

1551st meeting, 25 February 2026

10 Legal questions

10.9 European Charter for Regional or Minority Languages

c. Evaluation by the Committee of Experts of the implementation of the recommendations for immediate action contained in the Committee of Experts' fifth evaluation report on Serbia

Item to be considered by the GR-J at its meeting on 12 February 2026

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.

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EUROPEAN CHARTER FOR REGIONAL OR MINORITY LANGUAGES

**Evaluation by the Committee of Experts
of the Implementation of the Recommendations for Immediate Action
contained in the Committee of Experts' fifth evaluation report on**

SERBIA

Introduction

1. The European Charter for Regional or Minority Languages (hereafter referred to as “the Charter”) is a treaty of the Council of Europe putting 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. Serbia and Montenegro signed the Charter in 2005 and ratified it in 2006. The Charter entered into force in Serbia, as the successor to the State Union of Serbia and Montenegro, on 1 June 2006 and applies to Albanian, Bosnian, Bulgarian, Bunjevac, Croatian, Czech, German, Hungarian, Macedonian, Romani, Romanian, Ruthenian, Slovak, Ukrainian and Vlach. While Bunjevac, Czech, German, Macedonian and Vlach are covered by Part II (Article 7) only, the other languages receive protection under both Part II and Part III (Articles 8-14).

2. The Committee of Experts monitors the implementation of the Charter. Each state party shall present a periodical report on the implementation of the Charter every five years. On the basis of the periodical report, the Committee of Experts adopts an evaluation report in which it makes “**recommendations for immediate action**” and “further recommendations” on how to improve the protection and promotion of the regional or minority languages in the state concerned. Based on this evaluation report, the Committee of Ministers adopts its recommendations to the state party.

3. Two and a half years after the due date of its periodical report, the state party shall present information on the implementation of every recommendation for immediate action² that the Committee of Experts has made in its evaluation report. The Committee of Experts then adopts an evaluation of the implementation of these recommendations. The “further recommendations” by the Committee of Experts are examined after reception of the next periodical report and the on-the-spot visit to the state party. Five-yearly periodical reports shall contain comprehensive information about the implementation of all Charter undertakings and all recommendations by the Committee of Experts and the Committee of Ministers.

4. Serbia submitted the **Information on the Implementation of the Recommendations for Immediate Action** contained in the Committee of Experts’ fifth evaluation report³ on 15 April 2025. This **evaluation of the implementation of the recommendations for immediate action** is based on the information received from the Serbian authorities, as well as from representatives of the regional or minority language speakers pursuant to Article 16.2 of the Charter.⁴ As far as the compliance of Serbia with all its undertakings under the Charter is concerned, the Committee of Experts refers to its fifth evaluation report. The Committee of Experts will examine the implementation of all of the undertakings concerning all of the minority languages in the next evaluation report.

5. This evaluation was adopted by the Committee of Experts on 18 November 2025.

² In accordance with Committee of Ministers Decisions “Strengthening the monitoring mechanism of the European Charter for Regional or Minority Languages” (CM/Del/Dec(2018)1330/10.4e), para. 1.a.

³ Fifth evaluation report of the Committee of Experts on Serbia, MIN-LANG(2023)3.

⁴ In accordance with the Rules of Procedure of the Committee of Experts (MIN-LANG(2019)7), Rule 17, paras. 1-6.

Examination of the implementation by Serbia of the recommendations for immediate action

I. General issues

Implementation of the Charter

6. On 5 February 2025, representatives of the Serbian authorities, national councils of national minorities, associations representing users of regional or minority languages and the Committee of Experts held a Charter Implementation Roundtable on the fifth evaluation report in Belgrade. The objective of the roundtable was to conceive measures for the implementation of recommendations contained in the fifth evaluation report as well as to determine responsibilities and deadlines for each measure. The Ministry for Human and Minority Rights and Social Dialogue, which co-organised the roundtable with the Council of Europe, sent the compilation of the agreed conclusions (called "Implementation Measures"⁵) to all relevant institutions with a request to take specific steps to implement the proposed measures and activities by the time of the preparation of the next periodical report.⁶ The Committee of Experts thanks the Serbian authorities for their contribution to the roundtable and considers that the agreed measures constitute an important conceptual basis for the implementation of the recommendations. Therefore, the Committee of Experts will in this evaluation refer to them, where relevant.

7. However, the authorities have not consulted the representatives of all the linguistic groups on a draft of the Information on the Implementation of the Recommendations for Immediate Action. The Committee of Experts encourages the authorities to carry out such consultations during future reporting on the implementation of the Charter, in conformity with Articles 6 and 7.4 of the Charter.

8. In the information provided concerning a considerable number of the recommendations for immediate action, the Serbian national authorities have limited themselves to encouraging national councils of national minorities to implement them. During the last monitoring cycles, the Committee of Experts noted that the capacity of national councils of national minorities to effectively promote the use of regional or minority languages in public life, in accordance with their mandate, remains limited, notably owing to underfunding and understaffing. The Committee of Experts has therefore reiterated that the Serbian authorities should continue to empower the national councils of national minorities so as to make them an effective partner in implementing the Charter, including by strengthening their budgetary capacity as well as by providing regular guidance and encouragement concerning relevant action.⁷ The Committee of Ministers has adopted recommendations to Serbia on the same matter.⁸ Apart from this aspect, the Committee of Experts also points out that ultimate responsibility for implementing the Charter lies with the national authorities. It is therefore necessary for the national authorities to take initiatives to implement the Charter and to actively approach the representatives of the linguistic groups in a supportive manner.

Appropriate forms for minority language education

9. In minority language education, several languages (Bunjevac, Czech, German, Macedonian, Romani, Ukrainian, Vlach) continue to be taught exclusively or mainly in the framework of the subject "Mother Tongue with Elements of National Culture" during two hours per week. As the Committee of Experts observed in the previous monitoring cycles, teaching a regional or minority language for only two hours per week does not meet the minimum requirements of the Charter (Article 7.1.f), especially where the language is not widely used in public and private life, including transmission in families. Therefore,

⁵ Implementation Measures agreed during the Charter Implementation Roundtable on 5 February 2025.

⁶ See Information on the Implementation of the Recommendations for Immediate Action contained in the Committee of Experts' fifth evaluation report, MIN-LANG(2025)IRIA 1, p. 6.

⁷ See Fifth evaluation report of the Committee of Experts on Serbia, MIN-LANG(2023)3, para. 68.

⁸ See for example Recommendation of the Committee of Ministers on the application of the European Charter for Regional or Minority Languages by Serbia, CM/RecChL(2023)4, Nr. 4.

among the models of minority language education in Serbia, only the model of bilingual education meets the minimum requirements of the Charter.⁹ Consequently, the Committee of Experts encourages the authorities to take proactive steps, in co-operation with the representatives of the users of the regional or minority languages concerned, to introduce bilingual education in these languages at all stages of education.

Local Charters for Regional or Minority Languages

10. In 2021, the municipality of Kanjiža/Magyarkanizsa (Autonomous Province of Vojvodina) adopted a decision (*odluka*) to apply additional or stronger Part III undertakings falling into its competences to Hungarian.¹⁰ The municipality of Kula (Vojvodina) adopted a similar decision concerning Hungarian, Ruthenian, Ukrainian and German in 2022.¹¹ The Committee of Experts welcomed both decisions in its fifth evaluation report. In accordance with the above-mentioned local charters, both municipalities undertook to publish periodic implementation reports. The Serbian national authorities appended the implementation reports of both municipalities to their Information on the Implementation of the Recommendations for Immediate Action on their initiative and mention measures taken by these local authorities where they are relevant to the implementation of the recommendations. The Committee of Experts considers this a good practice and that the implementation of both local charters would not only strengthen the promotion of the languages covered, but could also give authorities and representatives of the linguistic groups new impetus to implement the Charter undertakings ratified by Serbia in 2006.

Ratification instrument

11. As regards the implementation of the recommendations for immediate action, the Serbian national authorities have also provided information about measures taken at their level that correspond to the substance of Charter undertakings not yet ratified (e.g. Article 10.1.a.ii). During the evaluation of the implementation of the recommendations for immediate action and at the Charter Implementation Roundtable, representatives of users of regional or minority languages again informed the Committee of Experts of their wish for an extension of Serbia's instrument of ratification of the Charter. In addition, representatives of the users of Vlach announced that they would launch an initiative to amend and supplement the Law on Ratification of the European Charter for Regional or Minority Languages. The purpose of this initiative is to name the languages that are currently only covered by Part II (including Vlach), in addition to the languages that are also covered by Part III and are already named in the law. Both aspects were also discussed at the Charter Implementation Roundtable. As part of its "Implementation Measures", the national authorities agreed to "consider extending the ratification of the European Charter for Regional or Minority Languages in accordance with the procedure laid down in Article 3.2 of the Charter, including consideration of accepting the commitments of the Kanjiža/Magyarkanizsa and Kula municipalities (local Charters) at national level and mentioning the languages currently covered at national level only by Part II of the Charter in the law on ratification of the Charter/ratification instrument" (measure VIII.1).¹² The Committee of Experts welcomes these intentions and that the Ministry for Human and Minority Rights and Social Dialogue has requested the competent authorities to take specific steps to implement this measure, among others, by the time of the preparation of the next periodical report¹³ (see para. 6 above).

⁹ See Fifth evaluation report of the Committee of Experts on Serbia, MIN-LANG(2023)3, paras. 18, 20.

¹⁰ Local Charter for Regional or Minority Languages of the Municipality of Kanjiža/Magyarkanizsa, adopted on 24 June 2021, Official Journal of the Municipality of Kanjiža/Magyarkanizsa, No. 11/2021.

¹¹ Charter for Regional or Minority Languages of the Municipality of Kula, adopted on 9 November 2022, Official Journal of the Municipality of Kula, No. 45/2022.

¹² Implementation Measures agreed at the Charter Implementation Roundtable on 5 February 2025.

¹³ See MIN-LANG(2025)IRIA 1, p. 6.

II. Recommendations for immediate action

1. General framework of the use of regional or minority languages in contacts with, and by, local branches of the national authorities

12. In its fifth evaluation report, the Committee of Experts recommended to the Serbian authorities to encourage speakers of Albanian, Bulgarian, Croatian, Hungarian and Slovak to use their languages in contacts with local branches of the national authorities and to facilitate the drafting of documents in the aforementioned languages by these authorities. The Serbian authorities have provided a detailed general account of the use of regional or minority languages in contacts with, and by, local branches of the national authorities.¹⁴ As this general account does not systematically distinguish between languages, the Committee of Experts will summarise it hereafter instead of the language-specific sections.

13. Oral or written applications in a regional or minority language may be submitted to the following local branches of national authorities (Article 10.1.a.iv) located in municipalities where such a language is in official use: the Tax Administration (under the Ministry of Finance), the Labour Inspectorate (Ministry of Labour, Employment, Veteran and Social Affairs), the Police (Ministry of Internal Affairs), as well as to some extent the Customs Administration (Ministry of Finance). The Treasury Administration (Ministry of Finance) ensures the use of a regional or minority language only "if necessary" and if officials mastering the language are available. Some institutions, for example the Pension and Disability Insurance Fund (Ministry of Labour, Employment, Veteran and Social Affairs), also reply in the regional or minority language, which corresponds to the level of commitment of Article 10.1.a.ii which Serbia has not yet ratified. Certain authorities do not seem to use regional or minority languages, namely the Environmental Monitoring and Preventive Action Sector, the Environmental Protection Inspectorate and the Fisheries Inspectorate (all part of the Ministry of Environmental Protection). According to the authorities, applications in regional or minority languages have been submitted to local branches of national authorities in only a few cases in the period 2022-2025.

14. Few public institutions have drafted documents in regional or minority languages (Article 10.1.c). This applies notably to the Ministry of Internal Affairs, which issues identity cards and certificates of citizenship of the Republic of Serbia in Serbian, English and a relevant regional or minority language (i.e. Albanian, Bosnian, Croatian, Czech, Hungarian, Romanian, Ruthenian and Slovak, in the period 2022-2025). Moreover, the Labour Inspectorate and the Police have drafted notices in regional or minority languages. However, several application forms have not been translated into regional or minority languages, namely those concerning the identity card, passport, driver's licence, vehicle ID card, vehicle registration, registration of residence, firearms licence, termination of citizenship of the Republic of Serbia, which is also the case of documents or forms of the Treasury Administration, the Customs Administration, the National Inspectorate for Environmental Protection and the National Inspectorate for Fisheries.

15. Several institutions have installed signs in regional or minority languages: the Tax Administration, the Treasury Administration, and institutions under the auspices of the Ministry of Labour, Employment, Veteran and Social Affairs (Labour Inspectorate, National Pension and Disability Insurance Fund, National Employment Service, social work centres, and social welfare institutions).

16. The Committee of Experts thanks the authorities for having provided this detailed institutional overview, which is useful in evaluating the implementation of the recommendations. In this regard, the Committee of Experts notes that the overall situation has not changed. There exists the formal possibility of submitting oral or written applications in a regional or minority language to several local branches of

¹⁴ See MIN-LANG(2025)IRIA 1, pp. 6-12.

national authorities, including some that are particularly relevant in daily life such as the Tax Administration, the Pension and Disability Insurance Fund and the Police. However, few users of regional or minority languages have availed themselves of this possibility in the period 2022-2025. In addition, there is a considerable lack of administrative documents in regional or minority languages, including frequently used application forms (e.g. for the driver's licence or the registration of residence). The Committee of Experts considers that the lack of certain administrative documents in regional or minority languages discourages people to use such languages in contacts with authorities, as without such documents an administrative procedure cannot be conducted completely in the language.

17. The Committee of Experts therefore reiterates that the use of regional or minority languages in contacts with authorities should be further encouraged. This could be achieved, for example, by making all administrative documents available bi- or multilingually, namely Serbian and the regional or minority language(s) that is/are officially used locally, including in the field of e-government. This would not only ensure that documents drafted (also) in regional or minority languages are available in every procedure, but would also raise awareness among all users of the document of the local presence of regional or minority languages. Furthermore, the main telephone number of the authority could provide a voice dialling function that allows the caller to decide at the beginning of the call to continue the conversation in the regional or minority language. Similarly, users of the authority's website could be asked to select their language on the start page. Inside the authority's buildings, signs encouraging the use of the regional or minority language ("Happy to respond in [language X]") could be installed and the same message be included in the e-mail signatures of officials.

2. Albanian – Part II and Part III language

Recommendation for immediate action

- a. **Encourage Albanian speakers to use their language in contacts with local branches of the national authorities and facilitate the drafting of documents in Albanian by these authorities.**

Implementation measures taken by the Serbian authorities

18. During the Charter Implementation Roundtable, representatives of the authorities and the users of Albanian agreed on several measures which are relevant for the implementation of the recommendation. In particular, it was foreseen to organise within five months a follow-up meeting to discuss about the establishment of a team of administrative translators for Albanian (measure II.1.1.1), the publication of additional documents on official websites in Albanian (measure II.1.1.2), the translation and distribution of additional bilingual (Serbian/Albanian) forms (measure II.1.1.3), and the introduction of digital systems for administrative applications in Albanian (measure II.1.1.4). However, at the date of adoption of this report the meeting had not been convened. Furthermore, it was agreed to explore further the issues of Albanian language proficiency as a criterion for recruitment in local state administration (measure II.1.1.5) and the training of administrative staff in Albanian (measure II.1.1.6).¹⁵

19. In addition to the general facts on the use of regional or minority languages by local branches of national authorities (see paras. 12-14), the authorities have provided examples concerning Albanian.¹⁶ Users of Albanian may submit oral applications in Albanian (e.g. to authorities having Albanian-speaking employees such as the National Employment Service) or written applications in this language (e.g. to authorities offering bilingual administrative forms such as social work centres). Some authorities have drafted documents in Albanian or bilingually (e.g. the Police). However, the authorities also provide

¹⁵ Implementation Measures agreed at the Charter Implementation Roundtable on 5 February 2025.

¹⁶ Additional information provided by the authorities on 27 October 2025.

examples of authorities to whom oral or written applications in Albanian may not be submitted in practice owing to a lack of Albanian-speaking employees (e.g. some branches of the Pension and Disability Insurance Fund) or which have not translated documents (e.g. some branches of the Treasury Administration). The National Academy of Public Administration offers Albanian courses (levels A1 to B2) for administrative staff, but this offer is not yet widely used. In addition, the authorities have not provided information on initiatives taken to specifically encourage Albanian speakers to use their language in contacts with such national authorities or support the latter in drafting documents in Albanian.

20. The National Council of the Albanian National Minority has informed the Committee of Experts that there continues to be no effective and equal use of Albanian by local branches of national authorities. According to this information, local branches of national authorities (e.g. Tax Administration, Police, Pension and Disability Insurance Fund, Labour Inspectorate, Treasury Administration, National Employment Service) do not use Albanian in written or oral communication and have not translated documents, forms, websites, service portals (including online e-government portals) or signs into Albanian. The population is not informed of the right to use Albanian and there is a lack of qualified bilingual staff able and required to process requests in Albanian. In general, it is stated that the right to use Albanian is reduced to symbolic, informal and discretionary usage, with no practical or operational framework to support it.

Evaluation by the Committee of Experts and further action needed

21. While the information received from the authorities and the users of Albanian differs in detail, both confirm that it is not yet generally possible to submit oral and written applications in Albanian to the local branches of the national authorities and that there is a lack of documents translated into this language, as well as of officials who can work orally and in writing in Albanian. Against this background, the Committee of Experts emphasises the relevance of the measures agreed during the Charter Implementation Roundtable. It encourages the authorities to implement them, notably to convene the follow-up meeting, to translate the official documents and digital platforms of local branches of the national authorities into Albanian and to publish them, as well as to recruit a sufficient number of officials able to work in Albanian, which includes the ability to draft official documents and forms. Furthermore, there remains a need to inform users of Albanian of the possibility of using their language in contacts with local branches of national authorities, also through signage, and to encourage them to make use of this possibility (see also the general observations in para. 17). At present, the Committee of Experts considers that the recommendation, which essentially dates back to 2008,¹⁷ has not been implemented.

3. Bosnian – Part II and Part III language

Recommendation for immediate action

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| <p>a. Include content about the Bosnian language and culture in curricula, teacher training and educational materials in mainstream education and encourage the mass media to raise awareness about it in reporting and journalist training.</p> |
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Implementation measures taken by the Serbian authorities

22. As far as the educational aspect of this recommendation is concerned, it was agreed at the Charter Implementation Roundtable (see para. 6) to explore amendments to curricula with a view to raising awareness of Bosnian in schools attended by pupils belonging to the majority population (measure I.2.1).¹⁸ Furthermore, the authorities have subsequently informed the Committee of Experts that

¹⁷ See First evaluation report of the Committee of Experts on Serbia, ECRML(2009)2, para. 179.

¹⁸ Implementation Measures agreed during the Charter Implementation Roundtable on 5 February 2025.

in 2024 the “National Reader” was introduced into the education system as a new mandatory teaching tool intended for all pupils of primary and secondary education who attend classes in Serbian. The mandatory content of the National Reader in all cycles of education will also include content related to the tradition and culture of national minorities in Serbia. This content is being prepared by the national councils of national minorities in co-operation with the Ministry of Education and the Institute for the Improvement of Education and Upbringing. The national councils of national minorities have contributed to the development of the first part of the National Reader for the first and second grades of primary education, which was delivered to all schools in Serbia at the beginning of the 2024/2025 school year. Work on the second part of the National Reader for the third and fourth grades of primary education is in the final stage. The national councils of national minorities submitted content proposals on the specificities of the national minority and an audio recording of children in their regional or minority language (accessible by scanning a QR code). The National Readers for the fifth to eighth grade and high school will contain more details about the language, tradition and culture of the national minorities.¹⁹ While the Institute for the Advancement of Education has implemented professional development programmes for teachers of Bosnian, no steps have been reported concerning teacher training on raising awareness of Bosnian in mainstream education.

23. With regard to mass media, the authorities state that they have supported several projects concerning online media, television, radio and print media in the period 2022-2024 with a view to encouraging them to raise awareness of Bosnian in their reporting and journalist training.

Evaluation by the Committee of Experts and further action needed

24. The Committee of Experts considers as promising for the implementation of the recommendation for immediate action and Article 7.3 the fact that the National Reader contains information about various linguistic groups, including audio recordings in regional or minority languages, as well as its general and mandatory use. It encourages the authorities to ensure that the different parts of the National Reader present all languages covered by the Charter, including Bosnian, and to also include content about the Bosnian language and culture in curricula and teacher training in mainstream education. As regards mass media, the Committee of Experts notes that a variety of media projects raising awareness of Bosnian have been supported, including in journalist training. Overall, the Committee of Experts considers that the recommendation has been partly implemented.

4. Bulgarian – Part II and Part III language

Recommendation for immediate action

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| <p>a. Encourage Bulgarian speakers to use their language in contacts with local branches of the national authorities and facilitate the drafting of documents in Bulgarian by these authorities.</p> |
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Implementation measures taken by the Serbian authorities

25. Apart from the general information on the use of regional or minority languages by local branches of national authorities (see paras. 13-15), the authorities have not provided any information on new initiatives that specifically encourage Bulgarian speakers to use their language in contacts with such national authorities or support the latter in drafting documents in Bulgarian.

¹⁹ Additional information provided by the authorities on 27 October 2025.

Evaluation by the Committee of Experts and further action needed

26. The Committee of Experts considers that the recommendation, which essentially dates back to 2008,²⁰ has not been implemented. It encourages the authorities to take specific measures promoting the use of Bulgarian in contacts with, and by, local branches of the national authorities. In this context, it also refers to its general observations above (see para. 17).

5. Bunjevac – Part II language

Recommendation for immediate action

a. Consider applying an educational model that ensures proficiency in Bunjevac, in co-operation with the speakers.

Implementation measures taken by the Serbian authorities

27. No measures have been taken and Bunjevac continues to be taught only as part of the elective subject “Bunjevac Language with Elements of National Culture” during two hours per week.

Evaluation by the Committee of Experts and further action needed

28. The Committee of Experts considers that the recommendation has not yet been implemented. It reiterates this recommendation, namely to consider applying an educational model which ensures proficiency in Bunjevac, in co-operation with the speakers, and asks the authorities to provide information about the implementation in the next periodical report (see also para. 9).

Recommendation for immediate action

b. Include content about the Bunjevac language and culture in curricula, teacher training and educational materials in mainstream education and encourage the mass media to raise awareness about it in reporting and journalist training.

Implementation measures taken by the Serbian authorities

29. As regards the educational aspect of this recommendation, the authorities refer to the introduction of the National Reader as a mandatory teaching tool (see para. 22). With regard to the mass media, the authorities state that they have supported several projects concerning online media, radio and print media in the period 2022-2024 with a view to encouraging them to raise awareness of Bunjevac in their reporting and journalist training. While the Institute for the Advancement of Education has implemented professional development programmes for teachers of Bunjevac, no steps have been reported concerning teacher training on raising awareness of Bunjevac in mainstream education.

Evaluation by the Committee of Experts and further action needed

30. The Committee of Experts refers to its observations regarding the National Reader above (see para. 24). It encourages the authorities to ensure that the different parts of the National Reader present all languages covered by the Charter, including Bunjevac, and to also include content about the Bunjevac language and culture in curricula and teacher training in mainstream education. As regards the mass

²⁰ See First evaluation report of the Committee of Experts on Serbia, ECRML(2009)2, para. 179.

media, the Committee of Experts notes that a variety of media projects raising awareness of Bunjevac have been supported, including in journalist training. Overall, the Committee of Experts considers that the recommendation has been partly implemented.

6. Croatian – Part II and Part III language

Recommendation for immediate action

- a. Promote respect, understanding and tolerance in relation to Croatian by including content about this language in curricula, teacher training and educational materials in mainstream education and encourage the mass media to cover it in reporting and journalist training.**

Implementation measures taken by the Serbian authorities

31. With respect to education, the authorities refer to the introduction of the National Reader as a mandatory teaching tool (see para. 22). No steps have been reported concerning teacher training on raising awareness of Croatian in mainstream education. Furthermore, in 2025 the authorities supported two media projects dealing with the preservation of the Croatian language, culture and traditions, as well as the history of Croats (and their language) in Vojvodina, respectively.

Evaluation by the Committee of Experts and further action needed

32. The Committee of Experts refers to its observations regarding the National Reader above (see para. 24). It encourages the authorities to ensure that the different parts of the National Reader present all languages covered by the Charter, including Croatian, and to also include content about the Croatian language and culture in curricula and teacher training in mainstream education. As regards the mass media, the Committee of Experts acknowledges that media projects raising awareness of Croatian have been supported and encourages the authorities to also include information about this language in journalist training. Overall, the Committee of Experts considers that the recommendation has been partly implemented.

Recommendation for immediate action

- b. Encourage Croatian speakers to use their language in contacts with local branches of the national authorities and facilitate the drafting of documents in Croatian by these authorities.**

Implementation measures taken by the Serbian authorities

33. Apart from the general information on the use of regional or minority languages by local branches of national authorities (see paras. 13-15), the authorities have not provided any information on new initiatives which specifically encourage Croatian speakers to use their language in contacts with such national authorities or support the latter in drafting documents in Croatian.

Evaluation by the Committee of Experts and further action needed

34. The Committee of Experts considers that the recommendation, which essentially dates back to 2008,²¹ has not been implemented. It encourages the authorities to take specific measures promoting the use of Croatian in contacts with, and by, local branches of the national authorities. In this context, it also refers to its general observations above (see para. 17).

7. Czech – Part II language

Recommendation for immediate action

- a. Provide bilingual education with Czech in Bela Crkva and Kovin at pre-school, primary and secondary levels.**

Implementation measures taken by the Serbian authorities

35. The Serbian authorities stated that bilingual education with Czech would provide pupils with the opportunity to acquire inter-cultural and interdisciplinary openness, as well as to intensively improve their competence in Czech. They further pointed that the Ministry of Education encourages the National Council of the Czech National Minority to start the application procedure for bilingual education in co-operation with interested schools. At present, Czech is only taught in the elective subject “Czech Language with Elements of National Culture”.

Evaluation by the Committee of Experts and further action needed

36. The Committee of Experts considers that the recommendation, which essentially dates back to 2011,²² has not yet been implemented. At the same time, the Committee of Experts is pleased that the Serbian authorities agree with the recommendation and the fact that bilingual education with Czech would significantly improve pupils' competence in Czech. The Committee of Experts invites the national authorities to actively support the National Council of the Czech National Minority in the identification of suitable schools and the launch of the application procedure for bilingual education with Czech (see also para. 9).

8. German – Part II language

Recommendation for immediate action

- a. Provide bilingual education with German at pre-school, primary and secondary levels in Sombor, Subotica and Novi Sad as well as in additional municipalities where German is traditionally used.**

Implementation measures taken by the Serbian authorities

37. During the Charter Implementation Roundtable (see para. 6), it was agreed that the Ministry of Education and the National Council of the German National Minority would jointly identify schools which are interested in applying for the introduction of bilingual education with German. In each of the cities of Sombor, Subotica, Novi Sad, Belgrade, Vrbas, Vršac, Plandište, Stara Pazova and Temerin, a pre-school, a primary school and a secondary school will be approached to ensure the local continuity of bilingual education (measure IV.1.1.1). In regular co-operation with the Ministry of Education and the National Council, the schools will then prepare applications for the introduction of bilingual education and submit them by 1 December 2025. The proportion of teaching in German is to amount to 45% of the total weekly teaching time. It was also agreed that in pre-school education, the requirement that at least 50% of parents must agree to the introduction of bilingual education would not be applied, as it is not

²¹ See First evaluation report of the Committee of Experts on Serbia, ECRML(2009)2, para. 179.

²² See Second evaluation report of the Committee of Experts on Serbia, ECRML(2013)3, para. 48.

compatible with the Charter,²³ and that in primary school, bilingual education would be offered from the first year (measure IV.1.1.2).²⁴

38. With regard to the recommendation, the Serbian authorities reiterate their encouragement of the introduction of bilingual education with German at additional schools and underline the advantages of such bilingual education (intensive improvement of the language competence, personal, social and professional development, acquisition of intercultural and interdisciplinary openness, development of key and cross-curricular competencies, motivation for lifelong learning, acquisition of a key competency for the labour market). The authorities also state that the Ministry of Education encourages the National Council of the German National Minority to start the application procedure for bilingual education in co-operation with interested schools. No information is available on further steps taken by the authorities to provide bilingual education.

Evaluation by the Committee of Experts and further action needed

39. The Committee of Experts considers that the recommendation, which essentially dates back to 2008,²⁵ has not been implemented. At the same time, the Committee of Experts is pleased that the Serbian authorities agree with the recommendation and confirm that bilingual education with German would significantly improve pupils' competence in German. The Committee of Experts invites the national authorities to implement the measures agreed at the Charter Implementation Roundtable (see para. 37), in particular to actively support the National Council of the German National Minority in the identification of suitable schools and the application procedure for bilingual education with German (see also para. 9).

9. Hungarian – Part II and Part III language

Recommendation for immediate action

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| <p>a. Encourage Hungarian speakers to use their language in contacts with local branches of the national authorities and facilitate the drafting of documents in Hungarian by these authorities.</p> |
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Implementation measures taken by the Serbian authorities

40. Against the background of this recommendation, representatives of the authorities and the National Council of the Hungarian National Minority discussed at the Charter Implementation Roundtable about three issues concerning the Tax Administration, the real estate cadastre and Post of Serbia.

41. As regards the Tax Administration, the National Council of the Hungarian National Minority expressed its concern that this authority does not use Hungarian in certain municipalities where this language is in official use. It was agreed to apply the relevant provisions of the Law on the Official Use of Languages and Scripts (measure III.1.7) and to train administrative staff (measure III.1.8).²⁶ The Serbian authorities have meanwhile informed the Committee of Experts²⁷ that, as soon as the National Council has further specified the relevant organisational units of the Tax Administration and the problems, they will take all necessary measures to enable the unhindered use of Hungarian in these units, in accordance with the law.

²³ See Fourth evaluation report of the Committee of Experts on Serbia, CM(2018)144, para. 11.

²⁴ Implementation Measures agreed at the Charter Implementation Roundtable on 5 February 2025.

²⁵ See First evaluation report of the Committee of Experts on Serbia, ECRML(2009)2, para. 61.

²⁶ Implementation Measures agreed at the Charter Implementation Roundtable on 5 February 2025.

²⁷ Additional information provided by the authorities on 27 October 2025.

42. Furthermore, the National Council of the Hungarian National Minority pointed out that the real estate cadastre does not register contracts concluded and notarised in Hungarian, or registers them with considerable delays. In this respect, it was agreed with the authorities to fully apply the deadlines set in the Law on the Procedure for Registration in the Real Estate Cadastre and Infrastructure Cadastre²⁸ (measure III.1.5) and to allocate adequate funds for translation of documents concluded according to the provisions of the Law on the Official Use of Languages and Scripts (measure III.1.6). The Serbian authorities have since informed the Committee of Experts²⁹ that the Republic Geodetic Authority has established a standard procedure for the real estate cadastre offices to be applied in cases where documents are submitted in Hungarian or another regional or minority language in local official use (transmission of the document to a court translator and interruption of the legal deadline for deciding on the document). Furthermore, the authorities state that the Republic Geodetic Authority allocates appropriate funds for the translation of documents in accordance with the procurement plans for 2025 and 2026.

43. The National Council of the Hungarian National Minority also raised problems in the delivery of post bearing addresses in Hungarian. In order to remedy these difficulties, it was agreed to amend Article 48 of the General Conditions for the Provision of Universal Postal Service in the Public Enterprise "Post of Serbia", Belgrade,³⁰ allowing for the use of addresses in regional or minority languages without the obligation to add the addresses in Serbian (measure III.1.1). In addition, a multi-lingual address registry containing addresses in regional or minority languages shall be created (measure III.1.2), internal procedures for sorting and distributing letters and parcels addressed in these languages be reviewed (measure III.1.3), and staff be trained on the new procedures (measure III.1.4). However, the Serbian authorities have meanwhile informed the Committee of Experts³¹ that Post of Serbia prefers to amend the above-mentioned General Conditions only to the effect that, in domestic postal traffic, the address of the recipient must also be indicated in Serbian, with the text in the regional or minority language appearing below or to the right of the text in Serbian. There is no updated information on the other measures (III.1.2, III.1.3, III.1.4).

Evaluation by the Committee of Experts and further action needed

44. The Committee of Experts thanks the authorities for their readiness to ensure the use of Hungarian by, and in contacts with, organisational units of the Tax Administration, in consultation with the representatives of the users of Hungarian, as well as to apply a structured approach to the processing of documents in Hungarian by real estate cadastre offices, including the allocation of funds earmarked for translation.

45. However, the issues concerning the use of postal addresses in regional or minority languages have not yet been resolved. The Committee of Experts notes that, in accordance with Article 10.3.c of the Charter, the indication of a postal address (including municipality and street name) is a request for a public service provided on behalf of the state authorities, which is allowed within the territory in which the regional or minority language is used without the additional indication of the address in Serbian (i.e. if the place of dispatch and the place of delivery of the postal item are located in this territory). For postal items sent from other areas of Serbia to the territory in which the regional or minority language is used, it is allowed to indicate the street name in the regional or minority language only, as Post of Serbia only needs and processes this information when providing the service (postal delivery to the recipient) in the territory in which that language is used. An obligation to also use Serbian in the address in the above cases would mean that the regional or minority language would no longer have its own validity, which would be contrary to the purpose of Article 10.3.c.³² Regarding the indication of the municipality name in Hungarian in the address on postal items sent from outside the territory where Hungarian is used to that territory, it was agreed during the Charter Implementation Roundtable to set up an address registry in the regional or

²⁸ Official Gazette of the Republic of Serbia, No. 41/2018, 95/2018, 31/2019, 15/2020 and 92/2023.

²⁹ Additional information provided by the authorities on 27 October 2025.

³⁰ Official Gazette of the Republic of Serbia, 126/2021 and 115/2023.

³¹ Additional information provided by the authorities on 27 October 2025.

³² See also Sixth evaluation report of the Committee of Experts on the Slovak Republic, MIN-LANG(2025)12, para. 48.

minority languages. The Committee of Experts invites the authorities to pursue such a pragmatic solution to the latter issue, possibly with the help of appropriate technological applications.

46. Overall, the Committee of Experts considers that the recommendation has been partly implemented and encourages the authorities to fully implement the measures agreed at the Charter Implementation Roundtable (see paras. 41-43).

10. Macedonian – Part II language

Recommendation for immediate action

- a. Consider applying an educational model that ensures proficiency in Macedonian, in co-operation with the speakers.**

Implementation measures taken by the Serbian authorities

47. The Serbian authorities state that the National Council of the Macedonian National Minority currently has no plans to organise the use of Macedonian at kindergarten and teaching of Macedonian in secondary education. At present, this language is only taught in the elective subject “Macedonian Language with Elements of National Culture” in primary education.

Evaluation by the Committee of Experts and further action needed

48. The Committee of Experts considers that the recommendation has not yet been implemented. It takes note of the absence of plans of the National Council of the Macedonian National Minority to introduce Macedonian into pre-school education and secondary education, and encourages the national authorities to raise awareness among users of Macedonian of the importance of early language acquisition in kindergarten and of continuity in learning Macedonian after primary education (see also para. 9).

11. Romani – Part II and Part III language

Recommendation for immediate action

- a. Provide bilingual education in Romani at pre-school, primary, secondary and vocational levels.**

Implementation measures taken by the Serbian authorities

49. The Serbian authorities state that the Ministry of Education encourages the National Council of the Roma National Minority, in co-operation with schools which are interested in bilingual education, to begin the application procedure for bilingual education. No information is available on further steps taken by the authorities. At present, Romani is taught only in the elective subject “Roma Language with Elements of National Culture” in primary education.

Evaluation by the Committee of Experts and further action needed

50. The Committee of Experts considers that the recommendation has not yet been implemented. It regrets the continued absence of bilingual education with Romani and of Romani-language education at pre-school, secondary and vocational levels. The Committee of Experts encourages the national authorities to prioritise the introduction of bilingual education with Romani in their co-operation with representatives of the users of Romani (see also para. 9).

Recommendation for immediate action

- b. Encourage the introduction of Romani into official use in additional municipalities so as to facilitate the application of the Charter.**

Implementation measures taken by the Serbian authorities

51. According to the population census conducted in 2022, the Roma minority had reached 15% of the population of certain settlements in the Autonomous Province of Vojvodina. In accordance with national legislation, the respective local authorities are obliged to indicate the names of bodies exercising public powers, local self-government units, populated areas, squares and streets and other toponyms in these settlements also in Romani. In 2024, the provincial authorities informed the National Council of the Roma National Minority of these facts and invited it to propose establishing the Romani language and script as an official language and script in these settlements. The census results in Central Serbia have not yet been analysed with regard to the 15% threshold. In case the Roma minority has reached the threshold also in settlements in Central Serbia, the competent authorities will inform the National Council in the same manner.

Evaluation by the Committee of Experts and further action needed

52. The Committee of Experts welcomes that the authorities have proactively informed the National Council of the Roma National Minority of the census results in Vojvodina, as well as encouraged it to propose the introduction of the Romani language and script into official use in the settlements concerned. It invites the national and provincial authorities, in co-operation with the National Council, to propose to the relevant municipalities to introduce Romani into official use and to support the National Council in the formal application procedure. If applicable, this approach should also be followed with regard to municipalities in Central Serbia. The Committee of Experts considers that the recommendation has been partly implemented.

Recommendation for immediate action

- c. Draw up, in co-operation with the representatives of the Romani speakers, a comprehensive strategy on the implementation of the Charter undertakings concerning this language.**

Implementation measures taken by the Serbian authorities

53. The Serbian authorities state that the Ministry of Human and Minority Rights and Social Dialogue has initiated consultations to secure donor funds for the engagement of consultants who would prepare an analysis of the possibilities and capacities for the use of Romani in accordance with Serbia's obligations under the Charter. During the preparation of the analysis, the competent national authorities and the National Council of the Roma National Minority are planned to be consulted, among others.

Evaluation by the Committee of Experts and further action needed

54. The Committee of Experts appreciates that conceptual work will be undertaken on the implementation of the Charter undertakings concerning Romani. However, it appears that the authorities only envisage to outsource a feasibility study ("analysis of possibilities and capacities") concerning the application of the Charter. The Committee of Experts considers that nearly 20 years after the entry into force of the Charter, there is a need for the adoption and implementation of a strategy and action plan on the application of the Charter to Romani which sets out concrete implementation measures, administrative responsibilities and deadlines. In order to ensure the subsequent implementation of the strategy and action plan, it is essential that national authorities lead the process directly and as part of their operations. At present, the Committee of Experts considers that the recommendation has not yet been implemented.

12. Romanian – Part II and Part III language

Recommendation for immediate action

- a. Provide education in Romanian or bilingually at pre-school, primary, secondary and vocational levels in Central Serbia, in consultation with representatives of the speakers.**

Implementation measures taken by the Serbian authorities

55. The Serbian authorities state that the Ministry of Education encourages the National Council of the Romanian National Minority, in co-operation with regional schools, to begin the process of mobilising parents belonging to the Romanian minority to introduce education in Romanian in Central Serbia. No information is available on steps taken by the authorities.

Evaluation by the Committee of Experts and further action needed

56. The Committee of Experts considers that the recommendation, which essentially dates back to 2018,³³ has not yet been implemented. It invites the national authorities to actively support measures raising parents' awareness of the benefits of education in Romanian or bilingually at pre-school, primary, secondary and vocational levels in Central Serbia, as well as to facilitate applications by the National Council of the Romanian National Minority for such education.

Recommendation for immediate action

- b. Facilitate the broadcasting of private radio and television programmes in Romanian.**

Implementation measures taken by the Serbian authorities

57. In order to facilitate the broadcasting of private radio and television programmes in Romanian, the national authorities supported a project on radio in 2023 and a project on television in 2024. Furthermore, the authorities of the Autonomous Province of Vojvodina co-financed documentaries on the cultural heritage, traditions, history and culture of Romanians in Banat.

Evaluation by the Committee of Experts and further action needed

58. The Committee of Experts acknowledges the support to projects concerning the use of Romanian on radio and television. However, as there is no specific information available (e.g. broadcast duration and intervals, content, target audience), it is unclear whether these projects have supported programmes in Romanian. Therefore, the Committee of Experts is not in a position to conclude whether the recommendation has been implemented. Furthermore, the Committee of Experts considers that one project each concerning radio and television, respectively, is too limited to effectively complement the public broadcasts in Romanian. The Committee of Experts reiterates its recommendation to facilitate the broadcasting of private radio and television programmes in Romanian and asks the authorities to provide specific information about the implementation in their next periodical report.

13. Ruthenian – Part II and Part III language

Recommendation for immediate action

- a. Facilitate the broadcasting of private television programmes in Ruthenian.**

³³ See Fourth evaluation report of the Committee of Experts on Serbia, CM(2018)144, p. 59.

Implementation measures taken by the Serbian authorities

59. The authorities of the Autonomous Province of Vojvodina have co-financed projects for broadcasting television content in Ruthenian. In addition, the national authorities have supported projects concerning the use of Ruthenian in online media in the period 2022-2024.

Evaluation by the Committee of Experts and further action needed

60. The Committee of Experts acknowledges that support has been granted to the broadcasting of television content in Ruthenian. However, as there is no specific information available (e.g. broadcast duration and intervals, content, target audience), the Committee of Experts is not in a position to conclude whether the recommendation has been implemented. The Committee of Experts reiterates its recommendation to facilitate the broadcasting of private television programmes in Ruthenian and asks the authorities to provide specific information about the implementation in their next periodical report.

Recommendation for immediate action

b. Encourage Ruthenian speakers to use this language in their contacts with local authorities.

Implementation measures taken by the Serbian authorities

61. The Autonomous Province of Vojvodina is obliged to supervise the official use of languages and scripts. In the period 2022-2024, regular and extraordinary inspections were carried out also in municipalities where the Ruthenian language and script are in official use. During these inspections, local officials were instructed on how they could improve the use of Ruthenian with the aim of encouraging Ruthenian speakers to use this language in contacts with local authorities.

62. In addition, the Autonomous Province of Vojvodina supports, through a call for proposals, bodies and organisations in the official use of regional or minority languages. The funds are intended for creating the conditions for the use of such languages in the communication of public authorities with citizens. In the period 2022-2024, various entities in municipalities where Ruthenian is in official use received funding. The authorities consider that “[i]n this way, by the existence of conditions, aware that there are good conditions and opportunities, citizens are encouraged and they decide to use the Ruthenian language and script more often when exercising their rights.”³⁴

63. The Serbian authorities also emphasise the fact that, as part of the Charter for Regional or Minority Languages of the Municipality of Kula, the local authorities concerned have adopted Charter undertakings in the field of local administration which Serbia has not yet ratified, including Articles 10.2.a (official use of Ruthenian within the framework of the local authority), 10.2.f (use of Ruthenian in the local assembly), 10.4.a (translation and interpretation) and 10.4.b (recruitment and training of officials).

Evaluation by the Committee of Experts and further action needed

64. The Committee of Experts considers that supervision and financial assistance by the provincial authorities may make an effective contribution to encouraging the use of Ruthenian in contacts with local authorities, which it has essentially been recommending since 2018.³⁵ However, it is not clear which changes and new approaches have been supported and implemented locally. Therefore, the Committee of Experts is not in a position to conclude whether the recommendation has been implemented and refers to its general observations above (see para. 17). As regards the Charter for Regional or Minority

³⁴ MIN-LANG(2025)IRIA 1, p. 31.

³⁵ See Fourth evaluation report of the Committee of Experts on Serbia, CM(2018)144, p. 64.

Languages of the Municipality of Kula, the Committee of Experts agrees with the Serbian authorities that its implementation will add momentum to the local use of Ruthenian in the field of administrative authorities. It invites the Serbian authorities to consider ratifying the additional undertakings adopted by the municipality of Kula in order to support the implementation of the recommendation in all municipalities where Ruthenian is used.

14. Slovak – Part II and Part III language

Recommendation for immediate action

- a. Encourage Slovak speakers to use their language in contacts with local branches of the national authorities and facilitate the drafting of documents in Slovak by these authorities.**

Implementation measures taken by the Serbian authorities

65. Apart from the general information on the use of regional or minority languages by local branches of national authorities (see paras. 13-15), the authorities have not provided any information on new initiatives which specifically encourage Slovak speakers to use their language in contacts with such national authorities or support the latter in drafting documents in Slovak.

Evaluation by the Committee of Experts and further action needed

66. The Committee of Experts considers that the recommendation, which essentially dates back to 2008,³⁶ has not been implemented. It encourages the authorities to take specific measures promoting the use of Slovak in contacts with, and by, local branches of the national authorities. In this context, it also refers to its general observations above (see para. 17).

15. Ukrainian – Part II and Part III language

Recommendation for immediate action

- a. Provide bilingual education with Ukrainian at pre-school, primary, secondary and vocational levels.**

Implementation measures taken by the Serbian authorities

67. The Serbian authorities state that bilingual education with Ukrainian would provide pupils with the opportunity to acquire inter-cultural and interdisciplinary openness and that the Ministry of Education encourages the National Council of the Ukrainian National Minority to start the application procedure for bilingual education at pre-school, primary and secondary education levels in co-operation with interested schools. No information is available on further steps taken by the authorities. At present, Ukrainian is only taught in the elective subject “Ukrainian Language with Elements of National Culture” to a total of 29 pupils in the 2024/2025 school year.³⁷

Evaluation by the Committee of Experts and further action needed

68. The Committee of Experts considers that the recommendation has not yet been implemented. It is concerned that the number of pupils learning Ukrainian has decreased in all school years since 2022/2023 and has reached a very low level (29 pupils). At the same time, the Committee of Experts is pleased that the Serbian authorities agree with the positive effects of bilingual education with Ukrainian

³⁶ See First evaluation report of the Committee of Experts on Serbia, ECRML(2009)2, para. 179.

³⁷ See MIN-LANG(2025)IRIA 1, p. 33.

on the personal development of pupils. Considering the limited resources of the National Council of the Ukrainian National Minority, the Committee of Experts invites the national authorities to actively support the identification of suitable schools and the launch of the application procedure for bilingual education with Ukrainian (see also para. 9).

Recommendation for immediate action

b. Encourage the introduction of Ukrainian into official use in the Autonomous Province of Vojvodina and additional municipalities so as to facilitate the application of the Charter.

Implementation measures taken by the Serbian authorities

69. The Serbian authorities emphasise that Serbia, through its legislation and practice, shows great flexibility in terms of introducing regional or minority languages into official use even when the legal criterion of 15% for mandatory introduction into official use is not met. In the case of the Ukrainian minority, which does not reach the 15% threshold in any municipality, the authorities confirm that there is no obstacle to introducing the Ukrainian language and script into official use.

70. At the Charter Implementation Roundtable (see para. 6), it was agreed that the national authorities, the authorities of the Autonomous Province of Vojvodina and the national councils of national minorities concerned (including the National Council of the Ukrainian National Minority) shall jointly identify and approach municipalities which may be willing to voluntarily introduce the respective regional or minority language into official use (measure VI.1.). Furthermore, it was agreed that the national authorities and the provincial authorities shall support the national councils of national minorities concerned in applying for the introduction of the official use of their regional or minority language in the municipalities identified, also in view of the limited resources of some national councils (measure VI.2.).³⁸

71. The national authorities have meanwhile specified that the largest number of Ukrainians live in the cities and municipalities of Kula, Vrbas, Novi Sad, Sremska Mitrovica and Inđija.³⁹ However, there is no information available as to whether any local authorities have been approached regarding the introduction of Ukrainian as an official language. In addition, there is no indication that the Autonomous Province of Vojvodina has taken steps concerning the introduction of Ukrainian as an official language of the province.

Evaluation by the Committee of Experts and further action needed

72. The Committee of Experts considers that the recommendation, which essentially dates back to 2008,⁴⁰ has not been implemented. It invites the national and provincial authorities to propose to the relevant cities and municipalities to introduce Ukrainian into official use and to support the National Council of the Ukrainian National Minority in the formal application procedure. In parallel, steps should be taken to introduce Ukrainian as an official language of the Autonomous Province of Vojvodina.

Recommendation for immediate action

c. Draw up, in co-operation with the representatives of the Ukrainian speakers, a comprehensive strategy on the implementation of the Charter undertakings concerning this language.

³⁸ Implementation Measures agreed at the Charter Implementation Roundtable on 5 February 2025.

³⁹ See MIN-LANG(2025)IRIA 1, p. 35.

⁴⁰ See First evaluation report of the Committee of Experts on Serbia, ECRML(2009)2, para. 175.

Implementation measures taken by the Serbian authorities

73. The Serbian authorities state that no specific strategy has been developed for the implementation of the Charter undertakings regarding Ukrainian. At the same time, they consider that “the implementation of the Charter for Regional or Minority Languages of the Municipality of Kula will significantly advance the implementation of the Republic of Serbia's obligations regarding the Ukrainian language.”⁴¹ Representatives of the municipality of Kula have expressed interest in receiving the Council of Europe's support in the development of an action plan on the implementation of the local Charter.⁴²

Evaluation by the Committee of Experts and further action needed

74. The Committee of Experts considers that the recommendation has not yet been implemented. It agrees with the Serbian authorities that the implementation of the Charter for Regional or Minority Languages of the Municipality of Kula supports the implementation of Serbia's Charter obligations regarding Ukrainian. At the same time, it must be borne in mind that the Ukrainian language is also used in municipalities other than Kula and that the local charter of that municipality does not contain Charter undertakings falling into national and provincial competence. Therefore, the Committee of Experts encourages the Serbian authorities to support the implementation of the local charter of Kula, including the design and implementation of a local action plan, as well as to draw up, in co-operation with the representatives of the Ukrainian speakers, a comprehensive strategy on the implementation of all the Charter undertakings concerning this language in Serbia.

16. Vlach – Part II language

Recommendation for immediate action

a. Consider applying an educational model that ensures proficiency in Vlach, in co-operation with the speakers.

Implementation measures taken by the Serbian authorities

75. According to the Serbian authorities, the National Council of the Vlach National Minority does not plan to initiate teaching Vlach in secondary schools until enrolment in teaching Vlach in primary education becomes more widespread.

Evaluation by the Committee of Experts and further action needed

76. The Committee of Experts considers that the recommendation has not yet been implemented. It takes note of the absence of plans of the National Council of the Vlach National Minority to introduce Vlach into secondary education at present and encourages the national authorities to raise awareness among users of Vlach of the importance of continuity in learning Vlach after primary education in order to ensure proficiency in Vlach in the future (see also para. 9).

Recommendation for immediate action

b. Promote the use of Vlach in the public broadcast media.

⁴¹ MIN-LANG(2025)IRIA 1, p. 38.

⁴² See MIN-LANG(2025)IRIA 1, p. 57.

Implementation measures taken by the Serbian authorities

77. In the period 2022-2024, the authorities have supported projects concerning the use of Vlach in online media, radio and television. It is not clear if these media were public or private.

78. During the Charter Implementation Roundtable (see para. 6), representatives of the Serbian authorities and the users of Vlach agreed to organise a meeting with the public broadcaster Radio Television of Serbia (RTS) on the launch of the broadcasting of television and radio programmes in Vlach (measure V.1.1).⁴³

79. In a statement submitted to the Committee of Experts, representatives of the users of Vlach point out that Vlach is still not used in public broadcasting. They emphasise that the Ministry of Information should become more involved, and the RTS Management Board should begin broadcasting television and radio programmes in Vlach.

Evaluation by the Committee of Experts and further action needed

80. The Committee of Experts considers that the recommendation has not yet been implemented. It encourages the national authorities to actively support the representatives of the users of Vlach in their negotiations with RTS concerning the launch of broadcasts in Vlach.

Communication to the Committee of Ministers of the Council of Europe

The Committee of Experts of the European Charter for Regional or Minority Languages, while acknowledging the efforts of the authorities of Serbia to comply with their undertakings under the Charter, has in its fifth evaluation report (MIN-LANG(2023)3) made “recommendations for immediate action” and “further recommendations” on how to improve the protection and promotion of the regional or minority languages in Serbia.

In accordance with the Committee of Ministers Decisions of 28 November 2018 (CM/Del/Dec(2018)1330/10.4e), Serbia had to present information on the implementation of the recommendations for immediate action, which contain the priority measures that should be taken by the state party. Serbia presented this information on 15 April 2025. In the present evaluation, the Committee of Experts has examined the implementation of these recommendations.

In accordance with its Rules of Procedure, the Committee of Experts invites the Committee of Ministers to:

1. take note of the evaluation made by the Committee of Experts of the implementation of the recommendations for immediate action by Serbia and invite the authorities of Serbia to disseminate it to the competent national authorities and relevant stakeholders;
2. reiterate its Recommendation CM/RecChL(2023)4 and invite the authorities of Serbia to present their next periodical report by 1 September 2027 in the required format.

⁴³ Implementation Measures agreed at the Charter Implementation Roundtable on 5 February 2025.