

The Welsh Language in Carmarthenshire

Prepared by:
Welsh Language Census Working Group

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Foreword by the Chairman

The Welsh language has reached a crossroads in Carmarthenshire. It may continue to decline as it has consistently since the mid-twentieth century or it can follow a path of revival and progress. To a large extent the options and decisions are in the hands of those who speak and support the language, however, policy makers can also contribute significantly to the position of the Welsh language – both in a positive and negative way.

The 2011 Census results came as a shock to supporters of the language in Carmarthenshire and in other parts of Wales. In a decade 6,148 Welsh speakers were lost, a decrease of 6.4% and for the first time in our history the percentage of Welsh speakers in Carmarthenshire fell under half (43.9%). This is the largest decrease seen in any part of Wales. Over a century ago, 90% of the county's population was bilingual with a substantial percentage of them only able to speak Welsh. Now, Welsh speakers are in the minority.

In response to this, Carmarthenshire County Council established a special working group to draw up a strategy and recommendations on how to halt this decline and strengthen the language in the future. This report is the result of their work.

There are several reasons why the Welsh language has lost ground in recent years. One is the demographic changes seen since the 70s. The fact that about 10,000 young people leave the county every ten years to attend universities or to look for work, with over half of them Welsh speakers, means that we lose some of our brightest and most energetic young people. We have also seen an increase in inward migration, mainly from England, with people choosing to settle in Carmarthenshire. This is as much as 45% of the population in some rural communities. The mobility of this population has obviously immensely changed the nature of these communities.

Another challenge is the fact that only half of our children have the opportunity to fully develop their language skills in our education system. One of the most important principles in the report is that every pupil should have the opportunity to be fully bilingual by the time they leave school, so that they can use and develop their language skills in the community and in the workplace. Promoting the economic and community advantages of bilingualism to parents and pupils is central to this and by increasing the use of the Welsh language in the County Council's internal administration over the next few years would demonstrate clearly to young people especially, the value of bilingual skills. Raising the awareness of parents to the importance of language transmission in the home is also key to the future of the Welsh language and has clear attention in this report.

The Working Group has met for over a year to analyse data, read research reports and receive input from experts on language planning from all parts of Wales. The members, from all political groups, have been carefully considering the valuable information gathered during the process and it is pleasing to note that all of the recommendations in this report have been unanimously approved. I would like to thank them all for their cooperation and thank the Council officers for their support and tireless work. It has been a pleasure to chair such a passionate and dedicated working group.

We recognise, however, that some of the recommendations are very challenging but we believe that radical solutions are needed as the Welsh language is facing a critical situation. We also realise that the County Council is unable to undertake all the work on its own. We need to work in partnership with other public bodies, for example health care, voluntary and private sector organisations and of course the Welsh language Commissioner's Office and the Welsh Government in order to safeguard the future of the Welsh language.

We sincerely believe that this report provides an opportunity for the County Council to create history. The adoption of this report is a sign that the Council is serious about reviving the Welsh language, and as the rest of Wales looks towards the county for its response to the linguistic loss seen over these last years, this strategy will be of great interest to a number of local authorities across Wales.

The Welsh language has been an integral part of community life Carmarthenshire for centuries; however, it is with great sadness that the language is now slowly disappearing like fine sand through our fingers. There is therefore a need for urgent action to prevent this decline and we must be brave enough to put measures in place to ensure that this unique cultural legacy will be passed on to future generations. As a working group, we know that the challenge is substantial, however the rewards, if we succeed, are also great.

Councillor Cefin Campbell

Welsh Language Census Working Group Chairman

1. Background

1.1 Background

1.1.1 Following the publication of the 2011 Census results and the decline in the number of Welsh speakers in Carmarthenshire, the full Council agreed to establish a Task and Finish Group to research into the factors that have led to the decline and to formulate recommendations in order to address the situation.

1.1.2 The table below outlines the demographic changes in Carmarthenshire as highlighted in the results of the 2011 Census:

| Welsh Language Skills | 2001 | 2011 | Difference |
|---|---------|---------|------------|
| All residents aged 3 and over | 167,373 | 177,642 | 10,269 |
| No skills in Welsh language | 60,933 | 74,355 | 13,422 |
| Can understand spoken Welsh only | 17,494 | 20,716 | 3,222 |
| Can speak Welsh | 84,196 | 78,048 | -6,148 |
| Can speak but cannot read or write Welsh | 12,085 | 11,919 | -166 |
| Can speak and read but cannot write Welsh | 6,507 | 7,436 | 929 |
| Can speak read and write Welsh | 65,210 | 58,321 | -6,889 |
| Other combination of skills in Welsh | 5,144 | 4,895 | -249 |

Table 1: Demographic changes (2001 and 2011 Census)

1.1.3 Although the number of people who specify that they can speak the Welsh language has reduced 6.4% since 2001, the number of people who can understand spoken Welsh has increased over 3,222 and the number of people who can speak and read but cannot write Welsh has also increased over 900 people.

Results of 2011 Census – Wales

- 1.1.4 Nationally, between 2001 and 2011, there was a reduction in the number and proportion of people aged 3 and over who can speak Welsh throughout Wales. This decrease was a result of demographic changes in the population (including fewer children, more older adults, and the loss of older cohorts with higher levels of Welsh speakers), people migrating, and changes in people's skills between the two Censuses. There was a decrease in the proportion of people who can speak Welsh from 20.8% in 2001 to 19.0% in 2011. Despite an increase in the population size, there was a decrease in the number of Welsh speakers from 582,000 in 2001 to 562,000 in 2011.
- 1.1.5 There was a significant increase in the proportion of children aged 3-4 who can speak Welsh from 18.8% in 2001 to 23.3% in 2011 (which led to 3,300 more children aged 3-4 who can speak Welsh in 2011). The proportion of children aged 5-15 who can speak Welsh in 2011 (40.3%) is lower than the corresponding figure for 2001 (40.8%). There were 41,300 fewer children aged 5-15 in 2011 than in 2001, and a reduction of 18,900 was seen in the number of children who could speak Welsh, from 171,200 to 152,300.

Results of 2011 Census – Carmarthenshire

- 1.1.6 Carmarthenshire saw the greatest reduction in percentage points across Wales – from 50.3% in 2001 to 43.9% in 2011, which means that less than half of the population could speak Welsh by 2011. This is the first time in the history of the county for the percentage to fall under half. In addition to Carmarthenshire, other local authorities in West Wales (Anglesey, Gwynedd, Conwy, Powys, Ceredigion, Pembrokeshire, Swansea, Neath Port Talbot) have all seen a reduction of 2 or more percentage points in the proportion of Welsh speakers. They also saw reductions in the number of Welsh speakers. More than 10% of people in Carmarthenshire and Anglesey could understand Welsh, but had no other skills in the Welsh language (speak, read, write). The local authorities in South East Wales had the lowest proportion of people who could only understand Welsh.
- 1.1.7 Table 2 below shows that Carmarthenshire has seen a steady increase in its population since the 1980s but at the same time the number of Welsh speakers has been declining. There has been a decline from Census to Census in Carmarthenshire, but in 2011 for the first time, the results revealed that the percentage of Welsh speakers in the county had lowered to under half (43.9%). The birth and death rates of the County have remained fairly static since the middle of the twentieth century

and therefore it is likely that inward migration is the main reason for the net increase in the population.

1.1.8 Another significant pattern in the context of the population is that the older population in the county continues to increase and 21.5% of the population by 2011 was over 65 years old with future forecasts suggesting that this figure will rise again. This is consistent with the finding that young people leave the county after they have completed their statutory education.

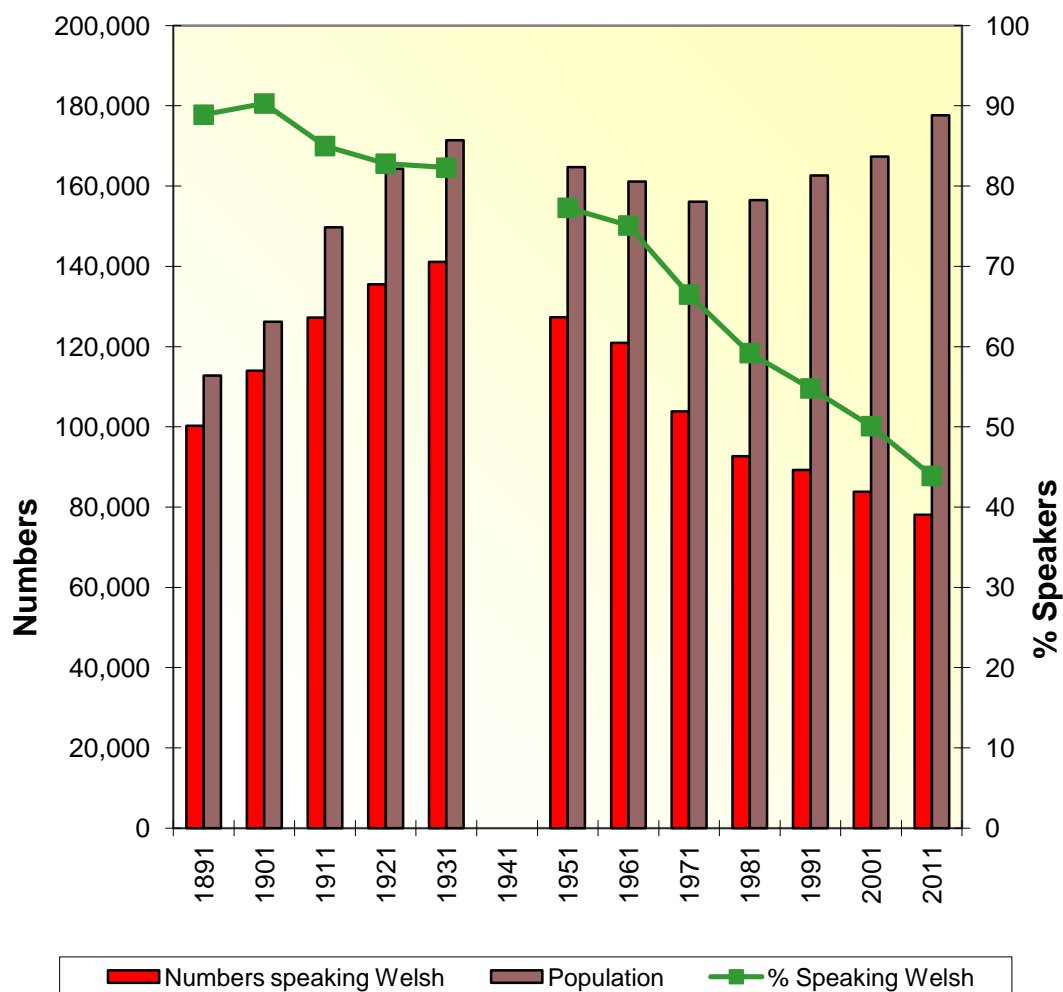


Table 2: Carmarthenshire population numbers and numbers and percentages of Welsh Speakers in Carmarthenshire (2011 Census)

2011 Census: The Welsh Language in Carmarthenshire by *Dr Dylan Phillips*

1.1.9 Table 3 below shows the distribution and numbers across the county, and it can be seen that the highest numbers of Welsh speakers can be found in the towns (Carmarthen, 5,123; Llanelli, 5,732; Ammanford and the vicinity, 5,717). It is critical

that we look at the numbers alongside the percentages, since the percentages would indicate that the Welsh speakers would be in the minority in the towns.

1.1.10 It should be noted that there are no wards remaining in Carmarthenshire with over 70% of its population able to speak Welsh. Details regarding the percentages can be seen in Table 4. During the last ten years, Pontyberem, Llannon, Gorslas and Quarter Bach wards have fallen below this percentage. The pattern of decline can be seen across the county, but it appears that the Amman Valley experienced the greatest decline between 2001 and 2011. The key statistics are:

- Ammanford Town (-12.2%)
- Tycroes (-11.1%)
- Garnant (-11.0%)
- Betws (-9.9%)

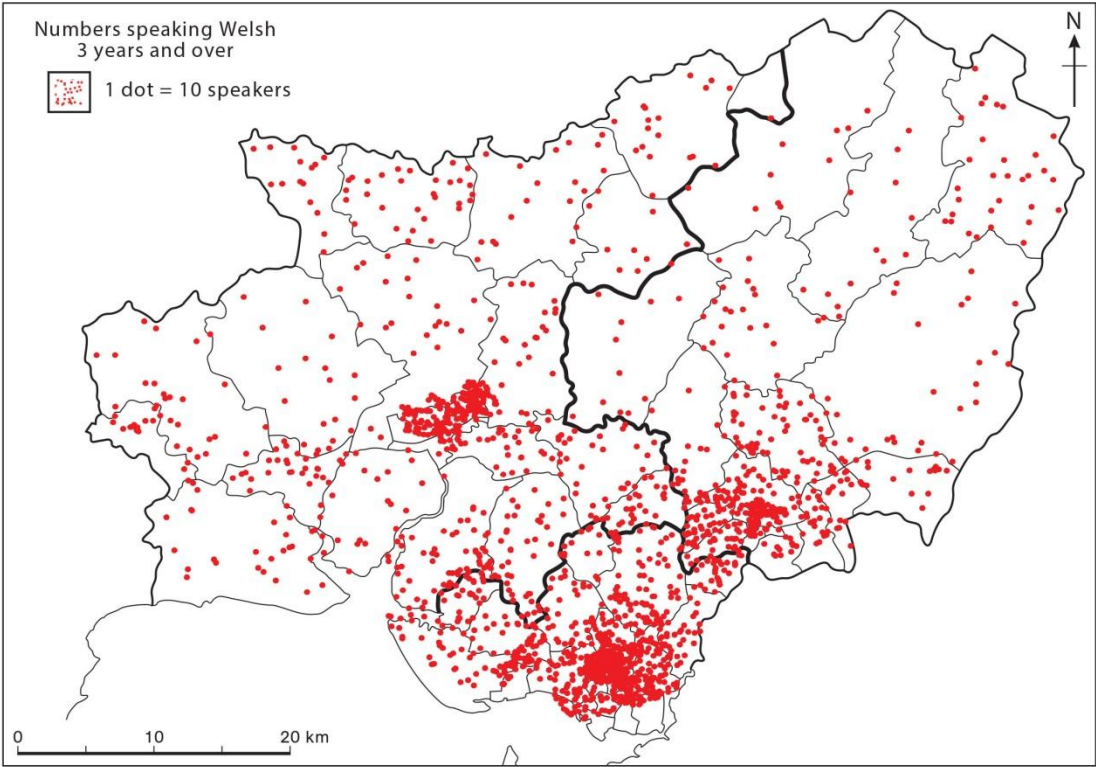


Table 3: Distribution and numbers of Welsh speakers by Ward (2011 Census)
2011 Census: The Welsh Language in Carmarthenshire by *Dr Dylan Phillips*

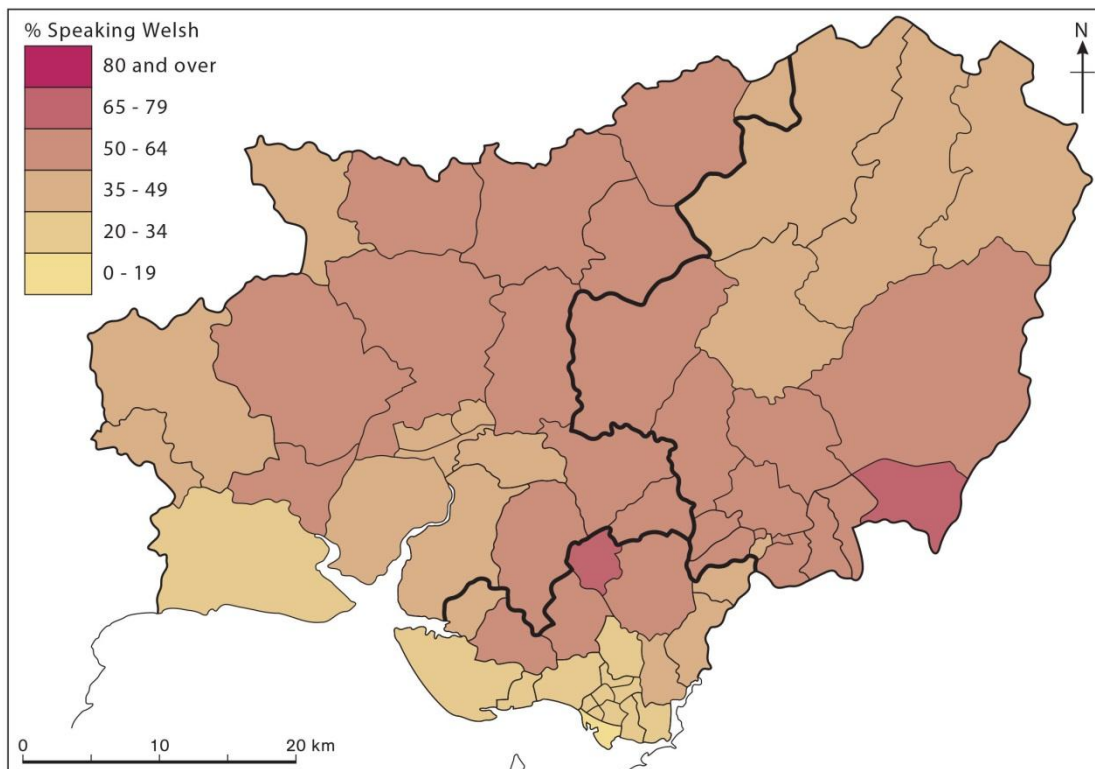


Table 4: Percentage of Welsh speakers by ward (2011 Census)
 2011 Census: The Welsh Language in Carmarthenshire by *Dr Dylan Phillips*

1.1.11 Table 5 shows the percentage of Carmarthenshire residents that can speak Welsh according to age between 1921 and 2011. By 2011, the highest percentage of Welsh speakers can be seen amongst the school age population but the percentage of Welsh speakers in the older population significantly decreases every decade. The table shows that the percentage was lower in 2011 than 2001 for all other age groups after school age. The lowest percentage of Welsh speakers in Carmarthenshire is amongst the 25-44 age group.

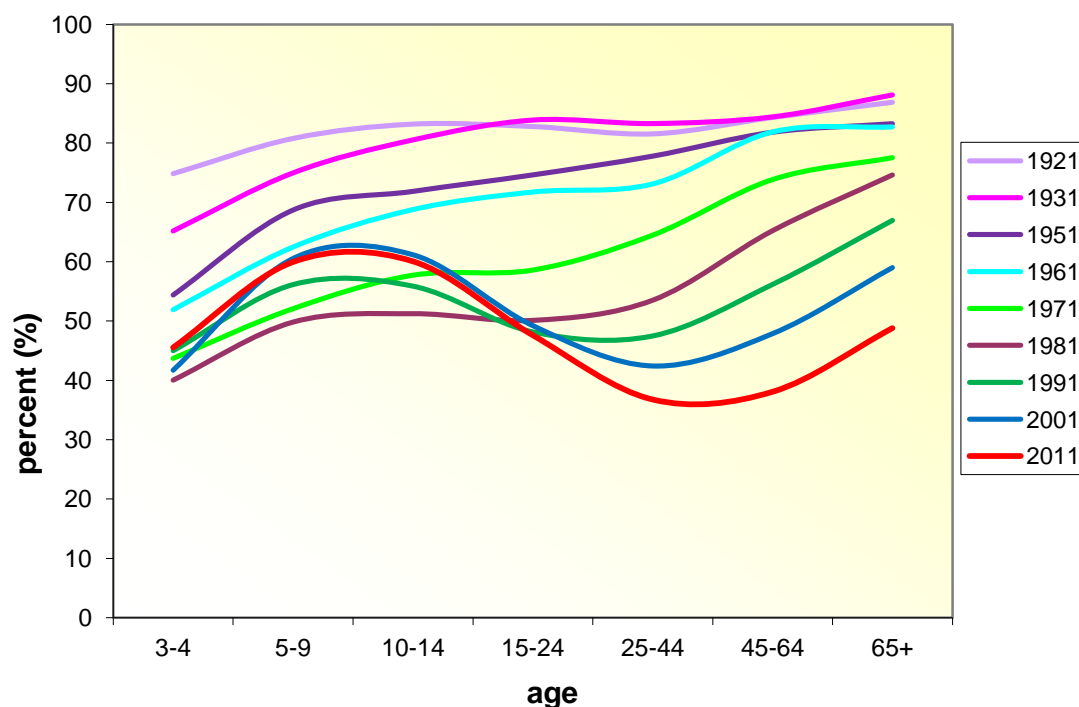


Table 5: Linguistic ability by Age, Carmarthenshire 1921-2011

2011 Census: The Welsh Language in Carmarthenshire by *Dr Dylan Phillips*

1.2 National and local policy context

- 1.2.1 The Welsh Language Measure (Wales) 2011 received Royal Assent in February 2011 giving official status to the Welsh language in Wales. The Measure sets a new legislative framework for the Welsh language in all aspects of life.
- 1.2.2 The Welsh Language Commissioner post was established by the Measure and Meri Huws was appointed to the post in April 2012. The Commissioner has functions and powers to promote and facilitate the use of the language and to promote equality between Welsh and English.
- 1.2.3 In addition, there is a provision in the Measure in relation to the arrangement of Welsh Language Schemes which were agreed under the Welsh Language Act 1993. The intention of the proposed Language Standards¹ is to simplify the process of placing duties on bodies and to introduce greater consistency across sectors and areas. Standards Investigations are conducted on Local Authorities, National Parks and Wales' Ministers from January to April 2014. The language Standards will replace

¹ Welsh Language Commissioner's website:

<http://www.comisiynyddygyraeg.org/English/Law/welshlanguagemeasure2011/standards/Pages/changingfromwelshlanguageschemestostandards.aspx>

the current Welsh Language Schemes, and will impose duties on bodies named by the Welsh Language Measure in five areas, namely: service delivery, policy making, operational, promotion and record keeping.

1.2.4 A strategy for the Welsh Language 'A living language: A language for living'² was published by the Welsh Government in April 2012. The strategy reflects the Government's vision which operates in order to ensure that the Welsh language thrives. The strategy builds upon the vision set out in 'Iaith Pawb: A National Action Plan for a Bilingual Wales' which was published in 2003.

1.2.5 The Government will work with a wide range of partners who will play a full part in ensuring that the vision is realised. To this end, the Government's six aims are:

- to encourage and support the use of the Welsh language within families
- to increase the provision of Welsh-medium activities for children and young people and to increase their awareness of the value of the language
- to strengthen the position of the Welsh language in the community
- to increase opportunities for people to use Welsh in the workplace
- to improve Welsh language Services to citizens
- to strengthen the infrastructure for the language, including digital technology.

1.2.6 The strategy also emphasises the importance of the Welsh Government's 'Welsh medium Education Strategy'³ as an essential component in producing the Welsh speakers of the future – alongside encouraging the use of the language in families.

1.2.7 During 2012 and 2013, the Welsh Government commissioned a number of national research reports as part of discussions about the Welsh language. Naturally, the contents and recommendations of the national research was considered as part of the Welsh language Census Working Group and there will be an opportunity to discuss those recommendations that are local to us in Carmarthenshire with a range of partners when planning for the future.

² Welsh Government website: <http://cymru.gov.uk/topics/welshlanguage/policy/living/?lang=en>

³ Welsh Government Website: <http://wales.gov.uk/topics/educationandskills/publications/guidance/welshmededstrat/?lang=en>

1.2.8 The national reviews include:

- A living language: have your say – overview of the proceedings of the National Conversation
- One language for all: review of Welsh second language at Key Stages 3 and 4
- Raising our sights: review of Welsh for Adults
- National Eisteddfod Task Group
- Welsh speaking communities: Increasing the number of communities where Welsh is the main language
- A review of the Work of Mentrau Iaith, Language Action Plans and the Aman Tawe Language Promotion Scheme
- The Welsh language and economic development

These national reviews can be found on the Welsh Government's website.

2. Method

2.1.1 Following the publication of the 2011 Census results, it was unanimously agreed at a full meeting of Carmarthenshire County Council in December 2012, that a cross party Working Group should be established to look at the situation of the Welsh language in the county. A Task and Finish approach of working was agreed upon and an administration protocol according to that procedure. The work of the group would be supported by the Policy and Partnership team.

2.1.2 The first meeting of the Working Group was held on 18 April 2013 and at that meeting the group's terms of reference was agreed upon (see Appendix 1) as well as priorities to study. The following areas were agreed:

- Planning (affordable Homes and the language within sustainable development)
- Education (nursery, statutory, further, higher)
- Language and Economy
- Welsh medium workplaces and the Council's administration
- The impact of organisations who work for the benefit of the Welsh language, such as the Mentrau Iaith
- Opportunities to use the Welsh language in the community (Welsh for Adults and use of Welsh outside the school)
- Language Transmission in the family
- Marketing the Language

In this period between April 2013 and March 2014, 17 meetings were held to discuss the above matters.

2.1.3 At the first meeting, Councillor Cefin Campbell was nominated as Chairman, and Councillor Calum Higgins as Vice-Chair.

2.1.4 Members agreed to invite a range of organisations and individuals to present evidence to the Working Group and to build on local knowledge regarding the position of the Welsh language in the county. Appendix 3 gives further details regarding the presentations.

2.1.5 Members agreed to invite comments from the public and a press release was published through the local papers and Carmarthenshire News as well as the social media. The public were asked to submit evidence with regard to the priority areas

and to offer their own personal experiences with respect to the Welsh Language. A deadline of 31 October 2013 was set and 12 responses were received.

2.1.6 The group decided to commission two specific pieces of research. Dr Dylan Phillips was commissioned to prepare a detailed statistical report on the state of the Welsh language in Carmarthenshire in order to have a document that would be available, not only for the work of the Working Group but as evidence base for each of the Council's partners when planning services and activities to promote the Welsh language in the County. It was also agreed to commission the University of Wales Trinity Saint David to conduct some research work regarding Planning and the Welsh Language, and looking specifically at Housing estates in Carmarthen, Cross Hands and Llandeilo. Thank you to Dr Dylan Phillips and the officers at the University of Wales Trinity Saint David for their thorough research. Reference is made to both researches in this report.

3. Findings and Recommendations

3.1 Education

- 3.1.1 The education sector is a key area when considering the future of the Welsh language and is an area that the County Council is able to influence considerably. It must be recognised however, that producing Welsh speakers through the education system does not always lead to the continuation of Welsh as a living language in our communities and that education is part of the broader picture in the context of the language.
- 3.1.2 The education system nonetheless is a key foundation for our young people in terms of the language, from pre-school (through programs such as Twf, Flying Start and Sure Start), and from the nursery stage to the primary, secondary, further and to higher education. The continuity of Welsh medium opportunities between the sectors is key and the Working Group recognises the need to ensure improved continuity through local providers such as Mudiad Meithrin, primary and secondary schools in the county, Coleg Sir Gâr and the University of Wales Trinity Saint David.
- 3.1.3 Data from the 2011 Census (Table 6 below) shows that the 3-14 age group has the highest percentage of Welsh speakers in the county. 60 percent are able to speak Welsh in the 5-9 and 10-14 years old age groups. However, it must be recognised that there is scope to increase this percentage even further by ensuring a fully bilingual education for the young people of our county. Also shown in Table 6 is the decrease in the percentage of Welsh speakers aged 15-24 age group. A decrease which occurs every decade.
- 3.1.4 Unfortunately however, it does not appear that the surge in percentage experienced in the school age group will be held beyond schooldays. There is a striking decline in the number of Welsh speakers moving into the 15-24 age category with only 47.6 percent in this age group able to speak Welsh. This goes hand in hand with a decrease in the population in this age group. According to the 2001 Census, there were 28,000 residents aged 3-15 in the county but by 2011 Census the figure for residents aged 16-24 in the county totalled a little over 19,500, a decline of 9,500 in the population. It is clear therefore, that a significant number of young people are leaving Carmarthenshire after finishing school to either go to university or to look for work, and, given the higher percentage of Welsh speakers in the 3-15 age group, it is likely that a significant percentage of those are Welsh speakers. This decline in the percentage of Welsh speakers aged 15-24 has been a consistent pattern over a number of decades.

- 3.1.5 The location of Welsh speakers of school age across the county is also characteristic. The lowest percentage of children aged 3-15 who spoke Welsh can be seen in the Llanelli area. However, it seems that the Council's education policy is succeeding in many places throughout the county such as Cwm Gwendraeth (Penygroes: 83.6%; Pontyberem: 82.5%; Llanddarog: 81.6%, and Gorslas: 81.5%), the area to the east of Carmarthen town (Llanegwad: 80.9%), Llangeler in the north (80.9%), Trelech in the west (80.2%) and South Dinefwr (Quarter Bach: 85.2% and Llangadog: 83.6%).
- 3.1.6 The need to plan the further development of Welsh medium education (primary and secondary) in our more populated areas e.g. Llanelli, Carmarthen and Ammanford is key if we aspire to increase the number of Welsh speakers within the county.

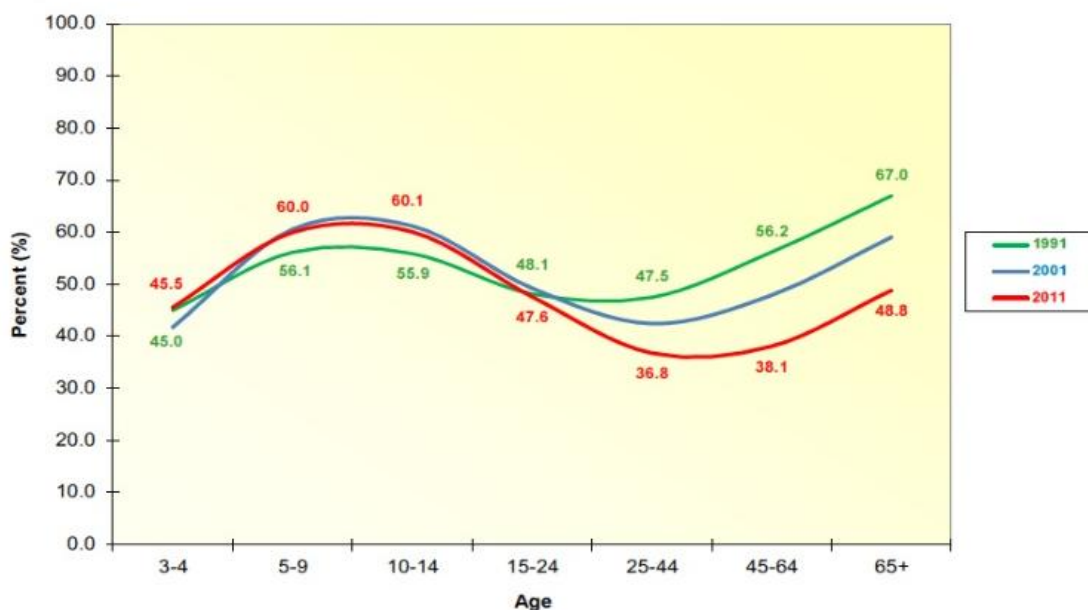


Table 6: Welsh speakers according to age, 1991-2011 (2011 Census)

2011 Census: The Welsh Language in Carmarthenshire by *Dr Dylan Phillips*

- 3.1.7 The County Council is responsible for preparing a 'Welsh in Education Strategic Plan'⁴ which sets targets for the county against seven national outcomes to increase Welsh medium education as outlined in the Welsh Government's 'Welsh Medium Education Strategy'⁵.

⁴ Carmarthenshire County Council website:
<http://www.carmarthenshire.gov.uk/English/education/Documents/WESP%202012-15%20English.pdf>

⁵ Welsh Government website:
<http://wales.gov.uk/topics/educationandskills/publications/guidance/welshmededstrat/?lang=en>

3.1.8 All primary and secondary schools in Carmarthenshire have been placed in categories according to language definitions set out in the Welsh Government's guidance document, 'Defining schools according to Welsh medium provision' (WG, 2007)⁶. The number and percentage of primary and secondary schools in each category are as follows (February 2014):

Primary sector

- Welsh Medium: 58 schools (56%);
- Dual Stream: 13 schools (12.5%);
- Transition (Welsh medium with significant use of English): 3 schools (3%);
- Mainly English but also with significant use of Welsh: 6 (6%);
- Predominantly English medium: 24 (23%).

Secondary Sector

- Bilingual Category 2A - at least 80% of the subjects except Welsh and English are taught through the medium of Welsh to all pupils): 3 schools (25%);
- Bilingual Category 2B - at least 80% of subjects (excluding Welsh and English) are taught through the medium of Welsh but are also taught through the medium of English - 2 schools (17%);
- Predominantly English medium with significant use of Welsh - 20-49 % of subjects are taught through the medium of Welsh but are also taught through the medium of English: 2 schools (17%)
- Predominantly English medium - where learners can possibly choose 1 or 2 subjects through the medium of Welsh: 5 schools (42%).

A full list of the county's schools and their categories can be seen in Appendix 2.

3.1.9 In order to increase the provision of Welsh-medium education within the county it is critical that we move the primary and secondary schools along the continuum as outlined in the national definitions. In addition to the opportunities this will provide in terms of Welsh medium provision, we also recognise that moving schools along the continuum is complex and challenging and the relationship between the County Council and the governing bodies of individual schools is key in this regard.

⁶ Welsh Government website:

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

- 3.1.10 In order to facilitate the movement of schools along the continuum, it will be essential to hold a marketing campaign to raise awareness of the benefits of bilingual education amongst pupils, parents, teachers and school governors in the county.
- 3.1.11 As well as supporting schools to move along the continuum it is absolutely essential to ensure continuity of Welsh medium education from the primary and secondary sectors and especially between the key stages of learning. It appears that 55.6% of the county's primary pupils receive Welsh medium education, however, the figure decreases to 35.4% when moving to the secondary sector. This has been a consistent pattern over a number of years. The County Council has already recognised the need to address this significant decline and has set a clear expectation in its 'Welsh in Education Strategic Plan' to ensure linguistic continuity from primary to secondary. Further work will be undertaken to monitor achievement against this expectation.
- 3.1.12 In order to support the efforts to increase the continuity figures between the primary and secondary sector there is a need to ensure opportunities to study through the medium of Welsh continue to further and higher education sectors. Coleg Sir Gâr and the University of Wales Trinity Saint David are carefully planning to develop this within these sectors in the county. There is an increase in the numbers of those being assessed bilingually within Coleg Sir Gâr's bilingual units across a number of courses including vocational courses. It is a clear target for Coleg Sir Gâr to increase the number of units available to students in Welsh. University of Wales Trinity Saint David has a range of Welsh medium and bilingual provision for undergraduates which include degrees in areas such as Education and Training, Creative Industries, Humanities, Business and Sports and Leisure. The head office of the Coleg Cymraeg Cenedlaethol is based in Carmarthen which has the aim of increasing, developing and extending the opportunities to study through the medium of Welsh in universities across Wales.
- 3.1.13 In addition to ensuring continuity of Welsh medium opportunities within statutory education, it is also important to consider opportunities to learn Welsh in the community. Carmarthenshire County Council as well as the University of Wales Trinity Saint David and Swansea University provide a range of Welsh for Adults community courses across Carmarthenshire. Courses are available to learn Welsh to use within the family, and courses ranging from beginners level to proficiency.
- 3.1.14 Due to the continuous development and growth of population in Carmarthenshire, latecomers to the primary education sector have been a key factor and a challenge in recent years. The County Council has already taken steps to restructure its provision for supporting latecomers within the education sector. Nevertheless, it is clear that we can learn from the experiences of Gwynedd and Ceredigion County

Councils. Specifically in terms of setting up centres to support latecomers by establishing a system where pupils spend their whole first term (up to 10 weeks) at a central language centre to attain adequate Welsh skills to enable them to integrate naturally into the local Welsh-medium school.

- 3.1.15 The education recommendations are based on the principle that every child in Carmarthenshire should have the opportunity to leave school fluent in both Welsh and English. For children who come from non-Welsh speaking families, the only methodology which is recognised worldwide as the most successful method is to ensure complete immersion in bilingualism. As reports by Estyn and the Welsh Government on teaching Welsh as a second language indicate that there are significant shortcomings in the field, the immersion method is recommended in this report for the Foundation Phase in all our primary schools. The provision at Key Stage 2 and in the secondary sector will build on this foundation.

AIM: Increase the provision of Welsh medium education in Carmarthenshire and ensure linguistic continuity from the nursery sector along the key stages to the secondary sector so that every pupil becomes fluent and confident in both Welsh and English languages.

RECOMMENDATIONS:

Pre-school education

1. That the County Council works closely with the Mudiad Meithrin and private providers to ensure that Welsh medium pre-school education is readily available in all parts of Carmarthenshire.

Primary Sector

2. That the County Council prepares a definite work plan and timetable, in collaboration with school governing bodies, in order to move each primary school along the language continuum. There will be a need to develop strategies for the various categories and geographical areas;
3. That the County Council works closely with the staff and Governing Bodies of Carmarthenshire's transitional schools (which are Welsh medium schools but with significant use of English) in order for them to become Welsh schools;
4. That the County Council works closely with the staff and Governing Bodies of Carmarthenshire's dual stream schools in order for them to become Welsh schools;

5. That the County Council agrees on the principle that all English medium primary schools over a period of time, will deliver the curriculum in the Foundation Phase mainly through the medium of Welsh as a starting point and consider different options for Key Stage 2 (KS2);
6. That the County Council will begin the process of identifying English medium schools which would be ready to deliver the Foundation Phase through the medium of Welsh fairly soon with the aim of offering a choice between Welsh stream or bilingual stream (25-50% Welsh medium) in KS2;
7. That the County Council gives full consideration to the present model for language/latecomers centres in the primary sector in Carmarthenshire and develops the provision on the basis of the Gwynedd and Ceredigion Councils model;
8. That the County Council adopts Gwynedd Council's Welsh Language Charter (which encourages children to speak Welsh at school and in the community) and adapts it to the requirements of Carmarthenshire;
9. That the County Council revisits the structure to ensure that Welsh medium primary schools are part of a secondary school family that can provide appropriate linguistic continuum from the primary sector to KS3 and KS4 and hold transition activities that reflect the linguistic nature of the primary schools which feeds it;
10. That the County Council includes the expectations regarding the Welsh language medium provision as part of the agreement with schools, alongside areas such as discipline, attainment and attendance;
11. That the County Council, if the above recommendations are achieved, is aware of the need to plan for growth in Welsh medium education in the secondary sector.

Secondary Schools

12. That the County Council expects secondary schools to build on the linguistic foundation laid by the Welsh medium primary schools by ensuring that all pupils continue to study Welsh as first language and as a learning medium up to KS4;
13. That the County Council adopts a clear continuity protocol with all primary and secondary Welsh schools (or bilingual), with appropriate training where needed, to increase the number of pupils continuing to study through the medium of Welsh at all key stages:
14. That the County Council researches the possibility of establishing a second-chance scheme within the transition period between primary and secondary sector by

adopting the Immersion Scheme which has been very successful in a number of secondary schools across Wales;

15. That the County Council agrees a timetable and plan to support 2A, 2B and 3 schools to move along the language continuum over a period of time and to lead to ensure that all other secondary schools move along the language continuum and create an ethos that encourages respect towards the Welsh language;
16. That the County Council plans for growth in Welsh medium education in the secondary sector.

Marketing Welsh medium education

17. That the County Council maintains an ongoing marketing campaign to promote Welsh medium education by explaining the advantages of being bilingual to parents and pupils;
18. That the Council provides training for primary and secondary school governors on the advantages of Welsh medium education and the educational, economical and community reasons why the provision should be extended across the county;

General

19. That the County Council will undertake an assessment of the demand for Welsh medium education in specific areas where further research is required;
20. That the County Council works with every governing body to conduct a language skills audit in order to consider the linguistic needs of the workforce and be able to move the school along the language continuum.
21. That the County Council allocates sufficient support and resources to develop and lead on the strategy to promote and extend Welsh medium education in Carmarthenshire.

3.2 Planning and Housing

- 3.2.1 The planning field is a complex one with many factors and different considerations influencing national and local policies. The Welsh language is one of the key factors in Carmarthenshire and links closely with a number of considerations in the formulation of planning policy.
- 3.2.2 The work of formulating and implementing policies and local plans in Carmarthenshire is dependent on the cooperation between the Welsh Government (which sets national strategies and expectations), the Planning Inspectorate (auditing and checking whether local schemes are robust), and Carmarthenshire County Council and Brecon Beacons National Park (who are responsible for preparing and implementing local plans). The relationship between these agencies and understanding of local needs is absolutely essential in drawing up an effective approach to planning.
- 3.2.3 As noted earlier in this report, Carmarthenshire's population has increased steadily since the 1980s and migration into the county is one of the main reasons. The Welsh Government imposes requirements on local planning authorities to prepare plans to provide for further growth in the population. Carmarthenshire's Local Development Plan is currently going through the inspectorate process and the County Council is planning for further growth of more than 15,000 additional dwellings in the county. This figure is based on local analysis of the Welsh Government's projections in terms of population growth and dwellings. It is the County Council's responsibility to outline how it will meet this goal.
- 3.2.4 It is important to recognise that population growth is important to the viability of our communities, as economic development goes hand in hand with the growth in population. However, what is absolutely critical is that the impact of development within our communities is considered in an appropriate manner and that relevant mitigation measures are put in place to protect our traditional communities. This is an issue all planning authorities in the heartland areas of the language face.
- 3.2.5 The methodology and guidelines (in relation to the Welsh language) to assess the impact on local planning authorities and develop mitigation measures is inadequate and there is a need for a standardised national methodology to support local authorities.
- 3.2.6 The link between planning, housing construction and the language is extremely complicated. The construction of new housing estates does not always lead to a decrease in the number of Welsh speakers e.g. as noted earlier, the Ammanford area experienced the largest decrease in the percentage of Welsh speakers across Carmarthenshire in the last ten years but at the same time very little housing development has taken place in the area. As a result, the Working Group agreed to

conduct a study of the potential impact of new housing development on Welsh-speaking communities in Carmarthenshire focusing on three new housing estates in Carmarthen, Cross Hands and Llandeilo. The study was conducted by the University of Wales Trinity Saint David in January 2014. Although this study was on a small scale (a questionnaire was sent to each one of the 281 houses and 160 (56.9%) responded) the findings are interesting. The research shows that 68.6% (103 of the 150 who responded) had moved to the current property from another household in Carmarthenshire with another 14% noting that they had moved from another area in South West Wales. Only 6% noted that they had moved from another part of the United Kingdom outside Wales. There is a strong suggestion that the housing estates mainly satisfy the needs of the local population. In addition, Welsh is the main language in 28% of the households (41 of 146) with the Welsh language also spoken in 23% of other households. This study offers a brief overview and the findings will be distributed to other relevant departments of the council with a consideration to conduct further research.

- 3.2.7 In addition to new housing development, the appropriate use of the existing housing stock is key. The County Council manages significant housing stock within the county (approximately 9,000 properties) and is currently in the process of building new social bungalows. The County Council also works diligently to maintain a close relationship with social and private landlords in the county to meet the local housing need. It is important to build on this relationship and again to extend the good practice that has been established with returning empty homes for local use.

AIM: To ensure a full understanding and awareness of the effect of planning on the Welsh language (locally and nationally) by ensuring that effective mitigation measures are placed and actioned in partnership with local communities.

RECOMMENDATIONS:

Recommendations for Welsh Government

22. That the Welsh Government includes the Welsh Language as a material consideration as part of the Planning Bill and the forthcoming Housing Bill and ensures that the Welsh language is integrated into the process of community engagement on planning matters. That the County Council makes specific arrangements to implement this.
23. That the Welsh Government strengthens the guidance to planning authorities through the Technical Advice Note 20 (TAN 20) in terms of requirements designed to measure the impact on the Welsh language especially in the traditional stronghold areas of Welsh speakers.

24. That the Welsh Government provides further guidance to planning authorities on the mitigation measures that can be used to reduce the impact of development on the Language.
25. That the Welsh Government, in conjunction with the Welsh Language Commissioner, planning authorities and the Planning Inspectorate, develop a national methodology for measuring the impact of planning on the Welsh language and sets out clear guidelines on the implementation of the impact assessment process.
26. That the Welsh Government raises further awareness to the Planning Inspectorate, regarding the impact of planning on the culture of specific communities and especially on the Welsh language in the traditional stronghold areas of Welsh speakers.
27. That the Welsh Government and the Inspectorate reconsiders the process it uses to predict the number of houses that is needed for each authority in order to consider specific community needs.

Recommendations for the County Council

28. That the County Council further develops its affordable housing policy by ensuring more availability within housing developments.
29. That the County Council takes further action to address the number of empty homes in the county in order to return them for local use.
30. That the County Council sets a higher threshold for affordable housing for developments on land owned by the County Council.
31. That County Council undertakes a marketing campaign to raise awareness about the Housing Choice Register.
32. That the County Council works with the Welsh Government, the local Mentrau Iaith, estate agents and the County Council's 'tax register' system to develop a 'Welcome to Carmarthenshire' pack for new residents and develop a distribution program by working in conjunction with community groups and Town and Community Councils (also included in the Marketing section).

3.3 Bilingual Workplaces

- 3.3.1 The County Council is one of the largest employers in Carmarthenshire with over 9,000 staff and 74 elected members. The Council has a central role in providing leadership and setting an example for its residents and partners in a number of various areas, and central to all this is providing firm leadership in terms of the future of the Welsh language in the county. In this context it is important to consider the Council's role as a service provider to bilingual communities but also as a significant employer within a bilingual population.
- 3.3.2 Despite the disappointing results of the 2011 Census for the Welsh language, Carmarthenshire remains to be the county with the highest number of Welsh speakers in Wales, with around 78,000 Welsh speakers (43.9% of its population) which is a key factor when considering the role of the Council as a service provider and employer. Carmarthenshire has a unique history and tradition in terms of the Welsh language and it is absolutely critical that officers and elected members of the County Council acknowledges, and also celebrates this, when considering services, schemes and future developments.
- 3.3.3 Over recent years the County Council has developed and put in place a number of policy procedures and direct services in order to, primarily, enable the public to contact and engage with the Council in Welsh or English according to their choice. The Council's Welsh Language Scheme sets a firm expectation in terms of the Council's involvement with the public and the Contact Centre and Customer Service Centres are very positive examples of this being put into practice where the Council offers a natural bilingual service.
- 3.3.4 However, in response to the significant drop in the number of Welsh speakers in the county, the County Council needs to adopt a more proactive approach and set higher expectations for itself as an organisation that can lead the way in raising the status and increasing the use of the Welsh language in the county. Over time this will lead to developing the Council's ethos and culture as a naturally bilingual organisation which will be able to confidently evolve to administering mainly through the medium of Welsh in the future.
- 3.3.5 In that respect, the timing of the publication 'Proposed standards in relation to the Welsh language'⁷ by the Welsh Government in January 2014 is beneficial since the Council will need to consider its procedures to comply with the requirements of five central standards:

⁷ Welsh Government website: <http://wales.gov.uk/about/cabinet/cabinetstatements/2014/8334815/?lang=en>

- Service Delivery;
- Policy Making;
- Operational;
- Promotion;
- Record keeping.

The Welsh Language Commissioner's standards investigation will finish in April 2014 and a report will be submitted on the investigation to the Welsh Government in May 2014. The report is likely to recommend targets for the County Council and the Council will be required to prepare compliance strategies for each of the five standards by 2015. The compliance strategies will replace the County Council's Welsh Language Scheme.

3.3.6 The County Council is in a relatively fortunate position in terms of the language skills of the present workforce. According to an audit of the language skills of office based staff (approximately 2,500) held in 2011, 72.7% have Welsh speaking skills while 54.4% have Welsh writing skills. It is important for the Council to build on this strong foundation by acknowledging Welsh language skills in the workplace and that it raises staff confidence to use the Welsh language by supporting them to further develop their skills in order to be able to work naturally bilingual and to encourage and support staff without any Welsh language skills to learn over a period of time.

3.3.7 In addition to supporting the Council's current staff it is timely to re-examine the Council's recruitment and workforce policies in order to support the aim of developing as a bilingual organisation. The Council's Language Skills Strategy was published in 2008 and there will be a need to review the strategy due to the introduction of the new Welsh language standards.

3.3.8 Identifying the Welsh language as a key skill in the workplace will also convey a positive message to young people in the county in terms of the benefits of Welsh medium education. Rather than seeing the Welsh language as the language of the classroom and school the Welsh language will be seen at work in the workplace which will reinforce their professional development.

3.3.9 The Council's elected members also have a key role to play in this too. Of the 74 county councillors who are members of Carmarthenshire County Council, 51 (68.9%) can speak Welsh and it is important that they set an example by using the Welsh language in the Council's meetings, community meetings and with their general dealings with the public in Carmarthenshire.

3.3.10 In terms of bilingual workplaces, the County Council needs to show strong leadership in order to bilingualise the organisation over a period of time, focusing initially on developing and supporting the workforce to be able to work naturally bilingual. As a priority, focus should be on departments and services that provide front-line services to customers.

AIM: To increase the use of the Welsh language within the workplace and to further increase the bilingual internal administration within the Council with the aim in time of administering mainly through the medium of Welsh

RECOMMENDATIONS:

33. That the County Council conducts a comprehensive review of the Council's jobs by department to identify posts where the Welsh language should be essential. The focus in the first place should be on jobs that provide direct service to the public.

34. That the County Council revise and updates the Council's recruitment and workplace policies in order to ensure that the Welsh language is a core consideration within these policies and that the language is recognised as a skill in the workplace.

35. That the County Council amends the Council's Language Skills Strategy to reflect the expectations of the new Welsh Language Standards.

36. Following revision of the recruitment and workplace policies, the Council will organise comprehensive training and provide detailed guidance for managers and staff involved in the recruitment process and supporting the workforce in order to ensure a consistent approach of the expectations across the Council. There will be a requirement for the Council's Human Resources officers to offer continued support to managers to implement the new policy and to check and challenge the implementation as required.

37. That the County Council adopts the ALTE Framework (*Association of Language Testers in Europe*) as well as an additional basic level for determining and identifying the language needs of jobs.

38. Following adopting the ALTE Framework, that the County Council conducts a language skills audit with all Council staff and record the outcome against individual staff records on the human resources system Resource Link.

39. That the County Council ensures appropriate support and continuity to staff, within the workplace, to move along the language ability continuum as required. This will include those who are learning for the first time to those who want to improve their language skills. Managers should encourage and support staff to develop their skills

by monitoring and record progress and the use of the Welsh language in the workplace as part of the staff appraisal process.

40. Unless posts have been assessed with a higher language skills expectation by the review of Welsh language requirement for Council jobs that the Council places the basic level (which will be part of the ALTE Framework) as a minimum requirement for each new post and for any current posts that are readvertised. If a successful applicant does not meet this level when appointing, support will be provided in order to reach this level within a specific period of time. Managers will monitor this progress as part of the staff appraisal process.

41. For posts where a higher level of Welsh language skills are essential but the Council fails to appoint in accordance with the requirement, an agreement will be placed in the successful candidate's contract to reach the required level in line with the skills noted in the job description.

42. That the County Council gives full consideration and implements the requirements of the new Welsh Language Standards which will be introduced during 2014-15.

43. Once the Council has implemented the above steps to support the development of the workforce, it will introduce further measures to enable the Council to operate bilingually and emphasise on the increasing use of the Welsh language.

3.4 Language and Economy

- 3.4.1 Providing a robust community infrastructure to enable and support the viability of our communities is essential. As well as building a solid community base and good social opportunities, ensuring a prosperous economy and quality jobs for local people is critical to this. Without these opportunities it will not be possible for our young people to stay in the county.
- 3.4.2 The inter-relationship between language and the economy is also a factor. As previously noted, the education system in Carmarthenshire successfully produces Welsh speakers (although there is room for improvement in the current arrangements) but statistics show that these are generally temporary Welsh speakers and that the language is not held in the county beyond schooldays.
- 3.4.3 The 2011 Census statistics indicated that the percentage of people speaking Welsh in Carmarthenshire drops significantly within the 15-24 age group (47.6%) compared to the 10-14 age group (60.1%) and then declines further in the 25-44 age group (36.8%).
- 3.4.4 The 2011 Census also shows that a large number of young people are leaving Carmarthenshire after finishing school (Welsh speakers and non-Welsh speakers). The 2001 Census indicated that there were 28,000 residents aged 3-15 years in Carmarthenshire but by 2011 (where the same age group is ten years older) the number of residents in the 16-24 age group is 19,500 – 9,500 less than the figure for the corresponding age group in 2001. Therefore, it appears that close to one in three young people from the county are leaving Carmarthenshire after finishing school and that it is likely that they are going to university or leaving to find work. Given the higher percentages of Welsh speakers in the younger age groups we can also conclude that a significant number of those leaving the county are also Welsh speakers.
- 3.4.5 In order to try to address the steady flow of young people leaving the county, there is a need to create work opportunities and local jobs to enable our young people to stay in the area. Enabling young people, who are predominantly Welsh speakers, to remain in their local communities is absolutely critical if there is any chance to build on the vibrant communities we have in Carmarthenshire. Intentional planning for economic development is needed to increase the opportunities in the future.
- 3.4.6 Establishing the Swansea Bay City Region is a good opportunity to mainstream the Welsh language in future economic development plans. Carmarthenshire has a unique opportunity within the City Region to establish itself as a bilingual business centre that will not only serve the bilingual population of the county and create a unique bilingual experience for visitors but can also provide bilingual opportunities for business, careers and the workforce. This would reinforce the County Council's investment in Welsh medium education.

3.4.7 It is also timely to consider mainstreaming the Welsh language in preparation for the European Structural Funds and the Rural Development Plans for 2014-2020. The Welsh Government has set firm expectations in terms of assessing the language impact of the new programmes and is prepared to consider if the new programmes can support economic development in areas where the Welsh language has declined significantly. The grant applications and local action plans are being prepared at the moment and it is critical that the Welsh language is central to any local applications.

AIM: To mainstream the Welsh language as a core feature in any economic development plans in Carmarthenshire

RECOMMENDATIONS:

44. That the County Council works with the Welsh Language Commissioner's Office and the Welsh Government to raise the awareness of the private sector of the economic advantages resulting from operating bilingually in Carmarthenshire and building opportunities to develop bilingual workforces in specific sectors e.g. leisure, tourism, creative industries, agri-food, nursery education.
45. That the County Council, through the 14-19 Network, develops Welsh medium work experience opportunities and apprenticeships within the workplace for young people and increasing the demand and the ability for the private, public and voluntary sectors to operate bilingually.
46. That the County Council works with Careers Wales through the 14-19 Network to promote the needs of the private sector regarding bilingual skills.
47. That the County Council works with local partners to ensure that S4C relocates to Carmarthen and to use this step to build on the appeal of Carmarthenshire to other businesses and bodies in the creative⁸.
48. That the County Council ensures central status to the Welsh language, language development within Carmarthenshire and impact assessment on the Welsh language through new projects that will be developed by European funding, the Rural Development Plan and any other community and economic development sources.

⁸ Since the Working Group's last meeting on 5 March 2014, confirmation was received from the S4C Authority on 14 March of its intention to relocate the channel's headquarters to Carmarthen.

49. That the County Council ensures that the Welsh language is mainstreamed in the Swansea City Region economic development plans, specifically whilst developing action plans for the main towns of Carmarthenshire. (A similar recommendation is offered in the Task and Finish group report 'Increasing the number of communities where Welsh is the main language' December 2013).

3.5 Organisations working for the benefit of the Welsh language

3.5.1 Carmarthenshire is in a fortunate position since it has a wide range of organisations, movements and community groups who work remarkably hard for the benefit of the Welsh language in the county. These organisations either work directly to promote the Welsh language or promote it indirectly through their community work. The range of organisations include:

- Mentrau Iaith (Bro Dinefwr, Cwm Gwendraeth and Gorllewin Sir Gâr);
- Yr Urdd;
- Clybiau Gwawr and Merched y Wawr;
- Twf;
- Mudiad Meithrin;
- West Wales Welsh for Adults Centre;
- Young Farmers Movement;
- Chapels and Churches;

as well as Town and Community Councils.

3.5.2 The community vibrancy and activity generated by these organisations and others is absolutely essential to support and develop the Welsh language as a living language in our communities, showing the importance of the language beyond the education system.

3.5.3 Although there is considerable informal joint working between these organisations as well as organisations such as the County Council and Welsh Government, unfortunately, there is no formal forum to enable these organisations to meet, discuss and agree on strategic action plans for Carmarthenshire since the abolition of the Welsh Language Board. Each organisation is likely to face challenges in terms of their budget and their capacity to operate in the next few years, at the exact time when there is a need to increase and extend their activity. Establishing a strong and effective working relationship between these organisations is therefore more important than ever to ensure that they make the best possible use of the limited resources and facilities available by these organisations.

3.5.4 The community link is absolutely critical to these organisations and they are well positioned to identify and engage with businesses, groups and sports clubs and other third sector movements in order to strengthen and develop opportunities to develop the Welsh language within our communities.

3.5.5 With the National Eisteddfod visiting Carmarthenshire in 2014, it is also an opportunity to build on the community spirit. The local Appeal Committees have been established across the county with the aim of raising £320,000 towards hosting the Eisteddfod. The vast majority of the money is being raised through community activities. There is an opportunity to build on these local committees and to further develop them to support the work of the organisations working for the benefit of the Welsh language in the community. The element of local ownership that exists among the appeal committees is a key starting point for any action plans that are developed.

3.5.6 The report submitted to the Welsh Government in January 2014 based on the 'Review of the Work of Mentrau Iaith, Language Action Plans and the Aman Tawe Language Promotion Scheme' also sets recommendations which should be considered carefully when developing the strategic action plans referred to above.

Aim: That the resources and skills of all organisations working for the benefit of the Welsh language in Carmarthenshire are being appropriately targeted on the basis of a detailed statistical analysis of the results of the 2011 Census in order to have the most positive impact possible on the language.

RECOMMENDATIONS:

50. That the County Council and the Welsh Government builds on the county analysis and continue with a detailed analysis of the 2011 Census results based on community wards in order to prepare local action schemes (based on the Welsh Government Framework for Local Action).

51. That the County Council and Welsh Government establishes a County Language Forum to set the strategic focus on language regeneration and develop partnership opportunities with various organisations and bodies that work for the benefit of the Welsh language in Carmarthenshire and to monitor the progress in relation to the local actions plans.

52. That the County Language Forum supports and further develops the structure of the local appeals committee which have been established for the National Eisteddfod held in Carmarthenshire in 2014 for them to take a leading role in supporting the local action plans.

53. That the County Council, in discussions with the three Menter Iaith (Welsh language Initiatives) in the County and on the basis of the statistical analysis, commission specific work for every Menter to achieve. Full consideration should be given to the recommendations of the national report 'A review of the work of Mentrau Iaith,

Language Action Plans and the Aman Tawe Language Promotion Scheme' when creating the work programme.

54. That the County Council and the local Mentrau Iaith work with local sports clubs to support them to use the language in all aspects of provision, including the language of the training and administration of the club (also included in the Community Opportunities recommendations).

3.6 Opportunities to use the Welsh language in the county

3.6.1 The ability to use the Welsh language in all aspects of everyday life is all important to all of Carmarthenshire Welsh speakers but it is critically important to show the young people of the county that it is possible to use the Welsh language outside the formal education setting and that it is a living language in our communities. As previously noted, the education system in the county successfully produces Welsh speakers but these are only temporary therefore it is important to establish the Welsh language as part of daily life and activity in the county.

3.6.2 The report has already mentioned some of the options to develop these opportunities by working with other organisations in Carmarthenshire who work for the benefit of the Welsh language. There are some elements of the provision which the Council administers itself and there is a need to extend the Welsh medium opportunities within its community services. The youth service and the leisure and culture services for example are areas where there should be more Welsh language provision and be able to offer a completely bilingual service to our users.

3.6.3 In terms of youth services and more specific youth clubs, given the Council's provision and other agencies such as the Young Farmers and Urdd, there is a wide range of opportunities available across the county. The Task and Finish Group of the Education and Children's Services' Scrutiny Committee has recently completed its report of Carmarthenshire's provision and the Census Working Group fully support the recommendations of the group, in particular the call to prioritise to increase the Welsh medium provision. There will also be an opportunity to develop closer links between the County Council and agencies such as the Young Farmers and the Urdd, two organisations that are very active in the county.

3.6.4 In terms of cultural and leisure services, we have considered the provision of leisure centres, country parks, libraries and theatres and opportunities can be seen to further develop these services with regard to their use of the Welsh language. From the Council's point of view, these are the services that the public are mostly involved with

and there is an opportunity to develop the use of the Welsh language in a very positive way.

3.6.5 Supporting staff will be necessary within the two service areas in order to further develop their skills and attitudes to use the Welsh language in the workplace by building on the Language Champions scheme which has already been established within the leisure centres.

3.6.6 In addition to the Council's provision there are many clubs and community groups who offer leisure opportunities, for example, drama, music and sports clubs, and there is a need to work with this network of organisations to support them in creating bilingual provision in the community. The national sports unions have a key role in this regard and they need to set an example by working bilingually and setting expectations on local clubs to do the same.

AIM: To increase the range of opportunities to use the Welsh language in our communities, specifically opportunities for children and young people in order to strengthen the language outside of school.

RECOMMENDATIONS: in relation to youth services, leisure and culture;

Youth Services

55. That the County Council coordinates a strategic action group which would include secondary schools, youth organisations of the county, further and higher education sector and the leisure sector to plan and to link the Welsh medium provision to ensure that the best possible use of the resources available within the County, to target the resources as required and identify any gaps.

56. That the strategic action group ensures that it links and develops community opportunities through the medium of Welsh that will support and strengthen the educational curriculum.

57. That the County Council increases the Welsh medium provision within its youth service and supports staff within the service to develop their skills of working through the medium of Welsh.

58. In accordance with the Youth Clubs Task and Finish Group (January 2014), the Council will prioritise increasing the Welsh medium provision as part of the new strategic approach by commissioning organisations that provide open access services through the medium of Welsh.

Leisure and Culture

59. That the County Council ensures that Welsh medium swimming lessons are available at all leisure centres across Carmarthenshire;

60. That the County Council plans to provide other leisure services through the medium of Welsh;

61. That the County Council supports leisure service staff (including leisure centres, country parks, libraries and theatres) who are learning Welsh or who can speak Welsh to further develop their skills to be able to offer a complete bilingual service;

62. That the County Council extends the Language Champions project where the Council has identified a Language Champion to operate in every leisure centre across the county, to include the country parks, libraries and theatres;

63. That the County Council and the local Mentrau Iaith work with local sports clubs to support them to use the language in all aspects of provision, including the language of the training and administration of the club; (also included in the recommendations of organisations working for the benefit of the Welsh language)

64. That the national sports governing bodies give full consideration to the Welsh language in developing any projects or services to be implemented within Carmarthenshire.

65. That the County Council works closely with Theatr Genedlaethol Cymru in order to provide further Welsh medium community opportunities;

66. That the County Council attracts and promotes Welsh language and bilingual performances within the county theatres.

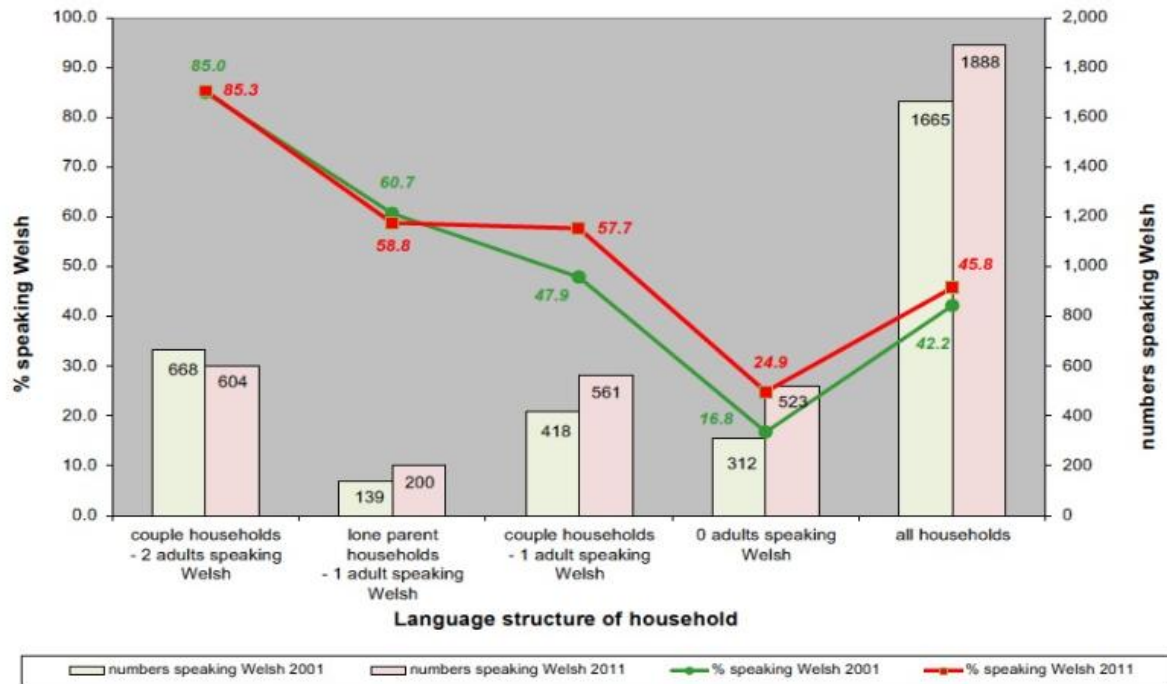
3.7 Language Transmission

3.7.1 Language transmission within families is a key factor when discussing the continuation and development of language. The education system can produce Welsh speakers but establishing language practice and attitude to language occurs very early in a child's development. In that respect there is a need to offer support to parents in adopting a positive attitude towards the language and offering practical advice on how to do this within their households and communities is essential.

3.7.2 This in essence is the intention of Twf (which is funded by the Welsh Government). This scheme works with parents and supports them from the prenatal period until the child is about 6 months to a year old and they offer practical support and guidance to them on how to introduce the language as part of everyday family life.

3.7.3 According to the 2011 Census results we are seeing a change in the linguistic structure of families in Carmarthenshire. In 2011, 25.4% of households in the county were Welsh (compared to 29.4% in 2001), 23.6% in mixed language households (22.7% in 2001) and 51.0% were non-Welsh speaking (42.6% in 2001) - a change of 8.4% since 2001. However, according to the 2011 Census, 45.5% of children aged 3-4 Carmarthenshire speak Welsh and 76.7% of children aged 3-4 living in a Welsh medium household can speak the Language. This has increased from 72.9% in 2001.

3.7.4 The structure of the home is also a factor amongst children in Welsh medium households, with 85% of 3-4 year olds able to speak the Language in two parent households where two adults can speak the Language compared to 57.7% in two parent households where one adult speaks Welsh. 58.8% is the percentage in one parent households where the parent can speak Welsh.



3.7.5 This evidence shows that parents play an important role in language transmission in the home. However, it is important not to place all responsibility on the shoulders of parents, as society as a whole has a key role to play in presenting positive values towards the Welsh language within our communities.

3.7.6 In addition to the work that is led by Twf in the early stages, Mudiad Meithrin also offers support in pre-formal education to introduce and develop the Welsh language through playgroups and parent and toddler groups. The organisation’s provision in Carmarthenshire is extensive; however, in order to cope with the growing demand for Welsh medium provision, the County Council is currently in the process of conducting a childcare sufficiency survey, with Welsh medium provision as a key factor in the survey. The survey includes provision through childminders, playgroups, day care nurseries and after-school and holiday clubs.

3.7.7 The Mentrau Iaith hold some of the after school and holiday clubs. Working and promoting the Welsh language within families, children and young people is one of their core targets and they hold a host of events across the county for this bearing.

3.7.8 The County Council also administers a Flying Start program in parts of the county (mostly in Carmarthen and Llanelli). This program is run locally on behalf of the Welsh Government with the aim of offering support to families with children under 4 years old, living in some of the most deprived areas of the county. The link between such programs and language development in the county is absolutely critical and we need to ensure that the Language is central to the development of the program.

AIM: To ensure an increase in the number of families who transmit the Welsh language within Welsh medium households and mixed language households and to offer support to non-Welsh medium households to introduce the Welsh language.

RECOMMENDATIONS:

67. That the County Council works in partnership with organisations and projects such as Twf (which promotes language transmission in the family) and the Mudiad Meithrin to promote bilingual opportunities in the pre-school sector through targeted communities within Carmarthenshire in accordance with the statistical analysis of the use of the Welsh language.
68. That the County Council promotes and markets the Welsh language to parents-to-be within the Council's workforce.
69. That the Welsh Government with the County Council's co-operation ensures that the Welsh language is central to schemes and projects such as Flying Start.

3.8 Marketing the language

- 3.8.1 Very early in the deliberations of the Census Working Group, the need to market the benefits and raise the status of the Welsh language became apparent. It will be important to consider the Welsh language and its advantages in terms of education, community and professional and tailor the message to suit the audience.
- 3.8.2 Many organisations and bodies working for the benefit of the Welsh language in Carmarthenshire (as noted in paragraph 3.5. above) and it is important that we convey a consistent positive message to the population of its advantages. In addition, the organisations resources are getting less therefore it would make financial sense to work together on preparing a common message to spread across the county through every possible networks and channels.
- 3.8.3 From an educational point of view, it will be important to ensure that the campaign to promote Welsh medium education correspond with the plans to increase the provision of Welsh medium education within the county. These campaigns will need to go hand in hand in order to reinforce each other. In addition, there will be a need to link in with the campaign to market Welsh medium education launched by the Welsh Government in November 2013 namely 'Live in Wales: Learn in Welsh?'
- 3.8.4 According to the 2011 Census, Carmarthenshire has a group of around 20,000 people who indicated that they can understand Welsh but not speak. It is therefore important that we work together as agencies to identify and support this group of people to further develop their language skills to enable them to become fluent within their social circles or to support their professional development within the workplace.

AIM: That organisations who work for the benefit of the Welsh language in Carmarthenshire convey a positive and consistent message on the advantages of the Welsh language in educational, social and professional terms.

RECOMMENDATIONS:

70. That the County Council, in conjunction with the Welsh Government, conducts an ongoing marketing campaign to promote Welsh language education by explaining the advantages of being bilingual to parents and pupils (*also included in the education recommendations*).
71. That the County Council works with the Welsh Government, the local Mentrau Iaith, estate agents and the County Council's 'tax register' system to develop a 'Welcome to Carmarthenshire' pack for new residents and develop a distribution program by working in conjunction with community groups and Town and Community Councils (*also included in the Planning and Housing recommendations*).
72. That the County Council, the Welsh Language Commissioner and the Welsh Government work in conjunction with other organisations who work for the benefit of the Welsh language in Carmarthenshire in order to maintain a consistent message and marketing campaign to build confidence and develop the use of the Welsh language within the County.
73. That the County Council encourages and promotes the residents of Carmarthenshire to learn Welsh by promoting the local support that is available to do so.

4. Appendix

Appendix 1: Terms of Reference and Membership of the Welsh Language Census Working Group

Appendix 2: Schools according to language category

Appendix 3: Organisations and individuals who presented evidence to the Working Group

Appendix 1: Terms of Reference and Membership of the Working Group

Aim

To analyse the 2011 Census results for the Welsh language in Carmarthenshire and consider approaches for the Council and wider community in addressing the current decrease in numbers of Welsh speakers.

Objectives

- To analyse and interpret the 2011 Census figures by national, County and ward level identifying trends in use and local impacts.
- To consider the findings of current national reviews into the Welsh language being undertaken by the Welsh Language Commissioner and Welsh Government (and any others as appropriate)
- To consider Council policy approaches to Welsh language.
- To take evidence from a selection of interested parties.
- To agree a way forward to addressing the decrease in the number of Welsh speakers in Carmarthenshire.

Membership

The cross-party group will consist of 9 elected members. The parties to confirm representatives as follows:

- 3 Plaid Cymru representatives
- 3 Labour representatives
- 3 Independent representatives.

Working Arrangements

- The Working Group will elect a Chair from within its membership.
- The group will report its findings within 6 months of its establishment to the Policy & Resources Scrutiny Committee.

The Group will be supported by the Assistant Chief Executive (Customer Focus & Policy) and officers from the Policy and Partnership Team, Chief Executive's Department.

Membership of the Working Group

Councillor Ryan Bartlett, Labour Party

Councillor Cefin Campbell, Plaid Cymru (Chairman)

Councillor Joseph Davies, Independent Group

Councillor Terry Davies, Labour Party

Councillor Wyn Evans, Independent Group

Councillor Calum Higgins, Labour Party (Vice-chair)

Councillor Gwyn Hopkins, Plaid Cymru

Councillor Peter Hughes-Griffiths, Plaid Cymru

Councillor Edward Thomas, Independent Group

Observer:

Councillor Mair Stephens, Executive Board Member with responsibility for the Welsh language

Appendix 2: Schools according to language category

Primary School

| | |
|---|-----------|
| Welsh Medium Primary School | WM |
| Dual Stream Primary School | DS |
| Transitional primary school: Welsh medium with significant use of English | TR |
| Predominantly English Medium primary school but with significant use of Welsh | EW |
| Predominantly English Medium primary school | EM |

| School Names | Age | Language category |
|--|------|-------------------|
| Ysgol Feithrin Rhydaman / Ammanford Nursery School | 3-5 | DS |
| Ysgol Gynradd Gymunedol Abernant Community Primary School | 4-11 | WM |
| Ysgol Gynradd Banccfosfelen Primary School | 4-11 | WM |
| Ysgol Bancyfelin School | 4-11 | WM |
| Ysgol Gynradd Beca Primary School | 4-11 | WM |
| Ysgol Gynradd Betws Primary School | 4-11 | TR |
| Ysgol Gynradd Bigyn Primary School | 3-11 | EM |
| Ysgol Gynradd Blaenau Primary School | 4-11 | WM |
| Ysgol Bro Banw | 4-11 | DS |
| Ysgol Bro Brynach | 3-11 | WM |
| Ysgol Gynradd Cymunedol Bryn Community Primary School | 3-11 | EM |
| Ysgol Gymraeg Brynsierfel | 3-11 | WM |
| Ysgol Bryn Teg | 3-11 | EM |
| Ysgol Gynradd Brynaman Primary School | 3-11 | WM |
| Ysgol Gynradd Brynsaron Primary School | 4-11 | WM |
| Ysgol Gynradd Gymunedol Porth Tywyn / Burry Port Community Primary School | 3-11 | EM |
| Ysgol Bynea School | 4-11 | EM |
| Ysgol Cae'r Felin | 4-11 | WM |
| Ysgol Carreg Hirfaen | 4-11 | WM |
| Ysgol Gynradd Carwe Primary School | 4-11 | WM |
| Ysgol Gynradd Cefneithin Primary School | 4-11 | WM |
| Ysgol Plant Bach Copperworks Infant School | 3-7 | EW |

| School Names | Age | Language category |
|---|------|-------------------|
| Ysgol Gynradd Cross Hands Primary School | 3-11 | WM |
| Ysgol Gynradd Cwrt Henri Primary School | 4-11 | WM |
| Ysgol Gymynedol Cynwyl Elfed Community School | 4-11 | WM |
| Ysgol Gynradd Dafen Primary School | 3-11 | EM |
| Ysgol Gymraeg Dewi Sant | 3-11 | WM |
| Ysgol Gynradd Drefach Primary School | 4-11 | WM |
| Ysgol Gynradd Ffair-fach Primary School | 4-11 | WM |
| Ysgol Gymunedol Ffwrnes | 3-11 | WM |
| Ysgol Gynradd Pum-heol / Five Roads Primary School | 4-11 | WM |
| Ysgol Gynradd Gors-las Primary School | 4-11 | WM |
| Ysgol Griffith Jones | 3-11 | DS |
| Ysgol Gymraeg Gwenllian | 3-11 | WM |
| Ysgol Gynradd Gwynfryn Primary School | 4-11 | WM |
| Ysgol Gynradd Hafodwenog Primary School | 4-11 | WM |
| Ysgol Gynradd Halfway Primary School | 3-11 | EM |
| Ysgol Gynradd Hendy Primary School | 4-11 | DS |
| Ysgol Gynradd Tre-loan / Johnstown Primary School | 3-11 | EM |
| Ysgol Gynradd Maes-llyn / Lakefield Primary School | 4-11 | EM |
| Ysgol Gynradd Llan-gain Primary School | 3-11 | WM |
| Ysgol Gynradd Llandeilo Primary School | 3-11 | EM |
| Ysgol Gynradd Llandybie Primary School | 3-11 | TR |
| Ysgol Gynradd Llanedi Primary School | 4-11 | EW |
| Ysgol Gynradd Llangadog Primary School | 4-11 | WM |
| Ysgol Babanod Llangennech Infant School | 4-7 | DS |
| Ysgol Iau Llangennech Junior School | 7-11 | DS |
| Ysgol Gynradd Llangynnwr Llangunnor Primary School | 3-11 | DS |
| Ysgol Gynradd Llanmiloe Primary School | 4-11 | EM |
| Ysgol Gynradd Llannon Primary School | 4-11 | WM |
| Ysgol Gynradd Llanpumsaint Primary School | 4-11 | WM |
| Ysgol Gynradd Llansadwrn Primary School | 4-11 | WM |
| Ysgol Gynradd Llansawel Primary School | 4-11 | WM |
| Ysgol Gynradd Gymunedol Llansteffan Community Primary School | 4-11 | WM |
| Ysgol Gynradd Llanwrda Primary School | 4-11 | WM |
| Ysgol Gynradd Llanybydder Primary School | 4-11 | WM |
| Ysgol Gynradd Llechyfedach Primary School | 4-11 | WM |
| Ysgol Llys Hywel | 4-11 | DS |
| Ysgol Maes y Morfa | 3-11 | EW |
| Ysgol Gynradd Maes-y-bont Primary School | 4-11 | WM |
| Ysgol Gynradd Cymunedol Meidrim Community Primary School | 4-11 | WM |
| Ysgol Gynradd Mynydd y garreg Primary School | 4-11 | WM |
| Ysgol Gynradd Myrddin Primary School | 3-11 | EM |
| Ysgol Gynradd Nantgaredig Primary School | 3-11 | WM |

| School Names | Age | Language category |
|---|------|-------------------|
| Ysgol Gymunedol Heol Hen / Old Road Community School | 4-11 | EM |
| Ysgol Gymraeg Parc y Tywyn | 4-11 | WM |
| Ysgol Gynradd Parc-yr-hun Primary School | 4-11 | DS |
| Ysgol Pen-bre / Pembrey School | 4-11 | EM |
| Ysgol Gymunedol Peniel | 4-11 | WM |
| Ysgol Gynradd Penygaer Primary School | 3-11 | EM |
| Ysgol Gynradd Penygroes Primary School | 4-11 | WM |
| Ysgol Gynradd Pont-henri Primary School | 4-11 | WM |
| Ysgol Gynradd Pont-iets Primary School | 4-11 | WM |
| Ysgol Gynradd Pontyberem Primary School | 4-11 | WM |
| Ysgol Gynradd Pwll Primary School | 4-11 | EM |
| Ysgol Gymraeg Rhydaman | 4-11 | WM |
| Ysgol Rhys Prichard | 4-11 | DS |
| Ysgol Gynradd Parc Waun-dew / Richmond Park Primary School | 3-11 | EM |
| Ysgol Gynradd Saron Primary School | 4-11 | TR |
| Ysgol Gynradd Stebonheath Primary School | 3-11 | EM |
| Ysgol Gynradd Swiss Valley Primary School | 4-11 | EW |
| Ysgol Gynradd Talylychau / Talley Primary School | 4-11 | WM |
| Ysgol Gymraeg Teilo Sant | 3-11 | WM |
| Ysgol Gymunedol Trimsaran Community School | 3-11 | DS |
| Ysgol Gynradd Tycroes Primary School | 4-11 | EM |
| Ysgol Gynradd y Tymbl / Tumble Primary School | 4-11 | WM |
| Ysgol y Bedol | 3-11 | WM |
| Ysgol y Castell | 3-11 | EM |
| Ysgol y Dderwen | 3-11 | WM |
| Ysgol y Ddwylan | 4-11 | DS |
| Ysgol y Felin | 4-11 | DS |
| Ysgol y Fro | 4-11 | WM |
| Ysgol Gynradd W Rh Abergwili V C Primary School | 4-11 | WM |
| W Rh Yr Eglwys yng Nghymru Glanyfferi / Ferryside Church in Wales V C Primary School | 4-11 | WM |
| Ysgol Gynradd W Rh Lacharn Laugharne V C Primary School | 4-11 | EW |
| Ysgol Gynradd W Rh Llanddarog V C Primary School | 4-11 | WM |
| Ysgol Gynradd W Rh Llanllwni V C Primary School | 4-11 | WM |
| Ysgol Gynradd W Rh Tremoilet V C Primary School | 4-11 | EM |
| Ysgol Gynradd W G Llanfynydd V A Primary School | 4-11 | WM |
| Ysgol Gynradd W G yr Eglwys Yng Nghymru Model Church in Wales V A Primary School | 3-11 | EM |
| Ysgol Gynradd W G yr Eglwys Yng Nghymru Penboyr Church in Wales V A Primary School | 4-11 | WM |
| Ysgol Gynradd W G yr Eglwys Yng Nghymru Pentip Church in Wales V A Primary School | 4-11 | EM |
| Ysgol y Santes Fair Caerfyrddin / St. Mary's School Carmarthen | 3-11 | EW |

| School Names | Age | Language category |
|--|------|-------------------|
| Ysgol Gynradd Gatholig Santes Fair / St. Mary's Catholic Primary School | 3-11 | EM |

Specific Educational Need Schools

| |
|--|
| Ysgol Heol Goffa |
| Ysgol a Gwasanaeth Cynnal Rhydygors / Rhydygors School & Support Services |

Secondary Schools

| | |
|-----|---|
| WM | Welsh Medium Secondary School |
| 2A | Bilingual Secondary School Category 2A - At least 80% of subjects apart from English and Welsh are taught only through the medium of Welsh to all pupils. One or two subjects are taught to some pupils in English or in both languages.0 |
| 2B | Bilingual Secondary School Category 2B – At least 80% of subjects (excluding Welsh and English) are taught through the medium of Welsh but are also taught through the medium of English. |
| 2C | Bilingual Secondary School Category 2C – 50-79% of subjects (excluding Welsh and English) are taught through the medium of Welsh but are also taught through the medium of English. |
| 2Ch | Bilingual Secondary School Category 2Ch – All subjects, except Welsh and English taught to all pupils using both languages. |
| EW | Predominantly English medium secondary school with significant use of Welsh: 20-49 % of subjects are taught through the medium of Welsh but are also taught in English. |
| EM | Predominantly English medium secondary school where or 2 subjects may be taught through the medium of Welsh as an option. |

| | |
|---------------------------------|----|
| Ysgol Bro Dinefwr | 2B |
| Ysgol Gyfun Gymraeg Bro Myrddin | 2A |
| Ysgol Bryngwyn School | EM |
| Ysgol Coedcae School | EM |
| Ysgol Dyffryn Aman | 2B |
| Ysgol Dyffryn Taf | EW |
| Ysgol Gyfun Emlyn | EM |
| Ysgol Glan-y-môr School | EM |

| | |
|--|----|
| Ysgol Maes y Gwendraeth | 2A |
| Ysgol Uwchradd y Frenhines Elisabeth / Queen Elizabeth High School | EW |
| Ysgol y Strade | 2A |
| Ysgol Gyfun Gatholig Sant Ioan Llwyd / St.John Lloyd Catholic Comprehensive School | EM |

Appendix 3: Organisations and individuals who presented evidence to the Working Group

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|-------------------|---|
| 16 May 2013 | A presentation on the Welsh in Education Strategic Plan by Rob Sully, Gareth Morgans and Catrin Griffiths |
| 3 June 2013 | A presentation by Hywel Jones , Welsh Language Commissioner's Statistician |
| 1 July 2013 | Parents for Welsh Medium Education / Rhieni dros Addysg Gymraeg – presentation by Heini Gruffudd and Ceri Owen Planning and the Welsh language – presentation by Eifion Bowen, Ian Llywelyn and Rachel Bowen |
| 25 July 2013 | Coleg Sir Gâr – presentation by Dr Nia Cole Jones University of Wales Trinity Saint David – presentation by Gruffydd Ifan |
| 4 September 2013 | Presentation by the Welsh Language Society (Cymdeithas yr Iaith Gymraeg) – Cen Llwyd, Ffred Ffrancis, Sioned Elin and Bethan Williams |
| 23 September 2013 | Meeting with Ceredigion and Gwynedd Council and North Wales Police and focus on Education, Planning and Internal Administration |
| 7 October 2013 | Presentation by Ian Jones , Head of Leisure and Sports, Carmarthenshire County Council Dyfodol i'r Iaith – presentation by Heini Gruffudd and Huw Edwards |
| 28 October 2013 | Presentation by Matt Morden , Life Long Learning Network Manager, Carmarthenshire County Council |
| 14 November 2013 | Undeb Cenedlaethol Athrawon Cymru – presentation by Elen Davies, UCAC President. Menter Bro Dinefwr – presentation by Owain Gruffydd and Owain Glenister. Menter Cwm Gwendraeth – presentation by Catherine Ings |

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| | <p>and Nerys Burton.</p> <p>Menter Gorllewin Sir Gâr – presentation by Diana Davies and Dafydd Davies.</p> |
| 2 December 2013 | <p>Presentation by Robin Staines, Housing Manager and Matt Miller, Housing Services Manager, Carmarthenshire County Council.</p> <p>Presentation by Robert Young, Human Resources Manager, Carmarthenshire County Council.</p> <p>National Union of Teachers – presentation by Valerie Davies and Owen Hathway.</p> |
| 16 December 2013 | <p>Presentation by Dr Dylan Phillips – research work on 2011 Census results.</p> <p>The Welsh Language and the Economy – presentation by Helen Morgan and Simon Richards, Regeneration Department, Carmarthenshire County Council.</p> |
| 7 January 2014 | <p>Presentation by Paul Thomas, Assistant Chief Executive (People Management) regarding internal administration</p> |