circle of friends, which showed that the younger generation was more confident than the older generation. Nonetheless, a clear divide was seen in the use of the language between first language speakers and the majority of second language speakers.

The experiences of Welsh speakers in Fishguard varied according to age. Due to the close nature of the community, there were plenty of opportunities for the older generation to socialise in Welsh. In terms of young people, opportunities to socialise naturally in Welsh (in a situation that was not obviously cultural) were seen to be reducing, with the effect that there was a clear lack of confidence and a less positive attitude towards the language. It appeared to the young people that Welsh was limited to obviously Welsh events and societies.

Loeffer's key message in the work was that further small-scale developments had to be ensured within communities in order to offer first language

speakers, second language speakers and learners opportunities to use the language.

- 5.3 This recent research commissioned by the Welsh Language Board in 2006 for: *Young people's social networks and language use*⁴², and undertaken by the Centre for European Research (Wales) and Cwmni Iaith, offer a further analysis in addition to deepening the recognition of the factors that are at play in young people's eyes.

The research was based on a detailed study of young people's social networks and language use between 13-17 years of age in 12 areas, namely:

- Fishguard
- Aberystwyth
- Amlwch
- Bala
- Lampeter
- Llandysul and Cardigan
- Llangefni
- Llanrwst
- Machynlleth
- Pwllheli
- Ystradgynlais

The main findings of the research stated:

- that the predominant factor that defined social use of Welsh among young people was the language of the home.
 - that three types of language community had been identified, based on the relationship between different members of the language groups
- Type 1: Integrating communities
 - Type 2: Unequivocal language groups
 - Type 3: Integrated communities

This research offers clear guidance in the task of planning to increase young people's use of Welsh socially.

The impact of mobility on social life

- 5.4 Without a doubt, mobility is one of the factors that changes the demography of the language at a community level. The out-migration of young Welsh speakers from their native communities is detrimental in terms of the viability and vibrancy of natural Welsh social life within the community. In-migration also has knock-on effects and has been a cause for concern among the majority of communities in question during the past decades.

⁴²: Centre for European Research (Wales) and Cwmni Iaith: *Young People's Social Networks and Language Use*, Welsh Language Board

The inward flow and integration of newcomers is discussed in the Lesser Used Languages Volume, *Yr Ieithoedd Llai*⁴³ where the inward flow and integration of newcomers is discussed. The articles in this volume are the product of a conference held in 1991 by the Joint Working Party on Bilingualism in Dyfed, on the topic ‘Cyfannu, Cymathu a Chynllunio” (Uniting, Integrating and Planning). A number of the key topics of that conference remain pertinent today, namely...

- strengthening the lesser used languages through organised language planning in local government and other decision-making organisations.
- marketing lesser used languages by creating awareness of their existence and their importance through the medium of organised community education.
- encouraging and enabling speakers of lesser used language to develop skills that are relevant to employment needs in their regions, and in doing so reducing the need for inward and outward work-related migration, therefore permitting more time for integration
- ensuring that efficient provision is easily available for newcomers to learn the lesser language.
- urging the development of community initiatives with the aim of increasing vibrancy and expanding the domains of lesser used languages.

Language Revitalization contains a chapter on comprehensive research undertaken in 1997 on the position of the Welsh language in the Teifi Valley by Colin Williams and Jeremy Evas.⁴⁴ It offers a detailed analysis of the position of the Welsh language in the area in the 90s, an area that saw significant in-migration during the last decade of the twentieth century. The work highlights a number of key issues which are typical of the challenges facing traditional Welsh speaking areas, such as:

- wide-scale inward flow of people
- out-migration
- the use of Welsh within the family
- lack of opportunities to use Welsh, leading to a lack of confidence to use it where a choice is available
- low numbers of adults learning the language

⁴³ *Yr Ieithoedd Llai: Pennod Cymathu Newydd-ddyfodiaid*, ed. Llinos Dafis 1991

⁴⁴ Williams, Colin H., *Language Revitalization Policy and Planning in Wales*, University of Wales Press. Chapter Chapter - Declining Density Jeremy Evas

- tensions between language groups and two communities existing separately

Delyth Morris' research focuses on social interaction patterns within Communities on Anglesey in the eighties⁴⁵. The main conclusions of the research stated that networks patterns were divided into three main groups, namely:

- Group 1: the Welsh Speakers who had the largest number and most intensive networks, as well as the most contacts
- Group 2: the English speaking incomers who had the lowest number and least intensive networks, as well as the least contacts
- Group 3: that the Welsh speaking incomers had networks of a size and intensity between those of the groups above

From the field work, it was recognised that both language communities, although living alongside each other within the community, networked separately. Without the ability to speak the language, non-Welsh speakers did not belong to the local Welsh-medium organisations, and to all intents and purposes, the two language communities existed separately.

On the whole, more similarity was seen between the groups of Welsh Speakers in 1 and 2, leading to the conclusion that language was the most important factor in structuring networks locally

According to research *The Effects of Tourism on the Welsh Language in north-west Wales* by Dylan Phillips and Catrin Thomas in 2001, a close link between tourism and in-migration was highlighted. The effect of this can be seen in a number of seaside resorts and also areas of natural beauty; areas that have seen a significant decrease in the percentage of Welsh speakers over the past three decades. It was noted that a number of incomers had moved to the area as a result of visits in the past. Research into newcomer trends by Beaufort in 2003 shows that a number wish to integrate fully into their new community, and set about learning the language.

In order to facilitate this, the Welsh Language Board established a number of integration schemes for Incomers within areas such as the Llŷn Peninsula, south west Anglesey, Penllyn Bala, and rural Conwy. The aim of these schemes is to appoint a number of community facilitators to make contact with newcomers, offering them guidance and support so they can be part of the community.

These schemes were evaluated by external consultants and it was seen again that they had been a valuable resource and that the role and contact of the community facilitator was key to the success of the scheme. It was also highlighted that the officers' role in creating awareness of the Welsh language

⁴⁵ Morris, D., *Social networks in Ynys Môn Contemporary Wales*
<http://welshjournals.llgc.org.uk/browse/listarticles/llgc-id:1179046/llgc-id:1179353>

and its culture had been invaluable and encouraged newcomers to realise that being able to speak Welsh opened so many social and cultural doors.

Another element the Board was involved in was collaboration with the Mentrau Iaith language initiatives in north Wales and south west Wales to establish the Welcome Pack. The aim was to raise prospective incomers' awareness of the Welsh language before they decided to move to their new community. This scheme encouraged estate agents to distribute packs to prospective house purchasers. A number of estate agents saw this scheme as an effective way of teaching people about the community they intended to move into, while others suspected such a scheme would jeopardise sales.

In evaluating this scheme, it was highlighted that a number of incomers had found the pack helpful and had given them a guide to life in the Welsh language community.

Recent consultation including presentations to the Group

Focus Groups

5.5 As part of the Group's consultation process, two focus groups were held, which contribute to the evidence gathered for the purposes of this report. The aims of the groups were to:

- hear Welsh learners' views (those who had moved to south Ceredigion from other areas to live) on how it is possible to enthuse newcomers to understand the relevance of Welsh in these areas and encourage them to set about learning
- hear the views of Welsh speaking individuals who have moved to Cardiff from the Welsh speaking heartlands of north and south west Wales

Among the findings, we saw in the case of the Cardiff group, that returning to their native areas would be the ideal for everyone, if specific factors did not impede them from doing so. The group of incomers in Cardigan all agreed that learning Welsh had helped them to “settle” and integrate in the area.

See the full reports on this work in Annexes 4 and 5.

Welsh for Adults

5.6 In terms of higher percentage areas, they are served under the current structure by three Centres. Although the method was less than thorough and the estimate very rough, one can conclude that the percentage and number of adults who set about following courses remains lower than is required to see a positive contribution made to increase the number of Welsh speakers:

Gwynedd: 1,500 (namely 3.9% of the aged 16+ non-Welsh speaking population);

Anglesey: 560 (2.1%)

Ceredigion: 1,075 (2.8%)

Carmarthenshire: 1,040 (1.2%)

Encouragingly, a recent Survey of learners at the north Wales Centre provided very positive evidence of learners' satisfaction with the provision and also stated that a high percentage of them (at all levels) said that they used Welsh outside classes. In the area of learning lesser used languages, learners' motivation is considered important and in the case of north Wales learners, their main reasons were to speak to the children and learn for work-related purposes.

Since a comprehensive Report on Welsh for Adults has just been published,⁴⁶ the Group is eager to support the report's recommendations and agrees with the comment made by the Chair of the Group, Dr Haydn Edwards, of the importance of this area, and that the time has come... "for us as a nation *to raise our sights*".

Theatr Felinfach and the Powerhouses concept

5.7 Theatr Felinfach was established in 1972 by the Education Department of Cardiganshire County Council, and ever since, the Theatre has been a hub of Welsh-medium and cultural activity. The ethos and core principles of working on the strengths and potential of Ceredigion's indigenous Welsh language neighbourhoods remain relevant and operational to this day, and offers an effective model of working based on the sound principles of being inclusive and open to all. Theatr Felinfach represents good practice in participatory activities for various groups in terms of age and background and socialises them successfully in Welsh. To that end, other neighbourhoods could benefit greatly from adopting this model.

The concept of **Powerhouses** grew from Theatr Felinfach's community education work, and a pilot scheme was established in 4 areas to seek to address the fragile nature of Welsh speaking neighbourhoods in rural Ceredigion. The *Llawlyfr y Pwerdai* (Guide to the Powerhouses) was published in 2009 and offers practical guidance to assist Welsh speaking neighbourhoods to respond positively to the challenge they face, along with examples of good practice in Ceredigion in relation to promoting social activities.

Partneriaith Aman Tawe

5.8 As a result of the statistical analyses and detailed report by the Welsh Language Board in 2011, Aman Tawe was identified as an area of particular linguistic significance. The vulnerable position of the Welsh language in the area was highlighted and **Partneriaith** Aman Tawe was established as a pilot scheme for an integrated language planning model. The report outlined the challenges in relation to the Welsh language within the area, as well as proposals for particular action to resolve the situation. It can be seen from

⁴⁶ During summer 2012, a Group was established by Welsh Government to review Welsh for Adults in terms of learners' attainment, curricular content, delivery structures and value for money. The report, 'Raising our Sights', published in September 2013, summarises the Review Group's findings and recommendations for improving the provision and structuring the area into the future.

reading this report that a number of those proposals are now in operation, and the creation of strategies and schemes has led to positive and exciting action for the benefit of the language across the area.

The Scheme operates in a relatively small area across the boundaries of three counties, namely Carmarthenshire, Neath Port Talbot and Powys and is run jointly by the Welsh Government, Menter Bro Dinefwr, Neath Port Talbot Menter Iaith and Menter Brycheiniog and it works closely with the three authorities and other strategic partners working to promote Welsh in the area. The unquestionable strength of the scheme is the way it operates within a small area across geographical boundaries at both a practical and strategic level. It is therefore possible to identify local needs, concentrate focus and energy where it is most needed and the where the greatest opportunities exist to make a difference. For example, if 37 more people had stated they were Welsh speakers in Brynaman in the 2011 Census, the area would have continued to have over 70% of its population Welsh speakers.

Local surveys have also been undertaken to look at issues such as the use of the language by businesses, the public services available in Welsh, and youth and leisure provision. Again, it is possible to identify the main weaknesses by doing this and set a baseline when planning specific intervention to promote use of the Welsh language. Six strategic areas were identified, which span all aspects of life, namely the language of the home; the community; children and young people; school and the community; work, language and the economy; and also promotion and marketing.

Successful projects have already been run such as the Cymraeg yn Gyntaf (Welsh First) campaign with businesses; working with parents to change their language practices; the Radio Aman Tawe scheme on the web, that attracted almost 1,500 listeners for one programme; along with a host of social activities, all with the same aim of changing individuals' and communities' language practices and raising residents' confidence to use Welsh. More and more local bodies and organisations are getting in touch for advice or assistance to arrange Welsh language events - a sure sign of increasing vibrancy.

An important element of the project is the work to increase capacity in the communities themselves to increase Welsh language activities and services. The 4 Language Powerhouses were established in the area to offer local people new opportunities in the future of the Welsh language within their areas. The work is led by officers employed using grant funding from the Welsh Government to the Mentrau Iaith in Dinefwr and Neath Port Talbot, as well as two officers from the Welsh Government Welsh Language Unit. This new scheme has led to a significant increase in social opportunities to use Welsh by a range of ages across the area. In 2012/13, a total of 175 activities were undertaken.

This model of working is one which deserves consideration for implementation in other areas. The Group is aware that Cardiff University, on behalf of the

Welsh Government, is presently undertaking a review of the work of the Mentrau Iaith, the Language Action Plans Schemes as well as Aman Tawe's Welsh Language Promotion Scheme. The report is expected to be published in the Autumn.

Nantlle Valley 20:20

5.9 In Gwynedd the local group **Dyffryn Nantlle 20:20** has been established. In evidence to the Group, it was expressed that there were two communities living in parallel but that the non-Welsh speaking people have no empathy towards the language in the area. The group is working towards creating a welcome pack for distribution locally to newcomers; creating a tool to measure 'an individual's linguistic footprint'; and establishing a mentoring scheme whereby Welsh speakers will support and assist non-Welsh speaking individuals to learn and use the language.

'Local Action'

5.10 **'Local Action'**⁴⁷, a resource published by the Welsh Language Board in February 2012 has led to the establishment of a number of groups to act on behalf of the Welsh Language within their local neighbourhood. The Group received evidence on what the resource offers groups who are eager to work on behalf of the Welsh language at a grass roots level.

The resource offers guidance for assessing the position of the Welsh language at a micro level, and offers a Framework which is structured by relevant themes in relation to the viability of the Welsh language in the areas where there are a high number of Welsh speakers.

One of the key themes within the Framework is Social and Cultural Vibrancy, and there are a series of relevant indicators that are used as yardsticks to measure the 'health' of the Welsh language within the neighbourhood. The indicators for this area include

Relevant training was held for officers of the Mentrau Iaith and Language Action Plans to prepare them to use the resource, and positive results have been seen as the work has been rolled out in 15 areas.

The projects identified or initiated included:

- more community use of simultaneous translation equipment
- local family support work
- producing a welcome pack and a local 'reaching out' scheme
- promoting bilingualism among local businesses
- a programme of concerts

⁴⁷ *Local Action (Framework for promoting micro language planning in Welsh neighbourhoods)* Welsh Language Board 2012

- providing support to give local Ti a Fi mother and baby groups a more Welsh flavour
 - give the local Football Club a more Welsh flavour
 - give the local Leisure Centre a more Welsh flavour
 - holding a Social Fair to share information about Welsh-medium social opportunities
-
- signs to increase 'Pride in your Place'
 - establishing a Welsh-medium children's nursery
 - a scheme to increase the use of Welsh used on the playground at the local school
 - creating a community pantomime
 - family fun day
 - establishing a Local Regeneration Group

There is potential to develop this work further, and a report on what the work has achieved offers guidance in that regard:

- that the resource pack for implementing micro language planning with Welsh speaking neighbourhoods - 'Local Action' – has succeeded and that it is a practical and useful tool for initiating micro language planning jointly with local action groups.
- that the process outlined in the written guide is proving successful and is a way in which facilitators among local language planners can bring appropriate community development techniques into work with action groups in Welsh neighbourhoods.
- that the Assessment Framework stimulates widespread and appropriate discussion and is a way for local groups to reach sound conclusions in relation to their operational priorities.
- that the Electronic Record facilitates the process of recording and planning.
- that there is a need for local authorities who want to implement a 'Local Action' process to be alert to the commitment needed by way of time, resources and interpersonal skills to achieve this effectively.
- that inexperienced facilitators need specific guidance and training in order to motivate and support them in their work.
- that there is a need to establish a Development Bank to facilitate some projects identified as a result of following the 'Local Action' process'.
- that there is scope to develop vocational training courses in community language planning further for use by Mentrau Iaith officers and similar agencies.

Bro Ddyfi

5.11 The group received a presentation on a report commissioned by the Welsh Language Board on the position of the Welsh language in the Bro Ddyfi area – an area with a strong identity. It appears from that work that the challenges facing the Welsh language within the area include:

- the language transmission rate among mixed families is worse than the Wales average
- significant in-migration has occurred in the area
- the language use survey shows that half of the Powys population who can speak Welsh use it every day
- the use of Welsh by young people outside school is weakening
- two separate language communities exist in the area
- the traditional focal point of the Bro Ddyfi area is the town of Machynlleth, but towns such as Aberystwyth and Shrewsbury are seen to attract the population for their shopping needs and social interactions.

On the other hand, positive issues were reported, offering signposting towards purposeful action to safeguard and strengthen them:

- a high number of young people from the area wish to remain in their native areas or return there - need to learn from this for other areas
- traditional organisations offer a strong social infrastructure to Welsh speakers in the area
- evidence that the work of the YFC, Urdd Aelwyd (local group) and Theatr Maldwyn provides a social infrastructure for Welsh speakers in the area nurturing community leaders
- a strong network of youth and community organisations such as the Urdd Aelwydydd (local groups), Young Farmers' Clubs, Merched y Wawr, choirs and chapels.

Urban Vibrancy

5.12 Developments over recent years in Caernarfon and the surrounding areas was the topic of evidence given by Iwan Trefor Jones, Corporate Director at Gwynedd County Council.

The development of Caernarfon as a work destination which attracts Welsh speakers has created a positive position for the language and it has done so, not only within the town itself, but in satellite villages such as Bontnewydd, Bethel, Llanrug and Felinheli. There is a range of work opportunities offered through significant workplaces such as the County Council, media and arts industries and a number of other micro businesses which place an emphasis on employing Welsh speakers, which has a beneficial influence on the social vibrancy of the area. These factors are seen to attract young families to choose to move to an area which appears to be a prosperous Welsh speaking community.

Strengthening other urban areas across west Wales economically and in a way which gives the Welsh language a high status within workplaces would have a positive influence in terms of the social vibrancy of those areas, ensuring a modern and appealing image for young people in urban towns such as Llanelli, Carmarthen, Aberystwyth and Bangor.

Changes in social interaction practices and new media

- 5.13 Although the use of Welsh within a geographical community remains extremely important, the nature of social interaction is rapidly changing, particularly among young people. Travel, work and communication patterns have changed so much that so many people's social circles have extended beyond their local area. The effect of this often is people's lack of desire and time to be involved with their neighbours and local social life. Almost everyone in the neighbourhood by now belongs to wider networks (of interest and geographically) in addition to local networks.

The other apparent and significant change is the influence of the web and new social media. These technological developments have created an astonishing change in the way in which we live our lives, and are a constant and rapidly changing area. All the various forms of these new media have an important role to play in supporting use of the Welsh language, and the Welsh language and its speakers need to take advantage of new and exciting opportunities to ensure vibrancy and viability for the language within these new networks. Welsh language community organisations also need to be encouraged and supported to ensure a greater online presence.

To promote efforts in this regard, the Welsh Government has just published a scheme to promote the use of Welsh in Welsh language technology and digital media, and has allocated £250,000 annually over the next 3 years to this. S4C has also launched a digital fund worth £1 million a year over a 4 year period.

An exciting and ambitious development in this area is the establishment of Radio Beca – a community radio station for the counties of Ceredigion, Carmarthen and Pembrokeshire. OFCOM has already awarded a broadcast licence to the Radio Beca scheme which has been established by a group of local Welsh speakers, with representatives from the Friends of Radio Ceredigion, the Troed y Rhiw Cooperative Theatre Company, local Mentrau Iaith language initiatives and the University of Wales Trinity Saint David to offer a unique Welsh-medium local radio service in south west Wales.

The background to the scheme to establish Radio Beca was dissatisfaction with Radio Ceredigion's Welsh language provision, since Town and Country Broadcasting purchased the station.

The station is expected to begin broadcasting soon.

The broadcast media were seen to play a key role in the twentieth century, on radio and television, in developing and safeguarding the Welsh language. The new digital media will have just as vital a role to play in the future of the Welsh language during this century.

Conclusions

- 5.14 that the presence and success of traditional organisations make a key contribution to the linguistic viability of Welsh language neighbourhoods.
- 5.15 that the continuation of activity through these organisations depends on the commitment of volunteers who work tirelessly to ensure this. It is essential that all organisations consider how they can ensure their leadership continues into the future.
- 5.16 “What is the position of the Welsh language in this neighbourhood?” It must be borne in mind that no neighbourhood is uniform and that each neighbourhood has its own characteristics and challenges. Neighbourhoods' capacity must be developed to identify their own needs and potential, and prioritise and act accordingly. The *Partneriaith Aman Tawe* established in response to the challenge of supporting the Welsh language there is a model that consideration can be given to implementing in other areas of particular linguistic significance.
- 5.17 Theatr Felinfach represents good practice in participatory activities for various groups in terms of age and background and socialises them successfully in Welsh. To that end, other neighbourhoods could benefit greatly from adopting this model.
- 5.17 that the 'Local Action' resource is a purposeful resource for use and development to assist in the work of promoting the Welsh language at a micro level.
- 5.18 that all organisations should be encouraged to consider modern methods of communication and information sharing using the web and modern electronic methods, ensuring that the indigenous culture is a clear and visible entity...
- in terms of raising and maintaining the neighbourhood's confidence
 - in terms of enabling people within the neighbourhood to participate
 - which creates a feeling of vibrancy in the community, and of 'pride in the place'.
- 5.19 the need to be inclusive and that attracting the support of non-Welsh speaking local residents is important. Organisations need to integrate incomers whilst at the same time maintaining Welsh as the main and only medium, with differentiation from one organisation to another, and from one area to another. All organisations should look at their processes for attracting new members from among incomers and learners.
- 5.20 building a bridge across language and culture between schools, parents and the neighbourhood would offer a structure to strengthen the feeling of neighbourhood. There should be consideration to undertaking a pilot project to employ transition officers to work closely with a cluster of schools in a specific number of areas

5.21 that there is a need to strengthen urban areas economically, ensuring high status for the Welsh language within workplaces which leads to positive influence in terms of social vibrancy in those areas. A modern and appealing image is needed for socialising in Welsh among young people in urban areas such as Llanelli, Carmarthen, Aberystwyth and Bangor.

Part 3: Work plan

Recommendation 1	Promote the development of Bangor, Aberystwyth and Carmarthen as city regions
Action	<ul style="list-style-type: none">○ Welsh Government to establish an Action Group that will work to formulate a new Strategy and implement a new Work Plan for the Bangor, Carmarthen and Aberystwyth areas and that will dovetail economic regeneration and infrastructure improvements with language growth.
Impact	<ul style="list-style-type: none">○ Increase employment and economic opportunities in key towns within higher percentage areas○ Provide a new basis and opportunity to mainstream the Welsh language in city region Action Plans in higher percentage areas○ Reverse negative demographic changes which weaken higher percentage areas
Responsibility	Welsh Government Carmarthenshire, Ceredigion, Gwynedd Local Authorities

Recommendation 2

Improve the impact of Welsh Government policies on the Welsh language using Language Impact Assessments through TAN20 and other relevant guidance in order to be able to promote dynamic and positive regional planning which is also beneficial in terms of the Welsh language.

Action

- Welsh Government to publish TAN20 and a clear guidance on Assessing Language Impact as an integrated approach in addition to relevant individual planning applications
- Welsh Government, Planning Inspectorate and Local Authorities to ensure good quality development and consistent use of Language Impact Assessments
- Welsh Government to add “support the Welsh language and operate bilingually” as part of the Social Corporate Responsibility Framework
- Welsh Government to second experienced teams to mainstream the Welsh language as a clear element of its principal economic development strategies
- Commission research to consider the correlation between legal, policy and operational issues in the areas of planning, housing, economic development and the Welsh language

Impact

- Enhance the positive effects on the Welsh language in planning issues and mitigate negative effects
- Improve consistency in Language Impact Assessments
- Support the Welsh Government's objective to mainstream the Welsh language

Responsibility

Welsh Government
Local Authorities
Planning Inspectorate
Housing Associations

Recommendation 3

Make education provision for 3-14 year olds consistent across Anglesey, Gwynedd, Ceredigion and Carmarthenshire so that all pupils become fluent and confident in both Welsh and English.

Action

- Welsh Government to use the powers of the School Standards and Organisation (Wales) Act 2013 as a basis to lead relevant changes in Anglesey, Gwynedd, Ceredigion and Carmarthenshire
- Local Authorities and Welsh Government to formulate a position paper to extend access to Welsh-medium education in Bangor, Aberystwyth and Carmarthen
- Welsh Government and Local Authorities to examine the practicality of expanding Gwynedd's latecomer provision model across all higher percentage areas

Impact

- Increase the number and percentage of pupils who are fluent in Welsh and English by the time they leave school

Responsibility

Welsh Government
Local Authorities and Regional Consortia

Recommendation 4

(By improving access to Welsh-medium provision) ensure that an ethos is created along with programmes to promote social and informal use of Welsh in collaboration with schools and communities

Action

- Extend and develop the Gwynedd Charter model and implement it in all Primary Schools, ensuring the commitment and support of Anglesey, Ceredigion and Carmarthenshire to the scheme
- Encourage local authorities and relevant schools in Conwy, Denbighshire, Powys, Neath Port Talbot and Pembrokeshire to adopt the Gwynedd Charter model
- Extend and develop the Language Support Project model in all Secondary schools in Anglesey, Ceredigion and Carmarthenshire, ensuring the commitment and support of all local authorities to the scheme
- Establish a pilot scheme to appoint community officers to create a bridge between the school and the community

Impact

- More children and young people using Welsh outside the classroom, and in community activities

Responsibility

Education Authorities
Primary and Secondary Schools
Welsh Government
Mentrau Iaith
The Urdd

Recommendation 5

Continue to encourage people to take part in activities and socialise in Welsh by supporting organisations and societies and by initiating new initiatives.

Action

- Continue and intensify the work of promoting language transmission within the family by concentrating additional attention on relevant areas
 - Promote access to affordable Welsh-medium childcare provision in order to make bringing up children and working an attractive option for young families
 - Develop and extend the use of the 'Local Action' resource which offers an appropriate framework for initiating micro language schemes.
 - Establish a Welsh Language Neighbourhood Support network to
 - be a forum (face to face and online) for sharing good practice from area to area
 - plan and develop new ideas
 - arrange relevant training on issues relating to the development of Welsh within Welsh language neighbourhoods
 - steer the development of 'Local Action'.
 - report to Welsh Government annually on key issues
 - Establish a Welsh Neighbourhoods Fund to enable groups and societies to apply for funding to initiate activities at the local level;
 - Welsh Government to support the Mentrau Iaith to provide support and advice to community groups
 - Support effective Welsh for Adults provision which meets the needs of individuals, families and employers by acting on the recommendations of the Report *Raising our Sights: review of Welsh for Adults 2013*
 - Develop and improve in terms of transition and integration activities which increase learners' attachment and social use of Welsh.
-
- Increase language transmission within the family
 - Strengthen Welsh language social networks
 - Increase social opportunities to use Welsh

Impact

Responsibility

Welsh Government
Mentrau Iaith
Community Groups
Local Authorities
Welsh for Adults Providers

Recommendation 6

Agree targets to extend the bilingual workforce and bilingual internal operations with relevant agencies within the scope of the Welsh Language Standards

Action

- Local Authorities, Health Boards and further and higher education institutions which serve Anglesey, Gwynedd, Ceredigion and Carmarthenshire to commit to new requirements which will arise from the proposed Standards
- Welsh Government and relevant agencies to determine targets to recruit and develop the workforce to increase in a meaningful manner the number of bilingual employees

Impact

- Increase the number of organisations which operate internally in Welsh
- Increase the internal use of Welsh as a medium of work and administration
- Increase employees' confidence in using Welsh

Responsibility

Welsh Government
Welsh Language Commissioner
Anglesey, Gwynedd, Ceredigion and Carmarthenshire
Local Authorities
Bangor, Aberystwyth and Trinity Saint David
Universities
Coleg Llandrillo-Menai Group, Coleg Ceredigion, Coleg Sir Gâr
Betsi Cadwaladr and Hywel Dda Health Boards

Recommendation 7

Extend the Aman Tawe pilot Scheme to other areas which have witnessed a clear linguistic shift in recent years and support further developments in light of the Cardiff University review.

Action

- Welsh Government to provide adequate resources to establish up to 6 'Welsh Language Promotion' Schemes in areas of particular linguistic significance.
- Local Authorities to work in partnership with the Mentrau Iaith and other key partners to formulate and implement a long term strategy with the aim of ensuring linguistic growth based on local needs.
- Review of the developments to be undertaken every three years.

Impact

- Increase resources for promoting Welsh at a community level based on evidence.

Responsibility

- Welsh Government to lead on establishing Local Promotion Areas, in partnership with local authorities, Mentrau Iaith and local partners

Annex 1: Group membership

Chair:

Dr Rhodri Llwyd Morgan, Pro Vice-Chancellor for the Welsh Language and Culture, and External Engagement at Aberystwyth University.

Members:

- Sali Burns, Member of Welsh Language Partnership Council and employed by Betsi Cadwaladr University Health Board
- Cllr Dyfed Edwards, Leader of Gwynedd Council and Spokesperson for the Welsh Language, WLGA
- Owain Gruffydd, Member of Welsh Language Partnership Council, Chief Executive of Menter Iaith Bro Dinefwr
- Lynne Reynolds, Wales Council for Voluntary Action (WCVA)
- Elin Rhys, Director of Telegop and Chair of Task and Finish Group on Welsh Language and Economy
- Professor Elan Closs Stephens, BBC Trustee for Wales and former Chair of S4C.

Annex 2: Terms of reference

Increasing the number of communities where Welsh is the main language

Task and Finish Group

DRAFT TERMS OF REFERENCE

Background

In March 2012 the Minister for Education and Skills published a new Strategy for the Welsh language, *A living language: a language for living* that would be in operation for five years until 31 March 2017.

Section 78 of the Government of Wales Act 2006 places a duty on Welsh Ministers to publish an annual action plan explaining how they will implement the proposals outlined in the strategy during each financial year.

Action

The first action plan confirms the intention to establish a task and finish group to formulate a plan for Increasing the number of communities where Welsh is the main language. Specifically, the group is expected to achieve the following:

Membership

The group should include representative members from the following areas: planning, business, economy, housing, regeneration, language planning, rural issues (out-migration/in-migration), educational, young people, community development and local authorities.

Task

Create a work plan by March 2013 for submission to the Welsh Language Partnership Council, to increase the number of communities where Welsh is the main language.

Gathering evidence is a key part of the work in order to develop a work plan that reflects the nature and linguistic needs of the communities in question.

Administration

1. Presentations and evidence may be provided by experts as necessary
2. If group members can not attend the meeting substitutes can be allowed.
3. The group is expected to meet regularly up to March 2013
4. Meetings will be held at the Welsh Government Offices
5. The Welsh in the Community Unit of the Welsh Government will be responsible for administering the task and finish meetings

Annex 3: Bibliography, reports and other reference documents

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Annex 4: Focus group – Cardigan

Focus Group 1

Cardigan Town Hall - 25.09.13

1. Background

A. Purpose and objectives of the focus group

The Welsh Communities Task and Finish Group wishes to hear the views of Welsh learners (who have moved to south Ceredigion from other areas to live) in terms of how it is possible to attract the interest of newcomers to understand the relevance of Welsh in these areas and encourage them to set about learning?

B. Participants

- The aim was for there to be 8-10 participants to a group.
- Each contributor needs to have moved from another area (in Wales or beyond) to south Ceredigion to live
- Each contributor must currently be learning Welsh
- Cross-section of age representation
- Cross-section of gender

C. Targeting participants / Recruitment Process

- Collaboration with Mid Wales Welsh for Adults Centre by sending an invitation to all Welsh learners who live and are learning in south Ceredigion
- The invitation should include a brief for the participants we are recruiting
- 10 responses were received, with each one matching the brief, therefore everyone was invited. See the cross-section below. Only 9 attended on the evening:
- Also in attendance were Siwan Hywel and Carol Davies (Welsh Government officials) for the purposes of facilitation and minuting the discussion.

2. Summary

It was noted that the intention of the focus group was to hear the group's view on moving to south Ceredigion to live, the process of learning Welsh, their attitude and the attitude of others towards the integration process, and how to help others who move to the area to integrate, and learn the language.

Living and learning Welsh in South Ceredigion

The intention here was to question further in relation to some aspects of the group, with the points/questions below driving the discussion:

- **How many attendees were aware that the Welsh language existed before moving to south Ceredigion to live?**
 - Everyone was aware the Welsh language existed - most because they had been here on holidays. Many were shocked to see Welsh on signage when they came to the area.

- Some were not aware of the strength of the Welsh language until they attended Welsh lessons
- A little shocked at variations in Welsh from one area to another - a lot of Welsh in Beulah but not as much in Cardigan.
- **How many attendees received information about the area before they moved - i.e. history, culture, language etc.**
 - Not received any information from an estate agent or County Council before moving to the area.
 - Received some information from neighbours.
- **Was the welcome acceptable upon moving to the area?**
 - Welcome was very warm by most neighbours.
 - One member of the group added that the native Welsh speakers were not very welcoming towards non-Welsh speakers (as they themselves were when they moved to the area).
 - Some people were more welcoming if they were aware they were going to learn Welsh.
 - Surprised that some older people in the area found it difficult to communicate in English - new concept to them.
 - The group were agreed that learning Welsh had assisted them to “settle in” and integrate into the area.
- **How many attendees had intended to learn Welsh when they moved to live in south Ceredigion?**
 - Most had intended to learn Welsh.
 - The importance of language learning in the context of other countries was stated, e.g. if you moved to Spain or France you would naturally learn the language - therefore there is nothing different about doing so in Wales.
 - Some felt when they first came here to work that they had no time to learn the language but as they've reached retirement age they have more time and flexibility to attend courses.
 - One individual (who had moved to south Ceredigion to live since 1989) stated that he had no intention of learning the language originally, but by now his grandchildren can speak Welsh, therefore he decided to learn as he did not want to be left out.
- **How did the attendees go about looking for Welsh lessons?**
 - Interest in languages anyway but had seen leaflets advertising lessons.
 - Telephoned Coleg Ceredigion to see if courses were available.
 - Asked neighbours.
 - On the web - through google etc.
 - Received a note through the post from the County Council

- Small booklet from Pembrokeshire County Council promoting general courses for adults e.g. history, IT, etc.
 - local library
 - Radio Ceredigion
 - Welsh for Adults had a stand at the entrance to Tesco
 - Prospectus for Welsh for Adults in South West Wales had come through the post (this person lived in Crymych)
- **What kind of local support (outside the classroom) have attendees received in learning the language?**
 - One member had been going in to a local primary school to assist children with reading to raise confidence in the language BUT when at the school the teachers would turn to speaking English with her, although she asked them to stop.
 - Little support in a large number of local shops - a tendency to turn to English as it was “easier”,
 - But group members knew the shops where there were Welsh speakers and would speak Welsh to staff in traditional shops in the town, e.g. Siop y Cardi, Awen Teifi, Cardigan Arms etc.
 - Young people in local shops were more likely to assist learners to speak Welsh than older people.
 - Listen/view some Welsh-medium media;
 - S4C - some programmes appealed, not all like the programme HWB - but watched it
 - Radio Cymru - one person downloaded a podcast and listened to it while working at home on the farm.
 - 7 of the 9 in the group read local Papurau Bro newspapers.
 - One of the group had attended Say Something in Welsh bootcamps
- **Do the attendees socialise in Welsh circles (e.g. Merched y Wawr, local groups, choir etc.)?**
 - Weekly newsletter (every Friday) from the local tutor Nic Dafis promoting events for Learners, but most of the group stated they had not attended the events. Mainly because of time/distance.
 - CYD (Cymdeithas y Dysgwyr/Society of Welsh Learners) classes still exist
 - Local choirs
 - Living in a rural area makes it difficult to attend social events therefore there is not always an opportunity to attend Welsh events.
 - One member of the group worked as a scientist therefore went out of his way to attend Welsh-medium conferences on scientific topics in order to increase confidence in the language and deliberately did not use simultaneous translation headsets.
- **What was the main barrier to learning the language?**

- Noticed that individuals who leave education early find it difficult to communicate with learners whereas those who go on to further education are more willing and patient to assist learners to speak the language.
- The language taught in lessons is very different to the spoken language used locally.
- The different dialect causes difficulty.
- Welsh speakers lack patience to speak Welsh with learners and instead turn to English.

3. Instilling interest in learners to learn Welsh

The group's view was sought on the best ways to encourage newcomers to learn Welsh when they moved to south Ceredigion? The following points were used to guide the discussion:

- **How to find out who is moving to live in the area?**
 - Via the Council - paying tax
 - Registering with the local surgery.
 - Getting to know them through the local neighbourhood
 - Would it be possible for estate agents to give them more information?
- **How to target individuals moving into the area to learn Welsh (in relation to the Welsh language) and how to market Welsh for Adults courses to target newcomers to the area?**
 - Via the County Council
 - Via the local Welsh-medium schools - target parents who send their children there and to the language immersion units.
 - Use local Welsh-speaking people - train them to ensure they have the important/up to date information to pass on to new incomers.
 - Offer lessons/short sessions (preferably free of charge) to begin to instill interest.
 - Go through local businesses to encourage staff to learn the language.
 - Via the County Council and schools mainly.
 - In local pubs/cafes and shops (within the town and neighbouring villages).
- **What is the role of local first language speakers?**
 - Train them to ensure they have the important/up to date information to pass on to new incomers.
 - Be more confident in their own Welsh in the first place. A number tended to turn to English as “their Welsh wasn't good enough”.
 - Need to do more to encourage the advantages and purpose of Welsh to Welsh speakers - through the media and at a grass roots level. Responsibility - Welsh Government and local government, individuals, movements and organisations as well as the private sector.
 - Start every conversation in Welsh!!

- Learners should also promote learning the language.
- Need for Welsh speakers to sell the language locally
- Encourage young people to take pride in the language and Welsh culture if they wish to stay local or go away to college or work.

Additional notes

- Life is far more colourful since learning Welsh.
- A number of Welsh speakers are very competitive when attending eisteddfodau etc. but don't consider that the language fully deserves the same passion and enthusiasm.

Annex 5: Focus group – Cardiff

Focus Group 2

Jolyon's Hotel, Cardiff - 26.09.13

1. Background

A. Purpose and objectives of the focus group

The Welsh Communities Task and Finish Group wishes to hear the views of Welsh speaking individuals who have moved to Cardiff from the Welsh language heartlands in north and south west Wales on the following:

- What are the opportunities and barriers that exist with regard to ensuring an appropriate supply of housing for local people in these areas?
- How can the Welsh Government, Local Authorities and relevant agencies positively influence the use of Welsh in these areas??
- How can the Welsh Government, Local Authorities and relevant agencies positively influence the use of Welsh in these areas? In answering these questions, you could consider the following issues:
 - The transmission of the language at home and within the early years
 - Formal and informal education
 - Social vibrancy of the language
 - The local economy, services and infrastructure (transport, IT etc.)
 - Welsh Language Standards

B. Participants

- The aim was for there to be at least 8 in the group
- The individuals has to have moved to the city from the Welsh speaking areas of north Wales and south west Wales
- All contributors had to be first language Welsh speakers
- Cross-section of age representation
- Cross-section of gender

C. Targeting participants / Recruitment Process

- Work had been undertaken jointly with Menter Caerdydd in Cardiff by way of issuing invitations through their database of city residents who have registered to receive e-chlysur (email notification system) from the Menter.
- 35 responses were received, some had moved to live in Cardiff since the 80s and 90s, and some more recently. Those selected included individuals who had moved most recently to the city, a representation from south west Wales and north Wales and a cross-section of age and gender.
- Also present were Siwan Hywel and Meinir Thompson (WG staff) for the purposes of facilitation and minuting the discussion.

2 Summary

It was stated that the intention of the focus group was to hear the group's view on living and working in Cardiff and get some ideas in relation to what would be likely to encourage them to move from Cardiff back to their native areas.

Returning to live in north Wales / south west Wales

The intention here was to question further in relation to some of the group's thoughts, with the following points/questions used to guide the discussion:

- How many attendees have, or are currently, considering returning to live in their native areas?
- Did anyone think perhaps they would consider moving back to their native areas at some point in the future? If so, what are the main reasons for doing so?
- Was there anyone who currently thought they would never move back to their native areas? If not, what are the main reasons for not doing so?

6 out of the 8 in the group were considering moving back to north Wales/south west Wales to live. One attendee was already making arrangements to return, and the other five hope to return at some point in the future, but had not made any firm plans at present. It certainly appeared that returning would be the ideal for everyone if certain factors did not impede that.

There was a general feeling among the group that Cardiff was a good place to live in your twenties and that everyone was very pleased to have had the experience of living in the city. Nonetheless, group members strongly suggested that more abstract or instinctive advantages to their native areas - e.g. environment, culture, community, homely feel - were considered more desirable ultimately than the more 'practical' virtues of the city, such as resources and facilities.

Because of this, possibly, several members suggested their priorities would be likely to change over time, and that they and a number of their friends considered 'home' to be a good place to return to bring up children. It was stated that not everyone would return to their native areas per se, with some stating they would move to Welsh towns such as Caernarfon.

It was also stated that timing was very important when considering moving back 'home', such as the ideal job coming up for the individuals (and their partner/husband/wife) along with the ideal home coming on the market, as well as being able to afford it.

There was a concern in the group about having to take a cut in pay by moving away from the city to live. There was mention that there should be more emphasis on big companies having offices across Wales to enable relocation.

Two females in the group were not as keen to move from the city. The family had xxxx, and children attended the local Welsh school. She would not be able to move from the city to live because of her husband and children's situation, and was happy here. xxxx came from Llandeilo originally, and as she saw her family and friends from the area around 4 times a month, she was not keen to move from Cardiff to live due to convenience and the facilities here.

It became apparent during the discussion that the fact that a large number of young Welsh speakers lived in Cardiff meant that the city was increasingly appealing as there was a ready-made social 'circle' available to them. It certainly appeared that a

city such as Swansea or Manchester would not be as appealing as the capital city, as the Welsh language was important to them

Barriers

The group was asked about barriers impeding them from returning to north / south west Wales.

Jobs were a very prominent feature of the discussion. The member who had already started planning to return stated that she had arranged relocation, and kept her job, on the same terms. One stated that her skill (translator) would enable her to start working freelance, but she would like more support to do so.

One member stated that house prices had increased greatly recently, and therefore taking a job with a salary lower than a Cardiff salary would now be less practical. Everyone agreed that the road from south to north Wales was burdensome, but interestingly, possibly, group members that having a better road would be likely to encourage them to stay in Cardiff as 'popping' home would be easier.

The attendees took advantage of services such as the Menter Caerdydd e-bulletin in order to find out about social and cultural events in Welsh, which are now available in plentiful supply. Although that is not a specific barrier, therefore, it is true that it erodes one of the traditional advantages of places like north, and south west Wales, i.e. the ability to socialise through the medium of Welsh.

Group members were asked what the main barrier was, and everyone cited a lack of suitable jobs, and the cost of buying (another) house as the main factor.

3. Scoring the group's view

Following the discussion a sheet was distributed to all members, including a list of some things that are important in their lives, and which could attract them back to north / south west Wales to live. Everyone was asked to score each of those elements using the scale of 1 = not essential or desirable at all, 2 = not essential, but desirable, 3 = essential and very desirable (i.e. the higher the score, the more essential and desirable the element). The results are shown below:

	Average
Jobs	4.8
Housing	4.8
Family	3.5
Welsh language	4.9
Friends	4.4
Entertainment/social life	3.5
Schools / education for children	3
Leisure/sports activities	4.2
Training/education opportunities	3.1

**Following the activity, a discussion ensued under the following headings:
Socialising in Welsh and the importance of Welsh in their lives**

- There are plenty of options available in relation to living a Welsh life in the city but they have to be sought out and it is very intentional. It is a network, not natural life.
- Everyone who attended the group attended Welsh events, and saw the importance of doing so in their everyday social lives.
- Everyone stated they found out about Welsh events via Menter Caerdydd / e-chlysur notifications / Facebook and Twitter.
- It was stated that there was a tendency for Welsh speakers to isolate themselves when socialising in the city
- One in the group stated that the language would be important wherever they lived. There has to be work available through the medium of Welsh. They are not concerned about non-Welsh social circles.
- One attendee had been volunteering in Chapter and she had made of point of speaking Welsh to everyone. The response to this has been fantastic and everyone has made an effort to speak a bit of Welsh.

The Census

There was a short discussion on the census results, and the individuals' views in that regard:

- There is not as much panic about losing the language at home as it is heard every day.
- Welsh speakers lack confidence in selling the language.
- There was a strong feeling about the language at home, and in Cardiff.
- The importance of Welsh circles in the native areas. According to the Census the number of people speaking Welsh has decreased, but people take the language for granted in the native areas. Families and friends live their lives every day through the medium of Welsh and therefore it doesn't strike them as being a problem.
- It was stated that learners felt that not enough Welsh speakers spoke Welsh to them. Everyone must be encouraged to start every conversation in Welsh.

We asked if anyone networked through the medium of English

- There was one girl in the group whose partner did not speak Welsh therefore the family / friends are very opposed to the language and there is no appreciation of the language at all.
- One person in the group socialised with the non-Welsh speaking parents at the school. It was also stated that staff at the local cylch nursery group do not speak Welsh.

Education and Training

- Everyone in the group who had/wanted to have children were keen for them to receive Welsh-medium education. If the individuals are in a position to do

this, the children's education will be in a school back in north / south west Wales.

- The problem of children in Welsh-medium schools not speaking Welsh to each other on the yard and outside school was highlighted
- Menter Caerdydd courses are very important. One person attended the courses because they were in Welsh and not because she was interested in the course. It is an opportunity to socialise.

4. Information / support

The group was asked what type of support they would like to receive in order to help them return to their native areas. Should there be support for people to return to their native areas?

- There was a strong view that people should not be supported to return to their native areas, but rather support for people to stay in their native areas in the first place.
- There was some degree of hostility towards people who have already moved
- But also, the group felt there was a prejudice towards those who do return and buy houses
- It was stated that support was needed to create jobs in north / west Wales. Big companies should be given funding to create more offices across Wales, and companies could be flexible to ensure people can work from home.

Annex 6: Presentations to the Group

Overview of international programmes which seek to normalise the minority language - Meirion Prys Jones, NPLD

Scoping Report for the Bro Ddyfi area - Owain Gruffydd, Menter Bro Dinefwr

'Local Action' Scheme – Dilwyn Jones, Welsh Government

Dyffryn Nantlle 20:20 Action Group - Craig ap Iago, Chair of Dyffryn Nantlle 20:20

Housing - Eiliw Llŷr, Gwynedd Council

North and west Wales economy - Iwan Trefor Jones, Gwynedd Council; Gwyn Roberts, Môn a Menai Strategic Regeneration Scheme; Professor Dylan Jones Evans, University of Wales; Menna Jones, Chief Executive, Antur Waunfawr

Main findings of 2011 Census – Luned Jones, Welsh Government

Education - Dr Gwyn Lewis, Bangor University; Gari Lewis, Welsh Government; Liz Saville Roberts, Coleg Llandrillo-Menai Group

Language Transmission and how the family projects Iaith Cyf. implements address the challenges – Gareth Iwan, Iaith Cyf.

2011 Census findings in relation to language transmission and mobility - Sali Wyn Islwyn, Welsh Government

The position of the Welsh language in relation to planning – John Howells, Welsh Government

Mobility and integration: Welcome / Moving to Wales Pack - Iddon Edwards

Integrating pupils and families who move into Gwynedd schools - Carys Lake, Cyngor Gwynedd Council

Aman Tawe Pilot Scheme Promoting the Welsh language - Owain Gruffydd, Menter Bro Dinefwr

Principal findings of y Gynhadledd Fawr consultation event – Iwan Evans, Welsh Government

Annex 7: Consultation letter

Letter issued by Welsh Government to call for evidence from the public

Dear Stakeholder,

In the Spring of 2012, Welsh Ministers announced their intention to establish a Welsh communities Task and Finish Group.

The main aim of establishing the task and finish group is to create a work plan aimed at increasing the number of communities where Welsh is the main language. We have not defined the exact communities at this stage but it is fair to note that the areas encompass mainly the north and southwest regions of Wales. The group was established on the 14th of September 2012.

The group has already looked at a number of areas including:-

- The linguistic and geographical definitions for the areas
- Housing Statistics
- The relationship between the Welsh language and the economy
- Welsh language demography
- The European context
- Welsh Education

The group will also be looking in future meetings at:

- Language Transmission within the family
- Planning
- Social vibrancy of the language

The Task and Finish group would like to hear the views of stakeholders and the public in general regarding the issues which are within the groups remit. Please consider the following questions when responding.

1. What policies and measures could be developed to help increase the number of Welsh speaking children and young families in the area (north and south west Wales).
2. Should all school pupils in these areas be fluent in Welsh and English by the time they leave school?
3. In what ways is it possible to gain a sense of belonging and pride in the Welsh language and culture, especially among children and young people who do not speak Welsh at home?
4. How can we engage newcomers to understand the relevance of Welsh and encourage them to learn the language?
5. What are the opportunities and barriers that exist with regard to ensuring an appropriate supply of housing for local people in these areas?
6. What are the opportunities and barriers that exist in terms of employment and economic development in these areas?

7. How can the Welsh Government, Local Authorities and relevant agencies positively influence the use of Welsh in these areas? In answering these questions, you could consider the following issues:
- The transmission of the language at home and within the early years
 - Formal and informal education
 - Social vibrancy of the language
 - The local economy, services and infrastructure (transport, IT etc.)
 - Welsh language Standards
8. It could be considered that the term 'heartland' is inappropriate as a description of the area in question. Should we therefore define Welsh speaking communities in a certain way? This could be done in relation to any policies or measures, should there be a different approach between specific areas or communities based on the percentage of Welsh speakers, for example??

Yours faithfully,

Dr Rhodri Llwyd Morgan
Chair of the Welsh Communities Task and Finish Group

Please submit your comments by 5.00 p.m. 5 September 2013 in one of the following ways:

E-mail: cymunedaucymraeg@cymru.gsi.gov.uk

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