

# Assessment of the Vale of Glamorgan Council's Welsh Language Promotion Strategy 2017-2022

Undertaken in accordance with Welsh Language Standard 146 during September/October 2021 by



14th October 2021 - Draft version 2

Mae'r ddogfen hon hefyd ar gael yn Gymraeg This document is also available in Welsh

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# Statutory Duty under the Welsh Language Measure 2011, and the Welsh Language Standards (No.1) Regulations 2016:

#### Welsh Language Standard 145:

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

- (a) a target (in terms of the percentage of speakers in your area) for increasing or maintaining the number of Welsh speakers in your area by the end of the 5-year period concerned, and
- (b) a statement setting out how you intend to reach that target; and you must review the strategy and publish a revised version on your website within 5 years of publishing a strategy (or of publishing a revised strategy).

#### Welsh Language Standard 146:

Five years after publishing a strategy in accordance with standard 145 you must—

- (a) assess to what extent you have followed that strategy and have reached the target set by it, and
- (b) publish that assessment on your website, ensuring that it contains the following information -
  - (i) the number of Welsh speakers in your area, and the age of those speakers;
  - (ii) a list of the activities that you have arranged or funded during the previous 5 years in order to promote the use of the Welsh language.

# 1. Introduction and Background

The Vale of Glamorgan Council was required by the Welsh Language (Wales) Measure 2011 to produce and publish its first 5-year Welsh Language Promotion Strategy and Action Plan in 2017 (found here - Vale of Glamorgan Welsh Language Promotion Strategy 2017-2022), and since its publication, has also to date published annual monitoring reports on progress against the Strategy's actions:

- Update on Welsh Language Promotion Strategy 2017-18
- Update on Welsh Language Promotion Strategy 2018-19
- Update on Welsh Language Promotion Strategy 2019-20
- Update on Welsh Language Promotion Strategy 2020-21

The work of promoting the Welsh language has been ongoing in the Vale of Glamorgan for many years, however, the strategic focus brought by the Promotion Strategy for the Council and its partners has delivered a number of positive outcomes, as evidenced in these annual reports against actions.

The Council, along with all other named bodies who had to produce and publish such strategies, must also publish an assessment report and review of progress against the targets over the lifetime of the strategy.

It is important to note from the outset that as the current Strategy is still in its final year of implementation, the review and assessment can only cover four full financial years and part of the final year.

At the time of developing the updated strategy, the Census 2021 figures were not available, though they will be used in annual action plan updates during the strategy's lifetime. The strategy therefore has to use the data that is available, and the population figures are therefore taken from StatsWales 2020 mid-year Population Estimates.

Those estimates show that the Vale of Glamorgan Council serves a population of 135,295 people, compared with 130,690 as shown in the equivalent mid-year estimates from 2017 and of that population, those aged 3 or over who are recorded as being able to speak Welsh stands at 23,500 (or 18.5%) (see Section 3 for further information on this).

This assessment report was therefore commissioned in September 2021 in order to provide an independent, external review of the Vale of Glamorgan Council's 5-year Strategy 2017-2022, prior to the Council commencing the drafting, consultation period and approval of its 2<sup>nd</sup> 5-year Strategy for the period 2022-2027.

The assessment report was prepared by Dai Thomas of Cwmni2 and completed via desktop research. It focusses on the four themes in the Council's 2017-2022 document as well as some general areas, in order to assess progress and to suggest recommendations to be included in the draft Strategy during the consultation period.

The new 5-year draft strategy and action plan are due to be published for full consultation between November 2021 and January 2022. This assessment report and draft Equality Impact Assessment will form background papers to that process.

Recommendations are made at the end of Sections 2-7 of the assessment for ease of reference, with a summary of all those recommendations provided in Section 8 along with some general conclusions.

#### Welsh speakers in the Vale of Glamorgan

Part of the assessment's requirements is to analyse whether the Strategy has achieved its aims not only in terms of promoting the Welsh language but of how well it has met its target in terms of increasing or maintain its numbers of Welsh speakers.

Specific targets within sections of the strategy's action plans show that numbers in certain categories have increased significantly. Due to any area's population not remaining static from week to week let alone from year to year however, a simple population comparison can hide a number of other factors that have affected the figures.

The overall figures based on the financial year-end estimates from StatsWales since 2017 show annual fluctuations but no significant increase or decrease in numbers or percentages, therefore the actions taken by the Vale of Glamorgan and its partners in the strategy have helped maintain the numbers of Welsh speakers in the county.

Year-end estimates (financial)	2017	2018	2019	2020	2021
Overall population (aged 3+)	122,700	123,900	123,300	123,600	125,700
Number of Welsh-speakers	24,600	23,800	25,700	25,600	24,400
Percentage of Welsh-speakers	20.0%	19.2%	20.9%	20.7%	19.4%

The new 5-year plan's actions will need to bear these figures in mind when setting new targets for the period 2022-2027, if it is to support the Welsh Government's aim of achieving a million Welsh speakers by 2050.

# 2. Overall aims the 2017-2021 strategy

The text below is an extract from the 2017-2021, noting what the Vale of Glamorgan Council and partners hoped to achieve over the 5-year period.

In order to maintain and increase the number of Welsh speakers over the next five years the Vale of Glamorgan Council and its partners need to prioritise some key policy areas for action, which include:

- i. Expanding Welsh-medium education from pre-school to post-16
- ii. Improving language transmission in the home
- iii. Increasing the number of adults learning Welsh
- iv. Extending opportunities for children, young people and families to use Welsh as a social language
- v. Increasing provision of community and leisure activities through the medium of Welsh
- vi. Expanding the use of Welsh in the workplace.

These were brought together under 4 themes in the Strategy and Action Plan (see below), with associated targets, and it is these targets under those themes that form the basis of the 4 (to date) annual monitoring reports:

- Welsh for Adults
- Children, Young People and Families
- Community Activities
- Welsh in the Workplace

The Strategy also sits within a wider policy and legislative context and as can be seen below, though the specific focus may differ slightly, the 4 themes broadly align with the well-being objectives that can now be seen in the Council's Corporate Plan 2020-2025:

- To work with and for our communities
- To support learning, employment and sustainable economic growth
- To support people at home and in their community
- To respect, enhance and enjoy our environment

In addition, they also fit easily into the three themes of the Welsh Government's strategy "Cymraeg 2050: a million Welsh speakers".

- Theme 1: Increasing the number of Welsh speakers
- Theme 2: Increasing the use of Welsh
- Theme 3: Creating favourable conditions infrastructure and context

In order to therefore create even greater links and cohesion in terms of the various themes and objectives, it will be proposed as part of the consultation that the new Strategy follows Cymraeg 2050, which will entail a re-ordering of any actions being carried forward, but with each action also clearly linked to one of the 4 well-being themes in the Corporate Plan.

This will enable councillors, officers and most importantly the Strategy's stakeholders to monitor and report on progress in a more streamlined way, avoid duplication of effort and allow greater partnership working to be undertaken locally and regionally, given that many other organisations are also using the Cymraeg 2050 themes as a template.

The following sections of this report form the main basis of the assessment, beginning with a general overview and then a summary of the achievements under the 4 Strategy themes. The Strategy's annual monitoring reports provide the detail behind the assessment and can be read in detail by following the links noted on page 1.

- i. The draft strategy 2022-2027 to use the 3 themes within Cymraeg 2050 as its framework;
- ii. The action plan to note against each action, which of the well-being objectives from the Corporate Plan it also contributes towards.

# 3. Assessment - The Partnership Approach

Though the requirement to produce and publish 5-year Welsh Language Promotion Strategies is a statutory duty placed on named bodies in their Welsh Language Standards compliance notices, no single organisation would be capable of delivering on every action that is required and so partnership working is of paramount importance.

The Strategy's Action Plan noted:

"The Action Plan reflects the partnership approach that is essential to achieving these aims. Although the local authority will be the lead partner in most of the activities proposed, in some instances other organisations will be better placed to undertake this role."

This partnership approach is also echoed clearly in the Council's current Corporate Plan "Working together for a brighter future":

"It is only by working together, listening and respecting each other that we can successfully meet the many challenges facing our communities and public services today. This Plan has a particularly strong emphasis on collaboration and working in partnership. This partnership working is wide ranging, including working with families, children and young people, our partners in health, the Police and the Fire service as well as other public sector bodies, the third sector, Town and Community Councils and our communities."

A review of the 4 annual monitoring reports evidences this in the Responsibility column against each individual target - the table below is a simple summary of the number of partners in the Vale involved in each of the four themes of the action plan.

**Table 1.1** 

Theme	Number of targets	Number of partners	
Welsh for Adults	7	3	
Children, Young People and Families	19	7	
Community Activities	5	6	
Welsh in the Workplace	14	1	

Including the Council itself, the Action Plan show partnership working between a total of 10 organisations from the public, voluntary and further/higher education sectors across the four themes (with many working across all four, which is the reason why the partners per theme is greater than the total number of partners involved).

This also does not reflect the fact that various internal Council departments were involved in different actions, nor that both Sporting Associations and Welsh-medium Schools are listed as a single partner, therefore the actual number of partners involved will have been far greater than the above table shows.

The annual report updates, by policy area, are looked at in the next sections of this assessment, and provide an overview of progress from 2017. It is clear from the narrative and information provided however that the partnership working approach has benefitted the progress of the Strategy and helped the Vale of Glamorgan Council deliver on its statutory duty under Standards 145 and 146.

- iii. Continue and strengthen the partnership approach with the Fforwm Iaith and other existing partners;
- iv. Are the updates shown in the Promotion Strategy annual monitoring reports also reflected in the Council's internal departmental monitoring to its committees? For example, Leisure Services are a partner under the Children, Young People and Families theme but do they report their Welsh language progress only in the Strategy's monitoring report, or is that information also included in their own annual progress reports? Are the Welsh language actions only listed here and not in their own departmental plans? If only listed and reported here, mainstreaming the information in all reports could be one way of raising awareness of Welsh language issues and duties with staff and elected members;
- v. The current action plan does not refer to regional partnership working, nor to Cardiff and Vale UHB for example the updated draft strategy might wish to consider making new partnership links to broaden the range of targets and actions available. This would not necessarily mean an increase in costs, as so many other organisations also have 5-year Promotion Strategies in place that are being updated, and may in fact mean economies of scale is some cases (as will be noted in more detail in the recommendations in the sections that follow).

### 4. Assessment - Welsh for Adults

Welsh is one of many subjects available to adults in the community as day or evening classes and increasingly as online course option (even before the pandemic made that a necessary option). Its broader significance however is that it whilst it can be a hobby for some, it links to literacy and employment issues for others. This theme is therefore a significant one for many reasons.

Though referring here to community courses in the main, Welsh for Adults action 1.3 shows that there is inevitably a crossover with the Welsh in the Workplace theme, in terms of adults who are also staff members of the Council. This issue is addressed in this section's recommendations.

The full detail of the progress made is noted in each of the 4 annual monitoring reports and so in order to avoid duplicating information that is available elsewhere, only some key actions are highlighted below in order to demonstrate the progress made since the Strategy was approved and implemented.

In 2017, the Council set itself a target (Welsh for Adults 1.1) of increasing the number of adults enrolling to learn Welsh by 20%, from a baseline of 180 enrolled at the time.

The year 4 update shows that by 2019, this had increased to 385, an increase of almost 114%, far in excess of the 20% target percentage figure.

Completion and progression rates have been less successful in comparison, but this has been a long-standing issue going back the early days of the very first Welsh Language Schemes in the late 1990s and has of course been exacerbated by the pandemic, and the shift from a classroom environment to online courses and the re-prioritising of workloads and changing work patterns.

Despite these issues however, the year 4 update shows that the number of learners on Higher and Fluency level courses increased from 24 in 2016 to 66 learners by 2020, an overall increase of 175%, again far in excess of the 20% target percentage figure.

The other actions under this theme show similar successes despite the pandemic, with many activities becoming virtual as a response to the situation. This shows that the Strategy's actions and the partners actioning them were able to adapt quickly to suit different circumstances, even ones as unexpected and unprecedented as the pandemic.

The benefits of this digital/virtual shift in terms of the Strategy are twofold, in that not only did it mean that classes and opportunities to learn and practice could continue during lockdown, but that with budgets and grant monies reducing each year, costs could be kept to a minimum whilst observing the safety measures in place.

- vi. The seven current actions under this theme should be carried forward to the new Promotion Strategy 2022-2027 but allowing for amendments or additions during the consultation stage from partners and from other stakeholders, who may be able to add in their own targets on which they already must report elsewhere, in order to provide greater information and evidence of joint-working;
- vii. As part of the consultation draft however, the actions under this theme should be rearranged to sit under the three themes of Cymraeg 2050 and re-worded as necessary. For example, current action 1.1 could sit under the Cymraeg 2050 Theme 1 of "Increasing the number of Welsh speakers", 1.5 could be placed under Theme 2 "Increasing the use of Welsh" and actions under 1.7 (in terms of the platforms as opposed to the content) could sit under Theme 3 "Creating favourable conditions infrastructure and context".

# 5. Assessment - Children, Young People and Families

Given its links to the success of so many national, regional and local strategies and targets, this theme is perhaps the most significant in terms of building the longer-term success of the language. Given its scope, it can be argued that it is in fact a cross-cutting theme as it can include formal Welsh-medium education, informal activities to increase the use of the language, community activities and so on.

The first 5-year plan notes that in order to avoid duplication "actions relating to Welsh Medium Education are in the Council's Welsh in Education Strategic Plan 2017-20". The link between the Promotion Strategy and the WESP was recognised at the time and given that the new WESPs are to be 10-year plans, that link must be maintained.

The 2020/2021 Pupil Level Annual School Census (PLASC) figures show that the Vale of Glamorgan has 3,112 pupils in Welsh-medium education, compared with 2,760 for 2016/2017, an increase of 11.3%. The pupils in English-medium schools (19,924 for the same period) would also be learning Welsh as a second language to GCSE level.

The focus of the Welsh in Education Strategic Plan is of course primarily on statutory education and so the actions within the Promotion Strategy focus more on the wider aspects of ensuring that families can use the language in a variety of settings and that parents, who may be adult learners themselves or who learnt Welsh as a 2<sup>nd</sup> language at school, can practice their skills with their children.

The 19 actions in the first 5-year plan relating to this theme show a broad range of activities being delivered from a number of partners, from story time, drama, dance and cookery sessions (adapted to be virtual due to the pandemic) to more procedural matters such as ensuring that Welsh language issues are now a permanent item on the Client / Contractor management meetings in terms of leisure services (which also has the benefit of indirectly linking in to the practical implementation of Policy Making Standards 88-90 and the delivery of services by 3<sup>rd</sup> party contractors).

The actions that focus on the provision of Welsh-medium childcare show that though progress has been made, the pandemic has delayed their implementation and changed the landscape given how many people now work from home. The importance of childcare will remain an important part of achieving the targets in the new Promotion Strategy and childcare targets should be carried forward, with perhaps an additional requirement for some research into what the nature of demand might be post-pandemic.

Many actions in this theme focus on leisure activities, which links the Promotion Strategy directly to two of the 7 Future Generations goals, namely "A Wales of vibrant culture and thriving Welsh language" and "A healthier Wales". The focus on providing leisure opportunities through the medium of Welsh has been on fully Welsh language provision and even before the pandemic and the various lockdowns since March 2020, the annual reports evidence only limited success.

One possible recommendation, whose principle can be used across other similar activities, is that together with continuing to aim for Welsh-medium provision, that both leisure staff and those attending the various activities are encouraged and supported to add increasing levels of Welsh terminology to the activity (for example keeping score using Welsh numbers, learning Welsh terms for related activities such as swimming/nofio, pool/pwll, shower/cawod and so on).

This has been highlighted in the assessment because although bilingual skills are referenced where employment or career opportunities are referred to, they are not referenced in the same way for leisure activities or other community activities. This is potentially something that can be carried forward into the new strategy, as it would cover matters such as increasing use of Welsh by families who visit a leisure centre together socially for example as opposed to attending a formal lesson, and would also increase the vocabulary of staff without formal lessons.

- viii. The targets under this theme from the original strategy be transferred to **Theme 1: Increasing the number of Welsh speakers** in the new action plan and linked to the Council's new Welsh in Education Strategic Plan in order to maintain the links and continue to avoid duplication of targets and monitoring/reporting;
- ix. The provision of Welsh-medium childcare should remain an important part of the new Promotion Strategy under **Theme 3: Creating favourable conditions - infrastructure and context** and the targets should be carried forward with perhaps an additional requirement for some research into what the nature of demand might be post-pandemic. The delivery of that childcare would be best placed in the WESP and actions under either Theme 1 or Theme 2 of the new strategy;
- x. Consider an action/actions around increasing levels of Welsh terminology to activities such as swimming, other leisure and community activities so that the vocabulary or children, young people, parents and staff is increased, as would be the use and normalising of the Welsh language.

# 6. Assessment - Community Activities

In 2013, Menter Bro Morgannwg in conjunction with Menter Caerdydd carried out a review of the social use of the Welsh language in the Vale and the findings showed that the vast majority (80%) of respondents felt that there were insufficient opportunities available in the Vale to use the language in the community.

This research helped formulate a number of actions under this theme and others and whilst many actions appeared under the Children, Young People and Families theme, those under Community Activities focused particularly on the use of digital and communication technology and volunteering for example.

This theme ties in closely with the well-being objectives of the Council's Corporate Plan 2020-2025 and reinforces the need to make those links clear in the updated Promotion Strategy and Action Plan when these actions are moved to **Theme 3: Creating favourable conditions - infrastructure and context**.

The partnership working between the Council, Menter Bro Morgannwg and the Urdd is demonstrated effectively through the use of a range of digital media platforms including Twitter, Instagram and Facebook. Though many of the actions throughout the entire action plan are funded and supported by the Council, what is not clear from the annual reports however is whether the various partners promote joint-services or re-share each other's news/events.

This is possibly more an issue of how the reports are phrased in terms of these actions, rather than the actions not being done in this way, but updating the action or way of reporting on this in the new action plan may help in more fully noting the use of Welsh language on social media.

- xi. Consider an action/actions around increasing levels of Welsh terminology to activities such as swimming, other leisure and community activities so that the vocabulary or children, young people, parents and staff is increased, as would be the use and normalising of the Welsh language;
- xii. Clarify the actions/targets/monitoring around bilingual and Welsh language social media in order to ensure that the results reported on show the full range of work being done by partners.

## 7 Assessment - Welsh in the Workplace

This theme is very much one of compliance by the Council to the requirements of the Welsh Language Standards and is therefore much more internally focussed than the preceding themes, even though delivery against many of the targets requires partnership working.

Monitoring and reporting on actions here therefore are not only part of the 4 annual reports noted in Section 1 previously, but also in terms of the annual compliance reporting against the Welsh Language Standards, the reports of which can be found on the Council's website.

In order to assess progress therefore, both sets of reports were reviewed.

The Promotion Strategy's action plan for 2017-2022 appears to have taken some high-level actions and targets from the Standards and has reported on progress, but these reports do not contain statistical/numerical data, whereas the reports against compliance with the Standards do contain that information, based on progress data from the Improvement Plan.

For example, in the 2020-2021 annual report, action 4.2 of the Strategy's action plan notes that a second linguistic skills assessment of staff took place in September 2018 and that information was collected, but the data is not shown in the report. The data is shown however in the annual report against Standard 170 (2a):

A linguistic skills survey took place at the end of 2018 of all computer users. This indicated that 122 members of staff consider themselves 'good' or 'fluent' of 1572 responses. This represents a percentage of 6%.

The same is true of action 4.3, where the action plan annual report that "positive action" is being taken, but in the equivalent period annual compliance report against Standards 154 and 170 ch) notes the following:

April 2019 – March 2020 - 535 adverts were logged:

- 27 Welsh essential
- 508 Welsh desirable

All advertisements are either Welsh essential or desirable

The Council is therefore making better progress under this theme than is being reported in the Promotion Strategy's annual reports.

#### Recommendations to take forward to the updated Strategy's consultation draft:

xiii. The monitoring of Welsh language actions is better integrated so that the statistics and narrative required by various monitoring and reporting pathways only needs to be collated once and can be copied between reports. This may also require adding additional actions to the Promotion Strategy in order to mirror reporting on overall compliance with the Welsh Language Standards.

# 8. General Conclusion and Summary of Recommendations

The Vale of Glamorgan Council has clearly made significant progress since 2017 in terms of promoting the Welsh language, both internally and publicly, and has done so against a backdrop of ongoing austerity and the unprecedented COVID 19 pandemic conditions.

There are strong foundations upon which to build and many of the targets and actions will continue into the new Strategy. Much has changed since 2017 however, and so the draft strategy reflects current circumstances and has adapted its approach in some areas.

Below is a full list of all recommendations taken from the previous sections for ease of reference. These will be used as part of the drafting process for the Promotion Strategy 2022-2027 and also as points of discussion during the consultation.

#### **Full List of Recommednations**

- i. The draft strategy 2022-2027 to use the 3 themes within Cymraeg 2050 as its framework;
- ii. The action plan to note against each action, which of the well-being objectives from the Corporate Plan it also contributes towards;
- iii. Continue and strengthen the partnership approach with the Fforwm Iaith and other existing partners;
- iv. Are the updates shown in the Promotion Strategy annual monitoring reports also reflected in the Council's internal departmental monitoring to its committees? For example, Leisure Services are a partner under the Children, Young People and Families theme but do they report their Welsh language progress only in the Strategy's monitoring report, or is that information also included in their own annual progress reports? Are the Welsh language actions only listed here and not in their own departmental plans? If only listed and reported here, mainstreaming the information in all reports could be one way of raising awareness of Welsh language issues and duties with staff and elected members;
- v. The current action plan does not refer to regional partnership working, nor to Cardiff and Vale UHB for example - the updated draft strategy might wish to consider making new partnership links to broaden the range of targets and actions available. This would not necessarily mean an increase in costs, as so many other organisations also have 5-year Promotion Strategies in place that are being updated, and may in fact mean economies of scale is some cases (as will be noted in more detail in the recommendations in the sections that follow);
- vi. The seven current actions under this theme should be carried forward to the new Promotion Strategy 2022-2027 but allowing for amendments or additions during the consultation stage from partners and from other stakeholders, who may be able to add in their own targets on which they already must report elsewhere, in order to provide greater information and evidence of joint-working;
- vii. As part of the consultation draft however, the actions under this theme should be rearranged to sit under the three themes of Cymraeg 2050 and re-worded as necessary. For example, current action 1.1 could sit under the Cymraeg 2050 Theme

- 1 of "Increasing the number of Welsh speakers", 1.5 could be placed under Theme 2 "Increasing the use of Welsh" and actions under 1.7 (in terms of the platforms as opposed to the content) could sit under Theme 3 "Creating favourable conditions infrastructure and context";
- viii. The targets under this theme from the original strategy be transferred to **Theme 1: Increasing the number of Welsh speakers** in the new action plan and linked to the Council's new Welsh in Education Strategic Plan in order to maintain the links and continue to avoid duplication of targets and monitoring/reporting;
- ix. The provision of Welsh-medium childcare should remain an important part of the new Promotion Strategy under **Theme 3: Creating favourable conditions - infrastructure and context** and the targets should be carried forward with perhaps an additional requirement for some research into what the nature of demand might be post-pandemic;
- x. Consider an action/actions around increasing levels of Welsh terminology to activities such as swimming, other leisure and community activities so that the vocabulary or children, young people, parents and staff is increased, as would be the use and normalising of the Welsh language;
- xi. Consider an action/actions around increasing levels of Welsh terminology to activities such as swimming, other leisure and community activities so that the vocabulary or children, young people, parents and staff is increased, as would be the use and normalising of the Welsh language;
- xii. Clarify the actions/targets/monitoring around bilingual and Welsh language social media in order to ensure that the results reported on show the full range of work being done by partners;
- xiii. The monitoring of Welsh language actions is better integrated so that the statistics and narrative required by various monitoring and reporting pathways only needs to be collated once and can be copied between reports. This may also require adding additional actions to the Promotion Strategy in order to mirror reporting on overall compliance with the Welsh Language Standards.

#### **Additional Recommendations:**

- xiv. High level action plan to be prepared as part of the consultation, articulating the 5year strategic actions that will be taken, to be supplemented with an annual breakdown of actions to be completed over that 5-year period;
- xv. Updated Census/PLASC figures to be used in future, replacing current data as they become available, as part of the annual action plan reviews and monitoring.