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SIXTH EVALUATION REPORT ON FINLAND

Committee of Experts of the European Charter for Regional or Minority Languages

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Adopted on 7 March 2024

COUNCIL OF EUROPE
CONSEIL DE L'EUROPE

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

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

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

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

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Executive Summary

The Charter entered into force in Finland in 1998 and applies to Swedish (the less widely used national language), Inari Sami, North Sami and Skolt Sami, all under Part II and III, as well as Karelian, Romani, Russian, Tatar and Yiddish, all under Part II.

Although Inari Sami, North Sami and Skolt Sami are separate languages, the authorities do not always provide information on each of the three languages separately. Therefore, the Committee of Experts could not reach conclusions concerning the implementation of some Charter provisions.

The state authorities continued the implementation of the Strategy for the National Languages of Finland to ensure the functionality and availability of public services in Swedish, and to strengthen the overall use of Swedish. An emphasis was put on the financial support for cultural events in Swedish, and the improvement of the use of Swedish in public administration and in education. Furthermore, the third National Action Plan on Fundamental and Human Rights 2020–2023 developed a set of indicators in the field of minority language rights. However, the indicators only apply to Romani, the Sami languages and Swedish.

Action plans and media campaigns were launched by the authorities to address discrimination against minority language speakers. However, the low awareness about the minority languages of Finland and the cultures they represent amongst the majority population is one of the causes of the problem, which has not been addressed adequately.

There persists a gap in the level of protection and promotion afforded to Inari Sami, North Sami and Skolt Sami between the Sami Homeland and other areas inhabited by Sami speakers.

The legal framework provides sufficient basis for the provision of education in Swedish. However, despite the financial incentives offered by the state authorities, few monolingual Finnish language municipalities decide to provide Swedish-medium education voluntarily. The Sami language nests have proven to be a great success in pre-school level language education. The language nests contributed to the revitalisation of Inari Sami by boosting the number of children knowing this language. Russian as a minority language is offered in compulsory education in one school in Helsinki/Helsingfors. Karelian, Tatar and Yiddish are not taught in public education.

The reform of the judicial administration has reduced the number of the bilingual courts. After the completion of the reform of the regional state administration, the modernisation of the administration continued with the introduction of the Digital and Population Data Services Agency in 2020. The effect of these reforms on the use of minority languages is not yet clear.

At the local level, the provision of services in Swedish, Inari Sami, North Sami, and Skolt Sami varies greatly. Further measures are needed to ensure the effective use of these languages in social and health care services.

The situation of print media in Swedish remains positive. There is no public television channel using Swedish only. The budget of the Sami broadcasting service *Yle Sápmi* has not been increased in the last 20 years. Tatar and Yiddish are absent from the media in Finland, and there is very little presence of Romani.

The Swedish Cultural Foundation finances cultural events of the Swedish speakers. Financial support for cultural activities in Inari Sami, North Sami and Skolt Sami is allocated by the state authorities to the Sami Parliament. The Karelian Cultural Association publishes books in Karelian. There is no Roma cultural centre or library. Theatre plays in Tatar are presented by the Finnish Islamic Congregation. Yiddish is used in the songs performed by the Jewish choir and in the plays of the Jewish amateur theatre group.

This sixth evaluation report is based on the political and legal situation prevailing at the time of the Committee of Experts' on-the-spot visit to Finland in October 2023.

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

1. The European Charter for Regional or Minority Languages (hereafter referred to as "the Charter") is a treaty of the Council of Europe putting obligations on its states parties to protect and promote the country's traditional minority languages in all fields of public life: education, judicial authorities, administrative authorities and public services, media, cultural activities and facilities, economic and social life, and transfrontier exchanges. The Charter entered into force in Finland on 1 March 1998 and applies to the following languages: Swedish (the less widely used national language), Inari Sami, North Sami and Skolt Sami, all under Part II and III; Karelian, Romani, Russian, Tatar and Yiddish, all under Part II.

2. States parties are required to submit reports every five years[1] on the implementation of the Charter. The Finnish authorities submitted their sixth periodical report on 19 May 2023.[2] This sixth evaluation report of the Committee of Experts is based on the information contained in the periodical report, additional information received from the authorities and statements made by representatives of the speakers of the minority language during the on-the-spot visit (9-13 October 2023) and submitted in written form pursuant to Article 16 (2) of the Charter.

3. Chapter 1 of this evaluation report focuses on the general developments and trends regarding the regional or minority languages in Finland and the situation of these languages. It examines in particular the measures taken by the authorities of Finland to respond to the recommendations made by the Committee of Experts and the Committee of Ministers at the end of the fifth monitoring cycle and also highlights new issues. Chapter 2 provides a detailed overview of the state of implementation of each undertaking of Finland in respect of the given language as well as the recommendations addressed to the authorities of Finland. On the basis of its evaluation, the Committee of Experts proposes, in Chapter 3, recommendations to the Committee of Ministers to be addressed to the Government of Finland, as provided for in Article 16 (4) of the Charter. The Committee of Experts encourages the Finnish authorities to translate this report into Finnish and the regional or minority languages with a view to supporting the authorities, organisations, advisory bodies and persons concerned in the process of fully implementing the Charter, in accordance with Art. 6 and 7.4.

4. This report is based on the political and legal situation prevailing at the time of the Committee of Experts' on-the-spot visit to Finland in October 2023.

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

Territorial application of the Charter

5. In the previous monitoring round the Committee of Ministers recommended Finland to "**further strengthen education in the Sami languages, also outside the Sami Homeland, especially by providing permanent financing for language nests and adult education."**[3] In conjunction with this recommendation, the Committee of Experts pointed out in the evaluation report that the Sami Language Act, that ensures a higher level of protection of the Sami languages including the provision of education, applies only to the territory of the Sami Homeland.[4] Since more than 60% of the Sami speakers and about 70% of the Sami children live outside the Sami Homeland, the representatives of the speakers reiterated during the on-the spot visit that the protection of the Sami languages outside the Sami Homeland should be increased to a level ensured by the Sami Language Act. In order to provide an education better reflecting the needs of the speakers, the Committee of Experts encourages the authorities to extend the scope of protection ensured by the Sami Language Act to territories outside the Sami Homeland in a way that meets the needs of the speakers.

[1] Article 15.1 of the Charter provides that states parties submit periodical reports every three years. However, following the entry into force of the reform of the monitoring mechanism of the ECRML on 1 July 2019, states parties are now to submit their reports every five years instead of every three years. See Committee of Ministers Decisions "Strengthening the monitoring mechanism of the European Charter for Regional or Minority Languages" (CM/Del/Dec(2018)1330/10.4e, para. 1.a.).
[2] MIN-LANG (2023) PR7.
[3] Recommendation No. 1 - CM/RecChl (2018)5.
[4] Sami Homeland consists of the municipalities of Enontekiö/Eanodat, Utsjoki/Ohcejohka, Inari/Aanaar/Aanar/Anár and parts of Sodankylä/Soađegilli. All three Sami languages are spoken in the Sami Homeland.

Compliance with reporting obligations

6. The Committee of Experts reiterates its position from the previous monitoring cycles that, although Finland ratified the Charter for the Sami language without naming any of the three Sami languages, Inari Sami North Sami and Skolt Sami are all considered as separate languages and are all protected by Part III of the Charter.[5] The state authorities' actions taken under the Charter indicate that the successive governments also share this position and acknowledge all three Sami languages as protected under Part III of the Charter. Contrary to this, the official records and the reports of the state authorities in many cases still use aggregated data concerning one Sami language, without specifying which Sami language it refers to. In the absence of information concerning Inari and Skolt Sami specifically, no conclusions could be reached regarding some articles of the Charter. The Committee of Experts asks the state authorities to revise this practice, and provide information on Inari Sami, North Sami and Skolt Sami separately, starting with the next information on the implementation of the recommendations for immediate action.[6]

Legal framework for the implementation of the Charter

7. The legal framework provides sufficient basis for the protection of Swedish as one of the two national languages of Finland. However, in respect of the other languages protected by the Charter, a study conducted by the University of Tampere in 2022 pointed out that the efforts of the state authorities were focused more on various kinds of projects and action plans in recent years, while direct legislative amendments have fallen short of expectations.[7]

8. The reform of the local administration, that was started in 2020, has resulted in mergers of some of the administrative units. As a result, seven bilingual counties have remained, comprising 33 bilingual municipalities in Finland. Similar mergers have been conducted in the judiciary and the social and health sector, with the introduction of the so-called wellbeing service counties. Some of these amendments are recent, therefore their impact on the provision of the linguistic rights of the minority languages will have to be reassessed at a later stage.

9. According to the sixth periodical report, an amendment of the Act on the Sami Parliament (974/1995)[8] aims at facilitating the inclusion of the Sami speakers into the passive and active electoral roll of the elections for the Sami Parliament.[9] The latest proposal on amending the Act on the Sami Parliament was submitted to the Parliament of Finland on 14 December 2023 by the government. However, the amendment is yet to be adopted by the Parliament of Finland. The Committee of Experts welcomes the initiative and asks the authorities to report on the adoption of the amendment.

Raising awareness

10. In the previous monitoring round, the Committee of Ministers recommended Finland to "**take measures to increase awareness and tolerance vis-à-vis the regional or minority languages of Finland."**[10] The state authorities continued the implementation of the Strategy for the National Languages of Finland in 2019. The main goal of this strategy has become to ensure the functionality and availability of public services in Swedish, and to strengthen the overall use of Swedish. In order to ensure the implementation, concrete measures were defined. An emphasis was put on the financial support for cultural events in Swedish, the facilitation of the interaction of the different language groups, and the improvement of the use of Swedish in public administration and in education. The Ministry of Justice was tasked with the co-ordination and overall responsibility for the implementation of the strategy.

11. The third National Action Plan on Fundamental and Human Rights 2020–2023 developed a set of indicators to ensure the collection of data necessary for the exercise of human rights and planning of the necessary measures. Indicators have been set in the field of minority language rights, also. However, the indicators only apply to Romani, the Sami languages and Swedish.

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[5] Norway and Sweden also treat the Sami languages separately.
[6] In accordance with Committee of Ministers Decisions "Strengthening the monitoring mechanism of the European Charter for Regional or Minority Languages" (CM/Del/Dec(2018)1330/10.4e), para. 1.a.
[7] Evaluation of the Implementation and Monitoring of the Council of Europe Human Rights Treaties. Publications of the Government's analysis, assessment and research activities 2022:17
https://julkaisut.valtioneuvosto.fi/bitstream/handle/10024/163872/VNTEAS_2022_17.pdf
[8] Ibid., paragraphs 122-127.
[9] The proposal to amend the Act on the Sami Parliament was made following the conclusion by the UN Human Rights Committee that the Act violates Article 25 of the UN International Covenant on Civil and Political Rights (rights to political participation, among others) and in conjunction with article 27 (rights of minorities).
[10] Recommendation No. 4 - CM/RecChl (2018)5.

12. In order to ensure the protection of other minority languages spoken in Finland, a comprehensive language policy programme was adopted for the first time in 2021,[11] which applies to Karelian, Romani and the Sami languages. However, Russian, Tatar and Yiddish, are not mentioned in this language policy. The language policy programme focuses on developing language skills of children and young people. The implementation is envisaged to last for a longer period, therefore the evaluation of its effectiveness has not yet been done.

13. The Committee of Experts notes that many initiatives of the national language strategies have set the minority language protection standards high. However, according to the Swedish Assembly of Finland (Folktinget), the main consultative body for the government for Swedish, the practical implementation is still inadequate. Local authorities are still not well aware of the linguistic rights of the Swedish speakers. The history reflected by the Swedish language is not well represented in the national curriculum, especially concerning the period before 1809. The representatives of the Sami Parliament met during the on-the-spot visit explained that teaching materials about the language, culture and history of the Sami are under preparation, but that they would need additional financing in order to complete this work and incorporate the new materials into the general curricula. Representatives of Karelian and Tatar speakers also expressed their readiness to prepare teaching materials presenting their language and culture. The Committee of Experts observes that, although steps have been taken since the last monitoring cycle, many initiatives have not been implemented. It therefore asks the authorities to consult with the speakers in order to achieve a higher degree of practical implementation.

14. The Sami Truth and Reconciliation Commission was launched on 28 October 2021.[12] The Sami Parliament and the Skolt Village Assembly were also involved in the preparation of the Commission. They delegate two and one members to the five-strong governing body, respectively. The objective of the reconciliation process is to identify and assess discrimination, including the assimilation policy of the state and violations of rights. It also focuses on raising awareness about the Sami, as speakers traditionally present in Finland. The Committee of Experts acknowledges the importance of the reconciliation process and asks the authorities to provide information on the findings of the Commission in the next periodical report.

Anti-discrimination

15. The representatives of all minority languages confirmed during the on-the-spot visit that they have experienced in some degree a deterioration in the field of tolerance and general attitude towards their speakers. The UN Association of Finland[13] noted that the targets of hate speech and discrimination have become, to an increasing extent, minorities and minority language groups, especially on social media. The state authorities have also identified problems and presence of hate speech targeting the speakers of the languages protected by the Charter. Efforts have been taken to co-ordinate the different programmes and develop a national strategy combatting hate speech. The Action Plan for Combating Racism and Promoting Good Relations between Population Groups[14] targets hate speech and hate crimes, addresses discrimination in public relations and promotes mutual understanding between speakers and the majority population. In order to counter hate speech, a project called “Facts Against Hate” organised in co-operation with the police a social media campaign in October 2020.

16. The Language Barometer survey in 2020[15] indicated that the deterioration of the language climate in Finland stopped, except in respect of the Russian language. According to the survey, although a higher proportion of respondents felt that the language climate had improved, compared to the 2016 survey, there are still areas where no improvement was detected. For instance, Swedish speakers living in municipalities where the majority language is Finnish were of the view that the language climate has deteriorated. Swedish speakers felt that attitudes towards them and other language groups had grown worse in mass and social media, as well as in national politics. 20% of the Swedish speakers declared that they had encountered discrimination because of the use or their language. In some cases, the police failed to respond in Swedish when dealing with Swedish speakers, which is contrary to the Finnish legislation that guarantees equal status of the two national languages of Finland in administration.

17. In respect of the Sami languages, the Sami Barometer survey in 2020[16] indicates a mixed picture of the language climate. 33 % of the speakers living in the Sami Homeland felt that relations between language

[11] Language policy programme
https://julkaisut.valtioneuvosto.fi/bitstream/handle/10024/164216/VN_2022_51.pdf?sequence=1&isAllowed=y
[12] Similar reconciliation commissions exist in Sweden and Norway too.
[13] https://www.yami kliitto.fi/un-association-of-finland
[14] Government Action Plan for Combating Racism and Promoting Good Relations between Population Groups.
[15] Language Barometer 2020 - Valto (valtioneuvosto.fi)
[16] Sami Barometer 2020

groups had improved, 15% felt that relations had worsened. Most of the respondents had mixed experiences, therefore the overall situation has not improved since the last survey in 2016. However, only 25 % of the speakers living outside the Sami Homeland reported improvement or did not answer these questions. According to their representatives, the speakers still tend to use Finnish in public, and are reluctant to use Sami out of fear of different treatment or possibly discrimination. This is due to the fact that the level of awareness of their language, history and culture is still low in the majority population, which hampers the use of Sami in exchanges with the authorities. The Committee of Experts noted that the situation is aggravated by the fact that differences are detectable amongst speakers of Inari Sami, North Sami and Skolt Sami, as well. Skolt Sami are targeted the most, due to their low numbers, their orthodox religious background, and the common belief that they are "immigrants". Due to low level of awareness of the linguistic rights and obligations of the legal framework, parents do not receive enough information about the opportunities available to their children in education. The scarce availability of health and social services in the Sami languages was reported, as well as episodes where Sami speakers were discouraged from using their language.

18. According to Karelian representatives, local authorities do not consider Karelian a separate language, due to the fact that Karelian is not mentioned in the Constitution.[17] This approach prevents the provision of teaching of Karelian language and culture. Despite the traditional presence in the territory of Finland, there is no information on the Karelian language in the national curriculum.

19. Many Romani speakers still prefer to hide their presence and language, in order to evade hate speech and discrimination. Roma students are still subject of discrimination in school by the rest of the students, which discourages them from learning and using Romani.

20. A representative of the Russian speakers met during the on-the-spot visit indicated that discrimination against the Russian-speaking minority in Finland has worsened since February 2022 and the aggression against Ukraine by the Russian Federation. The authorities confirmed in the periodical report that hate speech and negative connotations towards Russian speakers have become more common.[18] The influx of Russian citizens in the last few years has turned the public opinion against Russian speakers. Hate speech and discourse targeting Russian speakers has become more common in the media and on social media as well. According to the representative of the speakers, the presence of Russian-speaking asylum seekers from Ukraine, along with the influx of Russian citizens, complicates their situation further, as they are all considered as "Russians" with a negative connotation by the majority population. As a direct consequence, students are less willing to study Russian in school, and they use their mother tongue only in private exchanges. The authorities have condemned instances of discrimination and hate speech and the Non-Discrimination Ombudsman has encouraged the victims to report these cases.

21. The Committee of Experts is aware of the action plans and media campaigns launched by the Finnish authorities to address discrimination against minority language speakers. However, it considers that the low awareness of the speakers amongst the majority population is one of the causes of the problem, which has not been addressed adequately. According to the sixth periodical report, the Educational Office of the Sami Parliament has launched a website[19], that offers teaching materials about the history and culture of the Sami. The Sami Parliament also took part in the project of the University of Helsinki/Helsingfors called "Democracy and Human Rights," under which teaching materials about Sami languages, history and culture were developed. The funding of these initiatives is still project based though, which hampers the development and the translation of these materials both into Swedish and Finnish.

22. Trainings of police officers[20] are useful in raising awareness of the linguistic rights of the speakers ensured by the legislation in the exchanges with the police. Furthermore, their aim is to create an environment that enables the speakers to report cases of discrimination or violation of linguistic rights to the authorities, instead of keeping grievances hidden.

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[17] Section 17 of the Constitution of Finland - Right to one's language and culture – foresees that "The national languages of Finland are Finnish and Swedish. The right of everyone to use his or her own language, either Finnish or Swedish, before courts of law and other authorities, and to receive official documents in that language, shall be guaranteed by an Act. The public authorities shall provide for the cultural and societal needs of the Finnish-speaking and Swedish-speaking populations of the country on an equal basis. The Sami, as an indigenous people, as well as the Roma and other groups, have the right to maintain and develop their own language and culture. Provisions on the right of the Sami to use the Sami language before the authorities are laid down by an Act. The rights of persons using sign language and of persons in need of interpretation or translation aid owing to disability shall be guaranteed by an Act."

[18] Increasing levels of hate speech and hate crime in Finland have also been indicated by the Finnish Police University College's annual report 2022. The report, that analyses suspected hate crimes reported to the police in Finland in 2022, concludes that "Russian speakers or those perceived as Russian have also experienced an increase in hate speech, in particular." (FRA 2023c).

[19] www.oktavuohta.com

[20] See para 194-196 of the sixth periodical report of Finland.

Resolute action

23. Contrary to the recommendation of the Committee of Ministers to **"further strengthen education in the Sami languages, also outside the Sami Homeland, especially by providing permanent financing for language nests and adult education"[21],** most of the funding granted by the state for the promotion of the minority languages, such as for language nests and adult education, remained project-based in the last monitoring cycle. The administrative burden and the lack of human resources necessary for the submission of the annual applications for funds also remained a problem. This issue was raised by all the representatives of the minority language speakers that the Committee of Experts met during the on-the-spot visit. The state authorities are asked to reconsider this system. Funding should be made permanent and sustainable because the existing system hampers the endeavours of the state authorities in the field of language promotion.[22]

24. In order to cover the costs arising from the fulfilment of the obligations under the Sami Language Act, the authorities involved may apply to the Ministry of Justice for a government grant. The total amount of the grants was €150 000 in 2021**,** and €290,000 was earmarked for grants in 2023. Further discretionary government grants are available to cover the costs of instruction in the Sami languages, in the fields of health and social services. This constitutes a rise of the grant by €120 000 per year, which is considered insufficient by the speakers.

25. The action plan aimed at the promotion and revitalisation of Inari Sami, North Sami and Skolt Sami adopted in 2014, has yet to reach its full potential. The production of teaching materials in the three Sami languages and the teaching materials about the history and culture fell short of the expectations based on the targets set by the action plan. The Sami Parliament launched the *"Kulttuurien Koulu"* (School of Cultures) project in 2021 on its own initiative, and in co-operation with the Youth Academy. This project is funded by the Finnish National Agency for Education and provides teachers with free training on how to engage and communicate with Sami and Roma young people. The materials produced in the projects implemented (*Oktavuohta.com, Dihtosis, Kulttuurien Koulu*) are in high demand, and the Sami Parliament considers that the production of information on the Sami in the form of digital learning materials in Finnish and Swedish should be made a permanent activity.

26. The *Giellagáldu* language planning body is essential for the Sami languages. Launched in 2015 by the Sami Parliament, the project was originally funded by the EU's Interreg V Nord programme and by the Sami Parliaments of Finland, Sweden and Norway. When the project was finished by 2019, the financial responsibility was taken over by Finland, Sweden and Norway, thus securing the continuation of the project. The Sami speakers confirmed that this project, which involves all Sami languages spoken in the three states parties mentioned above, has contributed to the codification of the Sami languages. In Finland the project was particularly important for the standardisation of Inari Sami and Skolt Sami. According to the representatives of the Sami Parliament, North Sami, the language present in all three co-operating states parties, is beginning to develop differently in Finland, Sweden and Norway. Therefore, one of the challenges *Sámi Giellagáldu* faces is the safeguarding of the integrity and cohesion of that language. In addition, teaching materials, especially in the field of presentation of the common history of the Sami, should be developed.

27. In May 2017, the national authorities granted an initial budget of €100 000 to the Action Plan for the Revival of the Karelian Language. The University of Eastern Finland continued the implementation of the Karelian language revitalisation programme. A special grant of €200 000 was awarded by the Ministry of Education and Culture in 2022 to support the written use of Karelian by producing learning materials in Karelian, as well as Karelian-language content for online and for social media. The programme also promotes co-operation between Karelian speakers and Karelian organisations, and raises awareness of the Karelian language. According to the speakers, this grant is meant to cover all expenses of the programme for two years, and further funds would be necessary to complete this project. The Ministry of Education and Culture also supported the University of Eastern Finland to offer a study course.

28. The debate on the varieties of Karelian has not been settled in the last monitoring cycle.[23] The Karelian Language Society (*Aunuksen karjala*) was the only organisation chosen by the authorities for the implementation of the Action Plan for the Revival of the Karelian Language. The entire amount of funding was allocated by this organisation to the promotion of one variety of Karelian (Livvi-Karelian). The Ministry of Education and Culture ensured a grant of €100 000 to the Karelian Language Society in 2017. The same amount was granted in 2018 towards launching the Karelian language revitalisation programme, and in 2019 for the continuation of that programme. The Society went bankrupt in 2020 and the University of Eastern

[21] Recommendation No. 1 - CM/RecChl (2018)5.
[22] See Fourth report of the Committee of Experts on Poland, MIN-LANG (2023)11, para. 74.
[23] See para 29-30 of the 5th periodical report on Finland.

Finland is now in charge of the revitalisation. However, the funding is not structured, therefore long-term planning of the work under the revitalisation programme is difficult. *Suojärven Pitäjäseura*, the association promoting Karelian Proper (*Varsinaiskarjala*), has not received any financial support from the Ministry of Education and Culture in the last monitoring cycle. In addition, the Karelian Youth Organisation receives no funding from the authorities. Their capability of funding cultural events and promoting Karelian is therefore limited and largely depends on donations.

29. In the previous monitoring round the Committee of Ministers recommended Finland to **"increase and improve the training of Romani teachers, extend the production of teaching materials in Romani and increase the provision of teaching of Romani."**[24] Although Finland's first and second National Policies on Roma delivered some results, such as the setting up of the 13 Romani language nests in 2012-2013 and the provision of studies of Romani at the University of Helsinki/Helsingfors, the practical implementation fell short of expectations, due to the lack of financial resources and the lack of qualified teachers of Romani. In order to comply with the recommendation of the Committee of Ministers, and to increase the number of speakers using the language, the Finnish National Agency for Education appointed in June 2020 a group of experts to launch a programme for the revitalisation of the Romani language. The third National Roma Policy for 2023–2030 was decided by the government to implement the findings of the revitalisation programme. A course on Romani language and Roma culture at the University of Helsinki/Helsingfors is also envisaged with the aim to train teachers of Romani and Roma culture at various levels of education. The provision of discretionary government grants was also decided by the Finnish National Agency for Education to teach Romani at primary and general upper secondary education.

30. According to the periodical report, the Romani Language Board of the Institute for the Languages of Finland (Kotus) pointed out that the status of Romani should be re-assessed in the light of Finland's undertakings under the Charter. The Board considers that Part III of the Charter should be applied to the Romani language and refers to the conclusions of Finland's National Roma Policy adopted in 2020, which concluded that Romani spoken in Finland is a severely endangered language, and that urgent actions are required for its revitalisation. The Committee of Experts encourages the authorities to step up their efforts to protect Romani, in co-operation with the speakers.

31. The representatives of the Russian speakers explained that due to the tense political relations with the Russian Federation, the financial support for cultural events was discontinued by the state authorities. No cultural activities have been organised since 2020.

32. The Finnish Islamic Congregation informed the Committee of Experts that Tatar speakers wish to maintain their financial independence from the authorities. However, it was indicated that they might accept state funding for the printing and distribution of literature and new online teaching materials.

33. The Committee of Experts was not informed of any specific funding granted by the Finnish authorities for the promotion of Yiddish or any other resolute action.

Use of the regional or minority languages in education

34. The legal framework provides sufficient basis for the provision of education in **Swedish**. As the two national languages of Finland enjoy equal legal status, all bilingual municipalities must provide education in both Finnish and Swedish. Monolingual Finnish language municipalities can also decide to provide education in Swedish, on a voluntary basis. Swedish, as one of the two national languages, is taught to students who receive Finnish mother tongue education. However, despite the financial incentives offered by the state authorities, few monolingual Finnish language municipalities decide to provide education in Swedish voluntarily.

35. According to the speakers, Swedish language immersion teaching at pre-school level continues to be very popular, but due to a lack of funds, not many municipalities are willing to organise the instruction. The Swedish Cultural Foundation provides financial aid for projects supporting education at pre-school level.

36. The Strategy for the National Languages of Finland, that was adopted on 2 December 2022, focuses on the acceptance and promotion of Swedish. The strategy also contains a number of measures designed to strengthen competence in Swedish, and to increase awareness of Swedish speakers in Finland. Within the framework of this programme, the Ministry of Education and Culture has prepared a programme to develop and strengthen the teaching and learning of Swedish in primary and secondary education in 2022–2023. The Committee of Experts acknowledges that the government has changed its position and the proposal by which

[24] Recommendation No. 3 - CM/RecChl (2018)5.

the Basic Education Act would be temporarily amended was abandoned. That amendment would have allowed the discontinuation of the compulsory learning of Swedish. According to the speakers, that proposal would have resulted in the decline of the number of students learning Swedish. Consequently, the number of people with Swedish language competence would have additionally decreased.

37. The Ministry of Education and Culture has taken steps in the last monitoring cycle in order to implement the Strategy for the National Languages of Finland. The aim of their initiative is to facilitate teacher training, so that the Swedish-language education could be developed to meet future needs, including that of the employment market. The aim is also to enhance the quality of Swedish-language education and its availability throughout public education. In addition, a new public post was established at the Ministry of Education and Culture to strengthen overall co-ordination and development of language services in Swedish, such as in the fields of education, training and research, arts, and culture. This post is tasked with increasing awareness of the linguistic rights of Swedish speakers in the ministry and its administrative branches. According to the speakers, these positive steps indicate that the authorities have started to implement the measures proposed by the Strategy for the National Languages of Finland, to address the decline of the use of Swedish.

38. The demand for teachers continues to be high in compulsory and vocational education in Swedish, as well as in pre-schools in Southern Finland. Teacher training for pre-school education continues to be offered by the University of Helsinki/Helsingfors, and for other levels at the Åbo Akademi in Vaasa/Vasa.

39. According to the speakers, although the offer of teaching materials in Swedish has improved in recent years, the content about the history and culture of the Swedish speakers presents only the period after 1809.[25] The speakers believe that a lack of a more comprehensive overview of their history in Finland hampers mutual understanding and tolerance between speakers of different languages. Therefore, a revision of these materials based on consultation with the Swedish speakers is recommended.

40. The **Sami** language nests have proven to be a great success in pre-school level language education. The language nests have contributed to the revitalisation of Inari Sami by boosting the number of children using this language. According to the representatives of the Sami Parliament, the Sami Language Act does not specify the aim of the language nests. The general perception of the teachers and of the Ministry of Education and Culture is that language nests are for children who do not know the language yet, thus the goal of instruction is to train new speakers. Contrary to this view, many children already speaking Sami are enrolled into the language nests. Although municipalities receive financial incentives from the Sami Parliament based on the number of children attending the language nests, the capacities are still inadequate to also meet the needs of children who do not speak the language. Sami language nest activities are currently provided in 12 language nests: three in Inari Sami, seven in North Sami and two in Skolt Sami. Nine of the language nests are located in the Sami Homeland, three outside the Sami Homeland, in Sodankylä/Soađegilli, Rovaniemi and Oulu.

41. The separate funding provided for the language nests in Inari Sami, North Sami and Skolt Sami is granted by the Ministry of Education and Culture, in form of an annual appropriation to the Sami Parliament, which in turn distributes the funding to the municipalities operating language nests. The funding was €1,2 million in 2020, €1,4 million in 2021 and €1,520 million in 2022. According to the representatives of the Sami Parliament, this funding covers the best part of the operational costs of the language nests.

42. In the Sami Homeland, pre-school education in Inari Sami, North Sami and Skolt Sami is offered in the Inari/Aanaar/Aanar/Anár municipality. Due to the small number of Inari and Skolt Sami speakers, the municipality has taken over responsibility for organising the teaching. Both the recommendations of the Committee of Experts' last evaluation report and the Sami Parliament consider that teacher training must be further facilitated from the early age in order to preserve Inari Sami, North Sami and Skolt Sami. Consequently, the teacher training for early childhood education and care has been provided with a funding of just under €400 000 from the Ministry of Education and Culture, since 2020. In addition, in 2021 the Ministry granted to the University of Oulu an additional funding of €620 000 to boost the teacher training programme for pre-school education. This programme was started in co-operation with the Sami Education Institute to respond to the shortage of teachers.

43. The Sami school in Utsjoki/Ohcejohka and the Inari/Aanaar/Aanar/Anár school continue to provide teaching in Inari Sami, North Sami and Skolt Sami for six-year-olds to 15-year-old students. The school in Inari/Aanaar/Aanar/Anár operates at the seat of the Sami Parliament in a temporary but modern building, as the new school is under construction. 142 students receive Sami language education at some level, which is

[25] 1809 marks the end of Swedish rule over Finland.

70% of all the students enrolled in that school. The number of teaching hours in Sami is the highest in the youngest age groups, and is gradually decreased until the 7th grade, where students may choose between the continuation of their studies in Sami, or other optional subjects in Finnish. As few students make the choice to continue with the Sami language education, the candidates of potential teacher training are barely ensured. There is only one qualified teacher for Skolt Sami, and only a few for Inari Sami.

44. In order to address the shortage of teachers, teacher training in Inari Sami, North Sami and Skolt Sami was launched in 2018, with a funding of €750 000 by the Ministry of Education and Culture. Although the project, which is organised mainly by the University of Oulu, covers the training of early childhood education teachers, subject teachers are also involved in the training. Despite this training, the shortage of qualified teachers still exists, especially for Inari and Skolt Sami. In the case of North Sami, the pool of teachers is boosted by the training organised in Norway. Many Sami students from Finland attend these studies, due to the fact that the master's degree in teaching Sami from Norway is accepted in Finland and Sweden as well. The Sami Parliament plans to increase the number of language nests, and to meet the growing demand for primary education. However, the rather slow process of training of teachers does not allow the expansion of education.

45. As the scope of the Sami Language Act is limited to the territory of the Sami Homeland, the teaching and funding of Sami language education is based on different conditions in and outside the Sami Homeland. Only six children attended the Sami mother tongue language education in preschool in 2022 outside the Sami Homeland. Bilingual classes are offered in Helsinki/Helsingfors, Rovaniemi and Oulu, in form of day care education. The primary education is offered as a first or a second foreign language, for only two hours per week. In addition, these lessons are organised after regular school hours. In Helsinki/Helsingfors language courses are organised by the City-Sámit Association for non-speakers as well. In order to facilitate Sami language teaching outside the Sami Homeland, the Ministry of Education and Culture launched a pilot project on distance education in 2019. The project is managed by the municipality of Utsjoki/Ohcejohka and co-ordinated by the Sami Parliament. It offers supplementary online Sami language classes. The long-term plan is to establish a permanent distance education system to support Sami language education outside the Sami Homeland. According to the authorities, the online language classes are planned to focus on the presentation of Sami history and culture. The Sami language online classes are still considered as the primary form of teaching outside the Sami Homeland by the authorities, due to the limited availability of teachers and the small number of students. The Committee of Experts acknowledges the challenges of distance teaching for Sami students living outside the Sami Homeland and looks forward to receiving detailed information about the project in the next monitoring cycle.

46. According to the speakers, there is also a shortage of teaching materials, including digital resources, and children's films. Teaching materials in the Sami languages are developed by the Sami Parliament or by the teachers themselves, exclusively. The educational office of the Sami Parliament maintains and develops a website that provides information about the Sami history and culture for primary education.[26] The Sami Parliament also took part in the project of the University of Helsinki/Helsingfors called "Democracy and Human Rights", which produced teaching materials on the history and culture of the Sami. In addition, the Sami Parliament, in co-operation with the Youth Academy, launched the "*Kulttuurien Koulu"* (School of Cultures) project in 2021–2022 to provide teachers with free in-service training. The teaching materials produced in these projects by the Sami Parliament have not received a permanent funding. The Committee of Experts shares the view of the Sami Parliament that the development of teaching materials should receive a structured and sustainable support, and the materials should be made part of the general curricula.

47. Sami languages are taught at university level at the University of Oulu and at the universities of Helsinki/Helsingfors and Turku/Åbo. At the University of Oulu, both bachelor's and master's degree levels are offered in Inari Sami, North Sami and Skolt Sami. A one-year full-time Sami language course is available at the Sami Education Institute in Inari/Aanaar/Aanar/Anár.

48. **Karelian** is offered at the University of Eastern Finland since 2009. However, according to the speakers, this offer is not free of charge and consists of a language course only, without a teacher training component. In addition, the course is considered insufficient by the speakers for the improvement of language skills in Karelian. Language research projects conducted in co-operation with Russian researchers in the last monitoring cycles were discontinued in the current monitoring cycle. The association *Suojärven Pitäjäseura* keeps working on the codification of the Karelian Proper on its own initiative.

[26] www.oktavuohta.com

49. The funding of the **Romani** language nests was discontinued in 2015. According to the information received by the Committee of Experts, only one or two "language clubs" remained in Finland. These clubs offer only one or two hours of Romani for the preschool age group. In compulsory education, the number of pupils receiving Romani language teaching decreased further from 98 students in 2016, to about 20 students in 2022. The minimum number of students necessary to organise Romani language education was lowered from four to two, in 2010. The fact that Romani is not used in any area of public life partly explains the decrease in the number of pupils enrolled. Moreover, additional resources for Romani language teaching have been withdrawn from the National Board of Education.

50. As far as the teaching materials in Romani are concerned, the existing ones are considered insufficient and outdated by the Romani Language Board and the speakers. Some materials are developed by Roma activists and researchers, but due to the lack of funds for publishing, they are not used as teaching material. There is a complete absence of supplementary Romani language teaching materials or contemporary literature.

51. Launched provisionally in 2009, Romani Language and Culture studies have been offered at the University of Helsinki/Helsingfors, since 2012. According to the information received from the speakers, the graduates do not qualify as teachers of Romani. Romani language and culture can also be studied at the open university, but only a few students graduate. Consequently, the training of teachers in Finland is not ensured.

52. **Russian** as a mother tongue is offered for two hours per week in compulsory education in one school in Helsinki/Helsingfors, provided there are at least six students. Russian speakers are currently the largest group of foreign language speaking immigrants in Finland. Consequently, the demand for learning Russian exceeded the capacities for the teaching of Russian in Finland. There are difficulties in finding qualified Russian-speaking teachers. There is also a shortage of teaching materials. The teaching materials from the Russian Federation are outdated and the supply of the new teaching materials was discontinued in 2022.

53. **Tatar** is not taught in public education. The classes of Tatar language offered by the Finnish Islamic Congregation last 50 minutes per week, just as long as in the last monitoring cycle. Education is provided from the age of seven to 16. Approximately 30-40 students receive education in Tatar in different cities. Although the number of students is stagnating, the speakers' representatives feel that the survival of the language is not in danger. No new textbooks were developed in the last monitoring cycle. The funding of the production of the existing six textbooks and other teaching material, including vocabularies, is provided by the speakers' association entirely. The speakers plan to develop the existing digital teaching materials mainly, because that is the preferred platform of the young students for learning the language. Since 2017, a Tatar language exam has become compulsory to be able to join the congregation. As the only teacher of Tatar at university retired, there remain no teachers of Tatar at university level in Finland. The speakers propose that, in addition to finding a replacement teacher, a course on Tatar language and culture should be started at university level. A 600-page history book about the Tatars in Finland was finalised by the imam of the Congregation, but it has not been published. The speakers consider that a short summary of this work could be used in the general curricula to raise awareness about the Tatars.

54. The **Yiddish** language is not part of the general curriculum of the Jewish School in Helsinki/Helsingfors. Students learn Yiddish songs and the history of the language occasionally.

55. Speakers of all languages were of the same opinion during the on-the-spot visit, that the history and culture reflected by their languages were not adequately presented in mainstream education. The situation is particularly problematic in the case of the Russian language, although the state authorities are conducting campaigns against hate speech aggravated by the current political situation. Representatives of all languages protected by the Charter in Finland have prepared materials about their history and culture. However, those materials have not been published, mainly due to a lack of funding. The Committee of Experts asks the state authorities to consult with the representatives of each minority or regional language, in order to facilitate the publishing of these materials. Also, these materials offer a good basis for the revision of the insufficient or outdated teaching materials that are part of the national curriculum.

Use of the regional or minority languages by judicial authorities

56. The reform of the judicial administration reduced the number of district courts from 27 to 20, and the number of bilingual courts from eight to five. As a result of these mergers, there is no court in Finland where Swedish is the majority language, except for the Åland Islands. According to the Swedish Assembly of Finland, and contrary to the government proposal, the restructuring had a negative impact on the exercise of the linguistic rights of the Swedish speakers. The distances between the seats of the courts and the speakers'

residences have become greater, making it more difficult to recruit Swedish speaking staff. In the newly founded District Court of Ostrobothnia the language used in administration has become Finnish, instead of Swedish. The representatives of the Swedish Assembly of Finland informed the Committee of Experts that the reform of the judiciary restricted the offer of services in Swedish at the courts. The Committee of Experts considers that the Finnish authorities should assess the possible negative impact of the reform of the judicial administration on the use of Swedish, with a view to ensuring that it does not constitute an obstacle to the use of Swedish before judicial authorities. Speakers of Swedish should continue to have the possibility to use their language before courts located at a reasonable distance from their place of residence.

57. The number of Swedish-speaking judges is ensured, because the Faculty of Law of the University of Helsinki/Helsingfors in Vaasa/Vasa continues to provide a bilingual Finnish-Swedish master's programme. 38 students are admitted every year, with fixed quotas of 26 for Finnish speakers, and 12 for Swedish speakers. However, there is still a shortage of clerks and staff using Swedish.

58. Although the Sami Language Act prescribes the use of Sami languages in the Sami Homeland, very few speakers use Sami when addressing the District Court of Lapland. The general perception of the speakers is that, as the court administration has to cover the costs of translation, they receive better and faster legal service if they waive their linguistic rights, and use Finnish instead. The Sami Parliament has received a request for translation in a fishing case from the court in Utsjoki/Ohcejohka in the last monitoring cycle, but there were hardly any other requests. There are only a few judges using North Sami in the Sami Homeland. The offer of forms and other documents in the Sami languages is limited. Practical measures are needed to encourage the speakers to avail themselves of the possibility to use Inari Sami, North Sami and Skolt Sami before courts, and to facilitate such use.

Use of the regional or minority languages by administrative authorities

59. After the completion of the reform of the regional state administration, and with the establishment of regional language advisory boards in the last monitoring cycle, the modernisation of the administration continued with the introduction of the Digital and Population Data Services Agency on 1 January 2020. This new agency has taken over the responsibilities of the Population Register Centre, the Local Register Offices and the Development and Steering Unit for the Local Register Offices. According to the authorities, the focus was also on improving the linguistic rights and language climate of the Swedish and Sami speakers. This agency operates phone numbers and e-mail addresses in Swedish. The offer of administrative forms in state level administration has increased, and 32 local offices have been set up to cover the territory of Finland. Also, 21 new posts have been financed for officials who use Swedish. Additional positions are also planned in the future to widen the range of services in Swedish.

60. In order to provide a better service in Sami, the Sami Language Act (1086/2003) has been amended to ensure that the scope of application of the Digital and Population Data Services Agency covers the entire country, including the Sami Homeland. Previously, the right to use Sami in exchanges with the registry services only applied to the Local Register Office of Lapland. This new system enables a better access to officials using Sami. It also operates a phone line and an e-mail address for Sami speakers, which is an improvement because it facilitates the exchanges in Sami.

61. The Act on Emergency Alerts (466/2012) rules that all emergency alerts must be provided in Finnish and Swedish, and when they concern the Sami Homeland, in Inari Sami, North Sami and Skolt Sami. The authorities have taken measures to reduce the deficiencies in the provision of emergency alert messages in Swedish and Sami. The Emergency Response Integrated Common Authorities (ERICA) system introduced throughout the country in 2019, allows all Swedish-speaking emergency response centre operators in Finland to take the emergency calls in Swedish, thus reducing waiting time. According to the authorities, due to this new system, the waiting times for calls to be answered are equal in Finnish and in Swedish. Emergency call operators using Swedish are paid a language supplement. However, in the case of Inari Sami, North Sami and Skolt Sami, hardly any improvement was achieved, according to the speakers. The recruitment of operators using Sami is still insufficient, despite the financial incentive offered. In some cases, the topographical place names have different names in Sami and Finnish in Northern Finland, therefore it may be hard to locate the person who is asking for help in the area without sufficient knowledge of Sami language and culture. Moreover, the emergency alerts or the response to calls for emergency assistance are mainly available in North Sami. Although the authorities are financing language courses in Swedish and Sami, the training materials of the emergency operators is concentrated on the professional content, which is in most cases the same as the training of the operators using only the Finnish language.

62. The vocational education of rescue service members has slightly improved in recent years. More teaching materials have been translated into Swedish. Language courses are still not organised on a regular basis, though. According to the authorities, it is difficult to plan the availability of applicants willing to take Swedish language courses. Consequently, only four courses have been held since 1995 for rescue workers. However, the speakers would like to see more frequent courses and an increase in the use of Swedish as the language of instruction. The courses are organised not only for professional rescue services, but also for volunteers. Exams can be passed in Swedish, but the lecturers sometimes do not possess the necessary skills in Swedish. The Swedish Assembly of Finland confirmed during the on-the spot visit that they were consulted by the authorities during the implementation of the legislation in respect of the provision of Swedish.

63. The amendment to the Population Information System has not been realised in the last monitoring cycle.[27] The existing system stills allows the registration of only one mother tongue (*äidinkieli*). According to the speakers, members of their community who use their minority language besides Finnish, tend to register Finnish. This leads to a situation where the actual number of the speakers is higher than the number of those registered in this database, which is contrary to the principles of the Charter. The use of the script of Inari Sami, North Sami and Skolt Sami was introduced to the Population Information System, which makes it possible to register names in these languages.

64. According to the Swedish speakers, the legal framework and the successive government action plans offer a sufficient basis for the improvement in the use of Swedish, as one of the two national languages, at state level administration. However, as the widespread introduction of digital services has improved the access to services offered in administration in Finnish, the same services have remained less available in the Swedish language. The Swedish Assembly of Finland receives reports from Swedish speakers regularly about the lack or belated introduction of the same digital services in Swedish. At the local level, the provision of services in Swedish, Inari Sami, North Sami and Skolt Sami varies greatly. The representatives of Swedish, as well as Inari Sami, North Sami and Skolt Sami speakers agree that the lack of knowledge of the language rights, accompanied by insufficient funding, are the main problems. The level of the use of Swedish and Inari Sami, North Sami and Skolt Sami still correlates with the share of the speakers within the municipalities. Exchanges in Swedish are ensured the most in Raseborg/Raasepori, in the Uusimaa/Nyland region in Southern Finland. This region belongs to the most developed area of Finland. According to the speakers, services in Swedish are less available or non-existent in other parts of Finland.

65. The speakers confirm the findings of the Sami Barometer, conducted in 2020, in respect of the use of the Sami languages in administration. Utsjoki/Ohcejohka municipality, which has the largest population of Sami speakers, offers the best services in North Sami. The local government uses this language in its meetings with Finnish interpretation. Inari and especially Skolt Sami are almost non-existent in local administration. Due to a low level of awareness of the speakers and the shortage of funds, officials in local administration sometimes discourage speakers from using Sami. According to the representatives of the Sami Parliament, municipal authorities are not aware of their obligations under the Sami Language Act and use Finnish in their communication.

66. The National Police Board and the Police University College have set new targets in 2023, in order to boost the number of officers using Swedish or Sami in the police service. Language courses were launched within the police and by external language schools as well, with the aim to improve the service in these languages. Sami speakers sometimes prefer not to use Sami because the interpretation, which would be needed in the absence of Sami-speaking police officers, would slow down the process. Hence, a pilot project of Sami language education was organised in co-operation with the University of Lapland and the Lapland University of Applied Sciences to enhance the number of officers using Sami.

67. With the establishment of a national language services centre, a centralised structure of language management was set up in the National Bureau of Investigation. According to the authorities, this new management structure enables a better assessment of language needs. The centralised allocation of language services helps shortening the time needed for interpretation from Finnish and improving the offer of services in Swedish or Sami.

68. In order to improve Swedish language skills of civil servants working in the police administration, a voluntary public servant job rotation was recently introduced. Public servants taking part in job rotation are provided with the opportunity to take up fixed-term positions in bilingual or Swedish-speaking police departments. The aim of this measure is to strengthen language proficiency and to gain more understanding of features characteristic to Swedish-speaking areas. While these measures are all aimed at improving the

[27] The Population Information System serves as the register of the child's mother tongue on the basis the parents' declaration, and is used to estimate the number of speakers of a certain language and to plan the practical implementation of minority language rights.

use of Swedish and Sami, improvement in offering language services is yet to be seen, according to the speakers of Swedish, Inari Sami, North Sami and Skolt Sami.

69. Speakers of Swedish, Inari Sami, North Sami and Skolt Sami were of the opinion in the last monitoring cycle that, while the use of these languages in public services is prescribed by the legal framework with similar conditions as in the case of the administrative authorities, the practical implementation struggles to meet these conditions. According to the Language Barometer survey conducted in 2020 by the Ministry of Justice, speakers of Swedish are not satisfied with the Swedish-language services of some of the state-owned companies. The most problematic companies were: *Posti Group Oy, Finavia* and *VR-Yhtymä Oy,/VR-Group Ab*, the state railway company. However, *Metsähallitus*, a large state-owned company, can be contacted in Swedish and in Inari Sami, North Sami and Skolt Sami. The local offices of *Posti Group Oy*, the national postal services company, offer some services in Sami. However, due to the limited information available, it is difficult to assess the actual use of Inari Sami, North Sami and Skolt Sami in the exchanges with their customers. Insufficient recording of the requests of the customers for the use of Swedish and Sami seems to be a general problem in respect of the public service providers, according to the authorities.

70. The Committee of Experts was informed by the Swedish and the Inari Sami, North Sami and Skolt Sami speakers that more bilingual place names have been put on display since the last monitoring visit. It is commendable that the merger of counties and municipalities did not have a negative impact on the number of bilingual place names. Although it is within the competences of the municipalities to decide on this matter, the policy followed by the majority of the municipalities is that bilingual place names remain, even if the number or share of speakers is lower in the new administrative unit than in the administrative units before their merger. Bilingual place names are even put on display in municipalities based on a voluntary decision of the local authorities. In line with this policy, the cities of Lohja/Lojo and Närpiö/Närpes were declared bilingual by the voluntary decisions taken by their respective councils.

Use of the regional or minority languages in the media

71. The legal basis for the funding of printed and online media is still regulated by the Government Decree on Press Subsidies (538/2011). According to this decree, it is possible to grant subsidies for the production and publication of newspapers, which are issued at least once a week, in Karelian, Romani, Sami and Swedish, and for news services in these languages. This project-based system has a budget of €500 000 per year, which is the same as the amount granted since 2008, and applies to all minority languages combined. Sami speakers consider the application process bureaucratic and too time consuming. It is not suitable for small languages, because the minority language media is excluded from the funding below a certain number of readers. That was the reason why the Inari Sami newspaper had to abandon its printed version and had to go online only. According to the speakers of the other minority languages, this project-based funding is suitable only for the Swedish speakers. This opinion is supported by the fact that only the Swedish speakers applied for funding under these conditions in 2022. There is no specific training for journalists in Finland to use any regional or minority language, except for Swedish in Vaasa/Vasa.

72. The situation of print media in the Swedish language remains positive. The same 13 newspapers are printed as in the last monitoring cycle, although some of them are issued less frequently. However, the online versions of the print media exist, with a substantial amount of content which is updated regularly.

73. The Swedish speakers confirmed that the television channel using Swedish language exclusively was discontinued in April 2017. There has been no public television channel using Swedish only since then. Although Finland continues to fulfil the undertaking to provide TV programmes in Swedish, the Committee of Experts regrets that there is no longer a Finnish TV channel broadcasting exclusively in Swedish. This raises questions from the perspective of the Charter, which expects that the situation of protected minority languages does not deteriorate at the least. The public broadcaster *Yle* broadcasts Swedish language programs called *Svenska Yle*, but with less content than in the previous monitoring cycle. A new television show called *"Livet – berättelser från Svenskfinland"*, introducing the everyday life of Swedish-speaking people from across Finland, is broadcast by *Yle. Yle Fem*, the television channel broadcasting programmes in Swedish, is also popular, as is the radio station *Yle Vega*. A wide range of content in Swedish is available on *Yle Areena*, as well as on other digital platforms, which are preferred by the younger speakers. *SVT*, the public television channel from Sweden, can only be watched via satellite receivers or online.

74. According to the representatives of the Sami Parliament, the budget of *Yle Sápmi* has not been increased in the past 20 years. *Yle Sápmi* is granted the same subsidies as any other regional radio station, plus a small allocation for children's programmes. The lack of funding hampers the production of new material. *Yle Sápmi* radio station, which broadcasts from Inari/Aanaar/Aanar/Anár, has regularly updated content on its

website. *Yle* dubs some television programs in Sami, along with the Sami Parliament, which also has such capacity. The production of new programmes for children is in the focus, and they are produced in Inari Sami, North Sami and Skolt Sami. Some famous animated films were dubbed into the Sami languages in order to raise awareness of these languages among the children learning Sami. According to the speakers, online content produced in Norway and Sweden is also popular among their speakers. *Unna Junná*, the weekly 15-minute children's television programme can be received in Finland and in Sweden. It features Inari Sami, North Sami and Skolt Sami in five-minute sections within each episode. "*Sohkaršohkka",* the radio programme for young adults, that was started as a pilot programme by *Yle*, has become regular, with new episodes available online. *Yle* also produces its own news broadcast, *Yle Ođđasat*, which uses Inari Sami, North Sami and Skolt Sami. According to the speakers, regularly updated news programmes covering important aspects of everyday life of the Sami would be needed to further raise awareness of their languages and culture in Finland. Their opinion is supported by the fact that the Finnish dubbed version of the *Ođđasat* program has 200 000 viewers regularly, which is a much higher number than the number of the Sami speakers living in Finland.

75. Karelian is used by *Yle* on the internet. The weekly 15-minute radio programme about the Roma, five minutes of which are in Romani, continues to be broadcast by *Yle*. Romani is absent from public television in Finland, despite the obligation by law that prescribes the provision of programmes also in Romani. [28] The presence of Russian in the media has declined since 2022. While the five-minute television news programme on *Yle* and the related news webpage are still broadcast, the online magazine *"Spektr"* is no longer active. Whereas some online news portals are still available, such as "*Novosti Helsinki", "Russian.fi"*, the Russian version *Infopankki.fi* is no longer active. Yiddish is absent from media in Finland.

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

76. Funding of cultural activities and events using minority languages is organised through the Ministry of Education and Culture. The funds are granted through the same project-based procedures as for other cultural projects not related to minority languages. This system is not structured; therefore it is more difficult for the speakers to plan long-term programmes or the re-run of the shorter programmes. The requirements of administrative procedures are sometimes so challenging that minority language organisations with modest human resources can hardly manage to meet them. The government funds for arts and culture are available to the minority language speakers on the same terms as they are to the majority language projects. However, extraordinary funds are granted upon requests of organisations of the speakers, as a supplement to the grants already ensured.

77. The Swedish Cultural Foundation was established in 1908. It finances the cultural events of the Swedish speakers on its own initiatives and decision. Its budget consists of private donations exclusively, without any financial support from the Finnish central budget. In order to receive grants from this foundation, Swedish elements of the project, such as the language, culture or history, must be highlighted. Besides the five standing theatres that stage theatrical plays in Swedish, the Cultural Foundation also finances about 80 small amateur groups. These theatrical groups present works in Swedish, especially for children who live outside Helsinki/Helsingfors. The Cultural Foundation also encourages municipalities to co-fund projects that promote Swedish art and culture and maintains good relations with the Swedish embassy in Helsinki/Helsingfors. One of the problems it faces is that some of its members tend to relocate to Sweden, which leads to a lowering of the human and financial resources of the Swedish speakers.

78. The financial support for cultural activities is allocated by the state authorities to the Sami Parliament, which is responsible for the distribution of the grants. In recent years, the Sami Parliament has funded and organised a music festival and a film festival presenting Sami languages and culture. It also maintains and develops a Sami museum in Inari/Aanaar/Aanar/Anár. The collection of the Sami library in Rovaniemi is also maintained under this scheme.

79. The Inari Language Association published seven new books in Inari Sami in recent years. The online news portal in Inari Sami *Anarâš aavis* was launched in 2023. The association plans to publish at least five to six books annually. These would be partly new works, partly foreign translations to Inari, to offer more reading materials for the new generation of speakers. Some funding was received from the Finnish Cultural Foundation for translation only, but further support is needed for publishing.

80. In the period 2018–2022, the Ministry of Education and Culture supported the *Dihtosis* project in which information about the Sami and their culture was presented to school children. The project was implemented by the Sami Youth Council. The ministry also continues to support the cultural activities organised by the

[28] Para 7 of the Act on Broadcasting (19.8.2005/635).

Finnish Sami Youth Association (*Suoma Sámi Nuorat*), and the Young Sami Art Event that presents the culture of the Sami youth as expressed in the arts.

81. The Karelian Cultural Association finances the publishing of books in Karelian. The Karelian Youth Organisation does not receive financial support from the state authorities. They distribute the donations received by their supporter to promote Karelian culture. Another Karelian organisation, *Suojärven Pitäjäseura*, issues the Finnish-Karelian bilingual cultural magazine "*Oma Suojärvi"*.

82. Speakers of Romani informed the Committee of Experts that it is difficult for their organisations to comply with the administrative conditions of the government funding schemes for cultural activities. In respect of their own community, they are concerned that there are only few writers using Romani and few artists promoting art of the Roma living in Finland. The speakers expressed their concerns that, despite their 500-year presence in Finland, there is no Roma cultural centre or library with a collection of books in Romani. In their view, these institutions would be necessary for raising awareness of the Roma and to offer a place where Romani speakers could use their language or receive support for the development of their language skills.

83. The representative of the Finland's Association of Russian-speaking Organizations (FARO), a foundation that promotes the culture of the Russian-speaking population of Finland, informed the Committee of Experts that the political tensions rising between Finland and the Russian Federation had a negative impact on the cultural events of the Russian speakers. According to the representative of FARO, the association has not been able to organise any significant cultural events in the last three years due to the discontinuation of funds. The cultural exchanges with artists and cultural associations from the Russian Federation were stopped, as travel had become difficult between the Russian Federation and Finland in the past two years.

84. Theatre plays in Tatar are presented occasionally by the Finnish Islamic Congregation. Yiddish is used in the songs performed by the Jewish choir occasionally, and in the plays of the Jewish amateur theatre group. There is no information on any grants given to support these cultural activities.

Use of the regional or minority languages in economic and social life

85. In the previous monitoring round the Committee of Ministers recommended Finland to take **"further measures to ensure the accessibility of social and health care in Swedish and in the Sami languages."**[29] The Act on Organising Healthcare and Social Welfare Services (612/2021) and the Act on Wellbeing Services Counties (611/2021) introduced some changes that are aimed at improving the use of Swedish and the Sami languages in respect of the social and health services. The new wellbeing services counties, established on 1 January 2023, are tasked with the provision of the social and health services, including provision of these services in Swedish and the Sami languages. The new regulations ensure that social and health services must be provided in Swedish in bilingual municipalities belonging to their respective wellbeing services counties. This system does not differ much from the previous territorial application of the Swedish language. However, in the case of the Sami languages, these services are to be provided in the Sami Homeland first and foremost. In case the health or social service cannot be provided on the territory of the Sami Homeland, Sami languages can be used in the designated service providers of the newly established Lapland Wellbeing Services County, which covers a larger area than the Sami Homeland. In case of Sami, these amendments offer a basis for a wider use of these languages than in the previous monitoring cycle. As the wellbeing services counties started their operations as of 1 January 2023, it is difficult to assess the impact they may have on ensuring the minority language rights. The following assessment relates to a transitional period in the provision of social and health services in Swedish and Inari Sami, North Sami and Skolt Sami.

86. The committees or advisory boards tasked with the supervision of the quality of the services provided in Swedish and Sami were replaced with the language boards of the wellbeing services counties. Their members are elected only from the Swedish or the Sami speakers residing in the respective wellbeing services county. These boards are tasked with the exercise of the language rights and the assessment of the needs for health and social services in Swedish and Sami. The boards must provide the executives of the wellbeing services counties with an annual report on the provision of services in Swedish or Sami. The wellbeing services county of West Uusimaa/Nyland is responsible for the development of Swedish-language healthcare and social welfare services for the entire country.

87. According to the Swedish Assembly of Finland, which was consulted during the drafting of the reform, it is too early to assess if the language boards will ensure the improvement of the use of Swedish, or they remain consultative bodies. Based on their previous consultation with the authorities, they feel that the assessment of the impact that the reform of the health sector may have on linguistic rights has not been fully

[29] Recommendation No. 2 - CM/RecChl (2018)5.

taken into account. Based on the experience of the rather short operation of the wellbeing services counties, some structural problems still exist. Due to a lack of Swedish speaking staff, Swedish speakers are not encouraged to use their mother tongue, especially in bilingual municipalities with a small number of Swedish speakers. Speakers still tend to choose Finnish if they consider they would get a poorer service in Swedish.

88. In order to ensure the training of new personnel and to improve the language service in Swedish and the Sami languages, the Ministry of Education and Culture issues licences for the training providers. Under these licenses the providers organise vocational education and training leading to the vocational qualification in social and health care. Five of these providers are authorised to provide vocational education and training in Swedish, in the regions of Uusimaa/Nyland *(*Helsinki/Helsingfors, Espoo/Esbo, Raseborg/Raasepori) and Ostrobothnia (Kronoby/Kruunupyy,Jakobstad/ Pietarsaari, Vaasa/Vasa, Vörå/Vöyri).

89. As of 2023, the Lapland Wellbeing Services County has taken over the duty of offering social welfare and healthcare services for the Sami Homeland municipalities. An annual discretionary government grant is awarded by the Ministry of Social Affairs through the Sami Parliament for supporting the use of Sami language services, particularly in the field of elderly care. The annual grant for 2023 is €562 000, which is still lower than the €600 000 per year granted between 2004 and 2012.

90. According to SámiSoster[30], wellbeing services counties are not obliged under the Act on Organising Healthcare and Social Welfare Services to maintain or develop Sami language services on their territory. Hence, there may be a collision with this Act and the Sami Language Act, which prescribes the exercise of the linguistic rights of the Sami. In the view of SámiSoster, according to the Sami Language Act, a health or social service should be provided by a Sami speaking professional, while the Act on Organising Healthcare and Social Welfare Services ensures that interpretation in Sami must be provided only if a health or social service professional is not available. The use of an interpreter to help a Finnish speaking health or social sector professional can lead to unpleasant situations, when sensitive and personal matters are discussed. In order to avoid such situations, Sami patients prefer to waive their right to use Sami. Therefore, the Committee of Experts asks the state authorities to clarify the situation and report on the matter in their next periodical report.

91. Vocational education and training in Sami in the field of social and health care has one licensed provider, the Sami Education Institute in Inari/Aanaar/Aanar/Anár. The Institute is subject to separate legislation[31] and receives separate funding. This Institute trains professionals to be employed mainly in Lapland, but has a licence to train professionals using Sami for the entire territory of Finland, except for the Åland Islands. The Ministry of Education and Culture has allocated €1 million for the projects of the University of Oulu and the Lapland University of Applied Sciences to train Sami-speaking health and social services personnel, with the aim of improving their knowledge of Sami culture required in health and social services. The project is a response to the deficiencies of the health and social sector raised in government reports and is also based on the complaints of Sami speakers. The trainings face similar problems as in the administrative and police and the emergency response sector. Namely, the training focuses on the professional content which is sometimes available only in Finnish, and the professionals have to undergo additional language trainings in Swedish or the Sami languages.

92. Provision of health and social services in Inari Sami, North Sami and Skolt Sami has remained problematic due to large distances between the settlements of the Sami speakers and the lack of trained professionals. In addition, the lack of awareness of the service providers' obligations under the Sami Language Act remains a problem. There is a particular shortage of Sami-speaking employees in general practitioner services, paediatric clinics, school healthcare, in-patient wards, drug abuse and mental health services and institutional and sheltered housing services for elderly people. Despite the lack of staff, the best services are available in North Sami in Utsjoki/Ohcejohka and Enontekiö/Eanodat municipalities. Services in Inari and Skolt Sami are much less available.

93. Apart from a sporadic use of Swedish in the Helsinki/Helsingfors area, no specific information on the use of the minority languages in economic life was received by the Committee of Experts.

Use of the regional or minority languages in transfrontier exchanges

94. Finland, Sweden and Norway have a long tradition of co-operation in many fields relevant in the protection of national minority or regional languages. The universities offer qualifications that are mutually

[30] A registered association which promotes rights of the Sami within social and health services.
[31] Act on Vocational Education and Training (531/2017) and the Act on Compulsory Education (1214/2020).

accepted in these states parties. Therefore, the co-operation of these universities is important for teacher training and the development of teaching materials.

95. The *Giellagáldu* language planning body was co-funded initially by the EU and Norway, Finland and Sweden. Funding and maintaining the project was taken over in 2019 by the three Nordic countries, thus making the project permanent. This cross-border co-operation is considered essential for the revitalisation and the development of the Sami languages. According to the speakers, North Sami, which has the most speakers in the three Nordic countries, has begun to develop differently. Therefore, this project is important for maintaining the standards of this language. The linguistic research of the *Giellagáldu* is also important for the revitalisation of Inari and Skolt Sami.

96. Cross-border co-operation in the field of culture has been discontinued in respect of Russian with the Russian Federation. The youth exchanges organised by the Nordic Council no longer apply to the Russian speakers. The Committee of Experts does not have information on how cross border co-operation with other countries where Russian is spoken is promoted. This situation has also a negative effects on the cultural and educational activities and the research projects that were organised with the Russian Federation to the benefit of Karelian.

97. The Finnish Islamic Congregation is a member of the World Congress of Tatars. The exchanges with Tatarstan in the Russian Federation have become problematic in the last few years. However, teaching materials and literature in Tatar language were acquired from Türkiye, instead of the Russian Federation, in the last monitoring cycle.

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

Inari Sami – Part II language and Part III language

98. The revitalisation of Inari Sami has proven to be a success, and it has encouraged a number of children to speak this language. The number of speakers of all age groups has risen to about 300 during the last monitoring cycle. The three language nests and one-day care centre using Inari Sami, which operate in the municipality of Inari/Aanaar/Aanar/Anár, has had an important role in this process. The number of students taught in Inari Sami at the primary school in Inari/Aanaar/Aanar/Anár is slowly increasing, both in the form of mother tongue instruction and as a foreign language taught for two hours per week. However, as there are only a few qualified teachers of Inari Sami in primary education at present, the lack of qualified teachers remains a problem. In upper secondary education, Inari Sami is taught for two hours per week as a mother tongue or as a foreign language. Both can be taken as matriculation examinations. There is still a shortage of teaching materials but, due to the support of the Sami Parliament, the situation is likely to improve in the future. The Sami Education Institute organises training programmes in Inari Sami. Bachelor's and master's level studies in Inari Sami can be completed at the University of Oulu. The use of Inari Sami before judicial and administrative authorities and in the health and social services remains limited. Inari Sami is present in radio and television programmes at the same level as before, but the offer of content on social media has improved. Two magazines (*Anarâš*, *Loostâš*) are published in Inari Sami. Seven new books in Inari Sami have been published in recent years. The Committee of Experts asks the authorities to provide information on cultural activities promoting Inari Sami taking place outside the area where the language is traditionally used.

Karelian – Part II language

99. A specific reference to Karelian still remains absent from the Constitution of Finland and from the legal framework. In the view of the speakers met during the on-the-spot visit, this absence hampers the right to maintain and develop their own language and culture. Due to the fact that around 40 students participate in the Karelian language courses at the University of Eastern Finland annually, these courses are made available at the Open University as well. The University of Eastern Finland has continued its implementation of the Karelian language revitalisation programme that was adopted in 2017. The modest funding does not facilitate the completion of the revitalisation programme.

North Sami – Part II language and Part III language

100. North Sami is the most widely spoken Sami language in Finland, Sweden and Norway. Education in North Sami is organised inside and outside the Sami Homeland, including at pre-school level. There are waiting lists for places in the language nests. The demand for places in compulsory education in North Sami has remained steady, both in the form of mother tongue instruction and as a foreign language. Bilingual classes are offered in Helsinki/Helsingfors, Rovaniemi and Oulu, in the form of day-care education. Lessons in North Sami are organised after regular school hours. In Helsinki/Helsingfors, language courses are organised by the City-Sámit Association for non-speakers as well. As the number of students is lower in upper primary and in secondary education, the General Upper Secondary School in Utsjoki/Ohcejohka is the only one that provides

teaching in North Sami. North Sami is offered by a few secondary schools in the Sami Homeland as a foreign language. At the Giellagas Institute at the University of Oulu, bachelor's and master's level studies of North Sami are offered. The University of Applied Sciences in Kautokeino/Guovdageaidnu, Norway, offers teacher training in North Sami and also a master's degree. This qualification enables graduates to teach also in Sweden and Finland. North Sami is used in debates in the local council of the municipality of Utsjoki/Ohcejohka and interpretation is ensured in the Inari/Aanaar/Aanar/Anár municipality. The use of North Sami before the judicial and administrative authorities remains limited. The police and emergency services have made efforts to expend the services offered in North Sami, but the training and recruitment of officials using this language remains slow. North Sami is the most widely used Sami language in the media.

Romani – Part II language

101. The situation of Romani has deteriorated further, to the point where this language may be considered seriously endangered. As students learning Romani may be subject to discrimination by their fellow students, and with the adult speakers not willing to use their language in public, the presence of Romani is hardly detectable in public exchanges. With the discontinuation of the language nests, the voluntary "language clubs" offer lessons in Romani for only two hours a week. The number of children learning Romani is also declining in primary education, despite the lowered threshold (two students) necessary to start teaching Romani at school. There is a lack of teaching materials and teachers at all levels. Although Romani language and culture can be studied at the University of Helsinki/Helsingfors and at the Open University, only a few students graduate. Therefore, the training of teachers is not ensured. Apart from a weekly 15-minute radio programme about the Roma, five minutes of which are in Romani only, this language is not present in the media. The lack of new writers and artists prevents the expansion of the offer of contemporary literature in Romani and works of art promoting Roma culture. As Romani is used less frequently in public exchanges, its vocabulary also fails to develop. There is cross-border co-operation in the field of education or research projects.

Russian – Part II language

102. The situation of Russian has deteriorated in the last monitoring cycle due to political tensions with the Russian Federation. The speakers may be subject to discrimination and hate speech, despite the awareness raising efforts of the state authorities. Almost every form of co-operation and financial support conducted with the Russian Federation previously was stopped, which has further restricted the use of Russian in Finland, according to representatives of the Finnish Association of Russian-Speaking Organisations (FARO). The results achieved in the fields of education, cultural activities and in the use of Russian in the public sphere have been jeopardised by these political tensions and the ensuing deterioration of the language climate. It has become difficult to enrol six students necessary to organise teaching Russian in compulsory education in such conditions. In order to reach this number, pupils from different age groups are sometimes enrolled in the same classes. The classes are often organised outside the regular school hours. Due to the situation described, parents have become reluctant to choose education in Russian for their children. There is a serious shortage of qualified Russian-speaking teachers and teaching materials. The supply of both seems to be discontinued. With the exception of a five-minute news programme broadcast by *Yle* and some online portals, Russian is missing from the media. Due to the tensions described, FARO has not been able to organise any cultural events since 2020.

Skolt Sami – Part II language and Part III language

103. Skolt Sami remains an endangered language, which needs a similar revitalisation process as the one successfully conducted for Inari Sami in order to survive. There are two Skolt Sami language nests in the municipality of Inari/Aanaar/Aanar/Anár, where teaching Skolt Sami as a foreign language is also organised. There is only one qualified teacher of Skolt Sami in primary education at present. Mother tongue examination in Skolt Sami can be taken as part of the matriculation exam at the end of upper secondary general education. Skolt Sami can be studied as a major at the Giellagas Institute of the University of Oulu. Teaching materials in Skolt Sami are still lacking or are produced by the teachers themselves. There is no use of Skolt Sami in exchanges with the judicial and very little use in the field of administration. The provision of health and social services in Skolt Sami is insufficient. The presence of Skolt Sami in the media has not improved. The television news programme *Yle Ođđasat* and the children's programme *Unna Junná* are regularly broadcast in Skolt Sami, but with less broadcast time than in the previous monitoring cycle. There are only a few cultural activities organised, mostly due to a shortage of financial and human resources. A new cultural centre is planned in *Sevettijärvi/Če'veŧjäu'rr* by the speakers. Skolt Sami is the most marginalised of the three Sami languages traditionally present in Finland. According to all Sami speakers, Skolt Sami speakers are the most likely to face discrimination.

Swedish – Part II and Part III language

104. According to representatives of the speakers, the situation of the Swedish language can be described as *de jure* one of the two national languages and *de facto* a minority language. Although the legal framework acknowledges Swedish as one of the two national languages, in practice its situation shows the characteristics

of a minority language. The successive governments adopted action plans and increased funding in the framework of the Strategy for the National Languages of Finland. However, the use of Swedish in public exchanges has yet to improve and meet the conditions described in the legal framework. Education in Swedish is available at all levels. Some bilingual municipalities have problems in organising education in Swedish, and the number of students learning Swedish in vocational education is insufficient to meet the demands of the labour market. The government strategies that are aimed at improving education in Swedish at all levels have yet to deliver results. The availability of qualified teachers has improved for compulsory, subject-specific and vocational education, but demand still remains high. There is a lack of qualified Swedish-speaking teachers for pre-school education, especially in Southern Finland. One of the reasons is that teachers of Swedish find employment in Sweden easily. The use of Swedish by the judicial and administrative authorities and the provision of health and social services in Swedish largely depends on the share of the speakers living within a municipality. The promotion and introduction of more digital services improves the use of Swedish in the public sector, because the services in Swedish can be provided where it is needed the most. However, where digital services cannot replace human interaction, the provision of services in Swedish is stagnating, at best. This situation is also detectable between the slight improvement of the level of digital services offered by the police and emergency services, and a stagnation in the level of Swedish in face-to-face exchanges. The territorial restructuring of the judiciary and the introduction of well-being services counties in the social and health sector have raised concerns that the linguistic rights of the Swedish speakers may be endangered. As these reforms have been put into practice recently, it is difficult to detect their impact on the use of Swedish in these sectors. However, as the state authorities were advised to raise the awareness of the Swedish speakers in the previous monitoring cycle, it is even more important to do so during the introduction of such reforms, particularly in local administration. Swedish is present in electronic and print media at the same level as in the previous monitoring round. Some newspapers have reduced the number of their issues and focus more on the production of their digital content. Cultural events are mainly financed by the Swedish Cultural Foundation and Swedish NGOs, but subsidies are provided by the state authorities as well. Cross-border co-operation between Finland and Sweden remains strong in various fields of public life.

Tatar – Part II language

105. Tatar is taught once a week for 50 minutes to students from seven to 16 years of age. Due to the political tensions with the Russian Federation, less teaching materials are acquired from Tatarstan, and the focus has turned to acquiring teaching materials from Türkiye. A Tatar language test is mandatory in order to become a member of the Finnish Islamic Congregation. According to the representatives of the congregation, the number of students is steady each year. The number of speakers has not dwindled in the last few years either, partly due to the marriages with Tatar-speaking spouses from Tatarstan. The congregation continues to support the development of digital language teaching materials and supports the staging of theatre plays using Tatar. The congregation maintains the policy of keeping low profile in the Finnish society. They do not require state funds for their activities. The Committee of Experts has recommended during the on-the-spot visit that, in order to increase the offer of content in Tatar on social media and other digital platforms, this position should be revised. A consultation about the acceptance of funds is in line with the obligations of the state authorities in respect of minority languages protected under Part II of the Charter. An increased budget would offer more digital content, which is an important tool for the development of the language skills of children and young speakers. The congregation has regular co-operation with Tatarstan and Türkiye and is a member of the World Congress of Tatars.

Yiddish – Part II language

106. Yiddish is in a very fragile situation and risks disappearing in Finland. According to the periodical report, there are about 100 Yiddish speakers, while some 20 people speak this language as their mother tongue. In 2022, only one person has declared Yiddish as mother tongue in the population data.[32] Yiddish language, culture and history are almost absent from mainstream education and the media. Speakers of Yiddish are invisible in Finland.

[32] https://pxweb2.stat.fi/PxWeb/pxweb/en/StatFin/StatFin__vaerak/statfin_vaerak_pxt_11rl.px/table/tableViewLayout1/

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

2.1 Inari Sami

2.1.1 Compliance of Finland with its undertakings under the European Charter for Regional or Minority Languages concerning the protection and promotion of Inari Sami

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

Article	Undertakings of Finland concerning Inari Sami[33]	The Committee of Experts considers the undertaking*: fulfilled	partly fulfilled	formally fulfilled	not fulfilled	no conclusion
Part II of the Charter (Undertakings which the state must apply to all regional or minority languages within its territory)						
Art. 7 – Objectives and principles						
7.1.a	recognition of Inari Sami as an expression of cultural wealth	=				
7.1.b	ensure that existing or new administrative divisions do not constitute an obstacle to the promotion of Inari Sami	=				
7.1.c	resolute action to promote Inari Sami	=				
7.1.d	facilitation and/or encouragement of the use of Inari Sami, in speech and writing, in public life (education, judicial authorities, administrative authorities and public services, media, cultural activities and facilities, economic and social life, transfrontier exchanges) and private life		=			
7.1.e	• maintenance and development of links, in the fields covered by this Charter, between groups in the state using Inari Sami • establishment of cultural relations with other linguistic groups	=				
7.1.f	provision of forms and means for the teaching and study of Inari Sami at all appropriate stages		=			
7.1.g	provision of facilities enabling (also adult) non-speakers of Inari Sami to learn it	=				
7.1.h	promotion of study and research on Inari Sami at universities or equivalent institutions	=				
7.1.i	promotion of transnational exchanges, in the fields covered by this Charter, for the benefit of Inari Sami	=				
7.2	eliminate any unjustified distinction, exclusion, restriction or preference relating to the use of Inari Sami	=				
7.3	• promote mutual understanding between all the linguistic groups of the country • promote the inclusion of respect, understanding and tolerance in relation to Inari Sami among the objectives of education and training • encourage the mass media to include respect, understanding and tolerance in relation to Inari Sami among their objectives		=			
7.4	• take into consideration the needs and wishes expressed by the group which uses Inari Sami • establish a body for the purpose of advising the authorities on all matters pertaining to Inari Sami	=				
Part III of the Charter (Additional undertakings chosen by the state for specific languages)						
Art. 8 – Education						
8.1.ai	make available pre-school education in Inari Sami		=			
8.1.bi	make available primary education in Inari Sami		=			
8.1.ci	make available secondary education in Inari Sami		=			
8.1.dii	make available a substantial part of technical and vocational education in Inari Sami	=				
8.1.eii	provide facilities for the study of Inari Sami as a university and higher education subject	=				
8.1.fii	offer Inari Sami as a subject of adult and continuing education	=				
8.1.g	ensure the teaching of the history and the culture which is reflected by Inari Sami		=			
8.1.h	provide the basic and further training of the teachers teaching (in) Inari Sami		=			
8.1.i	set up a supervisory body responsible for monitoring the progress achieved in the teaching of Inari Sami and for drawing up public periodic reports of its findings		=			
8.2	in territories other than those in which Inari Sami is traditionally used, allow, encourage or provide teaching in or of Inari Sami at all the appropriate stages of education					=

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

	The Committee of Experts considers the undertaking*:					
Article	**Undertakings of Finland concerning Inari Sami**[33]	**fulfilled**	**partly fulfilled**	**formally fulfilled**	**not fulfilled**	**no conclusion**
Art. 9 – Judicial authorities						
9.1.aii	guarantee the accused the right to use Inari Sami in criminal proceedings, if necessary by the use of interpreters and translations involving no extra expense for the persons concerned			↗		
9.1.aiii	provide that requests and evidence, whether written or oral, shall not be considered inadmissible in criminal proceedings solely because they are formulated in Inari Sami, if necessary by the use of interpreters and translations involving no extra expense for the persons concerned			↙		
9.1.aiv	produce, on request, documents connected with criminal legal proceedings in Inari Sami, if necessary by the use of interpreters and translations involving no extra expense for the persons concerned			↙		
9.1.bii	allow, whenever a litigant has to appear in person before a court, that he or she may use Inari Sami in civil proceedings without thereby incurring additional expense, if necessary by the use of interpreters and translations			↗		
9.1.biii	allow documents and evidence to be produced in Inari Sami in civil proceedings, if necessary by the use of interpreters and translations			↙		
9.1.cii	allow, whenever a litigant has to appear in person before a court, that he or she may use Inari Sami in proceedings concerning administrative matters without thereby incurring additional expense, if necessary by the use of interpreters and translations			↗		
9.1.ciii	allow documents and evidence to be produced in Inari Sami in proceedings concerning administrative matters, if necessary by the use of interpreters and translations			↙		
9.1.d	with regard to the conduct of civil and/or administrative proceedings in Inari Sami and the related use of documents and evidence in Inari Sami, ensure that the use of interpreters and translations does not involve extra expense for the persons concerned	=				
9.2.a	not to deny the validity of legal documents solely because they are drafted in Inari Sami	=				
9.3	make available in Inari Sami the most important national statutory texts and those relating particularly to users of Inari Sami	=				
Art. 10 – Administrative authorities and public services						
10.1.aiii	ensure that users of Inari Sami may submit oral or written applications to local branches of the national authorities and receive a reply in Inari Sami					=
10.1.b	make available widely used national administrative texts and forms in Inari Sami or in bilingual versions				=	
10.1.c	allow the national authorities to draft documents in Inari Sami	=				
10.2.a	use of Inari Sami within the framework of the regional or local authority				↙	
10.2.b	possibility for users of Inari Sami to submit oral or written applications in Inari Sami to the regional or local authority		↙			
10.2.c	publication by regional authorities of their official documents also in Inari Sami		↙			
10.2.d	publication by local authorities of their official documents also in Inari Sami		↙			
10.2.e	use by regional authorities of Inari Sami in debates in their assemblies		↙			
10.2.f	use by local authorities of Inari Sami in debates in their assemblies				=	
10.2.g	use or adoption, if necessary in conjunction with the name in the official language, of place names in Inari Sami	=				
10.3.b	allow users of Inari Sami to submit a request to and receive a reply from public service providers in Inari Sami		=			
10.4.a	translation or interpretation				=	
10.4.b	recruitment and training of officials and public service employees speaking Inari Sami		=			
10.5	allow the use or adoption of family names in Inari Sami	↗				
Art. 11 – Media						
11.1.aiii	make provision so that public broadcasters offer radio and television programmes in Inari Sami	=				
11.1.bi	encourage and/or facilitate the creation of at least one private radio station in Inari Sami		=			
11.1.cii	encourage and/or facilitate the broadcasting of private television programmes in Inari Sami on a regular basis		=			
11.1.d	encourage and/or facilitate the production and distribution of audio and audiovisual works in Inari Sami	=				
11.1.ei	encourage and/or facilitate the creation and/or maintenance of at least one weekly or daily newspaper in Inari Sami					↙
11.1.fii	apply existing measures for financial assistance also to audiovisual productions in Inari Sami	=				
11.2	• guarantee freedom of direct reception of radio and television broadcasts from neighbouring countries in Inari Sami	=				

Article	Undertakings of Finland concerning Inari Sami[33]	The Committee of Experts considers the undertaking*: fulfilled	partly fulfilled	formally fulfilled	not fulfilled	no conclusion
	• do not oppose the retransmission of radio and television broadcasts from neighbouring countries in Inari Sami • ensure the freedom of expression and free circulation of information in the written press in Inari Sami					
11.3	ensure that the interests of the users of Inari Sami are represented or taken into account within bodies guaranteeing the freedom and pluralism of the media	=				
Art. 12 – Cultural activities and facilities						
12.1.a	encourage production, reproduction and dissemination of cultural works in Inari Sami	=				
12.1.b	foster access in other languages to works produced in Inari Sami by aiding and developing translation, dubbing, post-synchronisation and subtitling	=				
12.1.c	foster access in Inari Sami to works produced in other languages by aiding and developing translation, dubbing, post-synchronisation and subtitling	=				
12.1.d	ensure that the bodies organising or supporting cultural activities incorporate the knowledge and use of the Inari Sami language and culture in the undertakings which they initiate or for which they provide backing	=				
12.1.e	ensure that the bodies organising or supporting cultural activities have at their disposal staff who have a full command of Inari Sami	=				
12.1.f	encourage direct participation by representatives of the users of Inari Sami in providing facilities and planning cultural activities	=				
12.1.g	encourage and/or facilitate the creation of a body responsible for collecting, keeping a copy of and presenting or publishing works produced in Inari Sami	=				
12.1.h	create and/or promote and finance translation and terminological research services, particularly with a view to maintaining and developing administrative, commercial, economic, social, technical or legal terminology in Inari Sami	=				
12.2	In territories other than those in which Inari Sami is traditionally used, allow, encourage and/or provide cultural activities and facilities using Inari Sami					=
12.3	make provision, in cultural policy abroad, for Inari Sami and the culture it reflects	=				
Art. 13 – Economic and social life						
13.1.a	eliminate from the legislation any provision prohibiting or limiting without justifiable reasons the use of Inari Sami in documents relating to economic or social life, particularly contracts of employment, and in technical documents such as instructions for the use of products or installations	=				
13.1.c	oppose practices designed to discourage the use of Inari Sami in connection with economic or social activities	=				
13.1.d	facilitate and/or encourage the use of Inari Sami in economic and social life	=				
13.2.b	in the public sector, organise activities to promote the use of Inari Sami in economic and social life				=	
13.2.c	ensure that social care facilities such as hospitals, retirement homes and hostels offer the use of Inari Sami				=	
Art. 14 – Transfrontier exchanges						
14.a	apply bilateral and multilateral agreements with the states in which Inari Sami is used in identical or similar form, or conclude such agreements, to foster contacts between the users of Inari Sami in the states concerned in the fields of culture, education, information, vocational training and permanent education	=				
14.b	for the benefit of Inari Sami, facilitate and/or promote co-operation across borders, in particular between regional or local authorities in whose territory Inari Sami is used in identical or similar form	=				

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

Fulfilled: Policies, legislation and practice are in conformity with the Charter.
Partly fulfilled: Policies and legislation are wholly or partly in conformity with the Charter, but the undertaking is only partly implemented in practice.
Formally fulfilled: Policies and legislation are in conformity with the Charter, but there is no implementation in practice.
Not fulfilled: No action in policies, legislation and practice has been taken to implement the undertaking.
No conclusion: The Committee of Experts is not in a position to conclude on the fulfilment of the undertaking as no or insufficient information has been provided by the authorities.

Changes in the evaluation compared to the previous monitoring cycle

107. The Committee of Experts understands that the legal framework allows for the use of Inari Sami in criminal, civil and administrative proceedings. However, it does not have sufficient information as regards its use in practice. Therefore, the Committee of Experts considers the undertakings in Articles 9.1. aii, aiii, aiv, bii, biii, cii and c iii formally fulfilled.

108. According to the speakers Inari Sami is almost non-existent within the framework of local level administration. Therefore, the Committee of Experts considers the undertaking in Article 10.2 as not fulfilled. The use of Inari Sami in practice is limited. Therefore, the Committee of Experts considers the undertakings in Articles 10.2 b, c, d, e partly fulfilled. According to the authorities, it is allowed and possible in practice to use and adopt family names in Inari Sami. Therefore, the undertaking in Article 10.5 is considered fulfilled.

109. The representatives of the Sami Parliament could not confirm that any newspaper in Inari Sami was under preparation. The Committee of Experts therefore cannot conclude on the fulfilment of the undertaking in Article 11.1 ei.

2.1.2 Recommendations by the Committee of Experts on how to improve the protection and promotion of Inari Sami in Finland

The Committee of Experts encourages the Finnish authorities to comply with all undertakings under the European Charter for Regional or Minority Languages which are not considered "fulfilled" (see under 2.1.1 above), as well as to continue to comply with those that are fulfilled. Recommendations made in the monitoring procedure of the Charter aim to support the authorities in the implementation process. The following overview presents the Committee of Experts' recommendations of the previous monitoring cycles which Finland has not yet implemented and the recommendations of the current monitoring cycle. The recommendations by the Committee of Ministers of the Council of Europe on the application of the Charter in Finland[34] remain valid in their own right.

I. Recommendations for immediate action

a. Take measures to strengthen teacher training at all levels.
b. Make the funding for the promotion of Inari Sami sustainable.
c. Take measures to increase awareness and tolerance vis-à-vis Inari Sami, both in education and in the media.
d. Ensure an effective implementation of the legislation pertaining to Inari Sami in social and health care services.

II. Further recommendations

e. Take steps to further strengthen pre-school education in Inari Sami and increase the offer of primary and secondary education in Inari Sami.
f. Improve the offer of teaching materials for all levels of education.
g. Develop more widely used administrative texts and forms in Inari Sami and in bilingual format.
h. Ensure that public service providers accept applications in Inari Sami and reply in the same language.
i. Take steps to encourage and/or facilitate the creation or maintenance of an online news portal in Inari Sami, which is updated at least weekly.
j. Take measures to allow, encourage and/or provide appropriate cultural activities and facilities in Inari Sami outside the Sami Homeland, where the number of speakers justifies it.
k. In the public sector, organise activities to promote the use of Inari Sami in economic and social life.

[34] RecChL(2001)3; RecChL(2004)6; CM/RecChL(2007)7; CM/RecChL(2012)2; CM/RecChL(2018)5.

2.2 Karelian

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

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

	The Committee of Experts considers the undertaking*:					
Article	**Undertakings of Finland concerning Karelian**[35]	**fulfilled**	**partly fulfilled**	**formally fulfilled**	**not fulfilled**	**no conclusion**
Part II of the Charter (Undertakings which the state must apply to all regional or minority languages within its territory)						
Art. 7 – Objectives and principles						
7.1.a	recognition of Karelian as an expression of cultural wealth	=				
7.1.b	ensure that existing or new administrative divisions do not constitute an obstacle to the promotion of Karelian	=				
7.1.c	resolute action to promote Karelian	=				
7.1.d	facilitation and/or encouragement of the use of Karelian, in speech and writing, in public life (education, judicial authorities, administrative authorities and public services, media, cultural activities and facilities, economic and social life, transfrontier exchanges) and private life		=			
7.1.e	• maintenance and development of links, in the fields covered by this Charter, between groups in the state using Karelian • establishment of cultural relations with other linguistic groups	=				
7.1.f	provision of forms and means for the teaching and study of Karelian at all appropriate stages				↙	
7.1.g	provision of facilities enabling (also adult) non-speakers of Karelian to learn it	=				
7.1.h	promotion of study and research on Karelian at universities or equivalent institutions	=				
7.1.i	promotion of transnational exchanges, in the fields covered by this Charter, for the benefit of Karelian					↙
7.2	eliminate any unjustified distinction, exclusion, restriction or preference relating to the use of Karelian	=				
7.3	• promote mutual understanding between all the linguistic groups of the country • promote the inclusion of respect, understanding and tolerance in relation to Karelian among the objectives of education and training • encourage the mass media to include respect, understanding and tolerance in relation to Karelian among their objectives		=			
7.4	• take into consideration the needs and wishes expressed by the group which uses Karelian • establish a body for the purpose of advising the authorities on all matters pertaining to Karelian	=				

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

Fulfilled: Policies, legislation and practice are in conformity with the Charter.
Partly fulfilled: Policies and legislation are wholly or partly in conformity with the Charter, but the undertaking is only partly implemented in practice.
Formally fulfilled: Policies and legislation are in conformity with the Charter, but there is no implementation in practice.
Not fulfilled: No action in policies, legislation and practice has been taken to implement the undertaking.
No conclusion: The Committee of Experts is not in a position to conclude on the fulfilment of the undertaking as no or insufficient information has been provided by the authorities.

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

Changes in the evaluation compared to the previous monitoring cycle

110. Karelian is not offered at any level of education, except at university level. Therefore, the Committee of Experts considers the undertaking in Article 7.1.f not fulfilled.

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

111. It is unclear whether any transnational exchanges for the benefit of Karelian are promoted, taking into consideration the political tensions with the Russian Federation. Therefore, the Committee of Experts cannot conclude on the fulfilment of the undertaking in Article 7.1.i.

2.2.2 Recommendations by the Committee of Experts on how to improve the protection and promotion of Karelian in Finland

The Committee of Experts encourages the Finnish authorities to comply with all undertakings under the European Charter for Regional or Minority Languages which are not considered "fulfilled" (see under 2.2.1 above), as well as to continue to comply with those that are fulfilled. Recommendations made in the monitoring procedure of the Charter aim to support the authorities in the implementation process. The following overview presents the Committee of Experts' recommendations of the previous monitoring cycles which Finland has not yet implemented and the recommendations of the current monitoring cycle. The recommendations by the Committee of Ministers of the Council of Europe on the application of the Charter in Finland[36] remain valid in their own right.

I. Recommendation for immediate action

a. Consult the speakers in order to provide teaching of Karelian at all relevant levels of education.

II. Further recommendation

b. Take measures to increase awareness vis-à-vis Karelian, both in the general curriculum at all stages of education and in the media

[36] RecChL(2001)3; RecChL(2004)6; CM/RecChL(2007)7; CM/RecChL(2012)2; CM/RecChL(2018)5.

2.3 North Sami

2.3.1 Compliance of Finland with its undertakings under the European Charter for Regional or Minority Languages concerning the protection and promotion of North Sami

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

	The Committee of Experts considers the undertaking*:					
Article	**Undertakings of Finland concerning North Sami**[37]	**fulfilled**	**partly fulfilled**	**formally fulfilled**	**not fulfilled**	**no conclusion**
Part II of the Charter (Undertakings which the state must apply to all regional or minority languages within its territory)						
Art. 7 – Objectives and principles						
7.1.a	recognition of North Sami as an expression of cultural wealth	=				
7.1.b	ensure that existing or new administrative divisions do not constitute an obstacle to the promotion of North Sami	=				
7.1.c	resolute action to promote North Sami	=				
7.1.d	facilitation and/or encouragement of the use of North Sami, in speech and writing, in public life (education, judicial authorities, administrative authorities and public services, media, cultural activities and facilities, economic and social life, transfrontier exchanges) and private life		=			
7.1.e	• maintenance and development of links, in the fields covered by this Charter, between groups in the state using North Sami • establishment of cultural relations with other linguistic groups	=				
7.1.f	provision of forms and means for the teaching and study of North Sami at all appropriate stages		=			
7.1.g	provision of facilities enabling (also adult) non-speakers of North Sami to learn it	=				
7.1.h	promotion of study and research on North Sami at universities or equivalent institutions	=				
7.1.i	promotion of transnational exchanges, in the fields covered by this Charter, for the benefit of North Sami	=				
7.2	eliminate any unjustified distinction, exclusion, restriction or preference relating to the use of North Sami	=				
7.3	• promote mutual understanding between all the linguistic groups of the country • promote the inclusion of respect, understanding and tolerance in relation to North Sami among the objectives of education and training • encourage the mass media to include respect, understanding and tolerance in relation to North Sami among their objectives		=			
7.4	• take into consideration the needs and wishes expressed by the group which uses North Sami • establish a body for the purpose of advising the authorities on all matters pertaining to North Sami	=				
Part III of the Charter (Additional undertakings chosen by the state for specific languages)						
Art. 8 – Education						
8.1.ai	make available pre-school education in North Sami		=			
8.1.bi	make available primary education in North Sami		=			
8.1.ci	make available secondary education in North Sami		=			
8.1.dii	make available a substantial part of technical and vocational education in North Sami	=				
8.1.eii	provide facilities for the study of North Sami as a university and higher education subject	=				
8.1.fii	offer North Sami as a subject of adult and continuing education	=				
8.1.g	ensure the teaching of the history and the culture which is reflected by North Sami		=			
8.1.h	provide the basic and further training of the teachers teaching (in) North Sami		=			
8.1.i	set up a supervisory body responsible for monitoring the progress achieved in the teaching of North Sami and for drawing up public periodic reports of its findings		=			
8.2	in territories other than those in which North Sami is traditionally used, allow, encourage or provide teaching in or of North Sami at all the appropriate stages of education		=			

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

Art. 9 – Judicial authorities						
9.1.aii	guarantee the accused the right to use North Sami in criminal proceedings, if necessary by the use of interpreters and translations involving no extra expense for the persons concerned			=		
9.1.aiii	provide that requests and evidence, whether written or oral, shall not be considered inadmissible in criminal proceedings solely because they are formulated in North Sami, if necessary by the use of interpreters and translations involving no extra expense for the persons concerned			↙		
9.1.aiv	produce, on request, documents connected with criminal legal proceedings in North Sami, if necessary by the use of interpreters and translations involving no extra expense for the persons concerned			↙		
9.1.bii	allow, whenever a litigant has to appear in person before a court, that he or she may use North Sami in civil proceedings without thereby incurring additional expense, if necessary by the use of interpreters and translations			=		
9.1.biii	allow documents and evidence to be produced in North Sami in civil proceedings, if necessary by the use of interpreters and translations			↙		
9.1.cii	allow, whenever a litigant has to appear in person before a court, that he or she may use North Sami in proceedings concerning administrative matters without thereby incurring additional expense, if necessary by the use of interpreters and translations			=		
9.1.ciii	allow documents and evidence to be produced in North Sami in proceedings concerning administrative matters, if necessary by the use of interpreters and translations			↙		
9.1.d	with regard to the conduct of civil and/or administrative proceedings in North Sami and the related use of documents and evidence in North Sami, ensure that the use of interpreters and translations does not involve extra expense for the persons concerned	=				
9.2.a	not to deny the validity of legal documents solely because they are drafted in North Sami	=				
9.3	make available in North Sami the most important national statutory texts and those relating particularly to users of North Sami	=				
Art. 10 – Administrative authorities and public services						
10.1.aiii	ensure that users of North Sami may submit oral or written applications to local branches of the national authorities and receive a reply in North Sami					↙
10.1.b	make available widely used national administrative texts and forms in North Sami or in bilingual versions	=				
10.1.c	allow the national authorities to draft documents in North Sami	=				
10.2.a	use of North Sami within the framework of the regional or local authority	=				
10.2.b	possibility for users of North Sami to submit oral or written applications in North Sami to the regional or local authority	=				
10.2.c	publication by regional authorities of their official documents also in North Sami	=				
10.2.d	publication by local authorities of their official documents also in North Sami	=				
10.2.e	use by regional authorities of North Sami in debates in their assemblies	=				
10.2.f	use by local authorities of North Sami in debates in their assemblies		=			
10.2.g	use or adoption, if necessary in conjunction with the name in the official language, of place names in North Sami	=				
10.3.b	allow users of North Sami to submit a request to and receive a reply from public service providers in North Sami		=			
10.4.a	translation or interpretation		=			
10.4.b	recruitment and training of officials and public service employees speaking North Sami		=			
10.5	allow the use or adoption of family names in North Sami	↗				
Art. 11 – Media						
11.1.aiii	make provision so that public broadcasters offer radio and television programmes in North Sami	=				
11.1.bi	encourage and/or facilitate the creation of at least one private radio station in North Sami		=			
11.1.cii	encourage and/or facilitate the broadcasting of private television programmes in North Sami on a regular basis		=			
11.1.d	encourage and/or facilitate the production and distribution of audio and audiovisual works in North Sami	=				
11.1.ei	encourage and/or facilitate the creation and/or maintenance of at least one weekly or daily newspaper in North Sami				↙	
11.1.fii	apply existing measures for financial assistance also to audiovisual productions in North Sami	=				
11.2	• guarantee freedom of direct reception of radio and television broadcasts from neighbouring countries in North Sami • do not oppose the retransmission of radio and television broadcasts from neighbouring countries in North Sami • ensure the freedom of expression and free circulation of information in the written press in North Sami	=				
11.3	ensure that the interests of the users of North Sami are represented or taken into account within bodies guaranteeing the freedom and pluralism of the media	=				
Art. 12 – Cultural activities and facilities						
12.1.a	encourage production, reproduction and dissemination of cultural works in North Sami	=				

12.1.b	foster access in other languages to works produced in North Sami by aiding and developing translation, dubbing, post-synchronisation and subtitling	=				
12.1.c	foster access in North Sami to works produced in other languages by aiding and developing translation, dubbing, post-synchronisation and subtitling	=				
12.1.d	ensure that the bodies organising or supporting cultural activities incorporate the knowledge and use of the North Sami language and culture in the undertakings which they initiate or for which they provide backing	=				
12.1.e	ensure that the bodies organising or supporting cultural activities have at their disposal staff who have a full command of North Sami	=				
12.1.f	encourage direct participation by representatives of the users of North Sami in providing facilities and planning cultural activities	=				
12.1.g	encourage and/or facilitate the creation of a body responsible for collecting, keeping a copy of and presenting or publishing works produced in North Sami	=				
12.1.h	create and/or promote and finance translation and terminological research services, particularly with a view to maintaining and developing administrative, commercial, economic, social, technical or legal terminology in North Sami	=				
12.2	In territories other than those in which North Sami is traditionally used, allow, encourage and/or provide cultural activities and facilities using North Sami		=			
12.3	make provision, in cultural policy abroad, for North Sami and the culture it reflects	=				
Art. 13 – Economic and social life						
13.1.a	eliminate from the legislation any provision prohibiting or limiting without justifiable reasons the use of North Sami in documents relating to economic or social life, particularly contracts of employment, and in technical documents such as instructions for the use of products or installations	=				
13.1.c	oppose practices designed to discourage the use of North Sami in connection with economic or social activities	=				
13.1.d	facilitate and/or encourage the use of North Sami in economic and social life	=				
13.2.b	in the public sector, organise activities to promote the use of North Sami in economic and social life				=	
13.2.c	ensure that social care facilities such as hospitals, retirement homes and hostels offer the use of North Sami		=			
Art. 14 – Transfrontier exchanges						
14.a	apply bilateral and multilateral agreements with the states in which North Sami is used in identical or similar form, or conclude such agreements, to foster contacts between the users of North Sami in the states concerned in the fields of culture, education, information, vocational training and permanent education	=				
14.b	for the benefit of North Sami, facilitate and/or promote co-operation across borders, in particular between regional or local authorities in whose territory North Sami is used in identical or similar form	=				

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

Fulfilled: Policies, legislation and practice are in conformity with the Charter.
Partly fulfilled: Policies and legislation are wholly or partly in conformity with the Charter, but the undertaking is only partly implemented in practice.
Formally fulfilled: Policies and legislation are in conformity with the Charter, but there is no implementation in practice.
Not fulfilled: No action in policies, legislation and practice has been taken to implement the undertaking.
No conclusion: The Committee of Experts is not in a position to conclude on the fulfilment of the undertaking as no or insufficient information has been provided by the authorities.

Changes in the evaluation compared to the previous monitoring cycle

112. The Committee of Experts understands that the legal framework allows for the use of North Sami in criminal, civil and administrative proceedings. However, it does not have sufficient information as regards its use in practice. Therefore, the Committee of Experts considers the undertakings in Articles 9.1. aiii, aiv, biii and c iii formally fulfilled. It is not clear to what extent it is ensured that users of North Sami may submit applications and receive replies in North Sami in relations with local branches of state authorities. Therefore, the Committee of Experts cannot conclude on the fulfilment of the undertaking in Article 10.1.a iii. According to the authorities, it is allowed and possible in practice to use and adopt family names in North Sami. Therefore, the undertaking in Article 10.5 is considered fulfilled. There is no newspaper published in North Sami in Finland. Therefore, the Committee of Experts considers the undertaking in Article 11.1.ei not fulfilled.

2.3.2 Recommendations by the Committee of Experts on how to improve the protection and promotion of North Sami in Finland

The Committee of Experts encourages the Finnish authorities to comply with all undertakings under the European Charter for Regional or Minority Languages which are not considered “fulfilled” (see under 2.3.1 above), as well as to continue to comply with those that are fulfilled. Recommendations made in the monitoring procedure of the Charter aim to support the authorities in the implementation process. The following overview presents the Committee of Experts’ recommendations of the previous monitoring cycles which Finland has not yet implemented and the recommendations of the current monitoring cycle. The recommendations by the Committee of Ministers of the Council of Europe on the application of the Charter in Finland[38] remain valid in their own right.

I. Recommendations for immediate action

a. Make the funding for the promotion of North Sami sustainable.
b. Take measures to increase awareness and tolerance vis-à-vis North Sami, both in education and in the media.
c. Ensure an effective implementation of the legislation pertaining to North Sami in social and health care services.

II. Further recommendations

d. Take measures to strengthen teacher training at all levels.
e. Take steps to further strengthen pre-school education in North Sami and increase the offer of primary and secondary education in North Sami.
f. Improve the offer of teaching materials for all levels of education.
g. Design measures to strengthen the use of North Sami in the court system.
h. Ensure that public service providers accept applications in North Sami and reply in the same language.
i. Take measures to allow, encourage and/or provide appropriate cultural activities and facilities in North Sami outside the Sami Homeland, where the number of speakers justifies it.
j. In the public sector, organise activities to promote the use of North Sami in economic and social life.

[38] RecChL(2001)3; RecChL(2004)6; CM/RecChL(2007)7; CM/RecChL(2012)2; CM/RecChL(2018)5.

2.4 Romani

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

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

	The Committee of Experts considers the undertaking*:					
Article	**Undertakings of Finland concerning Romani**[39]	**fulfilled**	**partly fulfilled**	**formally fulfilled**	**not fulfilled**	**no conclusion**
Part II of the Charter (Undertakings which the state must apply to all regional or minority languages within its territory)						
Art. 7 – Objectives and principles						
7.1.a	recognition of Romani as an expression of cultural wealth	=				
7.1.b	ensure that existing or new administrative divisions do not constitute an obstacle to the promotion of Romani	=				
7.1.c	resolute action to promote Romani				↙	
7.1.d	facilitation and/or encouragement of the use of Romani, in speech and writing, in public life (education, judicial authorities, administrative authorities and public services, media, cultural activities and facilities, economic and social life, transfrontier exchanges) and private life		=			
7.1.e	• maintenance and development of links, in the fields covered by this Charter, between groups in the state using Romani • establishment of cultural relations with other linguistic groups	=				
7.1.f	provision of forms and means for the teaching and study of Romani at all appropriate stages				↙	
7.1.g	provision of facilities enabling (also adult) non-speakers of Romani to learn it	=				
7.1.h	promotion of study and research on Romani at universities or equivalent institutions	=				
7.1.i	promotion of transnational exchanges, in the fields covered by this Charter, for the benefit of Romani	=				
7.2	eliminate any unjustified distinction, exclusion, restriction or preference relating to the use of Romani	=				
7.3	• promote mutual understanding between all the linguistic groups of the country • promote the inclusion of respect, understanding and tolerance in relation to Romani among the objectives of education and training • encourage the mass media to include respect, understanding and tolerance in relation to Romani among their objectives		=			
7.4	• take into consideration the needs and wishes expressed by the group which uses Romani • establish a body for the purpose of advising the authorities on all matters pertaining to Romani	=				

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

Fulfilled: Policies, legislation and practice are in conformity with the Charter.
Partly fulfilled: Policies and legislation are wholly or partly in conformity with the Charter, but the undertaking is only partly implemented in practice.
Formally fulfilled: Policies and legislation are in conformity with the Charter, but there is no implementation in practice.
Not fulfilled: No action in policies, legislation and practice has been taken to implement the undertaking.
No conclusion: The Committee of Experts is not in a position to conclude on the fulfilment of the undertaking as no or insufficient information has been provided by the authorities.

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

Changes in the evaluation compared to the previous monitoring cycle

113. The situation of Romani deteriorated further in recent years, to a point where Romani may be considered an endangered language in Finland. Due to the discontinuation of the language nests and the inadequate level of education offered in pre-school and primary education, the number of children and young adults using Romani was reduced. The two National Policies on the Roma have not improved the offer of

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

instruction nor the training of teachers. The revitalisation of Romani has not been implemented, which would be essential for the future of Romani in Finland. Therefore, the Committee of Experts considers the undertakings in Articles 7.1.c and 7.1 f. not fulfilled.

2.4.2 Recommendations by the Committee of Experts on how to improve the protection and promotion of Romani in Finland

The Committee of Experts encourages the Finnish authorities to comply with all undertakings under the European Charter for Regional or Minority Languages which are not considered "fulfilled" (see under 2.4.1 above), as well as to continue to comply with those that are fulfilled. Recommendations made in the monitoring procedure of the Charter aim to support the authorities in the implementation process. The following overview presents the Committee of Experts' recommendations of the previous monitoring cycles which Finland has not yet implemented and the recommendations of the current monitoring cycle. The recommendations by the Committee of Ministers of the Council of Europe on the application of the Charter in Finland[40] remain valid in their own right.

I. Recommendations for immediate action

a. Take resolute measures to ensure the full implementation of the revitalisation programme for the Romani language.
b. Develop, in co-operation with the speakers, an adequate and sustainable model of teaching in and/or of Romani.
c. Take measures to strengthen teacher training for Romani.
d. Take measures to increase awareness and tolerance vis-à-vis Romani, both in the general curriculum at all stages of education and in the media.

II. Further recommendations

The Committee of Experts has no further recommendations at present.

[40] RecChL(2001)3; RecChL(2004)6; CM/RecChL(2007)7; CM/RecChL(2012)2; CM/RecChL(2018)5.

2.5 Russian

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

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

Article	Undertakings of Finland concerning Russian[41]	The Committee of Experts considers the undertaking*: fulfilled	partly fulfilled	formally fulfilled	not fulfilled	no conclusion
Part II of the Charter (Undertakings which the state must apply to all regional or minority languages within its territory)						
Art. 7 – Objectives and principles						
7.1.a	recognition of Russian as an expression of cultural wealth	=				
7.1.b	ensure that existing or new administrative divisions do not constitute an obstacle to the promotion of Russian	=				
7.1.c	resolute action to promote Russian				=	
7.1.d	facilitation and/or encouragement of the use of Russian, in speech and writing, in public life (education, judicial authorities, administrative authorities and public services, media, cultural activities and facilities, economic and social life, transfrontier exchanges) and private life		=			
7.1.e	• maintenance and development of links, in the fields covered by this Charter, between groups in the state using Russian • establishment of cultural relations with other linguistic groups	=				
7.1.f	provision of forms and means for the teaching and study of Russian at all appropriate stages		=			
7.1.g	provision of facilities enabling (also adult) non-speakers of Russian to learn it	=				
7.1.h	promotion of study and research on Russian at universities or equivalent institutions	=				
7.1.i	promotion of transnational exchanges, in the fields covered by this Charter, for the benefit of Russian					↙
7.2	eliminate any unjustified distinction, exclusion, restriction or preference relating to the use of Russian	=				
7.3	• promote mutual understanding between all the linguistic groups of the country • promote the inclusion of respect, understanding and tolerance in relation to Russian among the objectives of education and training • encourage the mass media to include respect, understanding and tolerance in relation to Russian among their objectives		=			
7.4	• take into consideration the needs and wishes expressed by the group which uses Russian • establish a body for the purpose of advising the authorities on all matters pertaining to Russian	=				

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

Fulfilled: Policies, legislation and practice are in conformity with the Charter.
Partly fulfilled: Policies and legislation are wholly or partly in conformity with the Charter, but the undertaking is only partly implemented in practice.
Formally fulfilled: Policies and legislation are in conformity with the Charter, but there is no implementation in practice.
Not fulfilled: No action in policies, legislation and practice has been taken to implement the undertaking.
No conclusion: The Committee of Experts is not in a position to conclude on the fulfilment of the undertaking as no or insufficient information has been provided by the authorities.

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

Changes in the evaluation compared to the previous monitoring cycle

114. The political tensions with the Russian Federation resulted in deterioration of cross border co-operation. The Committee of Experts does not have information on how cross border co-operation with other

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

countries where Russian is spoken is promoted. The Committee of Experts cannot conclude on the fulfilment of the undertaking in Article 7.1.i.

2.5.2 Recommendations by the Committee of Experts on how to improve the protection and promotion of Russian in Finland

The Committee of Experts encourages the Finnish authorities to comply with all undertakings under the European Charter for Regional or Minority Languages which are not considered “fulfilled” (see under 2.5.1 above), as well as to continue to comply with those that are fulfilled. Recommendations made in the monitoring procedure of the Charter aim to support the authorities in the implementation process. The following overview presents the Committee of Experts’ recommendations of the previous monitoring cycles which Finland has not yet implemented and the recommendations of the current monitoring cycle. The recommendations by the Committee of Ministers of the Council of Europe on the application of the Charter in Finland[42] remain valid in their own right.

I. Recommendation for immediate action

a. Take measures to increase awareness and tolerance among the majority population vis-à-vis Russian as a minority language of Finland.

II. Further recommendations

b. Provide financial support to cultural activities using Russian as a minority language of Finland.
c. Increase the number of teaching hours of Russian as a minority language.

[42] RecChL(2001)3; RecChL(2004)6; CM/RecChL(2007)7; CM/RecChL(2012)2; CM/RecChL(2018)5.

2.6 Skolt Sami

2.6.1 Compliance of Finland with its undertakings under the European Charter for Regional or Minority Languages concerning the protection and promotion of Skolt Sami

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

Article	Undertakings of Finland concerning Skolt Sami[43]	The Committee of Experts considers the undertaking*: fulfilled	partly fulfilled	formally fulfilled	not fulfilled	no conclusion
Part II of the Charter (Undertakings which the state must apply to all regional or minority languages within its territory)						
Art. 7 – Objectives and principles						
7.1.a	recognition of Skolt Sami as an expression of cultural wealth	=				
7.1.b	ensure that existing or new administrative divisions do not constitute an obstacle to the promotion of Skolt Sami	=				
7.1.c	resolute action to promote Skolt Sami	=				
7.1.d	facilitation and/or encouragement of the use of Skolt Sami, in speech and writing, in public life (education, judicial authorities, administrative authorities and public services, media, cultural activities and facilities, economic and social life, transfrontier exchanges) and private life		↙			
7.1.e	• maintenance and development of links, in the fields covered by this Charter, between groups in the state using Skolt Sami • establishment of cultural relations with other linguistic groups	=				
7.1.f	provision of forms and means for the teaching and study of Skolt Sami at all appropriate stages	=				
7.1.g	provision of facilities enabling (also adult) non-speakers of Skolt Sami to learn it	=				
7.1.h	promotion of study and research on Skolt Sami at universities or equivalent institutions	=				
7.1.i	promotion of transnational exchanges, in the fields covered by this Charter, for the benefit of Skolt Sami	=				
7.2	eliminate any unjustified distinction, exclusion, restriction or preference relating to the use of Skolt Sami	=				
7.3	• promote mutual understanding between all the linguistic groups of the country • promote the inclusion of respect, understanding and tolerance in relation to Skolt Sami among the objectives of education and training • encourage the mass media to include respect, understanding and tolerance in relation to Skolt Sami among their objectives		=			
7.4	• take into consideration the needs and wishes expressed by the group which uses Skolt Sami • establish a body for the purpose of advising the authorities on all matters pertaining to Skolt Sami	=				
Part III of the Charter (Additional undertakings chosen by the state for specific languages)						
Art. 8 – Education						
8.1.ai	make available pre-school education in Skolt Sami		=			
8.1.bi	make available primary education in Skolt Sami		=			
8.1.ci	make available secondary education in Skolt Sami		=			
8.1.dii	make available a substantial part of technical and vocational education in Skolt Sami	=				
8.1.eii	provide facilities for the study of Skolt Sami as a university and higher education subject	=				
8.1.fii	offer Skolt Sami as a subject of adult and continuing education	=				
8.1.g	ensure the teaching of the history and the culture which is reflected by Skolt Sami		=			
8.1.h	provide the basic and further training of the teachers teaching (in) Skolt Sami		=			
8.1.i	set up a supervisory body responsible for monitoring the progress achieved in the teaching of Skolt Sami and for drawing up public periodic reports of its findings		=			
8.2	in territories other than those in which Skolt Sami is traditionally used, allow, encourage or provide teaching in or of Skolt Sami at all the appropriate stages of education					=
Art. 9 – Judicial authorities						
9.1.aii	guarantee the accused the right to use Skolt Sami in criminal proceedings, if necessary by the use of interpreters and translations involving no extra expense for the persons concerned			↗		

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

	The Committee of Experts considers the undertaking*:					
Article	**Undertakings of Finland concerning Skolt Sami**[43]	**fulfilled**	**partly fulfilled**	**formally fulfilled**	**not fulfilled**	**no conclusion**
9.1.aiii	provide that requests and evidence, whether written or oral, shall not be considered inadmissible in criminal proceedings solely because they are formulated in Skolt Sami, if necessary by the use of interpreters and translations involving no extra expense for the persons concerned			↙		
9.1.aiv	produce, on request, documents connected with criminal legal proceedings in Skolt Sami, if necessary by the use of interpreters and translations involving no extra expense for the persons concerned			↙		
9.1.bii	allow, whenever a litigant has to appear in person before a court, that he or she may use Skolt Sami in civil proceedings without thereby incurring additional expense, if necessary by the use of interpreters and translations			↗		
9.1.biii	allow documents and evidence to be produced in Skolt Sami in civil proceedings, if necessary by the use of interpreters and translations			↙		
9.1.cii	allow, whenever a litigant has to appear in person before a court, that he or she may use Skolt Sami in proceedings concerning administrative matters without thereby incurring additional expense, if necessary by the use of interpreters and translations			↗		
9.1.ciii	allow documents and evidence to be produced in Skolt Sami in proceedings concerning administrative matters, if necessary by the use of interpreters and translations			↙		
9.1.d	with regard to the conduct of civil and/or administrative proceedings in Skolt Sami and the related use of documents and evidence in Skolt Sami, ensure that the use of interpreters and translations does not involve extra expense for the persons concerned	=				
9.2.a	not to deny the validity of legal documents solely because they are drafted in Skolt Sami	=				
9.3	make available in Skolt Sami the most important national statutory texts and those relating particularly to users of Skolt Sami	=				
Art. 10 – Administrative authorities and public services						
10.1.aiii	ensure that users of Skolt Sami may submit oral or written applications to local branches of the national authorities and receive a reply in Skolt Sami					=
10.1.b	make available widely used national administrative texts and forms in Skolt Sami or in bilingual versions				=	
10.1.c	allow the national authorities to draft documents in Skolt Sami	=				
10.2.a	use of Skolt Sami within the framework of the regional or local authority				↙	
10.2.b	possibility for users of Skolt Sami to submit oral or written applications in Skolt Sami to the regional or local authority		↙			
10.2.c	publication by regional authorities of their official documents also in Skolt Sami		↙			
10.2.d	publication by local authorities of their official documents also in Skolt Sami		↙			
10.2.e	use by regional authorities of Skolt Sami in debates in their assemblies		↙			
10.2.f	use by local authorities of Skolt Sami in debates in their assemblies				=	
10.2.g	use or adoption, if necessary in conjunction with the name in the official language, of place names in Skolt Sami	=				
10.3.b	allow users of Skolt Sami to submit a request to and receive a reply from public service providers in Skolt Sami		=			
10.4.a	translation or interpretation				=	
10.4.b	recruitment and training of officials and public service employees speaking Skolt Sami		=			
10.5	allow the use or adoption of family names in Skolt Sami	↗				
Art. 11 – Media						
11.1.aiii	make provision so that public broadcasters offer radio and television programmes in Skolt Sami	=				
11.1.bi	encourage and/or facilitate the creation of at least one private radio station in Skolt Sami		=			
11.1.cii	encourage and/or facilitate the broadcasting of private television programmes in Skolt Sami on a regular basis		=			
11.1.d	encourage and/or facilitate the production and distribution of audio and audiovisual works in Skolt Sami	=				
11.1.ei	encourage and/or facilitate the creation and/or maintenance of at least one weekly or daily newspaper in Skolt Sami				↙	
11.1.fii	apply existing measures for financial assistance also to audiovisual productions in Skolt Sami	=				
11.2	• guarantee freedom of direct reception of radio and television broadcasts from neighbouring countries in Skolt Sami • do not oppose the retransmission of radio and television broadcasts from neighbouring countries in Skolt Sami • ensure the freedom of expression and free circulation of information in the written press in Skolt Sami	=				

Article	Undertakings of Finland concerning Skolt Sami[43]	The Committee of Experts considers the undertaking*: fulfilled	partly fulfilled	formally fulfilled	not fulfilled	no conclusion
11.3	ensure that the interests of the users of Skolt Sami are represented or taken into account within bodies guaranteeing the freedom and pluralism of the media	=				
Art. 12 – Cultural activities and facilities						
12.1.a	encourage production, reproduction and dissemination of cultural works in Skolt Sami	=				
12.1.b	foster access in other languages to works produced in Skolt Sami by aiding and developing translation, dubbing, post-synchronisation and subtitling	=				
12.1.c	foster access in Skolt Sami to works produced in other languages by aiding and developing translation, dubbing, post-synchronisation and subtitling	=				
12.1.d	ensure that the bodies organising or supporting cultural activities incorporate the knowledge and use of the Skolt Sami language and culture in the undertakings which they initiate or for which they provide backing	=				
12.1.e	ensure that the bodies organising or supporting cultural activities have at their disposal staff who have a full command of Skolt Sami	=				
12.1.f	encourage direct participation by representatives of the users of Skolt Sami in providing facilities and planning cultural activities	=				
12.1.g	encourage and/or facilitate the creation of a body responsible for collecting, keeping a copy of and presenting or publishing works produced in Skolt Sami	=				
12.1.h	create and/or promote and finance translation and terminological research services, particularly with a view to maintaining and developing administrative, commercial, economic, social, technical or legal terminology in Skolt Sami	=				
12.2	In territories other than those in which Skolt Sami is traditionally used, allow, encourage and/or provide cultural activities and facilities using Skolt Sami				↙	
12.3	make provision, in cultural policy abroad, for Skolt Sami and the culture it reflects	=				
Art. 13 – Economic and social life						
13.1.a	eliminate from the legislation any provision prohibiting or limiting without justifiable reasons the use of Skolt Sami in documents relating to economic or social life, particularly contracts of employment, and in technical documents such as instructions for the use of products or installations	=				
13.1.c	oppose practices designed to discourage the use of Skolt Sami in connection with economic or social activities	=				
13.1.d	facilitate and/or encourage the use of Skolt Sami in economic and social life	=				
13.2.b	in the public sector, organise activities to promote the use of Skolt Sami in economic and social life				=	
13.2.c	ensure that social care facilities such as hospitals, retirement homes and hostels offer the use of Skolt Sami				=	
Art. 14 – Transfrontier exchanges						
14.a	apply bilateral and multilateral agreements with the states in which Skolt Sami is used in identical or similar form, or conclude such agreements, to foster contacts between the users of Skolt Sami in the states concerned in the fields of culture, education, information, vocational training and permanent education	=				
14.b	for the benefit of Skolt Sami, facilitate and/or promote co-operation across borders, in particular between regional or local authorities in whose territory Skolt Sami is used in identical or similar form	=				

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

Fulfilled: Policies, legislation and practice are in conformity with the Charter.
Partly fulfilled: Policies and legislation are wholly or partly in conformity with the Charter, but the undertaking is only partly implemented in practice.
Formally fulfilled: Policies and legislation are in conformity with the Charter, but there is no implementation in practice.
Not fulfilled: No action in policies, legislation and practice has been taken to implement the undertaking.
No conclusion: The Committee of Experts is not in a position to conclude on the fulfilment of the undertaking as no or insufficient information has been provided by the authorities.

Changes in the evaluation compared to the previous monitoring cycle

115. There is very little use of Skolt Sami in exchanges with the judicial and administrative authorities and the provision of health and social services is insufficient. Skolt Sami is the most marginalised of the three Sami languages. Therefore, the Committee of Experts considers Article 7.1.d partly fulfilled.

116. The Committee of Experts understands that the legal framework allows for the use of Skolt Sami in criminal, civil and administrative proceedings. However, Skolt Sami is not used in practice before courts. Therefore, the Committee of Experts considers the undertakings in Articles 9.1. aii, aiii, aiv, bii, biii, cii and c iii formally fulfilled.

117. According to the speakers Skolt Sami is almost non-existent within the framework of local level administration. Therefore, the Committee of Experts considers Article 10.2 as not fulfilled. The use of Skolt Sami in practice is limited. Therefore, the Committee of Experts considers the undertakings in Articles 10.2 b, c, d, e, partly fulfilled. According to the authorities, it is allowed and possible in practice to use and adopt family names in Skolt Sami. Therefore, Article 10.5 is fulfilled.

118. The representatives of the Sami Parliament could not confirm that any newspaper in Skolt Sami was under preparation. The state authorities did not indicate that effective steps were being taken in order to publish a newspaper in Skolt Sami, therefore Skolt Sami remained absent from printed media. The Committee of Experts considers the undertaking in Article 11.1 ei not fulfilled.

119. The Committee of Experts is not aware of any information indicating that cultural activities using Skolt Sami were allowed or encouraged by the state authorities outside the Sami Homeland. Therefore, the Committee of Experts considers Article 12.2. not fulfilled.

2.6.2 Recommendations by the Committee of Experts on how to improve the protection and promotion of Skolt Sami in Finland

The Committee of Experts encourages the Finnish authorities to comply with all undertakings under the European Charter for Regional or Minority Languages which are not considered “fulfilled” (see under 2.6.1 above), as well as to continue to comply with those that are fulfilled. Recommendations made in the monitoring procedure of the Charter aim to support the authorities in the implementation process. The following overview presents the Committee of Experts’ recommendations of the previous monitoring cycles which Finland has not yet implemented and the recommendations of the current monitoring cycle. The recommendations by the Committee of Ministers of the Council of Europe on the application of the Charter in Finland[44] remain valid in their own right.

I. Recommendations for immediate action

a. **Take measures to strengthen teacher training at all levels.**
b. **Make the funding for the promotion of Skolt Sami sustainable.**
c. **Take measures to increase awareness and tolerance vis-à-vis Skolt Sami, both in education and in the media.**
d. **Ensure an effective implementation of the legislation pertaining to Skolt Sami in social and health care services.**

II. Further recommendations

e. Take steps to further strengthen pre-school education in Skolt Sami and increase the offer of primary and secondary education in Skolt Sami.
f. Improve the offer of teaching materials for all levels of education.
g. Develop more widely used administrative texts and forms in Skolt Sami and in bilingual format.
h. Ensure that public service providers accept applications in Skolt Sami and reply in the same language.
i. Take steps to encourage and/or facilitate the creation of a weekly newspaper or of an online news portal in Skolt Sami, which is updated at least weekly.
j. Take measures to allow, encourage and/or provide appropriate cultural activities and facilities in Skolt Sami outside the Sami Homeland, where the number of speakers justifies it.
k. In the public sector, organise activities to promote the use of Skolt Sami in economic and social life.

[44] RecChL(2001)3; RecChL(2004)6; CM/RecChL(2007)7; CM/RecChL(2012)2; CM/RecChL(2018)5.

2.7 Swedish

2.7.1 Compliance of Finland with its undertakings under the European Charter for Regional or Minority Languages concerning the protection and promotion of Swedish

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

	The Committee of Experts considers the undertaking*:					
Article	**Undertakings of Finland concerning Swedish**[45]	**fulfilled**	**partly fulfilled**	**formally fulfilled**	**not fulfilled**	**no conclusion**
Part II of the Charter (Undertakings which the state must apply to all regional or minority languages within its territory)						
Art. 7 – Objectives and principles						
7.1.a	recognition of Swedish as an expression of cultural wealth	=				
7.1.b	ensure that existing or new administrative divisions do not constitute an obstacle to the promotion of Swedish					=
7.1.c	resolute action to promote Swedish	=				
7.1.d	facilitation and/or encouragement of the use of Swedish, in speech and writing, in public life (education, judicial authorities, administrative authorities and public services, media, cultural activities and facilities, economic and social life, transfrontier exchanges) and private life	=				
7.1.e	• maintenance and development of links, in the fields covered by this Charter, between groups in the state using Swedish • establishment of cultural relations with other linguistic groups	=				
7.1.f	provision of forms and means for the teaching and study of Swedish at all appropriate stages	=				
7.1.g	provision of facilities enabling (also adult) non-speakers of Swedish to learn it	=				
7.1.h	promotion of study and research on Swedish at universities or equivalent institutions	=				
7.1.i	promotion of transnational exchanges, in the fields covered by this Charter, for the benefit of Swedish	=				
7.2	eliminate any unjustified distinction, exclusion, restriction or preference relating to the use of Swedish	=				
7.3	• promote mutual understanding between all the linguistic groups of the country • promote the inclusion of respect, understanding and tolerance in relation to Swedish among the objectives of education and training • encourage the mass media to include respect, understanding and tolerance in relation to Swedish among their objectives	=				
7.4	• take into consideration the needs and wishes expressed by the group which uses Swedish • establish a body for the purpose of advising the authorities on all matters pertaining to Swedish	=				
Part III of the Charter (Additional undertakings chosen by the state for specific languages)						
Art. 8 – Education						
8.1.ai	make available pre-school education in Swedish	=				
8.1.bi	make available primary education in Swedish	=				
8.1.ci	make available secondary education in Swedish	=				
8.1.di	make available technical and vocational education in Swedish	=				
8.1.ei	make available university and other higher education in Swedish	=				
8.1.fi	provision of adult and continuing education courses taught mainly or wholly in Swedish	=				
8.1.g	ensure the teaching of the history and the culture which is reflected by Swedish	=				
8.1.h	provide the basic and further training of the teachers teaching (in) Swedish	=				
8.1.i	set up a supervisory body responsible for monitoring the progress achieved in the teaching of Swedish and for drawing up public periodic reports of its findings	=				
8.2	in territories other than those in which Swedish is traditionally used, allow, encourage or provide teaching in or of Swedish at all the appropriate stages of education	=				

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

	The Committee of Experts considers the undertaking*:					
Article	**Undertakings of Finland concerning Swedish**[45]	**fulfilled**	**partly fulfilled**	**formally fulfilled**	**not fulfilled**	**no conclusion**
Art. 9 – Judicial authorities						
9.1.ai	provide that the courts, at the request of one of the parties, shall conduct the criminal proceedings in Swedish, if necessary by the use of interpreters and translations involving no extra expense for the persons concerned		=			
9.1.aii	guarantee the accused the right to use Swedish in criminal proceedings, if necessary by the use of interpreters and translations involving no extra expense for the persons concerned		=			
9.1.aiii	provide that requests and evidence, whether written or oral, shall not be considered inadmissible in criminal proceedings solely because they are formulated in Swedish, if necessary by the use of interpreters and translations involving no extra expense for the persons concerned	=				
9.1.aiv	produce, on request, documents connected with criminal legal proceedings in Swedish, if necessary by the use of interpreters and translations involving no extra expense for the persons concerned	=				
9.1.bi	provide that the courts, at the request of one of the parties, shall conduct the civil proceedings in Swedish, if necessary by the use of interpreters and translations		=			
9.1.bii	allow, whenever a litigant has to appear in person before a court, that he or she may use Swedish in civil proceedings without thereby incurring additional expense, if necessary by the use of interpreters and translations	=				
9.1.biii	allow documents and evidence to be produced in Swedish in civil proceedings, if necessary by the use of interpreters and translations	=				
9.1.ci	provide that the courts, at the request of one of the parties, shall conduct the proceedings concerning administrative matters in Swedish, if necessary by the use of interpreters and translations		=			
9.1.cii	allow, whenever a litigant has to appear in person before a court, that he or she may use Swedish in proceedings concerning administrative matters without thereby incurring additional expense, if necessary by the use of interpreters and translations	=				
9.1.ciii	allow documents and evidence to be produced in Swedish in proceedings concerning administrative matters, if necessary by the use of interpreters and translations	=				
9.1.d	with regard to the conduct of civil and/or administrative proceedings in Swedish and the related use of documents and evidence in Swedish, ensure that the use of interpreters and translations does not involve extra expense for the persons concerned	=				
9.2.a	not to deny the validity of legal documents solely because they are drafted in Swedish	=				
9.3	make available in Swedish the most important national statutory texts and those relating particularly to users of Swedish	=				
Art. 10 – Administrative authorities and public services						
10.1.ai	ensure that local branches of the national authorities use Swedish		=			
10.1.b	make available widely used national administrative texts and forms in Swedish or in bilingual versions	=				
10.1.c	allow the national authorities to draft documents in Swedish	=				
10.2.a	use of Swedish within the framework of the regional or local authority		=			
10.2.b	possibility for users of Swedish to submit oral or written applications in Swedish to the regional or local authority	=				
10.2.c	publication by regional authorities of their official documents also in Swedish	=				
10.2.d	publication by local authorities of their official documents also in Swedish	=				
10.2.e	use by regional authorities of Swedish in debates in their assemblies	=				
10.2.f	use by local authorities of Swedish in debates in their assemblies	=				
10.2.g	use or adoption, if necessary in conjunction with the name in the official language, of place names in Swedish	=				
10.3.a	ensure that Swedish is used in the provision of public services		=			
10.4.a	translation or interpretation	=				
10.4.b	recruitment and training of officials and public service employees speaking Swedish		↙			
10.5	allow the use or adoption of family names in Swedish	=				
Art. 11 – Media						
11.1.aiii	make provision so that public broadcasters offer radio and television programmes in Swedish	=				
11.1.bi	encourage and/or facilitate the creation of at least one private radio station in Swedish	=				
11.1.cii	encourage and/or facilitate the broadcasting of private television programmes in Swedish on a regular basis	=				
11.1.d	encourage and/or facilitate the production and distribution of audio and audiovisual works in Swedish	=				

	The Committee of Experts considers the undertaking*:					
Article	**Undertakings of Finland concerning Swedish**[45]	**fulfilled**	**partly fulfilled**	**formally fulfilled**	**not fulfilled**	**no conclusion**
11.1.ei	encourage and/or facilitate the creation and/or maintenance of at least one weekly or daily newspaper in Swedish	=				
11.1.fii	apply existing measures for financial assistance also to audiovisual productions in Swedish	=				
11.2	• guarantee freedom of direct reception of radio and television broadcasts from neighbouring countries in Swedish • do not oppose the retransmission of radio and television broadcasts from neighbouring countries in Swedish • ensure the freedom of expression and free circulation of information in the written press in Swedish	↗				
11.3	ensure that the interests of the users of Swedish are represented or taken into account within bodies guaranteeing the freedom and pluralism of the media	=				
Art. 12 – Cultural activities and facilities						
12.1.a	encourage production, reproduction and dissemination of cultural works in Swedish	=				
12.1.b	foster access in other languages to works produced in Swedish by aiding and developing translation, dubbing, post-synchronisation and subtitling	=				
12.1.c	foster access in Swedish to works produced in other languages by aiding and developing translation, dubbing, post-synchronisation and subtitling	=				
12.1.d	ensure that the bodies organising or supporting cultural activities incorporate the knowledge and use of the Swedish language and culture in the undertakings which they initiate or for which they provide backing	=				
12.1.e	ensure that the bodies organising or supporting cultural activities have at their disposal staff who have a full command of Swedish	=				
12.1.f	encourage direct participation by representatives of the users of Swedish in providing facilities and planning cultural activities	=				
12.1.g	encourage and/or facilitate the creation of a body responsible for collecting, keeping a copy of and presenting or publishing works produced in Swedish	=				
12.1.h	create and/or promote and finance translation and terminological research services, particularly with a view to maintaining and developing administrative, commercial, economic, social, technical or legal terminology in Swedish	=				
12.2	In territories other than those in which Swedish is traditionally used, allow, encourage and/or provide cultural activities and facilities using Swedish	=				
12.3	make provision, in cultural policy abroad, for Swedish and the culture it reflects	=				
Art. 13 – Economic and social life						
13.1.a	eliminate from the legislation any provision prohibiting or limiting without justifiable reasons the use of Swedish in documents relating to economic or social life, particularly contracts of employment, and in technical documents such as instructions for the use of products or installations	=				
13.1.c	oppose practices designed to discourage the use of Swedish in connection with economic or social activities	=				
13.1.d	facilitate and/or encourage the use of Swedish in economic and social life	=				
13.2.a	include in financial and banking regulations provisions which allow the use of Swedish in drawing up payment orders or other financial documents	=				
13.2.b	in the public sector, organise activities to promote the use of Swedish in economic and social life	=				
13.2.c	ensure that social care facilities such as hospitals, retirement homes and hostels offer the use of Swedish		=			
13.2.d	ensure that safety instructions are also drawn up in Swedish	=				
13.2.e	arrange for information provided by the authorities concerning the rights of consumers to be made available in Swedish	=				
Art. 14 – Transfrontier exchanges						
14.a	apply bilateral and multilateral agreements with the states in which Swedish is used in identical or similar form, or conclude such agreements, to foster contacts between the users of Swedish in the states concerned in the fields of culture, education, information, vocational training and permanent education	=				
14.b	for the benefit of Swedish, facilitate and/or promote co-operation across borders, in particular between regional or local authorities in whose territory Swedish is used in identical or similar form	=				

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

Fulfilled: Policies, legislation and practice are in conformity with the Charter.
Partly fulfilled: Policies and legislation are wholly or partly in conformity with the Charter, but the undertaking is only partly implemented in practice.
Formally fulfilled: Policies and legislation are in conformity with the Charter, but there is no implementation in practice.
Not fulfilled: No action in policies, legislation and practice has been taken to implement the undertaking.
No conclusion: The Committee of Experts is not in a position to conclude on the fulfilment of the undertaking as no or insufficient information has been provided by the authorities.

Changes in the evaluation compared to the previous monitoring cycle

120. There is a lack of staff speaking Swedish in police and rescue and emergency services. The Committee of Experts therefore considers the undertaking in Article 10.4.b partly fulfilled. It is possible to receive radio and television broadcasts from Sweden. The Committee of Experts therefore considers the undertaking in Article 11.2 fulfilled.

2.7.2 Recommendations by the Committee of Experts on how to improve the protection and promotion of Swedish in Finland

The Committee of Experts encourages the Finnish authorities to comply with all undertakings under the European Charter for Regional or Minority Languages which are not considered “fulfilled” (see under 2.7.1 above), as well as to continue to comply with those that are fulfilled. Recommendations made in the monitoring procedure of the Charter aim to support the authorities in the implementation process. The following overview presents the Committee of Experts’ recommendations of the previous monitoring cycles which Finland has not yet implemented and the recommendations of the current monitoring cycle. The recommendations by the Committee of Ministers of the Council of Europe on the application of the Charter in Finland[46] remain valid in their own right.

I. Recommendations for immediate action

a. **Ensure the use of Swedish within regional and local authorities.**
b. **Ensure the effective use of Swedish in social and health care facilities.**
c. **Strengthen efforts to increase tolerance vis-à-vis Swedish in the general public.**

II. Further recommendations

d. Take the necessary steps to reverse the negative trend in teaching and learning Swedish.
e. Address the shortage of Swedish-speaking teachers, especially for pre-school level.
f. Consult the speakers about the revision of the curricula in respect of the history of the speakers in Finland.
g. Ensure the recruitment or training of staff speaking Swedish, in particular in the police and rescue and emergency services.
h. Take further measures to increase the number of staff with a command of Swedish in order to strengthen the use of Swedish before courts.

[46] RecChL(2001)3; RecChL(2004)6; CM/RecChL(2007)7; CM/RecChL(2012)2; CM/RecChL(2018)5.

2.8 Tatar

2.8.1 Compliance of Finland with its undertakings under the European Charter for Regional or Minority Languages concerning the protection and promotion of Tatar

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

	The Committee of Experts considers the undertaking*:					
Article	**Undertakings of Finland concerning Tatar**[47]	**fulfilled**	**partly fulfilled**	**formally fulfilled**	**not fulfilled**	**no conclusion**
Part II of the Charter (Undertakings which the state must apply to all regional or minority languages within its territory)						
Art. 7 – Objectives and principles						
7.1.a	recognition of Tatar as an expression of cultural wealth	=				
7.1.b	ensure that existing or new administrative divisions do not constitute an obstacle to the promotion of Tatar	=				
7.1.c	resolute action to promote Tatar	=				
7.1.d	facilitation and/or encouragement of the use of Tatar, in speech and writing, in public life (education, judicial authorities, administrative authorities and public services, media, cultural activities and facilities, economic and social life, transfrontier exchanges) and private life	=				
7.1.e	• maintenance and development of links, in the fields covered by this Charter, between groups in the state using Tatar • establishment of cultural relations with other linguistic groups	=				
7.1.f	provision of forms and means for the teaching and study of Tatar at all appropriate stages	=				
7.1.g	provision of facilities enabling (also adult) non-speakers of Tatar to learn it	=				
7.1.h	promotion of study and research on Tatar at universities or equivalent institutions		↙			
7.1.i	promotion of transnational exchanges, in the fields covered by this Charter, for the benefit of Tatar	=				
7.2	eliminate any unjustified distinction, exclusion, restriction or preference relating to the use of Tatar	=				
7.3	• promote mutual understanding between all the linguistic groups of the country • promote the inclusion of respect, understanding and tolerance in relation to Tatar among the objectives of education and training • encourage the mass media to include respect, understanding and tolerance in relation to Tatar among their objectives		=			
7.4	• take into consideration the needs and wishes expressed by the group which uses Tatar • establish a body for the purpose of advising the authorities on all matters pertaining to Tatar	=				
7.5	undertake to apply, mutatis mutandis, the principles listed in paragraphs 1 to 4 above to non-territorial languages. However, as far as these languages are concerned, the nature and scope of the measures to be taken to give effect to this Charter shall be determined in a flexible manner, bearing in mind the needs and wishes, and respecting the traditions and characteristics, of the groups which use the languages concerned	=				

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

Fulfilled: Policies, legislation and practice are in conformity with the Charter.
Partly fulfilled: Policies and legislation are wholly or partly in conformity with the Charter, but the undertaking is only partly implemented in practice.
Formally fulfilled: Policies and legislation are in conformity with the Charter, but there is no implementation in practice.
Not fulfilled: No action in policies, legislation and practice has been taken to implement the undertaking.
No conclusion: The Committee of Experts is not in a position to conclude on the fulfilment of the undertaking as no or insufficient information has been provided by the authorities.

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

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

Changes in the evaluation compared to the previous monitoring cycle

121. Tatar is not taught at university level, but some research is carried out. Therefore, the undertaking in Article 7.1.h is partly fulfilled.

2.8.2 Recommendations by the Committee of Experts on how to improve the protection and promotion of Tatar in Finland

The Committee of Experts encourages the Finnish authorities to comply with all undertakings under the European Charter for Regional or Minority Languages which are not considered "fulfilled" (see under 2.8.1 above), as well as to continue to comply with those that are fulfilled. Recommendations made in the monitoring procedure of the Charter aim to support the authorities in the implementation process. The following overview presents the Committee of Experts' recommendations of the previous monitoring cycles which Finland has not yet implemented and the recommendations of the current monitoring cycle. The recommendations by the Committee of Ministers of the Council of Europe on the application of the Charter in Finland[48] remain valid in their own right.

I. Recommendation for immediate action

The Committee of Experts has no recommendations for immediate action at present.

II. Further recommendations

a. Ensure study and research of Tatar at the University of Helsinki/Helsingfors.
b. Consult with the speakers and determine the forms of financial support for the development of teaching materials.
c. Take measures to increase awareness and tolerance vis-à-vis Tatar, both in the general curriculum at all stages of education and in the media.

[48] RecChL(2001)3; RecChL(2004)6; CM/RecChL(2007)7; CM/RecChL(2012)2; CM/RecChL(2018)5.

2.9 Yiddish

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

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

	The Committee of Experts considers the undertaking*:					
Article	**Undertakings of Finland concerning Yiddish**[49]	**fulfilled**	**partly fulfilled**	**formally fulfilled**	**not fulfilled**	**no conclusion**
Part II of the Charter (Undertakings which the state must apply to all regional or minority languages within its territory)						
Art. 7 – Objectives and principles						
7.1.a	recognition of Yiddish as an expression of cultural wealth	=				
7.1.b	ensure that existing or new administrative divisions do not constitute an obstacle to the promotion of Yiddish					=
7.1.c	resolute action to promote Yiddish				=	
7.1.d	facilitation and/or encouragement of the use of Yiddish, in speech and writing, in public life (education, judicial authorities, administrative authorities and public services, media, cultural activities and facilities, economic and social life, transfrontier exchanges) and private life				=	
7.1.e	• maintenance and development of links, in the fields covered by this Charter, between groups in the state using Yiddish • establishment of cultural relations with other linguistic groups	=				
7.1.f	provision of forms and means for the teaching and study of Yiddish at all appropriate stages				=	
7.1.g	provision of facilities enabling (also adult) non-speakers of Yiddish to learn it	=				
7.1.h	promotion of study and research on Yiddish at universities or equivalent institutions	=				
7.1.i	promotion of transnational exchanges, in the fields covered by this Charter, for the benefit of Yiddish	=				
7.2	eliminate any unjustified distinction, exclusion, restriction or preference relating to the use of Yiddish	=				
7.3	• promote mutual understanding between all the linguistic groups of the country • promote the inclusion of respect, understanding and tolerance in relation to Yiddish among the objectives of education and training • encourage the mass media to include respect, understanding and tolerance in relation to Yiddish among their objectives		=			
7.4	• take into consideration the needs and wishes expressed by the group which uses Yiddish • establish a body for the purpose of advising the authorities on all matters pertaining to Yiddish					↙

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

Fulfilled: Policies, legislation and practice are in conformity with the Charter.
Partly fulfilled: Policies and legislation are wholly or partly in conformity with the Charter, but the undertaking is only partly implemented in practice.
Formally fulfilled: Policies and legislation are in conformity with the Charter, but there is no implementation in practice.
Not fulfilled: No action in policies, legislation and practice has been taken to implement the undertaking.
No conclusion: The Committee of Experts is not in a position to conclude on the fulfilment of the undertaking as no or insufficient information has been provided by the authorities.

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

Changes in the evaluation compared to the previous monitoring cycle

The Committee of Experts has not received any information on the implementation of Article 7.4 and is therefore not in a position to reach a conclusion.

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

2.9.2 Recommendations by the Committee of Experts on how to improve the protection and promotion of Yiddish in Finland

The Committee of Experts encourages the Finnish authorities to comply with all undertakings under the European Charter for Regional or Minority Languages which are not considered “fulfilled” (see under 2.9.1 above), as well as to continue to comply with those that are fulfilled. Recommendations made in the monitoring procedure of the Charter aim to support the authorities in the implementation process. The following overview presents the Committee of Experts’ recommendations of the previous monitoring cycles which Finland has not yet implemented and the recommendations of the current monitoring cycle. The recommendations by the Committee of Ministers of the Council of Europe on the application of the Charter in Finland[50] remain valid in their own right.

I. Recommendations for immediate action

a. Take resolute action to promote Yiddish.
b. Facilitate the teaching of Yiddish.
c. Raise awareness of Yiddish as a minority language of Finland.

II. Further recommendations

The Committee of Experts has no further recommendations at present.

[50] RecChL(2001)3; RecChL(2004)6; CM/RecChL(2007)7; CM/RecChL(2012)2; CM/RecChL(2018)5.

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

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

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

The Committee of Ministers,

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

Having regard to the instrument of ratification deposited by Finland on 9 November 1994;

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

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

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

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

1. further strengthen education in Inari Sami, North Sami and Skolt Sami, also outside the Sami Homeland, especially by providing permanent financing for language nests and adult education;

2. take further measures to ensure the effective use of Inari Sami, North Sami, Skolt Sami and Swedish in social and health care services;

3. take resolute measures to ensure the revitalisation of Romani, in co-operation with the speakers, in particular by developing an adequate and sustainable model of teaching in/of Romani, by improving the training of Romani teachers and the production of teaching materials;

4. take measures to increase awareness and tolerance in the society as a whole vis-à-vis the regional or minority languages of Finland and the cultures they represent.

The Committee of Ministers invites the Finnish authorities to submit the information on the recommendations for immediate action by 1 September 2025 and the next periodical report by 1 March 2028.[51]

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

Appendix I: Instrument of Ratification



Finland :

Declarations contained in the instrument of acceptance, deposited on 9 November 1994 - Or. Engl.

Finland declares, according to Article 2, paragraph 2, and Article 3, paragraph 1, that it applies to the Saami language which is a regional or minority language in Finland, the following provisions of Part III of the Charter:

In Article 8 :
Paragraph 1, sub-paragraphs a (i), b (i), c (i), d (ii), e (ii), f (ii), g, h, i
Paragraph 2

In Article 9 :
Paragraph 1, sub-paragraphs a (ii), a (iii), a (iv), b (ii), b (iii), c (ii), c (iii), d
Paragraph 2, sub-paragraph a
Paragraph 3

In Article 10 :
Paragraph 1, sub-paragraphs a (iii), b, c
Paragraph 2, sub-paragraphs a, b, c, d, e, f, g
Paragraph 3, sub-paragraph b
Paragraph 4, sub-paragraphs a, b
Paragraph 5

In Article 11 :
Paragraph 1, sub-paragraphs a (iii), b (i), c (ii), d, e (i), f (ii)
Paragraph 2
Paragraph 3

In Article 12 :
Paragraph 1, sub-paragraphs a, b, c, d, e, f, g, h
Paragraph 2
Paragraph 3

In Article 13 :
Paragraph 1, sub-paragraphs a, c, d
Paragraph 2, sub-paragraphs b, c

In Article 14 :
Paragraph a
Paragraph b.
Period covered: 01/03/98 -
The preceding statement concerns Article(s): 10, 11, 13, 14, 2, 3, 8, 9

Declaration contained in the instrument of acceptance, deposited on 9 November 1994 - Or. Engl.

Finland declares, according to Article 2, paragraph 2, and Article 3, paragraph 1, that it applies to the Swedish language which is the less widely used official language in Finland, the following provisions of

Part III of the Charter:

In Article 8 :
Paragraph 1, sub-paragraphs a (i), b (i), c (i), d (i), e (i), f (i), g, h, i
Paragraph 2

In Article 9 :
Paragraph 1, sub-paragraphs a (i), a (ii), a (iii), a (iv), b (i), b (ii), b (iii), c (i), c (ii), c (iii), d
Paragraph 2, sub-paragraph a
Paragraph 3

In Article 10 :
Paragraph 1, sub-paragraphs a (i), b, c
Paragraph 2, sub-paragraphs a, b, c, d, e, f, g
Paragraph 3, sub-paragraph a
Paragraph 4, sub-paragraphs a, b
Paragraph 5

In Article 11 :
Paragraph 1, sub-paragraphs a (iii), b (i), c (ii), d, e (i), f (ii)
Paragraph 2
Paragraph 3

In Article 12 :
Paragraph 1, sub-paragraphs a, b, c, d, e, f, g, h
Paragraph 2
Paragraph 3

In Article 13 :
Paragraph 1, sub-paragraphs a, c, d
Paragraph 2, sub-paragraphs a, b, c, d, e

In Article 14 :
Paragraph a
Paragraph b.
Period covered: 01/03/98 -
The preceding statement concerns Article(s): 10, 11, 12, 13, 14, 2, 3, 8, 9

Declaration contained in the instrument of acceptance, deposited on 9 November 1994 - Or. Engl.

Finland declares, referring to Article 7, paragraph 5, that it undertakes to apply, mutatis mutandis, the principles listed in paragraphs 1 to 4 of the said Article to the Romanes language and to the other non-territorial languages in Finland.
Period covered: 01/03/98 -
The preceding statement concerns Article(s): 7

Declaration contained in an instrument from the Ministry for Foreign Affairs of Finland, dated 27 November 2009, registered at the Secretariat General on 30 November 2009 - Or. Engl.

The Government of Finland has decided to modify the declaration contained in the Instrument of Acceptance of the Charter as follows:

"Finland declares, referring to Article 7, paragraph 5, that it undertakes to apply, mutatis mutandis, the principles listed in paragraphs 1 to 4 of the said Article to the Romanes language, to the Karelian language

and to the other non-territorial languages in Finland."
Period covered: 30/11/2009 -

The preceding statement concerns Article(s): 7

Appendix II: Comments from the Finnish authorities

European Charter for Regional or Minority Languages

Comments by the Government of Finland to the Report of the Committee of Experts to be presented to the Committee of Ministers of the Council of Europe on the 6th periodic report of Finland

29 May 2024

The Government of Finland would like to thank the Committee of Experts for its 6th monitoring visit to Finland in October 2023 and for the continuous, fruitful dialogue on the implementation of the European Charter for Regional or Minority Languages. The Government welcomes the opportunity to comment on the Report of the Committee of Experts to be presented to the Committee of Ministers of the Council of Europe on the 6th periodic report of the Government of Finland on the implementation of the European Charter for Regional or Minority Languages.

The Government submits the following comments.

Legal framework for the implementation of the Charter

Paragraph 9 (deletions crossed out, inserts in bold)

9. ~~According to the sixth periodical report, an amendment of the Act on the Sami Parliament (974/1995)[8] aims at facilitating the inclusion of the Sami speakers into the passive and active electoral roll of the elections for the Sami Parliament[9]~~. **For many years, efforts have been made in order to renew the Act on the Sámi Parliament (974/1995). Both the UN Human Rights Committee and the UN Committee on the Elimination of Racial Discrimination have found that Finland has violated the Sámi people's rights to political participation in a matter related to the electoral role of the Sámi Parliament.** The latest proposal on amending the Act on the Sami Parliament was submitted to the Parliament of Finland on 14 December 2023 by the government. However, the amendment is yet to be adopted by the Parliament of Finland. The Committee of Experts welcomes the initiative and asks the authorities to report on the adoption of the amendment.

Raising awareness

Paragraph 12 (deletions crossed out, inserts in bold)

12. ~~In order to ensure the protection of other minority languages spoken in Finland, a comprehensive language policy programme was adopted for the first time in 2021,[11] which applies to Karelian, Romani and the Sami languages. However, Russian, Tatar and Yiddish, are not mentioned in this language policy.~~ **Language Policy Programme is the first comprehensive Language Policy Programme that examines the status of other languages than the national languages in Finland. Language Policy Programme was adopted in 2022, concerning in particular the Sámi languages, the Romani language, the Karelian language and sign languages. Russian, Tatar and Yiddish, are mentioned in the Language Policy Programme but the focus of the program is in the abovementioned languages.** The language policy programme focuses on developing language skills of children and young people. The implementation is envisaged to last for a longer period, therefore the evaluation of its effectiveness has not yet been done.

Anti-discrimination

Paragraph 15

The Government notes that there is no national strategy to combat hate speech and no plans underway to develop one. The Action Plan for Combating Racism and Promoting Good Relations between Population Groups (2021 - 2023) did not particularly target hate speech and hate crimes, but had some specific actions to target hate speech and hate crimes. The Facts against Hate was coordinated by the Ministry of Justice and was not a part of a social media campaign.

Paragraph 16

The Government notes that when comparing the results of the Language Barometers of 2016 and 2020, there has been no significant change in answers concerning language climate in Finnish or Swedish-speaking population. Both in 2016 and 2020, 48 % of the Swedish-speaking local minority found that relations between language groups were good or very good, 42-43 % thought that the relations were “varying” and 9-10 % thought the relations were poor or very poor. The Finnish-speaking local minority was in average slightly more critical, with 37-40 % being of the opinion that the relations are good, 46 % of the opinion that relations were “varying” and 14-17 % of the opinion that relations were poor or very poor. When asked about the change in language climate, 20 % of Swedish speakers living in municipalities where the majority language is Finnish were of the view that the language climate has deteriorated; 66% were of the view that the language climate had improved. The Swedish speaking local minorities were more critical with respect to the language climate than the Finnish-speaking local minorities. Over 70 % of Finnish speakers living in municipalities where the majority language is Swedish were of the opinion that the language climate had improved, whereas under 10 % were of the opinion that the language climate had deteriorated.

Resolute action

Paragraph 23

As regards the language nest funding, the Government has a different opinion than the Committee on what language nest funding should be like. The Committee would like funding to be “established”, for which the only way would be to allocate central government transfers and entrust them to the municipality. The Government notes that this would be difficult given that the Sámi are very unevenly located in the Sámi Homeland and especially outside it, and therefore the geographical need for language nest activities varies greatly. The current situation in which grants are discretionary and distributed through the Sámi Parliament to the organisers of activities enables a quick reaction and also implements better the cultural autonomy of the Sámi people.

Use of the regional or minority languages by administrative authorities

Paragraph 69

Posti Group Oy, Finavia and VR-Yhtymä Oy/VR-Group Ab were the only state-owned companies addressed in the Language Barometer (as part of the services offered by the state). Of all the services measured in the Barometer, the Swedish-speaking population in areas with Finnish as the majority language were the least satisfied with the services of these companies. However, in areas with Swedish as the majority language, the Swedish speaking population were more satisfied with the services of Posti group than with some other public services.

The situation of the individual regional or minority languages in Finland

Paragraphs 98, 100 ja 103

The Government would like to note that the Sámi Language Act and the provisions on social welfare and health services do not distinguish between Northern Sámi, Inari Sámi and Skolt Sámi. The status of all three Sámi languages is the same in a level of legislation. For this reason, they are often reported as a single-entity.

Paragraph 102

The report mentions political tensions with the Russian Federation with regard to both Karelian and Russian, which has prevented the Committee of Experts from assessing and drawing conclusions from Article 7.1.i. on the promotion of supranational exchange in favour of these languages.

The Government observes that as regards Russian, the recommendation is to financially support cultural activities that use Russian as the minority language of Finland (and to increase Russian teaching hours as a minority language). The Government notes that support for cultural activities is partly realised both through support for the activities of the Cultura Foundation and the application programme for Taike's cultural diversity and anti-racism activities.

Paragraph 105

The Finnish Islamic Congregation, founded by Tatars, is the oldest Islamic community in Finland. There are numerous other Islamic congregations in the country that do not require a language test.

Compliance of Finland with its undertakings under the European Charter for Regional or Minority Languages concerning the protection and promotion of Karelian

Paragraph 111

Please see comments above regarding paragraph 102.

= = =

The Committee of Experts of the European Charter for Regional or Minority Languages is an independent body that evaluates the compliance of the States Parties with their undertakings and, where appropriate, encourages them to gradually reach a higher level of commitment.

The European Charter for Regional or Minority Languages, adopted by the Committee of Ministers of the Council of Europe on 25 June 1992 and entered into force on 1 March 1998, is the European convention for the protection and promotion of regional and minority languages. It is designed to enable speakers to use them both in private and public life and obliges the States Parties to actively promote the use of these languages in education, courts, administration, media, culture, economic and social life, and cross- border co-operation.

Regional or minority languages are part of Europe's cultural heritage and their protection and promotion contribute to the building of a Europe based on democracy and cultural diversity.

The text of the Charter is available in over 50 languages.

www.coe.int/minlang

www.coe.int

The Council of Europe is the continent's leading human rights organisation. It comprises 46 member states, including all members of the European Union.All Council of Europe member tates have signed up to the European Convention on Human Rights,a treaty designed to protect human rights, democracy and the rule of law. The European Court of Human Rights oversees the implementation of the Convention in the member states.

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