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10 Legal questions

10.4 European Charter for Regional or Minority Languages

b. Eighth report of the Committee of Experts in respect of Sweden

Item to be considered by the GR-J at its meeting on 11 April 2023

¹ This document has been classified restricted at the date of issue. In accordance with the Deputies' decision (CM/Del/Dec(2001)765/10.4), it will be declassified after examination by the Committee of Ministers.



Strasbourg, 17 November 2022

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EUROPEAN CHARTER FOR REGIONAL OR MINORITY LANGUAGES

**Report of the Committee of Experts
presented to the Committee of Ministers of the Council of Europe
in accordance with Article 16 of the Charter**

Eighth Report

SWEDEN

The European Charter for Regional or Minority Languages provides for a control mechanism to evaluate how the Charter is applied in a State Party with a view to, where necessary, making recommendations for improving its legislation, policy and practices. The central element of this procedure is the Committee of Experts, set up under Article 17 of the Charter. Its principal purpose is to report to the Committee of Ministers on its evaluation of compliance by a Party with its undertakings, to examine the real situation of regional or minority languages in the State and, where appropriate, to encourage the Party to gradually reach a higher level of commitment.

To facilitate this task, the Committee of Ministers adopted, in accordance with Article 15, paragraph 1, an outline for periodical reports that a Party is required to submit to the Secretary General. This outline requires the State to give an account of the concrete application of the Charter, the general policy for the languages protected under Part II and, in more precise terms, all measures that have been taken in application of the provisions chosen for each language protected under Part III of the Charter. The Committee of Experts' first task is therefore to examine the information contained in the periodical report for all the relevant regional or minority languages on the territory of the State concerned. The periodical report shall be made public by the State in accordance with Article 15, paragraph 2.

The Committee of Experts' role is to evaluate the existing legal acts, regulations and real practice applied in each State for its regional or minority languages. It has established its working methods accordingly. The Committee of Experts gathers information from the respective authorities and from independent sources within the State, in order to obtain a fair and just overview of the real language situation. After a preliminary examination of a periodical report, the Committee of Experts submits, if necessary, a number of questions to each Party to obtain supplementary information from the authorities on matters it considers insufficiently developed in the report itself. This written procedure is usually followed up by an on-the-spot visit by a delegation of the Committee of Experts to the State in question. During this visit the delegation meets bodies and associations whose work is closely related to the use of the relevant languages and consults the authorities on matters that have been brought to its attention. This information-gathering process is designed to enable the Committee of Experts to evaluate more effectively the application of the Charter in the State concerned.

Having concluded this process, the Committee of Experts adopts its own report. Once adopted by the Committee of Experts, this evaluation report is submitted to the authorities of the respective State Party for possible comments within a given deadline. A confidential dialogue may, at this stage, be requested by this State Party. The final evaluation report is made public, together with the comments, if any, which the authorities of the State Party may have made. This document is then transmitted to the Committee of Ministers for the adoption of its recommendations to the State Party, on the basis of the proposals for recommendations contained in the evaluation report.

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Executive Summary

The European Charter for Regional or Minority Languages entered into force in Sweden on 1 June 2000 and applies to the following languages: Sami, Finnish and Meänkieli under Part II and Part III of the Charter, and Romani Čhib and Yiddish under Part II of the Charter.

Since the last monitoring cycle the government's initiative called "New start for a stronger minority policy" has not yet reached a level that would have a full impact on the practical implementation of the Charter. The results and findings of the inquiries launched by the Swedish authorities during the current monitoring cycle do not concern one of the main areas of the criticism, notably, the improvement of the national minority language education system. The number of municipalities belonging to the administrative areas of Sami, Finnish and Meänkieli has not increased, and the level of awareness of the national minorities has not increased significantly, either.

The County Administrative Board of Stockholm (from hereinafter: CADS) and the Sami Parliament are the two bodies tasked with the supervision of the implementation of the Swedish minority languages policy. However, they have insufficient legal competencies to monitor the lawful use of funds by the recipient municipalities or to initiate sanctions, if necessary.

The situation of minority languages in education remains unsatisfactory. The offer of one lesson per week is considered insufficient for the needs and demands of the speakers, as well as for the development of a mature literacy and the survival of the minority languages. Bilingual education has not been extended. Preschool education in Part III languages remains problematic in their respective administrative areas. The present teacher education structure still does not match the need for teachers at pre-school, the lower grades of primary schools and secondary schools for all national minority languages. As indicated in the last evaluation report, a structured policy in education, teacher training and additional teaching materials are needed to ensure the protection of all minority languages.

Language Centres for Finnish, Meänkieli, Romani and Yiddish have started operations during the summer of 2022. However their operation and financing are ensured only for three years, whereas financing of the Sami Language Centre is secured permanently.

The problem of the legal remedy for cases when the use of national minority languages is denied has not been solved, because no action has been taken to include language as a ground for discrimination in the Discrimination Act in this monitoring cycle. This is not in conformity with the Charter.

Sweden has still not developed a structure for the collection of reliable data on the number and geographic distribution of the speakers that is in conformity with Swedish data protection legislation. The lack of reliable data complicates the assessment of the needs of the national minority speakers across the country within the Charter's fields such as education, public administration or judiciary.

There are no licensed court interpreters for Sami and Meänkieli in Sweden. The use of these languages is absent from judiciary. It is impossible to conclude on the use of Finnish in court because the official statistics do not specify if the use of Finnish is in the benefit of the minority speakers, or Finnish citizens. Some state and local authorities have increased the possibility of the use of the Finnish, Sami and Meänkieli by providing more online translations of relevant materials and documents. The authorities need to take proactive measures to bring the situation in line with the undertakings ratified by Sweden under Article 9 and 10.

Although the number and percentage of new productions in minority languages has slightly increased in public radio and television for Finnish and Sami, there was no progress in respect of Meänkieli, Romani and especially Yiddish, making the latter two largely invisible in the media. The involvement of the speakers in the production of new material may help create programs that reflect the needs of the target groups better with the content that is more relevant for the speakers.

The eighth evaluation report by the Committee of Experts is based on the political and legal situation prevailing at the time of the Committee of Experts' on-the-spot visit to Sweden in May 2022.

Chapter 1 The situation of the regional or minority languages in Sweden – Recent developments and trends

1. The European Charter for Regional or Minority Languages (hereafter referred to as “the Charter”) is a treaty of the Council of Europe which puts obligations on its States Parties to protect and promote the country’s traditional minority languages in all fields of public life: education, judicial authorities, administrative authorities and public services, media, cultural activities and facilities, economic and social life, and transfrontier exchanges. Sweden signed and ratified the Charter on 9 February 2000. The Charter entered into force in Sweden on 1 June 2000. Sweden declared at the time of ratification that Sami, Finnish and Meänkieli are regional or minority languages, protected under Parts II and III of the Charter. It also identified Romani Čhib and Yiddish as non-territorial languages spoken in Sweden, protected under Part II of the Charter. The instrument of ratification as regards Sweden is set out in Appendix I of this report.

2. Sweden ratified the Charter for Sami without distinguishing between its separate languages. During the process of monitoring the protection and promotion of Sami, it has become clear that there is a need to differentiate between North, Lule and South Sami on the one hand, and more recently between these and Ume Sami and Pite Sami, on the other. The Committee of Experts has therefore adopted this approach where appropriate. This approach is consistent with the approach of the Swedish authorities and the Sami speakers.

3. Sweden has ratified the Charter for Romani Čhib¹ under Part II without distinguishing between its separate varieties. During the process of monitoring the protection and promotion of Romani, it has become clear that there is a need to differentiate between Romani varieties, especially in the field of education and language cultivation. The Swedish authorities have taken into account this differentiation of varieties in co-operation with the Romani speakers. The Committee of Experts has therefore adopted this approach where appropriate. This approach is consistent with the approach of the Swedish authorities and the Romani speakers.

4. States Parties are required to submit reports every five years² on the implementation of the Charter. The Swedish authorities submitted their eighth periodical report on 4 June 2021. This eighth evaluation report of the Committee of Experts is based on the information contained in the periodical report and statements made by representatives of the speakers of the minority languages during the on-the-spot visit (16-20 May 2022) and/or submitted in written form pursuant to Article 16 (2) of the Charter.

5. Chapter 1 of this evaluation report focuses on the general developments and trends regarding the regional or minority languages in Sweden and the situation of these languages. It examines, in particular, the measures taken by the Swedish authorities in response to the recommendations made by the Committee of Experts and the Committee of Ministers at the end of the seventh monitoring cycle and also highlights new issues. Chapter 2 provides a detailed overview of the state of implementation of each undertaking of Sweden in respect of each given language as well as the recommendations addressed to the Swedish authorities. On the basis of its evaluation, the Committee of Experts proposes, in Chapter 3, recommendations to the Committee of Ministers to be addressed to the Government of Sweden, as provided for in Article 16 (4) of the Charter.

6. As far as the detailed legal examination of each undertaking is concerned, the Committee of Experts refers to its **second evaluation report on the application of the Charter in Sweden (ECRML (2006) 4)**.³

7. This present evaluation report is based on the political and legal situation prevailing at the time of the Committee of Experts’ on-the-spot visit to Sweden in May 2022. It was adopted by the Committee of Experts on 17 November 2022.

¹ Romani Čhib meaning Romani language is used in the ratification by Sweden, henceforth referred to here as ‘Romani’.

² Article 15.1 of the Charter provides that States Parties submit periodical reports every three years. However, following the entry into force of the reform of the monitoring mechanism of the ECRML on 1 July 2019, States Parties are now to submit their reports every five years instead of every three years.

³ See also the 3rd evaluation report ECRML (2009) 3, 4th evaluation report ECRML (2011) 4, 5th evaluation report ECRML (2015) 1 and 6th evaluation report CM (2017) 36. 7th evaluation report [MIN-LANG\(2020\)4](#).

1.1 General developments in policies, legislation and practice concerning the regional or minority languages in Sweden

Legal framework, government inquiries, the County Administrative Board of Stockholm

8. The previous monitoring report presented new developments in the national minority policy of Sweden that were aimed at enhancing the effectiveness of the national minority language protection. As part of this policy called “New start for a stronger minority policy”, the amendment of the Act on National Minorities and Minority Languages (2009:724) entered into force on 1 January 2019 with, however, only minor changes in favour of minority language protection. According to the information received from the state authorities, government inquiries were launched in order to locate the areas that required intervention.⁴ The Committee of Experts examined what was achieved since the last monitoring cycle and concluded that the results and findings of the inquiries launched during the current monitoring cycle are restricted, and do not concern one of the main areas of critique, the education system for children and adolescents.⁵ In addition, only minor legal amendments were initiated in the fields connected to national minority language protection, such as the amendments of some government regulations.⁶ The Committee of Experts establishes that the implementation of the “New start for a stronger minority policy” has not yet reached a degree that would have a positive impact on the practical implementation of the Charter. In the previous monitoring round the Committee of Ministers recommended Sweden to **“strengthen education of or in all national minority languages by adopting a comprehensive and structured approach based on the needs of the speakers and according to the situation of each of the national minority languages” (Recommendation No. 2 - CM/RecChI (2020)5).**⁷ The Committee of Experts was informed by the speakers that they are not aware of plans that would lead to a structural change of the existing offer of education. The Committee of Experts asks the state authorities to consult the speakers in order to finalise and implement an education policy taking into account the Committee of Ministers’ recommendation mentioned above.

9. The Act on National Minorities and National Minority Languages, adopted in 2009 (2009:724), does not cover the educational field except for the pre-school level. However, it has been questioned whether the pre-school year is covered by this Act. At the same time, the Education Act (2010:800) gives the right to pupils of national minority language background, to receive mother tongue support from pre-school, including the pre-school year, and mother tongue instruction in primary and secondary school. In 2019, the preparatory year for primary school, the so-called pre-school class, was integrated into a ten-year primary school, without a clear regulation on the mother tongue issue. In municipalities, which are in general in charge of education, there is hesitance as to which legislation to follow and therefore whether they are obliged to provide mother tongue instruction. The Committee of Experts asks the state authorities to address this problem and report on the progress in the next monitoring cycle. The Committee of Experts is, however, of the view that pre-school class education should provide mother tongue instruction in order for Sweden to be able to fulfil its obligations stemming from the Charter.

10. The County Administrative Board of Stockholm (from hereinafter: CADS) and the Sami Parliament are two bodies tasked with the supervision of the implementation of the Swedish national minority and minority languages policy throughout the country. Their last report, published in 2021,⁸ shows first of all, that many municipalities failed to report on the implementation of their obligations in the field of minority language protection. The actual level of implementation and, as a result, the level of protection of the national minority languages continues to be insufficient in many of the municipalities. The provision of adequate education is often evaded on the ground that qualified teachers are not available. As the financial support from the state

⁴ For detailed presentation of the new development in the minority policy and the government inquiries see para 8, 9, 11, and 14 of the seventh evaluation report of Sweden, [MIN-LANG \(2020\)4](#).

⁵ National minority languages in schools [Nationella minoritetsspråk i skolan] (SOU 2017:91) – a report of the National Agency for Education done in 2021; For multilingualism, knowledge development and inclusion [För flerspråkighet, kunskapsutveckling och inkludering] (SOU 2019:18) report submitted to the government in May 2019; National minority languages in schools –better conditions for teaching and revitalisation [Nationella minoritetsspråk i skolan – förbättrade förutsättningar till undervisning och revitalisering] (SOU 2017:91) -Inquiry on better possibilities for pupils to develop their national minority languages.

⁶ Förordning (2009:1299) om nationella minoriteter och minoritetsspråk – about the administrative areas - (Regulation (2009: 1299) on national minorities and minority languages) and Förordning (2005:765) om statsbidrag för nationella minoriteter (Regulation (2005: 765) on state subsidies for national minorities).

⁷ [CM/RecChI\(2020\)5](#) of 8 December 2020 on the application of the ECRML by Sweden.

⁸ Nationella minoriteter och minoritetsspråk – Minoritetspolitikens utveckling år 2021, p. 9.

authorities is linked to a designated appropriation or task that the recipient municipality has to accomplish, it is particularly worrying that the municipalities that failed to report did not give account on the use of these funds. The representatives of CADS confirmed that apart from requesting reports, they do not possess other means to verify the lawful use of these funds.⁹ If the use of funds is uncertain, the CADS can only notify the state authorities and make suggestions but cannot initiate investigations and impose sanctions.

11. The CADS is also responsible for monitoring the respect of the speakers' right to be consulted, inclusion of the speakers in decision-making-processes that affect them and cases of discrimination. The tools at their disposal are consultation, presentation of best practices and offering advice on issues pertaining to national minorities, without sanctions. The Committee of Experts considers that the last report of the CADS and the response received from both the municipalities and speakers all confirm that the current mandate and the tools of the CADS are insufficient. It therefore asks the Swedish authorities to empower the CADS with an adequate sanctioning mechanism and report on the progress in the next periodical report.

12. The Committee of Experts noted on several accounts that state authorities respect the self-governance of the municipalities to an extent that results in refraining from the introduction of sanctions or other measures to exert pressure on local authorities to protect regional or minority languages. The Committee of Experts emphasises that even when the implementation of particular obligations of the Charter lies within the remit of regional or local authorities, it is still the duty of the state authorities to ensure that this implementation takes place.

Language as ground for discrimination and the structure of judicial system

13. In the previous monitoring round the Committee of ministers recommended the Swedish authorities to **"take measures to include language as a ground for discrimination in the Swedish legislation" (Recommendation no. 1 CM/RecChL(2020)5).**¹⁰ The Committee of Experts noted with regret that the position of the Swedish authorities has not changed in this respect. Consequently, the inclusion of language as ground for discrimination into the Discrimination Act (2008:567) was not supported by the government, despite repeated reminders that such policy is in breach of the basic principles of the Charter. The Swedish authorities' claim that ethnicity as a ground for discrimination serves as a sufficient legal base for any potential violation of national minority language rights, is strongly challenged by the speakers. Contrary to the suggestion of the state authorities, the Committee of Experts is of the opinion that violation of rights derived from ethnicity and language are manifested differently in everyday life, and it is clear to the Committee of Experts there are cases where language is the only ground for discrimination. Hence, the legal procedure, and the evidence supporting the claims based on the violation of language rights are also different and cannot be replaced with the ones intended to remedy the violation of rights based on ethnicity. It is also important to realise that any reference in the claim to a language may result in a rejection of the case. The cases brought to the attention of the Committee of Experts have all been rejected by the Equality Ombudsman or the courts.¹¹ This is a clear indication that the position of the Swedish authorities does not guarantee a legal remedy for discrimination based on language.

14. The Committee of Experts was also advised by the legal experts of the speakers' organisations that the Swedish legal procedure depends on the coverage of legal expenses. The Swedish social security model is extended to cover legal expenses of the insured citizens, but as prior assessment of the case is necessary to issue a license that would cover the legal expenses, the fact that language is not included in the Discrimination Act may trigger the refusal of compensation of the legal expenses. This may deter the party involved to seek legal remedy through judicial procedure. The Committee of Experts was also informed that in a case where the plaintiff was forced to revoke their case,¹² they were held liable to cover the entire expense of the legal procedure. This mechanism may deter speakers who believe themselves to be subject of

⁹ See also: para 20 of the [Fourth Opinion of the Advisory Committee on Sweden](#), adopted on 22 October 2017.

¹⁰ [CM/RecChL\(2020\)5](#) of 8 December 2020 on the application of the ECRML by Sweden, see also: [Fourth Opinion of the Advisory Committee on Sweden](#), adopted on 22 June 2017, para. 24.

¹¹ See also para 72 of the [Fourth Opinion of the Advisory Committee on Sweden](#), adopted on 22 June 2017.

¹² <https://suijures.online/oppet-brev-till-skolpolitiker-i-vasteras-och-hallstahammar-om-att-krossa-en-finsk-familj/> 11 April 2022.

discrimination on the basis of language from going to court. If language was included in the Discrimination Act, each party would have to carry their own legal fees as long as the plaintiff had a justified reason for filing the complaint.

15. According to the state authorities their approach towards providing for national minority rights is based on a principle of “formal equal treatment”. According to Article 7.2 of the Charter the Committee of Experts is of the view that ensuring effective minority protection in general requires a different approach based on “positive discrimination”. However, given the vulnerable situation of minority languages, additional subsidies or rights cannot be considered a preferential treatment, but rather tools necessary to safeguard the protection of minority languages.

16. Based on the interlocking legal, procedural and financial obstacles described above, the Committee of Experts reiterates the necessity of the revision of the standpoint of the Swedish authorities and the inclusion of language as ground of discrimination into the Discrimination Act. The Committee of Experts asks the Swedish authorities to report on the legal developments in this respect in the next report on the implementation of the recommendations for immediate action.

Administrative areas

17. The Act of National Minorities and Minority Languages defines administrative areas where municipalities have specific obligations vis-à-vis persons speaking Finnish, Meänkieli and Sami. These administrative areas cover 84 municipalities and 15 county councils, the same number as at the time of the last monitoring cycle. In some instances municipalities cover more than one of the three national minority languages. As additional municipalities were not given the possibility to join these administrative areas, speakers' representatives met during the visit remained concerned that a considerable number of speakers of all the mentioned languages remain outside the defined administrative areas. The Committee of Experts considers as a positive approach, however, that the application of the Municipality of Mariestad for withdrawal from an administrative area was rejected by the authorities in December 2020, on the ground that the Finnish minority living in this municipality had shown an interest in making use of the rights linked to the administrative area status under the Act of National Minorities and Minority Languages, contrary to the claims of that municipality.

Language centres for national minority languages

18. In the previous monitoring round the Committee of Experts recommended Sweden to “**extend the practice of the Sami language centres and establish similar language centres for all regional or minority languages**” (Recommendation No. 6 - CM/RecChI (2020)5).¹³ The Committee of Experts was informed that there are new language centres operating for Finnish, Meänkieli, Romani Čhib and Yiddish. The Institute for Language and Folklore (from hereinafter: ISOF) is responsible for the Language Centres for Finnish (In Uppsala), Meänkieli (in Kiruna and Overtornea), Romani Čhib and Yiddish (both in Stockholm). An additional centre for Sami is planned to start its activities during 2022. In December 2021, the Sámi Parliament was granted additional funds to further develop the existing Language Centre for the Sami language. The total budget of the Language Centres is 22 million Swedish Krona (SEK)¹⁴ for 2022.

19. The representatives of the ISOF confirmed the information received from the speakers that, contrary to the Sami language centres, the language centres for all other minority languages are initially set up and financed for three years by the government. This results in a distinction between Sami and the rest of minority languages. Sami are recognised as an indigenous people enjoying a high level of support and protection, whereas Meänkieli, Finnish, Romani Čhib and Yiddish are acknowledged as national minority languages protected under the Charter and therefore with a lower level of support. The ISOF is planning target indicators for the initial operation of the language centres for the other languages covered by the Charter in Sweden, but the current funding plan foresees only a three-year operation. This compels the Committee of Experts to ask the Swedish authorities to report on the status of all language centres in the next report on the implementation of the recommendations for immediate action and secure their long-term operation.

¹³ CM/RecChI (2020)5 of 8 December 2020 on the application of the ECRML by Sweden.

¹⁴ 1 euro = 10.589 SEK in August 2022

20. The ISOF was granted SEK 7.4 million for language revitalisation programs and further grant for the promotion of minority languages in 2020, and SEK 7.8 million in 2022. Language camps and seminars were held in Finnish, Meänkieli and Sami for various age groups in co-operation with the Swedish National Agency of Education and consultation with the speakers was strengthened.

Reliable data on the number of speakers

21. The Committee of Experts has to point out that despite recommendations made in the previous monitoring reports the Swedish authorities have not made steps in order to collect reliable data on the number and geographic distribution of the speakers of the regional or minority languages. The Committee of Experts understands that the collection of such data had served a purpose in the past that is unacceptable in a modern society ruled by the protection of human rights.¹⁵ However, the sensitivity connected to the collection of official data on ethnic affiliation or national minority language skills must not result in a complete lack of such data collections. The Committee of Experts asks the Swedish authorities to find a solution that is not contradicting the Swedish Personal Data Act (1998:204) but makes it possible to collect reliable statistics on minority language speakers.¹⁶

22. The lack of reliable data leads to several problems. It complicates the assessment of the needs of the national minority speakers across the country within the Charter's fields such as education, public administration or judiciary. Furthermore, as the use of national minority languages is not registered, the number of national minority language speaking pre-school and primary school teachers and staff working in the elderly care or in the public administration relies on estimations or is simply unknown. It was repeatedly stated by the speakers' representatives met during the on-the-spot visit that municipalities tend to justify their non-compliance with the obligation of providing minority language education or elderly care, with lack of minority language speaking staff.¹⁷ It is therefore strongly recommended that such information is gathered and used to the benefit of the minority speakers. Such information is even more necessary in municipalities outside the administrative areas, where the awareness of the national minority speakers is low.¹⁸ The Act on National Minorities and National Minority Languages requires the municipalities of the three administrative areas to provide pre-school education and elderly care in minority languages if they have access to staff speaking minority languages. It is evident that the lack of such information may lead to the evasion of the obligation of providing elderly care or education in national minority languages.

23. During the on-the-spot visit the municipality leaders of Luleå, which is part of the administrative area of Finnish, Meänkieli and Sami, informed the Committee of Experts that they used voluntary surveys and other public data to estimate the number of speakers on their territory in order to assess the needs in the field of education, administration and elderly care. The results were treated as estimates only, which also proves that a reliable and established data collection method has to be introduced in order to map the scale of needs and serve as a base for the provision of staff speaking minority languages in accordance with Sweden's ratification of the Charter. The Committee of Experts asks the Swedish authorities to collect data which is necessary for the implementation of the Charter.

¹⁵ State Institute for Racial Biology (SIRB, Statens institut för rasbiologi, SIFR) was a Swedish governmental research institute founded in 1922 with the purpose of studying eugenics and human genetics. It was the most prominent institution for the study of "racial science" which lead to a declaration of supremacy of the Swedish speaking majority nation over the rest of the population.

¹⁶ See also: para 33 of the [Fourth Opinion of the Advisory Committee on Sweden](#) adopted on 22 June 2017.

¹⁷ See also: para 91 of the [Fourth Opinion of the Advisory Committee on Sweden](#) adopted on 22 June 2017.

¹⁸ Ibid: para 21.

Resolute action to promote minority languages

24. The Committee of Experts emphasises that providing detailed information about the rights of speakers is essential for the effective promotion of the national minority languages. The ISOF, the CADS and the Sami Parliament all have competencies in this field, and they advise the local level administration on how to comply with their obligations under the legislation in force. In order to promote minority languages, an Action Programme for the preservation and promotion of national minority languages was adopted by the Government in April 2022. The three-year Action Programme contains measures such as strengthened language promotion, additional funds to universities responsible for the different languages, measures for promoting literature and reading, and awareness raising measures. SEK 40 million was allocated for the Action Programme for 2022. The Swedish Higher Education Council also received additional funds in order to promote the education about national minorities and minority languages in 2020.

25. The Swedish government commissioned the National Library of Sweden to carry out an initiative for the libraries of the national minorities as resource libraries for the language group concerned in December 2020, in line with the relevant recommendation of the seventh evaluation report on Sweden. As part of this commission, these libraries have to provide support for Sweden's municipalities and promote the provision of books in the national minority languages. The Committee of Experts welcomes this decision and supports the idea of stronger coordination with local libraries that have knowledge of national minority culture and language.

26. The Swedish Arts Council launched a survey in 2019 which indicated that the local libraries do not have sufficient information about how to find and purchase printed material in national minority languages. In order to ensure better coordination and access to literature and periodicals, a catalogue containing a selection of non-fiction and fiction was produced, which is being updated since 2020. The Swedish Film Institute received SEK 2 million support from the state authorities to produce a strategy for its activities in promoting films for children and young people in the national minority languages. The project is expected to run until 2025.

27. According to official figures, the financial support of the Sami national minority was SEK 60 million, whereas the four other national minorities received SEK 6.4 million, combined in 2020. The funding of national minority organisations was increased with SEK 7 million in 2022. Representatives of speakers of Finnish, Meänkieli, Romani and Yiddish have welcomed these additional funds, but pointed out that the Sami community still receives considerably larger support than the four other national minority speakers combined. The adequate finances ensured that the Sami have an established and strong organisation in the form of the Sami Parliament. The Committee of Experts welcomes the addition of funds described above.

28. Funding was also increased for CADS and the Sami Parliament. The ISOF distributes revitalisation funding to organisations carrying out projects that promote the languages and cultures of the national minorities. 68 projects received a total of SEK 5.5 million in 2020. 38 projects received SEK 3.5 million in 2021. The Committee of Experts asks the Swedish authorities to report on the progress of funding projects promoting regional and minority languages financed by ISOF in the next report on the implementation of the recommendations for immediate action.

Raising awareness

29. The Nordic Council of Ministers has started an initiative to strengthen the support of the national minority languages and other lesser spoken languages in the Nordic region through the project "Small languages in the Nordic region" (*Små språk i Norden*). ISOF has been commissioned by the Government to be the host agency for the initiative. The initiative runs until the end of 2022 and its purpose is to increase interest in and knowledge about how education and culture can strengthen the national minority languages in the Nordic region. Work is also under way to develop the follow-up to the Declaration on Nordic Language Policy, which includes objectives for the promotion of national minority languages by Nordic language cooperation.

30. In compliance with the international obligations of Sweden, knowledge about the national minorities was included in the curricula for the compulsory school in 2002. The “Curriculum for the compulsory school, preschool class and school-age” (*Läroplan för grundskolan, förskoleklassen och fritidshemmet, Lgr 11*) prescribes that “the school is responsible for every pupil when finishing the compulsory school having been given knowledge about the (Jews, Roma, Sami, Sweden Finns and Tornedalians) culture, language, religion and history of the national minorities”. This has been further elaborated in the teaching plans for history, civic society and religion. However, the Committee of Experts was informed that teaching of the history of national minorities will be removed from the history syllabus for grades 7-9 from the autumn semester of 2022 and added to the teaching of human rights in the subject of social studies. During the on-the-spot visit it became evident that awareness about national minorities is relatively low, even in local level administration units which were given resources for the implementation of minority language education and the use of these languages in local administration and health care. The exclusion of teaching of the history of the national minorities from the teaching of history subject may further deteriorate awareness if the teaching time is reduced. The Committee of Experts asks the Swedish authorities to report on what impact this change has on the teaching about the culture, language, religion and history of the national minorities in the next report on the implementation of the recommendations for immediate action. It also invites the Swedish authorities to consider the possibility of joining the Observatory on History Teaching in Europe of the Council of Europe.¹⁹

Consultation with the speakers

31. At national level, annual consultations are held with representatives of all national minority languages. There are both consultations regarding specific issues for particular minorities and larger consultations when all the minorities participate, providing an opportunity to exchange experience. In 2019 the follow-up agencies introduced a model of coordinated consultations, where representatives of agencies and minorities are able to meet for a few days and have dialogues on various relevant matters. At regional and local level there are also examples of arrangements like minorities’ weeks that gather all the national minorities (Skellefteå and Gävle).

32. The Government Bill on a formalised consultation procedure for issues affecting the Sami people entered into force on the 1st of March 2022. The directive of the Truth Commission on the Violations by the Swedish State Concerning the Sami People was adopted by the Government in November 2021. The Chair of the Commission was appointed in April 2022. The Commission is to present its work by December 2025. The Truth and Reconciliation Commission for Tornedalians, Kven and Lantalaïset was established in March 2020. Its final report is due in May 2023.

33. According to speakers, their willingness to consult with the state authorities is unwavering and in accordance with the respective regulations of the Act on National Minorities and National Minority Languages. However, they feel that the frequency of the meetings and surveys strain their financial and human resources, and that focus should be shifted from consultation to implementation. The Committee of Experts asks the authorities to take these opinions also into account and maintain the consultation with the speakers accordingly.

34. The Committee of Experts was informed of cases where the relocation of preschool or the cancellation of education in minority languages was carried out without consultation or even without a formal decision that could be appealed against. The decision of the Gothenburg city council to permanently abolish all national minority language teaching to children in the city's preschool classes from 2022 is a concerning example of the lack of consultation and the collision between the Education Act and the Act on National Minorities and Minority Languages. It is not known how the CADS, as a body designated by the government for monitoring the right for consultation of the national minorities, has fulfilled its obligation, but the fact that cases like these might reoccur, strengthens the opinion of the Committee of Experts that the legal tools currently at the disposal of CADS should be revised and a sanctioning mechanism should be introduced.

¹⁹ See [Observatory on History Teaching in Europe](#).

Other minority languages

35. Representatives of the Elfdalian speakers have informed the Committee of Experts that they continue being interested in the recognition of Elfdalian as a minority language. However, the Swedish authorities maintain their position that Elfdalian is a dialect of Swedish. Elfdalian remains recognised as part of the cultural heritage of Sweden (e.g., by the Heritage Fund Allmänna Arvsfonden).

36. While the Charter does not apply to dialects of the official language of the state, the Committee of Experts notes that the question of whether a form of expression constitutes a language in its own right, does not depend only on strictly linguistic considerations. Accordingly, it is left to the authorities, in co-operation with the speakers, to determine at what point a form of expression constitutes a separate language.²⁰

37. The Elfdalian speakers continue their efforts for the preservation of the language. The revitalization project called “Willum og bellum” (“we want, and we can”)²¹ was granted SEK 7 million by the Heritage Fund. The program is also supported by the municipality of Älvdalen and “Ulm Dalska”, the association for the Preservation of Elfdalian. As a result of the language courses for children held once in two weeks, the number of speakers is rising according to the project managers of “Willum og bellum”. Four new books in Elfdalian have been published so far and another ten are planned to be finalised and published before the end of the project in September 2022. Summer language camps were organised for children and teachers alike in 2019 and 2020. In order to further raise awareness for Elfdalian, a language application for children of preschool age was designed, an online language course was started on social media and a popular computer game was made available in Elfdalian, along with a keyboard for mobile phones. Songs for small children, pop and rap music in Elfdalian have been uploaded to the internet as an addition to a range of teaching materials. Production of a film is also planned.

38. The speakers wish to continue the dialogue with the state authorities in respect of the recognition of Elfdalian as a minority language. According to the speakers, the director general of the ISOF has accepted their invitation to visit Älvdalen in 2022. The Committee of Experts advocates the continuation of the dialogue between the ISOF and the representatives of the speakers.

Use of the regional or minority languages in education

39. In the previous monitoring rounds the Committee of Ministers recommended Sweden **“to ensure that mother tongue education meets the requirements of the Charter and offers adequate language tuition, enabling pupils to achieve mature literacy in the languages concerned” (Recommendation No. 3 - CM/RecChI (2020)5).**²² The government has launched several inquiries, the latest one by the Schools Inspectorate in 2021, in order to map the key challenges of national minority education. Another report on national minority education, “Marginalised and Ignored”²³, done by the Church of Sweden and the Sweden Finnish Delegation, confirmed again in 2021, that teaching in national minority languages continues to be a problematic area. Teaching is provided partly by teachers who travel between up to 15 schools, both inside and outside their municipality, and is frequently provided by teachers without a relevant teacher education. Some municipalities still fail to comply with the requirement to inform parents of the rights to education in minority languages. All these problems were also pointed out in the inquiry SOU 2017:91, covering the whole compulsory field of education for national minority languages. As the mandatory minimum of teaching hours is not clearly regulated by legal provisions, the municipalities tend to provide one hour per week only, which is not sufficient for the preservation and development of language skills.²⁴ An inquiry of ISOF²⁵ also concluded that the promotion of minority languages has to be stepped up and the focus should be on addressing the

²⁰ See Explanatory Report, para. 32.

²¹ <https://www.facebook.com/WilumogBellum>.

²² CM/RecChI (2020)5 of 8 December 2020 on the application of the ECRML by Sweden.

²³ <https://sameforeningen-stockholm.se/marginalized-and-ignored-national-minority-childrens-struggle-for-language-rights-in-sweden-2013/>

²⁴ See also: para 94 of the [Fourth Opinion of the Advisory Committee on Sweden](#), adopted on 22 June 2017.

²⁵ “An increase in monitoring, a decrease in momentum”-The state of Sweden’s minority policies in 2022 – report done by the Sweden Finnish Delegation in 2022-as a reference to the ISOF report.

difficulties in the fields of national minority language education. The Committee of Experts asks the Swedish authorities to provide information about the development of education in and of Finnish and the other national minority languages in the next report on the implementation of the recommendations for immediate action.

40. Within the administrative areas for Finnish, Meänkieli and Sami, concerning pre-school, the non-compliance by municipalities with the legal obligations they have according to the Act on national minorities and national minority languages, is the main problem. There is a lack of sanctions to be required by the CADs, and a lack of adequate information to parents on the pre-school offer of education for national minority languages, both within and outside the administrative areas. The Committee of Experts asks the Swedish authorities to provide information about the development of pre-school education in and of Finnish and the other national minority languages in the next report on the implementation of the recommendations for immediate action.

41. These findings coincide with the observations made by the Committee of Experts in the previous evaluation reports. In addition, the minority language education continues to be organised before or after the regular teaching hours in most cases. Proposals such as the introduction of a “national minority languages” subject in the regular curriculum have not been put into practice since the last monitoring cycle.

42. The Committee of Experts also asks the Swedish authorities to consider the inclusion of primary and secondary school education in Finnish, Meänkieli and Sami in the Act on National Minorities and National Minority Languages, since for now it only covers the pre-school level.

43. The possibility of remote education in national minority and in modern language education was introduced in the Education Act as of 1 July 2015. As of 1 January 2021, as a result of the Covid-19 pandemic, the possibilities of remote and distance education were extended to all subject-matters. The state authorities informed the Committee of Experts that they consider remote education a tool that offers solutions partly to teacher shortage and partly for providing face-to-face education in remote areas like in *Sápmi*.²⁶ Whereas remote education can be an answer to the organisation of education in minority languages in sparsely populated areas, the Committee of Experts encourages the authorities to assess the experiences of the remote education and develop a comprehensive education strategy. The Committee of Experts considers that distance education cannot replace, but only complement physical courses in and of regional or minority languages, especially for children and for students in compulsory education for whom school has strong social interaction and integration dimensions.²⁷ Remote teaching should ensure basic and further teacher training in order to familiarise teachers with pedagogically sound methods for effective online teaching.²⁸

44. In the previous monitoring rounds the Committee of Ministers recommended Sweden to “**increase the amount of bilingual education available in Finnish and Sami and establish bilingual education in Meänkieli**” (Recommendation No. 4 - CM/RecChI (2020)5).²⁹ The eighth periodical report confirms that in terms of providing bilingual education for Finnish, Sami and Meänkieli no additional measures have been taken. Bilingual education for Finnish in Södertälje and Västerås municipalities have become threatened. As confirmed by the speakers during the on-the-spot visit, bilingual education remains inadequate for Finnish and Sami and non-existent for Meänkieli. The Committee of Experts reminds the Swedish authorities that the mere repetition of the same measures as earlier has proven inadequate and asks the authorities to develop a strategy for providing adequate bilingual education during the next monitoring cycle.

45. The data provided by the state authorities and the assessment of the speakers’ associations confirm that there was no obvious progress in the number of children or students from preschool level to secondary

²⁶ Sápmi is the traditional homeland of the Sami in Northern Sweden.

²⁷ See also: para 99 of the [Fourth Opinion of the Advisory Committee on Sweden](#) adopted on 22 June 2017.

²⁸ Committee of Experts [statement on regional and minority languages in online education in the context of the COVID-19 pandemic](#), adopted on 3 July 2020.

²⁹ [CM/RecChI \(2020\)5](#) of 8 December 2020 on the application of the ECRML by Sweden.

level in the current monitoring cycle.³⁰ For primary school there is a slight increase, which may be due to the amendment of the Education Act introduced in 2015. According to this, it is possible to receive teaching of the national minority languages at beginners' level, throughout primary school. Insufficient information on the educational offer, provision of the minimum of one hour teaching time, the lack of educational offer in remote areas where some minorities traditionally reside, continue to hamper education in minority languages. The National Agency for Education was commissioned in December 2021, to co-ordinate minority language education on a national level. The assignment includes planning for making remote teaching accessible for all education providers. The Agency is also tasked with the preparation of the production, development, and accessibility of teaching materials for national minority languages. The Committee of Experts asks for further information from the authorities in the next periodical report.

46. Adult education is provided outside the regular education system in form of study associations and folk high schools, free of charge. Classes are available in all five national minority languages for adult speakers and non-speakers alike. The data on the participants, provided by the state authorities, is from 2019 and shows stagnation in the number of participants since 2018. Folk high schools and study associations teaching minority languages have received extra funding for teaching them. The authorities are asked to update the information in the next monitoring round and to inform the Committee of Experts about the outcome of these changes.

47. In the previous monitoring round, the Committee of Ministers recommended Sweden to “**develop a system of teacher training according to the needs of the speakers and to the situation of each of the minority languages**” (Recommendation No. 5 - CM/RecChI (2020)5).³¹ The shortage of national minority language teachers continues to hamper the provision of adequate education in national minority languages. The speakers' representatives met during the visit confirmed that an unbroken chain of education³² has to be introduced in order to prevent the decline in the number speakers. Notably, the conditions of teaching minority languages have to be provided from the preschool age-group to at least the secondary school level. In order to ensure teaching in all levels of education, qualified teachers have to be trained for all the respective levels. Courses for Finnish mother tongue teachers have been granted 60 higher-education credits corresponding to a year of full-time studies at the Stockholm University instead of the previous 30 credits. As lower credits are one of the drawbacks of teacher training, the Committee of Experts asks the Swedish authorities to confirm in the next periodical report that the extension of credits applies to teacher training in all minority languages. In its consultation memorandum “Higher quality in teacher education and more teachers in schools”,³³ the government proposes that it should be possible to choose mother tongue education or national minority languages in the primary teacher education specialisations of pre-school, as well as school years 1–3 and 4–6. Teachers would then specialise for these age-groups without previous knowledge of the language concerned. The Committee of Experts asks the authorities to report on the implementation of this proposal and to consider its extension to 7-9 class teacher training. The Committee of Experts welcomes the efforts made but considers that the teacher training structure still does not match the need for teachers at pre-school level, the lower grades of primary schools and secondary schools for all national minority languages.

48. According to the information received from the authorities and with reference to the lack of amendments of the legal framework, the Committee of Experts concludes that Sweden does not have an explicit and structured strategy for education of or in minority languages.

³⁰ For detailed information on the corresponding levels of education see para 24-28 of the [seventh periodical report on Sweden](#).

³¹ [CM/RecChI \(2020\)5](#) of 8 December 2020 on the application of the ECRML by Sweden.

³² Reference to a report done by Jarmo Lainio “National Minority Languages in Education – Strengthened Conditions for Teaching and Revitalization” (SOU 2017:91).

³³ Higher quality in teacher education and more teachers in schools, 2021 [Ökad kvalitet i lärarutbildningen och fler lärare i skolan] (U2021/00301).

49. The state authorities informed the Committee of Experts that, in order to address the shortcomings of the protection of minority languages, an “Action Programme for the preservation and promotion of national minority languages” was adopted by the Government in April 2022. The total funding for the Action Programme is SEK 40 million for 2022. The Committee of Experts welcomes the initiative and invites the authorities to report on the impact of this Action Programme on the protection of national minority languages and clarify the role of education in the next periodical report.

Use of the regional or minority languages by judicial authorities

50. The Committee has received contradictory information regarding the possibility to use national minority languages in court proceedings irrespective of the knowledge of Swedish in the last monitoring cycle. The Swedish Courts Administration and the Rättstolkarna, the national organisation for legal interpreters, provided the Committee of Experts with information during the on-the-spot visit on the licensed court interpreters in the respective minority languages. According to this information, there are 16 Finnish court interpreters and none for Sami, Meänkieli, Romani and Yiddish at present. Due to the lack of licensed court interpreters in these languages, interpretation service was provided only in Finnish in 53 cases in 2021. The authorities could not determine however whether this service was provided to Finnish-speaking Finnish citizens as an international obligation derived from other legal grounds, or to Finnish minority speakers from Sweden.

51. In order to improve the interpretation offer in the national minority languages, the Swedish Courts Administration developed a technical solution for simultaneous interpretation at a distance with the support of video conferencing technology. At present, 27 courts have access to this technical solution, and the plan is for the technology to be in place in all the courts by the end of 2022. The authorities consider that this technical solution would enable to provide interpretation on the whole territory of Sweden irrespective of the place where the court proceedings are actually being held. The Committee of Experts has to note that, on the basis of the data provided on the number of licensed court interpreters, it is not excluded that Finnish minority speakers may use Finnish in courts, but it remains obvious that Sami, Meänkieli, Romani and Yiddish languages will still be absent from the court proceedings in Sweden due to the lack of licensed court interpreters. The Committee of Experts asks the Swedish authorities to increase their efforts in accordance with their ratification of the Charter, in order to train and appoint more licensed national minority language interpreters, especially for Sami, Meänkieli, Romani and Yiddish.

52. The Committee was also informed that the Act on National Minorities and Minority Languages was translated into national minority languages after its recent amendment in 2020. The Committee of Experts asks the authorities to provide more information in the next periodical report on which legal provisions relating to national minority languages have been translated.

Use of the regional or minority languages by administrative authorities

53. According to the eighth periodical report, no significant progress was achieved in this field since the previous monitoring cycle. The Committee of Experts also observed that the use of minority languages in the administration procedures was barely broadened in respect of the state and regional authorities and sporadic progress was detected on local level.³⁴ The possibility to use Finnish, Meänkieli or Sami in written contact with government agencies was recently extended to the Tax Agency. Officials of regional level administration in the administrative areas for Finnish, Meänkieli and Sami informed the Committee of Experts that, although finances were made available for the expansion of the selection of administrative forms in these languages, communication in minority languages is still limited to cases when it is explicitly requested by the speakers. As the state-level control of the implementation of national minority policies is rather weak, the use of national minority languages at local municipality level largely depends on the political will of the local leadership. New forms in minority languages introduced in one municipality are rarely taken over by other municipalities, which indicates that the co-ordination and consultation within the various levels of administration has to be improved. The Committee of Experts reminds the authorities that providing interpretation or translation only due to the lack of competence in the Swedish language, is not in line with text and the spirit of the Charter. A more proactive approach of the authorities is needed in order to effectively promote the use of minority languages in all levels of administration.

³⁴ For detailed information see para 33 of the [seventh evaluation report on Sweden](#) adopted on 2 July 2020.

54. No significant progress was achieved as far as place names are concerned since the last monitoring cycle, either. However, following the recommendations of the Committee of Experts, the process of language coding was completed. Place names previously recorded in Finnish have been renamed in Meänkieli, resulting in the inclusion of 16 344 place names in Meänkieli in the *Lantmäteriet*'s basic map database. Some place names of Finnish origin have been detected and renamed from Swedish to Finnish in northern Sweden and in Värmland, Dalarna and Hälsingland areas.

55. The ISOF continued to promote the use of personal names in national minority languages upon the provisions of the act on personal names and assisted the Swedish Tax Agency in issues requiring knowledge of national minority languages. Swedish-Finnish religious and library glossaries are about to be published that would make the use of Finnish easier in the relevant sectors of public life.

56. According to the National Board of Health and Welfare's report of 2020, the share of Finnish-speaking staff of elderly care homes is 40% nationally and 60% in the Finnish administrative areas.³⁵ However, according to the speakers met during the visit, admittance of residents living far from care homes which provide care in national minority language is very complicated. The Committee of Experts has to refer back to the fact that the minority language competency of staff working in the health care sector is not recorded for all national minority languages and asks the authorities to develop a reliable database on the language competency of the staff.³⁶ In view of the fact that the National Minorities and Minority Languages Act already foresees the obligation to provide services in elderly care, the Committee of Experts invites the authorities to explore the possibility to extend the ratification to Article 13.2.c.

Use of the regional or minority languages in the media

57. The level of broadcast of content in national minority languages was the highest in 2019. The Committee of Experts therefore welcomes the decision taken by the licensing authorities of the public broadcasters that the level of broadcast should not drop below this level in any particular year. This decision is embodied in the media licenses issued for the respective broadcasters. Besides the quantity of the broadcast, emphasis was also put on increasing the level of new productions in all national minority languages. The Committee of Experts also commends the decision that, as a compensation of the effects of the Covid-19 pandemic, a special crisis subsidy has been provided for the media since 2020. All national minority media have received this subsidy applying lowered threshold conditions.

58. *Sveriges Television* (SVT) *Sveriges Radio* (SR) and *Utbildningsradion* (UR) remained the three important public media broadcasters in national minority languages in the current license period (2020-2025). Their licenses were issued under the condition that the aggregate broadcast time cannot be less than in 2019. In addition, the number of first broadcast or new productions has to be increased and the consultation of the national minority groups has to be strengthened in order to assure that the content of the new programs is relevant and adjusted to the needs of the national minority speakers as target groups.

59. According to plans presented by the representatives of UR, this media broadcaster has accepted a new approach towards making new content. As there is no correlation between the number of speakers and the quantity of the production of new material, more new content is expected in the languages with the least speakers, notably in Romani and Yiddish. Target groups are everyone who is interested in minority language learning but, as preservation of these languages is the most important, the emphasis will be on education of children. New content will be produced for preschool age and onwards. UR broadcasting follows the school curricula as a supplement material to the teaching materials. Minority organisations are being consulted in face-to-face meetings before and during the production of new media content. A new on-line storage space of programs was set up for research and education purposes and the social media presence was broadened (UR Play). There are newsletters available for subscribers. UR broadcast in 2021 was a total of 16.212 hours

³⁵ See page 8 of [the eighth periodical report of Sweden](#).

³⁶ See also para 72 of the [Fourth Opinion of the Advisory Committee on Sweden](#), adopted on 22 June 2017.

of radio and television in Finnish, Yiddish, Meänkieli, Romani Čhib and Sami as well as Swedish Sign Language. That is a combined increase of 7.6 % compared to 2020. The Committee of Experts has not been informed of any private TV channels in Finnish. Programs are available via TV Finland, through Yle, a public service broadcaster from Finland.

60. The press subsidy that was extended to local journalism and new media in minority languages by the 2017 Government Bill (Govt Bill .2017/18:154) “Journalism throughout the country” (*Journalistik i hela landet*) was maintained in this monitoring cycle. The percentage of the subsidy offered to national minority media providers was increased from 40% to 75% of the overall expenses since 2020.

61. Representatives of both the SVT and the UR informed the Committee of Experts that they are being aware of the challenges linked to the educational situation of the national minorities. They indicated that the shortage of licensed mother tongue teachers in all national minority languages and the lack of educational materials will be addressed by concentrating on the production of supplementary content of the existing teaching materials. Furthermore, the SVT and the UR are planning to increase awareness of national minorities (language, culture and history), as well as to measure the learning impact of their national minority language programmes. Producing content on antisemitism, racism, discrimination and prejudice against national minorities and indigenous peoples were also mentioned as a priority for SVT and UR.

62. According to the eighth periodical report,³⁷ there are no Sami newspapers, two newspapers in Finnish and one trilingual newspaper publishing articles in Swedish, Meänkieli and Finnish. Daily radio programmes in Finnish, Sami and Meänkieli are on air. Short news bulletins are broadcast in Finnish and Sami in SVT, and in Finnish, Sami and Meänkieli in SR.

Use of the regional or minority languages in cultural activities and facilities

63. The Committee of Experts acknowledges that the financial support of the national minority cultural activities was kept at a high level in the current monitoring cycle. The Swedish Arts Council supports the national minority cultural activities through activity applications for ongoing work, and through project applications for short-term projects.³⁸ The Swedish Arts Council continues to be the major co-ordinator of the translation and publication of national minority literature that is considered to be important for the preservation of national identity and the language of the speakers. This also concerns children’s books in the national minority languages. Since 2020, the Swedish Arts Council has been commissioned to strengthen the cultural co-operation of the regional and local level initiatives. In addition, a one-off grant of SEK 1.7 billion was allocated by the government for Swedish Arts Council for the financial support of the regional and local cultural activities. It is unclear what percentage is allocated for the promotion of national minority culture and languages under this funding, therefore the Committee of Experts asks the authorities to specify the data relevant for the national minority language support in their next periodical report. The Swedish Arts Council was also commissioned to support and implement the government’s Roma inclusion strategy 2012-2032³⁹ in the field of culture and preservation of language. Their assessment,⁴⁰ completed in 2019, showed that the knowledge about Roma culture and language has to be strengthened further in the Swedish society and cultural institutions. The existing ways of financing actors performing in Romani is also under revision. The Committee of Experts acknowledges the role of the Swedish Arts Council and asks the authorities to report on the developments in their activity in the next monitoring round. Furthermore, ISOF finances projects on the revitalisation of national minority languages annually. ISOF is also evaluating the outcome of these projects and their funding. The budget is SEK 4,3 million in 2022. During 2022 an extra call for applications was opened.⁴¹

64. The financial support of cultural activities promoting various Sami languages continues to be on a high level. The Sami Parliament financed the cultural projects of 72 local Sami organisations with SEK 1.7 million in 2020. Various types of recordings and documentary records in all Sami languages were digitalised and made available for research in the archive in Uppsala, and written materials were stored in the archive in Umeå.

³⁷ See pages 28, 36, 42 of the [eighth periodical report of Sweden](#).

³⁸ <https://www.kulturradet.se/i-fokus/nationella-minoriteters-kultur/>.

³⁹ See also: para. 12 of the [Fourth Opinion of the Advisory Committee on Sweden](#), adopted on 22 June 2017.

⁴⁰ See page 48 of the [eighth periodical report of Sweden](#).

⁴¹ <https://www.isof.se/stod-och-sprakrad/bidrag-till-minoritetspraken/aktuella-utlysningar>.

65. Although the Archive of Sweden Finns based in Eskilstuna and Stockholm received more funds than in the previous monitoring cycle, it is still provided in a form of grants and not on regular basis. The linguistic and cultural material is more than 1400 headings and additional funding is necessary in order to ensure the digital storage of this material. The Archive publishes books on the of Finnish minority in Sweden, and with exhibitions and events it raises awareness of young Finnish speakers of their heritage. The Archive maintains a network of contacts in Sweden, in Finland and with international organisations such as the Network to Promote Linguistic Diversity. The Committee of Experts asks the Swedish authorities to make available regular funds for the operation of the Archive.

66. The Committee of Experts was informed that the financial support previously provided by the city of Stockholm for the Finland Institute was reduced in 2020. During 2021-2022, however, the work of the Institute was strengthened in two ways. Firstly, the Institute received additional funding in 2021 (around SEK 2 million for three years) for Finnish, in parallel with other libraries spreading literature, printed materials and audio-visual products in the national minority languages, through a commissioned task by the Royal Library. This concerns both Finnish literature from Finland and Sweden Finnish literature. Secondly, the Institute received additional funding in 2022 (SEK 2 million) for distributing, at a national level in Sweden, recent Finnish films from Finland. As the Finland Institute is a major contributor to the promotion of Finnish culture and language in Sweden, the Committee of Experts asks for information about the long-term financing of this institution in the next monitoring round.

Use of the regional or minority languages in economic life

67. According to the state authorities, there is no legislation in Sweden that prohibits or limits the use of regional or minority languages in documents relating to economic or social life.

Use of the regional or minority languages in transfrontier exchanges

68. International co-operation including universities from Norway and Finland was maintained for the benefit of several Sami languages. The National Board of Education also promotes teacher education developed in Northern Norway in *Sami Allaskuvla* (the Sami University of Applied Sciences) in Kautokeino. The Sami Parliament also promotes co-operation with other Sami institutions in Norway. The foundation Norden promotes projects between Tornedalians in Northern Finland and Northern Norway. In addition, the Swedish-Finnish Cultural Foundation promotes cultural cooperation between Sweden and Finland. The Committee of Experts asks the Swedish authorities to increase this co-operation for other national minority languages where applicable and use teaching materials and media content developed abroad.

1.2 The situation of the individual regional or minority languages in Sweden

70. **Finnish** is to some extent present at all educational levels in Sweden. Preschool education is provided for example in Luleå for 19 children, but the demand is double that figure. Primary education is provided in “charter” or independent schools besides public schools funded entirely by the state authorities. The successful operation of the schools has become difficult as state funding was reduced in the current monitoring cycle. The total number of students receiving mother tongue education was 4833 in 2020. The number of students in the secondary level was considerably lower (142)⁴² in the same period, due to the fact the education offer in Finnish in secondary school is rare and follows restricting regulations.

71. Finnish is taught as a subject in Stockholm, Umeå and Uppsala universities. Stockholm University continued teacher training in Finnish in this monitoring cycle. Several subjects, like Finnish literature and cultural studies, are provided in Finnish in this university. Trainings to become a subject teacher of Finnish are being offered as freestanding courses followed by supplementary teaching practice training. The freestanding courses also function as qualifying courses for working teachers. Stockholm University is also providing subject teacher courses as a distance education from September 2020. This initiative has attracted a greater number

⁴² See the tables on pages 11-13 of the [eighth periodical report of Sweden](#).

of students. Despite these measures, the number of teacher training students still remains low, even if it is increasing, much due to the provision of on-line remote education. Stockholm University continues to be financed with SEK 2.1 million per year for subject teacher training. According to speakers' representatives, there may be at least 300-400 persons who possess teaching qualification besides good command of Finnish, but due to the lack of registration connected to their national minority language skills they are invisible to the education system. The professor of Finnish at Stockholm University, who is the only professor of Finnish in Sweden, retires in 2022. The Committee of Experts asks the Swedish authorities to provide information about the professorship in the next periodical report.

72. According to the figures provided by the state authorities, 4054 students attended the adult education courses in Finnish in 2019.⁴³ This represents a stagnation compared to previous years. The Committee of Experts asks the authorities to update this information in the next periodical report.

73. In 2020, around 20 Sweden Finnish organisations and associations received support for language and culture projects focused on language revitalisation through ISOF.

74. Finnish can be used in Swedish courts, as there are 16 licensed Finnish court interpreters in the municipalities belonging to the Finnish administrative area,⁴⁴ but according to information received during the on-the-spot visit, it seems that interpretation is mostly provided for Finnish citizens who do not speak Swedish. Some municipalities like Luleå or the Norrbotten County Administrative Board, offer basic Finnish language administrative forms and reply to oral or written communications in Finnish. The use of Finnish in administration is not common even in the Finnish administrative area.

75. Finnish is well represented in television and radio. In 2020, SVT broadcasted a total of 467 hours and SR broadcasted 7495 hours, while UR broadcasted 43 hours of programmes on TV and radio. A total of 4491 hours of these broadcasts were new productions. The Committee of Experts has not been informed of any private TV channels in Finnish, but TV Finland broadcasts programs taken over from the Finnish public broadcaster called *Yle*. These broadcasts are subsidised by the Swedish authorities. SVT, SR and UR all use on-line access to programmes after their initial broadcast. It is not known to what extent on-line services are easily available for elderly speakers, whereas younger speakers use these services more frequently.

76. According to the periodical report, two weekly newspapers in Finnish received funding of SEK 3.761.000 (*Ruotsin Suomalainen*) and SEK 1.763.000 (*Suomen Uutisviikko*) respectively in 2021. The subsidy is slightly lower in the case of the *Ruotsin Suomalainen* and the same for the latter compared to the subsidy granted in 2019. In addition, there is currently one newspaper (*Haparandabladet*) that publishes partly in Finnish and Meänkieli, but the main part is in Swedish. This newspaper is entitled to receive subsidies for Finnish and Meänkieli. In 2021, this newspaper was granted SEK 2.995.000, the same amount as in 2019.

77. The Committee of Experts was informed that one of the most affected groups of citizens was the Finnish speaking elderly in Sweden during the COVID-19 pandemic. Speakers reported that the lack of Finnish speaking qualified staff in elderly homes has caused problems in Västerås municipality⁴⁵ which belongs to the Finnish administrative area. The Committee of Experts emphasises in line with its statements⁴⁶ that the elderly speakers constitute a vulnerable minority within the entire population which may be affected in crisis situations even more. Automatic translation services may be used by the authorities to facilitate communication, but with restricted accuracy.

⁴³ Ibid.

⁴⁴ Data provided by the National Court Administration of Sweden.

⁴⁵ <https://www.svt.se/nyheter/lokalt/vastmanland/vasteras-biblioteks-skamt-om-coronarutiner-pa-skamtfinnska-blev-viralt> ("Internal covid-joke in Västerås about Swedish-Finns became viral").

⁴⁶ „Communication in regional or minority languages of outmost importance in global medical crises” 25/03/2020 <https://www.coe.int/en/web/>.

78. **Meänkieli** is a language mainly spoken in the region of Tornedalen in Norrbotten county which is neighbouring and partly overlapping with the *Sápmi* region. The speakers consider their traditional lifestyle to be very similar to that of the Sami and are striving for similar recognition and subsidies as the Sami receive from the government. According to the information provided by the authorities, 169 students received mother tongue education in Meänkieli in the primary school and only 7 students in the secondary school in 2020.⁴⁷ According to the speakers, instruction is provided before the regular classes start in the morning. The schools offering Meänkieli are sparsely located in Norrbotten county, which sometimes makes it difficult for the parents to find schools offering education in Meänkieli.

79. Umeå University, besides offering basic language courses, is commissioned for teacher training in Meänkieli. 30 higher-education credits are offered as incentives to the students who continue learning Meänkieli in secondary schools. The University also states that it has only one teacher specialised in language education in Meänkieli. In the academic year of 2019-2020 the teacher resource in Meänkieli was reinforced temporarily with a part-time teacher. Despite the financial incentives, there is no subject teacher training in Meänkieli in Sweden currently, since qualified are lacking. Due to the lack of students, Umeå University offers only online language courses. The acute shortage of qualified teachers at all levels continues to be the main obstacle in the process of the revival of Meänkieli.

80. The right to use Meänkieli in judiciary is impossible due to the fact that, according to data provided by the state authorities, there are no licensed Meänkieli court interpreters in Sweden. The use of Meänkieli in administration is possible, within the administrative area for Meänkieli. This is feasible due to the fact that there is no need for licensed interpreters in administration, and that some municipalities like Kalix, Övertorneå, Kiruna, Luleå and the Norrbotten County Administrative Board offer a limited selection of administrative forms and ensure interpretation and translation into Meänkieli. This possibility is seldom used, though.

81. In 2020, 1203 hours in Meänkieli were broadcast by the SVT (61 hours), SR (1123 hours) and UR (19 hours) in both TV and radio. A total of 407 of these hours were first broadcasts, which constitutes a marginal increase of all broadcasts and a larger increase of first broadcasts compared to previous years. There was a slight decrease in Meänkieli in the printed media, though. *Haparandabladet* newspaper is published twice a week with only half-page in Meänkieli. In 2020, the Swedish Film Institute financed the production of a long feature film and another two short films in Meänkieli. In 2020, a special crisis subsidy was granted to the media industry to counterbalance the financial impact of the COVID-19 pandemic. *Haparandabladet* received funding from two forms of subsidies. The newspaper's subsidy on account of the COVID-19 pandemic totalled SEK 123.076 in temporary publication subsidy and SEK 788.919 in editorial aid.

82. According to officials working for regional level administration, basic information is provided on the rights of national minorities in Meänkieli in all 9 municipalities that are included in the administrative area for Meänkieli.

83. The Truth and Reconciliation Commission for Tornedalians, Kven and Lantalaïset was set up by the government in 2020 to investigate the cases of alleged misconduct of the Swedish authorities against the Tornedalians, and the effects of the assimilation policy of Sweden. The Committee of Experts considers that the decision of the Swedish government is commendable and the result of the work of the Commission would help to eliminate prejudice and increase acceptance of the Tornedalians in Sweden. The Committee of Experts asks the Swedish authorities to report on the developments and the work of the Truth and Reconciliation Commission in the next periodical report.

84. **Romani Čhib** is protected as a non-territorial language. The several dialects spoken in Sweden are ratified as one minority language, Kalé being one of the Romani dialects longest established in Sweden.

⁴⁷ See the tables on pages 11-13 of the [eighth periodical report of Sweden](#).

85. According to the speakers, their attitude that was based on prior negative experience is slowly changing and they look for preschool places for their children where Romani is taught. However, the educational offer is limited in preschool. Some municipalities provide mother tongue education in primary education. The number of students receiving mother tongue instruction was 740 in the primary and 25 in the secondary school in 2020.⁴⁸ However, the one hour per week of teaching the language is not considered sufficient for the preservation and development of the language by the Committee of Experts.

86. Södertörn University College was first commissioned with teacher training and Romani studies in 2013. The course for mother tongue teachers in Romani stopped in 2017 and was not renewed. Subject teacher education in this university has continued in 2020. 50 students participated in the freestanding course of Romani studies in 2019. These courses were not available due to the COVID-19 restrictions in 2020, but continuation of these courses was important for the future of the subject teacher training. Based on the experience of teaching Romani and the need for unbroken chain of education, representatives of the university recommended that the original commission should be amended to include training of preschool teachers and the credits given for mother tongue teachers should be aligned with credits of the general teacher training. According to Södertörn University College, no significant progress was achieved in teaching in Romani and teacher training since the last monitoring cycle. The government has announced a plan to evaluate and renew the bridge builders' course for educational and social affairs purposes in 2022. The Committee of Experts asks the Swedish authorities to report on the outcome of this plan in the next periodical report.

87. According to the eighth periodical report legal proceedings are under way against the Intercultural Folk High School (Agnesberg Folk High School), which was commissioned to provide adult education in Romani, due to allegations of misuse of government grants. The case is being dealt with within the Administrative Court in Stockholm. As it is not clear how this legal procedure affects the teaching in Romani in that institution, the Committee of Experts asks the state authorities to report on this matter in the next periodical report.

88. The Swedish National Agency for Education continues to finance the teaching of Roma tradition and history in Stockholm and in Malmö in primary education. As the principals have the mandate to choose the teaching material, there is no sufficient information to what extent the existing material on Roma history is used, though.⁴⁹ The Committee of Experts repeats that according to information it received, teaching of the history of national minorities will be removed from the history syllabus for grades 7-9 from the autumn semester of 2022, and added to the teaching of human rights in the subject of social studies. As raising awareness and fighting prejudice against Roma is vital for the future of Romani in Sweden, the Committee of Experts asks the Swedish authorities to report on what impact this change has on the teaching about the history of Roma in the next report on the implementation of the recommendations for immediate action.

89. Representatives of the speakers informed the Committee of Experts that consultation with the authorities on local level has improved, but the focus should be shifted from consultation to implementation on state authority level.

90. Broadcasts in Romani Čhib in public television and radio increased from 423 hours in 2013 to 540 hours in 2019, and to 546 hours in 2020. 191 hours of those were new broadcasts. The production of two short films in Romani was financed by the Swedish Film Institute in 2020.

91. The Swedish Arts Council continued the literacy promotion measures with Roma minorities in collaboration with Roma representatives and experts in 2020. A "reading ambassador" was appointed by the Swedish Arts Council to promote reading in Romani, and 31 public libraries joined the project by 2021.

⁴⁸ See the tables on pages 11-13 of the [eighth periodical report of Sweden](#).

⁴⁹ See also: para 85 and para 30 of the [Fourth Opinion of the Advisory Committee on Sweden](#) adopted on 22 June 2017.

92. ISOF continues to strengthen Romani Čhib through various measures in language planning, terminology and language policy in order to facilitate the interaction between the speakers. The ISOF financed 12 projects linked to language revitalisation in 2020. Grants were awarded to Malmö Youth Centre and to the "With language through history" performance of the Roma Dance Association. In 2020, a COVID-19 glossary was published in Romani Čhib, and in 2021 a social services glossary was published in the dialects of Arli, Lovari and Kalderash. The ISOF continued working on glossaries that would enable to use these languages in the modern world and in the interactions with the authorities. A conference was held in 2020 and in 2021 for mother tongue teachers of Romani by the ISOF and the National Agency of Education, in order to support teacher training.

93. There are five **Sami** languages (North, Lule, Pite, Ume and South) spoken in Sweden. The languages are in a somewhat different situation. North Sami has the most speakers, and it is the least endangered of the Sami languages. The other languages have fewer speakers. All Sami languages are subject to revitalisation efforts, and some of it is conducted by the Sami Language Centre in Tärnaby. As a continuation of this work, the Sami Parliament proposed a new phase of the language revitalisation in 2020, which aims at turning the negative linguistic trends and promote the use of these Sami languages. The only existing Sami Language Centre and its four local offices were opened in 2010. The Language Centre and the local offices are trying to expand activities to cover most of Sápmi. The second and third language centres are scheduled to open from 2022 to assist operations in the North, Lule and Pite Sami areas, respectively.

94. According to data provided by the state authorities the number of students in primary receiving Sami mother language education was 443 and 23 at secondary school in the academic year of 2019-2020.⁵⁰ The reason for the high drop-out numbers is partly due to a fact that the only school offering Sami education in secondary school, is in Jokkmokk. These figures almost equal those from the previous monitoring cycle.

95. The Committee was informed that the existence of the Tärnaby Sami School is in danger to this day, due to financial reasons. The Committee asks the Swedish authorities to provide detailed information on the future prospects of that school and the organisation of South Sami language education in the next periodical report.

96. Umeå University continues to be responsible for the expansion of subject teacher training in Sami, with teachers specialising in three different Sami languages and Sami culture. The five-year subject teacher training courses were discontinued in 2018 and have not been reinstated to this day. Students accepted to the freestanding courses in Sami are offered distance education, with an optional supplementary teaching practice training. According to the lecturers from the university, it is not possible to offer all courses each academic year, due to the shortage of students and teachers. The lecturers also feel that it would be more advantageous if more preschool and primary school teachers would be trained to ensure teaching of Sami from early age. The salaries of Sami teachers are still higher in Norway which is more appealing for the graduates, and some choose to work in Norway instead of Sweden. According to the lecturers from the university, the amount of teaching materials is only sufficient in North Sami, and the number of students applying for courses is relatively low. These factors make education and teacher training sustainable in Umeå University only, therefore training projects for South and Lule Sami should be jointly organised with universities from Norway. The production of own teaching materials is difficult and expensive, therefore textbooks from Finland and Norway could be used. Umeå University is currently cooperating with universities from Finland and Norway, but stronger co-operation along the lines described could lead to better results. The Committee of Experts asks the Swedish authorities to facilitate the cross-border collaboration of universities, the acquisition of teaching materials from abroad, promote teacher training in Sami and report on the progress in the next periodical report.

97. In order to reinforce the production of teaching materials, the Sami Education Board was granted an extra SEK 6 million for 2021 and 2022 and of SEK 4 million in 2023 by the government.

⁵⁰ See the tables on pages 11-13 of the [eighth periodical report of Sweden](#).

98. The Sami youth organisation called *Sáminuorra* is independent of the Sami Parliament. It is based in Jokkmokk and has five local branches in other locations. Their members work on the preservation of Sami culture and language and assist Swedish media on how to present issues related to Sami. They also observe the social media and alert the state authorities if prejudice or discrimination against Sami are observed. *Sáminuorra* and the Sami Language Centre are maintaining their mentorship program, where a mentor Sami speaker is supervising the language education of a younger speaker. The Committee of Experts was informed during the on-the-spot visit that *Sáminuorra* maintains contacts only with Sami associations and feels that a broader consultation with youth organisations of the other national minority organisations would be in the interest of all national and minority language speakers.

99. The right to use Sami in judiciary seems impossible due to the fact that, according to data provided by the state authorities, currently there are no licensed Sami court interpreters in Sweden. The use of Sami in administration is possible within the administrative area for Sami. This is feasible due to the fact that there is no need for licensed court interpreters in administration, and that some municipalities and the Norrbotten County Administrative Board offer a limited selection of administrative forms and ensure interpretation and translation into Sami, although this possibility is seldom used. The National Board of Health and Welfare translated information into Sami for health care staff, including information in connection with the COVID-19 pandemic. The share of elderly care homes that are able to provide health and social care for people speaking Sami was 1% nationally and 7% in the administrative municipalities in 2020, according to the National Board of Health and Welfare's report.

100. The presence of Sami in public media has risen since the last monitoring cycle. SVT, SR and UR offered a wide selection of educational and cultural programs for various age groups. A total of 1614 hours were broadcast in Sami in 2020, of which 834 hours were first broadcasts, which is considerably more than the 1418 hours of broadcast in 2018. Public broadcasters from Finland and Norway are producing a Sami news program *Oddasat* jointly with their Swedish partner, the SVT. A production of a long feature film and two short films in Sami was financed by the Swedish Film Institute in 2020, along with a synchronisation of a new animated film. There is no daily newspaper in Sami, only periodicals. The relaxation of the criteria for minority language media subsidy applies to Sami as well. The Committee of Experts asks the Swedish authorities to provide information regarding online publications in Sami.

101. The Sami Language Centre organised a writing competition in co-operation with the foundation Stiftelsen Gaaltije, as the project owner, and Region Jämtland Härjedalen in 2020. The aim of the competition was to promote interest of South Sami literature.

102. The government has ensured the Swedish part of the co-financing of *Sámi Giellagáldu* with SEK 5 million per year for 2022-2024. This organisation is responsible for co-ordinating a coherent language standardisation of the Sami languages in Sweden, Norway and Finland. The Committee of Experts welcomes this Nordic collaboration for the benefit of the Sami languages.

103. In 2020 the Sami Parliament was allocated SEK 4 million to use specifically as crisis support to Sami culture in order to compensate the impact of the COVID-19 pandemic.

104. The Truth Commission on the Violations by the Swedish State Concerning the Sami People was set up by the government on 3 November 2021 to investigate the cases of alleged misconduct of the Swedish authorities against Sami in the past. The Committee of Experts considers that the decision of the Swedish government is commendable, and that the result of the work of the Commission would help to eliminate prejudice and increase acceptance of Sami in Sweden. The Committee of Experts asks the Swedish authorities to report on the developments and the work of the Truth Commission in the next periodical report.

105. According to the eighth periodical report interest in learning **Yiddish** is increasing among the younger generation. ISOF continues to increase visibility of Yiddish by offering language advice through media and supporting conferences for mother tongue teachers. As Yiddish is a non-territorial language with fewer speakers than the other four national minority languages of Sweden, advising and supporting municipalities in developing their own national minority protection policies in respect of Yiddish is an obligation that ISOF takes

as a priority. The terminology of the language is being modernised in order to make the use of Yiddish possible in the public life in Sweden. As a result of this work, ISOF published a printed Yiddish-Swedish-Yiddish dictionary in 2021 and its digital version in 2022. As part of the revitalisation work, ISOF funded projects such as the “Map guide to Malmö’s Jewish history in Yiddish” and the publication of the Yiddish community from Gothenburg called “Yiddish in Relle” in 2020.

106. Lund University managed to continue to provide language courses at various levels since 2019, as part of its commission received from the government. A total of seven courses were offered with the participation of 23 students in 2020. Teacher training is secured partly due to the fact that retired teachers are willing to teach again, according to representatives of the university. The increasing demand for learning Yiddish is linked to a more tolerant attitude towards Yiddish. Funds are provided by the government, which gives an opportunity for Lund University to extend the range of books and literature they publish. Lund University is becoming a leading promoter of this national minority language in Sweden.

107. Yiddish is not used at preschool level. According to data provided by the state authorities only 6 students studied Yiddish in primary schools in 2020, whereas the corresponding figure in secondary school is “fewer than five”.⁵¹ Speakers’ associations organise language courses in Stockholm and in Malmö occasionally, which are not sufficient to substitute the lack of education organised by the state. The number of non-speakers in the courses in Lund University has been steadily growing.

108. As a follow up of the recommendation of the Committee of Expert in the previous evaluation report, the Swedish National Council of Adult Education continued to finance Yiddish language and culture preservation work of Paideia Folk High School. As there was no teacher education in Yiddish in Sweden before, the Committee of Experts therefore welcomes the new commission of Lund University to organise teacher training from 2022 and asks the authorities to report on the progress in the next periodical report.

109. The possibilities to receive elderly care in Yiddish is hampered by the fact that the National Board of Health and Welfare has no comprehensive information on the skills of the medical staff in all minority languages. The speakers reported that in Stockholm and Gothenburg where there is staff with knowledge of Yiddish in some care homes, new admissions are only accepted from speakers residing in those municipalities. The Committee of Experts reiterates the importance of collecting reliable data on the speakers’ national minority language skills and asks the Swedish authorities to take effective steps to address this problem.

110. Yiddish is not well represented in media, partly because Yiddish was the only national minority language in Sweden for which there was no requirement of an annual increase in broadcasting time. The government changed this policy in 2020 and concluded that Yiddish should be given the same position in broadcasting licences as the other minority languages. This envisages a gradual increase of annual broadcasting time. The figures of the total broadcast in 2020 were: SR 9 hours, UR 5 hours and SVT 4 hours, in total with 9 hours as new productions. The Committee of Experts conveys the wish of the speakers that they should be consulted in the progress of producing new content, to ensure that it is appropriate and relevant for their community.

⁵¹ See the tables on pages 11-13 of the [eighth periodical report of Sweden](#).

Chapter 2 Compliance of Sweden with its undertakings under the European Charter for Regional or Minority Languages and recommendations

2.1 Finnish

2.1.1 Compliance of Sweden with its undertakings under the European Charter for Regional or Minority Languages concerning the protection and promotion of Finnish

Symbols used to mark changes in the evaluation compared to the previous monitoring cycle: ↗ improvement ↘ deterioration = no change

| The Committee of Experts considers the undertaking*: | | | | | |
|--|--|-----------|------------------|--------------------|---------------|
| Article | Undertakings of Sweden concerning Finnish ⁵² | fulfilled | partly fulfilled | formally fulfilled | not fulfilled |
| Part II of the Charter <i>(Undertakings which the state must apply to all regional or minority languages within its territory)</i> | | | | | |
| Art. 7 – Objectives and principles | | | | | |
| 7.1.a | recognition of Finnish as an expression of cultural wealth | = | | | |
| 7.1.b | ensure that existing or new administrative divisions do not constitute an obstacle to the promotion of Finnish | | = | | |
| 7.1.c | resolute action to promote Finnish | | ↗ | | |
| 7.1.d | facilitation and/or encouragement of the use of Finnish, in speech and writing, in public life (education, judicial authorities, administrative authorities and public services, media, cultural activities and facilities, economic and social life, transfrontier exchanges) and private life | | = | | |
| 7.1.e | • maintenance and development of links, in the fields covered by this Charter, between groups in the State using Finnish • establishment of cultural relations with other linguistic groups | | = | | |
| 7.1.f | provision of forms and means for the teaching and study of Finnish at all appropriate stages | | = | | |
| 7.1.g | provision of facilities enabling (also adult) non-speakers of Finnish to learn it | = | | | |
| 7.1.h | promotion of study and research on Finnish at universities or equivalent institutions | = | | | |
| 7.1.i | promotion of transnational exchanges, in the fields covered by this Charter, for the benefit of Finnish | = | | | |
| 7.2 | eliminate any unjustified distinction, exclusion, restriction or preference relating to the use of Finnish | | | | = |
| 7.3 | • promote mutual understanding between all the linguistic groups of the country • promote the inclusion of respect, understanding and tolerance in relation to Finnish among the objectives of education and training • encourage the mass media to include respect, understanding and tolerance in relation to Finnish among their objectives | | = | | |
| 7.4 | • take into consideration the needs and wishes expressed by the group which uses Finnish • establish a body for the purpose of advising the authorities on all matters pertaining to Finnish | ↗ | | | |
| Part III of the Charter <i>(Additional undertakings chosen by the state for specific languages)</i> | | | | | |
| Art. 8 – Education | | | | | |
| 8.1.iii | make available pre-school education in Finnish or a substantial part of pre-school education in Finnish at least to those pupils whose families so request and whose number is considered sufficient | | = | | |
| 8.1.biv | make available primary education in Finnish, a substantial part of primary education in Finnish or teaching of Finnish as an integral part of the curriculum at least to those pupils whose families so request and whose number is considered sufficient | | | | ↘ |

⁵² In order to facilitate readability, the provisions of the Charter appear here in a shortened and simplified form. The complete version of each provision can be consulted on the website of the Treaty Office: <http://www.coe.int/en/web/conventions/> (treaty No. 148).

| The Committee of Experts considers the undertaking*: | | | | | | |
|---|--|-----------|------------------|--------------------|---------------|---------------|
| Article | Undertakings of Sweden concerning Finnish ⁵² | fulfilled | partly fulfilled | formally fulfilled | not fulfilled | no conclusion |
| 8.1.civ | make available secondary education in Finnish, a substantial part of secondary education in Finnish or teaching of Finnish as an integral part of the curriculum at least to those pupils who so wish in a number considered sufficient | | | | ✓ | |
| 8.1.div | make available technical and vocational education in Finnish, a substantial part of technical and vocational education in Finnish or teaching of Finnish as an integral part of the curriculum at least to those pupils who so wish in a number considered sufficient | | | | = | |
| 8.1.eiii | encourage and/or allow the provision of university or other forms of higher education in Finnish or of facilities for the study of Finnish as a university or higher education subject | = | | | | |
| 8.1.fiii | favour and/or encourage the offering of Finnish as a subject of adult and continuing education | = | | | | |
| 8.1.g | ensure the teaching of the history and the culture which is reflected by Finnish | | | ↗ | | |
| 8.1.h | provide the basic and further training of the teachers teaching (in) Finnish | | = | | | |
| 8.1.i | set up a supervisory body responsible for monitoring the progress achieved in the teaching of Finnish and for drawing up public periodic reports of its findings | | | | = | |
| 8.2 | in territories other than those in which Finnish is traditionally used, allow, encourage or provide teaching in or of Finnish at all the appropriate stages of education | | = | | | |
| Art. 9 – Judicial authorities | | | | | | |
| 9.1.a ii | guarantee the accused the right to use Finnish in criminal proceedings, if necessary by the use of interpreters and translations involving no extra expense for the persons concerned | | | | | = |
| 9.1.a iii | provide that requests and evidence, whether written or oral, shall not be considered inadmissible in criminal proceedings solely because they are formulated in Finnish, if necessary by the use of interpreters and translations involving no extra expense for the persons concerned | | | | | = |
| 9.1.a iv | produce, on request, documents connected with criminal legal proceedings in Finnish, if necessary by the use of interpreters and translations involving no extra expense for the persons concerned | | | | | = |
| 9.1.b ii | allow, whenever a litigant has to appear in person before a court, that he or she may use Finnish in civil proceedings without thereby incurring additional expense, if necessary by the use of interpreters and translations | | | | | = |
| 9.1.b iii | allow documents and evidence to be produced in Finnish in civil proceedings, if necessary by the use of interpreters and translations | | | | | = |
| 9.1.c ii | allow, whenever a litigant has to appear in person before a court, that he or she may use Finnish in proceedings concerning administrative matters without thereby incurring additional expense, if necessary by the use of interpreters and translations | | | | | = |
| 9.1.c iii | allow documents and evidence to be produced in Finnish in proceedings concerning administrative matters, if necessary by the use of interpreters and translations | | | | | = |
| 9.1.d | with regard to the conduct of civil and/or administrative proceedings in Finnish and the related use of documents and evidence in Finnish, ensure that the use of interpreters and translations does not involve extra expense for the persons concerned | | | | | = |
| 9.2.a | not to deny the validity of legal documents solely because they are drafted in Finnish | = | | | | |
| 9.3 | make available in Finnish the most important national statutory texts and those relating particularly to users of Finnish | | = | | | |
| Art. 10 – Administrative authorities and public services | | | | | | |
| 10.1.a iii | ensure that users of Finnish may submit oral or written applications to local branches of the national authorities and receive a reply in Finnish | | = | | | |
| 10.1.c | allow the national authorities to draft documents in Finnish | | = | | | |
| 10.2.b | possibility for users of Finnish to submit oral or written applications in Finnish to the regional or local authority | = | | | | |
| 10.2.c | publication by regional authorities of their official documents also in Finnish | | | | = | |
| 10.2.d | publication by local authorities of their official documents also in Finnish | | = | | | |

| The Committee of Experts considers the undertaking*: | | | | | |
|--|---|-----------|------------------|--------------------|---------------|
| Article | Undertakings of Sweden concerning Finnish ⁵² | fulfilled | partly fulfilled | formally fulfilled | not fulfilled |
| 10.2.g | use or adoption, if necessary in conjunction with the name in the official language, of place names in Finnish | = | | | |
| 10.4.a | provide translation or interpretation | | | ✓ | |
| 10.5 | allow the use or adoption of family names in Finnish | = | | | |
| Art. 11 – Media | | | | | |
| 11.1.a.iii | make provision so that public broadcasters offer radio and television programmes in Finnish | = | | | |
| 11.1.ci | encourage and/or facilitate the creation of at least one private television channel in Finnish | | | | ✓ |
| 11.1.d | encourage and/or facilitate the production and distribution of audio and audiovisual works in Finnish | | = | | |
| 11.1.ei | encourage and/or facilitate the creation and/or maintenance of at least one weekly or daily newspaper in Finnish | = | | | |
| 11.1.fii | apply existing measures for financial assistance also to audiovisual productions in Finnish | = | | | |
| 11.2 | <ul style="list-style-type: none"> • guarantee freedom of direct reception of radio and television broadcasts from neighbouring countries in Finnish • do not oppose the retransmission of radio and television broadcasts from neighbouring countries in Finnish • ensure the freedom of expression and free circulation of information in the written press in Finnish | = | | | |
| Art. 12 – Cultural activities and facilities | | | | | |
| 12.1.a | encourage production, reproduction and dissemination of cultural works in Finnish | = | | | |
| 12.1.b | foster access in other languages to works produced in Finnish by aiding and developing translation, dubbing, post-synchronisation and subtitling | = | | | |
| 12.1.c | foster access in Finnish to works produced in other languages by aiding and developing translation, dubbing, post-synchronisation and subtitling | = | | | |
| 12.1.d | ensure that the bodies organising or supporting cultural activities incorporate the knowledge and use of the Finnish language and culture in the undertakings which they initiate or for which they provide backing | = | | | |
| 12.1.f | encourage direct participation by representatives of the users of Finnish in providing facilities and planning cultural activities | = | | | |
| 12.1.g | encourage and/or facilitate the creation of a body responsible for collecting, keeping a copy of and presenting or publishing works produced in Finnish | | = | | |
| 12.1.h | create and/or promote and finance translation and terminological research services, particularly with a view to maintaining and developing administrative, commercial, economic, social, technical or legal terminology in Finnish | = | | | |
| 12.2 | In territories other than those in which Finnish is traditionally used, allow, encourage and/or provide cultural activities and facilities using Finnish | = | | | |
| Art. 13 – Economic and social life | | | | | |
| 13.1.a | eliminate from the legislation any provision prohibiting or limiting without justifiable reasons the use of Finnish in documents relating to economic or social life, particularly contracts of employment, and in technical documents such as instructions for the use of products or installations | = | | | |
| Art. 14 – Transfrontier exchanges | | | | | |
| 14.a | apply bilateral and multilateral agreements with the States in which Finnish is used in identical or similar form, or conclude such agreements, to foster contacts between the users of Finnish in the States concerned in the fields of culture, education, information, vocational training and permanent education | = | | | |
| 14.b | for the benefit of Finnish, facilitate and/or promote co-operation across borders, in particular between regional or local authorities in whose territory Finnish is used in identical or similar form | = | | | |

* The Committee of Experts of the European Charter for Regional or Minority Languages evaluates the compliance of States Parties with their undertakings under the Charter as follows:

Fulfilled: Policies, legislation and practice are in conformity with the Charter.

Partly fulfilled: Policies and legislation are wholly or partly in conformity with the Charter, but the undertaking is only partly implemented in practice.

Formally fulfilled: Policies and legislation are in conformity with the Charter, but there is no implementation in practice.

Not fulfilled: No action in policies, legislation and practice has been taken to implement the undertaking.

No conclusion: The Committee of Experts is not in a position to conclude on the fulfilment of the undertaking as no or insufficient information has been provided by the authorities.

Changes in the evaluation compared to the previous monitoring cycle

111. Funding of the minority associations was increased (see para 24 and 27 of this report). This was also confirmed by the Finnish speakers, therefore Article 7.1.c is partly fulfilled.

112. The Finnish minority associations received additional funding through ISOF, therefore Article 7.4 is fulfilled.

113. The Committee of Experts established that the limited offer of teaching of Finnish is still in place and that one hour teaching time has not been changed. The Committee of Experts therefore concludes that Article 8.1.biv. and Article 8.1.civ. are not fulfilled.

114. The Committee of Experts was informed that teaching of the history of national minorities will be removed from the history syllabus for grades 7-9 from the autumn semester of 2022 and added to the teaching of human rights in the subject of social studies. It is not clear to the Committee of Experts how the teaching about the history of national minorities will take place in primary school. Also, according to speakers although teaching of the history and the culture of the Sweden Finns is in the syllabus, teachers do not use these materials in many cases, therefore Article 8.1.g is formally fulfilled.

115. According to the information received during the on-the spot visit, translation or interpretation into Finnish is possible in local or regional administration upon explicit request. However, as there is no precise information on this option being actually used, the Committee of Experts considers Article 10.4.a. formally fulfilled.

116. According to information received during the on-the-spot visit, the private television channel stopped operation, but the Committee of Experts asks the authorities to confirm this, therefore the Committee of Experts is not able to conclude on Article 11.1.ci.

2.1.2 Recommendations by the Committee of Experts on how to improve the protection and promotion of Finnish in Sweden

The Committee of Experts encourages the Swedish authorities to comply with all undertakings under the European Charter for Regional or Minority Languages which are not considered “fulfilled” (see under 2.1.1 above), as well as to continue to comply with those that are fulfilled. In doing so, the authorities should take particular account of the recommendations set out below. The recommendations by the Committee of Ministers⁵³ of the Council of Europe on the application of the Charter in Sweden remain valid in their own right. Recommendations made in the monitoring procedure of the Charter aim to support the authorities in the implementation process.

I. Recommendations for immediate action

- a. **Extend the number of hours dedicated to teaching of and in Finnish in primary and secondary schools.**
- b. **Take further steps to develop a structured policy concerning teacher training at all education levels, in co-operation with the Finnish speakers.**
- c. **Extend the grounds set out in the Discrimination Act so as to cover explicitly discrimination based on language.**

⁵³ [CM/RecChL\(2020\)5](#) Council of Ministers Recommendation adopted on 8 December 2020; see also Recommendations: [CM/RecChL\(2003\)1](#) adopted on 19 June 2003; [CM/RecChL\(2006\)4](#) adopted on 27 September 2006; [CM/RecChL\(2009\)3](#) adopted on 5 May 2009; [CM/RecChL\(2011\)3](#) adopted on 12 October 2011; [CM/RecChL\(2015\)1](#) adopted 14 January 2015; [CM/RecChL\(2017\)1](#) adopted on 11 May 2017.

II. Further recommendations

- d. Set up a supervisory body or bodies responsible for monitoring the measures taken and progress achieved with regards to education.
- e. Ensure the use of interpretation and translation in court proceedings in Finnish in the whole administrative area for Finnish, also when the litigant has a command of Swedish.
- f. Strengthen the education offer in Finnish in municipalities which do not belong to the administrative area for Finnish, at all appropriate levels.
- g. Create a long-term support scheme for the Sweden-Finnish Archives.
- h. Provide information about the steps taken to create and implement the action plan for the promotion of the Finnish language.

2.2 Meänkieli

2.2.1 Compliance of Sweden with its undertakings under the European Charter for Regional or Minority Languages concerning the protection and promotion of Meänkieli

Symbols used to mark changes in the evaluation compared to the previous monitoring cycle: ↗ improvement ↘ deterioration = no change

| Article | The Committee of Experts considers the undertaking*: | | | | |
|---|--|-----------|------------------|--------------------|---------------|
| | Undertakings of Sweden concerning Meänkieli ⁵⁴ | fulfilled | partly fulfilled | formally fulfilled | not fulfilled |
| Part II of the Charter <i>(Undertakings which the state must apply to all regional or minority languages within its territory)</i> | | | | | |
| Art. 7 – Objectives and principles | | | | | |
| 7.1.a | recognition of Meänkieli as an expression of cultural wealth | = | | | |
| 7.1.b | ensure that existing or new administrative divisions do not constitute an obstacle to the promotion of Meänkieli | | = | | |
| 7.1.c | resolute action to promote Meänkieli | | ↗ | | |
| 7.1.d | facilitation and/or encouragement of the use of Meänkieli, in speech and writing, in public life (education, judicial authorities, administrative authorities and public services, media, cultural activities and facilities, economic and social life, transfrontier exchanges) and private life | | = | | |
| 7.1.e | • maintenance and development of links, in the fields covered by this Charter, between groups in the State using Meänkieli • establishment of cultural relations with other linguistic groups | | = | | |
| 7.1.f | provision of forms and means for the teaching and study of Meänkieli at all appropriate stages | | | | ✓ |
| 7.1.g | provision of facilities enabling (also adult) non-speakers of Meänkieli to learn it | | = | | |
| 7.1.h | promotion of study and research on Meänkieli at universities or equivalent institutions | | = | | |
| 7.1.i | promotion of transnational exchanges, in the fields covered by this Charter, for the benefit of Meänkieli | | = | | |
| 7.2 | eliminate any unjustified distinction, exclusion, restriction or preference relating to the use of Meänkieli | | | | = |
| 7.3 | • promote mutual understanding between all the linguistic groups of the country • promote the inclusion of respect, understanding and tolerance in relation to Meänkieli among the objectives of education and training • encourage the mass media to include respect, understanding and tolerance in relation to Meänkieli among their objectives | | = | | |
| 7.4 | • take into consideration the needs and wishes expressed by the group which uses Meänkieli • establish a body for the purpose of advising the authorities on all matters pertaining to Meänkieli | | = | | |
| Part III of the Charter <i>(Additional undertakings chosen by the state for specific languages)</i> | | | | | |
| Art. 8 – Education | | | | | |
| 8.1.iii | make available pre-school education in Meänkieli or a substantial part of pre-school education in Meänkieli at least to those pupils whose families so request and whose number is considered sufficient | | = | | |
| 8.1.biv | make available primary education in Meänkieli, a substantial part of primary education in Meänkieli or teaching of Meänkieli as an integral part of the curriculum at least to those pupils whose families so request and whose number is considered sufficient | | | | ✓ |
| 8.1.civ | make available secondary education in Meänkieli, a substantial part of secondary education in Meänkieli or teaching of Meänkieli as an integral part of the curriculum at least to those pupils who so wish in a number considered sufficient | | | | = |

⁵⁴ In order to facilitate readability, the provisions of the Charter appear here in a shortened and simplified form. The complete version of each provision can be consulted on the website of the Treaty Office: <http://www.coe.int/en/web/conventions> / (treaty No. 148).

| The Committee of Experts considers the undertaking*: | | | | | |
|---|--|-----------|------------------|--------------------|--------------------------------|
| Article | Undertakings of Sweden concerning Meänkieli ⁵⁴ | fulfilled | partly fulfilled | formally fulfilled | not fulfilled no conclusion |
| 8.1.div | make available technical and vocational education in Meänkieli, a substantial part of technical and vocational education in Meänkieli or teaching of Meänkieli as an integral part of the curriculum at least to those pupils who so wish in a number considered sufficient | | | | = |
| 8.1.eiii | encourage and/or allow the provision of university or other forms of higher education in Meänkieli or of facilities for the study of Meänkieli as a university or higher education subject | | = | | |
| 8.1.fiii | favour and/or encourage the offering of Meänkieli as a subject of adult and continuing education | = | | | |
| 8.1.g | ensure the teaching of the history and the culture which is reflected by Meänkieli | | | ↗ | |
| 8.1.h | provide the basic and further training of the teachers teaching (in) Meänkieli | | | ✓ | |
| 8.1.i | set up a supervisory body responsible for monitoring the progress achieved in the teaching of Meänkieli and for drawing up public periodic reports of its findings | | | | = |
| 8.2 | in territories other than those in which Meänkieli is traditionally used, allow, encourage or provide teaching in or of Meänkieli at all the appropriate stages of education | | = | | |
| Art. 9 – Judicial authorities | | | | | |
| 9.1.aii | guarantee the accused the right to use Meänkieli in criminal proceedings, if necessary by the use of interpreters and translations involving no extra expense for the persons concerned | | | | ✓ |
| 9.1.aiii | provide that requests and evidence, whether written or oral, shall not be considered inadmissible in criminal proceedings solely because they are formulated in Meänkieli, if necessary by the use of interpreters and translations involving no extra expense for the persons concerned | | | | ✓ |
| 9.1.aiv | produce, on request, documents connected with criminal legal proceedings in Meänkieli, if necessary by the use of interpreters and translations involving no extra expense for the persons concerned | | | | ✓ |
| 9.1.bii | allow, whenever a litigant has to appear in person before a court, that he or she may use Meänkieli in civil proceedings without thereby incurring additional expense, if necessary by the use of interpreters and translations | | | | ✓ |
| 9.1.biii | allow documents and evidence to be produced in Meänkieli in civil proceedings, if necessary by the use of interpreters and translations | | | | ✓ |
| 9.1.cii | allow, whenever a litigant has to appear in person before a court, that he or she may use Meänkieli in proceedings concerning administrative matters without thereby incurring additional expense, if necessary by the use of interpreters and translations | | | | ✓ |
| 9.1.ciii | allow documents and evidence to be produced in Meänkieli in proceedings concerning administrative matters, if necessary by the use of interpreters and translations | | | | ✓ |
| 9.1.d | with regard to the conduct of civil and/or administrative proceedings in Meänkieli and the related use of documents and evidence in Meänkieli, ensure that the use of interpreters and translations does not involve extra expense for the persons concerned | | | | ✓ |
| 9.2.c | not to deny the validity, as between the parties, of legal documents drawn up within the country solely because they are drafted in Meänkieli | = | | | |
| 9.3 | make available in Meänkieli the most important national statutory texts and those relating particularly to users of Meänkieli | | = | | |
| Art. 10 – Administrative authorities and public services | | | | | |
| 10.1.aiii | ensure that users of Meänkieli may submit oral or written applications to local branches of the national authorities and receive a reply in Meänkieli | | | | = |
| 10.1.c | allow the national authorities to draft documents in Meänkieli | | | = | |
| 10.2.b | possibility for users of Meänkieli to submit oral or written applications in Meänkieli to the regional or local authority | | | = | |
| 10.2.c | publication by regional authorities of their official documents also in Meänkieli | | | | = |
| 10.2.d | publication by local authorities of their official documents also in Meänkieli | | | | = |
| 10.2.g | use or adoption, if necessary in conjunction with the name in the official language, of place names in Meänkieli | = | | | |
| 10.4.a | provide translation or interpretation | | | ✓ | |
| 10.5 | allow the use or adoption of family names in Meänkieli | = | | | |

| The Committee of Experts considers the undertaking*: | | | | | |
|--|---|-----------|------------------|--------------------|---------------|
| Article | Undertakings of Sweden concerning Meänkieli ⁵⁴ | fulfilled | partly fulfilled | formally fulfilled | not fulfilled |
| Art. 11 – Media | | | | | |
| 11.1.a.iii | make provision so that public broadcasters offer radio and television programmes in Meänkieli | = | = | | |
| 11.1.d | encourage and/or facilitate the production and distribution of audio and audiovisual works in Meänkieli | = | | | |
| 11.1.ei | encourage and/or facilitate the creation and/or maintenance of at least one weekly or daily newspaper in Meänkieli | | | | = |
| 11.1.fii | apply existing measures for financial assistance also to audiovisual productions in Meänkieli | | | | = |
| 11.2 | <ul style="list-style-type: none"> • guarantee freedom of direct reception of radio and television broadcasts from neighbouring countries in Meänkieli • do not oppose the retransmission of radio and television broadcasts from neighbouring countries in Meänkieli • ensure the freedom of expression and free circulation of information in the written press in Meänkieli | = | | | |
| Art. 12 – Cultural activities and facilities | | | | | |
| 12.1.a | encourage production, reproduction and dissemination of cultural works in Meänkieli | = | | | |
| 12.1.b | foster access in other languages to works produced in Meänkieli by aiding and developing translation, dubbing, post-synchronisation and subtitling | | = | | |
| 12.1.d | ensure that the bodies organising or supporting cultural activities incorporate the knowledge and use of the Meänkieli language and culture in the undertakings which they initiate or for which they provide backing | = | | | |
| 12.1.f | encourage direct participation by representatives of the users of Meänkieli in providing facilities and planning cultural activities | = | | | |
| 12.1.g | encourage and/or facilitate the creation of a body responsible for collecting, keeping a copy of and presenting or publishing works produced in Meänkieli | | | | = |
| 12.2 | In territories other than those in which Meänkieli is traditionally used, allow, encourage and/or provide cultural activities and facilities using Meänkieli | = | | | |
| Art. 13 – Economic and social life | | | | | |
| 13.1.a | eliminate from the legislation any provision prohibiting or limiting without justifiable reasons the use of Meänkieli in documents relating to economic or social life, particularly contracts of employment, and in technical documents such as instructions for the use of products or installations | = | | | |
| Art. 14 – Transfrontier exchanges | | | | | |
| 14.a | apply bilateral and multilateral agreements with the States in which Meänkieli is used in identical or similar form, or conclude such agreements, to foster contacts between the users of Meänkieli in the States concerned in the fields of culture, education, information, vocational training and permanent education | = | | | |
| 14.b | for the benefit of Meänkieli, facilitate and/or promote co-operation across borders, in particular between regional or local authorities in whose territory Meänkieli is used in identical or similar form | = | | | |

* The Committee of Experts of the European Charter for Regional or Minority Languages evaluates the compliance of States Parties with their undertakings under the Charter as follows:

Fulfilled: Policies, legislation and practice are in conformity with the Charter.

Partly fulfilled: Policies and legislation are wholly or partly in conformity with the Charter, but the undertaking is only partly implemented in practice.

Formally fulfilled: Policies and legislation are in conformity with the Charter, but there is no implementation in practice.

Not fulfilled: No action in policies, legislation and practice has been taken to implement the undertaking.

No conclusion: The Committee of Experts is not in a position to conclude on the fulfilment of the undertaking as no or insufficient information has been provided by the authorities.

Changes in the evaluation compared to the previous monitoring cycle

117. Funding of the minority associations was increased (see para 24 and 27 of this report). This was also confirmed by the speakers, therefore Article 7.1.c is partly fulfilled.

118. All levels of education in and on Meänkieli are insufficient, therefore Article 7.1. f is not fulfilled (see also Article 8.).

119. The Committee of Expert establishes that the limited offer of teaching of Meänkieli is still in place and that one hour teaching time has not been changed, therefore Article 8.1.biv and Article 8.1.civ are not fulfilled.

120. The Committee of Experts was informed that teaching of the history of national minorities will be removed from the history syllabus for grades 7-9 from the autumn semester of 2022 and added to the teaching of human rights in the subject of social studies. It is not clear to the Committee of Experts how the teaching about the history of national minorities will take place in primary school. Also, according to speakers, although teaching of the history and the culture of the Tornedalians is in the syllabus, teachers do not use these materials in many cases, therefore Article 8.1.g is formally fulfilled.

121. A teacher education program has been set up at Umea University, but there are no teacher trainers with the required degree, therefore Article 8.1.h. is formally fulfilled.

122. According to information received from the National Court Administration, there are no licensed court interpreters for Meänkieli in Sweden. The right for the litigant to use Meänkieli before courts is therefore not ensured. The Committee of Experts considers the undertakings under Article 9.1 not fulfilled.

123. According to the information received during the on-the spot visit, translation or interpretation into Meänkieli is possible in local or regional administration upon explicit request. However, as there is no precise information on this option being actually used, the Committee of Experts considers Article 10.4.a formally fulfilled.

2.2.2 Recommendations by the Committee of Experts on how to improve the protection and promotion of Meänkieli in Sweden

The Committee of Experts encourages the Swedish authorities to comply with all undertakings under the European Charter for Regional or Minority Languages which are not considered “fulfilled” (see under 2.2.1 above), as well as to continue to comply with those that are fulfilled. In doing so, the authorities should take particular account of the recommendations set out below. The recommendations by the Committee of Ministers⁵⁵ of the Council of Europe on the application of the Charter in Sweden remain valid in their own right. Recommendations made in the monitoring procedure of the Charter aim to support the authorities in the implementation process.

I. Recommendations for immediate action

- a. **Extend the number of hours dedicated to teaching of and in Meänkieli in primary and secondary schools.**
- b. **Take further steps to develop a structured policy concerning teacher training at all education levels, in co-operation with the Meänkieli speakers.**
- c. **Extend the grounds set out in the Discrimination Act so as to cover explicitly discrimination based on language.**

⁵⁵ [CM/RecChL\(2020\)5](#) Council of Ministers Recommendation adopted on 8 December 2020; see also Recommendations: [CM/RecChL\(2003\)1](#) adopted on 19 June 2003; [CM/RecChL\(2006\)4](#) adopted on 27 September 2006; [CM/RecChL\(2009\)3](#) adopted on 5 May 2009; [CM/RecChL\(2011\)3](#) adopted on 12 October 2011; [CM/RecChL\(2015\)1](#) adopted 14 January 2015; [CM/RecChL\(2017\)1](#) adopted on 11 May 2017.

II. Further recommendations

- d. Provide information about the steps taken to create and implement the action plan for the promotion of the Meänkieli language.
- e. Set up a supervisory body or bodies responsible for monitoring the measures taken and progress achieved.
- f. Strengthen the education offer in Meänkieli in accordance with the speakers' needs and the undertakings ratified.
- g. Increase the presence of Meänkieli in broadcasting, especially in television.
- h. Ensure the right the Meänkieli speakers to use their language in court proceedings in the whole administrative area for Meänkieli, also when the litigant has a command of Swedish.

2.3 Romani

2.3.1 Compliance of Sweden with its undertakings under the European Charter for Regional or Minority Languages concerning the protection and promotion of Romani

Symbols used to mark changes in the evaluation compared to the previous monitoring cycle: ↗ improvement ↘ deterioration = no change

| Article | The Committee of Experts considers the undertaking*: | | | | |
|--|--|-----------|------------------|--------------------|---------------|
| | Undertakings of Sweden concerning Romani ⁵⁶ | fulfilled | partly fulfilled | formally fulfilled | not fulfilled |
| Part II of the Charter (Undertakings which the state must apply to all regional or minority languages within its territory) | | | | | |
| Art. 7 – Objectives and principles | | | | | |
| 7.1.a | recognition of Romani as an expression of cultural wealth | = | | | |
| 7.1.b | ensure that existing or new administrative divisions do not constitute an obstacle to the promotion of Romani | | | | = |
| 7.1.c | resolute action to promote Romani | | = | | |
| 7.1.d | facilitation and/or encouragement of the use of Romani, in speech and writing, in public life (education, judicial authorities, administrative authorities and public services, media, cultural activities and facilities, economic and social life, transfrontier exchanges) and private life | | = | | |
| 7.1.e | • maintenance and development of links, in the fields covered by this Charter, between groups in the State using Romani • establishment of cultural relations with other linguistic groups | | = | | |
| 7.1.f | provision of forms and means for the teaching and study of Romani at all appropriate stages | | = | | |
| 7.1.g | provision of facilities enabling (also adult) non-speakers of Romani to learn it | | = | | |
| 7.1.h | promotion of study and research on Romani at universities or equivalent institutions | = | | | |
| 7.1.i | promotion of transnational exchanges, in the fields covered by this Charter, for the benefit of Romani | | = | | |
| 7.2 | eliminate any unjustified distinction, exclusion, restriction or preference relating to the use of Romani | | | | = |
| 7.3 | • promote mutual understanding between all the linguistic groups of the country • promote the inclusion of respect, understanding and tolerance in relation to Romani among the objectives of education and training • encourage the mass media to include respect, understanding and tolerance in relation to Romani among their objectives | | = | | |
| 7.4 | • take into consideration the needs and wishes expressed by the group which uses Romani • establish a body for the purpose of advising the authorities on all matters pertaining to Romani | | = | | |

* The Committee of Experts of the European Charter for Regional or Minority Languages evaluates the compliance of States Parties with their undertakings under the Charter as follows:

Fulfilled: Policies, legislation and practice are in conformity with the Charter.

Partly fulfilled: Policies and legislation are wholly or partly in conformity with the Charter, but the undertaking is only partly implemented in practice.

Formally fulfilled: Policies and legislation are in conformity with the Charter, but there is no implementation in practice.

Not fulfilled: No action in policies, legislation and practice has been taken to implement the undertaking.

No conclusion: The Committee of Experts is not in a position to conclude on the fulfilment of the undertaking as no or insufficient information has been provided by the authorities.

In its evaluation of the application of Article 7.1-7.4 to Romani, the Committee of Experts has kept in mind that these provisions should be applied *mutatis mutandis*.

⁵⁶ In order to facilitate readability, the provisions of the Charter appear here in a shortened and simplified form. The complete version of each provision can be consulted on the website of the Treaty Office: <http://www.coe.int/en/web/conventions/> (treaty No. 148).

2.3.2 Recommendations by the Committee of Experts on how to improve the protection and promotion of Romani in Sweden

The Committee of Experts encourages the Swedish authorities to comply with all undertakings under the European Charter for Regional or Minority Languages which are not considered “fulfilled” (see under 2.3.1 above), as well as to continue to comply with those that are fulfilled. In doing so, the authorities should take particular account of the recommendations set out below. The recommendations by the Committee of Ministers⁵⁷ of the Council of Europe on the application of the Charter in Sweden remain valid in their own right. Recommendations made in the monitoring procedure of the Charter aim to support the authorities in the implementation process.

I. Recommendations for immediate action

- a. **Extend the number of hours dedicated to teaching of and in Romani in primary and secondary schools.**
- b. **Take further steps to develop a structured policy concerning teacher training at all education levels, in co-operation with the Romani speakers.**
- c. **Take steps to implement the action plan for the promotion of the Romani language.**
- d. **Extend the grounds set out in the Discrimination Act so as to cover explicitly discrimination based on language.**

II. Further recommendations

- e. Ensure that grants from the Swedish National Council of Adult Education are made available in subsequent years with a view to allowing Agnesberg Folk High School to provide continuing education in Romani.
- f. Strengthen the position of Romani in broadcasting.

⁵⁷ [CM/RecChL\(2020\)5](#) Council of Ministers Recommendation adopted on 8 December 2020; see also Recommendations: [CM/RecChL\(2003\)1](#) adopted on 19 June 2003; [CM/RecChL\(2006\)4](#) adopted on 27 September 2006; [CM/RecChL\(2009\)3](#) adopted on 5 May 2009; [CM/RecChL\(2011\)3](#) adopted on 12 October 2011; [CM/RecChL\(2015\)1](#) adopted 14 January 2015; [CM/RecChL\(2017\)1](#) adopted on 11 May 2017.

2.4 Sami

2.4.1 Compliance of Sweden with its undertakings under the European Charter for Regional or Minority Languages concerning the protection and promotion of Sami

Symbols used to mark changes in the evaluation compared to the previous monitoring cycle: ↗ improvement ↘ deterioration = no change

| The Committee of Experts considers the undertaking*: | | | | | |
|---|--|-----------|------------------|--------------------|---------------|
| Article | Undertakings of Sweden concerning Sami ⁵⁸ | fulfilled | partly fulfilled | formally fulfilled | not fulfilled |
| Part II of the Charter | | | | | |
| (Undertakings which the state must apply to all regional or minority languages within its territory) | | | | | |
| Art. 7 – Objectives and principles | | | | | |
| 7.1.a | recognition of Sami as an expression of cultural wealth | = | | | |
| 7.1.b | ensure that existing or new administrative divisions do not constitute an obstacle to the promotion of Sami | | = | | |
| 7.1.c | resolute action to promote Sami | = | | | |
| 7.1.d | facilitation and/or encouragement of the use of Sami, in speech and writing, in public life (education, judicial authorities, administrative authorities and public services, media, cultural activities and facilities, economic and social life, transfrontier exchanges) and private life | = | | | |
| 7.1.e | • maintenance and development of links, in the fields covered by this Charter, between groups in the State using Sami • establishment of cultural relations with other linguistic groups | = | | | |
| 7.1.f | provision of forms and means for the teaching and study of Sami at all appropriate stages | | = | | |
| 7.1.g | provision of facilities enabling (also adult) non-speakers of Sami to learn it | | = | | |
| 7.1.h | promotion of study and research on Sami at universities or equivalent institutions | = | | | |
| 7.1.i | promotion of transnational exchanges, in the fields covered by this Charter, for the benefit of Sami | = | | | |
| 7.2 | eliminate any unjustified distinction, exclusion, restriction or preference relating to the use of Sami | | | | = |
| 7.3 | • promote mutual understanding between all the linguistic groups of the country • promote the inclusion of respect, understanding and tolerance in relation to Sami among the objectives of education and training • encourage the mass media to include respect, understanding and tolerance in relation to Sami among their objectives | | = | | |
| 7.4 | • take into consideration the needs and wishes expressed by the group which uses Sami • establish a body for the purpose of advising the authorities on all matters pertaining to Sami | = | | | |
| Part III of the Charter | | | | | |
| (Additional undertakings chosen by the state for specific languages) | | | | | |
| Art. 8 – Education | | | | | |
| 8.1.a.iii | make available pre-school education in Sami or a substantial part of pre-school education in Sami at least to those pupils whose families so request and whose number is considered sufficient | | = | | |
| 8.1.b.iv | make available primary education in Sami, a substantial part of primary education in Sami or teaching of Sami as an integral part of the curriculum at least to those pupils whose families so request and whose number is considered sufficient | | = | | |
| 8.1.c.iv | make available secondary education in Sami, a substantial part of secondary education in Sami or teaching of Sami as an integral part of the curriculum at least to those pupils who so wish in a number considered sufficient | | = | | |

⁵⁸ In order to facilitate readability, the provisions of the Charter appear here in a shortened and simplified form. The complete version of each provision can be consulted on the website of the Treaty Office: <http://www.coe.int/en/web/conventions/> (treaty No. 148).

| The Committee of Experts considers the undertaking*: | | | | | |
|---|---|-----------|------------------|--------------------|---------------|
| Article | Undertakings of Sweden concerning Sami ⁵⁸ | fulfilled | partly fulfilled | formally fulfilled | not fulfilled |
| 8.1.div | make available technical and vocational education in Sami, a substantial part of technical and vocational education in Sami or teaching of Sami as an integral part of the curriculum at least to those pupils who so wish in a number considered sufficient | | | | ✓ |
| 8.1.eiii | encourage and/or allow the provision of university or other forms of higher education in Sami or of facilities for the study of Sami as an university or higher education subject | | = | | |
| 8.1.fiii | favour and/or encourage the offering of Sami as a subject of adult and continuing education | = | | | |
| 8.1.g | ensure the teaching of the history and the culture which is reflected by Sami | | | | = |
| 8.1.h | provide the basic and further training of the teachers teaching (in) Sami | | = | | |
| 8.1.i | set up a supervisory body responsible for monitoring the progress achieved in the teaching of Sami and for drawing up public periodic reports of its findings | | | = | |
| 8.2 | in territories other than those in which Sami is traditionally used, allow, encourage or provide teaching in or of Sami at all the appropriate stages of education | | = | | |
| Art. 9 – Judicial authorities | | | | | |
| 9.1.aii | guarantee the accused the right to use Sami in criminal proceedings, if necessary by the use of interpreters and translations involving no extra expense for the persons concerned | | | | ✓ |
| 9.1.aiii | provide that requests and evidence, whether written or oral, shall not be considered inadmissible in criminal proceedings solely because they are formulated in Sami, if necessary by the use of interpreters and translations involving no extra expense for the persons concerned | | | | ✓ |
| 9.1.aiv | produce, on request, documents connected with criminal legal proceedings in Sami, if necessary by the use of interpreters and translations involving no extra expense for the persons concerned | | | | ✓ |
| 9.1.bii | allow, whenever a litigant has to appear in person before a court, that he or she may use Sami in civil proceedings without thereby incurring additional expense, if necessary by the use of interpreters and translations | | | | ✓ |
| 9.1.biii | allow documents and evidence to be produced in Sami in civil proceedings, if necessary by the use of interpreters and translations | | | | ✓ |
| 9.1.cii | allow, whenever a litigant has to appear in person before a court, that he or she may use Sami in proceedings concerning administrative matters without thereby incurring additional expense, if necessary by the use of interpreters and translations | | | | ✓ |
| 9.1.ciii | allow documents and evidence to be produced in Sami in proceedings concerning administrative matters, if necessary by the use of interpreters and translations | | | | ✓ |
| 9.1.d | with regard to the conduct of civil and/or administrative proceedings in Sami and the related use of documents and evidence in Sami, ensure that the use of interpreters and translations does not involve extra expense for the persons concerned | | | | ✓ |
| 9.2.c | not to deny the validity, as between the parties, of legal documents drawn up within the country solely because they are drafted in Sami | = | | | |
| 9.3 | make available in Sami the most important national statutory texts and those relating particularly to users of Sami | | = | | |
| Art. 10 – Administrative authorities and public services | | | | | |
| 10.1.aiii | ensure that users of Sami may submit oral or written applications to local branches of the national authorities and receive a reply in Sami | = | | | |
| 10.1.c | allow the national authorities to draft documents in Sami | | | = | |
| 10.2.b | possibility for users of Sami to submit oral or written applications in Sami to the regional or local authority | | = | | |
| 10.2.c | publication by regional authorities of their official documents also in Sami | | | | = |
| 10.2.d | publication by local authorities of their official documents also in Sami | | | | = |
| 10.2.g | use or adoption, if necessary in conjunction with the name in the official language, of place names in Sami | = | | | |
| 10.4.a | provide translation or interpretation | | | ✓ | |
| 10.5 | allow the use or adoption of family names in Sami | = | | | |

| The Committee of Experts considers the undertaking*: | | | | | |
|--|--|-----------|------------------|--------------------|---------------|
| Article | Undertakings of Sweden concerning Sami ⁵⁸ | fulfilled | partly fulfilled | formally fulfilled | not fulfilled |
| Art. 11 – Media | | | | | |
| 11.1.iii | make provision so that public broadcasters offer radio and television programmes in Sami | = | | | |
| 11.1.d | encourage and/or facilitate the production and distribution of audio and audiovisual works in Sami | = | | | |
| 11.1.ei | encourage and/or facilitate the creation and/or maintenance of at least one weekly or daily newspaper in Sami | | | | = |
| 11.1.fii | apply existing measures for financial assistance also to audiovisual productions in Sami | = | | | |
| 11.2 | <ul style="list-style-type: none"> • guarantee freedom of direct reception of radio and television broadcasts from neighbouring countries in Sami • do not oppose the retransmission of radio and television broadcasts from neighbouring countries in Sami • ensure the freedom of expression and free circulation of information in the written press in Sami | = | | | |
| Art. 12 – Cultural activities and facilities | | | | | |
| 12.1.a | encourage production, reproduction and dissemination of cultural works in Sami | = | | | |
| 12.1.b | foster access in other languages to works produced in Sami by aiding and developing translation, dubbing, post-synchronisation and subtitling | = | | | |
| 12.1.c | foster access in Sami to works produced in other languages by aiding and developing translation, dubbing, post-synchronisation and subtitling | = | | | |
| 12.1.d | ensure that the bodies organising or supporting cultural activities incorporate the knowledge and use of the Sami language and culture in the undertakings which they initiate or for which they provide backing | = | | | |
| 12.1.e | ensure that the bodies organising or supporting cultural activities have at their disposal staff who have a full command of Sami | = | | | |
| 12.1.f | encourage direct participation by representatives of the users of Sami in providing facilities and planning cultural activities | = | | | |
| 12.1.g | encourage and/or facilitate the creation of a body responsible for collecting, keeping a copy of and presenting or publishing works produced in Sami | = | | | |
| 12.1.h | create and/or promote and finance translation and terminological research services, particularly with a view to maintaining and developing administrative, commercial, economic, social, technical or legal terminology in Sami | = | | | |
| 12.2 | In territories other than those in which Sami is traditionally used, allow, encourage and/or provide cultural activities and facilities using Sami | = | | | |
| Art. 13 – Economic and social life | | | | | |
| 13.1.a | eliminate from the legislation any provision prohibiting or limiting without justifiable reasons the use of Sami in documents relating to economic or social life, particularly contracts of employment, and in technical documents such as instructions for the use of products or installations | = | | | |
| Art. 14 – Transfrontier exchanges | | | | | |
| 14.a | apply bilateral and multilateral agreements with the States in which Sami is used in identical or similar form, or conclude such agreements, to foster contacts between the users of Sami in the States concerned in the fields of culture, education, information, vocational training and permanent education | = | | | |
| 14.b | for the benefit of Sami, facilitate and/or promote co-operation across borders, in particular between regional or local authorities in whose territory Sami is used in identical or similar form | = | | | |

* The Committee of Experts of the European Charter for Regional or Minority Languages evaluates the compliance of States Parties with their undertakings under the Charter as follows:

Fulfilled: Policies, legislation and practice are in conformity with the Charter.

Partly fulfilled: Policies and legislation are wholly or partly in conformity with the Charter, but the undertaking is only partly implemented in practice.

Formally fulfilled: Policies and legislation are in conformity with the Charter, but there is no implementation in practice.

Not fulfilled: No action in policies, legislation and practice has been taken to implement the undertaking.

No conclusion: The Committee of Experts is not in a position to conclude on the fulfilment of the undertaking as no or insufficient information has been provided by the authorities.

Changes in the evaluation compared to the previous monitoring cycle

124. The Committee of Experts does not have sufficient information on the extent of teaching in or of Sami in vocational education, therefore it is unable to conclude on Article 8.1.div.

125. The Committee of Experts was informed that teaching of the history of national minorities will be removed from the history syllabus for grades 7-9 from the autumn semester of 2022 and added to the teaching of human rights in the subject of social studies. It is not clear to the Committee of Experts how the teaching about the history of national minorities will take place in primary school. Also, according to speakers although teaching of the history and the culture of national minorities is in the syllabus, teachers do not use these materials in many cases, therefore Article 8.1.g is formally fulfilled.

126. According to information received from the National Court Administration, there are no licensed court interpreters for Sami in Sweden. The right for the litigant to use Sami before courts is therefore not ensured. The Committee of Experts considers the undertakings under Article 9.1 not fulfilled.

127. According to the information received during the on-the spot visit, translation or interpretation into Sami is possible in local or regional administration upon explicit request. However, as there is no precise information on this option being actually used, the Committee of Experts considers Article 10.4.a formally fulfilled.

2.4.2 Recommendations by the Committee of Experts on how to improve the protection and promotion of Sami in Sweden

The Committee of Experts encourages the Swedish authorities to comply with all undertakings under the European Charter for Regional or Minority Languages which are not considered “fulfilled” (see under 2.4.1 above), as well as to continue to comply with those that are fulfilled. In doing so, the authorities should take particular account of the recommendations set out below. The recommendations by the Committee of Ministers⁵⁹ of the Council of Europe on the application of the Charter in Sweden remain valid in their own right. Recommendations made in the monitoring procedure of the Charter aim to support the authorities in the implementation process.

I. Recommendations for immediate action

- a. **Extend the number of hours dedicated to teaching of and in Sami in primary and secondary schools.**
- b. **Take further steps to develop a structured policy concerning teacher training at all education levels, in co-operation with the Sami speakers.**
- c. **Extend the grounds set out in the Discrimination Act so as to cover explicitly discrimination based on language.**

II. Further recommendations

- d. Strengthen the support for the production of teaching materials, especially for South and Lule Sami, for all appropriate levels in collaboration with Norway, if necessary.
- e. Strengthen the education offer in Sami in municipalities which do not belong to the administrative area for Sami.
- f. Support the Sami School Board in its monitoring function in order to further develop the teaching of Sami.

⁵⁹ [CM/RecChL\(2020\)5](#) Council of Ministers Recommendation adopted on 8 December 2020; see also Recommendations: [CM/RecChL\(2003\)1](#) adopted on 19 June 2003; [CM/RecChL\(2006\)4](#) adopted on 27 September 2006; [CM/RecChL\(2009\)3](#) adopted on 5 May 2009; [CM/RecChL\(2011\)3](#) adopted on 12 October 2011; [CM/RecChL\(2015\)1](#) adopted 14 January 2015; [CM/RecChL\(2017\)1](#) adopted on 11 May 2017.

2.5 Yiddish

2.5.1 Compliance of Sweden with its undertakings under the European Charter for Regional or Minority Languages concerning the protection and promotion of Yiddish

Symbols used to mark changes in the evaluation compared to the previous monitoring cycle: ↗ improvement ↘ deterioration = no change

| The Committee of Experts considers the undertaking*: | | | | | |
|---|--|-----------|------------------|--------------------|---------------|
| Article | Undertakings of Sweden concerning Yiddish ⁶⁰ | fulfilled | partly fulfilled | formally fulfilled | not fulfilled |
| Part II of the Charter | | | | | |
| (Undertakings which the state must apply to all regional or minority languages within its territory) | | | | | |
| Art. 7 – Objectives and principles | | | | | |
| 7.1.a | recognition of Yiddish as an expression of cultural wealth | = | | | |
| 7.1.b | ensure that existing or new administrative divisions do not constitute an obstacle to the promotion of Yiddish | | | | = |
| 7.1.c | resolute action to promote Yiddish | | ↗ | | |
| 7.1.d | facilitation and/or encouragement of the use of Yiddish, in speech and writing, in public life (education, judicial authorities, administrative authorities and public services, media, cultural activities and facilities, economic and social life, transfrontier exchanges) and private life | | | | = |
| 7.1.e | • maintenance and development of links, in the fields covered by this Charter, between groups in the State using Yiddish • establishment of cultural relations with other linguistic groups | | | | = |
| 7.1.f | provision of forms and means for the teaching and study of Yiddish at all appropriate stages | | | | = |
| 7.1.g | provision of facilities enabling (also adult) non-speakers of Yiddish to learn it | | = | | |
| 7.1.h | promotion of study and research on Yiddish at universities or equivalent institutions | = | | | |
| 7.1.i | promotion of transnational exchanges, in the fields covered by this Charter, for the benefit of Yiddish | | | | = |
| 7.2 | eliminate any unjustified distinction, exclusion, restriction or preference relating to the use of Yiddish | | | | = |
| 7.3 | • promote mutual understanding between all the linguistic groups of the country • promote the inclusion of respect, understanding and tolerance in relation to Yiddish among the objectives of education and training • encourage the mass media to include respect, understanding and tolerance in relation to Yiddish among their objectives | | = | | |
| 7.4 | • take into consideration the needs and wishes expressed by the group which uses Yiddish • establish a body for the purpose of advising the authorities on all matters pertaining to Yiddish | | = | | |

* The Committee of Experts of the European Charter for Regional or Minority Languages evaluates the compliance of States Parties with their undertakings under the Charter as follows:

Fulfilled: Policies, legislation and practice are in conformity with the Charter.

Partly fulfilled: Policies and legislation are wholly or partly in conformity with the Charter, but the undertaking is only partly implemented in practice.

Formally fulfilled: Policies and legislation are in conformity with the Charter, but there is no implementation in practice.

Not fulfilled: No action in policies, legislation and practice has been taken to implement the undertaking.

No conclusion: The Committee of Experts is not in a position to conclude on the fulfilment of the undertaking as no or insufficient information has been provided by the authorities.

⁶⁰ In order to facilitate readability, the provisions of the Charter appear here in a shortened and simplified form. The complete version of each provision can be consulted on the website of the Treaty Office: <http://www.coe.int/en/web/conventions/> (treaty No. 148).

Changes in the evaluation compared to the previous monitoring cycle

128. Funding of the minority associations was increased (see para 24 and 27 of this report). This was also confirmed by the speakers, therefore Article 7.1.c is partly fulfilled.

2.5.2 Recommendations by the Committee of Experts on how to improve the protection and promotion of Yiddish in Sweden

The Committee of Experts encourages the Swedish authorities to comply with all undertakings under the European Charter for Regional or Minority Languages which are not considered “fulfilled” (see under 2.5.1 above), as well as to continue to comply with those that are fulfilled. In doing so, the authorities should take particular account of the recommendations set out below. The recommendations by the Committee of Ministers⁶¹ of the Council of Europe on the application of the Charter in Sweden remain valid in their own right. Recommendations made in the monitoring procedure of the Charter aim to support the authorities in the implementation process.

I. Recommendations for immediate action

- a. **Extend the number of hours dedicated to teaching of and in Yiddish in primary and secondary schools.**
- b. **Take further steps to develop a structured policy concerning teacher training at all education levels, in co-operation with the Yiddish speakers.**
- c. **Extend the grounds set out in the Discrimination Act so as to cover explicitly discrimination based on language.**

II. Further recommendations

- d. Inform about the steps taken to create and implement the action plan for the promotion of the Yiddish language.

⁶¹ [CM/RecChL\(2020\)5](#) Council of Ministers Recommendation adopted on 8 December 2020; see also Recommendations: [CM/RecChL\(2003\)1](#) adopted on 19 June 2003; [CM/RecChL\(2006\)4](#) adopted on 27 September 2006; [CM/RecChL\(2009\)3](#) adopted on 5 May 2009; [CM/RecChL\(2011\)3](#) adopted on 12 October 2011; [CM/RecChL\(2015\)1](#) adopted 14 January 2015; [CM/RecChL\(2017\)1](#) adopted on 11 May 2017.

Chapter 3 [Proposals for] Recommendations of the Committee of Ministers of the Council of Europe

The Committee of Experts, while acknowledging the efforts the Swedish authorities have undertaken to protect the regional and minority languages spoken in their country, has in its evaluation chosen to concentrate on some of the most important deficiencies in the implementation of the Charter. The recommendations forwarded by the Committee of Experts to the Committee of Ministers should not, however, be interpreted as diminishing the relevance of the other, more detailed observations contained in the report, which remain valid in their own right. The recommendations proposed by the Committee of Experts are drafted accordingly.

The Committee of Experts of the European Charter for Regional or Minority Languages, in accordance with Article 16 (4) of the Charter, proposes on the basis of the information contained in this report, that the Committee of Ministers makes the following recommendations to Sweden.

The Committee of Ministers,

In accordance with Article 16 of the European Charter for Regional or Minority Languages;

Having regard to the instrument of ratification deposited by Sweden on 9 February 2000;

Having taken note of the evaluation made by the Committee of Experts of the Charter with respect to the application of the Charter by Sweden;

Bearing in mind that this evaluation is based on information submitted by Sweden in its eighth periodical report, supplementary information given by the Swedish authorities, information submitted by bodies and associations legally established in Sweden and on the information obtained by the Committee of Experts during its on-the-spot visit;

Having taken note of the comments submitted by the Swedish authorities on the content of the report of the Committee of Experts;

Recommends that the Swedish authorities take account of all the observations and recommendations of the Committee of Experts and, as a matter of priority:

1. include language as a ground for discrimination in the Swedish legislation;
2. ensure that "mother tongue" education meets the requirements of the Charter and offers adequate language tuition, enabling pupils to achieve mature literacy in the languages concerned;
3. increase the amount of bilingual education available in Finnish and Sami, and provide an offer of bilingual education in Meänkieli;
4. make available preschool education in, or a substantial part of preschool education in Sami, Finnish, and Meänkieli in all relevant municipalities;
5. increase the system of teacher training according to the needs of the speakers and to the situation of each of the minority languages.

The Committee of Ministers invites the Swedish authorities to submit the information on the recommendations for immediate action by 1 December 2023 and the next periodical report by 1 June 2026⁶².

⁶² See Committee of Ministers' Decisions [CM/Del/Dec\(2018\)1330/10.4e - CM-Public](#), and "Outlines for the periodical reports on the implementation of the European Charter for Regional or Minority Languages to be presented by the State Parties", [CM\(2019\)69final](#).

Appendix I: Instrument of Ratification



Sweden

Declaration contained in the instrument of ratification deposited on 9 February 2000 - Or. Eng.

Sami, Finnish and Meänkieli (Tornedal Finnish) are regional or minority languages in Sweden. Sweden's undertakings pursuant to Article 2, paragraph 2 with respect to these languages are described in the appendix.

Romani Čhib and Yiddish shall be regarded as non-territorial minority languages in Sweden when the Charter is applied

The extent of Sweden's undertakings according to Part III of the European Charter for Regional or Minority Languages.

The followings paragraphs and sub-paragraphs under Article 8 shall apply to Sami, Finnish and Meänkieli:

8.1.a.iii
8.1.b.iv
8.1.c.iv
8.1.d.iv
8.1.e.iii
8.1.f.iii
8.1.g
8.1.h
8.1.i
8.2.

The following paragraphs and sub-paragraphs under Article 9 shall apply to Sami, Finnish and Meänkieli:

9.1.a.ii
9.1.a.iii
9.1.a.iv
9.1.b.ii
9.1.b.iii
9.1.c.ii
9.1.c.iii
9.1.d
9.2
9.3

The following paragraphs and sub-paragraphs under Article 10 shall apply to Sami, Finnish and Meänkieli:

10.1.a.iii
10.1.a.v
10.1.c.
10.2.b.
10.2.c.
10.2.d.
10.2.g.
10.4.a.
10.5

The following paragraphs and sub-paragraphs under Article 11 shall apply to Sami, Finnish and Meänkieli:

11.1.a.iii
11.1.d
11.1.e.i
11.1.f.ii

11.2.

In addition, 11.1.c.i will apply with respect to Finnish.

The following paragraphs under Article 12 shall apply to Sami, Finnish and Meänkieli:

12.1.a

12.1.b

12.1.d

12.1.f

12.1.g

12.2.

In addition, 12.1.e will apply to Sami, and 12.1.c and 12.1.h to Finnish and Sami.

The following paragraphs under Article 13 shall apply to Sami, Finnish and Meänkieli:

13.1.a

The following paragraphs under Article 14 shall apply to Sami, Finnish and Meänkieli:

14.a

14.b

This means that a total of 45 paragraphs or sub-paragraphs in part III of the Charter shall apply to Sami and Finnish, and 42 paragraphs or sub-paragraphs to Meänkieli.

Period covered: 1/6/2000 -

The preceding statement concerns Article(s) : 10, 11, 12, 13, 14, 2, 8, 9

Appendix II: Comments from the Swedish authorities

Sweden has received the Eighth Report of the Committee of Experts of the European Charter for Regional or Minority Languages and hereby takes the opportunity to submit comments according to Article 16 paragraph 3 of the Charter.

1.1. General comments

As in the previous monitoring cycles, Sweden welcomes the report of the Committee of Experts and appreciates the continued dialogue regarding Sweden's five minority languages Finnish, Meänkieli, Romani Čhib, Sami and Yiddish.

Minority rights and revitalization of minority languages is a matter of high priority for the Swedish Government and the extensive efforts of the Committee of Experts is valuable in the continued development of Sweden's policy on national minorities.

1.2. Specific comments

The Government Offices of Sweden would like to offer the following clarifications as well as a few suggestions in terms of terminology.

1.2.1. Education

As a general remark we suggest reviewing the use of the term "secondary school", and when "gymnasieskolan" is intended, use the term "upper secondary school".

Furthermore, when numbers of participants in upper secondary school and compulsory school are mentioned together (para. 85 as an example, but also for the other languages), it is important to notice that the tables for the school forms mentioned in the tables differ in the SE 8th report in the sense that upper secondary numbers are one school year of pupils leaving school that year, not for all pupils participating in upper secondary school that year. See our comment/footnote to the table in the 8th report on page 10.

Executive summary para 4: As of 1st of July 2022, a change in the ordinance of teacher education (2021:1335) allows mother tongue to be included in teacher exams for "grundlärare" - preschool, grades 1-3, 4-6. The national agency of education has been given a task to produce teaching materials for primary and preschool education as of December 2022.

Para 9: The investigation of a ten-year primary school started in 2020 and was sent on remit 2021.

Para 22: The national agency of education provides information on the estimated number of pupils per language and academic year on a yearly basis.

Para 46: The stagnation is not obvious since some activities has seen an increase and some a decrease.

Para 47: The government decided on a new ordinance governing preschool teacher and teacher education in December of 2021 (2021:1335). The ordinance will apply from the 1st of July 2022 and will enable students to include national minority languages in a teacher degree, including teachers in preschool class and teachers in years 1-3 and years 4-6.

The information in the Sweden 8th report regarding the proposal that teachers would not need any previous knowledge of the language concerned is unfortunately incorrect. According to the proposal, good knowledge of the specific language is required.

Para 71: In 2021, the government decided to widen the assignments to the universities, in order to not just focus on subject teacher training. The updated assignments states that universities and university colleges should develop education and teaching based on science, including teacher education. The development should focus on teaching and education in minority languages. These changes aim at increasing the possibilities in national minority language education in dialogue with speakers and in response to the challenges of the individual national languages. This wider formulation of the assignments enables universities

and university colleges to adapt education in national minority languages better to the context and challenges of each national minority language. It improves the possibilities of finding solutions which may benefit the supply of teachers in national minority languages in higher education and in schools. In 2022 the Swedish Government allocated almost SEK 2.3 million to Stockholm University for the assignment.

Para 72: For information there are also learning opportunities within the liberal adult education. 4 054 participants attended study association activities with the Finnish language in the title in 2019. Furthermore, cultural programmes with the Finnish language in the title had 9 043 participants.

There are also a few folk high schools specialised in working with participants belonging to minority language groups.

Para 95: The information we have is that the school is in no danger of closure due to financial reasons but that the number of pupils is very low and has been shrinking for some time. The school wants to increase its efforts to recruit according to our information.

Para 108: Yiddish was included in the assignment from 2021.

1.2.2. The Judiciary

A general remark regarding interpreters, the court shall use an interpreter that is licensed if it is possible (a licensed interpreter does not necessarily have to be a court interpreter). If it is not possible to find a licensed interpreter, the court may use another suitable person as an interpreter.

Para 14: The Legal Aid Act is subsidiary to legal protection insurance. This means that the applicant must use his legal protection insurance in the first place. Unlike legal aid according to the Legal aid Act a legal protection insurance usually includes the other party's costs that you may be ordered to pay in the dispute if you lose in court.

Legal aid according to the Legal Aid Act is financial support provided by the State to those who are unable to pay for a legal representative for them to have their case heard. In order for legal aid to be granted, it is required that advice according to section 4 in the Legal Aid act has been provided in the matter for at least one hour, unless such advice is clearly unnecessary or there is some other special reason.

Legal aid is most common in civil cases. Legal aid may only be granted if it is reasonable for the state to contribute to the costs, considering the nature and importance of the matter, the value of the object of dispute and the circumstances in general.

Para 50: In the municipalities stated in the Act on National Minorities and Minority Languages, the right to use minority languages in courts is not restricted to situations where the party does not master Swedish. This means that the right is not dependent on the party's knowledge of Swedish.

According to general rules on the other hand, a party that does not master Swedish has a right to interpretation and translation to minority languages as well as other languages, in any Swedish court. This right is not related to the right to use minority languages.

1.2.3. Other areas

Para 17: The phrasing concerning that additional municipalities were not given the possibility to join administrative areas is unclear. All municipalities are welcome to apply for one or multiple administrative areas.

Para 18: An additional 10 million SEK (an increase of 4 million SEK) was allocated to the Sami Language centre. In total, funding for all language centres in 2022 was 32 million SEK.

Para 21: The Personal Data Act from 1998 has been replaced with a new one (2018:218).

Para 54: "Re-coded" is the preferred terminology instead of "renamed".

Para 60: A media subsidy for all general news media, including news media in minority languages, was introduced by the 2017 Government Bill. The media subsidy consisted of two forms of aid: aid to local journalism and innovation aid. Since 2020 the media subsidy also includes editorial aid. The percentage of the subsidy offered to national minority providers has not increased. The percentage of the new innovation aid is however higher (75% of the overall expenses) for National minority media than for other news media (40 % of the overall expenses).

Para 64: We suggest that the archives in Uppsala and Umea should be mentioned by name.

Para 66: As for the funding in 2022 (SEK 2 million) for the Finland institute, the funding also cover other cultural activities.

Para 86: A more common translation for "brobyggare" (in the text referred to as bridge builders) is mediators.

Para 109: According to the Social Service Act (2001:453) you have the right to apply for special housing, such as care homes, in another municipality.

1.3. Concluding remarks

The Government Offices of Sweden continues to appreciate the thorough and knowledgeable discussions with the Committee of Experts during their country visits. Systematic and ongoing work to safeguard compliance with the Charter demands continuous follow-up. The Government welcomes an open dialogue with the Council of Europe on the remaining challenges.

The Swedish authorities remain committed to take further steps to live up to its undertakings. The Government looks forward to welcoming the Committee of Experts once again to Sweden in 2026.