

# **Cornish Language Strategy 2015-25**

## **Evaluation and Development Report**



**y ganolfan cynllunio iaith**  
welsh centre for language planning

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# Contents

	<b>Page</b>
<b>The Authors</b>	5
<b>Foreword</b>	7
<b>1.0 Requirements</b>	8
<b>2.0 Method</b>	9
<b>3.0 Findings</b>	12
3.1 Support for the promotion of Cornish	12
3.2 Status planning	13
3.3 The learning of Cornish (Acquisition planning)	14
3.4 Language use planning	16
3.5 Corpus planning	17
3.6 Strategic structures and governance	18
3.7 Funding	19
<b>4.0 Recommendations</b>	20
4.1 Language policy and planning priorities	20
4.2 Structure and governance	21
4.3 Funding	24
<b>Appendix A:</b>	26
Outline Strategic Plan for the Cornish Language 2015-25	



# The Authors

**IAITH: the Welsh Centre for Language Planning:** IAITH Cyf. (Language Ltd.) was established in 1993, initially to advise local authorities in west Wales and elsewhere on the requirements of the Welsh Language Act enacted in that year. IAITH has since being a significant pioneering influence on the development of language policy and planning (LPP) as a professional endeavour in Wales over the past 18 years. Over that period its influence and scope of work has increased markedly. Today, it remains the foremost LPP agency in Wales and is regularly commissioned by Welsh Government, the Welsh Language Commissioner and other leading Welsh public bodies to undertake research and consultancy work on LPP issues. IAITH is also the main provider of LPP-based training opportunities and events in Wales. Among its project management portfolio is *Twf* – the well-known family transmission project that it has administered for the Welsh Language Board and Welsh Government over a period of 13 years. IAITH bring a wealth of experience to this project.

**Gareth Ioan:** Gareth's early career was in youth and community work, which led him to a senior development post at the Wales Youth Agency. Appointed as IAITH CEO in 1996, Gareth has been a pioneer in the field of language policy and planning (LPP) in Wales over the past 18 years. He has assisted numerous public and voluntary bodies in Wales – national, regional and county-based – to develop appropriate bilingual practices under their statutory Welsh Language Schemes. He has also authored key strategies and managed high profile projects on a national level – including *Twf*, the world-recognised family language transmission project.

Amongst numerous publications he authored the Welsh Language Board's final publication, *Gweithredu'n Lleol/Local Action* (2012), a handbook for micro language planning at community development level. He has regularly provided consultancy services to both the Welsh Language Board and Welsh Government over the past 18 years. IAITH recently facilitated the 'national conversation' around Welsh – *laith Fyw* – promoted by Wales' First Minister, Carwyn Jones during 2013. Gareth authored the consequent report that currently informs Welsh Government LPP policy.

On a county level Gareth authored the first county-based Welsh language strategy for Carmarthenshire County Council back in 1997, refreshed their strategy for 2000 and is often called upon to advise the council on the implementation of their current language strategy following the 2011 Census. Gareth has also recently authored the county-wide language strategy for Ceredigion Local Services Board for 2015-20.

Gareth has a broad understanding of LPP in a wide range of contexts – both corporate and community – and has regularly advised and trained Wales' locally based language initiatives.

**Meirion Prys Jones:** Meirion works as a freelance LPP consultant for his own consultancy firm *LinguaNi*, but is also the current CEO of the Network for the Promotion of Linguistic Diversity (NPLD) – the pan-EU network of CRSS language communities.

His career includes 18 years in education, in three secondary schools (10 years), then as an educational consultant/adviser/inspector in West Glamorgan County Council (8 years). Meirion is also qualified as a Registered Inspector of Schools. Meirion subsequently served 18 years at the Welsh Language Board, initially as head of the education department, then

as Chief Executive for 8 years. He was responsible for 80 members of staff, in 14 offices in different parts of Wales, and for a budget of £13 million. During that time he spent 8 years as Chair of the language strand established by the British Irish Council under the Good Friday Agreement and 6 years as Chairman of NPLD before taking up the post of NPLD Chief Executive in 2012.

He regularly contributes to a variety of media about culture and language and is a regular guest speaker at professional conferences etc in Wales, Europe and further afield around LPP issues.

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# Foreword

Cornish is the indigenous language of Cornwall and is one of the family of Celtic languages spoken in the UK and north-west France. Cornish is closely related to both the Welsh and Breton languages.

Cornish ceased to be spoken as a common community language during the 17<sup>th</sup> Century. However, the late 19<sup>th</sup> century saw the development of a language revival movement, started mainly as a result of academic interest in the language. The movement has gained significant ground in recent decades and today there is a broad base of interest in the Cornish language. Cornish is spoken by hundreds of people in Cornwall and elsewhere and is used on the Web, as a broadcast language and on social media. It has also emerged as a strong and vibrant element within the identity of modern-day Cornwall through its use on bilingual street signs and in marketing materials throughout Cornwall.

It is significant that in 2009, through its Atlas of Endangered Languages, UNESCO changed the classification of Cornish from 'extinct' to 'critically endangered'. In 2003 the UK Government ratified the Charter for Regional or Minority Languages in respect of Cornish. In 2014 the UK government also noted that it would recognise Cornish as a national minority under the Council of Europe's Framework Convention of National Minorities. This level of international recognition is a major step forward in the revitalisation of the Cornish language.

Cornish, in comparison to the majority of the other less widely used languages of the UK, is not spoken in a geographical area that has devolved administrative powers. Therefore, many decisions regarding the language are still taken at a Westminster level. However, within the structures of the UK Government it has been unclear at times where the responsibility for the Cornish language has resided. This situation has led to a lack of clarity regarding what support is available for the Cornish language at an UK level – in terms of both policy and funding. Whilst funding to support the Cornish language has been received from both the UK Government and Cornwall Council, one of the main problems facing those tasked with the revitalisation of the language has been that the funding from the UK Government has been on an annual basis. This has made it difficult to plan for the long term recovery and wider use of the Cornish language.

Recent activities in support of Cornish have been informed by the 'Strategy for the Cornish Language', published in 2004, and orchestrated by *Maga*, the Cornish Language Partnership – a partnership between Cornwall Council, UK Government and various voluntary groups and organisations who have been involved with the promotion of Cornish. Without the pioneering efforts of interested and committed individuals, groups and organisations Cornish would not have developed the status and currency it currently enjoys.

It is, however, ten years since the current Strategy was developed. This report has been commissioned by Cornwall Council in order to review the current situation in terms of language policy and planning, with a view to setting new aims and objectives and an appropriate delivery structure for the continued promotion of the Cornish language.

The IAITH research team wishes to thank all those who contributed evidence to the review in terms of interviews, submissions and discussions. They sincerely hope that the report's findings and recommendations assist the Council and its partners in ensuring that Cornish continues to flourish to the future.

**Gareth Ioan**  
**Meirion Prys Jones**  
**11 March 2015**

# 1.0 Requirements

In the light of the new status conferred upon Cornwall by the Framework Convention for National Minorities, coupled with the ten year anniversary of the current Strategy for the Cornish Language (2004) and the current challenging financial environment, Cornwall Council was of the view that the current Strategy needed to be revisited and refreshed.

It was indicated that a new strategy and plan needed to be put in place, commencing in April 2015, in order to take the Cornish language forward over the next 10 years.

Following a project initiation meeting on 17 December 2014, the research team was briefed that the study needed to provide Cornwall Council with:

- an outline strategy for the development of the Cornish language for 2015-25, including strategic priorities;
- recommendations for an appropriate management and governance structure that could best deliver the Strategy;
- recommendations in respect of new ideas which could enhance language policy and planning activities in Cornwall; and
- advice regarding what is achievable on current levels of funding and other possible funding scenarios.

The IAITH research team has endeavoured to meet all requirements within the agreed time framework.

## 2.0 Method

### 2.1 Initial desk-based research

Initial desk-based research was undertaken, including study of the following documentation:

- Strategy for the Cornish Language 2004-14, Cornwall Council (2004).
- Cornish Language Policy, Cornwall Council (2013).
- Cornish Language Partnership Plan 2014-2017.
- A Report on the Cornish Language Survey, Cornish Language Partnership (2013).
- Speak Cornish Week – Evaluation, Cornish Language Partnership (2014).
- Cornish Language Development Strategy, Cornish Language Partnership (2010).
- A report on the attitude towards the Cornish Language Survey, Cornwall Council & Cornish Language Partnership (2013).
- The Cornish Language Development project – Evaluation, Hywel Evans & Aric Lacoste, (2008)

### 2.2 Project initiation meeting and planning

A project initiation meeting was held on 17 December 2014 when the Council's requirements were refined, contextual information was shared and key research questions agreed.

The general methodology was also agreed at the meeting and project planning ensued.

### 2.3 Consultation exercise with stakeholder organisations

Invitations were circulated to key stakeholders and *Maga* (Cornish Language Partnership) partner organisations to submit evidence and proposals (<1,000 words) that could inform the strategy development process by highlighting perceived priorities and new opportunities against the strategic themes outlined by agreed the key research questions. Those themes were:

1. In your opinion, how effective has the present strategy to develop the use of the Cornish language been over the past ten years? What are the notable successes? What has not been as successful?
2. What were the document's strengths and weaknesses in terms of strategic vision and practical interventions?
3. Are you aware of the programmes and actions that have been put in place to promote Cornish through the education system? Have these been effective and what else needs to be done in this context?
4. How successful has the learning of Cornish been by means of adult education? How can this strand be strengthened?
5. Has the profile of the Cornish language been given a higher prominence during the period of the strategy? Have Cornwall's cultural heritage and identity been

enhanced by the language strategy? If so, how, and would you wish to see additional specific actions in this context?

6. What would facilitate the wider use of Cornish as a community language?
7. Are the support structures which are in place at present providing the necessary support for the Cornish language, its speakers, its heritage and public profile? Would you wish to see any changes being made to these structures? If so, in what way?
8. How would you assess the overall situation of the Cornish language today? What should any future strategy highlight and prioritise?

Stakeholders were also invited to submit views and evidence in relation to any pertinent issue regarding the future development of Cornish.

Written submissions were received from the following:

- Dr Ken George
- Tony Hak
- Prof. Peter Harvey
- *Moyvans Skolyow Meythrin*
- *Cussell an Tavas Kernuak*

## 2.4 In-depth interviews with CLP representatives and field visits

During 13-15 January a series of semi-structured interviews was held with identified key individuals, *Maga* partner organisations and *Maga* staff.

Meetings were held with the following individuals and representatives:

- Andrew Kerr, Chief Executive Officer, Cornwall Council
- Cllr Julian German, Portfolio Cabinet Member for the Cornish Language
- Maureen Fuller, Jori Ansell & Delia Brotherton; *Gorsedh Kernow*
- Cllr Loveday Jenkin & Tim Hambly, Maureen Pierce, Frank Blewett, Pat Parry & Pat Parkins; *Kowethas an Yeth Kernewek*
- Maureen Pierce, Jori Ansell, Ken George, Cllr Loveday Jenkin & Liz Carne; *Kesva an Taves Kernewek*
- Ray Chubb, Secretary, *Agan Tavas*
- Jan Lobb & Julie Tamblin; *Cussell an Tavas Kernuack*
- Mathew Clarke, *Radyo an Gernewegva*
- Cllr Bert Biscoe, David Read & Stephen Horscroft, Cornwall Council.
- Cllr Jim Candy, Cornwall Council.
- Julie Seyler, Economy and Culture Department, Cornwall Council.
- Nev MEEK, Chair, *Maga* Management Board
- Jenefer Lowe, Development Manager, *Maga*
- Sam Rogerson, Matt Blewett, Mike Tressider & Pol Hodge, *Maga* staff team.

The *Maga* Management Board meeting of 15 January was also attended.

Moreover, an open meeting was held for stakeholders at Cornwall Council's *Lys Kernow* HQ on the evening of 14 January 2015. Nine individuals attended:

- Rod Lyon
- Mick Paynter
- Barney Carver
- Denzil Monk
- Amanda Rawlings
- Ivor Corkell
- Gary Tregidga
- Cllr Loveday Jenkin
- Jackie Wheaton

## **2.5 Lessons taken from other CRSS communities**

The research team, in tandem with the above exercises, drew on their broad experience and widely based international networks and connections to identify pertinent case studies and parallel examples of good practice from other CRSS communities in the UK and further afield to inform their thinking and the formulation of the Outline Strategic Plan for the Cornish Language (Appendix A).

## **2.6 Report writing**

A draft report was presented to Cornwall Council on 2 February 2015 and a final report presented, following feedback by the commissioning team, on 9 February 2015.

## 3.0 Findings

The findings below are gleaned from the evidence provided by the participants to the authors during the course of the review.

### 3.1 Support for the promotion of Cornish

- 3.1.1 Firstly, it should be noted that the efforts to revitalise Cornish has always greatly depended on the voluntary efforts of committed individuals and key voluntary organisations. Despite the recent most welcome support of Cornwall Council and the Westminster Government's Department of Communities and Local Government, further development will continue to rest, to a great extent, on the voluntary efforts of the Cornish people themselves. Sympathisers, supporters and speakers of the Cornish language, therefore, are indebted to the voluntary organisations and pioneering individuals who have striven to promote and revitalise the language – and indeed continue to strive to do so. Their contribution is greatly valued.
- 3.1.2 Most of the individuals interviewed were of a view that the support for Cornish among the general population had increased in recent years and that *Maga* (the Cornish Language Partnership) had served a key role in that development.
- 3.1.3 Cornwall Council has also been a key player in shifting attitudes and it was also reported that, in general, support for Cornish was relatively strong among the elected members of Cornwall Council and, in particular, amongst current Cabinet members.
- 3.1.4 The support of Cornwall Council was recognised by contributors as key to the future success of Cornish. However, whilst the support offered by Cornwall Council was appreciated, some voluntary organisations and individuals were unconvinced that support for Cornish had, as yet, been fully owned by Cornwall Council and that some of the Council's representatives had some way to travel in that regard. The development and implementation of a robust internal Cornish Language Plan by Cornwall Council was seen as an ideal vehicle to allay some of these concerns.
- 3.1.5 Where Cornwall Council has given a lead, many contributors stated that other public bodies and institutions should follow; e.g. BBC South West, English Heritage, Arts Council for England, NHS England, Devon and Cornwall Police etc.. In addition, it was noted that institutional networks in Cornwall could also assist efforts to promote the wider use of Cornish within the region, e.g. Public Sector Board, Local Enterprise Partnership, Cornwall Voluntary Sector Forum, Cornwall Chamber of Commerce & Industry etc.
- 3.1.6 A consensus was clearly expressed as to the overall responsibility of the UK Government in terms of policy and financial support to LPP endeavours to promote the use of Cornish.
- 3.1.7 In terms of an overarching strategic aim for the future, the general consensus – strongly expressed by many – was to hear Cornish spoken as a living community language on the streets and highways of Cornwall.
- 3.1.8 Whereas efforts to revive Cornish have often been seen as worthy, and also at times angst-ridden, the view was expressed by the younger contributors that the promotion of Cornish needs, above all, to be fun!

## 3.2 Status planning

### Public policy

- 3.2.1 The status of Cornish has been greatly enhanced by the recent recognition of Cornwall by the Westminster Government under the auspices of the Council of Europe's Framework Convention for the Protection of National Minorities on 24 April 2014. The Cornish language is generally seen as central to the sense of Cornish identity as expressed by the newly conferred status.
- 3.2.2 Recognition under the Framework Convention builds upon the regional language status conferred on Cornish in 2003 under the Council of Europe's Charter for Regional and Minority Languages.
- 3.2.3 The status of Cornish on an UK and European level is mirrored by the status given to Cornish by Cornwall Council in its policy statement of November 2013:
- “Cornwall Council recognises the importance of the Cornish language as a unique asset which has been central to the defining of Cornwall's distinct heritage and culture”.*
- 3.2.4 The policy goes on to state that Cornwall Council takes its responsibilities under the Framework Convention and the Charter for Regional and Minority Languages seriously. Cornish is seen by Cornwall Council as an asset in terms of the economic, social and cultural development of Cornwall and the Cornish language plays a key role in the development of the current agenda around 'The Case for Cornwall'.
- 3.2.5 Those contributors involved with Cornish public life aspired to see Cornwall fulfilling a higher-profiled role in UK and EU official networks, such as the British-Irish Council, in future.
- 3.2.6 Interestingly, recent surveys conducted by Cornwall Council demonstrate a growing Cornish identification among residents – and amongst young people in particular.

### Public visibility

- 3.2.7 In terms of the visual status of Cornish, there was a general recognition of the work achieved by *Maga's* 'Signage and Place-names Committee'. The visualisation of Cornish on place-name signs, street and housing estate signs and on Cornwall Council buildings was highlighted by all as the most significant development for Cornish in recent years.
- 3.2.8 The increased ceremonial use of Cornish by Cornwall's public bodies and institutions was also warmly welcomed. *Gorsedh Kernow* have played a prominent role in this regard.
- 3.2.9 It appears that St Piran's Day on 5<sup>th</sup> March is developing an increasingly high profile; and many cultural festivals give prominence to the Cornish language and Cornish culture throughout the year.
- 3.2.10 Evidence was presented that some Cornish businesses are beginning to see the potential of using the Cornish language as a marketing tool in terms of brand building.

## Media

- 3.2.11 The profile of Cornish on mainstream media, however, is minimal. The 5 minutes a week of Cornish broadcasted by the BBC on Radio Cornwall was criticised as being totally insufficient by most contributors – in terms of style, content and length.
- 3.2.12 Independent internet e-broadcasting and local community radio stations provide a platform for a further 1 hour a week of Cornish radio by *Radyo an Gernewegva* – which is partly sponsored by *Maga*.
- 3.2.13 It appears that Cornish has some presence on the internet (on Facebook and YouTube in particular) and is used increasingly in social media.
- 3.2.14 The creative industries – and digital media in particular – were seen as a potential growth area for the use of Cornish.

## Advice, information and marketing

- 3.2.15 The *Maga* staff team was praised as a dependable and independent source of advice and information around Cornish language issues and many stated that the staff had successfully marketed Cornish in a modern and dynamic vein in various media.

## **3.3 The learning of Cornish (Acquisition planning)**

In discussions with all the organisations and individuals consulted, the issue of education and language acquisition was central. A lack of a strategic vision and of cohesive planning processes for the wider acquisition of Cornish was seen as a major factor in impeding the development of the learning and teaching of Cornish.

### Acquisition by adults

- 3.3.1 Learning of the Cornish language by adults in community settings is currently and historically the main producer of Cornish speakers. As such, the continued development of an efficient and effective adult learning system is paramount. Provision has been facilitated both by voluntary groups and by Cornwall Council's adult education service. Best estimates for the current numbers of Cornish learners are in the low hundreds.
- 3.3.2 Provision of Cornish lessons for adults by Cornwall Council's adult community education provision was considered by many contributors to be problematic. Many saw the administrative strictures of Cornwall Council's adult education provision to be constraining and inflexible; for example, in terms of minimum student enrolment numbers. Ensuring progression within the current provision was also seen as difficult.
- 3.3.3 Cornish language lessons for adults, in the main therefore, continue to be delivered by voluntary organisations and volunteer individuals.
- 3.3.4 Intensive weekends organised by *Maga* (Cornish Language Partnership) and *Kowethas an Taves Kernewek (Kowethas)* were deemed to be successful in building fluency.

- 3.3.5 Although *Kesva an Taves Kernewek (Kesva)* provides an annual training event for tutors and teachers, there appears to be as yet no established system in place for the training of adult tutors, in order that a common approach to the teaching of Cornish can be delivered. The recently established Association of Cornish Language Teachers are currently addressing the issue.
- 3.3.6 A formal accreditation system for the learning of Cornish has recently been developed by *Maga* in partnership with WJEC. *Maga* has adopted their Qualifications and Credit Framework (QCF) regarding the accreditation of entry level courses in Cornish. Securing accreditation on progression to levels 1 and 2 is on-going.
- 3.3.7 Some success have recently been made in terms of on-line learning resources. However, the current provision is confined to beginner levels and the on-line courses need to be further developed and extended. *Kesva an Taves Kernewek's* correspondence course, *Kernewek Dre Lyther* (established 1983) is still been offered; as is *Kernowak Dewedhes*.
- 3.3.8 *Maga's* inaugural Speak Cornish Week in 2014 was deemed to be success in terms of awareness-raising.
- 3.3.9 Increasing the number, frequency and geographic location of informal and semi-structured social events, where people can use their Cornish socially, was seen to be a priority by many contributors.
- 3.3.10 The dialogue between *Maga* and Cornwall Council's Adult Education Service regarding the teaching and learning of Cornish by adults appears to be very limited. It was agreed by many that a full discussion is needed on how the Council could best use the expertise they have to hand in order to support the teaching of Cornish to adults in the community – or indeed in the workplace.

#### Acquisition by children and young people

- 3.3.11 All contributing parties agreed that ensuring that the children and young people of Cornwall are given sufficient opportunities to learn and speak Cornish was paramount and should be key to any future strategy.
- 3.3.12 In that vein, issues around the current lack of provision of Cornish lessons in schools were raised by almost all contributors. Concerns revolved around issues such as:
- the lack of pre-school provision through the medium of Cornish;
  - the current piecemeal and ad hoc provision of (a) language and cultural awareness sessions and (b) language taster sessions to primary and secondary schools within Cornwall;
  - the fragmented landscape of school governance, that has proved to be a barrier to both *Maga* and Cornwall Council in terms of access and influence;
  - the fact that curricular issues within the English educational context have militated against the inclusion of:
    - the Cornish language and Cornish Studies on schools' curricula and, markedly,
    - have prohibited the establishment of immersion education in Cornish;
  - the training of teachers in terms of language awareness, their own language skills in Cornish and their ability to teach Cornish to pupils.
- 3.3.13 Several contributors attested to the fact that many parents would respond positively to the provision of Cornish lessons and, indeed, Cornish-medium education for their

children, if offered the opportunity. *Moyvans Skolyow Meythrin* (Nursery School Movement) are a pioneering organisation in this regard in terms of pre-school provision in Cornish and there was a commonly held belief that they needed further substantial support.

- 3.3.14 As in the case of Cornish for adults, a constructive dialogue between *Maga* and Cornwall Learning in respect of the promotion of Cornish in schools seems to be extremely limited. Many contributors were of the opinion that a full discussion is needed on how Cornwall Learning could best collaborate with *Maga* and its partners to support the further development of the teaching of Cornish in schools.
- 3.3.15 In the meantime, establishing intensive language learning courses for young people were seen as a priority by some contributors.

### **3.4 Language use planning**

- 3.4.1 Ascertaining the exact numbers – or even approximations – of Cornish speakers seems difficult. This is mainly due to the fact that the English Census form does not allow for the question to be asked directly and routinely. The numerical range of 300-500 was often quoted, although it is not known what levels of fluency these approximated speakers have attained. Moreover, some claimed that the average age of the typical Cornish speaker was advanced – and getting older. Others claimed that there was some evidence to support a younger demographic learning Cornish on-line and via social media.
- 3.4.2 A mixed view of the current state of play regarding the numbers of Cornish speakers was expressed, with some claiming that there had been a marked increase in the number of speakers over the past twenty years. Others claimed that the numbers of speakers had dwindled – mainly due to a crisis of confidence brought about by the recent so-called ‘spelling wars’.
- 3.4.3 In terms of language policy and planning, there was a general consensus that increasing the social use of Cornish as a community language was the long-term aim of all concerned.
- 3.4.4 The promotion of *Yeth an Werin* sessions at various locations around Cornwall appears to be the main opportunity to speak Cornish in a social setting outside habitual family and friendship networks.
- 3.4.5 The recent establishment of two Cornish-medium community choirs has been successful in establishing a social focal point for musical Cornish speakers in some areas.
- 3.4.6 Many contributors pointed to Redruth as one potential base for the development of Cornish as a community language. Current developments in the field of Cornish heritage and archive, in terms of the *Kresen Kernow* project, along with the location of the *Krowji* arts centre at Redruth, indicated a possible concentration of sympathetic institutions which – along with other possible future developments – could form the basis for a potential geographic hub for the promotion of Cornish on a community level at Redruth. However, others noted that a number of such hubs could be established throughout Cornwall – opportunity and funding willing.
- 3.4.7 It was reported that local businesses and the tourism industry were showing increased interest in using the Cornish language in terms of public image and marketing, as were various public bodies and institutions. However, it was generally

agreed that the potential to use Cornish, verbally, in such settings were at present virtually non-existent.

- 3.4.8 It appears that the social use of Cornish is mostly restricted to communication via social media and in a restricted number of pre-planned social or learning contexts.

### 3.5 Corpus planning

- 3.5.1 Issues of orthography have dominated the debate around Cornish in recent years. The research team was not tasked to revisit those issues in detail. However, a few comments are presented here, mainly from a language planning perspective.
- 3.5.2 As has been well documented elsewhere, the main cause of tension in recent years has been the introduction of the Standard Written Form (SWF) in 2008 as a proposed solution to the on-going debate held in previous years. It is sufficient to note that although some dissenting voices are still to be heard – extolling strongly-held, passionate and sincere views – there seems to be a general acceptance that SWF should continue to be promoted as the orthographic standard for formal-register Cornish.
- 3.5.3 However, some contributors expressed concern in relation to the alleged intolerant approach of other players amongst the Cornish speaking community to the use of non-standard orthographies in informal registers – which, granted, is a feature of most modern languages. Indeed, an understanding of the significance of different language registers, in terms of orthography and oral variation, seemed to absent from the debate.
- 3.5.4 It is also acknowledged that some individuals have felt excluded and undervalued following the orthography debates. Many have praised *Maga* for their bridge building work in recent years. With Cornish currently showing signs of renewed enthusiasm and increased status it would obviously be detrimental to the cause of Cornish to lose enthusiastic Cornish speakers from the ranks of core volunteers. However, in terms of taking a broad overview, the majority view expressed to the research team was that certain strategic language and linguistic planning decisions needed to be taken on occasion (e.g. in relation to SWF) in order to further the general cause of a minority revitalised language such as Cornish.
- 3.5.5 In relation to translation, in general, it seems that the current system of commissioning translations from a pool of seven Cornish translators, headed by a qualified multilingual translator, via *Maga* works well. However, some contributors referred to the fact that some voluntary groups offer their own translation supply chains independently of the *Maga*-led service – which was deemed by them to be unhelpful.
- 3.5.6 The Cornish (SWF) dictionary, published in 2008, has been generally well received but it was noted that it is in need of continuous maintenance and development if it is to be maintained as a relevant resource for a living and developing language.
- 3.5.7 With a view to the future, as the Cornish language develops and its use more widely accepted in an expanding range of settings and for an increasing variety of purposes, the view was generally expressed that a corpus planning function should be maintained and developed for the Cornish language. Many stated that *Kesva* were well-placed to undertake that role. However, wider links with higher education establishments and with other Celtic language communities would be beneficial in that regard.

### 3.6 Strategic structures and governance

- 3.6.1 In general, contributors agreed that the current 'Strategy for the Cornish Language 2004-2014' was well intentioned and that most of the elements contained within the vision conveyed in the document remained both relevant and valid.
- 3.6.2 Many stated, however, that the current Strategy lacked a related and coherent Operational Plan that set clear priorities along with SMART actions, tasks and targets in order to facilitate implementation and progress. However, *Maga* does have an annual operational plan that informs the work programmes of individual officers. It is used appropriately as an internal management tool. The lack of an operational summary document for public consumption might be the main source of this tension.
- 3.6.3 Many contributors mentioned the risks involved in *Maga* spreading their scarce resources too thinly, rather than concentrating on a few key strategic priorities.
- 3.6.4 Views in regard to the role undertaken by the *Maga* Management Board were varied. Concerns included:
- that the *Maga* Management Board were overly focused on operational issues, rather than being involved with providing a broad strategic overview;
  - that there was no clear functional focus, with the current terms of reference being outmoded;
  - although the Management Board sees itself as essentially a stakeholder group in partnership with Cornwall Council, some voluntary groups seemed to view the Management Board as not being as independent, inclusive and co-operative as they would have wished.
- 3.6.5 Many voluntary groups were of a view that *Maga* was overly dominated by Cornwall Council and that the Council's bureaucratic structures and procedures tended to stifle the missionary zeal upon which they felt that Cornish language revitalisation depended. *Maga* was seen by voluntary groups, in certain respects, as too accommodating and consensual – rather than vision driven.
- 3.6.6 Many voluntary groups expressed the view that their operational roles within the Strategy should be defined more clearly. Some voluntary organisations were of a view that they, and their volunteers, could be drafted to undertake certain tasks and responsibilities under an agreed strategic and operational framework – with Cornwall Council fulfilling a management and quality assurance role. Other contributors suggested that the capacity of the voluntary groups to undertake operational roles needed further clarification.
- 3.6.7 *Maga* staff were lauded by all contributors as hardworking and enthusiastic individuals who were who were wholly committed to the vision and mission of revitalising Cornish. Moreover, there was a general recognition that *Maga* were under-resourced in relation to the task in hand.
- 3.6.8 Many contributors expressed the view that *Maga* staff were over-managed – having to respond to multiple masters without a clearly defined management structure. Implementation was, as a result, sometimes ad hoc and reactive rather than clearly focused and strategic.

## 3.7 Funding

- 3.7.1 Current public funding to support the Cornish language comes from two sources. Cornwall Council provides £30,000 annually to the *Maga* budget. Additional funding is provided by UK Government through the Department of Communities and Local Government. In 2014-15 this sum was £120,000. The continuance of this support grant was unclear and undecided at the time of writing. However, it was generally recognised that this current public funding of efforts in support of Cornish – around £150,000 per annum – was minimal; and had in fact decreased in real terms in recent years.
- 3.7.2 Most contributors were firmly of the view that the current limited resources were well spent.
- 3.7.3 There was common agreement that the funding level for the promotion of Cornish was insufficient in terms of ensuring a realistic programme of revitalisation for the language. Moreover, the vast majority of the contributors were of a view that Cornwall Council and the Westminster Government should both increase their financial support substantially if their policy aims, responsibilities and commitments were to be realised.
- 3.7.4 One of the current problems is that the funding is short-term – usually on an annual basis. This does not facilitate mid and long term planning, which is vital in terms of language policy and planning.
- 3.7.5 European funding, through programmes such as the Rural Development Programme and the European Social Fund, were suggested as possible sources of revenue and capital funding for the promotion of Cornish – as in the past. However, no applications had been developed or submitted to date as the new programmes have not yet been opened for submissions.
- 3.7.6 It was also suggested that some objectives could be realised by means of mainstreaming aspects of the Strategy into other budgets and work programmes within the Council. Moreover, it was suggested that funds for certain innovative developments could be sourced from other public bodies, such as BBC South West, English Heritage, Arts Council of England and leading local businesses.

## 4.0 Recommendations

On the basis of the above findings and our experience of language policy and planning principles and implementation in other minority language communities, we present our recommendations to the Council under three themes:

- language policy and planning priorities,
- structure and governance, and
- funding options.

### 4.1 Language policy and planning priorities

An Outline Strategy Plan for the Cornish Language for the 2015-25 timespan is described in Appendix A. The Outline Strategy sets strategic aims and strategic objectives for the continued revitalisation of Cornish. It is for Cornwall Council to decide upon relevant operational tasks, actions, indicators, targets, outputs and outcomes for the Strategy in line with its own strategic and operational processes and practices.

However, the research team believes that in terms of the future development of the Cornish language the following aspects should be prioritised:

- the development and implementation of an internal Cornish Language Plan by Cornwall Council;
- improving the delivery, coordination and quality of the current Cornish for Adults provision;
- establishing strong links between the Strategy and Cornwall Learning so as to mainstream the provision of language awareness courses and language taster courses in Cornish in schools;
- developing a robust strategy for the provision of pre-school education in Cornish;
- developing a robust strategy for the provision of immersion teaching and learning through the medium of Cornish;
- creating opportunities for people, and especially young people, to use the Cornish language socially and on social media;
- identifying an appropriate community or communities where a concentration of opportunities to use Cornish – publically, socially and within education – can be facilitated and developed;
- further improving the bilingual linguistic landscape through bilingual signage, bilingual marketing and general promotional work.

Paramount among these priorities are the development of pre-school and immersion education through the medium of Cornish. Without the means of producing young speakers of Cornish, all other successes will be short-lived.

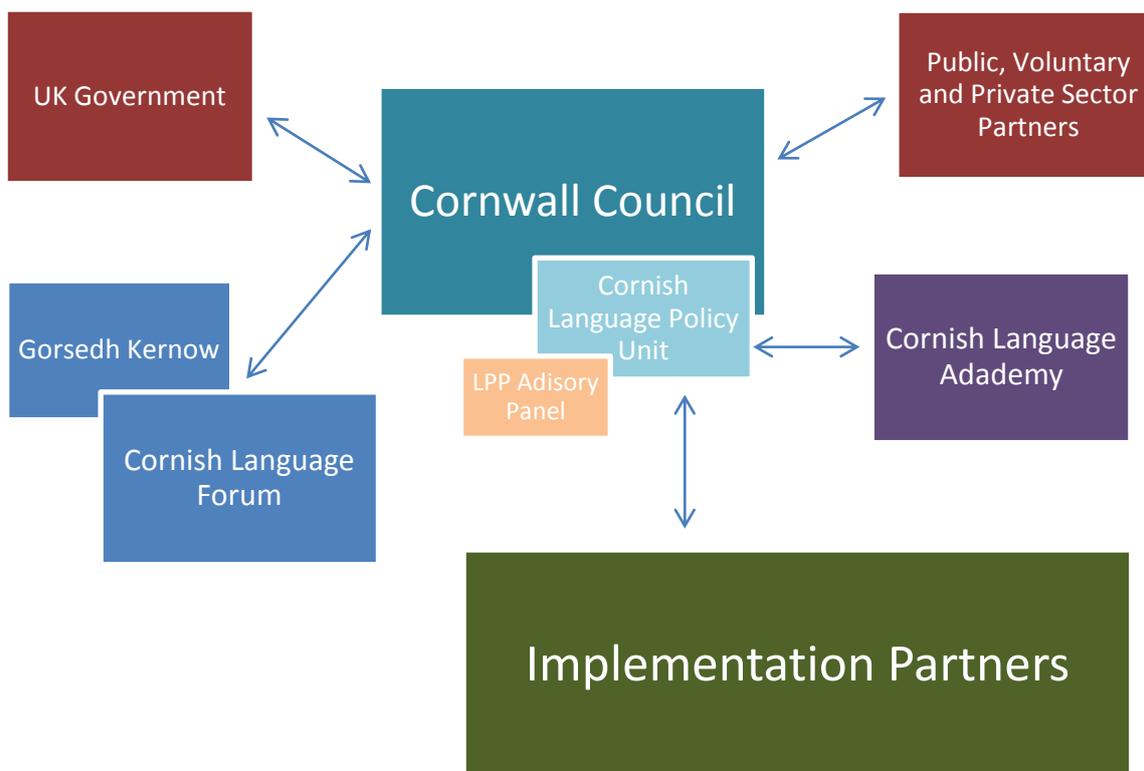
## 4.2 Structure and governance

In terms of governance it is clear to the research team that the legal, moral and practical responsibility for facilitating the revitalisation of Cornish lies firmly with Cornwall Council, as Cornwall's democratically elected body, in full partnership with the Westminster Government. This is underlined by the status conferred upon the Cornish people and Cornish language by the Council of Europe's Framework Convention for the Protection of National Minorities and the Council of Europe's Charter for Regional and Minority Languages. This jointly held responsibility includes issues of both policy and funding at appropriate levels.

On that premise, we recommend that Cornwall Council adopt the following structure for the governance and implementation of language policy and planning in relation to Cornish:

- Cornwall Council – as the lead strategic body,
- UK Government – as a policy and funding partner,
- Cornish Language Forum – as a broad-based consultative group,
- Cornish Language Academy – as an authoritative corpus body,
- various implementation partners,
- other public bodies and networks – as strategic and possible funding partners.

### Proposed new structure for LPP activity in Cornwall



This structure should replace the current structure which is in place to promote the use of Cornish. We are of a firm view that the current structures are too complex and unwieldy and have led to over-management of the language revitalisation project.

#### 4.2.1 Cornwall Council

We recommend that Cornwall Council should undertake the lead and main role in the strategic development of language policy and planning in Cornwall, including the monitoring and evaluation of operational progress. Relevant internal and external structures should be developed by the Council to ensure that this role is undertaken in a meaningful manner and in partnership with other relevant and interested bodies.

##### Responsibilities:

Cornwall Council's responsibilities should include:

- Strategic leadership and management.
- Undertakings in relation to the Framework Convention for the Protection of National Minorities and Charter for Regional and Minority Languages.
- Development and implementation of an internal Cornish Language Plan.
- Setting the terms of reference for the Cornish Language Forum and Cornish Language Academy (see below).
- The management of the public funding of language policy and planning activity in relation to Cornish.
- The development of an annual Operational Plan for the implementation of the Outline Language Strategy for Cornish (Appendix A).
- The commissioning of tasks and projects by third-party implementation partners (see below).
- Facilitating the development of Cornish education and adult learning provision.
- The implementation of a general marketing and information service – under a new specific brand.
- Influencing other public bodies, voluntary organisations, private and commercial enterprises and their related networks in terms of the promotion of Cornish.
- Implementing specific development projects as required.

##### Personnel:

The Council should undertake these responsibilities through the following team:

- **Cabinet member** – with portfolio responsibility.
- **Language Policy and Planning Officer** – placed within the Economy and Culture Department and answerable to the department's line-management and committee protocol.
- **Corporate Champion** – appointed from existing Directors to champion the Cornish Language Plan.
- **Support Officer**
- **Project Officers** – funding dependant.
- **LPP Advisory Panel** – small advisory board (n. = <4) of language policy and planning experts drawn from Cornwall and elsewhere, avoiding issues around operational conflicts of interest.

#### 4.2.2 Cornish Language Forum

We recommend that a consultative body - The Cornish Language Forum – be facilitated by Cornwall Council and *Gorsedh Kernow* and chaired by the **Bardh Meur**. *Gorsedh Kernow* are a highly respected and experienced body who have fostered a wide base of support throughout Cornwall society.

### Membership:

The Cornish Language Forum should be open to all organisations and groups who are interested in the revitalisation of Cornish.

### Responsibility:

The Forum should meet twice a year with the intention of providing a consultative forum for Cornwall Council's LPP activity. The forum should provide feedback to the Council on on-going tasks and activities within the ten-year strategy and offer ideas for future objectives and actions.

The Forum meetings should also be seen as opportunities to celebrate success.

We suggest that the *Bardh Meur*, on behalf of Gorsedh Kernow and the Cornish Language Forum be tasked with an on-going monitoring role in terms of Cornwall Council's strategic LPP activity. In that role, the *Bardh Meur* should be permitted permanent observer status on the Council's LPP Advisory Panel. *Bardh Meur* should present an annual evaluation report to the Forum on the progress made by Cornwall Council and its partners, against the Council's LPP Strategy and Operational Plan activities.

## **4.2.3 Cornish Language Academy**

We recommend that an independent Cornish Language Academy be established. The Academy would include expertise from a range of organisations, including *Kesva an Taves Kernewek*, higher education establishments and other Celtic language communities. The Academy should be acknowledged as the definitive body in relation to the corpus planning of Cornish.

### Responsibilities:

The Cornish Language Academy should be tasked with overseeing and implementing objectives and tasks related to the Corpus Planning aspects of the Strategy (see Appendix A). The Academy should be tasked with normalising the use of the Standard Written Form of Cornish.

Whilst current and future voluntary contributions will still need to be maintained and valued, it is envisaged that the administration of the Academy and some specific prioritised tasks related to future developments will need to be funded.

## **4.2.4 Implementation partners**

We recommend that Cornwall Council outsources the implementation of various aspects of the language use and language acquisition planning agenda to third party implementation partners on a grant or SLA basis. Some possible candidates for such partnerships are (without prejudice):

- *Kowethas an Taves Kernewek*,
- *Agan Tavas*,
- *Movyans Skolyow Meythrin*,
- *Radyo an Gernewegva*,
- Cornish translators,
- local community centres and arts venues,

- creative artists, festivals and arts-based agencies, and
- local economic and community development agencies.

Such undertakings must be subject to quality assurances and appropriate capacity-building within partner organisations. In the process of out-sourcing it needs to be recognised that new partners might well emerge and traditional partners might not be commissioned to undertake operational tasks. Cornwall Council and its current partners may need to accept that this transitional period may be rather difficult for some; but we believe that this is necessary in order to build sufficiently robust structures and organisations for the future development of the Cornish language.

## 4.3 Funding

It is evident that the current level of funding for Cornish is insufficient for the task in hand. If Cornish is to be successfully revitalised, more resources need to be allocated to this task. Other nations and regions within the UK invest a considerably larger sum of money on the revitalisation of UK's other indigenous languages. Urgent discussions need to take place between Cornwall Council and UK Government regarding adequate funding for a language revitalisation strategy.

The research team was charged with providing recommendations based on varying funding options. In that context we offer the following three scenarios:

### 4.3.1 Available funding £30,000:

- Cornwall Council should maintain and develop its strategic leadership and management role.
- In order to do so Cornwall Council should retain the services of an expert policy officer employed within Cornwall Council structures to implement the main priorities of the Strategic Plan for Cornish and Cornwall Council's Cornish Language Plan – in partnership with a corporate 'language champion', appointed from among current Directors.
- Activities undertaken currently by *Maga* in the field of education should be reviewed, with a view to the possible relocation of the service to Cornwall Learning as an independent cost centre.
- Options for mainstreaming other aspects of the Strategic Plan should also be explored.
- The role of voluntary organisations in delivering strategic objectives in a focused and co-ordinated manner should be enhanced.

### 4.3.2 Available funding £150,000:

- Cornwall Council should maintain and develop its strategic leadership and management role.
- In order to do so Cornwall Council should establish a small policy unit within the Economy and Culture Department, which has the remit of implementing a Strategic Plan for the Cornish Language on behalf of the Council in consultation with a small Advisory LPP Panel, focusing on the priorities outlined in paragraph 4.1.
- Cornwall Council should commission tasks and projects by third-party implementation partners in relation to Strategic Plan priorities.

- The language policy unit should also promote Cornwall Council's Cornish Language Plan in partnership with a corporate 'language champion' appointed from among current Directors.
- Options for mainstreaming other aspects of the Strategic Plan should also be developed.
- Activities undertaken by *Maga* in the field of education should be reviewed, with a view to the possible relocation of the service to Cornwall Learning as an independent cost centre.
- Additional funding avenues should also be explored.

#### **4.3.3 Available funding £500,000:**

- Cornwall Council should maintain and develop its strategic leadership and management role.
- In order to do so Cornwall Council should establish a small policy unit within the Economy and Culture Department, which has the remit of developing and implementing the Outline Strategic Plan for Cornish suggested in Appendix A in full;
- Cornwall Council to commission tasks, projects and programmes by third-party implementation partners in relation to Strategic Plan priorities.
- The language policy unit should also promote Cornwall Council's Cornish Language Plan in partnership with a corporate 'language champion' –appointed from among current Directors.
- Options for mainstreaming other aspects of the Strategic Plan should also be developed.
- Activities undertaken by *Maga* in the field of education should be reviewed, with a view to the possible relocation of the service to Cornwall Learning as an independent cost centre.
- Additional funding avenues should also be explored.

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## Appendix A:

# Outline Strategic Plan for the Cornish Language 2015-25

## 4.1 Strategic aims

Having considered the evidence presented to the research team and taking into account the team's experience and knowledge of language policy and planning in other regional and minority language communities, four overarching aims can be identified as a useful focus for future language policy and planning initiatives in relation to Cornish:

- the need to increase the numbers of Cornish speakers,
- the need to increase the use of Cornish as a community language,
- the need to maintain and increase the profile and status afforded to Cornish in public life, and
- the need to maintain and develop Cornish as a dynamic language that can be used for a full range of purposes in all fields of human activity.

These four overarching aims can be further defined as follows:

### 4.1.1 Acquisition planning

In order to increase the numbers of Cornish speakers, the following strategic aims (SA) should be set:

SA 1.1 To increase the numbers of children and young people who speak Cornish.

SA 1.2 To maintain and increase the numbers of adults who speak Cornish.

### 4.1.2 Language use planning

In order to increase the social use of Cornish, the following strategic aims should be set:

SA 2.1 To increase the number, variety and location of settings where Cornish can be spoken socially.

SA 2.2 To foster the development of geographic locations where Cornish can be increasingly be used within the community.

SA 2.3 To increase and develop the use of Cornish on all broadcast and social media platforms.

SA 2.4 To increase and develop the use of Cornish in relation to entertainment and the creative arts.

### 4.1.3 Status planning

In order to maintain and develop the profile and status afforded to Cornish in public life the following strategic aims should be set:

SA 3.1 To increase the use of Cornish by Cornwall Council.

SA 3.2 To increase the use of Cornish by other public bodies, voluntary organisations and their networks.

SA 3.3 To increase the use of Cornish by private sector companies, economic development agencies and their networks.

SA 3.4 To maintain and increase public interest and support for Cornish.

### 4.1.4 Corpus planning

In order to ensure that Cornish continues to develop as a modern language that can be used for a full range of purposes in all fields of human activity the following strategic aims should be set:

SA 4.1 To maintain and develop the Standard Written Form of Cornish, including the spelling of official place-names.

SA 4.2 To maintain and develop standards in terms of language learning.

SA 4.3 To maintain and develop standards in relation to translation services in Cornish.

## **4.2 Strategic objectives 2015-25**

In order to achieve the strategic aims described above the following strategic objectives (SO) need to be considered in terms of the next ten years:

### 4.2.1 Acquisition planning

#### **SA 1.1: to increase the numbers of children and young people who speak Cornish.**

- SO 1.1.1 To establish and develop opportunities for children to gain pre-school education through the medium of Cornish.
- SO 1.1.2 To establish and develop opportunities for children throughout Cornwall to gain an appreciation of Cornwall's distinct cultural and linguistic heritage, including taster sessions in Cornish.
- SO 1.1.3 To establish and develop provision for the training and accreditation of teachers in terms of language awareness, their own language skills in Cornish and their ability to teach Cornish to pupils.
- SO 1.1.3 To establish and develop extended opportunities for children and young people to learn Cornish within Cornwall's primary and secondary schools.
- SO 1.1.4 To establish and develop opportunities for children to gain primary education through the medium of Cornish – in terms of immersion education.

**SA 1.2: to maintain and increase the numbers of adults who speak Cornish.**

- SO 1.2.1 To develop a comprehensive system of community-based adult learning classes within Cornwall Council's adult education provision – both directly and in partnership with third party providers.
- SO 1.2.2 To establish and develop provision for the training and accreditation of adult education language learning tutors.
- SO 1.2.3 To facilitate opportunities for learners to attend intensive courses and language learning experiences in Cornish.

4.2.2 Language use planning

**SA 2.1 To increase the number, variety and location of settings where Cornish can be spoken socially.**

- SO 2.1.1 To facilitate the provision of *Yeth an Werin* evenings, cultural activities and other informal social opportunities in partnership with voluntary organisations and community groups.

**SA 2.2 To foster the development of geographic locations where Cornish can be increasingly be used within the community.**

- SO 2.2.1 To undertake a scoping exercise in order to identify specific potential communities that could be targeted along with strategic possibilities and possible funding streams.
- SO 2.2.2 To develop a long-term development plan at the micro level for a particular community (or communities) that will draw together a concentration of opportunities to use Cornish – publically, socially and within the education system.

**SA 2.3 To increase and develop the use of Cornish on all broadcast and social media platforms.**

- SO 2.3.1 To develop relationships with local broadcasters with a view to increasing current provision.
- SO 2.3.2 To establish an innovation fund to encourage innovative or promotional use of Cornish on broadcast and social media – in partnership with other key bodies and agencies.
- SO 2.3.3 To encourage young people and others to increase their social use of Cornish on social media and other IT platforms.

**SA2.4 To increase and develop the use of Cornish in relation to entertainment and the creative arts.**

- SO 2.4.1 To encourage the use of Cornish by creative artists, festivals and arts-based agencies.

- SO 2.4.2 To establish an innovation fund to encourage innovative or promotional use of Cornish in relation to entertainment and the creative arts – in partnership with other key bodies and agencies.

#### 4.2.3 Status planning

**SA 3.1 To increase the use of Cornish by Cornwall Council.**

- SO 3.1.1 To develop and implement a Cornish Language Plan in relation to the increased use of Cornish by Cornwall Council and its partners.

**SA 3.2 To increase the use of Cornish by other public bodies, voluntary organisations and their networks**

- SO 3.2.1 To maintain a lobbying and awareness-raising function in support of the wider use of Cornish within relevant partnerships and networks, along with an advisory and information service.

**SA 3.3 To increase the use of Cornish by private sector companies, economic development agencies and their networks,**

- SO 3.3.1 To maintain a lobbying and awareness-raising function in support of the wider use of Cornish within relevant partnerships and networks, along with an advisory and information service.

**SA 3.4 To maintain and increase public interest and support for Cornish.**

- SO 3.4.1 To develop, implement and maintain a general marketing plan for Cornish.
- SO 3.4.2 To develop, implement and maintain a general advisory and information service in relation to Cornish.
- SO 3.4.3 To collect and collate data on the numbers of people who speak Cornish and their language use.

#### 4.2.4 Corpus planning

**SA 4.1 To maintain and develop the Standard Written Form of Cornish, including the spelling of official place-names.**

- SO 4.1.1 To establish an independent Cornish Language Academy around the expertise and experience held by *Kesva an Taves Kernewek*, whilst also drawing on further expertise from higher education establishments and other Celtic language communities.

- SO 4.1.2 To maintain and develop the existing Signage Committee under the auspices of a new Cornish Language Academy.

**SA 4.2 To maintain and develop standards in terms of language learning;**

- SO 4.2.1 To task a new Cornish Academy with the implementation of SO 1.1.3 and SO 1.2.2.

**SA 4.3 To maintain and develop standards in relation to translation services in Cornish.**

- SO 4.3.1 To further develop a central independent agency for written translations to and from Cornish.
- SO 4.3.2 To task a new Cornish Academy with the development of quality assurance standards in relation to Cornish translation.
- SO 4.3.3 To develop the practice of using simultaneous translation from Cornish to English in formal public settings.

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