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**THIRD REPORT SUBMITTED BY NORWAY  
PURSUANT TO ARTICLE 25, PARAGRAPH 2  
OF THE FRAMEWORK CONVENTION FOR  
THE PROTECTION OF NATIONAL MINORITIES**

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**THIRD PERIODIC REPORT ON  
THE IMPLEMENTATION OF  
THE COUNCIL OF EUROPE'S  
FRAMEWORK CONVENTION  
FOR THE  
PROTECTION OF NATIONAL MINORITIES**

**NORWAY**

**Ministry of Government Administration, Reform and  
Church Affairs**

**July 2010**

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## Foreword

The Council of Europe's Committee of Ministers adopted the Framework Convention for the Protection of National Minorities<sup>1</sup> in November 1994. The Convention came into force in 1998, and was ratified by Norway in 1998. Under *Rule 21 of Resolution (97) 10 setting out rules adopted by the Committee of Ministers on the monitoring arrangements under Articles 24 to 26 of the Framework Convention for the Protection of National Minorities, the periodical basis for transmission of state reports is set at five years, calculated from the date on which the previous report was due.*

This is Norway's Third Periodic Report on the implementation of the Framework Convention. The report covers developments that have taken place in the five years since the previous Periodic Report and provides comments in response to the Resolution adopted on 20 June 2007 by the Council of Europe's Committee of Ministers<sup>2</sup>, containing recommendations to Norway based on Norway's Second Periodic Report.

Like the first two periodic reports, this third report deals with matters relating to Jews, Kvens, Roma (Gypsies), Romani people/Tater and Forest Finns, who are considered to be national minorities in Norway. In the First Periodic Report, the term "national minorities" is defined as follows (see paragraph 3.1):

In Norway, the term "national minorities" is understood by the Government to mean minorities with a long-term connection with the country. Minority groups must be in the minority and must hold a non-dominant position in society. Furthermore, they must have distinctive ethnic, linguistic, cultural and/or religious characteristics which make them substantially different from the rest of the population of Norway. The persons concerned must also have a common will to maintain and develop their own identity.

The condition of a "long-term connection" makes it clear that more recent immigrant communities are not considered to be national minorities in Norway. Consequently, matters relating to the immigrant population in Norway are not considered to be relevant to this report, except in the information provided under Article 6 concerning general measures to combat discrimination and measures to promote tolerance and intercultural dialogue.

In this connection, it should be emphasised that Norwegian nationality is not in itself decisive for being considered to belong to a national minority in Norway. When persons arrive in Norway whose background is from the same groups that have been granted status in Norway as national minorities, these persons will as a rule be

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<sup>1</sup> Council of Europe's Framework Convention for the Protection of National Minorities  
<http://odin.dep.no/krd/norsk/tema/nasjonale/europa/bn.html>

<sup>2</sup> Resolution CM/ResCMN(2007)11 on the implementation of the Framework Convention for the Protection of National Minorities by Norway (Adopted by the Committee of Ministers on 20 June 2007 at the 999bis meeting of the Ministers' Deputies)  
[http://www.regjeringen.no/Upload/AID/temadokumenter/nasjonale\\_minoriteter/nasjimin\\_europaradets\\_andre\\_resoulusjon\\_eng.pdf](http://www.regjeringen.no/Upload/AID/temadokumenter/nasjonale_minoriteter/nasjimin_europaradets_andre_resoulusjon_eng.pdf)

covered by measures designed for the national minority (e.g. language instruction), even if the individual person does not have a long-term connection with the country. The report therefore also comments briefly on matters relating to Roma who have come to Norway in the past few years.

As regards the situation of the Sami, reference is made to *Norway's report on the implementation of ILO Convention 169 concerning Indigenous and Tribal Peoples in Independent Countries*, which was submitted to the ILO in 2008.<sup>3</sup>

Efforts have been made to avoid repetition of information on policies and measures on which Norway has previously reported to the Council of Europe. To the extent it is considered necessary, reports sent by Norway in connection with periodical reporting under the European Charter for Regional or Minority Languages have been attached, in addition to reports on the implementation of relevant UN conventions and ILO Convention 169. For supplementary descriptions, reference is made to Norway's First and Second Periodic Reports.<sup>4</sup>

Based on the Council of Europe's outline for countries' Third Periodic Report on the Implementation of the Framework Convention, this report has been divided into two parts:

- Part I Practical arrangements made at the national level for following up the results of the second monitoring cycle
- Part II Measures taken to improve implementation of the Framework Convention. Under Part II a, information is provided on how the recommendations in the Resolution adopted by the Committee of Ministers have been followed up. Part II b covers measures and policies relating to each Article of the Convention. The recommendations of the Advisory Committee under the various Articles have also been included under this point.

Responsibility for coordinating government policy in respect of national minorities was transferred from the Ministry of Labour and Social Inclusion to the Ministry of Government Administration, Reform and Church Affairs (FAD) on 1 January 2010. This entails no actual changes in the scope of matters covered. FAD thus has the main responsibility for implementation of the Framework Convention and has prepared the Third Periodic Report in cooperation with other ministries concerned.

It is a fundamental principle of the Convention to include affected groups in work on matters that affect them. It has therefore been natural to include organisations with a basis in a national minority in the preparation of this report. In this connection, the organisations concerned have participated in information meetings and been given the

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<sup>3</sup> <http://depsak.fttjenester.dep.nett/132.150.3.215.dsp.download/TJENESTER/FAD768/992246642-8-200861926-22.pdf>

<sup>4</sup> Norway's First Periodic Report may be found at [http://www.regjeringen.no/Upload/AID/temadokumenter/nasjonale\\_minoriteter/nasjmin\\_europaradet\\_norges\\_forste\\_rapp.pdf](http://www.regjeringen.no/Upload/AID/temadokumenter/nasjonale_minoriteter/nasjmin_europaradet_norges_forste_rapp.pdf)

Norway's Second Periodic Report may be found at [http://www.regjeringen.no/Upload/AID/temadokumenter/nasjonale\\_minoriteter/nasjmin\\_europaradet\\_norges\\_andre\\_rapp\\_no.pdf](http://www.regjeringen.no/Upload/AID/temadokumenter/nasjonale_minoriteter/nasjmin_europaradet_norges_andre_rapp_no.pdf)

opportunity to submit written and oral comments and suggestions. (A list of the organisations that have participated in the work is attached.)

In connection with the meetings, the Ministry received a number of contributions, both written and oral, from the national minority organisations. Some of these contributions have been incorporated where it is logical to do so in Part II b of the report. The organisations have also raised a number of questions that do not directly concern the implementation of the Framework Convention in the last five years, and the Ministry will deal with these contributions in other contexts.

The report has also been circulated for consultative comment to the Sami Parliament and civil society actors.

National minority organisations, other civil society actors and the Sami Parliament have been informed of the possibility of sending shadow reports to the Council of Europe. The Ministry of Government Administration, Reform and Church Affairs has also offered the national minority organisations financial and practical assistance for the translation of any shadow reports into English.

Norway's Third Periodic Report on the Implementation of the Framework Convention is available in Norwegian and English.

For further information on the work of monitoring and reporting on implementation of the Framework Convention, please contact:

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## **PART I PRACTICAL ARRANGEMENTS MADE AT THE NATIONAL LEVEL FOR FOLLOWING UP THE RESULTS OF THE SECOND MONITORING CYCLE**

### ***a. INFORMATION ON THE PARTICIPATION OF ORGANISATIONS FOR NATIONAL MINORITIES AND OTHER NON-GOVERNMENTAL ORGANISATIONS IN THE AUTHORITIES' IMPLEMENTATION AND MONITORING, AND THE IMPORTANCE OF THIS INVOLVEMENT***

The Ministry of Government Administration, Reform and Church Affairs (FAD) is responsible for coordinating government policy relating to national minorities. This means that FAD coordinates the specialised ministries' policies and measures in respect of national minorities. The Ministry also coordinates dialogue with the national minorities' organisations wherever necessary. As described earlier in the foreword, FAD is responsible for following up and monitoring implementation of the Framework Convention. The results of the first two monitoring cycles have contributed to the establishment of the Inter-Ministerial Coordinating Committee for National Minorities and the Contact Forum between the National Minorities and the Central Authorities. The goal of the public authorities is to develop a coherent policy for national minorities in dialogue with the national minority organisations.

The organisations' participation in the Contact Forum between the National Minorities and the Central Authorities promotes greater awareness of the status of national minorities in society and the activities of national minorities in civil society.

FAD and other ministries initiate meetings in order to engage in dialogue with national minorities whenever relevant. The ministries also have meetings with individuals and organisations from national minorities at the latter's request. Certain organisations have expressed the view that the ministries could be even more accommodating as regards arranging meetings with organisations.

FAD also works closely with other stakeholders in civil society, such as the Norwegian Helsinki Committee and the Norwegian Centre for Human Rights. The Ministry has participated at political level in conferences and hearings on the situation of the Romani people/Tater and the Kvens.

The Government has given priority to the national minorities with regard to measures to promote the participation of civil society in implementing the Framework Convention. A grant for national minorities is provided each year from the central government budget. The aim of the grant scheme is to support activities that promote active participation in society, ensure equal opportunities for all and combat discrimination. The grant scheme is intended to help ensure that the principles enshrined in the Framework Convention are implemented in practice.

The grant scheme was established in 2000 and has been continuously adjusted in accordance with changes in national minority organisations. The scheme is administered by FAD.

For 2010, a provision of NOK 14,835,000 has been made in the government budget, of which NOK 5,665 million is earmarked for basic support and project support. Funding for basic support for organisations and for project support in 2010 can be broken down as follows:

The Ministry received applications for a total of NOK 20.5 million, of which NOK 5,665 million was granted (equivalent to allocation of the entire budget item). The allocated amount accounted for 27.6% of the total amount applied for. Applications for basic support totalling approximately NOK 11 million were received from ten organisations. Of these applications, NOK 4.2 million was granted to seven organisations.

Applications may be submitted for basic support for the operating costs of organisations based on a national minority. Applications may also be submitted for funding for projects aimed at disseminating information on the situation of national minorities, self-help activities and trans-frontier cooperation. Organisations, municipalities, counties and others who are engaged in activities related to national minorities may also apply for project funding from this grant scheme. The Ministry has made it a clear priority to provide the majority of funding in the form of basic support rather than project support. As a rule, applications for project funding that are submitted by organisations that receive basic support are not granted. In 2010, a total of NOK 1,255 million was granted in project support. The purpose of providing a larger share of funding in the form of basic support is to enable organisations to determine the priority of the projects they wish to initiate, within the limits of the basic support granted.

The grant scheme helps enable national minority organisations to participate to a greater degree in dialogue on the development of policy and measures.

Several of the organisations have pointed out to the authorities that the funding available for allocation is insufficient. Several of them have stated that they would like to have more resources for both organisational activities and projects so as to be able to play a more active role in developing policy and measures.

The International Research Institute in Stavanger (IRIS) was commissioned by the Ministry to evaluate the government budget item for grants for national minorities. The report was submitted to the Ministry on 3 March 2008. In spring 2009, partly on the basis of the report, a working group was established which included representatives of the national minority organisations that received basic support in 2008.

The working group reviewed the guidelines for allocation of basic support to organisations. The purpose of the review was to update and define more precisely the guidelines for allocation of basic support according to factors such as the size, organisational structure and activities of the organisations. The objective is to increase the predictability of basic support allocation for both the organisations and FAD.

The conclusions reached by the working group were incorporated into the 2010 circular sent to national minority organisations in connection with applications for



grants from the central government budget with focus on such factors as the requirement that the organisation is democratically structured, and has a certain level of activity and a certain size to be eligible for basic support; see Circular A-56/2009<sup>5</sup>.

## ***b. PUBLICATION OF THE RESULTS OF THE SECOND MONITORING CYCLE***

The results are presented through several channels:

- Information meetings for national minority organisations at which the results of the monitoring process are communicated, and the distribution of all relevant documents
- Publication of a press release
- Publication of the documents on the Internet in English and Norwegian
- Publication of the results in the Ministry's electronic newsletter
- Inclusion of the Committee of Ministers' Resolutions in the Government's budget proposal (Proposition No. 1 to the Storting).

## ***c. ACTIVITIES TO IMPLEMENT THE FRAMEWORK CONVENTION AT NATIONAL, REGIONAL AND LOCAL LEVEL***

At national level, policy, measures and funding from the central government budget are described in the Government's budget proposal.

As regard implementation at regional level, reference is made to the description of national minority museums (the Romani Department at the Glomdal Museum, the Musuem for Forest Finn Culture in Norway, the Kvæntun Centre); see the information under Article 5, Museums and Cultural Buildings. The transfer of responsibility for national minorities to the Ministry of Government Administration, Reform and Church Affairs, which is also responsible for county governors, offers greater opportunities for involving the public administration at regional level in efforts relating to national minorities.

At local level, several municipalities have actively addressed matters relating to national minorities, in particular the City of Oslo in relation to the Roma. Some municipalities have received project funding for measures concerning Kvens.

## ***d. OTHER MEASURES TO PROMOTE AWARENESS OF THE FRAMEWORK CONVENTION***

In order to encourage the participation of other members of civil society, information on the Framework Convention, the reports submitted by Norway and the Council of

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<sup>5</sup> <http://www.regjeringen.no/nb/dep/ad/dok/rundskriv/2009/a-562009-statsbudsjettet-2010-kap-670-po.html?id=584980>. Only in Norwegian.

Europe's comments have been published on the website of the Ministry of Government Administration, Reform and Church Affairs. FAD also regularly issues electronic newsletters on current national minority issues.

## **PART II**

### **MEASURES TO IMPROVE THE IMPLEMENTATION OF THE FRAMEWORK CONVENTION**

#### **a. Measures to implement the recommendations in the Resolution adopted by the Committee of Ministers**

The paragraphs in italics below are the Committee of Ministers' recommendations, while the rest of the text consists of the replies submitted by the Norwegian authorities.

*- Take the necessary steps, including from a financial standpoint, to enable the new institutions designed to strengthen the fight against discrimination to perform their tasks adequately; enhance information and awareness-raising measures on minority issues and the growing diversity of Norwegian society among the public at large, politicians, the media and the public authorities;*

#### **IMPLEMENTATION:**

Strengthen institutions intended to combat discrimination

- The new Action plan to promote equality and prevent ethnic discrimination 2009 – 2012; see information under Article 4 (page 21).
- Establishment of an Equality and Anti-Discrimination Ombud; see information under Article 4 (page 19).
- The “Romani people/Tater – from Child to Adult” project; see information under Article 6 (page 28) and Article 12 (page 41).
- On 18 November 2009, the Government announced that a committee will be established to review the implementation of Norwegian policy in respect of the Romani people/Tater up to the present. One of the reasons for establishing a committee is the need long expressed by the Romani people/Tater and their organisations for a survey of the impact of Norwegian policy in respect of this national minority. Several meetings have been held with organisations within this group in order to discuss the committee's terms of reference and composition. The process of defining the committee's terms of reference, composition and working methods has not been concluded.
- In cooperation with the Norwegian Association of Local Authorities, preparations are in progress for a survey to be conducted in Norwegian municipalities of knowledge of and measures for national minorities.
- Increase awareness of national minorities in government ministries through the Inter-ministerial Coordinating Committee for National Minorities.
- The Inter-ministerial Coordinating Committee for National Minorities plays a key role when FAD is to prepare reports or action plans that cover the responsibilities of several different ministries with regard to national minorities. The Coordinating Committee has been involved in connection with the preparation of

the report in the Third Reporting Cycle of the Framework Convention and in the work on drawing up the Action Plan for Roma. The Coordinating Committee is also useful as a network for the exchange of information on relevant meetings, seminars and conferences in Norway at the national and international level.

*- Pursue with greater determination, in co-operation with the groups concerned and in accordance with personal data protection requirements, the initiatives to obtain reliable data on the situation of minorities in various sectors;*

IMPLEMENTATION:

Create a better knowledge base for policy in respect of national minorities

- The Research Council of Norway's *Romani, Language and Origin* project; see information on page 14.
- Reference is made to the information on statistics under Part II b, General information (page 15).

*- Implement more resolute measures to eliminate the difficulties and discrimination encountered by the Roma and the Romani people/Tater in various fields, such as employment and housing and, in particular, education; pay due heed to the Roma request concerning the establishment of a Roma community centre in Oslo;*

IMPLEMENTATION:

Initiate measures targeting the Roma and the Romani people/Tater, including measures in the fields of education, employment and housing

- The Government presented its Action Plan on improving the situation of Norwegian Roma in Oslo in June 2009. The target group consists of Roma who are registered as part of the Norwegian population and who define themselves as Roma of Norwegian or foreign nationality. The measures contained in the action plan are intended to make established arrangements more accessible to Roma and to help prevent discrimination of Roma. The plan was drawn up in cooperation with Roma organisations. Responsibility for implementation of the action plan lies with FAD, which works closely with the Roma community to this end through the newly established *Samrådet mellom rom og norske myndigheter* (forum for dialogue between the Roma and the Norwegian authorities). The *Samråd* held its first meeting on 8 April 2010.
- Since 2007, the City of Oslo has provided adult education for young adult Roma with funding from the Ministry of Labour and Social Inclusion, and now from the Ministry of Government Administration, Reform and Church Affairs. Among other things, efforts are being made to adapt this education to the qualification programme run by the Norwegian Labour and Welfare Administration (NAV) to provide training to qualify participants for employment. Such adaptation entails allowing some of the participants to start out at a lower level than usual in the qualification programme on account of their very poor reading and writing skills. Furthermore, some of them might be given an opportunity to receive a grant for ambulatory work (for example, as a school support worker to teach children).
- In autumn 2009 the adult education programme was expanded to include a counselling service designed to assist Roma in dealing with public bodies, and to provide information on the Roma's culture and living situation to public bodies that have contact with Roma.

- The Ministry of Labour and Social Inclusion, at the time the coordinating ministry for national minorities, had meetings with the Housing and Building Department of the Ministry of Local Government and Regional Development and the Housing Bank. The housing problem is one of the items in the Action Plan for Roma on which further work will be done in cooperation with the Roma and relevant authorities.
- As regards the Romani people/Tater, the Taters' Association of Norway has worked with the Housing Bank to facilitate better use of Housing Bank schemes.

*- Pursue and develop measures in support of national minority cultures, adapting initiatives and resources to the specific needs identified in consultation with the groups concerned, not least as regards the minorities' museums, in the context of the implementation of the current reform of the museums network;*

#### IMPLEMENTATION:

In 2009, the Government presented the white paper Museums of the Future – Administration, research, communication, renewal (Report No. 49 (2008-2009) to the Storting) (*St. meld. nr. 49 (2008-2009) Framtidas museum – Forvaltning, forskning, formidling, fornying*). The white paper contains a status report on the implementation of the reform of the museums network. The main focus is on current challenges in the wake of the reform with regard to the contents and activities of museums. The white paper also generally addresses the issue of the role of museums in society. In this connection, it also takes up questions relating to minorities and cultural diversity. It points out that museums that work with national minorities play an important role in enabling national minorities to preserve and develop their own culture. Such museums must continuously focus on all aspects of a culture and cover its history over a long period of time. Moreover, museums must adopt a broad-based, in-depth approach to cultures that have lost a great deal due to marginalisation. The national minorities' right to participate in this process is an important factor that must be taken into account by museums that integrate work relating to minorities into a museum that caters for the majority.

The Oslo Jewish Museum and the Museum for Forest Finn Culture in Norway engaged in negotiations regarding the consolidation of their activities in their region. This process was discontinued because the minorities were uncertain as to whether they would have sufficient influence on and be able to participate effectively in the documentation and presentation of their own cultures. In consultation with the Ministry of Culture and Church Affairs, it was agreed that the museums are to receive regular grants from the central government budget.

During its establishment, the Oslo Jewish Museum was also engaged in consolidation negotiations with what is now the Oslo Museum (including the International Museum and Cultural Centre (IKM) and the Theatre Museum of Oslo). The Oslo Jewish Museum withdrew from the process in order to retain its influence on the development of its own identity and has now worked independently on establishing the museum, which opened in autumn 2008.

The National Museums' Network for Minorities and Cultural Diversity was started up in 2006 under the leadership of the Oslo Museum. The network now comprises 21 widely-differing museums. However, all of the museums focus on, or have plans to focus on minority issues relating to indigenous peoples, national minorities or recent immigration.

- Continue and reinforce efforts to promote and support the learning of the Kven language and examine the needs of persons belonging to other minorities – notably the Roma and the Romani people/Tater – in this field;

#### IMPLEMENTATION:

##### *Kvens*

In April 2005 the Kven language was officially recognised as a language in its own right in Norway. A white paper on language (Report No. 35 (2007-2008) to the Storting: *Mål og mening*) contains a chapter devoted to the Kven language. In the white paper, the Ministry of Culture affirmed that active language planning is crucial to revitalising the Kven language. Such language planning has two main components: formalisation of the rights of language users and development of language infrastructure by such means as terminology development, standardisation and careful tending of the language.

Work on standardising the Kven language has begun at the Kainun institutti – Kvensk institutt (the Kven Institute). The institute was established as a foundation in 2005, and is fully funded by the Ministry of Culture (in addition to having small revenues of its own). In 2009, the institute received a grant of NOK 4,533,000 and its own revenues totalled NOK 114,000. The grant for 2010 is NOK 4,678,000.

The Kainun institutti – Kvensk institutt is intended to serve as a national centre for Kven language and culture. The overall funding for operating costs provided by the central government authorities cover development, documentation and the promotion of knowledge and information on the Kven language and culture.

The Kven Language Council was established by the Kainun institutti – Kvensk institutt in 2007. The Board of the institute has elected five members and three deputy members to the Language Council who have linguistic expertise and insight into different Kven dialect variations. The Council is to serve as an expert group whose primary task is to draw up the fundamental guidelines for establishing a common Kven written language.

In 2006, a new programme in Kven language and culture was introduced at the University of Tromsø, equivalent to an area of specialisation in a bachelor's degree. The programme has been defined as a continuing/further education programme, but may also be selected as part of a bachelor's degree. Special texts, a glossary and a draft grammar have been prepared for the programme. The programme is designed as a foreign language programme that requires no prior knowledge of Kven.

In 2009, the Ministry of Labour and Social Inclusion provided organisational and project support totalling around NOK 3,000,000 for Kven-related purposes.

##### *Finnish*

Section 2-7 of the Act relating to Primary and Secondary Education (the Education Act) lays down that:

When so required by at least three pupils of Finnish stock (Kvener) attending primary and lower secondary schools in Troms and Finnmark, the pupils have the right to receive instruction in Finnish.

In practice, this provision is implemented so as also to cover instruction in Kven. Kven language instruction is particularly relevant in Porsanger Municipality. There is ample access to teaching materials in standard Finnish, since they are developed for the majority language in Finland. However, these materials have not been adapted for Norwegian pupils, and funding is provided to develop teaching materials in Finnish-Norwegian. These materials are adapted for translation to Kven since there are few teaching aids in that language.

Several of the minority organisations have pointed out that the geographical limitation on the right to instruction in Finnish to the counties of Troms and Finnmark poses a problem. They refer to the fact that due to demographic trends, many pupils with a Kven or Finnish background live in or near the capital today, which means that they live geographically far away from the “traditional” area,

#### *Roma*

There has been focus on providing Norwegian language courses for adults.

#### *Romani people/Tater*

Some support has been provided for the language project run by the Romani people/Tater organisations. This project, which is entitled *Romani, språk og opprinnelse* (Romani, Language and Origin) and part of which will be completed in 2010, will help to lay the foundation for closer study, in cooperation with Romani people/Tater organisations, of their language situation.

*- Identify, in cooperation with minority representatives, the most effective means of enhancing minority participation in public affairs, including social and economic life, both at the central and local levels;*

#### IMPLEMENTATION:

Enhance minority participation in society, both locally and centrally

- In cooperation with the national minority organisations, FAD is exploring more closely ways in which the Contact Forum between the National Minorities and the Central Authorities can be used more effectively. At the Contact Forum meeting in November 2009, there was consensus that efforts should be made to hold meetings more frequently and to seek to obtain broader participation on the part of the authorities.

*- Maintain and reinforce the measures of support of persons belonging to various minorities, so as to foster successful integration in Norway.*

#### IMPLEMENTATION:

- Roma who have recently arrived in Norway, mainly from Romania, are entitled, like other nationals from the Schengen Area, to stay in Norway for three months. The public authorities have therefore had few dealings with this group. NGOs with support from the City of Oslo and the Equality and Anti-Discrimination Ombud have focused attention on efforts to combat discrimination of the group.

The OSCE High Commissioner on National Minorities and Norway's representative on the Council of Europe's Committee of Experts on Roma and Travellers have participated in this work.

## **b. Implementation of the Framework Convention, Article by Article**

### **General information**

#### *Development of statistics*

The Advisory Committee has recommended that statistics be developed on the living conditions of national minorities with a view to adapting measures to improve the situation of these groups.

As we have pointed out in earlier reporting processes, there are currently no registers based on ethnicity. One exception is Sámediggi's (the Sami Parliament's) electoral roll, which is kept in conjunction with the national population register. Registration in the Sami electoral roll is voluntary. Registration in the electoral roll is a condition for being able to vote in elections for and be eligible for election to Sámediggi.

Sámediggi is engaged in a project to develop Sami statistics. Statistics Norway (SSB) has been granted permission to conduct a study of whether Sámediggi's electoral roll, combined with other data sources, can be used as a basis for establishing individual-based Sami statistics. Other data sources are the 1970 Population and Housing Census and the electoral roll for reindeer herders. Upon completion of this study, a decision will be made as to whether SSB will be given permanent authority to use this source.

SSB issues a publication entitled "Sami Statistics" every other year. This work is financed by Sámediggi. The statistics in the publication are limited geographically to the territorial scope of Sámediggi's subsidy scheme for business development (STN) (formerly the Sami Development Fund (SUF)). No new data are produced in connection with the publication, but it provides an overview of existing data in new statistics.

Sámediggi has established a group of expert analysts who are to submit an annual report to the Ministry of Government Administration, Reform and Church Affairs (FAD) and Sámediggi. The report provides an overview and analysis of the situation and development trends in the Sami community in various sectors of society.

Many members of the national minorities themselves are very sceptical about registration based on ethnicity. The authorities are engaged in dialogue with the national minority organisations with a view to finding suitable, effective methods of learning more about the living conditions of these groups in order to provide a foundation for policy development.

In connection with the development of a Plan for Research on National Minorities, the question has been raised of finding an approach to obtain better basic data on Kvens. However, this work has come to a halt, partly due to the previously mentioned scepticism about registration. Internal debate regarding use of the designation "Kven" is also significant for how better basic data on this group are to be prepared (see the description of the debate on the term "Kven" under Article 3 below).

### Article 3

1. *Every person belonging to a national minority shall have the right freely to choose to be treated or not to be treated as such and no disadvantage shall result from this choice or from the exercise of the rights which are connected to that choice.*
2. *Persons belonging to national minorities may exercise the rights and enjoy the freedoms flowing from the principles enshrined in the present framework Convention individually as well as in community with others.*

The Advisory Committee's recommendation:

31. The Advisory Committee encourages the authorities to maintain and further develop the practical measures of protection adopted in respect of persons belonging to new minorities, who are not included by the authorities in the personal scope of application of the Framework Convention. In addition, the authorities are encouraged to open a dialogue with the persons potentially concerned by the protection of this Convention, including non-citizens where appropriate, about their possible inclusion in the application of the Framework Convention, on an article-by-article basis.

#### IMPLEMENTATION:

Reference is made to the information provided in Norway's First Periodic Report, which states that Norway's policy in respect of national minorities is based on the principle of self-identification.

There is an ongoing debate within several of the national minority groups as to by which ethnic designation(s) the group wishes to be referred by the central government authorities and the rest of the majority society. Such debates are part of minority groups' exercise of their right to self-identification, as it is enshrined in Article 3 of the Framework Convention.

The Norwegian Government basically applies the principle of self-identification, also with regard to the use of ethnic designations in official documents. This means that the ethnic designations used by the authorities should, as far as is practical, reflect the views of the minorities referred to in the documents.

When there is internal disagreement within a minority group, the ministries have chosen to use two alternative designations for one and the same group. In this report, the designation of the Romani people/Tater group has been updated by removing the designation "travellers". This is in line with changes in the wishes of the group itself, even if the designation "of travellers" is still also used as a separate designation by many members of the group.

The designation "Roma" is now in the process of becoming established in usage in Norwegian society, and the use of the designation "Gypsies" in parenthesis, as an explanation of the designation "Roma", will gradually die out. As a matter of form, we wish to point out that the designation "Roma" is not used to include the Romani people/Tater.



In the past few years, there has also been internal debate in the minority group regarding use of the designation “Kven”. Both the organisation Norsk-Finsk Forbund (Norwegian-Finnish Association) in Norway and a number of individuals have voiced the opinion that the designation “Norwegian Finns” should instead be used, or “Kvens/Norwegian Finns”, in part because the designation “Kven” is perceived as having negative connotations in certain contexts.

Against this background, FAD plans in the course of 2010 to engage in a dialogue with relevant organisations on the topic of which designation(s) they wish the central government to use in future for the group that we have referred to as Kvens in the past few years.

Furthermore, many persons in the counties of Troms and Finnmark are descendants of old Finnish or Kven immigrants to North-Norway from what are now Finland and north-east Sweden, and do not consider themselves members of a minority or identify themselves as Kvens or Norwegian Finns. The latter group has established its own organisation in the past year.

In order to provide a full picture, it is emphasised that the persons in question, based on the principle of self-identification applied in Norway’s policy in respect of national minorities, have every right not to be described as persons belonging to a national minority and not to be treated by the authorities as if they had such an affiliation.

As regards groups who have recently immigrated and the personal scope of application of the Framework Convention, reference is made to the information in the foreword.

#### **Article 4**

- 1. The Parties undertake to guarantee to persons belonging to national minorities the right of equality before the law and of equal protection of the law. In this respect, any discrimination based on belonging to a national minority shall be prohibited.*
- 2. The Parties undertake to adopt, where necessary, adequate measures in order to promote, in all areas of economic, social, political and cultural life, full and effective equality between persons belonging to a national minority and those belonging to the majority. In this respect, they shall take due account of the specific conditions of the persons belonging to national minorities.*
- 3. The measures adopted in accordance with paragraph 2 shall not be considered to be an act of discrimination.*

The Advisory Committee’s recommendations with regard to the legal and institutional framework for protection against discrimination:

41. The authorities should provide the Ombudsperson with all the resources needed to perform the duties of the institution effectively. In addition, in the context of the implementation of the Anti-Discrimination Act, it is necessary to decide, in consultation with persons belonging to national minorities and non-governmental organisations, on the best arrangements for providing the victims of discrimination with the advice and help they need. Those concerned will thus be able to find out

about, and make appropriate use of, the means of appeal available and obtain compensation from the competent administrative bodies or the courts.

42. Additional measures are needed to provide information about, and raise awareness of, the new legal and institutional framework for protection against discrimination to persons potentially concerned, the relevant public at large and the public and private bodies. The conclusions of the National Action Plan for Combating Racism and Discrimination should be disseminated and submitted for public debate, and the new Social Inclusion Plan should also reflect these conclusions.

The Advisory Committee's recommendation with regard to full and effective equality:

48. The Advisory Committee encourages the authorities, in consultation with representatives of the Roma and Romani people/Taters, to step up their efforts to find suitable solutions to the specific problems encountered by these people in the housing, employment and education fields. In particular, further resources should be mobilised as a priority to solve the difficulties the children of Roma and Romani people/Tater face in education and the authorities should pay increased attention to monitoring the integration of these children in schools. The situation of women belonging to these groups also requires specific measures of support by the authorities, given the difficulties faced by them in different sectors, notably in employment.

The Advisory Committee's recommendation with regard to data collection:

53. The Advisory Committee calls on the authorities to pursue and develop with vigour the initiatives under way in order to obtain reliable data on the situation of persons belonging to the minorities in various sectors. This should be conducted in close cooperation with the minorities' representatives and with full regard for the safeguards, notably those related to the free, informed and unambiguous consent of the persons concerned, laid down in the Committee of Ministers Recommendation (97) 18 concerning the protection of personal data.

#### IMPLEMENTATION:

Reference is made to earlier reporting on collective and individual compensation paid to the Romani people/Tater for prior injustices.

We also refer to the information on relevant provisions in the General Civil Penal Code dealing with discrimination in the section on Article 4.1 in Norway's First Periodic Report (2000).

The foundation that administers the Romani people/Taters' Cultural Fund began ordinary operations in 2008. The fund totals NOK 75 million. The return on the fund is to be managed in such a way as to support measures and activities that promote the preservation and development of the Romani people/Tater culture, language and history. The Board of the Romani people/Taters' Cultural Fund Foundation is elected each year and consists of members of the Romani people/Tater organisations that have been approved by the Ministry as eligible for basic support. The state has one representative who has the right to speak and submit motions, but does not have voting rights. New organisations that satisfy the criteria for basic support may sit on

the Board. Since 2010, one new organisation has joined the Board in addition to the two who were represented in 2008 and 2009.

Several of the minority organisations have reported ethnic discrimination on the housing and labour markets, as well as at camp sites. The organisations also point out that it is difficult to prove discrimination. Furthermore, the organisations point to the need to provide education for national minorities regarding which rights they have and how individuals can best handle situations in which they are subjected to discrimination.

*The Equality and Anti-Discrimination Ombud*

Besides enforcing anti-discrimination legislation, the Ombud has a pro-active role. The task of the Ombud is to work to promote genuine equality regardless of gender, ethnicity, religion and belief, disability, sexual orientation and age. The Ombud also plays an advisory role, providing guidance for persons who submit a complaint to the Ombud.

The Equality and Anti-Discrimination Ombud receives relatively few complaints and requests for guidance from persons belonging to national minorities. An overview of complaints from Sami persons and persons belonging to national minorities during the period 2006-2009 is shown below.

		Year of case register				Total
		2006	2007	2008	2009	
<b>Complaints</b>	Sami	0	1	2	1	4
	Romani people/Tater	0	0	2	0	2
	Roma (Gypsies)	0	2	1	1	4
	Jews	1	0	0	0	1
	<b>Total</b>	1	3	5	2	11
<b>Requests for guidance</b>	Sami	4	6	9	9	28
	Romani people/Tater	0	3	3	3	9
	Roma (Gypsies)	0	0	0	4	4
	Jews	0	0	2	0	2
	Kvens	0	0	2	1	3
	Forest Finns	1	0	0	0	1
	<b>Total</b>	5	9	16	17	47
<b>Other</b>	Sami	8	5	3	1	17
	Romani people/Tater	1	0	2	1	4
	Roma (Gypsies)	0	1	4	1	6
	Jews	0	0	0	1	1
	<b>Total</b>	9	6	9	4	28

The Ombud's administrative system offers limited possibility of differentiating between inquiries that are registered as being based on ethnicity. The above table can therefore not be regarded as an exhaustive overview of inquiries from national minorities to the Ombud.

During the period 2007-2010, the Ombud has had contact with and made presentations to a number of bodies/networks, including national minority organisations. The Ombud has reported that they carry out extensive work with particular focus on improving the situation of the Roma and Romani people/Tater.

#### *The Anti-Discrimination Act*

Reference is made to the information reported under Article 4 in Norway's Second Periodic Report.

The Act prohibiting discrimination based on ethnicity, religion, etc. (the Anti-Discrimination Act) came into force on 1 January 2006. The purpose of the Act is to promote equality, ensure equal opportunities and rights and prevent discrimination on the basis of ethnicity, religion, etc. The Act applies to every area of society, except for family life and personal relationships.

The Act prohibits discrimination based on ethnicity, national origin, descent, skin colour, language, religion and belief. Direct and indirect discrimination, harassment and instructions to discriminate against a person on the above-mentioned grounds are also prohibited. Being an accessory to discrimination, harassment and instructions to discriminate is prohibited. It is prohibited to make use of reprisals against a person who has submitted a complaint regarding a breach of the Act, or who has stated that a complaint may be submitted. This does not apply if the complainant has acted with gross negligence.

Differential treatment that is necessary in order to achieve a legitimate objective, and that is not a disproportionate intervention in respect of the person or persons who are treated differently is not regarded as discrimination under the Act. Nor is positive differential treatment that contributes towards promoting the purpose of the Act regarded as discrimination. The differential treatment must cease when its purpose has been achieved.

The Act contains a provision on the shared burden of proof. This means that if there are circumstances that give reason to believe that a breach of the Act has taken place, it is up to the person responsible for the act, omission or statement to prove on a balance of probabilities that no such breach has taken place.

The Act is enforced by the Equality and Anti-Discrimination Ombud and the Equality and Anti-Discrimination Tribunal, and by the courts. The Ombud may give an opinion as to whether a breach of the Act has occurred. The decisions of the Ombud may be appealed to the Tribunal. The Tribunal may order an act to be stopped or remedied or other measures that are necessary to ensure that discrimination, harassment, instructions or reprisals cease and to prevent their repetition. The Tribunal may set a time limit for compliance with the order. The Tribunal also has authority to impose a coercive fine to ensure that orders are implemented. Decisions regarding redress and damages must be made by a court of law.

The Anti-Discrimination Act contains a separate penal provision for serious contraventions of the prohibition against discrimination that have been committed jointly by several persons. The penalty is a fine or imprisonment for a period of up to three years. A person who has previously been sentenced to a penalty under this provision may be liable to a penalty even if the contravention is not serious.

The provisions of the Act are consistent with the requirements laid down in the Council Directive 2000/43/EC implementing the principle of equal treatment between persons irrespective of racial or ethnic origin and Council Directive 2000/78/EC establishing a general framework for equal treatment in employment and occupation. The International Convention on the Elimination of All Forms of Racial Discrimination has been incorporated into Norwegian law through the Anti-Discrimination Act.

#### *Duty of activity and reporting*

A provision concerning the duty of activity and reporting was introduced in the Anti-Discrimination Act on 1 January 2009. The duty of activity is a requirement to work actively, purposefully and methodically to promote the aims of the Act. The duty applies to all public and private sector employers who regularly employ more than 50 people. It also applies to public authorities and the social partners within their fields of activity. There is also a duty to report on measures that promote equality and prevent discrimination in annual reports or annual budget documents. Similar duties have been imposed in the Gender Equality Act, which prohibits discrimination on the basis of gender, and the Anti-Discrimination and Accessibility Act, which prohibits discrimination on the basis of disability.

#### *The Anti-Discrimination Act Commission's proposal of comprehensive anti-discrimination legislation*

On 19 June 2009, the Anti-Discrimination Act Commission presented a proposal for a comprehensive anti-discrimination statute. The Commission proposes to replace current anti-discrimination legislation with a new, comprehensive Act prohibiting discrimination. The proposal entails no material changes in protection against discrimination on the basis of ethnicity. The Commission's proposal was circulated widely for comment in autumn 2009, and is being followed up by the Ministry of Children, Equality and Social Inclusion.

#### *Action plan to promote equality and prevent ethnic discrimination 2009 – 2012*

Continuous, systematic efforts are required to effectively combat racism and discrimination. The Government has strengthened its efforts in this field by means of the *Action plan to promote equality and prevent ethnic discrimination 2009 – 2012*. The plan focuses on combating the discrimination which immigrants and their children, Sami people and national minorities may encounter on account of their ethnicity, national origin, descent, skin colour, language, religion or belief.

The plan contains 66 new measures and focuses particularly on working life, public services, kindergarten, school and education, the housing market and discrimination in restaurants, nightlife, etc. The Ministry of Children, Equality and Social Inclusion is coordinating efforts to implement the plan. The measures in the plan are the responsibility of nine ministries. During the period covered by the plan, the

Government will work closely with the eight main employer and employee organisations on joint measures that have been included in the plan with a view to combating discrimination in working life.

One of the main goals of the action plan is to contribute to the proper implementation of the new activity and reporting duty that was incorporated into the Anti-Discrimination Act from 1 January 2009. Another main goal is to increase knowledge of the nature, extent and causes of discrimination so as to be able to adopt more targeted measures.

#### *Grants for nation-wide organisations*

Funding is provided from the budget of the Ministry of Children, Equality and Social Inclusion for a number of nation-wide organisations. Some of the organisations that received support in 2010 work to prevent racism and discrimination on a general basis.

### **Article 5**

- 1. The parties undertake to promote the conditions necessary for persons belonging to national minorities to maintain and develop their culture, and to preserve the essential elements of their identity, namely their religion, language, traditions and cultural heritage.*
- 2. Without prejudice to measures taken in pursuance of their general integration policy, the Parties shall refrain from policies or practices aimed at assimilation of persons belonging to national minorities against their will and shall protect these persons from any action aimed at such.*

The Advisory Committee's recommendations in respect of access to public funding for the cultural activities of minorities:

69. The Advisory Committee encourages the authorities to step up their efforts to support the cultural activities of national minorities by ascertaining their needs in co-operation with representatives of these minorities and endeavouring to adapt the arrangements made and the resources allocated more effectively to the specific needs identified. This includes the preservation and development of the languages of persons belonging to national minorities, including the Roma and Romani people/Tater.

70. In response to the request of the Roma, the competent authorities are encouraged to pursue with vigour specific proposals regarding the establishment of a Roma Community Centre in Oslo.

71. The Advisory Committee encourages the authorities to ensure that, when the museum reform is carried out, the specific expectations and sensibilities of the minorities are suitably taken into account and that an appropriate place is provided for the cultures of minorities in the national network of museums. In addition, due attention should be paid to the representation of national minorities in the management of the relevant structures and in decision-making in this area.

IMPLEMENTATION:

Several measures have been carried out to preserve and develop the languages of national minorities. In 2009, Storfjord Municipality received NOK 570,000 for the establishment of a trilingual (Norwegian, Kven/Finnish and Sami) language centre project, and for a subsidiary project that will involve representatives of language minorities in the municipality in development work in the field of language and culture.

The centre is jointly financed by Troms County, Storfjord Municipality, Sámediggi (the Sami Parliament) and FAD. The municipality's aim is to revitalise the vibrant, trilingual everyday life that existed up until the 1970s.

In 2009, AID/FAD granted NOK 100,000 to Varanger Museum/Ruija kvenmuseum for a study on the establishment of a Kven language centre in Vadsø.

In 2009, NOK 200,000 was granted to the Kainun institutti – Kvensk Institutt for a study on the establishment of a Kven language centre in Porsanger. The intention is for this language centre to cooperate with the Kainun institutti – Kvensk Institutt, the planned language centre in Vadsø and the language centre in Storfjord Municipality. The report on the project concluded that it is necessary to establish a Kven centre of expertise in Porsanger, and proposes that the centre should start up as from 2011.

#### *Museums and cultural buildings*

In Norway's Second Periodic Report, it was reported that work had begun on construction of the Glomdal Museum and the Kvæntun Centre. Both building projects have now been completed. The Romani Department of the Glomdal Museum was opened to the public in 2006, and the Kvæntun Centre was opened and taken over by the Kainun institutti – Kvensk Institutt in 2007. The projects are important in order to preserve the fundamental components of the language, traditions and cultural heritage of the Romani people/Tater and the Kvens.

The Ministry's work on restructuring the museum sector under the Museum Reform programme was formally concluded as of the 2009 budget year as reported in the white paper on the government budget (No. 1 (2008-2009)) from the Ministry of Culture and Church Affairs.

#### *Museum for Forest Finn Culture in Norway*

The Museum for Forest Finn Culture in Norway (*Norsk Skogfinsk Museum*) has been an observer in the consolidation process carried out under the museum reform programme aimed at establishing a county museum in Hedmark. The Hedmark County Museum was established on 1 January 2010. The Museum for Forest Finn Culture in Norway has not wished to participate in this consolidation process, but took part in meetings held during the initial stage and has since then been sent the minutes of meetings. Representatives of the Museum for Forest Finn Culture in Norway have stated that they might consider being linked with the Hedmark County Museum. The Museum for Forest Finn Culture in Norway has received regular funding from the government budget since 2007, with an initial grant of NOK 1 million. The grant has increased as follows: 2008: NOK 1,543 million, 2009: NOK 2,043 million, 2010: NOK 2,393 million.

### *The Romani Department of the Glomdal Museum*

In 2010, the Romani Department of the Glomdal Museum will become part of the organisational structure of the Hedmark County Museum, which comprises the Glomdal Museum. The National Society of the Romani People (LOR) and the Taters' Association of Norway (TL) expressed concern regarding the plans to consolidate the museums in Hedmark. The Ministry of Culture and Church Affairs therefore stipulated that, if a new museum is established in Hedmark, of which the Glomdal Museum and the exhibition of Romani people/Tater culture and history are to be a part, the Romani people/Tater must be ensured the possibility of effective participation in accordance with the Framework Convention. Furthermore, government funding for the new museum will be made conditional on the earmarking of adequate funds to ensure that the presentation of Romani people/Tater culture and history meets good museum standards.

The Norwegian Archive, Library and Museum Authority has also provided funding for various museums, and has supported various projects of relevance to Romani people/Tater culture; see Appendix page 49.

### *Kainun institutti - Kvensk institutt (the Kven Institute)*

The Kven Institute was established as an independent foundation in 2008. See the information provided under Part II (a). The institute is a continuation of parts of the activity of the Kvæntun Centre, which was formerly run by Porsanger Municipality. Grants provided by the Ministry of Culture for the Kven Institute have increased as follows: 2008: NOK 3,533 million, 2009: NOK 4,533 million, 2010: NOK 4,678 million.

The Norwegian Archive, Library and Museum Authority has also provided funding for various museums, and has supported a number of projects of relevance to Kven culture; see Appendix page 49.

### *The Oslo Jewish Museum*

The Oslo Jewish Museum has received regular grants from the government budget since 2007, with an initial grant of NOK 1.430 million. Since then, the grant has increased as follows: 2008: NOK 1.841 million, 2009: NOK 2.341 million, 2010: NOK 2.416 million. The Ministry of Culture has also provided funding totalling NOK 7.850 million for the expansion of the Oslo Jewish Museum. The project has ensured better physical conditions for the presentation of Jewish culture and history, including space for exhibitions and documentation. The new exhibition on the Jewish year was opened in May 2010.

The Norwegian Archive, Library and Museum Authority and the Arts Council of Norway have also providing funding for various museums, and have supported several projects of relevance to Jewish culture; see Appendix page 50.



Moreover, the Norwegian Archive, Library and Museum Authority has provided support for various projects in the museum sector that include national minorities; see Appendix page 50.

### *Libraries and languages*

In 2009, the Ministry of Culture presented a white paper (Report No. 23 (2008-2009) to the Storting) entitled *Libraries: Knowledge Commons, Meeting Place and Cultural Arena in a Digital Age*. The white paper provides information on Kven and Finnish library services. It points out that there is a considerable potential for collaboration between archives, libraries and museums on the presentation of national minority cultures and languages. Museums that work with the national minorities and their history also have libraries containing collections of literature and music by and about these minorities. The white paper further points out that there is also a great potential for collaboration with other countries on promotion projects in this field.

The Finnish library service at the Finnmark County Library has been the main library for Finnish literature in Norway and has been a separate item on the government budget since 1985. The Norwegian Archive, Library and Museum Authority provides financial support for this service. In 2010 it amounted to NOK 365,000.

The Ministry of Culture granted project funding in 2007 and 2009 for a language project under the auspices of the Taters' Association of Norway aimed at collecting, translating and transcribing Tater/Romani language texts in Norway. The project has received a total of NOK 578,000 from the Ministry.

In 2009, the Ministry of Culture provided project funding for a trial project carried out by the Kvenland Federation with primary focus on network-building and literacy training for people in Norway who speak a language that is based on Kven or Finnish. The project is designed to give Kvens who are in the process of learning the language greater opportunities to participate in a language environment where the language is actively used. The project has received NOK 430,000 from the Ministry of Culture.

The Arts Council of Norway has also provided funding for the following projects in the field of language:

- 2009: Kainun Institutti - Kvensk Institutt: Uuet Laulut – Odda Lavlagat – a two-year music project to encourage young Kvens to sing in their minority language – NOK 400,000.
- 2007: Kainun Institutti - Kvensk Institutt: Development of minority-language song and music activities for and in cooperation with young Kvens– NOK 140,000.
- 2007: Finnmark University College: Publication of a Kven dictionary of place names – NOK 85,000.

### *Literature*

The Arts Council is the public funding body that provides the most financial support for the publication of literature in Norway. While textbooks for use in primary, lower and upper secondary schools and universities are largely published on commercial terms with little or no government support, Norwegian fiction has since the 1960s been part of the government purchasing scheme for contemporary literature. The scheme covers books written by all authors living in Norway, irrespective of their language background. A manuscript that has been written in a minority language will be translated to Norwegian as soon as it has been approved for publication. The cost of translating most of these books will be covered by a grant from the Arts Council. Non-fiction works on topics relating to the national minorities may be submitted to the purchase scheme for new Norwegian non-fiction that was established in 2005.

The Kven language is being developed as a written language. In addition to Alf Nilssen-Børskog's series of novels, which is published with government support, the newspaper *Ruijan Kaiku* is a linguistic endeavour aimed at promoting written Kven. Read more about *Ruijan Kaiku* on page 34.

In 2007, the Arts Council provided funding for an audiobook in Romani of a children's picture book project in Norwegian – on the subject of the Romani people/Tater. However, it proved difficult to find anyone who could make a satisfactory translation of the book, as a result of which the funds were initially reallocated for the publication of an audiobook in Norwegian.

#### *Other purposes*

Financial support is also provided by the Arts Council for various minority-related measures in other cultural fields; see Appendix page 51.

In connection with the preparation of this report, several minority organisations have pointed out the risk of the loss of culture and identity when small primary schools (1st to 7th grades) (*grendeskoler*) in sparsely populated areas are closed down. The organisations point out that they have been satisfied with the teaching programme at such schools, which they have considered to be a positive factor in the efforts to preserve the Forest Finn culture in areas inhabited by Forest Finns. The organisations also expressed concern about the fact that in the process of closing down small primary schools in the municipalities concerned, it became apparent that the municipal politicians were not aware of the rights enshrined in the Framework Convention.

## **Article 6**

- 1. The Parties shall encourage a spirit of tolerance and intercultural dialogue and take effective measures to promote mutual respect and understanding and co-operation among all persons living on their territory, irrespective of those persons' ethnic, cultural, linguistic or religious identity, in particular in the fields of education, culture and the media.*
- 2. The Parties undertake to take appropriate measures to protect persons who may be subject to threats or acts of discrimination, hostility or violence as a result of their ethnic, cultural, linguistic or religious identity.*

Recommendations of the Advisory Committee:

90. The authorities should continue with and step up measures to inform the public, politicians and the public authorities of the history and culture of national minorities and the various groups making up Norwegian society, and to foster greater awareness of these minorities. With due regard for their editorial independence, the media should be encouraged to play an active role in this field. In addition, increased efforts should be made to improve the mutual trust between the Roma and the police and the level of confidence of Roma in the police.

91. More determined steps should be taken by the competent authorities in order to address the difficulties faced by certain persons of immigrant background in various sectors, in particular as regards their access to education, employment and housing, as well as, more generally, to facilitate these persons' integration in the Norwegian society.

92. In the context of the implementation of the new immigration legislation, it is essential that the measures taken to prevent and protect against forced marriages are taken in such a way that they do not result in discriminatory treatment of persons, in particular women of foreign origin, who may find themselves in a vulnerable position.

#### IMPLEMENTATION:

In addition to matters that apply to national minorities, general measures the authorities have implemented to combat discrimination and promote tolerance and intercultural dialogue are also described under Article 6.

With respect to the recommendation in para. 90, reference is made to the Action Plan on Improving the Situation of Norwegian Roma in Oslo and the use of the *Samråd (forum for dialogue)* see Part II (a). With respect to the recommendations in para. 91 and 92, reference is made to the description of general protection against discrimination, including legislation and the Ombud, see Part II (b), Article 4.

The Directorate of Integration and Diversity (IMDi) has developed a web-based "toolbox" containing practical advice and methods that is intended to help public agencies adapt their services to the diversity of the population. The "toolbox" for equal public services is intended to provide assistance in dealing with the daily challenges faced by service providers. The "tools" cover everything from competence development and intercultural communication to how focus on equal services is to be incorporated into the organisation, see [www.imdi.no](http://www.imdi.no).

Reference is also made to Measure No. 36 in the *Action Plan to Promote Equality and Prevent Ethnic Discrimination 2009-2012*:

"The Government has determined that all state agencies shall conduct user surveys. These will make important knowledge on service quality and user satisfaction better known and ensure that the common solutions for public services are developed in accordance with the expectations and needs of the inhabitants. On assignment from IMDi, and in cooperation with the Ministry of Government Administration, Reform and Church Affairs (FAD), a guidebook will be developed in 2010 for user surveys in

public administration which will better capture the experiences of the minority population.”

For day care institutions and primary and secondary schools, several measures have been introduced to promote mutual respect, understanding and cooperation between different societal groups. The employees of day care institutions are required to facilitate dialogue and mutually beneficial interaction between different groups on an equal footing. This is laid down in the Anti-Bullying Manifesto 2009-2010 and the Framework Plan for the Content and Tasks of Kindergartens.

*“The population of Norway is linguistically, culturally and religiously diverse, which enriches and strengthens the communities in the kindergartens. Kindergartens shall therefore facilitate dialogue and interaction between different groups, on an equal footing. Children who belong to the Sami indigenous population, to national minorities or to ethnic minority cultures must be supported in the development of their double cultural affiliations.”* (Framework Plan for the Content and Tasks of Kindergartens).

The curricula for the combined subjects history, social studies and geography contain open competence aims that take into account indigenous peoples, national minorities and ethnic minorities. The open formulation of the aims provides possibilities for local adaptation and methodological freedom. For example, in areas with a Kven population, it makes it possible to focus on the history and distinctive character of the Kven.

According to the curriculum for primary and secondary education in the Knowledge Promotion programme, the aim of history teaching in the 7th grade is that *pupils shall be able to give an account of the national minorities that exist in Norway and describe the main aspects of these minorities’ history and living conditions.*

In the history curriculum for grade 3 of upper secondary school (in the branches that qualify for higher education), the competence aims state, among other things, that pupils must be able to *give an account of the policy of the Norwegian nation state towards indigenous people, national and ethnic minorities in the 19th and 20th centuries and discuss some consequences of this policy* (“Society and people in time”).

Through the project *Romanifolket/tater – fra barn til voksne* (Romani people/Tater – from Child to Adult) more students have become acquainted with the Tater culture; see the description of the project in Part II (b), Article 12 (page 41).

With the support of the Storting, the Government decided that 2008 was to be a year of cultural diversity, see the white paper *2008 as a Year of Cultural Diversity* (Report No. 17 (2005-2006) to the Storting). The Year of Diversity 2008 marked the start of a process whereby cultural diversity will become a natural part of Norwegian cultural policy. The goal is to achieve a cultural life that promotes different experiences and perspectives through broad, diverse participation at all levels, among performers, decision-makers and audiences.

Since 2008, institutions and projects that receive government support for cultural activities from the Ministry of Cultural Affairs have been required to report on their work and activities relating to cultural diversity as part of their other reporting.

#### *Article 6.2*

With respect to Article 6.2 on measures to protect persons from threats or acts of discrimination, hostility or violence, since November 2006 the police have been registering hate crimes, i.e. criminal acts where the motive is regarded as being based on the ethnicity/“race”, religion or sexual orientation of the victim. A report published by the Directorate of Police and Oslo Police District in January 2009 showed that the existing registration system leaves considerable room for improvement. The Directorate of Police is now working on improving the registration system.

In Circular No. 1/2009, the *Director General of Public Prosecutions* determined that “Particular attention shall be paid to violence and abuse that affects persons based on their belief, skin colour, national or ethnic origin, homosexual orientation, lifestyle or orientation, known as hate crime. Violence directed at persons or groups based on who they are or their appearance not only affects the individual victim but gives rise to considerable fear and insecurity among all those with the same background, and shall therefore be dealt with extremely seriously by the police”, (see the proposition of the Ministry of Justice and the Police, Proposition No. 1 (2008-2009) to the Storting, p. 98).

Furthermore, a new provision has been adopted in section 77 (i) of the new General Civil Penal Code (the provision has not yet entered into force). When the sentence is assessed, as an aggravating factor, special consideration shall be paid to the fact that the crime is based on other persons’ religion or belief, skin colour, national or ethnic origin, homosexual orientation, functional ability or other factors that affect groups that have a special need for protection.

#### *Combating ethnic discrimination*

Minority organisations state that they constantly experience discrimination in their encounters with the police, for example their reports of discrimination, for instance at camp sites, are not followed up.

On the basis of accusations of discrimination and “racial/ethnic profiling” by the police<sup>6</sup>, measures have been implemented in recent years to make it easier to lodge a complaint in cases where persons of minority background believe that they have been subjected to unwarranted control by the police. From January 2005, registration numbers were introduced on police uniforms to make it easier to lodge a complaint against the police in such cases.

The Government has supported a three-year research project which produced a series of recommendations for improving relations between the police and ethnic minorities (*Ragnhild Aslaug Sollund 2007: Tatt for en annen*). Among other things, the project recommended that the police must always explain to the public why a person is

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<sup>6</sup> See para 89 p. 21 in the second opinion on Norway adopted on 5 October 2006 by the Advisory Committee for the Framework Convention for the Protection of National Minorities.

stopped, all controls should be registered, and the police should reflect on the way in which they deal with the public.

The Ministry of Justice and the Police is responsible for several new and current measures in the new Action Plan to Promote Equality and Prevent Ethnic Discrimination (2009-2012). These measures target persons with minority backgrounds in general, including national minorities, Sami and immigrants, and persons born in Norway of immigrant parents. The main aim of the measures in the justice sector is to strengthen dialogue and interaction with relevant minority groups, increase the recruitment of employees with minority backgrounds and strengthen education on diversity among civil servants and leaders in the justice sector.

One specific measure is the Directorate of Police's "Diversity Plan 2008-2013". Work under this plan is focused on combating discrimination and increasing diversity in the police force, among other things by introducing measures to increase the recruitment of ethnic minorities to the police, including national minorities.

#### *Other measures that apply to national minorities*

The Ministry of Justice and the Police provided NOK 4.950 million in support for the Mosaic Religious Community (DMT) in 2006 for non-recurring investments in security measures (after shots were fired against the synagogue in Oslo on 17 September 2006). Some of these funds (NOK 1.48 million) were allocated for DMT in Trondheim. In 2009, the Ministry of Justice and the Police provided a further NOK 300,000 for security measures for DMT in Trondheim.

#### *Anti-Semitism*

In May 2010, the Ministry of Education and Research established a working group tasked with presenting proposals for how schools can work systematically and coherently to prevent racism, anti-Semitism and discrimination based on pupils' ethnic and religious or cultural affiliation.

One of the reasons for establishing this working group was reports of harassment of Jewish schoolchildren. Discrimination and harassment based on religious, ethnic or cultural affiliation must be met with the same zero tolerance as all other types of bullying. The task of the working group is, as far as possible, to identify and seek explanations for the incidence of racism and anti-Semitic attitudes among school pupils.

The goal is for the working group to find instruments and measures that can be used directly in everyday work in schools. In addition to representatives of various religious communities, the members of the group represent teachers and school heads, parents and the police. The group is to present its proposals within nine months.

It has been decided that the Ministry of Children, Equality and Social Inclusion will coordinate the work of initiating a survey of the Norwegian population's attitudes towards Jews and Judaism. The survey will be carried out by the Centre for Studies of Holocaust and Religious Minorities (the HL Centre) and is planned to begin in August 2010. The survey will also touch on views about other minority groups, such as the Roma (Gypsies) and Muslims. The survey is planned to be completed in spring 2012

## Article 7

*The Parties shall ensure respect for the right of every person belonging to a national minority to freedom of peaceful assembly, freedom of association, freedom of expression, and freedom of thought, conscience and religion.*

The recommendation of the Advisory Committee with respect to freedom of thought, conscience and religion:

97. When applying the new approach to religious instruction that has been decided on, the authorities should take all the steps necessary and choose the most appropriate modalities, in consultation with the families, to ensure that pupils are not obliged to attend lessons focusing on a particular religion or belief.

### *Christian Knowledge and Religious and Ethical Education (CKREE)*

In a judgment dated 29 June 2007, the European Court of Human Rights (ECHR) ruled that the subject Christian Knowledge and Religious and Ethical Education (CKREE) did not sufficiently take into account the religious and philosophical conviction of parents. Norway has therefore contravened the first optional protocol, Art. 2, of the European Convention on Human Rights (ECHR). Previously, following an appeal, the UN Human Rights Committee had presented views that the arrangement for partial exemption from the CKREE subject was in contravention of Article 18 (4) of the International Covenant on Civil and Political Rights (decision of 3 November 2004).

Changes were made to the subject in 2005 and 2008 which take account of the criticisms of the UN Human Rights Committee and the judgment of the ECHR. These changes apply to both the statutory provisions and the curriculum for the subject. The name of the subject has been changed to Religion, Philosophies of Life and Ethics (RLE). The change of name is intended to make it clear that religions and philosophies of life must be treated in a qualitatively equal way. The paragraph that regulated the content of the subject has been replaced by a new second paragraph that defines the purpose and content of the subject. It is intended to ensure that the content complies with human rights treaties and does not contribute to qualitative differences between the various topics within the subject. The judgment of the ECHR stipulates that compulsory religious education must be objective, critical and pluralistic. This wording has been included in the text of the statute to emphasise that the subject is based on the same condition. The RLE subject has now been adapted to a diversified, pluralistic school system.

Parents no longer need to apply for exemption from parts of the subject; it is sufficient to provide notification, and no grounds for the notification are required. The requirement for annual information to be provided on content, working methods and exemption rules has been incorporated into the Act.

A new curriculum for the subject Religion, Philosophies of Life and Ethics was designed for the educational reform programme Knowledge Promotion in 2005. The new curriculum took into account the criticism of the UN Human Rights Committee in 2004. The knowledge aims do not include proselytising or require participation in religious activities. Following the judgment of the ECHR, the curriculum has been

changed in accordance with the statutory amendments. This mainly applies to the object clause for the subject, which specifies that education in this subject must be objective, critical and pluralistic and clarifies what this means for the practical teaching of the subject.

#### *Kosher food*

The Jewish minority finds that the supply of kosher food is not fully satisfactory. Problems relating to supply are largely due to practical difficulties in connection with imports. The lack of access to kosher-slaughtered chicken in Norway is due to a prohibition against kosher slaughter in Norway pursuant to the Animal Welfare Act, the proven occurrence of salmonella bacteria in imported chicken, and difficulties in finding suppliers within the EEA who can comply with the import regulations due to the salmonella guarantee that Sweden, Finland and Norway have under the EEA Agreement. As a result of cooperation between the Ministry of Local Government and Regional Development/the Ministry of Labour and Social Inclusion, the Ministry of Health and Care Services, the Ministry of Agriculture and Food, and the Mosaic Religious Community in Oslo, solutions have been found for imports of kosher-slaughtered chicken. The first solution was an exemption from the current regulations for imports of heat-treated slaughtered chicken from the USA. Subsequently, the Mosaic Religious Community in Oslo, in cooperation with a similar religious community in Sweden, has found a supplier of kosher-slaughtered chicken from the EEA, with the result that imports can take place within the framework of current EEA-based rules on food hygiene.

### **Article 8**

*The Parties undertake to recognise that every person belonging to a national minority has the right to manifest his or her religion or belief and to establish religious institutions, organisations and associations.*

There is no recommendation from the Advisory Committee.

#### *Day care institutions*

Section 2, first paragraph of the Day Care Institutions Act of 17 June 2005 no. 64 lays down rules for the content of day care institutions. Section 2, third paragraph states that: "Care, upbringing and learning in day care institutions shall promote human dignity, equality, intellectual freedom, tolerance, health and an appreciation of sustainable development."

The Framework Plan for the Content and Tasks of Kindergartens describes various subject areas on which day care institutions must focus. For the subject area *Ethics, Religion and Philosophy* it emphasises that the kindergarten shall help ensure that children develop tolerance of and interest in each other and respect for each other's backgrounds, regardless of cultural and religious or ideological affiliation.

To achieve this, personnel must:

- create interest in and promote understanding and tolerance of different cultures and different lifestyles, and
- mark other religious, philosophical and cultural traditions that are represented in the kindergarten.



The Ministry of Education and Research has developed a series of brochures on various topics to support the work of day care institutions in introducing the Framework Plan for the Content and Tasks of Kindergartens. One of the brochures deals with *linguistic and cultural diversity*. The goal of the brochure is to encourage kindergarten personnel to reflect critically on how to develop a multi-cultural kindergarten and to choose content and working methods that promote equality and meet the needs of different children.

See otherwise the information provided under Article 7.

## **Article 9**

1. *The Parties undertake to recognise that the right to freedom of expression of every person belonging to a national minority includes freedom to hold opinions and to receive and impart information and ideas in the minority language, without interference by public authorities and regardless of frontiers. The Parties shall ensure, within the framework of their legal systems, that persons belonging to a national minority are not discriminated against in their access to the media.*
2. *Paragraph 1 shall not prevent Parties from requiring the licensing, without discrimination and based on objective criteria, of sound radio and television broadcasting, or cinema enterprises.*
3. *The Parties shall not hinder the creation and the use of printed media by persons belonging to national minorities. In the legal framework of sound radio and television broadcasting, they shall ensure, as far as possible, and taking into account the provisions of paragraph 1, that persons belonging to national minorities are granted the possibility of creating and using their own media.*
4. *In the framework of their legal systems, the Parties shall adopt adequate measures in order to facilitate access to the media for persons belonging to national minorities and in order to promote tolerance and permit cultural pluralism.*

The Advisory Committee's recommendations with respect to access to media and presence in the media for persons belonging to national minorities:

105. The Advisory Committee encourages the authorities to consider the needs of national minorities in terms of access to the electronic and print media and step up public support to them for this purpose.

106. While respecting the editorial independence of the media, the authorities should strongly encourage the media to give more coverage to the problems of national minorities and, in general, take greater care to reflect the diversity of Norwegian society.

IMPLEMENTATION:

### *The presence of national minorities in the media*

In 2009 a new grant scheme was established for weekly and monthly newspapers, which is administered by the Arts Council Norway. The purpose of the new grant scheme is to maintain and develop weekly and monthly newspapers with different cultural and social value, and in the guidelines the Arts Council has especially focused on newspapers that cover cultural, economic and social issues from the point of view of ethnic minorities.

The newspaper *Ruijan Kaiku* writes about Kven-Finnish matters in the Kven language. *Ruijan Kaiku* qualified for the Arts Council's grant scheme for weekly and monthly newspapers. The newspaper received NOK 1 million from the Arts Council in 2009, and it also received NOK 400,000 from the Ministry of Labour and Social Inclusion. These allocations represented a solid increase in comparison with previous years.

In the Arts Council's resolution on grants for 2010, it was concluded that the newspaper *Ruijan Kaiku* can no longer be regarded as fulfilling the criteria for the grant scheme and funding will therefore be gradually reduced over a two-year period from 2011. Among other things, reference is made to the fact that the newspaper does not fulfil the criteria as regards a certain number of editions and a certain number of paid copies. Pursuant to the resolution, funding for the newspaper will be wound up unless the newspaper develops in such a way that it fulfils the criteria for the grant when the application for 2011 is considered.

The grant from the Ministry of Labour and Social Inclusion is now the responsibility of the Ministry of Government Administration, Reform and Church Affairs.

The grant scheme that is administered by the Arts Council Norway is based on applications. Other minority newspapers and minority language newspapers may therefore be considered if they fulfil the criteria for the scheme, among other things with respect to publication frequency and editorial breadth and quality.

Following amendments adopted by the General Meeting on 29 June 2009, Article 14 b, third sentence of the statutes of the Norwegian Broadcasting Corporation (NRK) states that:

“NRK shall have programmes for national and language minorities.”

Moreover, Article 14 c states that: “NRK shall promote knowledge of different groups and of the diversity in Norwegian society. NRK shall create arenas for debate and information about Norway as a multi-cultural society.”

In its Public Broadcasting Reports for the period 2005-2008, the Norwegian Media Authority has concluded that the NRK's programming for national minorities has not reached an adequate level in terms of either scope or subject matter. This conclusion also applies to the programming in 2009.

In the same way as the NRK General Meeting, the Minister of Cultural Affairs has emphasised that it is important for NRK to provide content that fulfils the requirement for programmes for national minorities and expects NRK to follow up the comments of the Media Authority in a satisfactory manner.

*The Finnish broadcast*, which has features in Finnish and Kven, transmits regularly each Wednesday on NRK P2 in North Norway, from 12.48 to 13.00 hours. The broadcast may also be downloaded from the NRK radio website.

Several minority organisations have pointed out that 12 minutes of broadcasts a week is too little, both in letters to and meetings with the Ministry of Cultural Affairs and in contacts with the Ministry of Government Administration, Reform and Church Affairs in connection with the preparation of this report. The Media Authority has also received complaints from the national minority organisations regarding the limited amount of broadcasting time. In its responses to the organisations, the Ministry of Cultural Affairs has referred to the editorial freedom of the media in general, including NRK, and pointed out that it is therefore inappropriate to instruct NRK except with respect to compliance with the statutes quoted above.

## Article 10

- 1. The Parties undertake to recognise that every person belonging to a national minority has the right to use freely and without interference his or her minority language, in private and in public, orally and in writing.*
- 2. In areas inhabited by persons belonging to national minorities traditionally or in substantial numbers, if those persons so request and where such a request corresponds to a real need, the Parties shall endeavour to ensure, as far as possible, the conditions which would make it possible to use the minority language in relations between those persons and the administrative authorities.*
- 3. The Parties undertake to guarantee the right of every person belonging to a national minority to be informed promptly, in a language which he or she understands, of the reasons for his or her arrest, and of the nature and cause of any accusation against him or her, and to defend himself or herself in this language, if necessary with the free assistance of an interpreter.*

The recommendation of the Advisory Committee with respect to the use of minority languages in relations with the administrative authorities:

111. The Advisory Committee encourages the authorities to examine the minorities' needs, in particular of the Kvens, as regards the public use of their languages and, in co-operation with them, to take the necessary legislative and practical steps to meet those needs, in accordance with Article 10 of the Framework Convention.

### IMPLEMENTATION:

Norway has ratified the Council of Europe Charter on Regional or Minority Languages and in 2008 submitted its fourth report on compliance with Norway's commitments<sup>7</sup>. With respect to efforts to protect national minority languages in Norway – Kven, Romani and Romanes – reference is made to the reports on the Charter on Regional or Minority Languages, the follow-up to these reports by the monitoring bodies and the letter to the Council of Europe of 14 January 2010 with comments on the report of the Committee of Experts which, among other things,

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<sup>7</sup>[http://www.regjeringen.no/upload/AID/temadokumenter/nasjonale\\_minoriteter/Minoritetssprakpakta/publikasjoner\\_nasjmin\\_minoritetsprakpakta\\_norges\\_fjerde\\_rapp\\_EN.pdf](http://www.regjeringen.no/upload/AID/temadokumenter/nasjonale_minoriteter/Minoritetssprakpakta/publikasjoner_nasjmin_minoritetsprakpakta_norges_fjerde_rapp_EN.pdf)

discusses the Plan of Action for Sami Languages. In June 2009, responsibility for the Charter on Regional or Minority Languages was transferred from the Ministry of Culture and Church Affairs to the Ministry of Labour and Social Inclusion. After 1 January, this responsibility was passed on to the Ministry of Government Administration, Reform and Church Affairs (FAD) together with the rest of the responsibility for national minorities (see the text in the Foreword on the transfer of responsibility for national minorities). None of these organisational changes entail any material changes for this area or for the implementation of the Charter on Regional or Minority Languages in Norway.

## **Article 11**

1. *The Parties undertake to recognise that every person belonging to a national minority has the right to use his or her surname (patronym) and first names in the minority language and the right to official recognition of them, according to modalities provided for in their legal system.*
2. *The Parties undertake to recognise that every person belonging to a national minority has the right to display in his or her minority language signs, inscriptions and other information of a private nature visible to the public.*
3. *In areas traditionally inhabited by substantial numbers of persons belonging to a national minority, the Parties shall endeavour, in the framework of their legal system, including, where appropriate, agreements with other States, and taking into account their specific conditions, to display traditional local names, street names and other topographical indications intended for the public also in the minority language when there is a sufficient demand for such indications.*

The recommendation of the Advisory Committee with respect to the use of minority languages in personal names:

117. The Advisory Committee encourages the authorities to take the measures needed to ensure that the national legislation in force as regards topographical indications is properly applied locally, in accordance with the provisions of Article 11, paragraph 3, of the Framework Convention.

### **IMPLEMENTATION:**

#### *Personal names – the Personal Names Act*

Section 4 no. 1 of the Personal Names Act (Act of 7 June 2002 No. 19) allows for a great deal of freedom in choosing names, but names which fewer than 200 persons have as a surname will be protected. This means that a person must have a certain tie to be able to use such protected surnames (without the permission of those who already have this surname).

Pursuant to the Personal Names Act, persons with a Sami background or another national minority background may take a protected name from as far back as their great-great grandparents.

Circular G20/2002 relating to the Personal Names Act, Ch. 5.2.2.3, states that if it is likely that norwegianisation policy contributed to a name not being passed on to the person concerned, such person should be permitted to go somewhat further back in the family than to the great-great grandparents to use the name. On page 51 of Circular G20/2002 relating to the Personal Names Act it is stated that flexibility must be exercised in the requirements for proof that some relatives in a directly ascending line have used the name.

According to Sami custom, the grandparents' first names – and/or the parents' first names – are used with an ending that indicates the relationship. This is permitted pursuant to section 4, first paragraph no. 2.

The amendments that were made in the new Personal Names Act are in line with recommendations from Samediggi (the Sami Parliament). The Ministry of Justice finds that the new provisions function as intended.

Ministry of Government Administration, Reform and Church Affairs has received information from national minority organisations concerning cases where persons were not permitted to reclaim old names because the documentation requirements were not regarded as having been met. The organisations referred to examples of cases where representatives belonging to national minorities experienced that, at the local level, disproportionately strict documentation requirements had been imposed and documentation from Sweden and Finland had not been accepted. One possible interpretation of these reports may be that the principles in the Act have not yet been fully implemented at the local level.

#### *Place names*

Amendments to the Act of 18 May 1990 No. 11 on place names entered into force on 1 August 2008. The object clause of the Act (section 1) clearly states that the Act shall ensure consideration for Sami and Kven place names in accordance with national legislation and international treaties and conventions. The Act lays down that the determination of written forms must be based on the local spoken form of the place name. The associated regulations state that the same applies to Finnish names; this has been particularly relevant in Forest Finn areas. Reference is otherwise made to Norway's second periodic report (2005).

In the Place Names Act, the term 'place name' is used as a common term for names of geographical locations of various types (points, lines, areas). For example, they may be terrain formations, such as mountains/lakes, cultural formations, such as farms/bridges/tunnels, administrative areas, such as municipalities/parishes, and buildings and institutions. The term (and the Act) therefore cover more than the names of "places" in the sense this word is often used in everyday language.

In connection with the preparation of this report, representatives of several minority organisations have pointed out that they encounter resistance in municipalities when proposals are submitted concerning local place names in accordance with minority traditions or in minority languages. Such opposition may lead to cases not being prioritised and processed, with the result that resolutions are not passed. The

organisations pointed out that, for example, traditional meeting places, footpaths and travel routes should be recognised and identified, even if it is not a matter of place names in the usual sense.

## **Article 12**

- 1. The Parties shall, where appropriate, take measures in the fields of education and research to foster knowledge of the culture, history, language and religion of their national minorities and of the majority.*
- 2. In this context the Parties shall inter alia provide adequate opportunities for teacher training and access to textbooks, and facilitate contacts among students and teachers of different communities.*
- 3. The Parties undertake to promote equal opportunities for access to education at all levels for persons belonging to national minorities.*

The recommendation of the Advisory Committee with respect to the schooling of Roma and Romani/Tater children:

123. The Advisory Committee encourages the authorities to continue with the initiatives already under way to improve the integration and schooling of Roma and Tater children and to devise and implement, in co-operation with those concerned, new measures and solutions to the problems that still exist in this area.

### **IMPLEMENTATION**

Under the Research Council of Norway's programme Assigning Cultural Values (KULVER), research has partly been focused on the culture and language of the Romani people and the ethnic identity of the Romani people in the period 1500-1850 in the Nordic region.

#### *Kven/Finnish in day care institutions*

The Ministry of Education and Research administers grants for measures to improve language understanding among minority language children of pre-school age. Children from national minorities are covered by the grant scheme. According to Circular F-02/2010, the purpose of the grant is to help ensure that municipalities design measures for this target group. The municipal authorities administer the grant that is allocated to them on the basis of the number of minority language children in day care institutions. The municipality does not apply for the grant, but receives the amount of funding that is calculated by the Ministry. The municipality then distributes the grant on the basis of applications from individual day care institution owners and possibly other services. Anyone who runs an approved day care institution may apply to the municipality for a grant for measures to improve language understanding among minority language children. Other services whose purpose is to improve language understanding among pre-school children and who wish to develop interdisciplinary projects with the day care institution as a natural partner may also apply to the municipality for a grant. The municipality may also use the grant flexibly

according to local variations and needs, provided that the design of the measure is based on the purpose of the grant. The grant does not follow the individual child. In addition to designing measures in day care institutions, including an offer of bilingual assistance, the grant may be used to improve information to parents or for various language development measures, for example for children from national minorities.

However, the Ministry does not have details of which language groups receive an offer of measures to improve language understanding at any one time.

In recent years, the Ministry of Education and Research has urged county governors to prioritise funding for development work in Kven day care institutions. Up to now, no relevant Kven day care institutions have applied for funding under this scheme.

#### *Kven/Finnish in primary and lower secondary schools*

New curricula were drawn up in connection with the introduction of the Knowledge Promotion Programme in 2006. As mentioned under Article 6, among other things, pupils after the 7th grade must possess knowledge about the national minorities in Norway.

The County Governors of Troms and Finnmark, who are responsible for Kven/Finnish tuition, are concerned to ensure that teaching aids are developed in the Kven language. For several years, they have received funding for seminars for teachers and for the development of Kven/Finnish teaching aids. (A list of the funding allocated for Kven teaching aids is appended; see page 55).

With respect to the development of Kven teaching aids, there is a need for assistance from the Kven community. In connection with the development of teaching aids, the Kven language must be normalised and the grammar completed, thereby providing a basis for developing teaching aids.

Among other things, funds have been allocated to develop [kvensk.no](http://kvensk.no), which is a digital teaching aid for primary and lower secondary schools, and for Aikamarka, a digital teaching aid for pupils in upper secondary schools. At Finnmark University College, work is in progress on a list of existing teaching aids in/about Kven linked to competence aims and levels.

Tuition in Finnish as a second language is offered to pupils with a Kven-Finnish background in Troms and Finnmark. In the 2009-2010 academic year, 765 pupils in primary and lower secondary schools receive such tuition. The County Governor of Finnmark reports that in the 2009/2010 academic year there are 545 pupils in Finnmark who have Finnish as a second language. Of these, 40 receive tuition in Kven and the rest in Finnish. The County Governor of Troms reports that no municipalities in Troms county want tuition in Kven.

In recent years there has been a steady decline in the number of pupils in primary and lower secondary schools who are taught Kven/Finnish as a second language. A particularly large number de-select Kven/Finnish when moving from 5th to 6th grade.

The Strategic Plan for 2009/10 – Finnish as a Second Language for the County Governors of Troms and Finnmark states that *“One reason may be that the demands made on pupils from these grades and on to the lower secondary level are greater. Finnish is an examination subject, and an extra language subject requires a great deal of individual effort and motivation. Another reason may be that, due to the lack of teaching aids, the subject is regarded as less interesting as the pupils grow older. Feedback from pupils also indicates that they experience little progression in the subject in the course of their school career.”*

Several of the national minority organisations express concern that few pupils choose this subject in the higher grades, and that the scarcity of teachers increases the difficulty of implementing the course.

**The table below shows the number of pupils in Finnmark who receive instruction in Finnish/Kven in primary and lower secondary school**

<b>Municipality</b>	<b>Finnish</b>	<b>Kven</b>	<b>Total no. of pupils</b>
Alta	62		62
Båtsfjord	53		53
Gamvik	2		2
Hammerfest	0		0
Hasvik	2		2
Karasjok	19		19
Kautokeino	12		12
Kvalsund	5		5
Lebesby	24		24
Porsanger	16	40	56
Sør-Varanger	90		90
Tana	58		58
Vadsø	152		152
Vardø	10		10
	505	40	545

See otherwise the table of GSI figures for primary and lower secondary school pupils in Finnmark who receive instruction in Finnish. (Appendix page 58).

#### *Kven/Finnish in upper secondary schools*

In upper secondary schools in the 2009-2010 academic year, 21 pupils have Finnish as their second language. (Further information may be found in the Appendix page 52).



At the regional level, the county governors will focus on cooperation across national borders, information and guidance, teaching aids and competence development to encourage instruction in Finnish as a second language.

#### *The Roma and Romani people/Tater*

The children of the Roma and Romani people/Tater use day care institutions to a lesser extent than the majority population. In order to give everyone equal opportunities, the authorities are concerned to arrange day care services in such a way that parents from national minorities also, to a greater extent, will regard day care institutions as an important service, not least as regards integration and language development.

In the Action Plan on Improving the Situation of Roma in Oslo the Ministry of Education and Research has introduced the following measures in the day care area:

1. Facilitate child minding services in connection with adult education for young adult Roma in Oslo.
2. Recruitment of Roma children to day care institutions.

These measures will be followed up through the County Governor of Oslo and Akershus, in cooperation with the City of Oslo.

It has long been a challenge to persuade Roma children to attend school and to reduce their absence from primary and lower secondary school. The City of Oslo and the Ministry of Education and Research have discussed measures and challenges with a view to improving the design of services. As a follow-up to the Action Plan on Improving the Situation of Roma in Oslo, the Ministry of Education and Research has initiated a process to clarify the relationship between Norwegian and international law in the sphere of education.

The project *Romanifolket/tater – fra barn til voksen* (Romani people/Tater – from Child to Adult) was wound up in autumn 2009. In the period 2004-2009 the Ministry of Government Administration, Reform and Church Affairs, the Ministry of Education and Research and the Directorate of Education provided support for the project, which was run by Queen Maud University College and Sør-Trøndelag University College. Positive lessons have been learned from the project, both with a view to improving the design of education services for children during travel periods and because knowledge of Taters and their culture has increased among pupils and parents who have been involved in the project. In the five years of the project, there has been considerable emphasis on promoting trust between the parties. There has therefore been emphasis on extensive information and guidance for day care institutions and schools. The authorities are in favour of the project being continued on a more permanent basis; see further details under Article 15.

#### *Qualification for teaching Kven*

The University of Tromsø offers Kven subjects equivalent to a total of 90 ECTS credits. The University of Tromsø also offers bachelor's and master's degree courses in Finnish literature and a master's degree course in Finnish language. The master's degree course in Finnish can also be combined with the one-year teacher training programme (PPU), which qualifies the student to teach in schools.

The number of examinations after 1, 2 and 3 years of university study cannot be retrieved from the database, but statistics from the University of Tromsø on the number of examinations taken in the Kven subjects offered by the University is appended. (Appendix page 53).

### **Article 13**

1. *Within the framework of their education systems, the Parties shall recognise that persons belonging to a national minority have the right to set up and to manage their own private educational and training establishments.*
2. *The exercise of this right shall not entail any financial obligation for the Parties.*

The recommendation of the Advisory Committee:

129. The Advisory Committee encourages the authorities to maintain and further develop the initiatives under way to improve mutual understanding and enable intercultural exchanges through education. It is essential here to take due account of the situation, sensibilities and special needs of certain groups, such as the Romani people/Tater, and to involve their representatives systematically in decision-making. Particular attention should be paid to awareness-raising and specific training of teachers working in multicultural environments.

#### **IMPLEMENTATION:**

The Ministry of Education and Research has not received any enquiries from persons from national minorities who wish to establish or run private educational or training institutions. There is no prohibition against establishing and running private educational or training institutions. However, there are regulations for financial support for the operation of educational and training institutions.

The Government currently provides the following grants for day care institutions:

- Investment grant for new day care places (Circular F-04/2010)
- Grant for the establishment of permanent day care places in temporary premises (F-03/2010)
- Government operating grant for day care institutions (F-02/2010)

Various conditions attach to the different grants, but in any case the day care institution must be approved by the municipality following an assessment of the day care institution's suitability in relation to the purpose and content of section 10, see sections 1 and 2, of the Day Care Institutions Act. The owner of the day care institution must apply for a grant through the municipality, and it is the county

governor in the county concerned who passes resolutions on the allocation of grants. Appeals must be addressed to the Ministry.

## **Article 14**

1. *The Parties undertake to recognise that every person belonging to a national minority has the right to learn his or her minority language.*
2. *In areas inhabited by persons belonging to national minorities traditionally or in substantial numbers, if there is sufficient demand, the Parties shall endeavour to ensure, as far as possible and within the framework of their education systems, that persons belonging to those minorities have adequate opportunities for being taught the minority language or for receiving instruction in this language.*
3. *Paragraph 2 of this article shall be implemented without prejudice to the learning of the official language or the teaching in this language.*

The recommendations of the Advisory Committee with respect to teaching of and in minority languages:

135. The Advisory Committee encourages the authorities to make a determined effort, in cooperation with Kven representatives, to pursue the initiatives launched, to allocate adequate resources to them and to take them a stage further, so that the conditions needed for the proper teaching of Kven are established as soon as possible.

136. The authorities are also encouraged to examine existing needs and demand for teaching of and in minority languages and ensure that Norway has a suitable legal basis for responding, where the conditions set out in Article 14, paragraph 3, of the Framework Convention are fulfilled, to any demand in this area.

### **IMPLEMENTATION:**

#### *Special language tuition*

In Norway's second periodic report, reference was made to the rights of pupils from language minorities to special language tuition, see section 2-8 of the Education Act. Similar rights have now been implemented for pupils from language minorities in upper secondary schools, see section 3-12 of the Education Act. The provisions state that pupils with a mother tongue other than Norwegian or Sami have the right to special instruction in Norwegian until they have sufficient Norwegian skills to follow ordinary instruction in schools. Pupils who have such poor language skills that they cannot follow instruction in Norwegian will also be entitled to instruction in their mother tongue, bilingual instruction in specific subjects or both during a transitional period.

Education in the national minority languages pursuant to section 2-8 has been provided to only a limited extent. To the knowledge of the Ministry of Education and Research, there have been no applications for education pursuant to section 3-12 of the Education Act for any of the national minorities.

*Language tuition for the Romani people/Tater*

In the 2009-2010 academic year, three pupils are being taught in Romani as their mother tongue, while one pupil is receiving bilingual instruction where Romani is used.

**Article 15**

*The Parties shall create the conditions necessary for the effective participation of persons belonging to national minorities in cultural, social and economic life and in public affairs, in particular those affecting them.*

The recommendations of the Advisory Committee concerning effective participation of persons belonging to national minorities in decision-making processes:

146. The Advisory Committee encourages the authorities, in co-operation with the representatives of national minorities, to find ways to enhance on the legal level, and make more effective in practice, the existing arrangements for consulting the minorities and involving them in decisions concerning them. In particular, such involvement should make it possible to ensure that measures taken pursuant to the Framework Convention are actually implemented at local and regional level, and that effective participation of persons belonging to national minorities in social, economic, cultural and political life is improved.

147. The authorities should ensure that the law on Finnmark is duly applied in respect of all the persons concerned and, in this context, should take into account the situation of the Kvens and the concerns expressed by them.

148. The authorities should pay greater attention to encouraging the presence of persons belonging to national minorities in elected and appointed government bodies, at both central and local level. In addition, they should monitor the situation in this respect regularly.

**IMPLEMENTATION:**

Reference is made to *Part I: Practical arrangements made at the national level for following up the results of the second monitoring cycle, (c), Activities to implement the Framework Convention at national, regional and local level* (page 9).

Re para. 147: the Finnmark Act is ethnically neutral in that the legal position of the individual is not dependent on whether a person is Sami, Norwegian, Kven or a member of another population group.

One important element of the Finnmark Act is the establishment of the Finnmark Estate. When the Act entered into force, all former state land in Finnmark was

transferred to local ownership through the Finnmark Estate. At the same time, the Act stipulates that all the inhabitants of the county have the right to exploit natural resources on the land of the Finnmark Estate.

Another important element in the Act concerns the identification and recognition of existing rights. The Act provides for a commission, the Finnmark Commission whose mandate is to make decisions on land and water rights, regardless of ethnic affiliation.

Re items 146 and 148

Dialogue with representatives of national minorities plays a pivotal role in policies and measures. The authorities give priority to qualifying national minorities as dialogue partners. Reference is made to the information provided under Part I (a). The role of several organisations as a negotiating partner in contacts with the authorities has been strengthened in this way.

Among other things, the organisations have been involved in the work of developing policy and measures through the Contact Forum between the National Minorities and the Central Authorities, the Culture Fund for the Romani people/Tater, the evaluation of organisational support, the new committee which is to consider the implementation of Norwegian policy in respect of the Romani people/Tater up to the present day, and the new, *Samråd* (forum for dialogue) with the Roma. Confidence-building activities have had priority and will continue.

In the new forum for dialogue with the Roma, the various ministries will be involved as and when needed, as is the practice in the Contact Forum between the National Minorities and the Central Authorities.

In addition to meetings in the Contact Forum between the National Minorities and the Central Authorities, the authorities have a special responsibility to conduct dialogue with and involve minorities in work on matters that concern them. Practice varies in this respect, and there is still a need to make both central and local authorities aware of this responsibility. In several cases it has been the coordinating ministry that has arranged contacts between the national minorities and the relevant authorities at the request of the national minorities. The relevant authorities themselves have gradually taken over direct contact with the national minorities.

Several of the national minority organisations have voiced the opinion that the ministries should, to an even greater extent, be involved in and facilitate the participation of national minorities in policy development.

#### Cooperation of other ministries with the national minorities:

*The involvement of non-governmental organisations, etc.*

In connection with work on the Action Plan to Promote Equality and Prevent Ethnic Discrimination, the Ministry of Children and Equality has had meetings with and/or received inputs for modalities and measures in the plan from: the Contact Committee for Immigrants and the Authorities, the Equality and Anti-Discrimination Ombud, Sámediggi (the Sami Parliament), the Contact Forum between the National Minorities and the Central Authorities, a number of non-governmental organisations working to combat discrimination against persons with minority backgrounds, the social partners,

the City of Oslo, various actors on the housing market and researchers in various disciplines.

Non-governmental organisations working to combat and prevent ethnic discrimination are invited to participate in a group of experts tasked with monitoring implementation of the plan. Among other things, the Action Plan was presented at a meeting of the Contact Forum between the National Minorities and the Central Authorities in autumn 2009. The national minority organisations are invited to appoint a representative from each of the national minority groups in Norway to participate in the group of experts.

#### *The white paper on language policy*

In 2008, the Government presented a white paper on language policy in Norway (Report No. 35 (2007-2008) to the Storting, *Mål og mening – Ein heilskapelig norsk språkpolitikk*). The main focus of the white paper is the Norwegian language and its position as a fully valid and socially supportive language in Norway, but it also addresses issues relating to indigenous languages and various minority languages, including the Sami language, national minority languages, sign language and other minority languages in Norway. Among other things, the white paper presents the status of these languages and the comments of the Council of Europe on Norway's implementation of the Charter on Regional or Minority Languages, and discusses measures to strengthen and protect the various languages.

In connection with work on the white paper on language policy, in 2006 various representatives of the national minorities in Norway were invited to meet representatives of the Ministry and discuss relevant issues. In this connection, the Ministry received several inputs for the white paper.

#### *The Culture Act*

The Act relating to the responsibility of public authorities for cultural activities (the Culture Act) entered into force on 1 August 2007. The purpose of the Act is “to determine the responsibility of public authorities to promote and facilitate a wide range of cultural activity so that everyone may have the opportunity to participate in cultural activities and experience a diversity of cultural expression”.

Section 3 of the Culture Act, The Responsibilities of the Central Government, states that “the central government shall design instruments and implement measures to promote and protect a diversity of cultural expression in accordance with international rights and obligations.” In the *travaux préparatoires* it is pointed out that this refers to the rights and obligations Norway is bound by under international law, and that the Framework Convention for the Protection of National Minorities is a pivotal convention in this connection.

The draft Act was circulated for consultation in November 2006 and the consultative bodies included various special interest organisations associated with national minorities.

At a meeting of the Contact Forum between the National Minorities and the Central Authorities in autumn 2009, the Ministry of Foreign Affairs informed the meeting about the newly-established Forum on Minority Issues associated with the Human Rights Council in Geneva, which held its second session in November 2009. The Norwegian authorities expressed the view that the participation of Norwegian minorities is welcome.

In connection with the preparations for the first hearing on Norway's Universal Periodic Review (UPR) at the UN Human Rights Council in Geneva in December 2009, the Norwegian Kven Association (NKF) took the opportunity to present comments.

*The project Romanifolket/tater – fra barn til voksen (Romani people/Tater – from Child to Adult)*

The project *Romanifolket/tater – fra barn til voksen* (Romani people/Tater – from Child to Adult) was concluded with a conference in 2009. The lessons learned from the project were good with respect to both the day care and culture part and the school part, and the Ministry of Education and Research wishes to continue the process as a more permanent arrangement.

In cooperation with the National Centre for Multicultural Education (NAFO), Queen Maud University College (DMMH), Sør-Trøndelag University College (HiST) and the Taters' Association of Norway (TL), will draw up a plan for the continuation of this process. It should be possible to define the first part of work on continuation of the project as an establishment phase. It is regarded as important for work to be organised in such a way that a good cooperative model is established between all the parties. The budget for continuing the project has not yet been finally determined. In connection with the planning process, consideration will be given to the need for web-based services, especially targeting teachers, and focus on further development of the model for distance learning. In connection with the planning process, NAFO, DMMH, HiST and TL will consider ways of involving other organisations/associations that represent the Romani people/Tater in future work.

## **Article 18**

- 1. The Parties shall endeavour to conclude, where necessary, bilateral and multilateral agreements with other States, in particular neighbouring States, in order to ensure the protection of persons belonging to the national minorities concerned.*
- 2. Where relevant, the Parties shall take measures to encourage transfrontier co-operation.*

The recommendation of the Advisory Committee with respect to bilateral and regional cooperation on minority-related issues:

152. The Advisory Committee encourages the authorities to pursue and develop regional cooperation in the field of protection of national minorities and to involve the representatives of minorities fully in activities organised in this context. The authorities are also encouraged to pay due attention to the needs of national minorities when granting subsidies for bilateral and regional co-operation projects.

### **IMPLEMENTATION:**

The Nordic Working Group for National Minorities was established in Oslo in 2004. The working group, which meets annually, currently comprises Sweden, Finland and Norway, with Denmark as observer. The working group consists of representatives of

the ministries in the respective countries that are responsible for reporting on the implementation of the Framework Convention and the European Charter for Regional or Minority Languages. The purpose of the working group is to exchange experience at the official level on policies, measures and good practice.



## APPENDIX

### Overview of support for national minority culture

This overview includes both measures where the project is run by national minorities and measures carried out under the auspices of other parties.

The Archive, Library and Museum Authority has provided funding for various museums, and has supported a range of projects of relevance for Romani people/Tater culture.

- 2009: The Glomdal Museum: *Romanifolkets/taternes kulturminner* (Romani people/Tater cultural heritage). Documentation project – NOK 200,000.
- The Haugaland Museums: *Formidling av de båtreisendes kultur og historie* (Presentation of the culture and history of Romani boat travellers). Presentation project – NOK 50,000.
- The Haugaland Museums: *Fra havn til havn – til sjøs med romanifolket* (From port to port – at sea with the Romani people). Documentation project – NOK 100,000.
- 2008: The Haugaland Museums: *Formidling av de båtreisendes kultur og historie* (Presentation of the culture and history of Romani boat travellers). Presentation and documentation project. Multi-year – NOK 200,000.
- 2006: Karmsund Folk Museum: *Båtreisende på Vestlandet/Romanifolket* (Boat travellers in Western Norway/The Romani people). Documentation project. Multi-year – NOK 500,000.

The Archive, Library and Museum Authority has provided funding for various museums, and has supported a range of projects of relevance for Kven culture.

- 2010: Varanger Museum: *Kvenske navn på nett og kart* (Kven names on the Internet and maps) (two-year project, also received funding in 2009). Documentation and presentation project – NOK 100,000.
- 2009: Landslaget for lokal- og privatarkiv (LLP) (a national organisation for local and private archives): *Minoriteter i offentlige arkiver – en undersøkelse* (Minorities in public archives – a study). Research project (Kvens and Sami) – NOK 500,000.
- 2008: Kvensk institutt: Protection of historical language material – NOK 50,000.
- Landslaget for lokal- og privatarkiv (LLP): *Minoriteter i offentlige arkiver – en undersøkelse* (Minorities in Public Archives – a study). Research project. Multi-year – NOK 400,000.

- 2007: Landslaget for lokal- og privatarkiv: *Minoriteter i offentlige arkiver – Forskningsprosjekt* (Minorities in Public Archives. Research project). Multi-year – NOK 500,000.
- Nordnorsk fartøyvernsenter (a ship preservation centre of expertise) and Indre Sør-Troms Museum: *Havets helter på samisk, kvensk og norsk* (Heroes of the Sea in Sami, Kven and Norwegian). Documentation project – NOK 120,000.
- Nord-Troms Museum: *Kvenen i arkiv, bibliotek og museum* (The Kvens in archives, libraries and museums). Seminar - NOK 50,000.
- Sør-Varanger Museum: *Bugøynes fiskevær og “krabbehovedstad”* (Bugøynes fishing village and “crab capital”). Documentation project – NOK 40,000.
- Kvensk Institutt/Kainun Instituti: *Viskutteleminen – en lydutstilling om det tause folket – formidling av kvensk historie ved bruk av lyd* (Viskutteleminen – an audio exhibition on the silent people – presentation of Kven history through sound) – NOK 150,000.

The Archive, Library and Museum Authority has provided funding for various museums, and has supported several projects of relevance for Jewish culture.

- 2009: Oslo Jewish Museum: One-time grant for documentation at the museum – NOK 300,000.
- 2008: Oslo Jewish Museum: *“Å være jøde i Norge – er det et problem?”* (“Being Jewish in Norway – is that a problem?”) Seminars, films – NOK 125,000.
- The Jewish Museum in Trondheim: Short film on the Jewish girl Cissi Klein – NOK 100,000.
- 2007: The Holocaust Center: Web-based knowledge base on genocide and minorities. Presentation project – NOK 100,000.

The Archive, Library and Museum Authority has also provided financial support for various museum projects that include national minorities.

- 2010: The Haugaland Museums: *Norges riksmonument mot 2014* (Norway’s national monument towards 2014). Preliminary project. Documentation and presentation – NOK 100,000.
- Oslo Museum: *Mangfold i museene* (Diversity in museums) (formerly called Recruitment of minorities to museums) – NOK 600,000. Multi-year recruitment project. Network for minorities and cultural diversity.
- Oslo Museum: *Spor på stedet* (Traces of minority participation in Norwegian society). Presentation project – NOK 300,000.
- 2009: Oslo Museum: *Minoritetsrekruttering til museene* (Recruitment of minorities to museums) – NOK 400,000.
- 2008: Oslo Museum, Intercultural Museum Department (IKM): *Mangfoldnettverket I mangfoldsåret* (Diversity network in the Year of Cultural Diversity). Preliminary project prior to the recruitment project – NOK 500,000.

### ***Other purposes***

Financial support is provided by the Arts Council of Norway for various minority-related measures in other spheres of culture.

- 2009: Foreningen Børselv: The 2009 Kippari Festival – NOK 80,000.
- Lowri Rees: Documentary film on Roma and education – NOK 150,000.
- Siivet – *Grenseløse bilder: Fem på tolv* (Borderless Pictures: Five to twelve) – video documentation of the last carriers of the original Kven culture – NOK 150,000.
- 2008/2009: Nordreisa Municipality: The Baaski Kven Cultural Festival – NOK 155,000.
- 2008: The Riddu Riddu international indigenous peoples' festival: Nisga'a Longhouse – artistic activities/collection of architecture and forms of housing among indigenous peoples of the north – NOK 200,000.
- Siivet – Borderless Pictures: Documentary film on the Kven author Alf Nilsen-Børsskog – NOK 150,000.
- Siivet – Borderless Pictures: Sanat/Ord – Performance of Kven dance – NOK 200,000.
- Norske Kveners Forbund: Information material – Kven history and culture – NOK 75,000.
- 2007: Faction film: Documentary film *Blod & ære* (Blood & Honour) – a film about a modern Tater family – NOK 225,000.
- Bernt Eide: *Nasjonens barn (taterne)* (Children of the Nation (the Tater) – documentation – NOK 100,000.
- Bernt Eide: Children of the Nation – City Hall Gallery, 5-27 May 2008 – exhibition – NOK 130,000.
- Hedmark County: Documentation of Forest Finn buildings – NOK 200,000.
- 2005-2008: Queen Maud University College: *Romanifolkets fortellinger* (Romani people Tales) – NOK 500,000.

### **Overview of national minority organisations that have participated in the process of Norway's reporting under the Framework Convention**

#### **Romani people/Tater:**

Taternes landsforening (Taters' Association of Norway)

Landsorganisasjonen for romanifolket

Romanifolkets kystkultur

#### **Jews:**

Det Mosaiske Trossamfund (Jewish Communities in Oslo and Trondheim)

#### **Kvens:**

Norske kveners forbund/ Ruijan Kveeniliitto (Norwegian Kven Association)  
Kvenlandsforbundet (Kvenland Federation)  
Norsk-finsk forbund/Norjalais-Suomalainen Liitto

**Forest Finns:**

Skogfinske interesser i Norge (network for Forest Finn interests in Norway)

**Roma (Gypsies):**

Den Norske Romforening (Norwegian Roma Association)  
Romani Kultura  
International Romani Union's representative in Norway  
Norsk Rom-befolkning (Norwegian Roma Population)

## **Statistics on Finnish language instruction – information on Finnish language instruction in upper secondary school**

The Norwegian Directorate for Education and Training is in the process of preparing examination papers in Finnish as a Second Language which are to take account of the fact that, according to the subject syllabus, pupils must be able to communicate (in a written exam this means read and write) in Finnish *or* Kven. This does *not* mean that separate examination papers are prepared in Kven, but that the purpose of the examination papers in Finnish as a Second Language is to ascertain that pupils are able to both understand and write in either Finnish or Kven, depending on which language instruction they have received. Pupils are to receive texts in both languages and may write in the language of their choice. Preparing examination papers that meets these needs is a challenge. The Norwegian Directorate for Education and Training has therefore established cooperation with the Kven Institute and the Kven Language Council to obtain assistance in formulating exam texts in Kven in accordance with the current norm. In spring 2010, the Directorate has also send out exam papers for Finnish as a Second Language after the 10th grade and after the third and final year of upper secondary school, and will request feedback on the papers from teachers who teach Finnish and/or Kven. The County Governor of Troms is participating in this work.

Figures for pupils registered in Finnish as a Second Language courses under the 2006 Knowledge Promotion reform for primary and secondary education have been obtained from a registration system for examinations, national testing and assessment testing for primary and secondary pupils. Finnish as a Second Language is a subject for which pupils may be randomly selected for a written/oral exam. With regard to exams relating to the subject syllabus for Finnish as a Second Language, each pupil may decide whether he/she wishes to reply in Finnish or Kven. The syllabus comprises many competence aims that specify “in Finnish or Kven”, but so far no one has chosen to answer in Kven.

Spring 2009: 4 candidates registered – all took the exam

Autumn 2009: 3 candidates registered – all took the exam

Spring 2010 - 3 candidates registered.

As from spring 2011, examination papers with both Kven and Finnish texts are expected to be available.

As regards whether or not pupils to date have chosen to take their exams in Kven, there is no real information available on the subject.

## **Courses in Kven at the University of Tromsø**

There is no staff member at the University of Tromsø who is basically qualified or who has a special obligation to teach Kven, nor is there any permanent course of study in Kven. Tuition in Kven is provided by employees with a background in Finnish language and literature who have gained a knowledge of the Kven language, culture and literature through personal research and in other ways. The courses that have been offered in Kven have been organised and approved on an ad hoc basis whenever the question of such courses has arisen.

The first Kven course offered was a 10-credit semester course that was provided as a part-time distance learning course in autumn 1998 and spring 1999. In principle, this was approved as a permanent course, but it was only offered once. Now, so many years later, it is difficult to ascertain how many students took this course.

Since then, a 90-credit programme in Kven has been developed which is equivalent to a specialisation subject in a bachelor degree. The course has been defined as a further and continuing education course (with a 6000 code), but may be included in a bachelor degree. Students take six out of seven subjects (they choose between project work in language or culture) at beginner level (equivalent to the 1000-level) and three subjects at specialisation level (equivalent to the 2000-level). All subjects carry 10 credits. The programme is designed as a foreign language programme requiring no prior knowledge of Kven. Instruction is provided on a part-time basis over five semesters, partly on-line and partly at intensive seminars.

The first programme of this type for a bachelor degree in Kven was started in spring 2006 and was concluded in spring 2008. Quite a few students were enrolled in the programme, particularly in the beginning, as can be seen from the following overview:

Spring 2006 ("1000"-level):

KVE-6010 Kven Language I (31 students took the exam)

KVE-6110 Kven Culture and Literature (23 students took the exam)

Autumn 2006 ("1000"-level):

KVE-6020 Kven Language II (24 students took the exam)

KVE-6120 Specialisation in Kven Culture and Literature (16 students took the exam)

Spring 2007 ("1000"-level):

KVE-6030 Kven Language III (22 students took the exam)

KVE-6031 Kven Language Project (3 students took the exam)

KVE-6130 Kven Cultural Project (13 students took the exam)

(The students chose either language (KVE-6031) or culture (KVE-6130).)

Total at the "1000"-level:  
132 exams carrying 10 credits passed = 1320 credits,  
equivalent to 22 full-time students (each taking 60 credits)

Autumn 2007 ("2000"-level):  
KVE-6040 Variation in Kven (7 students took the exam)  
KVE-6140 Project work in cultural encounters (5 students took the exam)

Spring 2008 ("2000"-level):  
KVE-6050 Kven Language Project II (3 students took the exam)

Total at the "2000"-level:  
15 exams carrying 10 credits passed = 150 credits,  
Equivalent to 5 full-time students (each taking 30 credits)

The second round of this "bachelor degree programme" in Kven started up in autumn 2008 and will end in autumn 2010. Far fewer students are now enrolled in the programme:

Autumn 2008 ("1000"-level):  
KVE-6010 Kven Language I (7 students took the exam)  
KVE-6110 Kven Culture and Literature (4 students took the exam)

Spring 2009 ("1000"-level):  
KVE-6020 Kven Language II (5 students took the exam)  
KVE-6120 Specialisation in Kven Culture and Literature (5 students took the exam)

Autumn 2009 ("1000"-level):  
KVE-6030 Kven Language III (4 students took the exam)  
KVE-6031 Kven Language Project (2 students took the exam)  
KVE-6130 Kven Cultural Project (1 student took the exam)  
(The students chose either language (KVE-6031) or culture (KVE-6130).)

Total at "1000"-level:  
28 exams carrying 10 credits passed = 280 credits,  
Equivalent to 4.7 full-time students (each taking 60 credits)

Spring 2010 ("2000"-level):  
KVE-6040 Variation in Kven (4 students registered)  
KVE-6140 Project work on cultural encounters (2 students registered)

Autumn 2010 ("2000"-level):  
KVE-6050 Kven Language Project II

After funds were allocated for new places in study programmes in spring 2009, a new further and continuing education course in Kven language skills, carrying 15 credits, was established in autumn 2009. In parallel, the Finnmark University College established a similar course in Kven culture and literature. Both courses are designed as part-time studies covering two semesters based on sessions and on-line support between sessions. The university and university college are each responsible for its

respective subject in this programme, but the two courses are offered together and teaching takes place at joint sessions in Alta.

In view of the small number of participants in the current “bachelor degree programme”, which required no prior knowledge of Kven, we considered it inexpedient to offer a new introductory course of the same type such a short time after the start of the previous one. The new programme established by the university and university college requires applicants to have a minimum of 60 credits in Finnish or non-formal qualifications in Finnish or Kven, and is specially designed for teachers, pre-school teachers and other persons with relevant professional qualifications.

These courses were scheduled to be held in the spring and autumn of 2010, but when the deadline for applications expired in autumn 2009 only five applicants had registered, not all of whom were considered eligible. The courses have therefore been postponed until the 2010-2011 academic year, with a new deadline for applications in spring 2010. The university is prepared to carry out this programme even if there are few students this time as well.

We envisage three challenges in connection with a future study programme in Kven:

- Firstly, the target group is small and the number of students must therefore be expected to be small, and the course cannot be said to be financially viable within a results-based financial model. The fact that there were so many participants in the first “bachelor degree programme” is probably due to an accumulated demand, as in the case of other new educational programmes, which was then satisfied.
- Secondly, developing materials for teaching Kven poses a challenge, as it is a new language on which little research has been done and which has a short history as a written language. A great deal of work was done by the teachers to develop teaching materials for the first “bachelor degree programme”, but more resources are still required for such work.
- Thirdly, there are very few persons who are qualified to teach in a study programme in Kven, and this situation may become worse in the future since all the Finnish linguistics teaching staff at the university, who are among those who are best qualified in Kven, are approaching retirement age. To remedy this situation somewhat, the university is currently advertising a PhD position in Kven linguistics.

Endre Mørck, Head of Department, Department of Linguistics

## Overview of funds granted for Kven teaching aids

2005

Grant recipient	Project	Amount of grant
Idut AS	DVD: <i>Slik lager vi...</i> (This is how we make ...)	60 000
Nordreisa Municipality	<i>Livet ved elva ...</i> (Life on	50 000

	the river...)	
Vadsø Municipality, V. Jakobselv School	<i>Om planter i Varanger</i> (Plants in Varanger)	50 000
Ruija forlag AS (publishing company)	Idea and resource book for Kven language tuition	180 000
Finnmark University College, V. Pyykkö	<i>Kvenske fortellinger fra gamle dager</i> (Kven stories from the olden days)	60 000
Storfjord Municipality, Skibotn School	<i>Med landsdelen som læremiddel</i> (Using the Region as a Teaching Aid – A Convergence of Three Peoples)	20 000
Norske Kveners Forbund	<i>Kvensk språkreir ved barnehagen i Børselv</i> (Kven language corner at the Børselv day care centre)	25 000

## 2006

<b>Grant recipient</b>	<b>Project</b>	<b>Amount of grant</b>
Nordreisa Municipality	Kven words/expressions related to the topic of life on a farm	50 000
Ruija forlag (publishing company)	Idea and resource book for Kven language tuition – Stage 2	170 000
Varanger Museum/Vadsø Museum	<i>Kulturlandskapet etter de tre stammers møte i Varanger</i> (The cultural landscape resulting from the convergence of the three peoples of Varanger (Sami, Kven, Norwegian))	50 000
Bente Imerslund, Nordreisa Upper Secondary School	Further develop the website finsk.no	40 000
Vappu Pyykkö, Finnmark University College	Complete <i>Kvenske fortellinger</i> (Kven Stories)	15 000
Vadsø Municipality, V. Jakobselv School	Further develop <i>Om planter I Varanger</i> (Plants in Varanger)	20 000

## 2007



<b>Grant recipient</b>	<b>Project</b>	<b>Amount of grant</b>
Eira Söderholm, University of Tromsø	Further develop Aikamatka, a course in Kven language, culture and history	100 000
Nordreisa Municipality	Make CD/DVDs of Kven songs, song games	50 000
Storfjord Municipality, Skibotn School	Further develop the web portal <i>Trestammersmøte</i> (Convergence of Three Peoples)	20 000
Varanger Museum IKS	Translate information booklets to Kven (Kven Week)	40 000
Ruija forlag AS	Idea and resource book for Kven language tuition, Stage 3	150 000
Leena Niiranen, Finnmark University College	Carry out a survey of existing teaching aids in Kven	35 000
Kvensk institutt	Develop information packages for teachers	20 000
Ruija Forlag AS	Develop the brochure <i>Språk i vuggegave</i> (Language a Gift at Birth)	7 000
Ruija Forlag AS	Arrange a seminar on teaching materials	11 050
Ruija Forlag AS	Grant for the purchase of Kven-language posters for schools and day-care centres in Finnmark	5 000
Ruija Forlag AS	Develop a brochure on bilingualism	7 000

## 2008

<b>Grant recipient</b>	<b>Project</b>	<b>Amount of grant</b>
Eira Söderholm/ Kvensk institutt	Develop a web-based teaching resource based on Aikamatka	231 000
Lyngen Municipality/ Salla Taavetti	Draw up a <i>practical web-based guide</i> for use by Finnish/Kven primary school teachers	289 000
Vadsø Municipality	Complete and print "Plants in Varanger"	50 000

## 2009

Grant recipient	Project	Amount of grant
Lebesby Municipality	Develop a textbook in Finnish as a second language for 5th-7th grade pupils	350 000

Table showing information from the Primary and Lower Secondary School Information System (GSI) for pupils in Finnmark who receive Finnish language instruction.

### **GSI figures for pupils in Finnmark who receive Finnish language instruction, by municipality, 2003 – 2010.**

	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10
Alta	95	108	90	82	80	81	62
Båtsfjord	14	19	30	30	32	35	53
Gamvik	44	38	32	20	13	10	2
Hammerfest	7	8	8	5	2	3	2
Hasvik	0	0	1	0	3	3	2
Karasjok	2	2	5	5	13	19	19
Kautokeino	8	5	8	6	0	13	12
Kvalsund	1	3	3	4	5	5	5
Lebesby	10	12	17	19	28	28	24
Porsanger	61	52	51	45	52	55	56
Sør-Varanger	183	183	156	166	152	122	90
Tana	63	52	54	47	63	51	58
Vadsø	250	240	219	208	175	167	152
Vardø	54	36	45	14	15	15	10
<b>Total</b>	<b>799</b>	<b>758</b>	<b>720</b>	<b>652</b>	<b>633</b>	<b>607</b>	<b>545</b>

#### **In Troms County:**

2005/2006 – 272 pupils

2006/2007 – 239 pupils

2007/2008 - 203 pupils

2008/2009 - 212 pupils

2009/2010 - 213 pupils

#### **Kven language instruction**

Instruction in the Kven language is part of the programme for Finnish as a second language, but it is not registered separately in the Primary and Lower Secondary School Information System (GSI). The latter is an information system that is open to

the public and that may be consulted for all kinds of information on basic education in Norway. The County Governor of Finnmark has reported that 40 pupils are currently receiving instruction in Kven in the current school year (2009/2010), all of them in Porsanger. No pupils in Troms receive such instruction. For more information (in Norwegian only), see <http://www.wis.no/stat09/application/main.jsp?languageId=1>  
The number of pupils who receive instruction in Finnish as a second language is shown under “Målform”.