

**BEWNANS KERNOW**

**REPORT ON THE  
CORNWALL COUNCIL  
'CORNWALL  
LOCAL PLAN  
STRATEGIC POLICIES –  
PROPOSED SUBMISSION  
DOCUMENT 2010-2030'**

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## **BEWNANS KERNOW**

### **The Partnership of Cornish Cultural Organisations**

#### **REPORT ON THE CORNWALL COUNCIL 'CORNWALL LOCAL PLAN STRATEGIC POLICIES – PROPOSED SUBMISSION DOCUMENT 2010-2030'[1]**

##### **Summary**

Cornwall Council's Cornwall Local Plan will establish the context for growth and development within Cornwall until 2030 and will be the framework for all subsequent development plans.

Previous reports and responses by Bewnans Kernow [2], Dr Bernard Deacon [3], Coserg [4], Our Cornwall [5] and others have detailed the direct negative impacts of the high housing target (now 47,500) and of the unsustainable population growth due to in-migration on the Cornish.

On the 24<sup>th</sup> April 2014 the Cornish were awarded National Minority status by the Government and are now fully protected within the terms of the Framework Convention for the Protection of National Minorities.

Bewnans Kernow strongly opposes the target of a minimum of 47,500 new units within the period 2010-2030 for reasons which include:

- The number of new houses will negatively impact on the Cornish including through changing the proportions of the population through in-migration to the disadvantage of the Cornish.
- A lower target would deliver greater economic, social and environmental benefit for Cornwall and the Cornish.

Bewnans Kernow reminds Cornwall Council of the requirement to protect the Cornish as a recognised National Minority, including within the terms of the FCNM and of the need to produce an Equality Impact Assessment or equivalent.

Bewnans Kernow recommends and strongly requests Cornwall Council include the following Strategic Policy, either as a stand-alone Policy or within an appropriate Policy in the Cornwall Local Plan:

### **Policy**

**Proposals should be sensitive to the impact on those people in our Community who describe their origin as Cornish, and on Cornish culture. New development proposals must show best solution in maintaining the current ethnic balance between the Cornish and the non-Cornish, in retaining a sustained and sustainable population of people who describe themselves as having Cornish identity/origin, in supporting the development of Cornish culture and in protecting Cornish heritage.**

### **Introduction**

Cornwall is known to be a special place, and it is special for many reasons. However, it is unique for one key reason, and this is because it is the traditional homeland of the indigenous Cornish people.

Cornwall Council has developed the ‘Cornwall Local Plan Strategic Policies – Proposed Submission Document 2010-2030’ to outline the context and policies for change in Cornwall until 2030. The Cornwall Local Plan, when adopted, will be the lead Development Plan Document for Cornwall and will provide the central spatial vision, objectives and key policies for development in Cornwall. The element of the ‘Cornwall Local Plan Strategic Policies – Proposed Submission Document 2010-2030’ which is given the strongest and most detailed focus is the number of houses to be built which is specified as follows Policy 2.4: ‘Provide for 47,500 homes over the plan period’.

The following report shows why Cornwall Council's Cornwall Local Plan will result in potential negative impacts on the Cornish. It also makes a number of recommendations which if followed will to an extent mitigate against this.

### **Context – Planning and Population Changes in Cornwall**

#### **Recent Changes in Population**

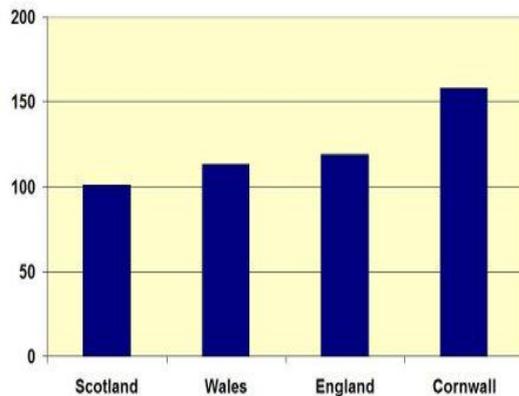
Population growth over last 50 years (1961-2011).

Cornwall's population has grown by over 197,000 over the last 50 years (1961-2011), as shown in the following diagram:

Year	Population of Cornwall	Change
1961	342,300	
1971	381,700	+39,400
1981	418,600	+36,900
1991	461,800	+43,200
2001	501,300	+39,500
2011	539,900	+38,600
<b>2021</b>	<b>590,800</b>	<b>+50,900</b>
<b>2031</b>	<b>637,400</b>	<b>+46,600</b>

### Population growth in Cornwall compared to elsewhere in the UK

The population growth of the different nations of Great Britain since 1961.



*Population 2010 (1961=100)*

The growth in population of Cornwall, as a result of migration (from England) is:

- more than three times that of England,
- over four times that of Wales and
- 73 times faster than Scotland.

There are 46 (1973 base) counties in England. Cornwall has grown faster than 40 of these, including all the counties in south west England (Cornwall 58%, Devon 37% for example).

“Since 1961 the number of people living in Cornwall has risen at a rate that is much faster than that of the UK, and faster than most equivalent areas outside parts of south east England and Cambridgeshire. All of this rise is explained by movement to Cornwall from other regions of the UK and two thirds of migrants come to Cornwall from south east England.” [2]

In each of the last two 20-year periods (the period of the Local Plan) the population increase has been just under 80,000.

### Projected Population Growth

A number of projections in population growth in Cornwall from the current 539,000 show an increase of between 500,000 and 724,000 extra residents within a century if the Local Plan is applied.

- At the absolute growth rates of the past 40 years the population of Cornwall will be 939,900 by 2111.
- An assumption of population growth using the ONS (Office for National Statistics) predicted absolute 20 year growth figure for each succeeding 20 year period in the next century shows a rise to 1,024,000.
- 97,500 extra people that the ONS predicts for the next 20 years will require around 42,000 houses . However, the Council proposal for a minimum 47,500 housing target is equal to a 111,000 population growth which implies the Council is planning for at least 1,049,900 people by 2111.
- Taking the average 18.65% growth rate of the three 20 year periods between 1971 and 2031 and extrapolating that forward, the population of Cornwall becomes 1,263,000 by 2111.

### **The Cornish in the Context of Population Growth**

#### The Effect of Past and Future Rises in Cornwall's Population

The result of this rise in population due to in-migration is that over the last fifty years the Cornish have gone from a majority in their homeland to a minority. In 1960, the population of Cornwall was 340,000 with approximately 75% of the population being of Cornish origin. Since then, the number of people in Cornwall of Cornish origin has declined from approximately quarter of a million to around 180,000. In percentage terms, this means that the percentage of people who are Cornish within Cornwall has, over the last 50 years, fallen from around three quarters in 1960 to approximately one-third today. This has to be put in the context of Cornwall being the sole territory, anywhere, in which the Cornish are a distinctive and identifiable population. As a result of high in-migration, the Cornish are now a minority group within Cornwall, having previously been in the majority until the 1990s.

- The 1951 Census showed the proportion of Cornish-born in the population was around 75 per cent.

- Net in-migration to Cornwall began in the early 1960s.
- 1982/83 - the last relevant, properly conducted survey (Perry et al) in seven wards found 57 per cent were Cornish born and 43 per cent in-migrants.
- Cornwall's population has grown by over 197,000 over the last 50 years (1961-2011). 'All of this rise is explained by movement to Cornwall from other regions of the UK and two thirds of migrants come to Cornwall from south east England.' ('Population change in Cornwall since 1801' Dr Bernard Deacon).
- The 1983 survey implies a fall from around 70-75 per cent at the time of the 1951 Census to 55-60 per cent. As net in-migration did not begin until the early 1960s this had occurred in little more than 20 years, a drop of around 15 percentage points at a time when the population rose by 22 per cent. This in turn might suggest that for every one per cent rise in the population the proportion of native Cornish falls by around 0.7 per cent. Using this as a base we could calculate the proportion of native Cornish in the population in 2012 to have fallen by maybe another 17 per cent, to be as low as 40 per cent. ('The land's end: The Great Sale of Cornwall' Dr Bernard Deacon)
- In-migration to Cornwall since 1960 has had a strongly adverse influence on the ability of the indigenous Cornish people to maintain a sustained and sustainable population.
- Further in-migration to Cornwall in commensurate or increased numbers, in comparison to the last 50 years, will increasingly marginalise the Cornish within Cornwall including in political, social, cultural and economic spheres and limit the ability of the indigenous population to influence these spheres.
- The Cornwall Council Local Plan which plans for a minimum of 47,500 new houses will facilitate in-migration, and will accommodate people moving into Cornwall. It is estimated that the equivalent of 80% of the 47,500 new houses will be taken by those moving to Cornwall from outside.

### **Disadvantages to the Cornish of altering the proportions of the population**

- Social, cultural, political and economic marginalisation.  
As the majority population increases in size as a result of in-migration, the chances are that the Cornish will be increasingly marginalised. Incrementally, this is likely to have a knock on effect on the ability to access resources and opportunities. Marginalisation may be experienced in several spheres, and dispossessed groups are often marginal not only in terms of geography but also in social, political and economic terms. 'Those in control at the centre often will use economic inducements to encourage the marginal person to move away, assimilate and thus lose their identity.'

- **Disenfranchisement**  
If, as is planned in the Local Plan there is a continuing and growing influx of people from outside Cornwall, the diminishing proportion of the population who are Cornish will have a pro rata diminishing influence on the democratic process within Cornwall.
- **Assimilation**  
Assimilation takes place when a minority is not able to resist the removal of its distinctive traits, and eventually gives up all aspects of its special identity.
- **Beliefs, feelings, emotional connection**  
What and how people feel is one of the most important things about culture and identity, and many of the Cornish, who have a proud and passionate connection to Cornwall feel a sense today of being 'wiped out'. This is reflected in the reality of a diminishing ratio of people of Cornish origin to other people in Cornwall.
- **Negative impact on cultural development**  
Today, because of a high degree of voluntary input, Cornish culture is developing. In-migrants to Cornwall often go through an 'induction process' in which time and effort is invested in them, in different ways, in order to assist their acclimatisation to the different environment of Cornwall. With a smaller population of people who are Cornish by origin, as planned by the Core Strategy, this process will be less effective, will draw very considerably on the resources of the individuals who give this assistance, and is less likely to result in the continuing development of Cornish culture. This will impact negatively on community cohesion and economic factors alone, as well as encouraging the decline of a culture that is comfortable for Cornish people.

### **Academic Analysis: Dr Bernard Deacon**

"The difficulties of inducting a new population into awareness and respect for the unique heritage of the place they have chosen to reside in will become ever more difficult if Cornwall becomes less distinctively 'Cornish'. Both less Cornish in terms of the environment around us; supermarkets, housing estates and industrial units tend to look the same whether they're in Cornwall, Canterbury or Caithness. And less 'Cornish' in terms of its society. The decline in the proportion of native Cornish has to be halted and reversed – and within the next generation if we are to have any chance of retaining a Cornwall that is still in some way recognisably Cornish. If we allow the Cornish to become an interesting historical relic, a minority group consigned to the museum shelves and the local histories, then we wittingly or unwittingly throw away our link to two thousand years of the past and give up a critical weapon in the struggle to obtain the right to make our own decisions about what sort of Cornwall we want here – in Cornwall.'

## **Political Analysis: Councillor Bert Biscoe**

'Cornwall has experienced a very high level of inward migration in the past generation. This has caused many tensions, not least a very strong sense of dispossession amongst Cornish people, not of property (which they have sold and bought as much as anyone) but of context, of places, of quietness, of innocence, or inherited lore, artefacts and customs which are dismissed, removed or derided by people and institutions who choose to not inform themselves or to consider indigenous feelings or reactions before taking actions – this can be as simple as demanding provision of a street-light to removing trees and rook colonies, to denying resources to traditional feasts and happenings, to imposing cosmopolitan dismissal of philosophy, ethics and customs by force majeure – 'there's more of us than of you'. For the Cornish indigenous minority experiencing population increase, the experience of absorption, challenge, dispossession, experience of different social behaviours and assumptions are all challenging and affect confidence, self esteem and socio-economic performance - this is a key factor for which careful and effective strategies have never been considered and are in urgent need of being so.'

### **The Legislative and Policy Framework for the Cornish**

The main legal instruments that apply in the case of the Cornish and the Cornwall Local Plan include:

#### **The Framework Convention for the Protection of National Minorities [7]**

The Framework Convention for the Protection of National Minorities (FCNM) is a Council of Europe Treaty to protect national minorities. It was ratified by the UK in 1998.

Cornish received full National Minority status on the 24<sup>th</sup> April 2014 and are fully recognised under European rules for the protection of national minorities.

Article 16 of the Framework Convention most particularly applies in the case of the Cornwall Local Plan:

FCNM Article 16 - "The Parties shall refrain from measures which alter the proportions of the population in areas inhabited by persons belonging to national minorities and are aimed at restricting the rights and freedoms flowing from the principles enshrined in the present framework Convention."

#### **Equality Act 2010 [8]**

The Cornish, as a recognised National Minority, have the protected characteristic of "Race", specifically because of their "ethnic and national origins".

149. Public sector equality duty

- (1) A public authority must, in the exercise of its functions, have due regard to the need to—
- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- (3) Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to—
- (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
  - (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;

#### Cornwall Council Corporate Equality and Diversity Framework [9]

Cornwall Council Corporate Equality and Diversity Framework was endorsed and adopted by Cornwall Council cabinet in April 2010.

It states:

'The Corporate Equality and Diversity Framework sets out Cornwall Council's commitment to promote equality of opportunity, value diversity and tackle social exclusion. In delivering against this framework our aim is to ensure that we protect and promote our Cornish heritage and culture.'

'For the Framework to be successful and deliver the improvements to access and service delivery that are necessary, we need to know about the community we serve. We are continuing to work on collecting information, intelligence and knowledge about Cornwall and its population so that we better understand our local area, its heritage and the issues arising from it.'

'In developing the framework and the approach, it is essential that the Council is sensitive to the unique heritage and culture of Cornwall and to those people in our Community who describe their origin as Cornish.'

'The Framework also puts into place a robust commitment for using Equality Impact Assessments as a service improvement tool and improving community engagement.'

'The Equality and Diversity Framework is an evolving document and will be updated regularly. Initial consultation has taken place but further consultation will take place with a range of other groups over the coming months. In particular this will include community based groups such as Bewnans Kernow, Diversity Network for Cornwall and Disability Cornwall.'

### **Consultation of Cornish Representatives**

Throughout the Local Plan process consultation of those representing the interests of the Cornish minority has been inadequate and ignored.

Bewnans Kernow reminds Cornwall Council that there is a duty if a promise has been made to consult, and in particular respect to this the Cornwall Council Corporate Equality and Diversity Framework Cabinet Resolution [5] which 'sets out how Cornwall Council will embed our approach to Equality and Diversity' specifies 'further consultation will take place with a range of other groups over the coming months. In particular this will include community based groups such as Bewnans Kernow\*,...'

\*mis-spelt in the document as *Bernows Kernow*

Since the current Cornwall Council was elected in May 2013 no large, representative Cornish organisation has been consulted on the potential impacts of the Local Plan. Work done under the previous Council on a Strategy for the Cornish has been sidelined.

Three requests from Bewnans Kernow by email for a meeting with the current Portfolio Holder for Planning were deflected or ignored.

The input made on matters relating to the Cornish minority, including that made by Bewnans Kernow, Coserg, Dr Deacon and Our Cornwall are not evidenced in the Cornwall Local Plan: Strategic Policies Statement of Representations of March 2014.

Bewnans Kernow looks forward to a more effective and improved level of partnership with Cornwall Council on planning matters.

## **Findings**

1. Cornwall is the traditional homeland of the Cornish, and the Cornish do not exist as an identifiable and coherent group anywhere else in the world. The Cornish now form a very large minority in Cornwall, having previously been a majority. None of the English counties have a similar situation with regard to a minority. Cornwall has a unique demographic environment which entails a special care and responsibility for maintaining the homeland of the Cornish National Minority in a sustainable fashion.
2. The Cornwall Local Plan which plans for a minimum of 47,500 new houses will facilitate in-migration, and will accommodate people moving into Cornwall. It is estimated that 80% of the equivalent of the new units will be taken by those moving to Cornwall from outside.
3. In-migration to Cornwall has had a strongly adverse influence on the ability of the indigenous Cornish people to maintain a sustained and sustainable population.
4. Further in-migration to Cornwall in commensurate or increased numbers, in comparison to the last 50 years, will increasingly marginalise the Cornish within Cornwall. Marginalisation will affect the political, social, cultural and economic spheres, and will increasingly limit the ability of a diminishing indigenous population to influence these spheres.
5. Cornish culture and Cornish distinctiveness powerfully strengthen community cohesion and are key economic drivers in Cornwall.
6. The Cornish are supported and protected by a legislative and policy framework. The Cornish have full National Minority status and are protected within the Framework Convention for the Protection of National Minorities. The Cornish have the protected characteristic of 'Race' under the Equality Act 2010 due to "ethnic and national origins". Compliance by authorities and monitoring of this will be part of the stronger legislative framework now provided for the Cornish.
7. Cornwall Council has a requirement to assess and mitigate against the negative impacts on the Cornish of its Cornwall Local Plan.
8. Government advice and research indicate that excellent councils are consistently found to have a robust and effective approach to EqIAs.
9. Throughout the Local Plan process consultation of those representing the interests of the Cornish minority has been inadequate and ignored.
10. No strategic mitigation measures to offset potentially very considerable negative impacts on the Cornish resulting from the Cornwall Local Plan have been included.

## Recommendations

1. The Cornwall Local Plan should be revised by incorporating the issues detailed in this Report to make it compliant with the Framework Convention for National Minorities and other Equalities requirements.
2. Bewnans Kernow recommends and strongly requests Cornwall Council include the following Strategic Policy, either as a stand-alone Policy or within an appropriate Policy in the Cornwall Local Plan:

### **Policy**

**Proposals should be sensitive to the impact on those people in our Community who describe their origin as Cornish, and on Cornish culture. New development proposals must show best solution in maintaining the current ethnic balance between the Cornish and the non-Cornish, in retaining a sustained and sustainable population of people who describe themselves as having Cornish identity/origin, in supporting the development of Cornish culture and in protecting Cornish heritage.**

This Policy has the full support of the Chairman of the Environment, Heritage and Planning PAC and of the former Member Champion for Equalities.

3. It is recommended that, given its context – the homeland of a unique ethnic group and with a recent history of very rapid relative growth in overall population and housing stock – that Cornwall is treated as a special case and that Cornwall Council make this case much more effectively to central Government.
4. It is recommended that the housing target in Cornwall Local Plan is considerably reduced to and that the Cornwall Local Plan is revised to reduce the degree to which in-migration is facilitated in order to maintain the current balance in the population in Cornwall between those who are Cornish and those who are not.
5. It is advised that Cornwall Council gains a much more comprehensive understanding of the Cornish population. This should be developed as a result of a wide range of interactions and data gathering practices combined with effective analysis and benchmarking against other minorities.
6. It is recommended that a range of strategies, policies and mitigation measures which operate on a number of levels including the strategic level are developed and used to offset potential adverse impacts to the Cornish.
7. Representative Cornish organisations should be included at all times in Cornwall Council consultations as a matter of course, and their input evidenced and acted on.

## **References**

[1] Cornwall Council 'Cornwall Local Plan Strategic Policies – Proposed Submission Document 2010-2030'

<http://www.cornwall.gov.uk/media/6532228/Local-Plan-Proposed-Submission.pdf>

[2] Bewnans Kernow Preliminary Report On The Cornwall Council Core Strategy Preferred Approach Equality Impact Assessment

[http://www.bewnanskernow.org/uploads/2/3/1/8/23183698/bewnans\\_kernow\\_core\\_strategy\\_eqia\\_report\\_.pdf](http://www.bewnanskernow.org/uploads/2/3/1/8/23183698/bewnans_kernow_core_strategy_eqia_report_.pdf)

[3] Onen hag Oola: Bernard Deacon's Cornish studies resources

<http://bernarddeacon.wordpress.com/>

[4] Coserg

<http://www.cornwallcoserg.org.uk/> <http://coserginfo.wordpress.com/>

[5] Our Cornwall

<http://ourcornwall.org/>

[6] Population Change in Cornwall Since 1801

[http://www.exeter.ac.uk/cornwall/academic\\_departments/huss/ics/documents/PopulationchangeinCornwallsince1801.pdf](http://www.exeter.ac.uk/cornwall/academic_departments/huss/ics/documents/PopulationchangeinCornwallsince1801.pdf)

[7] Council of Europe Framework Convention for the protection of National Minorities

[http://www.coe.int/t/dghl/monitoring/minorities/default\\_en.asp](http://www.coe.int/t/dghl/monitoring/minorities/default_en.asp)

[8] Equality Act 2010

<http://www.legislation.gov.uk/ukpga/2010/15/contents>

[9] Cornwall Council Cabinet Resolution: Corporate Equality and Diversity Framework

[http://democracy.cornwall.gov.uk/Published/C00000577/M00001810/AI00015922/\\$endversion11.docA.ps.pdf](http://democracy.cornwall.gov.uk/Published/C00000577/M00001810/AI00015922/$endversion11.docA.ps.pdf)