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National Minorities**

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Sweden's 4th Report to  
the Council of Europe  
under the Framework  
Convention for the  
Protection of National  
Minorities



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## Foreword

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Sweden takes its international commitments on human rights extremely seriously. Work is constantly being carried out on initiatives and measures to safeguard the human rights of the national minorities and of others. Human rights must be applicable to everyone, everywhere, and without exception. However, challenges remain before Sweden is entirely and fully able to live up to its undertakings on human rights.

Observance of the rights of the Sami, Jews, Roma, Swedish Finns and Tornedalers must be safeguarded. Ensuring that this is the case is a national concern, and it is my duty and that of the Government to ensure that all the conditions are in place for Sweden to be able to achieve this aim. The national minorities' empowerment and their opportunity to influence and participate in these endeavours are a central pillar of this work. As Albert Camus brilliantly put it, democracy is not the law of the majority but the protection of the minority.

The discrimination and racism that people who belong to the national minorities suffer must be combated. Daring, wanting and being able to speak one's own language is a large part of people's identity and contexts are needed in which people can gather together around their own language.

The efforts of the public sector in strengthening the protection of national minority rights have been successful in many respects and the Government is keen to ensure that these positive developments continue. I envisage stronger protection for our five national minorities in the future and I will appoint a committee of inquiry to strengthen minority policy to this end. In the meanwhile, the Government intends to continue to develop minority policy. We cannot afford for this work to grind to a halt while awaiting the results of the inquiry.

Systematic and ongoing work to safeguard compliance with human rights demands continuous follow-up. Sweden's Government welcomes an open dialogue with the Council of Europe on the existing and future challenges in this area. In this dialogue, the Government also welcomes the opportunity for the national minorities to contribute additional perspectives by submitting opinions to the Council of Europe.

Stockholm, May 2016



Alice Bah Kuhnke  
Minister for Culture and Democracy

## PART I

# Practical arrangements made at national level for following up the results of the third monitoring cycle

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### Background information

The five national minorities in Sweden are Jews, Roma, Sami, Sweden Finns and Tornedalers. Many members of a national minority speak one of the minority languages Meänkieli, Yiddish, Romani Chib, Sami or Finnish. Strengthened rights apply to Finnish, Sami and Meänkieli in special administrative areas, currently covering 75 municipalities and 14 county councils. Examples of these rights are that individuals have the right to use their minority language in dealings with an administrative authority whose geographical sphere of activity coincides completely or partly with the administrative areas and the right to pre-school and elderly care completely or partly in the minority languages.

The administrative areas for Meänkieli and Sami are predominantly located in northern Sweden and the majority of the administrative areas for Finnish are located in Mälardalen and adjoining areas. Romani Chib and Yiddish are non-territorial languages and are thus not covered by the administrative areas.

### The development of Swedish minority policy

The Government's ambition in the area of minority policy is high; the rights of national minorities must be safeguarded. The objective adopted by the Riksdag for this policy area is to provide protection for the national minorities and strengthen their opportunities to exert influence and to support the historical minority languages so that they are kept alive. The objective of minority policy is in turn divided into three sub-areas: discrimination and vulnerability, influence and participation, and language and cultural identity.

For the objective to be achievable, the level of ambition and the goals must be translated into action in a number of areas, which is also the focus laid down in the Government's strategy for the national minorities. The strategy and Sweden's international undertakings, together with the central legislation in the field, form the starting points for continued work to safeguard the rights of the national minorities.

Current Swedish minorities legislation has been in place since 2010. Work to safeguard the rights of the national minorities in the administrative areas has developed positively since this point. This development is clearly linked to the Government grant, active consultation, and information, education and training initiatives. However, the Government considers that there are challenges in the current system that need to be addressed in order to ensure that this positive development is able to continue.

In the light of the comments from various quarters, the Government considers that there is reason to take action. To ensure continued progress in safeguarding the rights of the national minorities, the Government will appoint an inquiry to review the Minorities Act and to make clarifications of certain other measures announced as part of the Government Bill on the strategy for the national minorities.

This review will also cover the need for further clarifications linked to Sweden's undertakings under the Convention to safeguard the rights of the national minorities both in and outside the administrative areas. Ahead of the review consultations have been conducted with the national minorities. The national minorities have also been able to submit further input during the preparation of the terms of reference of the inquiry.

A systematic approach to international monitoring is one of the criteria for proactive work on rights issues. The Government considers that practical steps are necessary and that these must be taken on the basis both of recommendations from international monitoring bodies and of the results emerging from national consultation. The results of the monitoring cycles must be taken on board in a more systematic manner.

An account is given below of the measures taken since Sweden delivered its third report to the Council of Europe in May 2011.

#### **A. Steps taken to publicise the results of the third monitoring cycle: publication, dissemination and translation into official languages and minority languages where appropriate**

As during the third monitoring cycle, the recommendations of the Advisory Committee and the Committee of Ministers have been translated into Swedish. These documents have been published on the Government's human rights website. The opinion of the Advisory Committee is also available on the website [minoritet.se](http://minoritet.se), which is run by the Sami Parliament, as a commission from the Government, and is a portal for information concerning the national minorities and the minority languages. The recommendations of the Advisory Committee were also available during the follow-up meeting held in March 2013, see below for more information.

When the fourth cycle has been completed the Government will translate the recommendations of the Committee of Ministers into Swedish and the national minority languages in order to publish them on the Government's digital platforms

## **B. Follow-up activities organised at national, regional and local level**

In March 2013 a follow-up meeting regarding the results of the third monitoring cycle was led by the Government in cooperation with the Council of Europe. The purpose of the meeting was to follow up the views and comments that had emerged in the most recent monitoring cycle and to discuss how Sweden is living up to the undertakings that follow from the Framework Convention. Representatives of the national minorities and the Advisory Committee attended the meeting, as did representatives of the Government Offices of Sweden, government agencies and other organisations. The meeting centred on questions concerning the institutional and legal framework, education for national minorities and influence and participation.

The intention is to hold a similar follow-up meeting in connection with this monitoring cycle in order to systematically take on board the results of both this process and the corresponding process for the European Charter for Regional or Minority Languages.

Information about the participation of minority organisations and other civil society organisations in the implementation of the Framework Convention and in the preparations for the fourth report

Under Section 5 of the Act on National Minorities and National Minority Languages, - administrative authorities shall give the national minorities the opportunity to influence matters which concern them and shall, as far as is possible, consult with representatives of the minorities in such matters. The consultations held on the basis of this provision are key to making progress in the area and to moving from recognition to empowerment.

### **Consultations held**

Since 1 January 2010 Stockholm County Administrative Board and the Sami Parliament have the commission of following up compliance with the Act on National Minorities and National Minority Languages. These authorities submit an annual report to the Government about the application of the Act by municipalities, county councils and government agencies and compliance with the Framework Convention and the European Charter for Regional or Minority Languages.

In their annual reports the authorities have stressed the importance of effective consultations with the national minorities in the municipalities. Progress has been made during the period but there are still differences in people's opportunities to exert influence depending on where in Sweden they live. One noteworthy result is that in 65 per cent of the administrative municipalities the dialogue with the minorities was decisive in making decisions and determining the direction of activities. During the reporting period a number of government agencies have been commissioned to develop forms for



consultations and influence; they include the Swedish Tax Agency, the Swedish Pensions Agency and the Swedish Social Insurance Agency.

The 21 county administrative boards have been commissioned to report how they implement the Act on National Minorities and National Minority Languages in their own work. In the work of the county administrative boards, consultations with organisations representative of the national minorities are of key importance to attaining objectives. In recent years their work has developed in a positive direction. Other authorities, at local and national level, hold regular consultations with representatives of the national minorities in connection with activities that affect them.

The Government Offices of Sweden has held annual consultative meetings with representatives of the national minorities that have, for example, dealt with the Framework Convention and the Language Charter. During the reporting period the minister responsible (and in some cases the state secretary responsible) has held an annual consultation with representatives of all national minorities and an annual consultation with each national minority.

In addition to these consultations, consultations are held on special issues when the need arises. Examples of this are consultations at the request of representatives of the national minorities and in preparation work ahead of the review of the Act on National Minorities and National Minority Languages.

The Ministry responsible, the Ministry of Culture, has also held additional consultations. For example, as part of the strategy for Roma inclusion a continuous dialogue is maintained with a Roma reference group. The minister responsible has also led a number of dialogues concerning experiences of racism in the *Coalition against racism [Samling mot rasism]* initiative – including dialogues with Jewish, Sami and Roma organisations. The views and experiences that have emerged in the context of these dialogues form part of the preparation and drafting of the national plan against racism and hate crimes planned in 2016.

### **Consultation ahead of this report**

As part of the preparations for the fourth report a consultation was held with representatives of national minorities in Stockholm on 22 March 2016. During this consultation a wish was expressed for broader political cooperation for continuous work on the rights of the national minorities. The Jewish and Roma minorities stress the ever harsher social climate that has led to that many Jews and Roma not daring to be open about their identity. Several representatives of the national minorities consider that language instruction is developing in the right direction but that the rate of change is too slow. Other representatives stated that no progress at all is being made in education issues or that the approach taken to mother tongue instruction is not an appropriate as a

way of contributing to the revitalisation of the minority languages. Views and contributions from the consultation have been used in work on this report.

### **C. Information on any other measures taken to promote awareness of the Framework Convention**

The way in which Sweden has chosen to implement the Framework Convention in national law (single body of legislation for both the Framework Convention for the Protection of National Minorities and the European Charter for Regional or Minority Language) means that work to promote awareness of the Framework Convention mainly aims to promote awareness of the rights of the national minorities. But this work also aims at broad knowledge-raising activities regarding the national minorities, the minority languages and minorities' culture throughout society. The rights of the national minorities must be viewed in an integrated context, and a broad approach is therefore taken in implementing activities to raise knowledge and promote awareness.

#### **Accessible information about the rights of national minorities**

Under Section 3 of the Act on National Minorities and National Minority Languages administrative authorities shall, when needed, inform the national minorities in a suitable manner about their rights under the Act. This means an active responsibility to provide information about the rights enjoyed by the national minorities. Knowledge of what rights a person has is of the utmost importance for their possibility of claiming them. A number of initiatives have therefore been taken, but there is, at the same time, a need to take additional action.

More and more municipalities, county councils, government agencies and county administrative boards are providing information in the minority languages about minority rights on their websites. The report in 2014 from Stockholm County Administrative Board and the Sami Parliament shows that all municipalities and county councils in the administrative areas for Sami, Meänkieli and Finnish have informed the national minorities in various ways about their statutory rights. The proportion of municipalities not included in an administrative area that nevertheless provide corresponding information had increased since the previous year.

#### **Knowledge-raising activities**

In 2015 the Institute for Language and Folklore (ISOF) and the two coordinating and monitoring authorities, the Sami Parliament and Stockholm County Administrative Board, commissioned TNS Sifo to conduct an attitude survey about the national minorities. A similar survey was carried out in 2010. According to the most recent survey, a third of the Swedish population was not aware of any of the national minorities and the situation was just about the same for the minority languages. The same survey shows that

81 per cent of the population considers that it is very or fairly important for society to support the languages and culture of the national minorities. Previous surveys have shown similar results.

The Sami Parliament and Stockholm County Administrative Board are responsible for action to spread information and increase knowledge among municipalities and government agencies in particular. For example, a range of information material covering the right to pre-school and elderly care and other areas has been produced and distributed. In addition, these authorities have arranged training courses and conferences to strengthen knowledge about the basic protection and obligations that apply in the administrative areas.

The other 20 county councils have also been given responsibility for spreading information through commissions in the area and in recent years a number of information initiatives have been carried out to increase knowledge about the rights of minorities at local level.

The National Agency for Education has produced information material about instruction in the medium of minority languages in schools and pre-schools in order to give school organisers better knowledge of their obligations and in order to inform parents about the right to mother tongue tuition. The document has been updated on account of the new regulation passed in 2015 to remove the requirement concerning basic knowledge. In addition, the Agency has recently launched its new website on the national minorities whose target group is the teaching profession.

The Living History Forum is a government whose role includes countering antisemitism and antiziganism. The agency works actively on the dissemination of information and exhibitions relating to the Jewish and Roma minorities.

As stated in Sweden's previous report, the [minoritet.se](http://minoritet.se) website is an important portal for information about legislation, the Council of Europe conventions and the national minorities. The website was updated in 2015 to make it more user-friendly and accessible and the number of unique visits to the website has increased from about 40 000 in 2013 to about 110 000 in 2014 and about 150 000 in 2015.

In 2014 the Government appointed a Commission against Antiziganism that is intended to supplement and reinforce action taken by society against antiziganism. The remit of the Commission includes gathering and spreading knowledge, identifying and communicating good examples and taking part in public debate.

### **Action to promote the languages and culture of the national minorities**

Part of the role of the Institute for Language and Folklore is to take language cultivation initiatives and spread knowledge about the national minority languages of Finnish,

Yiddish, Meänkieli and Romani Chib. The Institute has, for example, spread knowledge and good examples about language cultivation initiatives for Romani Chib. Since 2002 the Swedish Arts Council has allocated funds (activity grants and project grants) to promote the languages and culture of the national minorities. The Swedish Arts Council also allocates funding for planned publishing of national minority literature and production support for cultural periodicals concerning the national minorities.

The Swedish Arts Council also monitors the question of the rights of the national minorities within a cultural cooperation model that gives the county councils greater responsibility for allocating certain government grants to local and regional cultural activities. In the model the county councils prepare regional cultural plans that are the basis for the allocation of funds to counties by the Swedish Arts Council. The regional cultural plans are prepared after consultations with the professional cultural life and civil society in the county. In 2016 the Government has allocated SEK 1.3 billion under the cultural cooperation model. In 2014 the Swedish Arts Council also made national minorities' culture one of five grounds for setting priorities in the cultural cooperation model.

## PART II

### Issues for Immediate Action

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In its opinion the Committee of Ministers put forward special recommendations where action should be taken immediately. This chapter reports on how these recommendations have been implemented.

#### Recommendation 1: Effective implementation

Redouble efforts to implement effectively the National Minorities Act among public service providers at local level in the municipalities concerned; pay particular attention to language training, language qualifications in public procurement procedures and targeted recruitment of minority language speakers; monitor the implementation of all measures and evaluate their effectiveness regularly in order to ensure that the linguistic rights of persons belonging to national minorities are fully respected.

The Act on National Minorities and Minority Languages guarantees all five national minorities in Sweden special rights. These rights set a minimum level for work on minority policy. The Government considers that it is of the utmost importance that the rights of the national minorities are safeguarded,

The matters regulated by the Act include the obligation of public institutions to promote the preservation of the national minority languages, to strengthen the empowerment and influence of the minorities and to work against discrimination. The basic protection under the Minorities Act applies to the whole of the country and to all five national minorities. This basic protection includes the obligation to provide information, to respond to, to consult and to promote languages and culture. The Government has also made an undertaking to live up to the undertakings entailed by the Council of Europe's minorities conventions.

In addition, municipalities and county councils have the possibility of being incorporated in an administrative area for Meänkieli, Sami or Finnish after notification to the Government. In their administrative area Tornedalers, Sami and Sweden Finns have certain expanded rights – stronger protection. Municipalities and county councils are given government grants for the additional costs involved in this. In 2015 the number of municipalities and county councils included in the administrative areas was 75 municipalities and 14 county councils. The sum allocated for government grants to municipalities and county councils included in the administrative areas totalled about SEK 73 million in 2014 and about SEK 79 million in 2015.

Work to guarantee the national minorities' rights under the stronger protection in the administrative areas has developed in a positive direction since 2010. For example, progress can be seen in the possibilities of exerting influence through consultations and in developments regarding pre-schools and elderly care. At the same time there is reason to take a self-critical position to the implementation of minority policy in this respect,

especially when there are differences in the services offered by different municipalities in the administrative areas. This is on top of the differences that are justified depending on whether or not a municipality is part of an administrative area.

At consultations and in other contexts representatives of the national minorities have made comments about the implementation of the Act on National Minorities and Minority Languages, as well as generally with respect to the scope and clarity of the legislation. The latter point recurs in comments highlighted clearly by the administrative municipalities in the follow-up carried out in the area.

In the light of the comments from various quarters, the Government considers that there is reason to take action. To ensure continued progress in safeguarding the rights of the national minorities, the Government will appoint an inquiry to review the Minorities Act and to make clarifications of certain other measures announced as part of the Government Bill on the strategy for the national minorities.

This review will also cover the need for further clarifications linked to Sweden's undertakings under the Convention to safeguard the rights of the national minorities both in and outside the administrative areas. Ahead of the review consultations have been conducted with the national minorities. The national minorities have also been able to submit further input during the preparation of the terms of reference of the inquiry.

#### **Measures regarding targeted recruitment of speakers of minority languages**

As part of the Government's strategy for Roma inclusion the Government appointed five pilot municipalities that carried out development work in cooperation with the relevant government agencies and Roma in 2012–2015. In April 2012 *Arbetsförmedlingen* [*the Swedish Public Employment Service*] was commissioned to take part in the pilot. Its commission is nationwide but has a particular focus on the five pilot municipalities. *Arbetsförmedlingen* has designated five pilot offices (one public employment office in each pilot municipality) as the local bearers of the commission. A customer resource, specialised in minorities, has been employed at each pilot office.

In 2012–2016 the National Agency for Education and the National Board of Health and Welfare have been commissioned to develop and arrange the provision of training programmes for mediators with Roma language and cultural skills to serve as a link between individuals and public services. These mediators operate at local level in schools, the social services and related areas. The Government Offices of Sweden has granted the participating municipalities and county councils funding corresponding to 50 per cent of the pay cost for each bridge-builder. In April 2016 the National Agency for Education and the National Board of Health and Welfare were assigned to continue providing a common training programme for mediators to enable more mediators to participate in the work for Roma inclusion.

A common approach in the municipalities and county councils that are part of an administrative area is to employ an officer responsible for coordinating the work of the municipality or county council. These people often have competence in the minority language and the culture of the national minorities. The coordinator is an important role in the development of the work in the organisation affected.

### **Language skills in public administration**

Under Section 18 of the Act on National Minorities and Minority Languages, a municipality in an administrative area shall offer a person who so requests the possibility of receiving the whole or a part of the service and care which is offered within the framework of elderly care by staff who have a command of Finnish, Meänkieli or Sami.

Representatives of the national minorities have pointed out that this is an important issue and report that it is difficult to obtain a positive response to demands for elderly care in minority languages to the extent requested. Stockholm County Administrative Board and the Sami Parliament, the coordinating and monitoring authorities, have noted that for the Swedish Finn and Sami minorities access to elderly care in their minority language is deficient, while the situation for Tornedalers appears to be better.

In view of this, the National Board of Health and Welfare was commissioned in 2015 to consider whether the administrative municipalities for Finnish, Meänkieli and Sami have a need of more effective knowledge support to enable more older people to have their right to elderly care met.

The National Board of Health and Welfare finds in its report on the commission that the municipalities have different possibilities of fulfilling the intentions of the Act. The population and geographical size of a municipality and the size of the local minority group are factors that affect the possibility of offering elderly care in minority languages, another being long geographical distances in a municipality. It is difficult to set up special wards for a particular language if few older people request a place and there is a limited supply of staff with a knowledge of minority languages. The National Board of Health and Welfare also points to problems in the form of a lack of knowledge about the National Minorities Act among both employees and elected representatives and a lack of information translated into minority languages that is aimed at old people and their close relatives.

In view of this, the Government has commissioned the National Board of Health and Welfare to supplement the publication *Your right to health and social care – a guide for older people [Din rätt till vård och omsorg – en vägvisare för äldre]* with information about the rights of the national minorities and to translate the document into Sami, Meänkieli and Finnish during 2016. Furthermore, the National Board of Health and Welfare will work to ensure that the document and information on the rights of the national

minorities is spread to the municipalities affected. The Board is to report on this work by 10 October 2016 at the latest.

### **Regulations about public procurement**

In 2015 the Government set up a new agency in order to improve procurement support in central government. Part of the agency's role is to consult with different stakeholders and this can be deemed to include consultation on how best to work to promote the use of minority languages in public procurement. The agency's role also includes informing contracting authorities, as part of its procurement support service, about their obligations under the law, including those concerning language requirements in public procurement.

Strategic procurement is essential in being able to provide good care of the elderly. This is also true of care of the elderly for national minorities. The National Agency for Public Procurement has been commissioned by the Government to improve procurement skills in agencies that procure services that affect older people and people with disabilities. The purpose is to raise awareness of how qualitative aspects can be taken into account during procurement and to increase knowledge about meeting the need for individually designed interventions, which in turn increase opportunities for all older people to be able to live an active life and have influence in society and over their own daily lives.

Most of the public procurement regulations in Sweden are contained in three Acts, the Public Procurement Act, the Act on public procurement of water, energy, transport and postal services and the Defence and Security Procurement Act. These Acts are based on EU directives. Three new directives were adopted in 2014 and they will be implemented in Sweden through a new public procurement act, a new act on public procurement in the utilities sectors and a completely new act on procurement of concession contracts. Work is currently under way in the Government Offices of Sweden on preparing a government bill containing drafts of the three new laws.

### **Recommendation 2: Supply to teachers**

Strengthen efforts to address the lack of minority language teachers as well as teachers equipped for bilingual and multilingual education; adopt a strategic approach, in consultation with representatives of national minorities, in order to ensure that there is adequate provision of higher education in this field and that minority language teaching is sustainable as a profession; take special measures to attract students to minority language teaching
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The revitalisation of the minority languages is a pillar of the Government's minority policy. Action is required in several areas to ensure the survival and development of these languages, but the area of education holds a special position since high-quality, tailored education at all levels is required to enable people to develop and recapture their language. Education requires access to teachers and the supply of teachers is therefore a key challenge.



## **Measures to strengthen access to teachers of national minority languages**

Teacher and pre-school teacher training and the attractiveness of the teaching profession is a priority area for the Government and this includes the issue of the supply of teachers in the national minority languages. Several of the national minority languages are currently subjects with few students at higher education level. This gives rise to concern as there is a need for teachers in the school system capable of teaching the national minority languages and teaching in the national minority languages if these languages are to be able to survive and develop, and in order to ensure that children and young people are able to receive teaching in their minority language.

To safeguard the supply of teachers in the national minority languages, some universities and higher education institutions were assigned special undertakings in 2013 to build up and develop training for subject teachers in Sami, Romani Chib, Meänkieli and Finnish.

From 2016 onwards, the Government is switching responsibility for building up and developing subject teacher training in Meänkieli from Stockholm University to Umeå University, in the light of the Council of Europe's recommendation and the desire of the national minorities that teaching in the language and teacher training in Meänkieli be concentrated at one university in Sweden. As Umeå University has national responsibility for the language, the Government considers it logical to locate the subject teacher training there. Stockholm University continues to have national responsibility for building up and developing subject teacher training in Finnish. Umeå University is also tasked with building up and developing subject teacher training in Sami. Södertörn University has an equivalent remit for Romani Chib. Lund University has an established special undertaking for education in Yiddish.

From 2016 onwards and into the future, the Government will be allocating an additional SEK 1.5 million to subject teacher training, which means that the languages Finnish, Meänkieli, Sami and Romani Chib will be allocated SEK 2 million per language each year.

In their work on developing this education, the higher education institutions are to take account of the special needs and circumstances of each language and to conduct a dialogue with relevant representatives of the national minorities. The higher education institutions are to collaborate with the stakeholders affected in Sweden, and where relevant, in other countries that have experience of working with the language concerned. The Government is following developments closely and intends to return to the question of the evaluation of the special undertaking.

In June 2013 Stockholm University was granted authorisation to issue a subject teacher qualification specialising in work in years 7–9 of compulsory school in Finnish as a mother tongue. The course began in autumn 2015. 24 people applied for the course and one person was awarded a place. In June 2014 Umeå University was granted authorisation to issue a subject teacher qualification specialising in work in years 7–9 of compulsory

school and specialising in work in upper secondary school in Sami as a mother tongue. This course has been offered since autumn 2015 but no-one has yet been awarded a place.

Each higher education institution has to give an account in its annual report of how work on building up and developing the subject teacher programmes in the minority languages is proceeding.

The Government is aware of the long lead times involved in building up teacher training programmes and in giving students qualifications in the regular structures of the higher education system. The fact that the programmes that have been granted authorisation have few applicants is one of the main reasons why few students have started these subject teacher training programmes. This is a problem for the supply of teachers at present and the Government has therefore commissioned the National Agency for Education to take action to boost the supply of teachers of national minority languages in the short term as a complement to the subject teacher training programmes. When this commission was given, it included ensuring that at least twelve teachers would be working as mother tongue teachers in the national minority languages. This applied to the languages of Sami, Finnish and Meänkieli.

In September 2014 the Government expanded the commission to also cover Romani Chib while extending the existing commission regarding Sami, Finnish and Meänkieli. The number of people who have started this training programme is higher than expected. In June 2015 the Government decided to commission the National Agency for Education to allocate grants to the organisers who have participants in the training programmes. This is in order to stimulate participation in the initiatives.

Further information is given under Article 12 in part III.

### **Recommendation 3: Participation of the Sami Parliament in decision-making processes**

Take steps to ensure that the Sami Parliament is able to participate effectively in decision-making processes in all areas affecting the Sami people, including public affairs such as spatial planning as well as the reindeer industry and educational and cultural matters.
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The Sami Parliament in Sweden is both a central government agency and a popularly elected body for the Sami people in Sweden. Under the Instrument of Government, the opportunities of the Sami people to preserve and develop a cultural and social life of their own shall be promoted. The Sami Parliament and the Sami people therefore have special status in society and the Sami Parliament is of key importance for the opportunities of the Sami people to exercise self-determination.

The Government has an elevated level of ambition in Sami policy. The ongoing in depth dialogue between the Government and the Sami Parliament is essential as a means of

achieving this ambition and of developing the Sami policy of the future, and for making progress in Sami policy issues.

In addition, the Sami Parliament and the Government Offices of Sweden have regular contacts and meetings to discuss current issues. Among these meetings the annual government-agency dialogue is important for the Government's monitoring and governance of the Sami Parliament as a government agency.

In addition, as of 2015 the Government has reinforced the administrative appropriation of the Sami Parliament by SEK 2 million and has increased the grant to Sami culture by SEK 1 million. Now that the Sami Parliament has received additional funding for its administrative appropriation, this provides greater opportunities for the Sami Parliament to be an active partner in work on policies for the Sami people.

The Government has also held a dialogue meeting on racism against Sami along with the Sami Parliament. Representatives of Sami parties and organisations talked with the Minister for Democracy and Culture about racism against Sami to form a picture of the main challenges at present and how best to address them (see also Article 6 in part III).

Since the Sami Parliament is not only a popularly elected body but also an agency under the Government, the Sami Parliament has, by law, not only a right but also an obligation to reply to consultations, and it is then given the opportunity to state opinions in a diverse range of issues.

### **Participation of the Sami Parliament in decision-making processes concerning spatial planning**

Under Chapter 2; Section 4 of the Sami Parliament Act, one of the tasks of the Sami Parliament is to participate in spatial planning and to monitor that Sami needs, including the interests of reindeer industry in matters concerning the use of land and water, are taken into account. Under the applicable legislation such as the Forestry Act, the Minerals Act, the Planning and Building Act and the Environment Code, there is an obligation to consult with the Sami Parliament and/or the Sami village affected before decisions are made.

### **Participation of the Sami Parliament in decision-making processes concerning the reindeer industry**

The Sami Parliament is an administrative agency in the area of the reindeer industry and for Sami culture. This gives the Sami Parliament a particular responsibility for matters relating to the reindeer industry in Sweden. For example, the Sami Parliament replies to consultations and is a consultation party in reindeer industry matters. The Sami Parliament also decides on predatory animal compensation, price support and disaster damage compensation.

### **Participation of the Sami Parliament in decision-making processes concerning education**

The Sami Education Board is a government agency that was set up in 1981. The Sami Education Board is the organiser of the five Sami schools in Sweden, in Karesuando, Kiruna, Gällivare, Jokkmokk and Tärnaby. The Sami school is a form of education that is equivalent to years 1–6 of compulsory school but that has the special objective that pupils participating in education there are also given instruction about and in Sami culture and traditions and the Sami language. As a government agency, the Sami Education Board is headed by a Board, whose five members are appointed by the Sami Parliament.

### **Public funds for Sami culture**

As an administrative agency for Sami culture, the Sami Parliament has an important task in contributing to the development of strong Sami artistic and cultural life characterised by diversity. In particular, this task includes deciding on the distribution of government grants to Sami culture. The government appropriation for *grants to general cultural activities, development and international cultural exchange and cooperation* has a special appropriation item for Sami culture. As of 2016 this is being given a permanent reinforcement of SEK 1 million and is therefore more than SEK 15 million. Individuals and, for example, associations, organisations, institutions, companies and foundations can apply for grants. Grants are given to both projects and activities that are in line with the cultural action programme of the Sami Parliament.

The Swedish Arts Council allocates grants to promote the languages and culture of national minorities and support for the publication of the national minorities' literature and cultural periodicals. This support also covers Sami culture.

## PART III

# Further Measures Taken to Implement the Framework Convention

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### ARTICLE 1

The protection of national minorities and of the rights and freedoms enjoyed by people who belong to these minorities constitutes an integral part of the international protection of human rights and fall as such within the framework of international cooperation.

The human rights apply to everyone, everywhere, without exception. That all human beings are born free and equal in dignity and rights is a self-evident principle that is not yet a reality, despite its universal nature. This is why work for human rights has high priority for the Swedish Government. The Government's policy for human rights is to ensure full respect for Sweden's international undertakings about human rights.

The objective of its policy regarding national minorities is to provide protection for the national minorities, strengthen their opportunities to exert influence and to support the historical minority languages so as to keep them alive. This objective is to be followed up in the sub-areas of discrimination and vulnerability, influence and participation, and language and cultural identity.

The principle underlying Sweden's policy for human rights is that the Swedish legal system must be in conformity with the conventions to which Sweden is a party and that the undertakings under these conventions must be taken into account in the application of Swedish law in all public activities, both in central government and in municipalities and county councils.

Violations of human rights that affect individuals may be related to structures in society. This is why this work rests on two foundations – first, strengthening individuals' enjoyment of their rights and, second, combating inequality and norms that form a basis for treating people differently.

Sweden will be a voice in the world for everyone's right to their human rights. Work for human rights will be concerted and systematic. The international conventions will be translated into concrete measures.

### **A new strategy for work on human rights in Sweden**

The international treaties on human rights to which Sweden has acceded to mean that the Government has committed to ensuring that these undertakings under international law are complied with and are expressed in legislation and other public undertakings. All parts

of the responsibility for this rest with the public institutions, both at national and at regional and local level.

The Government intends to return to the Riksdag (the Swedish Parliament) with a new strategy for work on human rights in Sweden. This strategy will be drafted against the background of the report from the Delegation for Human Rights in Sweden and the evaluation of the Government's second action plan for human rights. In addition, comments, observations and recommendations that Sweden has received from international review bodies, including the Council of Europe and the UN, as well as from civil society and other stakeholders, will be taken into account in this work.

One important part of the new strategy will be the assessment that an independent national institution should be established with the task of protecting and promoting human rights in conformity with the Paris Principles (*Principles relating to the Status of National Institutions for the Promotion and Protection of Human Rights*).

### **The Sami, an indigenous people**

The special status that the Sami, an indigenous people, and the Sami Parliament have in society will be respected and the rights that follow from this status will be strengthened. To promote the opportunities for the Sami people to retain and develop their own culture and community life and to strengthen the right of the Sami to self-determination, this work needs to be strengthened and further steps need to be taken. The Government will safeguard Sami community life with faith in the future.

The Government therefore intends to continue its work on the policies for the Sami people and to do so with a higher level of ambition. The foundation is to strengthen Sami influence and participation through self-determination and a formalised dialogue with the government as well as in other ways. In questions of material importance for the Sami people they will be involved, in a formalised way, in the process that precedes the decision, The Sami Parliament plays a decisive role. To make this development possible the Government has reinforced the appropriation of the Sami Parliament.

Work on a Nordic Sami convention is also central to the Government's policy for the Sami people. The Government has therefore intensified the negotiations on a Nordic Sami convention in order to strengthen and clarify the rights of the Sami people to preserve and develop their language, their culture, their livelihoods and their community life.

In addition the Government will, in accordance with what Sweden has communicated to the UN Human Rights Council, work towards a ratification of ILO Convention no 169. But, ultimately, a ratification of ILO Convention no 169 is a matter for the Riksdag to decide on.

## **The Government's Strategy for Roma inclusion**

In February 2012, the Government adopted the government communication *A coordinated long-term strategy for Roma inclusion 2012–2032* [*En samordnad och långsiktig strategi för romsk inkludering 2012–2032*]. The overall goal of the twenty-year strategy is for a Roma who turns 20 years of age in 2032 to have the same opportunities in life as a non-Roma. The strategy has a human rights perspective, with special emphasis on the principle of non-discrimination.

The strategy contains objectives and measures in education, work, housing, health and other areas. The primary target group is all Roma who are in situations of social and economic exclusion and are victims of discrimination. Women and children have particular priority. Bridging the trust gap that exists between Roma and the public institutions and that prevents Roma from participating fully in society is central to the work of Roma inclusion.

In the period 2012–2015 approximately SEK 60 million was allocated to the implementation of the strategy. During that period a special pilot scheme initiative was implemented in five municipalities to speed up developments at local level,

As a commission from the Government, Stockholm County Administrative Board has carried out a baseline study of the situation of Roma in the five municipalities included in the pilot scheme in cooperation with the Public Health Agency of Sweden, the National Board of Health and Welfare, the National Board of Housing, Building and Planning, the National Agency for Education, Arbetsförmedlingen, the Equality Ombudsman and Roma experts. The baseline study shows that progress has been made towards achieving the objectives of the strategy but that it is slow and that agencies and municipalities need targeted and funded commissions if it is to be possible to change the situation. The subsequent report from Stockholm County Administrative Board shows that more and more municipalities have worked with a long-term perspective in their services and how the lessons and methods can be implemented in mainstream structures. The municipalities have all developed different consultation models to strengthen Roma participation in the work.

Along with the reports of the other agencies on the work, the baseline study will form the basis for the further work on the strategy in 2016–2019 and for coming follow-ups of this work. The Government intends to allocate SEK 58 million for this work in 2016–2019 provided that the Riksdag approves funds. At the start of 2016 grants were announced for the development of municipal services for Roma inclusion so as to give more municipalities the opportunity of participating in the work. Stockholm County Administrative Board has responsibility for monitoring and coordinating the work done.

The Government considers that it is important to ensure long-term approaches in the work of government agencies and municipalities on Roma inclusion. More actors in

society need to be involved in this work. New initiatives intended to strengthen work on the strategy will be designed in spring 2016 in dialogue with Roma representatives, government agencies and municipalities.

## ARTICLE 2

The provisions of this framework Convention shall be applied in good faith, in a spirit of understanding and tolerance and in conformity with the principles of good neighbourliness, friendly relations and co-operation between States.

### **Work for Sami rights and international cooperation**

Work on a Nordic Sami convention is central to the Government's policy for the Sami people and Sweden opened these negotiations in 2011.

An important aspect of the negotiation work is ensuring that it has backing among the Sami people themselves. The delegation negotiating the Nordic Sami convention on behalf of Sweden consist both of representatives of the Government Offices of Sweden and of the Sami Parliament. The negotiations surrounding a Nordic Sami convention are important work in creating international law. International law which affects the Sami people to the greatest possible extent. It is therefore important that the negotiation work can be conducted as efficiently and as appropriately as possible. The Sami people live in three different countries but their interests in terms of work on a Nordic Sami convention can be considered to be shared. However, the fact that the Sami people live in three countries with three different Sami Parliaments means that coordinating the views of the Sami people, through their popularly elected representatives, is by no means an uncomplicated matter. The Government Offices of Sweden has therefore allocated special funding to the Sami Parliamentary Council. The Sami people have a natural collaborative body in the Sami Parliamentary Council.

The Government has intensified the negotiations on a Nordic Sami convention in order to strengthen and clarify the rights of the Sami people to preserve and develop their language, their culture, their livelihoods and their community life impeded to the least possible extent by national borders.

Nordic cooperation also takes place through the Nordic Government Officials Body for Sami Affairs (NÄS), in which the Sami Parliaments also participate. The NÄS is a preparatory body for meetings between Nordic ministers responsible for Sami issues and the Presidents of the Sami Parliaments. In 2016 both the NÄS meeting and the meeting of ministers and of Sami Parliaments Presidents will be held in Stockholm. The Nordic Sami language prize, Gollegiella, will also be awarded at the latter meeting.

The Nordic Sami language prize, Gollegiella, was established by the ministers responsible for Sami issues and the presidents of the Sami Parliaments in Norway, Sweden and Finland. This language prize is awarded every other year from 2004 onwards and seeks to



encourage, develop or preserve the Sami language in Norway, Sweden, Finland and Russia. Gollegiella is awarded to individuals or organisations who have distinguished themselves by making a valuable contribution to promoting, developing or preserving the Sami language. In 2016 Sweden is the host country for awarding the prize and the Government has commissioned the Sami Parliament to administer and pay out the prize money for Gollegiella. The award ceremony will take place in Stockholm in November 2016.

The Sami Parliament in Sweden has also chaired the Sami Parliamentary Council since 2013. In February 2014 the Conference of Parliamentarians was arranged, for the fourth time, in Umeå. The participants at the Conference, which meets every third year, are all the members of the three Sami Parliaments and an observer from the Russian Sami. The conference in Umeå resulted in the Umeå Declaration. The Declaration takes up a number of substantive areas and directs calls for action at the countries in which the Sami people live. A declaration on the Nordic Sami convention was also adopted; it clarifies the position of the Sami Parliaments regarding the negotiations on a future Nordic Sami convention. The Government welcomes this work.

In addition, the Sami Parliament has participated in Swedish delegations in international forums regarding Sami issues, for example the UN World Conference for Indigenous Peoples (WCIP) in 2014 and the Twelfth Conference of Parties for the Convention on Biological Diversity. The UN Permanent Forum on Indigenous Issues in New York in May 2016 was attended by representatives of the Sami Parliament and also by the State Secretary of the responsible ministry, the Ministry of Culture. The Government intends to continue to collaborate with the Sami Parliament in international work. Work is under way at ministry and government agency level between Sweden, Norway and Finland to develop a shared view and put in place cooperation on teaching materials for the Sami population. This work is being done to enable the three countries to draw up and jointly agree a list of priorities that will be embedded in policy in all three countries. This work is expected to be completed in spring 2016.

### **International work for Roma rights**

Sweden participates actively in work within the framework of the EU's Framework for National Roma Integration Strategies up to 2020, and reports annually on how work on the Swedish strategy is being implemented. Since 2012 part of this work has been done through the network of national contact points for Roma inclusion set up by the European Commission. The aim is to drive the work of Member States on their Roma inclusion strategies by providing support and creating opportunities for exchanges of experience and for in-depth discussions between the different Government Offices.

Each year Sweden also attends meetings of CAHROM (Ad hoc Committee of Experts on Roma Issues) which answers directly to the Committee of Ministers of the Council of

Europe. The Committee's remit includes analysing the implementation of the national policies of member states and contributing towards thematic exchanges of experience and good practice.

### **The Nordic Group of Senior Officials for Minority Issues**

The Nordic Group of Senior Officials for Minority Issues has met during the reporting period. The purpose of the Group of Senior Officials is to exchange ideas and experience between the government offices of the Nordic Countries. This is in order to enable transfers of knowledge between these countries.

## **ARTICLE 3**

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| <p>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.</p> <p>3.2 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.</p> |
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As Sweden has reported previously, every person who belongs to a national minority has the right to make their own decision to be treated or not treated as belonging to a national minority. Under Swedish law, no disadvantages or obligations are associated with such a decision. Nor are there any provisions in Swedish legislation that prevent persons who belong to a national minority from enjoying the freedoms stated in this Convention, either as individuals or in a group. Membership of one or more of the national minorities is determined on the basis of how the individual identifies him/herself, and this means that it is the individual who has personal freedom of choice in the matter.

### **Definition of national minorities**

The term national minority as such is not defined in Swedish legislation. As stated and reported in Sweden's previous reports regarding compliance with the Framework Convention for the Protection of National Minorities the criteria that should be met for a group to be regarded as a national minority are stated in the Government Bill *National minorities in Sweden [Nationella minoriteter i Sverige.]*. This is still the position. Sweden has not recognised any further group as a national minority. The five groups that are national minorities in Sweden are still Sami – who are also recognised as a people in the Instrument of Government – Swedish Finns, Tornedalers, Roma and Jews.

In the Government Bill on the minority policy strategy the Government considered whether further minorities could be recognised. Groups discussed then were the Finland Swedes and speakers of Elfdalain. The Government did not find any reason to expand the number of recognised national minorities or minority languages. Experience shows that the measures taken up to now to preserve the minority languages already recognised and to protect the recognised minorities have not been sufficient to live up to the intentions

of the legislation and that further action will be needed. The planned minority policy measures must therefore be concentrated on actively preserving the recognised minority languages and on protecting the recognised minorities so that Sweden lives up to commitments under international law that it has already made.

## ARTICLE 4

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| 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.  |
| 4.2 | 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. |
| 4.3 | The measures adopted in accordance with paragraph 2 shall not be considered to be an act of discrimination.   |

### Anti-discrimination work

Anti-discrimination work has priority in work on securing the rights of the national minorities. The Committee of Experts and the Committee of Ministers have both pointed out the importance of strengthened protection against discrimination for persons belonging to the national minorities.

The objective of the Government's anti-discrimination policy is a society free from discrimination. The Government wants to see a Sweden in which everyone is recognised for who they are, is given the right to define themselves and has access to equal rights. In a Sweden like that there is no place for discrimination, racism and similar forms of hostility. Antisemitism, antiziganism, islamophobia, afrophobia, racism against Sami, homophobia, transphobia and ableism are expressions and signs of a society in which people are denied the right to be themselves to the full. Discrimination prevents people from participating fully in society, and this generates social losses and exclusion. It must therefore be combated. The Discrimination Act is a central tool in this work and will be strengthened.

The number of complaints to the Equality Ombudsman (DO) about discrimination of Jews, Roma, Sami, Sweden Finns or Tornedalers in 2014 has been put at a minimum of 77, which is an increase on 2013. As before, most of the complaints concern discrimination of Roma. However, according to the Equality Ombudsman there are probably a large number of unreported cases. Judgments or settlements based in the prohibitions in the Discrimination Act that relate to any of the national minorities are still few in number.

About half of the municipalities in the administrative areas and other government agencies have given their staff training on discrimination issues. Municipalities and county councils outside the administrative areas have trained their staff less but the difference between municipalities and county councils in and outside the administrative areas is

relatively small. Despite this, considerable discrimination and harassment is experienced by national minorities. Out of the 273 minority representatives who replied to an open questionnaire on the minoritet.se website in 2014, 40 per cent had experienced that they had been subjected to discrimination or harassment in the past year because they belonged to a national minority.

The Government sees a need to further strengthen the legislation regarding discrimination to make it as effective and comprehensive as possible. In 2014 an inquiry was appointed to propose how work to address discrimination can be organised and made more effective. The remit of the inquiry includes investigating and presenting proposals to ensure that people who are subjected to discrimination are in a good position to claim their rights. The inquiry is to report by 16 December 2016 at the latest.

To improve the prospects that more individuals who have been subjected or risk being subjected to discrimination will have their rights safeguarded, the Government has strengthened work to address discrimination at national, regional and local level by providing increased resources for the Equality Ombudsman and for local anti-discrimination services. The Equality Ombudsman's appropriation was increased by SEK 10 million per year as of 2016.

The priority areas identified by the Equality Ombudsman in its work include equal rights and opportunities for Jews, Roma, Sami, Sweden Finns and Tornedalers. A project is under way in this area to develop knowledge about discrimination of Sami as an indigenous people and to develop long-term work for change and for equal rights and opportunities for Sami on the basis of their experience.

The Equality Ombudsman is participating in the work on Roma inclusion and is conducting special work focusing on discrimination against Roma. In 2013 the agency started work to increase Roma's access to equal rights and opportunities in social services and the housing market.

### **Active measures**

In March 2016 the Government submitted a Bill to the Riksdag about a general framework for active measures intended to promote equal rights and opportunities. The Bill proposes amendments to the Discrimination Act. The amendments mean that work on active measures in working life and education will cover the same grounds for discrimination as the prohibition of discrimination, i.e. all seven grounds in the Discrimination Act. In addition, a general framework is assigned for work on active measures; it contains a method of conducting this work while it is left to the employer or education provider to design the concrete measures in collaboration with employees or with students, pupils and children. It also proposes carrying out a pay survey for equal pay every year instead of every three years.

It is proposed that the amendments enter into force on 1 January 2017. The Riksdag is expected to take its decision on the Bill in the first half of 2016.

### **Education**

One important part of work to promote the human rights for members of the national minorities is access to education. These measures are reported under Articles 12 and 14.

### **Health**

The Government has appointed a Commission for Equality in Health. The Commission is to present proposals that can help to reduce health inequalities in society. The main focus of the Commission is differences in health between various socioeconomic groups in society, but other differences in health will also be considered, for example differences between the national minorities and the rest of the population.

In 2015 the Sami Parliament was commissioned to compile knowledge about psychosocial ill health among the Sami people in Sweden. This knowledge overview is to point to any needs of further research and gathering of knowledge. It is also intended to provide knowledge support to the Public Health Agency of Sweden and the relevant county councils in work to design interventions in the psychosocial area in an appropriate way. This work is to be carried out in consultation with the Public Health Agency of Sweden and with researchers and practitioners in the area.

In 2015 the Government also granted Jämtland County Council, Västerbotten County Council and Norrbotten County Council SEK 600 000 for a project intended to result in a written agreement on collaboration for mental health in the Swedish area of Sápmi (the Sami region). The agreement will also include an action plan with action in both the short- and the long-term and a plan for monitoring, quality assurance and evaluation. The project will be conducted in a dialogue with the Sami Parliament and after consultation with the National Union of the Swedish Sami People (SSR).

At present not enough is known about the situation of people with disabilities from the Sami national minority. The Government has therefore decided to grant the Nordic Centre for Welfare and Social Issues funding to carry out a study of what the life situation of Sami with disabilities and their close relatives in the administrative municipalities is like. This study will include a questionnaire to the Sami administrative municipalities with questions regarding interventions under the Act concerning Support and Service for Persons with Certain Functional Impairments. A disability perspective will be included in questions regarding the needs in the Sami language, knowledge of Sami life and culture among different staff groups and services targeted at the Sami population. Questions will also include housing and special transport services in relation to needs among the Sami population, home healthcare, preschools and schools, the link to special

support and special needs education as well as employment and activities. The final report is to be presented on 15 January 2017.

### **Special measures for Roma rights**

In 2015, as part of the Government's strategy for Roma inclusion, the Public Health Agency of Sweden presented an in-depth study of the health situation and life situation of Roma girls and women. This work was done in consultation with representatives of Roma girls and women who contributed solid knowledge of what issues it was relevant to examine in the study. The study largely confirmed the picture given by previous studies that Roma girls and women feel that they are treated worse by different actors in society, that they have less confidence in various functions in society and that they are in poorer health than the female population as a whole.

In the period 2014–2016 the National Board of Health and Welfare was commissioned to develop and arrange the provision of training programmes for people with Roma language and cultural skills (mediators) to work in the social services and health care. So far the results of this initiative have been positive. Several municipalities feel that the mediators have helped them to find better solutions to situations at the individual level and made a contribution to more Roma feeling trust in public authorities.

The 2014 the National Board of Health and Welfare was also commissioned to produce and spread training material aimed at staff in the social services to provide support in contacts and in an inclusive way of working, focusing particularly on the Roma group. In March 2016 the Board presented the training material called *Meetings shape the future – Roma inclusion. Training material supporting the social services [I bemötandet tar framtiden form – Romsk inkludering. Ett utbildningsmaterial till stöd för socialtjänsten]*. The Board has been assigned to provide training of staff in the social services, taking the material as a starting point.

*Arbetsförmedlingen [the Swedish Public Employment Service]* has employed mediators in the pilot municipalities to spread information and knowledge among Roma about the services and support that the Service can offer. These mediators have contributed to Roma both enrolling at local public employment offices and getting jobs. In March 2016 the Service was commissioned to further develop its work on Roma inclusion.

### **Positive discrimination**

The Committee has again recommended that Sweden expand the statutory provisions on positive discrimination.

For the type of positive discrimination consisting of more far-reaching measures there is an exemption from the prohibition against discrimination for ethnicity. This exemption, i.e. rules that allow positive discrimination, applies within employment policy, business

and parts of the education system. Within these areas it is possible to take measures with the aim of promoting equal opportunities regardless of ethnicity.

However, it is not possible to use positive discrimination in other areas of society. The reasons why positive discrimination cannot be used in other areas include the fact that it contravenes the principle of equal treatment, leads to difficulty in defining target groups, is not consistent with Sweden's views on ethnic registration, results in a lack of clarity as to who should be included and leads to unpredictability that is judged to result from an exemption.

However, there are a large number of initiatives in Sweden that can be described as outreach, promotion and reinforcement measures intended to accelerate progress towards equal rights and equal opportunities for all, regardless of ethnic background. In many international contexts these measures would be seen as types of 'positive discrimination'. They include general initiatives aimed at the entire population but of particular benefit to people from under-represented groups, and targeted action based on particular individual needs or requirements. There are also measures that target newly arrived immigrants or national minorities.

#### **Collection of data in anti-discrimination work**

As stated in previous reports, Sweden does not compile statistics regarding the ethnic origins of individuals, only information with regard to citizenship and country of birth. This is because no methods are available for determining ethnic origin that are both ethically acceptable and scientifically reliable. There are thus no official statistics with regard to ethnic, linguistic or cultural affiliation. On the other hand, collected data and knowledge about national minorities are available, based on qualitative and quantitative studies of various types, where participants have contributed voluntarily. Gathering information and data on the composition of the population and experiences of discrimination is important in order to identify, monitor and scrutinise measures to combat discrimination. However, the question of collecting such data is complex. Some minority groups take a positive attitude towards such collection of data while others, partly for historical reasons, take a negative attitude.

#### **Further information**

See also the reply about the work of the Government to address racism under Article 6.

## ARTICLE 5

- 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.
- 5.2 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 assimilation.

Sweden will safeguard the rights of the national minorities. For many people, daring, wanting and being able to speak their own language is central to their identity as part of a national minority. For this to be possible, continued initiatives are needed in the field of education. Contexts are also needed in which people can gather together around their own language. The work of the municipalities on the national minorities has been successful in many places. It is important to ensure that this positive development continues.

### **Public awareness of the national minorities**

In 2010 and 2015 the Institute for Language and Folklore (in 2015 along with Stockholm County Administrative Board and the Sami Parliament) carried out a TNS Sifo survey among 1000 and 2000 members of the public, respectively, who were asked about their knowledge of and attitude to the minorities and the languages and culture of the minorities. The purpose was to monitor trends in the population's knowledge of and attitude to the minorities in the long term, and to use the result to spread knowledge about the minorities' languages and cultures in the majority population.

### **Stronger protection for the national minorities**

To ensure continued positive developments in securing the rights of the national minorities in the administrative areas, the Government will appoint an inquiry to review the Minorities Act and to make clarifications of certain other measures announced as part of the Government's strategy for the national minorities. This review will also cover the need for further clarifications linked to Sweden's undertakings under the Convention to secure the rights of the national minorities both in and outside the administrative areas. Ahead of the review, consultations have been conducted with representatives of the national minorities.

At the same time, it is important to continue initiatives to inform and spread knowledge about the Minorities Act and its application. There is still a great need for knowledge about the Minorities Act in various parts of society, both in central government administration and in municipalities and county councils, especially outside the administrative areas.



### **Sami traditions and industries**

The Committee of Ministers recommends that the Government clarify and improve the legal situation of the Sami people in relation to land rights and pursue efforts to preserve their right to their traditional way of life, while ensuring the rights of the other groups settled in the areas concerned. The following is a brief account of developments in the matter since the last report.

Like the rest of the population, Sami are able to have their rights in relation to the State examined by a court. There are examples of occasions when this happens, and has happened, for example in the Nordmaling case in which the Supreme Court held in a judgment issued on 27 April 2011 that three Sami villages had a customary right to reindeer grazing in the Municipality of Nordmaling.

Work on a Nordic Sami convention is central to the Government's policy for the Sami people. The Government has therefore intensified the negotiations on a Nordic Sami convention in order to strengthen and clarify the rights of the Sami people to preserve and develop their language, their culture, their livelihoods and their community life.

In addition the Government will, in accordance with what Sweden has communicated to the UN Human Rights Council, work towards a ratification of ILO Convention no 169. But, ultimately, a ratification of ILO Convention no 169 is a matter for the Riksdag to decide on.

### **Culture of national minorities**

Under the Act on National Minorities and Minority Languages the public institutions have an obligation to promote the possibilities for the national minorities to retain and develop their language and culture, and especially to promote children's development of a cultural identity. The Government also views the culture of the national minorities as part of the common cultural heritage.

As stated in the previous report the Swedish Arts Council provides activity grants and project grants to promote the languages and culture of the national minorities. There has been an increase since the last report, when the figures applied to 2009 and SEK 7.1 million went to various organisations for these purposes. In 2014 the total funding granted to national minority cultural activities amounted to approximately SEK 8.8 million. (in 2015 this figure was SEK 10.1 million). This corresponds to an increase, adjusted for inflation, of about SEK 1.4 million. In addition in December 2013 the theatre Tornedalsteatern was granted SEK 2.2 million for work in 2014 (in 2015 this figure was SEK 2.6 million).

The Swedish Arts Council also allocates funding for publishing literature and cultural periodicals in the national minority languages. The Swedish Arts Council continues to see a great need for professional publishers of literature in the national minority languages,

especially in terms of literature for children and young people. In 2015 the Swedish Arts Council doubled its budget for funding for planned publishing of national minority literature compared with 2014. This means that the Swedish Arts Council was able to award SEK 1 600 000 for the planned publication of national minority literature in 2015. Eight national minority cultural periodicals received funding amounting to a total of SEK 850 000 from the Swedish Arts Council for 2014; six of them were published entirely or partly in a national minority language.

In 2012 the Government adopted new instructions for the Swedish Arts Council that entered into force on 1 August 2012. The instructions state that the Council is to make particular efforts on behalf of artistic and cultural policy development in activities concerning the culture of the Sami people and the other national minorities. On 1 January 2016 commissions that had previously been stated in the appropriation directions of the Swedish Arts Council were transferred to the Council's instructions. This points to the clear integration of the rights of the national minorities that has been developed in the Swedish Arts Council.

Clearer governance of support to the minorities has also been written into the Ordinance on government grants to cultural purposes that entered into force on 1 January 2013. The Ordinance states that government grants may be given to the cultural activities of national minorities if the activities are of national importance for cultural policy.

To celebrate the arrival of the first Roma in Sweden 500 years ago the Swedish Arts Council arranged a conference on Roma culture and history on 12 March 2012 as a commission from the Government.

As of 2013 the Government has increased the annual grant to the Jewish Museum by SEK 1 million in order to put the activities of the Museum on a more stable footing.

In December 2013 the Government gave the Ájtte Swedish Mountain and Sami Museum a grant of SEK 200 000 to finance participation in joint inter-regional and international collaborative projects.

Along with the Ministry of Culture, the Sami parliament also finances Sámi Duodji, the Sami craft foundation, through the Swedish Handicraft Council. Sámi Duodji employs Sami handicraft consultants who work in Jokkmokk. The Sami handicraft consultants offer Sami craftspeople advice on choices of materials and pricing and arrange exhibitions and courses. On the basis of Sami traditions and needs, the consultants work to ensure that Sami crafts develop and live on.

There are three Sami handicraft consultants with different specialisms: marketing and communication, business issues, and crafts and cultural heritage

The Swedish Handicraft Council also allocates project grants in the handicraft area once a year, The Council, which is appointed by the Government for a period of three years, consists of nine members. People with specific knowledge of Sami handicraft sit on the Council.

### **Intangible cultural heritage**

In 2011 Sweden ratified the UNESCO Convention for the Safeguarding of the Intangible Cultural Heritage. In 2011–2013 the Institute for Language and Folklore (ISOF) was commissioned by the Government, as the coordinating authority, to develop work on applying the Convention. Its final report on the commission was presented in February 2014. ISOF has subsequently had a continued commission to make use of and develop the work begun on applying the Convention. The Institute has laid the groundwork for an organisation divided into ‘nodes’ of agencies, organisations, associations and non-profit actors able to cover the aspects that the intangible cultural heritage may consist of.

It is very important for the national minorities to be involved in this work. The Sami Parliament is involved and has formed a Sami working group which appointed representatives to the different nodes. The Finnish minority and the Meänkieli-speaker minority have also been involved in the work with the nodes. ISOF is working actively for greater participation from more national minorities. Together with the nodes, ISOF has started the listing work that has to be done by all the countries that have ratified the Convention. The list draws up examples of intangible cultural heritage in Sweden and is available on ISOF’s website. Associations, private individuals and organisations are able to submit suggestions for the list. In its appropriation directions for 2016 ISOF has been commissioned by the Government to report on and assess the progress of national work to apply the Convention. The institute must report on how minorities are involved in this work. The report on this commission is to be presented to the Government Offices of Sweden at the end of May 2016.

In their appropriation directions for 2015 and 2016 the Government has given the Swedish Board of Agriculture, the National Heritage Board, the Sami Parliament and ISOF a commission regarding traditional small-scale food culture. During 2015–2018 the agencies are to promote living and dynamic cultural heritage linked to food and food production. As part of this commission the traditional knowledge of the Sami population in the area will be highlighted, used and developed.

See also the reply under Article 8 about religion and other matters.

### **The cultural cooperation model**

The introduction of the cultural cooperation model has enabled the Swedish Arts Council to highlight the objectives of minority policy in dialogue with the regions. As of 2014, the appropriation directions of the Swedish Arts Council state that in its assessment,

monitoring and follow-up of the regional cultural plans, the Council shall pay particular attention to the work of the county councils to promote the culture and cultural heritage of the national minorities, and especially of the Roma. In 2014 the Swedish Arts Council also set the culture of national minorities as one of five priorities for awarding government grants in the cultural collaboration model.

Furthermore, in 2014 the Swedish Arts Council surveyed how the culture and cultural heritage of national minorities is promoted and made visible around Sweden by means of a questionnaire sent to county councils, national and regional cultural institutions and free groups receiving government grants for their activities. Five regions say that consultations with representatives of national minorities had taken place during the year or take place continuously. All but one of the regions report that regional cultural activities have promoted the culture of one of the national minorities.

The Swedish Arts Council is able to use development grants for regional cultural activities to earmark government funding for regional cultural projects. In 2015 the Council used grants to allocate more than SEK 4 million to initiatives that entirely or partly promote national minority culture.

### **Consultations with and support to organisations representing the national minorities**

Consultation is of major importance and is necessary to attain the objective of this policy area. It can be said that the national minorities who live within an administrative area and whose municipality and county council are receiving government grants for their own minority language have the greatest opportunity to exert influence. The opportunity to exert influence differs, despite the provision of the Minorities Act on influence, depending on the minority in question and whereabouts in Sweden the person concerned lives.

In 91 per cent of the municipalities and 77 per cent of the county councils in the administrative areas, the national minorities were given an opportunity to exert influence through formalised consultation during 2014. Of the municipalities outside the administrative areas, 10 per cent had formalised consultations and almost half state that they do not provide any particular opportunity to exert influence. The biggest positive changes since 2013 have been seen in the county councils that are incorporated in the administrative areas, and in other government agencies.

In 65 per cent of the municipalities and 62 per cent of the county councils in the administrative areas, dialogue with the minorities, which may also include opportunities other than formalised consultation, was decisive in making decisions and determining the direction of activities. Outside the administrative areas, the corresponding figure is seven per cent for the municipalities and 13 per cent for the county councils.

The greatest positive change since 2013 is seen in other government agencies. A quarter of the agencies state that influence for the national minorities has played a crucial role in the agency's decisions in 2014, compared with only a twentieth in 2013.

Stockholm County Administrative Board and the Sami Parliament, the agencies responsible for coordination, monitoring and follow-up in the area of minority policy, have carried out ongoing consultations throughout the reporting period. Furthermore, the responsible minister or state secretary has carried out at least six consultations per year during the period. Government grants are awarded each year in order to support and facilitate the work of the organisations that represent the national minorities. Of the 12 organisations that applied for government grants in 2014, 11 were awarded grants amounting to a total of SEK 4.6 million.

Just under half of the municipalities in the administrative areas provide some form of payment to the representatives of the national minorities who take part in the consultations. This is an increase of 10 percentage points compared with 2013.

The Swedish Agency for Youth and Civil Society (MUCF) is a government agency that produces knowledge about the living conditions of young people and about the situation of civil society. The Agency administers government grants to, for instance, civil society organisations, some of which represent the national minorities.

In 2015 the Swedish Agency for Youth and Civil Society reported on its commission from the Government to award grants to support the work of the national minorities against discrimination and for gender equality within the organisations concerned. A total of 19 organisations received funding of approximately SEK 10 million during the period 2011–2014.

In carrying out this commission, the Agency held meetings with the national minorities and arranged networking meetings and conferences to encourage exchanging experience and spreading knowledge. The Agency judges that these activities have helped to launch processes that will enable the organisations to work on these issues more systematically. The Agency also judges that the results will have long-term effects.

## ARTICLE 6

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| 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. |
| 6.2 | 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.  |

### Work to counter racism

To counter racism, xenophobia and other forms of hostility that are contrary to the principle of the equal dignity of all people, the Government has continued to increase the action taken in this area.

In 2015 the Living History Forum was commissioned to deliver a major educational programme about various forms of racism and intolerance in history and today in the period 2015–2017. The purpose of the initiative is to contribute to an equal society characterised by respect for the equal dignity and rights of all people and to foster democracy. The aim is to reach out to all the pupils in compulsory and upper secondary school in Sweden. Since giving the commission, the Government has decided to broaden the target group for the initiative and that the Agency is to work for a broad geographical spread. The commission includes work to counter antisemitism and antiziganism. SEK 5 million have been allocated to the commission.

In 2014, on the basis of a government commission to develop work to combat xenophobia and similar forms of intolerance, the Equality Ombudsman initiated work to draft a normative frame of reference for a coming mapping exercise of what kinds of measures are being taken today. SEK 350 000 was allocated to the commission in 2014 and SEK 1 million was allocated in 2015.

The Government has commissioned the Swedish Media Council to carry out the No Hate Speech Movement campaign against xenophobia, sexism and similar forms of intolerance on the internet. The commission has resulted in the nohate.se website, which has acted as a hub for the whole campaign. Everything produced as part of the campaign is available on the website for free download. As a whole, the campaign activities have resulted in a reach of more than one million people, mostly teachers and young people. Since preventive work is important, the campaign in Sweden is being extended during 2015 and 2016.

As mentioned above, in autumn 2015 the Minister for Democracy and Culture issued an invitation, along with other actors, called *Coalition against racism [Samling mot rasism]* to knowledge-raising activities for the general public and dialogues with vulnerable groups about racism and similar forms of hostility at various places in Sweden. Representatives of

Roma, Sami and Jewish organisations were among those who participated in these meetings.

The activities were an intensification of work in the area, but also laid the ground for the national plan to counter racism and hate crimes that the Government intends to present in 2016. The Government sees the need for a national plan as a basis for long-term, result-oriented work to bring together and systematise this work. The Government also intends to include action to prevent and combat hate crimes within the same framework. Racism and similar forms of hostility in society create a breeding ground for hate crimes and an integrated approach to these issues is needed to succeed in combating them

### **Work against antisemitism and for Jewish safety**

Xenophobic acts against faith communities are a widespread problem in Sweden today. There is a gap between the number of reported hate crimes with antisemitic, islamophobic and christophobic features and how individuals experience these crimes. The number of unreported cases seems to be very large. In 2014 the Swedish Commission for Government Support to Faith Communities was given SEK 500 000 to map the occurrence of such acts.

The Riksdag has decided to earmark SEK 10 million of the support to the faith communities for security measures. This initiative came into force in 2015 and applies until at least 2019. All faith communities entitled to government grants, including the Official Council of Swedish Jewish Communities, are entitled to make applications for government support to the Swedish Commission for Government Support to Faith Communities, which is the decision-making authority.

### **Work to counter antiziganism**

The Government has presented a white paper describing the abuses and harassment that Roma were subjected to in the 20th century. The purpose of the white paper is to give recognition to the victims and their relatives and to generate understanding of the situation of the Roma minority today.

In March 2014 the Government decided to appoint a Commission against Antiziganism. The Commission is intended to complement and reinforce the action taken by society against antiziganism and to help to bridge the trust gap between the Roma group and the rest of society. The Commission has produced educational material based on the white paper to be spread in schools and other parts of society. The reports from the Commission state that antiziganism is widespread in Sweden and that there is a strong distrust of public authorities among Roma that is well-justified. The Commission also reports that Roma feel they have nowhere to turn to when their rights are violated.

The Commission against Antiziganism has helped to make visible the widespread prejudices against Roma and the experience of greater discrimination in this group. The

Government considers, in accordance with the announcement by the Riksdag, that further action is needed to counter antiziganism and promote Roma inclusion.

The Commission against Antiziganism will present its final report to the Government in June 2016.

### **Measures in the school system**

The Education Act lays down that education in the school system shall communicate and embed respect for human rights and the fundamental democratic values on which Swedish society is based. Each and every person active in the school system shall also promote respect for the intrinsic value of every human being and for our common environment.

According to the curriculum for compulsory schools, preschool class and out-of-school centres, every pupil must, on completing compulsory school, have been given knowledge of the culture, language, religion and history of the national minorities and knowledge of society's laws, standards and norms, human rights and democratic values in school and society.

As part of the implementation of a government commission on measures to increase knowledge in schools, the National Agency for Education has posted information on its website in order to communicate knowledge and spread information about methods that can be used in the work of schools in this area. SEK 1 million was allocated to this work in 2014 and SEK 2 million was allocated in 2015.

As part of its government commission to implement school development programmes the National Agency for Education is to work on issues concerning fundamental values. This work includes the integrated fundamental values of schools, of which the national minorities are a part.

### **Media**

Ethical rules for press, TV and radio are applied as part of media self-regulation. Under these rules, the ethnic origin, gender, nationality, occupation, political affiliation, religious belief or sexual orientation of the persons concerned shall not be highlighted if it is of no importance in the context and is disrespectful. The Press Ombudsman (PO) and the Press Council (PON) receive and examine complaints from persons who feel that they have been the victims of indefensible publicity damage as a result of what was written about them in newspapers or on the websites of newspapers. As of 2011 this examination can also apply to other internet newspapers that have joined the system of press ethics voluntarily.

The three public service broadcasters, Radio Sweden [*Sveriges Radio AB (SR)*], Sveriges Television AB (SVT) och the Swedish Educational Broadcasting Company [*Sveriges Utbildningsradio AB (UR)*], have the commission of reflecting Sweden's diversity on the



basis of the actual variation in the population. This commission includes reflecting the perspective that people are different, for example in terms of ethnic and cultural background. This means that the broadcasters should work actively and consciously for greater breadth when reflecting diversity and work against discrimination. Making the contemporary and historical presence of the national minorities and their language visible as part of our common cultural heritage is noted especially in the government bill, adopted by the Riksdag, that forms the basis for the broadcasters' broadcasting licences, which contain the condition concerning reflection.

Their broadcasting licences also contain a condition concerning the obligation to take account of the special impact of the medium with respect to topics and design of programmes and the times when programmes are broadcast. This condition means that the broadcasters are obliged to be careful about broadcasting programs that are obviously offensive to people of a particular colour, nationality or religion. There is a corresponding condition in the broadcasting licences of commercial actors broadcasting in the terrestrial network. The Broadcasting Commission, at the Swedish Broadcasting Authority, monitors compliance with the provision on the impact of the medium in the broadcasting licences.

### **Work to combat hate crimes**

In 2014 the National Council for Crime Prevention (Brå) identified 287 reports of hate crimes with anti-Roma motives, which is the highest level noted to date. 267 reports with antisemitic motives were identified, which is 38 per cent higher than in 2013 and at the same level as 2009, when 250 reports were identified. It is not possible to determine whether the increase in the number of reports is due to more victims, a higher willingness to report crimes or more attention being given to hate crimes in the reports. The difference between actual and reported criminality is believed to be great. Confidence in the judicial system, or in government authorities in general, varies and can, according to Brå, influence whether victims report crimes to the police. Brå notes that the clear-up rate for reported hate crimes continues to be low. The low proportion of crimes where action has been taken against an identified perpetrator is not unique for hate crimes. In general, this rate is also low among the main types of crimes concerned, such as molestation and defamation. Generally speaking, hate crimes are also difficult to investigate and require special expertise.

In spring 2015, in reply to a commission from the Government, the Swedish Police Authority announced a higher level of ambition in combating hate crime. For example, there are going to be special democracy and hate crime groups in the three metropolitan areas. Over and above hate crimes, the remit of these groups is also envisaged as including other crimes that threaten fundamental rights and freedoms. In addition to conducting investigations these groups will work on victim support, internal training, collaboration and other confidence-building measures.

On 1 October 2015 the Swedish Police Authority also set up a national IT crime centre in order to enhance its capability to preserve evidence regarding IT-related crime. This centre will be built up gradually up until 2017, when the number of staff members at the centre will be twice what it is today.

In the Swedish Prosecution Authority the Prosecutor-General has stated in various contexts that hate crimes have high priority and there have long been guidelines for work on hate crimes. Moreover, the Swedish Prosecution Authority has recently updated its guidelines for combating hate crimes. Hate crimes are dealt with in both the basic and advanced training of prosecutors.

## 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.

There is no reason to report anything in addition to what Sweden has already reported under this Article. A report is given under Article 5 of measures concerning consultation and support for organisations representing the national minorities

## 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.

The Swedish Instrument of Government lays down that ” *In their relations with the public institutions everyone shall be guaranteed the freedom to practise their religion alone or in the company of others.* Freedom of worship is a freedom that is absolute and that may not be restricted by any other act of law. This means that there are no restrictions for the national minorities in terms of practising their religion or faith.

In addition, a faith community in Sweden may be entitled to government grant under the Act on Support to Religious Communities. The faith communities that meet the requirements, i.e. that the faith community contributes to upholding and strengthening the fundamental values on which society rests at the same time as it is stable and has a vital force of its own, may be entitled to grant after a determination by the Government. Out of the faith communities that are relevant to the national minorities, the Official Council of Swedish Jewish Communities is entitled to grant.

## ARTICLE 9

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| 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. |
| 9.2 | 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.   |
| 9.3 | 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.  |
| 9.4 | 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.  |

Media, and public service media in particular, have an important role in strengthening the identity of the national minorities and in revitalising the minority languages. At the same time, Sweden takes a very restrictive view of control of the media on account of its very far-reaching freedom of the press and freedom of expression. This said, an account is given below of the promotion measures taken by the State in this area.

### **Radio and TV broadcasts in minority languages**

Public service broadcasters have a great responsibility for taking account of the needs of the national minorities among other matters. Radio Sweden (SR), Sveriges Television AB (SVT) and the [Sveriges Utbildningsradio AB (UR)] (UR) have received new broadcasting licences covering the period 2014–2019. The requirements on the broadcasters concerning programming in the minority languages are tougher than in the previous licence period, 2010–2013.

The previous conditions that the broadcasters were to take account of the interests of linguistic and ethnic minorities have been distilled into conditions about programming in the national minority languages and other minority languages. The licences specify that the broadcasters' programming in the national minority languages of Finnish, Sami, Meänkieli and Romani Chib must increase each year in the licence period compared with the 2013 level. The increase must be substantial. In addition, the licences now require all broadcasters to offer programming in the national minority language of Yiddish and other minority languages and to pay particular attention to the linguistic needs of children and young people belonging to linguistic or ethnic minorities.

The licence requirements are formulated in a way that gives the broadcasters a possibility of dividing up responsibility for different kinds of work regarding activities for linguistic or ethnic minorities. For instance, the broadcasters' agreement for 2015 shows that SR was responsible for news in Sami, Finnish, Meänkieli and Romani Chib. SVT was

responsible for news in Finnish and Sami. SR was responsible for drama/culture in Sami, Finnish, Meänkieli and Romani Chib. SVT was responsible for drama/culture in Sami and Meänkieli. In society/current affairs SVT and SR were responsible for work in Sami, Finnish, Meänkieli and Romani Chib.

In line with its remit, UR had a special responsibility for programmes for children and young people in Sami, Finnish, Meänkieli and Romani Chib. SVT was responsible for children's programmes in all the minority languages named and for programmes for young people in Meänkieli and Romani Chib. Under the agreement, radio and TV programmes will also be broadcast in Yiddish. The broadcasters make annual reports of the scope of their radio and TV programming, including programming in the minority languages, in what are called public service reports. The most recent report relates to 2015.

The total broadcasting time on SVT in 2015 was 22 884 hours, of which 655 hours were broadcast in one of the minority languages of Sami, Finnish, Meänkieli and Romani Chib. Out of this volume, 109 hours were broadcast in Sami (including the news programme *Oddasat*), 325 hours were broadcast in Finnish (news, social programmes, children's programmes, documentaries, etc.), 19 hours were broadcast in Meänkieli and 27 hours were broadcast in Romani Chib.

One of SVT's minority language programmes that can be mentioned is a children's series in Romani Chib, called *Tjena Chavale*, which has become popular among children. The documentary series *A better life (Ett bättre liv)* was about the struggle of Roma EU migrants in Sweden. The talk show *Ei saa peittää*, has shown a modern picture of Sweden Finns and inspired viewers to use the Finnish language. The documentary series *Sápmi Sisters*, about the rapping and joiking sisters Maxida och Mimie Märak, was aimed at young viewers. In the programme *The run-up to the sauna ballet [Inför Bastubaletten]* viewers met five male profiles from Tornedalen who wanted to try to produce a sauna ballet. SVT has broadcast news in Sami and Finnish on weekdays. On Saturdays SVT has broadcast a version of the current affairs programme *Sweden today [Sverige idag]* in Romani Chib and Meänkieli. Versions were also made of the youth drama series *Vikingshill* in Meänkieli and Romani Chib.

SR's total broadcasting time in the terrestrial network in 2015 was 155 499 hours, of which 10 005 hours were broadcast in one of the minority languages of Sami, Finnish, Meänkieli and Romani Chib. Out of this volume, 1 390 hours were broadcast in Sami, 7 390 hours in Finnish, 830 hours in Meänkieli and 395 hours in Romani Chib. *SR Sameradion* broadcasts programmes in Sami in all programme categories and for all age groups. *SR Sisuradio* also has broad programming for Sweden Finn listeners. In 2015 Sisuradio underwent a comprehensive process of change in order to be better able to meet the demands and wishes of its Sweden Finn audience. The children's programme *Roketti*

has made programmes for Sweden Finn children, often in cooperation with Sweden Finn schools. In the programme *Meänraatio* SR has broadcast everyday radio and also children's programmes in Meänkieli. *Radio Romano* has broadcast current affairs programmes and covered cultural events in Romani Chib. Children's stories in Romani Chib and in Yiddish have been part of SR's children's programmes initiative *The magic box* (*Magiska skrinet*). In the Christmas holiday in 2015 SR sent short programme in Yiddish in which it drew attention to how the language is alive in Sweden today.

UR's total broadcasting time in radio and TV in 2015 was 4 132 hours. Out of this volume, 83 hours were broadcast in Sami, Finnish, Meänkieli and Romani Chib. SVT, SR och UR all provide content in all minority languages on line, including via their play services. In aggregate, the broadcasters' programming in the national minority languages increased from 10 541 hours in 2013 to 10 760 hours in 2015.

### **Film production in minority languages**

As stated in Sweden's third report, regional production centres are very important to the linguistic and cultural diversity of Swedish film, not least Filmpool Nord, which works actively on promoting film production in Sami, Romani Chib and Meänkieli. In the period 2011–2015 Filmpool Nord has coproduced 15 film projects wholly or partly in one of the national minority languages. In most of these projects Sami is spoken; three of the projects are in Meänkieli and two films in Romani Chib. In terms of genre, the productions ranges from animated children's film in Meänkieli to a full-length film for cinemas in Romani Chib.

The Swedish Film Institute, which allocates production support, has no particular forms of support for production of films in minority languages. However, during the period the Institute has granted development support for three Finnish films, three Sami films, one film in Romani Chib and one film in Yiddish. The Institute has also granted production support for a film in Finnish, three films in Sami and two films in Romani Chib. In addition, the Institute has been involved in supporting a number of foreign films in Finnish, Sami, Romani Chib and Yiddish.

The Institute has a number of initiatives for minority language projects when it comes to distributing and showing films. For example, in 2011–2015 Umeå International Film Festival was granted support for its activities. During the period the festival had a Sami section in its programme. The Film Institute also granted the Finnish Institute support for its work to spread Finnish film in Sweden. During the period concerned film promotion funding has been granted for a film with Finland as its main production country and for a film with a Roma theme, *Papusza – den romska sången*.

During the period, the Film Institute also granted support for greater access with minority language links to Sverigefinska Synskadadeförbundet and to Sverigefinska

Synskadadeförbundet Norrbotten (in 2012 and 2014 respectively). Both projects were about audio descriptions in Finnish for a Sweden Finn public.

In December 2015 the Government commissioned the Swedish Film Institute to support access to children's films in the national minority languages. The Swedish Film Institute has access to SEK 814 000, which will be used to adapt the language of films aimed at children, mainly for the ages 4 to 8, preferably through dubbing. The commission also involves working to ensure that the films so adapted are widely distributed. Romani Chib, Sami and Meänkieli have priority in this commission. Subject to the availability of funds, Finnish and Yiddish are also included.

### **Minority language newspapers**

As stated in Sweden's third report, press subsidies can be given to daily newspapers aimed at linguistic minorities; there are, for instance newspapers in Finnish that receive press subsidies. There is also one newspaper partly written in Finnish and Meänkieli that receives limited operating subsidies.

An account was given in Sweden's third report of the commission given to the Sami Parliament to conduct a preliminary study of cross-border newspaper cooperation. On 30 September 2011 Sami Parliament presented its report containing a number of proposals and proposed at the same time that the coming inquiry on press subsidies investigate the proposals further.

In December 2011 the Press Subsidies Committee was appointed to carry out a review of government subsidies to daily newspapers. As its first task the Committee was to consider, on the basis of the report from the Sami Parliament, whether subsidies to daily newspapers in minority languages should be strengthened in the present Press Subsidies Ordinance.

The Committee was given the remit of considering and analysing the implications of the Sami Parliament's proposals for amendments to the present Press Subsidies Ordinance. On 30 September 2012 the Press Subsidies Committee presented its interim report *Subsidies for daily newspapers in Sami and Meänkieli (Stöd till dagstidningar på samiska och meänkieli)* containing several proposals intended to make it easier for newspapers all or part of which are written in Sami or Meänkieli to qualify for operational subsidy,

All the proposals in the Committee's interim report have been implemented and been in force since 1 January 2014. The changes mean that the circulation limit for general operational subsidy has been reduced from 1500 to 750 subscribed copies of daily newspapers mainly written in Sami or Meänkieli. In addition, the requirement that at least 90 per cent of the subscribed circulation must be distributed in Sweden has been removed for such newspapers, but the subsidy will continue to be calculated, as it is for other daily

newspapers, on the basis of the part of the subscribed circulation that is mainly distributed in Sweden,

A provision on limited operational subsidy for a newspaper at least 25 per cent of whose editorial content is written in Finnish has been extended to apply if at least 25 per cent of the editorial content is written in any of the languages Finnish, Meänkieli or Sami. The geographical definition of the place of publication of such a newspaper has been extended to cover all municipalities in the administrative area for Sami or for Meänkieli. Since 1 July 2015 the geographical scope of the provision has also been extended for Finnish so that the whole of the administrative area is covered, corresponding to what applies to Sami and Meänkieli.

On 15 April 2016 a new Ordinance on government grants for printed public newspapers to develop electronic publication services entered into force. According to the Ordinance, initiatives of particular importance to national minorities can obtain grants for up to 75 per cent of the cost of the initiative or the pilot study. In other cases the funding may cover a maximum of 40 per cent of the cost.

In March 2015 the Government appointed the Committee of Inquiry *En mediepolitik för framtiden* (*A media policy for the future*). The inquiry is charged with analysing the need for new media policy initiatives once the press subsidies cease in their current form and submitting proposals for new media policy tools. Consultation is to take place with representatives of the national minorities. The inquiry is to report by 31 October 2016 at the latest.

### **Cultural periodicals**

The Swedish Arts Council is responsible for allocating production support for cultural periodicals. In its overall allocation of grants to cultural periodicals particular account is taken of periodicals published in the national minority languages. For 2014 the Swedish Arts Council allocated funds totalling about SEK 850 000 to cultural periodicals aimed at the national minorities, six of which were published entirely or partly in a national minority language. In all 34 issues of these periodicals were published. Their total annual circulation was 54 520 print copies and 191 articles published electronically.

## ARTICLE 10

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| <p>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.</p> <p>10.2 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.</p> <p>10.3 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.</p> |
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The Language Council at ISOF gives lectures, provides advice and assistance and carries out information work on the minority languages and their status primarily aimed at government agencies. This is done in Swedish, Romani Chib, Finnish, Swedish sign language and also, to a certain extent, in Yiddish. The Institute provides language advice on and in Swedish, Finnish, Romani Chib, Yiddish and Swedish sign language by phone, email, Facebook and Twitter. Information in and about the languages is available on the Institute's website.

As far as language cultivation in Meänkieli is concerned, ISOF has, in consultation with representatives of Meänkieli speakers, so far prioritised spending resources for language cultivation on work on dictionaries.

ISOF/the Language Council also monitors and reports on language policy events, including in the form of an annual policy intelligence report (since 2008), in which the Institute, for example, highlights the most relevant issues relating to the national minority languages during the year. In this report the Institute also points to possible inconsistencies or deficiencies in legislation regarding linguistic issues that are obstacles to language policy and compliance with the relevant legislation, chiefly the Language Act and the Act on National Minorities and Minority Languages.

In 2011 ISOF/the Language Council issued two publications *Guidelines on applying the Language Act [Riktlinjer för tillämpningen av språklagen]* and *[Guidance for multilingual information – practical guidelines for multilingual websites Vägledningen för flerspråkig information – praktiska riktlinjer för flerspråkiga webbplatser]*. The purpose of these publications is to inform government agencies of how to apply the Language Act and the Act on National Minorities and Minority Languages.

Language cultivation seminars are held once a year in Finnish and Romani Chib, and Yiddish will shortly be added. In Finnish language cultivation, the Language Council is involved in producing Finnish language columns in newspapers. Reference groups for Finnish, Romani Chib and Yiddish meet twice a year. The group for Romani Chib



includes representatives of the language variants Arli, Kelderash, Lovari, Kalé and Resande (Traveller) Romani.

ISOF/the Language Council has produced an information sheet about the linguistic rights of the minorities (in order to support compliance by government agencies with Section 5 of the Minorities Act, in particular) for government agencies to publish on their websites. The sheet has been translated into Finnish, Meänkieli, Yiddish and the Sami variants South Sami, North Sami and Lule Sami and the Romani Chib variants Arli, Kelderash, Lovari, Kalé and Resande (Traveller) Romani. ISOF/the Language Council has carried out a survey of the websites of agencies, municipalities and county councils to investigate access to information in other languages, including the national minority languages. Surveys have been carried out on access to mother tongue tuition in Romani Chib.

When it comes to Finnish, the Institute for Language and Folklore works jointly with the Swedish Educational Broadcasting Company (UR) in a partnership in which UR records the Language Council's language cultivation seminar in Finnish. ISOF also works with Radio Sweden's Sisuradio in which the Language Council's language experts in Finnish answer language questions. ISOF also provides training and courses for Finnish-speaking healthcare staff and issues an information sheet in Finnish 2–4 times a year.

For Romani Chib, two research projects are in progress at ISOF. One European project is about the capacity of Roma children to learn grammar in the pre-school class, where the aim is to scientifically counter the unjustified placing of Roma children in special needs classes (as is done in some European countries). Another research project within the Institute is entitled *Roma daily life [Romske vardag]*, within which the institute is gathering important information on e.g. Roma food culture, identity and customs and traditions.

### **Right to use your own language in the judicial system**

On 1 October 2013 legislative amendments regarding interpretation and translation in criminal matters entered into force. The amendments mean that if a suspect or defendant in a criminal matter does not have a command of Swedish, an interpreter shall be engaged at hearings before the court or at interviews during the preliminary investigation. The court or the criminal investigation authority is also obliged to translate a document in a criminal matter or the most important parts of it if this is of material importance in enabling the suspect to protect their rights. The rules also cover the minority languages and apply to all the courts in Sweden. There is no obligation to reimburse interpretation costs.

In 2014 a number of amendments to statutes entered into force that deal with the right of a suspect to information and insight into deprivations of liberty. The amendments, which are intended to increase legal security and predictability for a person who is suspected of a

crime, is part of the implementation of the Directive of the European Parliament and of the Council on the right to information in criminal proceedings.

The amendments included the introduction of an unconditional right for a person arrested by order of a prosecutor or detained by order of a court to be informed of the circumstance on which the order depriving them of their liberty was based (Chapter 24, Section 9 a of the Code of Judicial Procedure). Regulations were also introduced stating that a person who is reasonably suspected of a crime shall be notified of their right to be given information about changes in the suspicion and about their right to insight into the investigation and their right, when required, to be assisted by an interpreter and to have documents of importance for their ability to protect their rights translated. The suspect shall be given this information in a language that they understand.

When a suspect has been arrested or detained, this information shall be given without delay in writing in a language that they understand (Section 12 a of the Preliminary Investigations Ordinance).

### **Elderly care in minority languages**

In 2015 the Government commissioned the National Board of Health and Welfare to consider whether the administrative municipalities for Finnish, Meänkieli and Sami need more effective knowledge support to ensure that more older people are able to have their right to elderly care met. The report produced also includes the results of a survey into the views of the Sami people interviewed by the National Board of Health and Welfare on elderly care in Sami and on what the situation is like for older Sami people in the municipalities in the Sami administrative area.

In its report, the National Board of Health and Welfare finds that the municipalities vary in their capacity to comply with the intentions of the law. The number of inhabitants in a municipality and its geographical size, as well as the size of the minority group are factors affecting the ability to offer elderly care in minority languages, as are long geographical distances within the municipality. It is difficult to set up special wards for a particular language if few older people request it and there is a limited supply of staff with a knowledge of minority languages. The majority of the municipalities in the Sami administrative area are also, according to the report, municipalities whose population is declining. The National Board of Health and Welfare also points to problems in the form of a lack of knowledge about the National Minorities Act among both employees and elected representatives and a lack of information translated into minority languages that is aimed at older people and their close relatives.

In the light of the set of problems described above, the Government has commissioned the National Board of Health and Welfare to supplement the publication *Your right to health and social care and – a guide for elderly people* [*Din rätt till vård och omsorg – en vägvisare för äldre*] with information about the rights of the national minorities and to

translate the publication into Sami, Meänkieli and Finnish during 2016. Furthermore, the National Board of Health and Welfare is to work to ensure that the publication and information on the rights of the national minorities is spread to the municipalities affected. The Board is to report on this work by 10 October 2016 at the latest.

Action within social services has to be characterised by the best available knowledge, be of good quality and be based on the needs and circumstances of the individual. The Government will be allocating SEK 2 billion per year in 2016–2018 to increase staffing with the aim of improving the quality of elderly care, increasing security for older people and improving the conditions for gender equality, equal and equitable care for the elderly throughout Sweden. The Government has also commissioned the National Board of Health and Welfare to design a knowledge initiative for basic level staff in the elderly care services that will enable development activities in order to reduce strategically vital knowledge gaps in the long term.

Strategic procurement of services is essential in being able to provide good care of the elderly. This is also true when it comes to care of the elderly among national minorities. The National Agency for Public Procurement has been commissioned by the Government to improve procurement skills in agencies that procure services that affect elderly people and people with disabilities. The purpose is to raise awareness of how qualitative aspects can be taken into account in procurement and to increase skills in meeting the need for individually designed interventions, which in turn increase opportunities for all elderly people to be able to live an active life and have influence in society and over their own daily lives.

## ARTICLE 11

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| <p>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.</p> <p>11.2 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.</p> <p>11.3 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.</p> |
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Questions of personal names and place names are of importance for the identity of the national minorities and their visibility in society. The Government considers that the method to be used is support measures and advisory functions long with limited legal obstacles. This is described in more detail below.

## **Personal names**

Personal names are an important and natural part of our society. A name is something that gives an individual an identity and an opportunity to show that they belong to a family.

As stated in previous reports, there are no rules in Swedish law that prevent individuals from using or adopting family names or surnames in the minority languages. For more information on the provisions of the Names Act on how surnames are acquired, see Sweden's previous reports.

On 14 April 2016 the Government decided to submit a proposal to the Council on Legislation on a new law on personal names. The proposals in the submission to the Council on Legislation seek to strengthen the opportunities for the individual to choose their own name and to make the legislation more accessible to the individual.

## **Place names**

During the current period ISOF has continuously examined place names in all the territorial minority languages, North, Lule, South and Ume Sami and Finnish and Meänkieli. This examination means that more place names in the national minority languages can be shown with the correct orthography in standard geodata, so spreading the correct place names further in society. This work also means that the competing incorrect forms of the name will become fewer in number and the benefit will be clear, for example in the context of rescue work. ISOF works closely with Lantmäteriet, the national mapping agency, on these issues and for a large proportion of the current period the Sami Parliament has also contributed with checks in Sami areas, as has the Swedish Tornedalian Association (STR-T) in the area which speaks Meänkieli.

To establish current use of place names in the respective area, ISOF works with a far-reaching network of contacts at local level, comprising e.g. Sami circle leaders, members of Sami villages and local place name projects plus municipal Sami coordinators. There is a similar network of contacts in Finnish and Meänkieli-speaking areas and this is supplemented by contacts with researchers in Sami in Sweden, Norway, Finland and Germany. This network of contacts replaces traditional collection and is judged to work well.

ISOF runs training to improve the language skills and awareness of the importance of place names for organisations and government agencies. In 2011 a one-day course was held on collection methods focusing on minority language place names. The course participants were from government agencies and Sami and Tornedaler organisations. It was also attended by experts from Lantmäteriet. Since the training day ISOF has supported individual pieces of work by providing advice. This knowledge has been applied in various types of place name projects that included recording and collection work.

Presenting the minority language place names in Lantmäteriet's underlying geodata as the officially approved place names improves the preservation of these names and thus also of the language concerned. Section 4 of the Heritage Conservation Act was amended in line with this. This provision offers a good opportunity to act to ensure that municipalities and other agencies use the place names in their established form. However, the section on observing good place names practice does not grant any authority either to ISOF or to Lantmäteriet to introduce binding rules in the area, and merely provides a basis for working actively to spread knowledge.

In October 2014 ISOF and Lantmäteriet held a training day on place names and name care in Umeå. Most municipalities in Västerbotten och Norrbotten attended the course along with the county administrative boards. The purpose of the training was to strengthen the municipalities' knowledge and awareness of good place name practice focusing on the minority languages' place names. The participants mainly represented naming and addressing services in these municipalities. ISOF has no formal possibility of introducing regulations in the municipalities on the use of place names in minority languages, but the Institute contributes through continuous training initiatives to greater awareness and knowledge at local level and, as a result of this, many municipalities now have signs on public buildings in their minority languages.

During the period ISOF has continually held and participated in consultation meetings with the Swedish Parliament and STR-T.

The relevant government agencies work actively and consciously through the Place-Name Advisory Board to make visible and use place names in the territorial minority languages. This is most clearly seen in road signs and maps, but also in addresses and other public activities.

Lantmäteriet's map search and place name e-service *Kartsök och ortnamn* provides the option of searching for place names in Sami, Finnish and Meänkieli. After 2011, when the cooperation between the Swedish Transport Administration and Lantmäteriet began, the marking of topographical instructions has increased.

## ARTICLE 12

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| 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. |
| 12.2 | 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.          |
| 12.3 | The Parties undertake to promote equal opportunities for access to education at all levels for persons belonging to national minorities.   |

The education system has a particular responsibility for keeping the languages and culture of the national minorities alive. This applies, for instance, to teaching about the languages,

culture, religion and history of these minorities in the various types of schools and the subjects included in them. This is so as to develop stronger intercultural understanding and acceptance between the national minorities and the majority population in both the long and the short term. Increased knowledge is a good starting point for reinforced work on safeguarding the rights of the national minorities.

In view of the organisation of the school system in Sweden the curriculum and the syllabuses have special status in central government's governance of schools. These governance documents state what knowledge all pupils are to have and what teaching is to contain, in the whole of the country. One central challenge that the Government sees a need to further develop is work to ensure that what is stated in the national governance documents is also disseminated to local activities.

### **Educational initiatives for the national minorities**

On completing compulsory school, compulsory school for pupils with disabilities, Sami school or special school, each pupil is to have acquired knowledge of the culture, language, religion and history of the national minorities. This is an integral part of the overall goals and guidelines set out in the general part of the curriculum.

The revised syllabuses for compulsory school from 2011 highlight the national minorities in the subjects of Swedish, history and religion and civics. According to the compulsory school syllabus in Swedish, teaching has to contribute towards pupils encountering and familiarising themselves with Sweden's national minority languages. For example, the position of the minority languages in society is part of the core curriculum for years 7–9. The purpose of the teaching in history, according to the compulsory school syllabus, is for pupils to gain an understanding of different cultural contexts and ways of life. Part of the core curriculum in years 7–9 consists of historical perspectives on the situation of the indigenous people, the Sami, and the other national minorities in Sweden

The National Agency for Education has been commissioned to inform schools and their organisers about Roma as a national minority and the rights of Roma. In cooperation with Roma representatives the Agency has also produced a digital teaching materials supplement containing facts and inspirational material about Roma culture, language(s), religion and history and some ten teaching tools in Romani Chib that can be used in mother tongue instruction.

The Commission against Antiziganism has produced an educational material based on the white paper that describe violations and harassment that Roma were victims of in 20th century for dissemination to schools and other parts of society.

### **National school development programmes**

On 9 June 2015 the National Agency for Education was commissioned by the Government to draft and implement national school development programmes directed

at organisers and schools. The aim is to develop and strengthen the education provided so as to give pupils the best possible opportunities to develop as far as possible

The national school development programmes will be based on the fundamental values of schools stated in the curriculum. The content of the national school development programmes will be based on the course and subject syllabuses for the types of school concerned and on science and proven experience. The programmes will be designed so as to put in place conditions and support for effective and systematic quality work at organiser and school level in the areas identified.

The National Agency for Education will coordinate action in, for example, the Boost for Reading, the Science and Engineering Initiative and the Boost for Mathematics but will also update earlier initiatives and make them current. The programmes may also involve completely new skills development initiatives. In the coming years the National Agency for Education will take steps in the direction of further coordinating the action being taken.

The action in the national school development programmes can consist of

- skills development action to support teachers and staff in their work to give pupils in need of special support the support they need,
- how administration can be reduced and work processes made more efficient,
- working forms and ways of working in subject and inter-disciplinary work in order to give teachers more methods to use in teaching so as to be able to adapt their teaching,
- working forms and ways of working in order to develop work on the fundamental values of schools regarding, for example, security, peace and quiet to study, anti-discrimination work and degrading treatment, gender equality and critique of norms,
- systematic quality work, focusing on monitoring and evaluating pupils' knowledge development, including doing so with the aid of existing statistics, and
- IT as both an educational and an administrative tool.

SEK 19 million was allocated to the commission in 2015 and SEK 139 million has been allocated for 2016. As of 2017 the Government estimates SEK 140 million each year for the same purpose.

For further information about higher education, research and the content of teacher training, see Sweden's previous report. For further information about action in the education system, see what is stated under Article 14.

## ARTICLE 13

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| <p>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.</p> <p>13.2 The exercise of this right shall not entail any financial obligation for the Parties.</p> |
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Developments in Sweden do not necessitate any further report under this Article. For further information, see earlier reports.

## ARTICLE 14

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| <p>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.</p> <p>14.2 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.</p> <p>14.3 Paragraph 2 of this article shall be implemented without prejudice to the learning of the official language or the teaching in this language.</p> |
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The field of education involves a number of challenges in relation to the national minorities and minority languages. This means that a number of measures need to be taken to remedy the set of problems that has emerged both through international and national monitoring and in consultation with representatives of the national minorities.

The right to education in their minority language is one of the fundamental rights to which the national minorities are entitled. This right must be realised in practice by the different actors within the education system and it is therefore the Government's view that it is necessary to ensure that individuals are able to exercise this right. Work on these issues is in progress within the Government Offices of Sweden, and the Government intends to return to the issue.

Since the last report, the Government has carried out a number of initiatives to improve the educational situation regarding the minority languages. An account of them is given below.

### **The right to mother tongue tuition**

Pupils who belong to one of the national minorities are entitled to mother tongue tuition even if the language does not represent the daily means of interaction in the pupil's home. The education organiser is obliged to arrange mother tongue tuition in the national minority languages even if only one pupil at the school applies for tuition in the language. However, the requirement that a suitable teacher must be available also applies to the national minority languages. The limitation whereby a pupil is only able to receive mother tongue tuition for a maximum of seven academic years if the pupil is receiving the tuition



outside the guaranteed teaching time does not apply to tuition in the national minority languages. A Roma pupil who is from abroad may also be given mother tongue tuition in two languages if there are special reasons for doing so.

Amendments to the Education Act which entered into force on 1 July 2015 give pupils who belong to any of the national minorities a stronger right to mother tongue tuition in their national minority language. The amendment means that a pupil who belongs to a national minority no longer needs to have basic knowledge of their national minority language in order for the education organiser to be obliged to offer mother tongue tuition.

In 2014 the National Agency for Education was commissioned by the Government to draw up proposals for syllabuses for compulsory school, compulsory school for pupils with learning disabilities, special school and Sami school in the subject mother tongue for the national minority languages Finnish, Romani Chib, Meänkieli and Yiddish – as both first and second languages. The Agency reported back on 8 September 2015 and the syllabuses enter into force on 1 July 2016. For this reason, no compiled statistics are yet available as the National Agency for Education presents its statistics in the academic year following the year to which the data refers.

Upper secondary school pupils who belong to one of the national minorities are entitled to teaching in their mother tongue even if the language does not represent the daily means of interaction in the pupil's home. However, pupils need to have good knowledge of the language, which will be the case, given that the amendments to the Education Act have now given pupils greater opportunities to study the language at compulsory school level. Pupils can also study their national minority language – Finnish, Sami, Yiddish, Meänkieli or Romani Chib – as a language option at upper secondary school. Studies can start at a level based on the pupil's existing skills.

### **Supply of teachers**

Teacher and pre-school teacher training and the attractiveness of the teaching profession is a priority area for the Government and this includes the issue of the supply of teachers in the national minority languages. Several of the national minority languages are currently subjects with few students at higher education level. This gives rise to concern as there is a need for teachers in the school system capable of teaching the national minority languages and teaching in the national minority languages if these languages are to be able to survive and develop, and in order to ensure that children and young people are able to receive teaching in their minority language.

To safeguard the supply of teachers in the national minority languages, in 2013 some universities and higher education institutions were assigned special undertakings to build up and develop training for subject teachers in Sami, Romani Chib, Meänkieli and Finnish.

As it is important that the process of building up and developing subject teacher training in the languages continues, from 2016 onwards and into the future the Government will be allocating an additional SEK 1.5 million to subject teacher training, which means that the languages Finnish, Meänkieli, Sami and Romani Chib will be allocated SEK 2 million per language each year. The Government will continue to closely monitor developments.

From 2016 onwards, the Government is switching responsibility for building up and developing subject teacher training in Meänkieli from Stockholm University to Umeå University, in the light of the Council of Europe's recommendation and the desire of the national minorities that teaching in the language and teacher training in Meänkieli should be concentrated at one university in Sweden. As Umeå University has national responsibility for the language, the Government considers it appropriate to locate the subject teacher training there. Consequently SEK 521 000 previously allocated to Stockholm University was re-allocated. Stockholm University continues to have national responsibility for building up and developing subject teacher training in Finnish.

Umeå University is also tasked with building up and developing subject teacher training in Sami. Södertörn University has an equivalent responsibility for Romani Chib. Lund University has an established undertaking for education in Yiddish.

The higher education institutions are to conduct a dialogue with representatives of the national minorities and collaborate with relevant stakeholders in Sweden, and in some cases with other countries which have experience of working with minority languages. The higher education institutions report on the development of subject teacher training in minority languages in their annual reports.

Subject teacher training must be carried out in such an environment and maintain such a level of quality that ensures that the examination requirements are fulfilled. A higher education institution can be granted permission to award a subject teaching qualification in a minority language if the quality of the course is satisfactory.

In June 2013 Stockholm University was granted authorisation to issue a subject teacher qualification specialising in work in years 7–9 of compulsory school in Finnish as a mother tongue. The course began in autumn 2015. 24 people applied for the course and one person was awarded a place. In June 2014 Umeå University was granted authorisation to issue a subject teacher qualification specialising in work in years 7–9 of compulsory school and specialising in work in upper secondary school in Sami as a mother tongue. This course has been offered since autumn 2015 but no-one has yet been awarded a place.

### **Supply of teachers in the short term**

The amendments to the Education Act that entered into force on 1 July 2015 provide expanded opportunities for pupils who belong to the national minorities to study a

national minority language at school. This can be assumed to lead to a higher number of pupils attending minority language teaching, which will lead to higher demand for teachers. According to the Swedish Schools Inspectorate and others, many municipalities find it difficult to recruit teachers able to teach the national minority languages.

In order to increase the availability of mother tongue teachers in the national minority languages Sami, Meänkieli and Romani Chib in the short term, the Government has given the Swedish National Agency for Education three commissions. The commission given in 2013 includes ensuring that suitable training is organised and implemented in order to put in place at least twelve teachers working as mother tongue teachers in the national minority languages. The additional commission that the Swedish National Agency for Education was given in 2014 includes ensuring, first, that conditions are in place for additional participants to complete the training initiatives in Sami and Meänkieli, and, second, that appropriate training in Romani Chib is organised and implemented and that this training should be for at least eight participants. The Government has earmarked SEK 6.1 million for carrying out this commission.

To ensure that the education organisers have the financial and organisational capacity to facilitate participation in the education initiatives to boost the supply of teachers in the languages, in 2015 the Swedish National Agency for Education was commissioned to allocate SEK 1.2 million in grants to the education organisers who have participants in these initiatives.

### **Distance teaching**

Distance teaching has been regulated by the Education Act since 1 July 2015. Distance teaching means interactive teaching run using information and communication - technology. Pupils and the teacher are in different places when the teaching is taking place, but a supervisor must be present in the room where the distance teaching is taking place. The education organiser, the body that runs the school, may arrange distance teaching in certain subjects where the school itself does not have a registered or qualified teacher for the course or where the number of pupils is insufficient.

The subjects involved are mother tongue, modern languages and sign language and the provision applies to all school forms (compulsory school, compulsory school for pupils with special needs, special schools, Sami school, upper secondary school and upper secondary school for pupils with special needs). Furthermore, distance teaching may be provided to give pupils study guidance in their mother tongue. In compulsory school, distance teaching may also be provided for integrated Sami teaching and in Sami school it may also be provided for Sami language teaching. From autumn 2015 onwards, the Sami Education Board offers distance teaching in Sami in the variants North Sami, Lule Sami and South Sami.

## Teaching materials

In 2013 the Swedish National Agency for Education was commissioned by the Government to support the development and production of teaching materials for teaching in and of the national minority languages, a task which also involved developing and producing books and other teaching tools in the national minority languages designed for beginners. The agency reported on this commission on 9 December 2015. The work was carried out during 2015 and is expected to result in improving the availability of teaching tools and teaching materials about and in the national minority languages.

Within this commission, new teaching materials have been produced for use in national minority language teaching. The material published via the Swedish National Agency for Education's website is in the form of teacher guidance with pupil activities intended for teaching pupils with no or limited knowledge of Finnish, Yiddish, Meänkieli, Romani Chib and Sami. Not all the elements are complete as yet, but they will be published as they become available during 2016.

Drawing on previous experience of producing teaching materials, the Swedish National Agency for Education chose to carry out the development work in collaboration with people from a minority background and with organisations that represent the national minorities. One important factor in choosing this approach is the opportunity to further empower people and organisations within the national minorities in order to benefit from their experience and build experience for the future.

Teachers in the different languages were contacted in consultation with the Sami Education Board and the national minorities. Working groups were formed comprising two or three teachers for each language, which were then commissioned to develop the materials, supported by the academic reference group. The task involves creating teaching materials for teaching in the national minority languages with entry points for pupils in different years. The materials are made digitally available on the Swedish National Agency for Education's website.

The following materials have been produced within this remit:

- Finnish years 1–3 and 4–9
- Yiddish years 4–9
- Meänkieli years 1–3, 4–6 and 7–9
- North Sami years 1–3 and 4–9
- Lule Sami years 1–3 and 4–9
- South Sami years 1–3 and 4–9
- Romani Kelderash years 1–3 and 4–9
- Romani Lovara years 1–3 and 4–9
- Romani Kalé years 4–9

- Polish Romani years 4–9
- Swedish Romani years 4–9
- Romani Arli years 1–3 and 4–9

Romani Chib for years 1–3 is material presented in collaboration with the QualiRom project at the European Centre for Modern Languages of the Council of Europe. In the work on Yiddish, the focus has been on materials for pupils in years 4–9.

A framework plan has been drawn up to support the work on developing teaching materials. This task was completed in autumn 2014 at Stockholm University's Department of Slavic and Baltic Studies, Finnish, Dutch and German and at the Centre for Professional Development and Internationalisation in Schools at Uppsala University. The framework plan was made concrete in the new syllabuses and helped in the work of the developers of teaching materials. The framework plan can be used by teachers who will be teaching national minority languages as a second language. The framework plan is published on the website of the Swedish National Agency for Education under teaching materials for national minority languages.

The first version of the materials has not been printed and instead these materials are presented as digital documents. They are intended to be used by teachers as guidance during lessons. The materials include sheets for pupils which teachers can use with their students. The pages on the Swedish National Agency for Education's website where the materials are published also include links to syllabuses, commentaries, explanatory videos and information on other resources that may be useful in teaching.

The Sami Education Board has a commission from the Government to be responsible for developing teaching tools in Sami. In 2015 the Sami Education Board published a new teaching aid with letter cards in Sami. The Board has also translated social and natural science teaching material for years 1–3 into North and Lule Sami. 13 picture books have been translated into North, South and Lule Sami. Reading books, workbooks and a songbook, *Lávllagirji*, have been revised. Ahead of 2016 the Sami Education Board has been boosted by a funding of SEK 1.5 million and the Government estimates being able to inject the same amount of funding in 2017 and 2018.

Work is under way at ministry and government agency level between Sweden, Norway and Finland to develop a shared view and put in place cooperation on teaching materials for the Sami population. The three countries are to draw up and jointly agree a list of priorities which will be embedded in policy in all three countries. This work is expected to be completed in 2016.

### **Bilingual tuition**

Chapter 9, Section 12 of the Education Ordinance states that for pupils who have a language other than Swedish as their daily means of interaction with their parents, parts

of the teaching in years 1–6 may be organised in this language. For Finnish this also applies in years 7–9. The Government sees bilingual tuition as an important part of language revitalisation and the Government has therefore decided to extend the pilot activities on bilingual tuition in compulsory school until 30 June 2016 and is now preparing a further extension. At present the Government is preparing an inquiry on mother tongues and bilingual instruction. The inquiry is expected to start in autumn 2016 and to complete its work by the end of 2016.

### **Roma mediators**

As part of the Government's strategy for Roma inclusion the National Agency for Education has been commissioned to produce a training programme for mediators with Roma language and cultural skills to serve as a link between individuals and public services. The programme was started in December 2012 and completed in June 2015 and trained 16 mediators. The mediators work in pre-schools and schools in the municipalities that have participated in the strategy's pilot scheme for Roma inclusion. This activity has contributed to more and more Roma children attending pre-school, more and more Roma pupils completing compulsory school and upper secondary school becoming more and more important for Roma pupils. The bridge builder activity has been given great support in the pilot municipalities and several municipalities highlight the bridge builder function as something they want to implement in mainstream services.

### **Further information**

See the information presented in this report under Article 12 about national school development programmes, Article 4 about active measures and Article 6 about work to counter racism and similar forms of hostility. Further information about supervision, pre-school education and other matters is given in previous reports.

## **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.
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Work to safeguard the rights of the national minorities in the administrative areas has developed positively since 2010. The following are of central importance in the area: the government grant, the integration of minorities work in mainstream activities, better consultations with representatives of the minorities and also information activities and educational and training initiatives.

Consultation with the national minorities is of major importance and is necessary to attain the objective of this policy area. It can be said that the national minorities who live within an administrative area and whose municipality and county council are receiving government grants for their own minority language have the greatest opportunity to exert influence. The opportunity to exert influence differs, despite the provision of the

Minorities Act on influence, depending on the minority in question and whereabouts in Sweden the person concerned lives.

See also Article 5 for information about consultation with the national minorities.

### **Democratic participation**

Before every election the Swedish Election Authority produces information material for voters about when, where and how they can vote. The Authority's information material is translated into the minority languages.

Between elections the Swedish Election Authority also offers information about the Swedish election system in languages including the national minority languages (i.e. Finnish, Yiddish, Meänkieli, Romani Chib and Sami). Under the Language Act the public institutions have a particular responsibility to protect and promote these languages. In these languages the material is translated into the three variants of Sami (Northern, Southern and Lule Sami) and into the four variants of Romani (Arli, Kalé, Lovari, and Kelderash) recommended by the Language Council at ISOF.

The Living History Forum has the task of acting as a national forum to promote work with democracy, tolerance and human rights grounded in the Holocaust. The Forum is also to endeavour to strengthen people's will to actively work for the concept of the equal dignity of all human beings. The Living History Forum is to conduct outreach activities focusing on knowledge, culture and education. Its activities are to be conducted in close contact with ongoing research, other cultural and educational institutions and government agencies, organisations and associations whose activities concern similar issues. The Forum shall endeavour to achieve the greatest possible geographical spread for and response to its activities.

In 2013 the Living History Forum decided to carry out an in-depth drive to increase knowledge about how Roma were affected during the Holocaust and about how Roma have been persecuted and discriminated against in Sweden after the second world war and up to the present. The aim of this drive has been to contribute to work against antiziganism and to improve the conditions for Roma inclusion. In February 2014 the Government approved financial support for the Living History Forum to carry out this drive. The funds have been used by the Forum to employ instructors with competence in Roma history, culture, traditions and language.

### **Consultation in the Government's Strategy for Roma inclusion**

The Government's Strategy for Roma inclusion clearly states that Roma participation and influence must characterise work on the strategy at all levels. The Government Offices of Sweden, the agencies concerned and municipalities have carried out and further developed consultation with Roma experts and representatives in various ways. The Swedish Association of Local Authorities and Regions (SKL) received a grant from the

Government to develop a working model that supports several of the pilot municipalities in their work to develop high quality and systematic consultation with the Roma population. The agencies commissioned under the strategy also carry out various kinds of consultation and dialogue with representatives of the Roma community.

The Government Offices of Sweden are in continuous dialogue with a Roma reference group of 20 Roma experts in different areas, comprising women and men of different ages from the five major Roma groups in Sweden. The participants were appointed after a nomination process in which Roma were able to propose participants. In addition, the minister meets Roma representatives in other constellations, including special meetings arranged with Roma girls and women to ensure that they are able to influence the work being carried out.

The Government has commissioned the Swedish Agency for Youth and Civil Society to distribute funds to civil society organisations for various health-promotion initiatives aimed at Roma and to carry out an initiative to facilitate the exchange of experience between Roma and non-Roma organisations. The aim was to improve the conditions for Roma involvement in civil society and for the participation of Roma organisations in work for Roma inclusion.

### **The Role of the Sami Parliament**

The Sami Parliament in Sweden is both a central government agency and a popularly elected body for the Sami people in Sweden. Under the Instrument of Government, the opportunities of the Sami people to preserve and develop a cultural and social life of their own shall be promoted. The Sami Parliament and the Sami people therefore have special status in society and the Sami Parliament is of key importance for the opportunities of the Sami people to exercise self-determination.

### **Further information**

For more information refer to part I, where measures in this area are reported under the recommendation from the Committee of Ministers.

## **ARTICLE 16**

The Parties shall refrain from measures which alter the proportions of the population in areas inhabited by persons belonging to national minorities and are aimed at restricting the rights and freedoms flowing from the principles enshrined in the present framework Convention.
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Developments in Sweden do not necessitate any further report under this Article. For further information, see previous reports.



## ARTICLE 17

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| <p>17.1 The Parties undertake not to interfere with the right of persons belonging to national minorities to establish and maintain free and peaceful contacts across frontiers with persons lawfully staying in other States, in particular those with whom they share an ethnic, cultural, linguistic or religious identity, or a common cultural heritage.</p> <p>17.2 The Parties undertake not to interfere with the right of persons belonging to national minorities to participate in the activities of non-governmental organisations, both at the national and international levels.</p> |
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Developments in Sweden do not necessitate any further report under this Article. For further information, see previous reports.

For information about Sweden's trans-frontier cooperation regarding policy for the national minorities, see the replies under Articles 2 and 18..

## ARTICLE 18

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| <p>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.</p> <p>18.2 Where relevant, the Parties shall take measures to encourage transfrontier cooperation.</p> |
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Work on a Nordic Sami convention is central to the Government's policy for the Sami people. The Government has therefore intensified the negotiations on a Nordic Sami convention in order to strengthen and clarify the rights of the Sami people to preserve and develop their language, culture, livelihoods and community life.

In addition the Government will, in accordance with what Sweden has communicated to the UN Human Rights Council, work towards a ratification of ILO Convention no 169. But, ultimately, a ratification of ILO Convention no 169 is a matter for the Riksdag to decide on.

See also the reply under Article 2 for information about regional and international cooperation such as the Nordic Government Officials Body for Sami Affairs and cooperation for Roma rights in the EU and the Council of Europe.

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