Supplementary Planning Guidance – Planning and the Welsh language

Introduction

1.1   This note is one of a series of Supplementary Planning Guidance notes (SPGs) amplifying the development plan policies in a clear and concise format with the aim of improving the process, design and quality of new development. The notes are intended to offer broad guidance which will assist members of the public, Members of the Council, and officers in discussions prior to the submission of planning applications and assist officers and Members in determining planning applications.

1.2   The purpose of Supplementary Planning Guidance (SPG) is to:

- Supplement or elaborate on adopted Local Development Plan policies
- Take account of national guidance.

2.   Status and stages in preparation

2.1   The Council's SPG Notes are not part of the adopted plan. However, they have been the subject of both a formal Council resolution and public consultation. The Welsh Assembly Government (the Assembly) has confirmed that following public consultation and subsequent Local Planning Authority (LPAs) approval, SPG can be treated as a material planning consideration when LPAs, Planning Inspectors and the Assembly determine planning applications and appeals. This Note was approved by the Council on the 19th of March 2014. A statement of the consultation undertaken, the representations received and the Council's responses to these representations is available on request.

2.2   These notes have been prepared in accordance with guidance contained in Planning Policy Wales (March 2014); Local Development Plans Wales (December 2005); Technical Advice Note 20 – Planning and the Welsh Language (October 2013).

2.3   This SPG provides further advice and guidance on how the Welsh language is to be considered on new development proposals submitted via the planning system. It supplements adopted Denbighshire Local Development Plan policy RD5 - "The Welsh language and the social and cultural fabric of communities".

2.4   A glossary of terms is set out in **Appendix 1**.

3.   National Planning Policy

3.1   Planning Policy Wales (6th edition) states that "all local planning authorities should consider whether they have communities where the use of the Welsh language is part of the social fabric, and where this is so it is appropriate that this be taken into account in the formulation of land use policies". It further states that the planning system can contribute to its well-being.

3.2   Technical Advice Note 20 "Planning and the Welsh Language" (October 2013) places greater emphasis on assessing impacts of development on the Welsh

language when preparing Local Development Plans (LDP) and that an assessment of impact should be included as part of the Sustainability Appraisal of a plan. However there is no specific guidance on how this should be undertaken, how it should be assessed and what influence this may have on planning policies. Further guidance is expected in 2014 by the Welsh Government.

3.3   There is considerable emphasis in TAN 20 on the preparation of the Single Integrated Plan and to ensure its conclusions are reflected in the land use policies of the LDP. Single integrated plans aim to set out the overarching strategic and long term framework for the local area and are prepared by the Local Authority. Denbighshire Local Development Plan will consider this when the Plan is reviewed.

3.4   TAN 20 also includes the possibility of using mitigation measures to reduce adverse linguistic effects. Further guidance on their local application is given later in this guidance and their possible application within a S106 or Community Infrastructure Levy schedule.

4.   Denbighshire Local Development Plan (adopted June 2013)

4.1   Denbighshire County Council commenced work on the Local Development Plan in 2006. One of the objectives of the Denbighshire LDP is to ensure that, "*the impact of new development on the Welsh language and culture will be assessed in all parts of the County*" (Objective 7, page 8 of the LDP). Together with other objectives of the Plan, a preferred spatial plan strategy concentrates the majority of new housing and employment development in the northern part of the County close to existing key transport routes and where 60% of the County's population reside. In order to better integrate land uses, infrastructure investment and community facilities, a key strategic site has been allocated at Bodelwyddan.

4.2   The concentration of new development in the north also coincides with areas where the percentage of Welsh speakers is the lowest in the County (approximately 15% of the total population that live in the north of the County can speak Welsh). Generally the strongest Welsh speaking areas are located further south within the rural hinterlands of Ruthin and Denbigh where more limited new housing development is proposed and therefore there is expected to be less impact on Welsh speaking communities.

4.3   A linguistic assessment was made on the Strategy Options (Pre-Deposit LDP) as part of the Denbighshire LDP Sustainability Appraisal and following public consultation the Council decided that including a policy to seek further more detailed analysis would be required on certain types of planning applications depending on their location and scale of development. This was agreed by the Planning Inspectorate during Examination of the Plan and its subsequent adoption.

4.4 The Council therefore considers that the approach contained in Policy RD 5 remains. The Council recognise that the exact effect of an individual development on language over a period of time is a difficult issue to separate and analyse. This guidance attempts to address the problem by viewing communities in a holistic manner, giving due regard to language as an element which is an integral part of community life and activities within it. This can be considered as an extension of a sustainable methodology in which a number of economic, social and environmental services influence each other and where change in one service influences another.

4.5 The Council recognise the importance of monitoring the effectiveness of the policy and the supplementary planning guidance. This will be done on an annual basis, using the Annual Monitoring Report (AMR).

5. Linguistic Patterns

5.1 In terms of percentage of population, 24.6% of Denbighshire residents identify themselves as being able to speak Welsh compared with an all Wales average of 19% (Census 2011). An average of 18.6% of the County population is able to speak, read and write in Welsh. This compares to 20.7% of residents being able to speak, read and write in Welsh in the 2001 Census, a decline of 2%.

5.2 It is estimated that between 1,200 and 2,200 fluent Welsh speakers are moving out of Wales each year. One of the aims of the Welsh Government is to reverse this trend and the creation of jobs to sustain communities and the local economy is a key priority in achieving this aim.

5.3 The 2011 Census also revealed there had been a decline in Welsh speakers in 31 of the Community Council areas in Denbighshire and an increase in the remaining 8 only. Gwyddelwern had the highest percentage of speakers at 60.8% and Rhyl the lowest at 14.2% (**Appendix 2** compares the number of Welsh speakers in the 1991, 2001 and 2011 censuses).

5.4 The future of the language in the County and across Wales will depend on a wide range of factors, particularly education, demographic change, community activities and a sound economic base to maintain thriving sustainable communities. The land use planning system can assist in ensuring the correct planning framework to enable sustainable communities to grow and thrive.

5.5. The planning system cannot be viewed as a panacea to arrest the decline of the Welsh language; neither will it attempt to discriminate between individuals on the basis of their linguistic ability nor control housing occupancy on linguistic grounds. It's not about nationality, it's about protecting the social and cultural use of language within community.

5.6 A housing survey carried out in 2011 by the Authority revealed that 67% of the people living in new-build housing in the County had moved from within Denbighshire with an additional 27% from elsewhere in Wales. Of the new occupants 24.9% were fluent Welsh speakers which is very similar to the

overall 2011 census figure of 24.6%. This survey strongly indicates that a high percentage of new occupants were either County residents or from other areas of Wales (New Housing Occupancy Survey Denbighshire: December 2011).

6.   Policy RD5 – The Welsh Language and the Social and Cultural Fabric of Communities

6.1   A policy has been included in the Denbighshire LDP intended to take into account the needs and interests of the Welsh language where this is an important component of the local community (see LDP for the policy in full). It relates to all planning applications over a certain threshold scale depending on their location. In most cases it is more likely that mitigation measures will be sought in association with new proposals on allocated sites which are in conformity with other policies in the LDP rather than issuing an outright planning refusal for linguistic reasons alone. The policy offers an opportunity for developers to seek early engagement with local communities to explain their proposals and if possible to obtain their endorsement and support.

6.2   Applicants will **normally** be expected to submit a **COMMUNITY AND LINGUISTIC STATEMENT** with a planning application on smaller developments within villages, hamlets or the open countryside. These smaller developments comprise;

- 5 residential units or more;
- Commercial, industrial, leisure or tourism development of 1000m2 or more;
- Proposals leading to the loss of community facilities or employment opportunities; or
- Infrastructure projects with long term community impacts.

6.3   The Statement will provide an opportunity for a developer to explain their proposals in more detail and to explore what could be both positive and negative impacts on the community and its linguistic balance. As part of preparing a Statement the developer will be required to contact City, Town and Community Councils and local community groups to obtain information and to seek their opinions.

6.4   It is however not expected that smaller proposals will normally have a negative linguistic impact – new housing proposals, for example, can provide affordable housing for local people and new employment opportunities will assist in retaining younger people of working age within local communities. Small mitigation measures agreed with the local community or the Council could cancel any negative communal linguistic effects. **Appendix 3** gives further information on how to complete a linguistic statement and what information should be included. It is not intended to be prescriptive and developers can adapt the approach provided sufficient information is provided which is commensurate and relevant to the proposal under consideration.

6.5   In all settlements and in the open countryside a more detailed **COMMUNITY AND LINGUISTIC IMPACT ASSESSMENT** will be required with larger scale planning applications comprising of;

- 20 residential units or more;
- Commercial, industrial, leisure or tourism development of 3000m2 or more; or
- Infrastructure projects with long term community impacts.

6.6   An Impact Assessment will ask more searching questions on potential linguistic impacts and require a developer to propose some mitigation measures if necessary, to reduce any perceived harmful impacts on the Welsh language. Again there will be an emphasis on working with existing communities to understand the importance, vitality and use of the Welsh language. **Appendix 4** provides a framework for preparing a linguistic assessment. The detail required is greater than for a linguistic statement and an attempt should be made at answering all the questions relevant to the proposal.

6.7   Mitigation measures should be related to the proposal and relevant to planning. Each proposal will be treated on its own merits and therefore mitigation measures will vary between different types of development. Certain proposal such as for sufficient affordable housing will have in-built mitigation and it is unlikely that further measures will be required. Examples of mitigation include;

- Affordable housing provision;
- Phasing of housing proposals;
- Education provision and places;
- Signage and place names (including marketing name, street names and other signage);
- Employment initiatives and training;
- Contribution to community facilities and groups;
- Funding for Welsh courses or other related initiatives active in the Community.

6.8   It is likely that contributions to the above could be collected through Section 106 Agreements, to be negotiated as required on relevant schemes. The Council will continue to develop a schedule and charging rates in partnership with other stakeholders.

6.9   In accordance with good practice, applicants are encouraged to discuss applications with officers beforehand who will assist in providing statistical data and information relevant to the completion of a satisfactory community linguistic statement or assessment. Providing the information will enable a developer to better explain a proposal and to meaningfully engage with a local community at an early stage.

7. Implementation

7.1 The cost and responsibility of preparing a linguistic statement or assessment rests with the applicant although the local authority will assist with statistical information and provide any necessary guidance. In cases where it is unclear whether a statement or an assessment is required the local authority will be the final arbiter. It will be a matter for the local authority to gauge the severity of impact on community and linguistic interests and whether these are so severe in themselves as to warrant a refusal of planning permission. It is not envisaged however that this will be the case on allocated sites where the proposed land use and scale of development is compatible with that proposed in the adopted Denbighshire LDP. There may however be instances where unexpected additional sites come forward, which in combination with other policies, are incompatible with the future sustainable well-being of local communities and the contribution they make to the vitality and vibrancy of the Welsh language.

APPENDIX 1

GLOSSARY:

Affordable housing

Housing that is provided to meet the needs of those who cannot afford general market housing, and is retained as affordable for the first and any subsequent occupiers.

Financial contribution

A sum of money required to be paid by a developer to the Local Authority, to be spent on the provision of affordable housing.

LDP Annual Monitoring Report (AMR)

An annual report which Local Authorities are required to provide to Welsh Government following adoption of the Local Development Plan. The AMR assesses whether policies and targets are being met and whether any changes may to the LDP need adjusting or replacing.

Local Development Plan (LDP)

A statutory plan produced by each Local Authority which sets out how the County will develop in the future. The LDP contains policies and land-use allocations used in the determination of planning applications. Denbighshire's adopted development plan is the Denbighshire Local Development Plan 2006-2021.

Section 106 agreement

A legal agreement setting out the arrangements to overcome obstacles which may otherwise prevent planning permission from being granted. This may be used to offset negative consequences of development, to help meet local needs or to secure benefits which would make a development more sustainable.

Census Data - Population Numbers and Welsh Language Speakers by Community

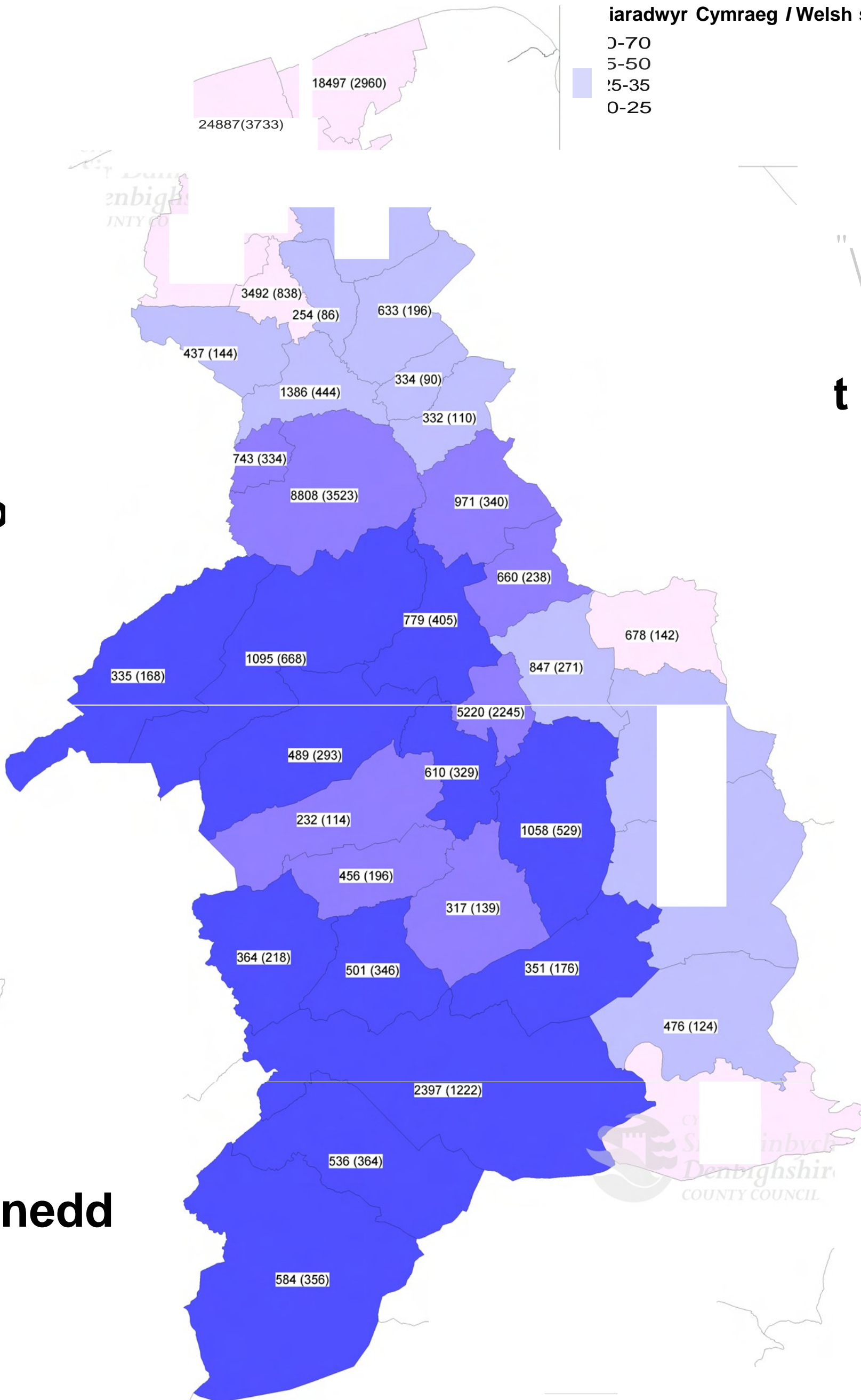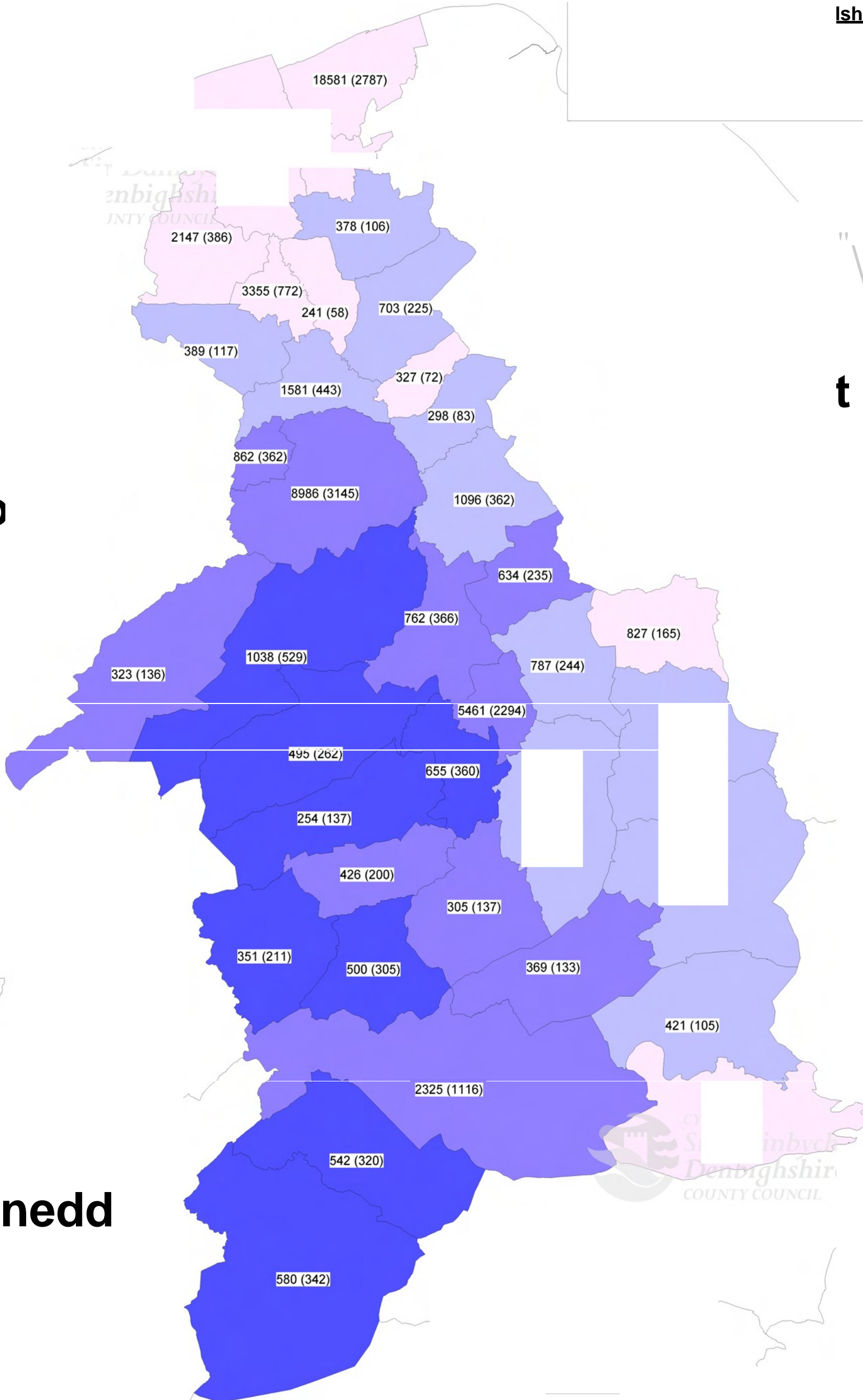| Community Council	0-3	0-14	15-64	65+	Total Population 2011	Total Population 2001	% Born In Wales 2011	% Welsh Speakers 2011	% Welsh Speak 2001	% Welsh Speak 1991
Aberwheeler		22	176	100	298	332	52.7	27.6	33	37
Betws Gwerfil Goch		77	224	50	351	364	59.3	59.8	60	57
Bodelwyddan		411	1404	332	2147	2,103	57.4	17.9	18	17
Bodfari		43	197	87	327	334	51.4	21.7	27	32
Bryneglwys		47	254	68	369	351	50.7	36.0	50	51
Cefnmeiriadog		47	259	83	389	437	60.7	30.4	33	41
Clocaenog		53	167	34	254	232	64.6	54.4	49	56
Corwen		340	1525	460	2325	2,397	64.7	47.9	51	58
Cwm		79	244	55	378	387	65.6	27.5	31	31
Cyffylliog		83	316	96	495	489	58.8	52.9	61	59
Cynwyd		78	348	116	542	536	66.1	59.1	68	68
Denbigh		1568	5877	1541	8986	8,808	72.9	35.3	40	45
Derwen		71	261	94	426	456	58.0	46.7	43	41
Dyserth		470	1622	445	2537	2,565	60.3	20.2	21	23
Efenechtyd		132	403	120	655	610	66.0	54.6	54	51
Gwyddelwern		70	332	98	500	501	65.0	60.8	69	69
Henllan		136	560	166	862	743	66.7	42.4	45	44
Llanarmon yn Ial		167	638	257	1062	1,078	49.0	25.5	25	25
Llanbedr Dyffryn Clwyd		78	502	207	787	847	46.0	31.0	32	28
Llandegla		97	378	92	567	508	49.7	27.1	34	28
Llandrillo		80	355	145	580	584	61.2	59.2	61	64
Llandyrnog		199	691	206	1096	971	62.6	33.1	35	34
Llanelidan		47	219	39	305	317	53.4	44.9	44	49
Llanfair Dyffryn Clwyd		150	666	237	1053	1,058	60.0	47.7	50	58
Llanferres		111	577	139	827	678	40.7	20.1	21	21
Llangollen		473	2263	922	3658	3,404	59.3	19.5	19	20
Llangynhafal		86	387	161	634	660	59.9	37.2	37	35
Llanrhaeadr yng Nghimeirch		177	600	261	1038	1,095	69.7	51.2	61	62
Llantysilio		47	278	96	421	476	52.0	24.7	26	32
Llanynys		157	488	117	762	779	68.4	47.8	52	55
Meliden		436	1207	423	2066	2175	48.7	15.1	19	14
Nantglyn		38	240	45	323	335	57.3	41.7	50	48
Prestatyn		2646	9705	4164	16515	16322	48.7	15.1	16	11
Rhuddlan		542	2213	954	3709	5,220	63.8	19.8	22	22
Ruthin		933	3333	1195	5461	4,298	67.8	41.7	43	44
St. Asaph		528	2060	767	3355	3,492	63.8	22.9	24	20
Trefnant		245	906	430	1581	1,386	60.7	28.0	33	31
Tremeirchion		111	459	133	703	633	59.6	32.0	31	37
Waen		31	160	50	241	254	62.2	24.4	34	38
Y Rhyl		4651	15793	4705	25,149	24,887	54.7	14.2	15	11
Denbighshire		**15757**	**58287**	**19690**	**93734**	**93,102**	**58.1**	**24.6**		

8

1991

Scale: 1: 160000
Date: 22/10/2013
Map Sheet:

Cyfanswm Poblogaeth (Poblogaeth Siaradwyr Cymraeg)
Total Population (Welsh Speaking Population)

CYNGOR
Sir Ddinbych
Denbighshire
COUNTY COUNCIL

elsh speakers

t

Co

17132 (1885)

1712 (291)

307 (95)

3359 (672) 237 (90)

608 (225)

383 (157)

305 (98)

1340 (415)

325 (120)

763 (336)

8541 (3843)

929 (316)

604 (211)

625 (131)

620 (341)

1033 (640)

752 (211)

323 (155)

4994 (2197)

458 (270)

596 (304)

223 (125)

1349 (782)

440 (180)

286 (140)

316 (180)

485 (335)

313 (160)

404 (129)

2374 (1377)

537 (365)

Gwynedd

518 (332)

2001

Cyfanswm Poblogaeth (Poblogaeth Siaradwyr Cymraeg)
Total Population (Welsh Speaking Population)

CYNGOR
Sir Ddinbych
Denbighshire
COUNTY COUNCIL
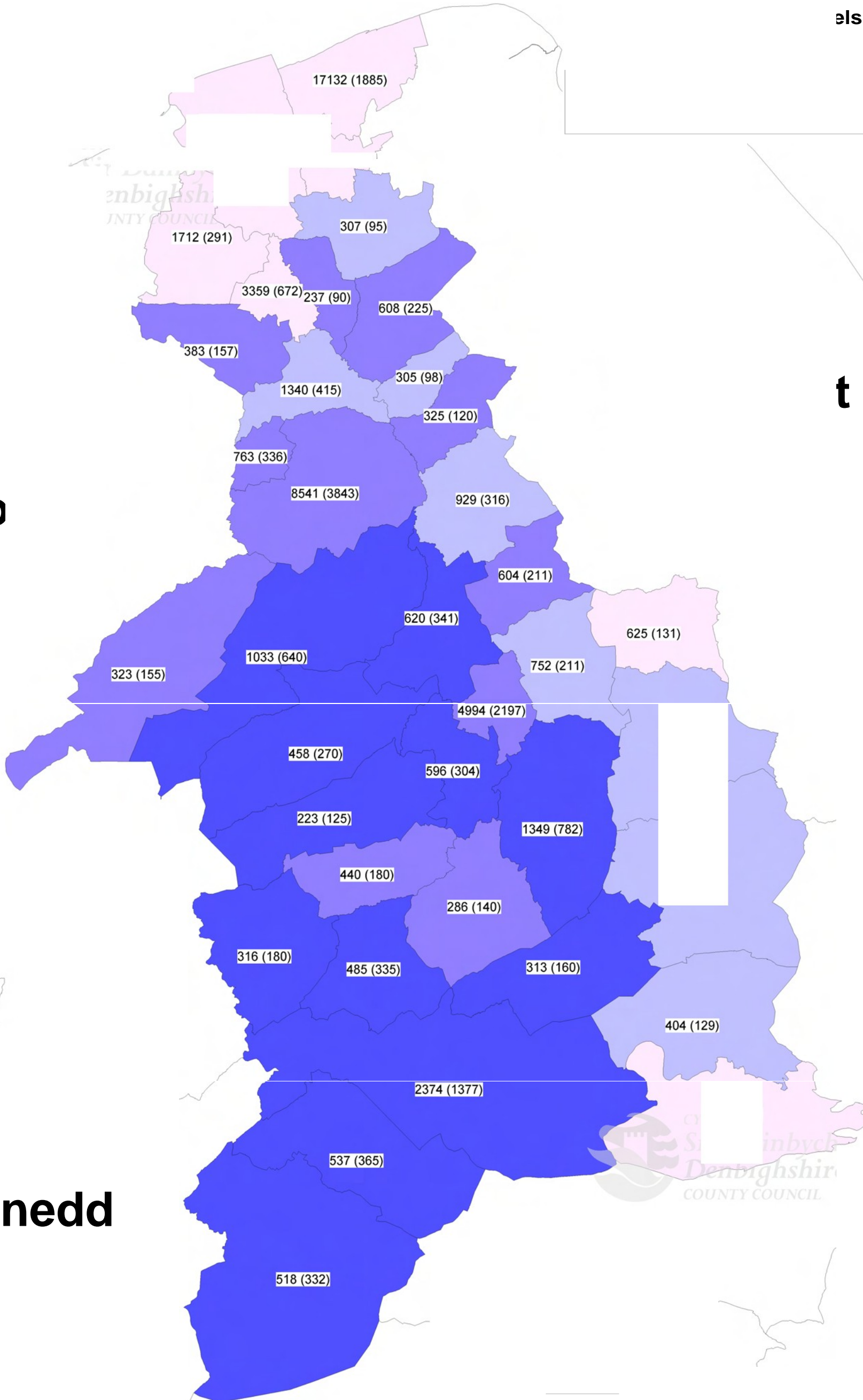
Scale: 1: 160000
Date: 23/10/2013
Map Sheet:

Siaradwyr Cymraeg / Welsh speakers

0-70
5-50
25-35
0-25

18497 (2960)

24887(3733)

3492 (838)
254 (86)
633 (196)

437 (144)

334 (90)

1386 (444)

332 (110)

743 (334)

8808 (3523)

971 (340)

660 (238)

779 (405)

678 (142)

1095 (668)

335 (168)

847 (271)

5220 (2245)

489 (293)

610 (329)

232 (114)

1058 (529)

456 (196)

317 (139)

364 (218)

501 (346)

351 (176)

476 (124)

2397 (1222)

536 (364)

584 (356)

Co

t

Gwynedd

2011

Scale: 1: 160000
Date: 23/10/2013
Map Sheet:

Cyfanswm Poblogaeth (Poblogaeth Siaradwyr Cymraeg)
Total Population (Welsh Speaking Population)

CYNGOR
Sir Ddinbych
Denbighshire
COUNTY COUNCIL

lsh Speakers

18581 (2787)

2147 (386)

378 (106)

3355 (772)

241 (58)

703 (225)

389 (117)

327 (72)

1581 (443)

298 (83)

862 (362)

Co

8986 (3145)

1096 (362)

634 (235)

762 (366)

827 (165)

1038 (529)

787 (244)

323 (136)

5461 (2294)

495 (262)

655 (360)

254 (137)

426 (200)

305 (137)

351 (211)

500 (305)

369 (133)

421 (105)

2325 (1116)

Gwynedd

542 (320)

580 (342)

APPENDIX 3

Example of how to prepare a community and linguistic statement

It is necessary for the applicant to complete a Community and Linguistic Statement for certain types of development as explained in policy **RD5 - Welsh Language and the Social and Cultural Fabric of Communities**. The statement should be completed by answering as many of the questions below in as much detail as possible – you may also wish to include further information on community consultation and engagement or on any other issue you think necessary. The Local Planning Authority (LPA) will check the information and will possibly ask for an explanation or for further details in order to ensure that the Statement is accurate and complete before determining an application for planning permission.

1.   **Community Engagement**

Demonstrate how you have consulted and engaged the local community on your proposals. This may range from consulting neighbours, community and voluntary groups, the Community Council or statutory organisations such as the Council. You should provide a short statement of the engagement and the opinion of those who have responded. This is your opportunity to share and explain your proposals with the local community before a formal application is made and if possible to seek their endorsement. The success of the planning application will not solely depend on community acceptance.

2.   **Population Profile**

Some understanding of the local demographic make-up of the settlement or Community Council area where the application is located will be essential in order to understand how the community might be affected, including changes over time. The overall population and age profile will assist in building up a picture of why the development is required and who is likely to benefit. The number of current and past Welsh speakers will be critical. The LPA will provide reference to background statistical information on a City, Town and Community Council basis.

Using the information gathered and your knowledge of the proposal you should be able to answer the questions below.

3.   **Development Characteristics**

Describe the proposal and why you consider it complies with local and national policies. As a starting point you should clearly demonstrate that the proposal is compatible with the Denbighshire LDP. This should be done by not simply listing the policies and objectives of the Plan but include a fuller justification of the proposals and how they **positively** contribute to the implementation of the Plan. You should therefore be able to address and provide an answer to the following questions;

General:
- Are national and local policies including local planning policies in the Denbighshire LDP met?

- Will the proposal create new opportunities to promote the language and local initiatives in the community?
- Are there appropriate local services such as shops, residential/community facilities to serve the development?
- Is the proposal sustainable in the long term?
- Is there adequate infrastructure provision to serve the development?

Employment type development (including retail)

- Does the employment meet primarily local needs, especially younger age groups?
- How many jobs will be created or safeguarded?
- Are the required labour skills available locally?
- Are there other similar developments with planning permission in the area?
- Is the proposal likely to result in further investment? of a similar kind?
- Is training required to re-skill the local workforce and will this include Welsh language training by the developer?
- How will new wage levels compare with the average wage levels in the area?
- For tourism developments, what is the expected catchment area?
- Will the proposal compete or complement existing tourism attractions?
- Have you considered internal and external bilingual signage and a locally distinct marketing name?

Housing type development

- What is the expected market price for the houses and how does this compare with local household income?
- Does the development include for an appropriate element of affordable housing to meet local need?
- Have there been similar developments in scale completed in the past 5 years? If yes, have they met primarily local needs?
- What has been the rate of residential growth in the community in the past 5 years?
- How will the development be phased?

4.   Positive Promotional Mitigation Measures

There may be several opportunities for a developer to positively contribute to maintain thriving local communities. If after completing the work on the statement it indicates a potential negative impact on a community. Certain promotional or mitigation measures associated with the proposal might offset these weaknesses. Examples could include:

- Affordable housing – making houses available for local people
- The phasing of housing over a longer period of time in order to assimilate change
- Contribution towards education provision and places
- Signage and place names
- Contribution towards community facilities and groups
- Employment initiatives and training
- Funding for Welsh language courses or other related initiatives promoting the use of Welsh

A developer may wish to voluntarily make a contribution towards mitigation measures in consultation with the local community and the Local Planning Authority. Usually this will be arranged through a legal Section 106 agreement with the Local Planning Authority or by some other voluntary means with community groups. The Local Planning Authority will continue to investigate appropriate future mitigation mechanism.

APPENDIX 4
Community and Linguistic Impact Assessment

1. Background

The Community and Linguistic Impact Assessment (CLIA) methodology comprises a checklist to allow the developer and Local Planning Authority to make an assessment of the likely impact of a development proposal against five aspects of community life:

- Population (levels and the characteristics of that population)
- Quality of life (therefore providing the impetus for people to remain, leave or move to the community)
- The economy (affecting employment opportunities for different groups as well as the cost of living and, more specifically, the cost of housing)
- Infrastructure (needed to sustain the community, particularly schools, health care and essential services)
- The social and cultural life of the community (expressed through the viability of cultural institutions, particularly those affecting younger people).

Population stability or moderate growth, combined with a high quality of life, a strong economy, high quality infrastructure and a vibrant social and cultural life are all central to community cohesion and sustainability. Where the Welsh language forms a part of the social fabric of a community, its fate and well-being is inexorably tied to the wider fortunes of that community. If a development is likely to be detrimental to any one of these aspects, it may also have an adverse impact on the Welsh language. However, if it is sensitive to the local context e.g. supporting the local economy, then the impact is far more likely to be positive.

2. Methodology and Assessment

Please complete the following questions. After the main question, there is an opportunity to add further comments on key issues.

Part (a) after each question is an opportunity to DESCRIBE the overall assessment;

Part (b) is a STATEMENT of evidence, normally based on previous experience;

Part (c) is a STATEMENT of whether you consider that the development will have a POSITIVE (1), NEUTRAL (0) or NEGATIVE (-1) community impact, and

Part (d) deals with how might any NEGATIVE impacts be mitigated and/or POSITIVE impact enhanced.

Gradually, scores of +1, -1 and 0 will be inserted as the answers to each question across the five sets of community life topics. The ability to compare options is important in undertaking an assessment, guiding the assessor to the `best' overall choice. The impact assessment helps to inform decisions about which topics perform better than others against the five community life issues by revealing the potential impacts. The ultimate choices have to be made by the assessor.

3.   Calculating an Overall Impact

The overall impact will depend on the number of positive/negative scores and whether these remain so negative if mitigation measures are practical and can be successfully delivered. There will also be a need to consider other policies in the Denbighshire LDP and to balance the overall benefits of a proposal in contributing to the implementation of the Plan and its strategic objectives and vision.

Depending on the policy priorities and the objectives of the Denbighshire LDP, and the socio-economic profile of the community where the development is proposed, the assessor may give greater weight to one or more of the five components at this stage of the assessment. The choice of which component to attach greater weight too is a matter for the Local Planning Authority, justified on local circumstances and policy priorities. Alternatively, the assessor may regard each of the five components as being of equal significance and therefore of equal weight.

QUESTIONS

POPULATION CHARACTERISTICS

1. Is the development likely to lead to a population increase / decrease that might:

Affect the balance of Welsh speakers (positive or negative way); or

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

2. Is the development likely to lead to increased in-migration?

3. Is the development likely to lead to increased out-migration?

4. Is the development likely to lead to a changing age structure of the community?

QUALITY OF LIFE

5. Is the development likely to have an impact on the health of local people?

6. Is the development likely to have an impact on the amenity of the local area?

7. Is the development likely to lead to the threat of increased crime or violence in the community?

ECONOMIC FACTORS

8. Is the development likely to have a detrimental impact on local businesses?

9. Is the development likely to have a detrimental impact on local jobs?

10. Is the development likely to lead to greater economic diversity?

11. Is the development likely to have an impact on local wage / salary levels?

12. Is the development likely to have an impact on the average cost of housing?

INFRASTRUCTURE SUPPLY

13. Is the development likely to have an impact on local schools?

14. Is the development likely to have an impact on health care provision?

15. Is the development likely to have an impact on the provision of local services, such as shops / post offices / banks / pubs?

SOCIAL AND CULTURAL ASPECTS

16. Will the development potentially lead to social tensions, conflict or serious divisions within the Welsh speaking community?

17. Will the development potentially lead to changes in local Welsh traditions/culture?

18. Will the development be likely to have a potential impact on local voluntary / activity / youth groups?

Notes

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

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

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

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

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

Question 6 *tackles a related issue. Any deterioration in environmental quality will have a similar impact, reducing the attractiveness of particular towns, villages or neighbourhoods. A reduction in environmental/aesthetic quality, or in general amenity, may fuel out-migration of households with greater spending power, and cause an influx of lower income households. This is likely to impact on the balance of Welsh / English speaking residents, as well as the balance of different income and social groups. Communities must offer a certain level of quality of life if they are to remain socially stable and cohesive.*

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

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

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

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

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

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

Question 13 *relates to the sustainability of local educational facilities. A development may lead to essential local services, such as schools, benefiting from an increase in younger population. A lack of development and, in turn, no change in the existing age profiles of communities, could threaten the future viability of schools. A lack of housing choice and provision may also affect decisions on whether growing younger families would wish to remain within a particular locality. More families make explicit decisions these days relating to school placement selection and it can be a contributing, possibly determining, factor in house-moving.*

Question 14 *considers health care provision in the community. As the numbers of elderly people increase proportionately to the number of younger people, a key determining factor for people deciding whether to remain in an area or move to an area for the first time, is the availability of health facilities. Retention or*

establishment of health care facilities in a community could affect language viability, particularly where health centres have become social gathering places, supporting local Welsh-speaking networks. The lack of facilities may cause elderly people to move home, or lead to decisions where families take painful decisions to assist the move to elderly relations to other locations.

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

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

Traditions and culture are underpinned by kinship and social networks.

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

*Building on Question 17, the next **Question (18)** acknowledges that this loss of social cohesion – combined with developments that disproportionately affect younger people – i.e. new employment uses that fail to address local needs, or housing that is unaffordable to first time buyers – may have a catastrophic impact on community institutions. These can be central to the vitality of Welsh communities. Once gone, they are unlikely to return. Again, predicting such problems is a task for planning authorities in consultation with community groups. Authorities / local groups must draw on their knowledge of such institutions (Urdd involvement, the wellbeing of local eisteddfodau and so forth) of their current vitality, and the incremental impacts of developments that might disrupt social balance and local involvement over time.*

APPENDIX 5:

Links to further information and statistics

<u>**Denbighshire County Council:**</u>

Available on request by the Council:

> Community Council Census profiles 1991, 2001, 2011.
>
> Denbighshire Joint Housing Land Availability.
>
> Council housing needs assessment (waiting list) / Affordability / Income / House prices.
>
> Education establishments and their primary language.

Contacts:

For enquiries regarding planning policy matters and this SPG:

> Planning and Public Protection Service, Caledfryn, Ffordd y Ffair, Denbigh.
>
> Phone: 01824 706916
>
> Email: ldp@denbighshire.gov.uk

For pre-application enquiries, please contact:

> Development Control Manager, Planning and Public Protection Service,
>
> Caledfryn, Ffordd y Ffair, Denbigh.
>
> Phone: 01824 706712
>
> Email: planning@denbighshire.gov.uk

For enquiries regarding education matters, please contact:

> Modernising Education, Customers and Education Support, County Hall,
>
> Wynnstay Road, Ruthin
>
> Phone: 01824 706127

<u>**Mentrau Iaith:**</u>
Menter Iaith Sir Ddinbych
Diamond Building, 6 Highgate, Denbigh, LL16 3LE
Phone 01745 812822

Visit their website to enquire about local projects or grants

www.mentrauiaith-gogledd.com/dinbych

Mentrau Iaith across Wales operate locally for the benefit of the Welsh language in our communities. They do this by:

- Regenerating the Welsh language by regenerating our communities;
- Raising Welsh speakers' and learners' confidence to use the language as part of their everyday lives;
- Working in partnership to integrate the Welsh language into every aspect of life;
- Creating and supporting Welsh-medium work opportunities;
- Sharing and promoting the value of the Welsh language with families, children and young people;
- Supporting other Mentrau Iaith initiatives.

Also local are:
Menter Iaith Conwy
Menter Iaith Flint/Wrexham

Reference Links:

Planning Policy Wales, edition 6, Welsh Government, (March 2014):

http://wales.gov.uk/topics/planning/policy/ppw/?skip=1&lang=en

Technical Advice Note 20: The Welsh Language, The National Assembly for Wales, (2013):

http://wales.gov.uk/topics/planning/policy/tans/planning-and-the-welsh-language/?lang=en

Planning and the Welsh Language: the Way Ahead, Local Authority Consortium, (December 2005):

http://www.webarchive.org.uk/wayback/archive/20120330055304/http://www.byigwlb.org.uk/English/publications/Publications/4241.pdf