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Switzerland's Sixth State Report on the implementation of the Council of Europe Framework Convention for the Protection of National Minorities

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Contents

Contents **3**
List of abbreviations and acronyms **5**
Introduction **8**
I. Part one: practical measures at the national level to raise awareness of the findings of the fifth monitoring cycle **10**
1. Disseminating the results of the fifth monitoring cycle 10
2. Follow-up measures 10
II. Part two: measures to address the most pressing issues (recommendations for immediate action) **11**
1. Article 4 of the Framework Convention (legal framework for combating discrimination) 11
2. Article 5 of the Framework Agreement (fixed-residence accommodation and transit sites for Yenish, Sinti/Manush / spontaneous stops) 12
2.1. Stopping places 13
2.2. Short-stay areas 13
2.3. Transit sites 14
2.4. Spontaneous stops 14
3. Article 6 of the Framework Convention (intercultural dialogue and mutual respect) 15
3.1. Foreign policy action 15
3.2. National strategy and action plan 16
3.3. Data collection 16
3.4. Research 18
3.5. Legal measures 18
3.6. Safety and protection of minorities 18
3.7. Combating hate speech and disinformation in the digital space 19
3.8. Prevention, raising awareness 19
3.9. Education 19
3.10. Memorialisation and historical reappraisal 20
3.11. Cantonal measures to combat all forms of racism and intolerance 21
4. Article 12 of the Framework Convention (intercultural education, teaching and learning materials) 22
III. Part three: measures to improve the implementation of the Framework Convention ('Further recommendations' and 'Follow-up to these recommendations') **25**
1. Article 3 of the Framework Convention (recognition as national minority – Roma) 25
2. Article 3 of the Framework Convention (census) 26
3. Article 4 of the Framework Convention (legal framework for combating discrimination) and Article 15 of the Framework Convention (participation in public affairs and decision-making processes – Yenish, Sinti/Manush and Jewish minorities) 27
4. Article 4 of the Framework Convention (institutional framework for combating discrimination) 27
5. Article 5 of the Framework Convention (promotion and support for linguistic minorities' cultures) 28

6. Article 5 of the Framework Convention (promotion and support for Yenish and Sinti/Manush cultures) ... 29
7. Article 6 of the Framework Convention (protection from hostility, violence, hate crime and hate-motivated violence) ... 29
7.1. Public displays of symbols that propagandise and glorify Nazism ... 29
7.2. Combating hate crimes ... 29
8. Article 9 of the Framework Convention (access to media) ... 30
8.1. Television and radio programmes about the culture, traditions and history of members of the minority Yenish and Sinti/Manush communities ... 30
8.2. Support for broadcast and print media in Italian and Romansh in the canton of Graubünden/Grischun/Grigioni ... 30
9. Article 10 of the Framework Convention (promotion and use of minority languages at federal level) ... 31
10. Article 10 of the Framework Convention (use of minority languages in the canton of Graubünden/Grischun/Grigioni) ... 32
11. Article 11 of the Framework Convention (topographical indications and other signs and inscriptions in bilingual and trilingual cantons) ... 33
12. Article 12 of the Framework Convention (effective access to education) ... 33
13. Article 14 of the Framework Convention (teaching in and of minority languages) ... 34
14. Article 15 of the Framework Convention (participation in public policies, economic and social life – linguistic minorities) ... 35
14.1. Strengthening multilingualism at the federal level ... 35
14.2. Use of Italian and Romansh in economic and social life ... 35
14.3. Use of German ... 35
15. Articles 17 and 18 of the Framework Convention (bilateral and multilateral cooperation) ... 36

IV. Specific questions ... 36

V. Additional information ... 36

Appendix I: updated statistics on national, linguistic and religious minorities ... 37

1. Linguistic situation in Switzerland ... 37
1.1. Languages in Switzerland and their geographical distribution ... 37
1.2 Statistical data and figures on minority languages ... 39
2. Religions and national religious minorities ... 42
3. The Yenish and Sinti/Manush national minorities ... 43

List of abbreviations and acronyms

ARE	Federal Office for Spatial Development
ASC	Association of Swiss Communes
BADEM	*Bund der angestammten deutschsprachigen Minderheiten in der Schweiz*, federation of indigenous German-speaking minorities in Switzerland
CCJPD	Conference of Cantonal Justice and Police Directors
CCPCS	Conference of Cantonal Police Commanders of Switzerland
CDADI	Steering Committee on Anti-discrimination, Diversity and Inclusion (Council of Europe)
CERD	Committee on the Elimination of Racial Discrimination
CICAD	*Coordination Intercommunautaire contre l'Antisémitisme et la Diffamation*, association combatting antisemitism and defamation in the French-speaking part of Switzerland
CIP	Cantonal integration programme
ComPA	Federal Act on Communication Platforms and Search Engines (bill)
Cst.	Federal Constitution of the Swiss Confederation of 18 April 1999 (SR 101)
DDPS	Federal Department of Defence, Civil Protection and Sport
DETEC	Federal Department of the Environment, Transport, Energy and Communications
DIL	Directorate of International Law (FDFA)
DPPE	Swiss Conference of Directors of Public Works, Planning and Environmental Protection
EAER	Federal Department of Economic Affairs, Education and Research
EDK	Swiss Conference of Cantonal Ministers of Education
ESD	Education for sustainable development
FCR	Federal Commission against Racism
FDFA	Federal Department of Foreign Affairs
FDHA	Federal Department of Home Affairs
fedpol	Federal Office of Police
FIS	Federal Intelligence Service
FOC	Federal Office of Culture
Framework Convention	Framework Convention for the Protection of National Minorities of 1 February 1995 (SR 0.441.1)
FNHW	University of Applied Sciences and Arts Northwestern Switzerland
FRR	*Fundaziun Retoromana Pader Flurin Maissen*, foundation preserving and promoting the Romansh language and culture
FSIO	Federal Social Insurance Office
FSO	Federal Statistical Office
GRA	Foundation Against Racism and Antisemitism
HarmoS	Intercantonal concordat of 14 June 2007 on the harmonisation of compulsory education

ICA	Independent Complaints Authority for Radio and Television
ICESCR	International Covenant of 16 December 1966 on Economic, Social and Cultural Rights (SR 0.103.1)
IDES	Information / Documentation / Education / Switzerland documentation centre (EDK)
IHRA	International Holocaust Remembrance Alliance
LangA	Federal Act on the National Languages and Understanding between the Linguistic Communities of 5 October 2007 (SR 441.1)
Language Charter	European Charter of 5 November 1992 for Regional or Minority Languages (SR 0.441.2)
Margin no.	Margin number
MCC	Military Criminal Code of 13 June 1927 (SR 321.0)
NGO	Non-governmental organisation
OFCOM	Federal Office of Communications
OSCE	Organization for Security and Co-operation in Europe
OSMP	Ordinance of 9 October 2019 on Measures to Support the Safety of Minorities in Particular Need of Protection
PCS	Police Crime Statistics
Pgi	*Pro Grigioni Italiano*, organisation promoting the Italian language in the canton of Graubünden and Switzerland as a whole
PIC-N	Political Institutions Committee of the National Council
PLJS	Platform of Liberal Jews in Switzerland
RFB	Council for French-speaking Affairs of the Biel/Bienne Administrative District
RTR	*Radiotelevisiun Svizra Rumantscha*, radio and television for Romansh-speaking Switzerland
RTVA	Federal Act of 24 March 2006 on Radio and Television (SR 784.40)
SBB	Swiss Federal Railways
CC	Swiss Civil Code of 10 December 1907 (SR 210)
SCC	Swiss Criminal Code of 21 December 1937 (SR 311.0)
SCRA	Service for Combating Racism
SECO	State Secretariat for Economic Affairs
SEM	State Secretariat for Migration
SERI	State Secretariat for Education, Research and Innovation
SET	Foundation Education for Tolerance
SHRI	Swiss Human Rights Institution
SIG	Swiss Federation of Jewish Communities
SPC-N	Security Policy Committee of the National Council
SPC-S	Security Policy Committee of the Council of States
SPICA	Neuchâtel Cantonal Act of 1 April 2018 on Stopping Places for Travelling Communities (RSN 727.2)
SPO	Ordinance of 28 June 2000 on Spatial Planning (SR 700.1)
SR	Classified Compilation of Federal Legislation

SRG SSR	*Schweizerische Radio- und Fernsehgesellschaft / Société suisse de radiodiffusion et télévision*, Switzerland's public broadcaster
SStA	Bern Cantonal Act of 13 September 2004 on the Special Status of the Bernese Jura and on the French-speaking Minority in the Biel/Bienne Administrative District (BSG 102.1)
SSV	Swiss Union of Cities
SUPSI	University of Applied Sciences and Arts of Southern Switzerland
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UTE Bern	Bern University of Teacher Education
UTE FHNW	Northwestern Switzerland University of Teacher Education
UTE Lucerne	Lucerne University of Teacher Education
UTE SG	St Gallen University of Teacher Education
UTE SH	Schaffhausen University of Teacher Education
UTE TG	Thurgau University of Teacher Education
UTE Zurich	Zurich University of Teacher Education
UVVSN	*Union der Vereine und der Vertreter der Schweizer Nomaden*, union of associations and representatives of Swiss Travellers
VeS	FSO survey on diversity and coexistence in Switzerland
ZHAW	Zurich University of Applied Sciences

Introduction

1. Switzerland ratified the Council of Europe Framework Convention for the Protection of National Minorities (referred to below as the 'Framework Convention') on 21 October 1998. The Framework Convention entered into force for Switzerland on 1 February 1999 (SR 0.441.1).

Upon ratifying the convention, Switzerland made a declaration that defines national minorities in Switzerland as groups of individuals numerically inferior to the rest of the population of the country or of a canton, whose members are Swiss nationals, have long-standing, firm and lasting ties with Switzerland and want to preserve their common identity, in particular their culture, traditions, religion or language.

The national minorities currently recognised in Switzerland in accordance with the Framework Convention include (i) members of the national linguistic minorities, i.e. at the nationwide level the Italian, Romansh and French-speaking minorities, and at cantonal level the French-speaking minority in the canton of Bern and the German-speaking minorities in the cantons of Fribourg and Valais, (ii) the Swiss Yenish and Sinti/Manush, whether settled or travelling, and (iii) the members of the Jewish community.

2. Switzerland has so far submitted five State Reports on its implementation of the Framework Convention. For the most recent reporting period, a combined report was drawn up to cover both the Convention and the European Charter for Regional or Minority Languages (Language Charter; RS 0.441.2). Following consultation with the Secretariat of the Advisory Committee on the Framework Convention, it was found that preparing the reports separately was more efficient and more suitable for monitoring. Switzerland therefore reverted to the practice of drawing up two separate reports.

3. Given that Switzerland's Ninth State Report under the European Charter for Regional or Minority Languages (de) dated 9 September 2026, the report on the International Convention on the Elimination of All Forms of Racial Discrimination (ICERD – A/RES/2106(XX)) of 5 December 2025 and the Fifth State Report submitted by Switzerland under the International Covenant on Economic, Social and Cultural Rights (ICESCR – A/RES/2200(XXI) dated 19 June 2026 raise some of the same implementation issues, the relevant contributions from these processes have been incorporated where possible, or reference made to them.

4. Within the extended deadline granted until 1 December 2026, Switzerland hereby submits its **Sixth State Report**. This report was drawn up in line with the guidelines of the Committee of Ministers of 6 July 2022 and focuses solely on responding to the recommendations made by the Advisory Committee and by the Committee of Ministers during the fifth monitoring cycle.[1] The reporting period runs from the Fifth Opinion on Switzerland by the Advisory Committee of 13 February 2023 to the end of April 2026.

5. The Sixth State Report was drawn up by the Directorate of International Law (DIL) at the Federal Department of Foreign Affairs (FDFA). The DIL consulted and coordinated the input of the relevant federal departments, including the FDFA (Peace and Human Rights Division (PHRD) and the Task Force for the Chairpersonship of the Organization for Security and Co-operation in Europe (OSCE)); the Federal Department of Home Affairs (FDHA: Federal Office of Culture (FOC), Federal Statistical Office (FSO), Federal Social Insurance Office (FSIO) and the Service for Combating Racism (SCRA)); the Federal Department of Justice and Police (FDJP: Federal Office of Justice (FOJ) and Federal Office of Police (fedpol)); the Federal Department of Economic Affairs, Education and Research (EAER: State Secretariat for Education, Research and Innovation (SERI) and State Secretariat for Economic Affairs (SECO)); the Federal Department of Finance (FDF: Federal Delegate for Multilingualism at the FDF General Secretariat) and the Federal Department of the Environment, Transport, Energy and Communications (DETEC: Federal Office of Communications (OFCOM)). The Federal Chancellery (FCh) and the Federal Commission against Racism (FCR) – an independent extra-parliamentary

[1] See Council of Europe, Advisory Committee on the Framework Convention for the Protection of National Minorities, Fifth Opinion on Switzerland, 13 February 2023: https://www.newsd.admin.ch/newsd/message/attachments/80568.pdf and Resolution CM/ResCMN(2023)8 on Switzerland's implementation of the Framework Convention for the Protection of National Minorities, adopted by the Committee of Ministers on 14 September 2023 at its 1474th meeting of the Ministers' Deputies: https://www.eda.admin.ch/dam/en/sd-web/YMvjTS8K9l2d/20230914-resolution-ministerkomitee_EN.pdf.

commission that falls under the FDHA – were also consulted.

6. In late September/early October 2026, the federal authorities concerned were consulted again as part of the official consultation process for the draft report. Their comments have been incorporated. The Federal Council approved the report on 18 November 2026.

7. All 26 cantons, as well as various specialist cantonal conferences, including the Conference of Cantonal Governments, Conference of Cantonal Ministers of Education, Conference of Cantonal Police Commanders and Conference of Cantonal Justice and Police Directors, were given the opportunity to contribute to the drafting process. The communes and cities were also consulted, via the Swiss Union of Cities and the Association of Swiss Communes.

8. Representatives of the national language communities recognised as national minorities were consulted. The Romansh-speaking population was represented by *Lia Rumantscha*, *Pro Idioms Surselva*, *Quarta Lingua*, *Pro Svizra Rumantscha* and the *Fundaziun Retoromana Pader Flurin Maissen*. Italian speakers were consulted via *Pro Grigioni Italiano*, the *Forum per l'italiano in Svizzera* and *Coscienza Svizzera*. The linguistic minorities of the bilingual cantons of Bern and Fribourg were represented by *BERNbilingue*, the Council for French-speaking Affairs of the Biel/Bienne Administrative District, the *Langues Partenaires Fribourg* forum for partner languages in Fribourg, and the BADEM federation of indigenous German-speaking minorities in Switzerland. Some organisations whose work focuses on language issues were also consulted: the Helvetia Latina association, the *Forum du Bilinguisme* forum for bilingualism, Movetia and Forum Helveticum.

9. Consultations were held with the Swiss Yenish and Sinti/Manush, who are recognised as a national minority, and with the 'A Future for Swiss Itinerant Communities' foundation, the *Radgenossenschaft der Landstrasse* umbrella organisation (the '*Radgenossenschaft*') the *Bewegung Schweizer Reisender* Swiss Travellers' movement, the *Citoyens Nomades* Travellers' association, the *Schäft Qwant* association, the *Naschet Jenische*' foundation, the *Jenish-Manouches-Sinti* association, the *Schweiz – Leben und Licht* Protestant Travellers mission, and the *Genossenschaft fahrendes Zigeuner-Kultur-Zentrum* travelling cultural centre cooperative. Four organisations and individuals have co-signed the statement issued by the *Union der Vereine und der Vertreter der Schweizer Nomaden* (UVVSN), the union of associations and representatives of Swiss Travellers.

10. The Swiss Roma, who, although not recognised as a national minority, are nonetheless an integral part of Swiss society, were consulted via the Rroma Foundation.

11. The Jewish community, which is recognised as a national minority, was consulted via the Swiss Federation of Jewish Communities (SIG), the Platform of Liberal Jews in Switzerland (PLJS) and the Intercommunity Coordination Against Anti-Semitism and Defamation (CICAD).

12. The representatives of the national minorities were consulted in parallel with the federal authorities, cantons, cities and communes. They are therefore only able to comment on the latter's' responses at later stages of the monitoring process, particularly during the Advisory Committee's visit to Switzerland.

13. Finally, non-governmental organisations working in the fields of human rights and the protection of minorities, as well as the fight against racism and antisemitism, were consulted. These were humanrights.ch, *Voices Schweiz* (formerly the Society for Threatened Peoples), the Society for Minorities in Switzerland (GMS), the Foundation Against Racism and Antisemitism (GRA), the Swiss section of the International League against Racism and Antisemitism (LICRA), the *Convivenza* Foundation and the Swiss Human Rights Institution (SHRI).

14. The report was drafted or translated into the four national and official languages – German, French, Italian and Romansh – with the Romansh version to follow at a later date. Those versions as well as this English translation are available online from the Directorate of International Law (DIL) at the FDFA: https://www.eda.admin.ch/en/council-of-europe-framework-convention-for-the-protection-of-national-minorities.

I. Part one: practical measures at the national level to raise awareness of the findings of the fifth monitoring cycle

1. Disseminating the results of the fifth monitoring cycle

15. The Fifth Opinion on Switzerland adopted in French and English on 13 February 2023 was translated into German, Italian and Romansh at the request of the federal government, as were Switzerland's comments on the Fifth Opinion, published in June 2023, and the Resolution of the Committee of Ministers of 14 September 2023. All language versions are available on the website of the Federal Department of Foreign Affairs (FDFA) and the Council of Europe.

16. All entities concerned – federal bodies, cantons, conferences of cantonal ministers and directors, the Swiss Union of Cities, and the Association of Swiss Communes – collaborated on the drafting of Comments of the Swiss Government on the Fifth Opinion of June 2023. They were also involved in the new, confidential preliminary stage of the reporting procedure.

17. In November 2023, these same bodies received a letter in their respective official languages drawing their attention to the Resolution of the Committee of Ministers of 14 September 2023, the Fifth Opinion of 13 February 2023, Switzerland's response in June 2023 and the recommendations addressed to Switzerland regarding the implementation of the Framework Convention (see margin no. 4). In parallel, representatives of national minorities, NGOs working for the protection of human rights and minorities, and the Council of Europe were also informed about the publication of these documents and the language versions available on the FDFA website.

2. Follow-up measures

18. On 17 March 2025, a conference on the protection and promotion of national minorities in Switzerland took place in Bern, organised by the Directorate of International Law (DIL) at the FDFA in collaboration with the Federal Office of Culture (FOC) and the Service for Combatting Racism (SCRA) at the Federal Department of Home Affairs (FDHA) and the 'A Future of Swiss Itinerant Communities' foundation (the 'Foundation'). It offered a platform for dialogue between Swiss authorities, the Council of Europe, minority organisations, NGOs and academia. The topics discussed included the integration of the Italian and Romansh languages into everyday life, the protection of the Traveller lifestyle of the Swiss Yenish and Sinti/Manush communities, and measures to combat racism, antisemitism, antigypsyism and intolerance in the education sector. In consultation with the Council of Europe, the conference was organised as a follow-up meeting of the fifth cycle of the Framework Convention.

19. To raise awareness of the Framework Convention, the Canton of Zurich, ETH Zurich and the *Radgenossenschaft* organised a dual exhibition with podium discussion on the Yenish and Sinti in Switzerland in 2025 – Your unknown neighbours: The Yenish and the Sinti and Latscho Diwes. Sinti: The least known minority in Switzerland. In March 2026, the Foundation and the Canton of Graubünden organised a regional event on the protection of minorities, with both the president of the Graubünden government and the Advisory Committee's Swiss expert in attendance. Planning is under way for future regional events by the Foundation.

20. In the context of developments in the Middle East since 7 October 2023, the DIL at the FDFA coordinated feedback from the relevant federal authorities, the cantons, the conferences of cantonal ministers and directors, the Swiss Union of Cities, the Federal Commission against Racism and selected NGOs working to combat racism and antisemitism, in order to provide the Steering Committee on Anti-Discrimination, Diversity and Inclusion (CDADI) with a well-founded overview of the rise in antisemitic, anti-Muslim and other incidents of hatred based on religion, as well as the measures taken and planned (see the CDADI's plenary meeting of 5–8 December 2023).

II. Part two: measures to address the most pressing issues (recommendations for immediate action)

1. Article 4 of the Framework Convention (legal framework for combating discrimination)

The first area in which the *Resolution of the Committee of Ministers* demands immediate action is as follows: *"Review the legislation in order to ensure full implementation of the principle of non-discrimination and equal access to rights for persons belonging to national minorities. The legislation should include a clear definition and prohibition of both direct and indirect discrimination and a comprehensive list of its prohibited grounds."*

21. Article 8 paragraph 2 of the Federal Constitution of the Swiss Confederation (Cst.; SR 101) contains the comprehensive prohibition of both direct and indirect discrimination, and Article 35 obliges all levels of government to ensure that this prohibition is actually implemented in the application of the law. However, there is no horizontal, general federal statute that governs protection from discrimination on the basis of multiple grounds and in multiple areas. This is due to the distinctive characteristics of the Swiss legal system, shaped by its federalism and monist tradition. The prohibition of discrimination is implemented by sector-specific legislation in Switzerland concerning matters such as equality between women and men, equality for people with disabilities and specific provisions in labour law, and is otherwise derived from general legal principles.[2] This sector-specific approach makes it possible to develop the most appropriate institutional response for each area and to adapt the measures as necessary. Supplementary provisions are set out in Article 261bis of the Swiss Criminal Code (SCC, SR 311) and in Article 27 of the Swiss Civil Code (CC, SR 210).

22. The key criminal law provisions relating to racial discrimination are Article 261bis SCC and Article 171c of the Military Criminal Code (MCC; SR 321). They cover particularly serious forms of racial discrimination in public spaces. Furthermore, acts motivated by racism may also constitute other criminal offences. While the racist motive does not in itself constitute a separate element of the offence, it may be taken into account as an aggravating factor. In 2020, Article 261bis SCC was amended to include sexual orientation as a protected characteristic. Since then, public incitement to hatred, denigration and the denial of genocides committed on that basis have also been criminal offences. On 6 December 2023 and 18 December 2024 respectively, the National Council and the Council of States resolved to pursue six identical parliamentary initiatives seeking to include the criterion of gender in Article 261bis SCC (parliamentary initiatives 21.513, 21.514, 21.515, 21.516, 21.522 and 21.527). They target in particular violence and hatred against women. It is clear from the parliamentary debates that the scope is also intended to cover gender identity. The initiatives are currently being examined by the National Council's Legal Affairs Committee.

23. In June 2025, the Federal Commission against Racism (FCR) published two studies: The first, entitled Protection against racial discrimination in private law identifies gaps in civil law protections, particularly in employment and tenancy relationships, and calls among other things for a general equality act. The second, A comparison of civil law protection against discrimination in Europe concludes that civil law protection in Switzerland is inadequate in European comparison. In the same year, the FCR published a statement calling for a general equality act. The Federal Council has not yet commented on either of the studies.[3]

24. Protection against discrimination is one of the priority areas of the cantonal integration programmes (CIPs). The counselling centres for victims of racism, funded through the CIPs, form a central pillar of this work. Since the CIPs were introduced in 2014, all cantons have established or continued to run such counselling services. The current CIP 3 programme period runs from 2024 to 2027. The CIPs also fund measures to raise awareness within state and civil society bodies and among the general public. The

[2] See the Swiss Confederation's combined thirteenth, fourteenth, fifteenth and sixteenth periodic reports submitted to the UN Committee on the Elimination of Racial Discrimination pursuant to Article 9 of the 1965 International Convention on the Elimination of All Forms of Racial Discrimination (report to CERD), 5 December 2025, margin no. 20 and 43 et seq.: www.frb.admin.ch/dam/de/sd-web/hvGhQfZ1r0RP/CERD%20Staatenbericht%20CH%202025.pdf.

[3] See report to CERD, op. cit., margin no. 22 and 37.

Service for Combating Racism (SCRA) within the Federal Department of Home Affairs (FDHA) supports the cantons in this regard, in collaboration with the State Secretariat for Migration. As part of a pilot project, the FDHA's SCRA also supports the Swiss Support Network for Victims of Racism, which brings together 23 counselling centres. The network, founded in 2005 by humanrights.ch and the FCR, coordinates and ensures the quality of counselling services throughout Switzerland.

2. Article 5 of the Framework Agreement (fixed-residence accommodation and transit sites for Yenish, Sinti/Manush / spontaneous stops)

The second area in which the *Resolution of the Committee of Ministers* demands immediate action is as follows: *"Increase, in co-operation with the relevant stakeholders, including the communities concerned, the number of stopping places, short-stay areas and transit sites."*

The Advisory Committee *"encourages the municipal, cantonal and federal authorities to set up and implement, in consultation with the relevant stakeholders, including the communities concerned, legal regulations on spontaneous halting in compliance with the requirements of clarity and foreseeability."*[4]

25. In accordance with the division of competencies in spatial planning, the cantons are charged with creating and maintaining stopping places. The federal government provides financial support on a subsidiary basis for constructing and renovating stopping places for Swiss Yenish and Sinti/Manush, as well as for funding awareness-raising projects (up to 50% of the project costs, up to a maximum of CHF 500,000). The 'A Future for Swiss Itinerant Communities' foundation (the 'Foundation') has been providing this financial assistance directly since 2025. The foundation also provides networking and counselling services.

26. In March 2023, with support from the Federal Office of Culture (FOC) at the Federal Department of Home Affairs (FDHA) and the Federal Office for Spatial Development (ARE) at the Federal Department of the Environment, Transport, Energy and Communications (DETEC), it drew up a handbook for planning, constructing, and operating stopping places, short-stay areas and transit sites. The foundation sets standards and aims to improve the living conditions of travelling Yenish, Sinti/Manush and Roma communities. It also offers cantons and communes technical guidance and financial support, while a pilot project is intended to facilitate the use of federally-owned land.

27. The federal government's work is guided by the Yenish, Sinti and Roma action plan (2016; see margin no. 63). Key elements of the action plan were incorporated into the Dispatches on Culture for 2021–24 and 2025–28, which explicitly refer to the need for stopping places. During the current period, the federal government has therefore increased its financial support (see FDHA (FOC), Guidelines on stopping places, Bern 2023). Information on funding opportunities was communicated through, amongst other channels, the annual cantons conference, meetings of the Swiss Conference of Directors of Public Works, Planning and Environmental Protection (DPPE), events of the ARE of DETEC and media outreach. Federal funding for stopping places and short-stay areas for Swiss Yenish and Sinti/Manush is secured under the Dispatch on Culture 2025–28.

28. The 'transit sites' strategy (national funding and coordination of sites for non-Swiss Travellers) was developed as a spatial planning concept in collaboration with the cantons. In 2024, the FDHA (FOC) and DETEC (ARE) held a consultation and public participation process in accordance with Article 19 of the Spatial Planning Ordinance (SR 700.1). The majority of the cantons expressed critical views, and following consultation with the DPPE's board it was decided not to go ahead with the strategy in that form. The federal government remains committed to improving the transit sites situation, within the limits of existing possibilities.

29. Cantonal governments generally recognise the importance of stopping places and short-stay areas,

[4] The first recommendation (under 'Recommendations for immediate action') is listed in the Resolution, but the second is not. As the Advisory Committee's opinion covers both in the same context, they are discussed together here.

although implementation varies considerably (see below). Official estimates put the number of Swiss Yenish and Sinti/Manush living a travelling or semi-travelling lifestyle at between 2,000 and 3,000.[5] Between March and October each year, an average of around a thousand caravans belonging to Swiss Yenish and Sinti/Manush are on the move throughout Switzerland. In addition, there are around 300–400 caravans belonging to non-Swiss travellers – predominantly Roma from France – in the French-speaking part of Switzerland and the canton of Bern, as well as around 100 caravans in German-speaking Switzerland. These figures have remained stable for years.

30. Since 2000, the Foundation has been regularly assessing needs for stopping places and their quality. Its 2026 progress report (de) traces developments since 2021 and outlines the current situation as follows (for details at cantonal level, please refer to the report in its entirety):

2.1. Stopping places

31. No existing stopping places were closed between 2021 and 2026. Two new stopping places were created in the cantons of Basel-Landschaft (in Füllinsdorf) and Fribourg. Two overwintering places were created in the cantons of Bern (in Erlach) and Zurich (in Albisgüetli). Apart from Erlach, all the new places are provisional.

32. The number of stopping places changed only slightly between 2021 and 2026. Nationwide, there is an estimated shortfall of 34 stopping places, or over 600 pitches. Whereas demand is low in certain cantons in Central Switzerland (Nidwalden, Glarus, Obwalden and Uri) as well as in Appenzell Innerrhoden and Appenzell Ausserrhoden, Jura and Schaffhausen, it remains high to very high in all other cantons – particularly in urban areas. Many young Yenish and Sinti/Manush people are unable to find a free pitch. The situation is exacerbated by the fact that many sites are unsuitable and exposed to noise, yet remain in use without being refurbished due to a lack of alternatives.

33. Two stopping place projects are currently being planned: one in the canton of Aargau (in Brugg), the other in the canton of Bern (in Muri bei Bern). Three further projects are under consideration in the cantons of Basel-Landschaft and Solothurn.

2.2. Short-stay areas

34. Six new short-stay areas were opened during the reporting period, in the cantons of Bern (in Herzogenbuchsee), Schaffhausen, Schwyz, Vaud (in Mont-sur-Lausanne and Yverdon-les-Bains) and Zurich (in Wädenswil). The two areas in the canton of Schwyz and in Yverdon-les-Bains are provisional, whereas the other four are guaranteed to remain in operation for the long term.

35. All short-stay areas in use in 2021 are still active now, in 2026, with three of them not guaranteed to remain in operation due to their status as temporary sites (Biel/Bienne and Bern in the canton of Bern; Rothenburg in the canton of Lucerne).

36. In total, 28 short-stay areas will be in operation across Switzerland as at 31 December 2026.[6] This represents a slight improvement on 2021 (24). The demand across Switzerland is estimated at 45 areas, or around 600 pitches.

37. Some areas are used more than others. Demand is particularly high for areas located in urban agglomerations. Infrastructure (water, electricity, sewerage, sanitary facilities, noise protection) and

[5] There are around 30,000 people of Yenish background living in Switzerland, as well as several hundred Sinti/Manush. Around 2,000 to 3,000 individuals belonging to this minority follow a Traveller way of life (see Federal Office of Culture, The Yenish and Sinti as a national minority: www.bak.admin.ch/de/jenische-und-sinti, de/fr/it/rm). Other estimates put the number of people of Yenish origin at between 50,000 and 70,000 (see the 2026 progress report in German and French of the 'A Future for Swiss Itinerant Communities' foundation on stopping places for travelling Yenish, Sinti and Roma in Switzerland, June 2026, p. 12).

[6] Reclassifications have affected statistics here, creating a discrepancy of two; the statistical total of short-term areas in 2026 is 28, whereas the 2021 figure of 24 taken together with the further six new short-term areas since then adds up to 30 (see the 2026 progress report, p. 24).

pricing are decisive factors. Yet areas that are used less also play an essential role in making it possible to rotate between sites and, consequently, to maintain a Traveller lifestyle in the first place.

38. The Porrentruy short-stay area in the canton of Jura is scheduled for expansion by 2027, and two further areas are being planned in the cantons of Aargau (in Meerenschwand) and Zurich (in Meilen). Five projects are under consideration in the cantons of Appenzell Ausserrhoden, Geneva, Solothurn, Vaud and Schwyz.

2.3. Transit sites

39. Of existing transit sites, 75% are located in French-speaking Switzerland and in the canton of Bern. Most of them are cantonal sites (e.g. the sites in Wileroltigen in the canton of Bern, Sâles in the canton of Fribourg, Val-de-Ruz in the canton of Neuchâtel, Martigny in the canton of Valais, and Rennaz in the canton of Vaud) that are generally managed by the cantonal police or a security company.

40. During the reporting period, a provisional transit site was opened in the canton of Bern (in Biel/Bienne) and the temporary Wileroltigen site, also in Bern, became permanent and saw its capacity increased after a cantonal referendum in 2020 approved the construction work. In 2026, eight transit sites are in operation, as opposed to seven in 2021. It is estimated that eight or nine further transit sites (210–260 pitches) are required, particularly in economically strong regions and agglomerations, with the situation showing a slight trend towards improvement.

41. In Martigny (canton of Valais), plans are under way to relocate an existing site to a better-equipped location. In the canton of Neuchâtel, plans are under way to make part of the provisional Pré-Raguel transit site in Val-de-Ruz permanent.

2.4. Spontaneous stops

42. According to the 2026 progress report, there are fewer and fewer possibilities for spontaneous stops – a trend attributed to prejudice, negative experiences, the decline in the number of farms, urban sprawl and increasingly restrictive local regulations. Yet in the absence of stopping places and transit sites, spontaneous stops remain the only option in many places, often linked to local employment opportunities.

43. The 2026 progress report notes a slight improvement thanks to a handful of new sites, although the situation in many regions continues to stagnate. The 'A Future for Swiss Itinerant Communities' foundation (the 'Foundation') emphasises the persistently pressing need for action.

44. The 2026 progress report highlights the integration of the needs of travelling minorities into spatial planning as a key priority. Twenty-three cantonal governments have entries to this end in their structure plans, while the Cantons of Aargau, Bern, Fribourg, Schwyz, St Gallen and Zurich also have specific cantonal strategies. The Cantons of Aargau, Bern and Zurich, going further, also have specialised services, whereas in the Cantons of Neuchâtel, Ticino and Vaud, contractors or project managers oversee the processes.

45. The authorities are increasingly adopting participatory approaches. Participatory processes – such as those in place in the canton of Lucerne and planned for the canton of Geneva – bring communes in at an early stage. In 2023, Solothurn set up a working group comprising the authorities, the *Radgenossenschaft* and the 'A Future for Swiss Itinerant Communities' foundation. Provisional facilities, such as those in the cantons of Vaud and Schwyz, allow for a phased approach and help to break down prejudice. Thanks to a consistent policy on stopping places, the Canton of Bern has seen a significant decline in unauthorised stopping. In Graubünden, a legislative amendment introduced in 2025 allows the canton to cover any social welfare costs, thereby removing a previous obstacle to planning.

46. The Canton of Neuchâtel's legislation on Traveller parking sites (*Loi sur le stationnement des communautés nomades*, LSCN; RSN 727.2) took effect in April 2018. Article 1 of the act sets out its purpose: to govern the parking sites and transit of Traveller communities, while safeguarding their lifestyle and the interests of the settled population. The Swiss Federal Supreme Court dismissed the final challenge against the LSCN.(BGE 145 I 73). A communication appealing against the Supreme Court's decision was then submitted to the UN Committee on the Elimination of Racial Discrimination. On 23 April 2026, the Committee decided to remove the communication from the register owing to the authors' failure to cooperate. (CERD Communication No. 72/2020, X. and Y. v. Switzerland, UN Doc. CERD/C/117/D/72/2020).

47. The *Radgenossenschaft* and the UVVSN have been calling for more stopping places and for the promotion of spontaneous stops. The authorities are being asked to support private initiatives and provide plots themselves. The *Radgenossenschaft* considers many sites and areas to be too small and in need of repair – even as more Yenish people are travelling again. Describing the commitment of the federal government as having waned, the association points out that the transit site project was discontinued in 2025 and the funding for transit sites in the Dispatch on Culture 2025–28 was reduced with the justification that cantons and communes had only partially drawn down the funds. The *Radgenossenschaft* finds that the federal government failed to communicate this adequately, thereby sending a negative signal to the cantons about the urgency of action addressing the concerns of Traveller communities. Resistance at the communal level (in the cantons of Solothurn and St Gallen in particular) is, it says, preventing new sites from being established. It notes that a CERD communication (appeal) is pending in the case of the commune of Thal in the canton of St Gallen. The *Radgenossenschaft* is also calling for greater cantonal planning powers and an assessment of federally owned properties, including those of various federal offices such as the Federal Roads Office, the Federal Office for Buildings and Logistics and armasuisse, as well as the land owned by federal government-associated businesses such as the SBB. It is further demanding binding participation rights for the affected minority groups, and long-term safeguards for the Rania stopping and short-term site in the canton of Graubünden.

3. Article 6 of the Framework Convention (intercultural dialogue and mutual respect)

The third area in which immediate action is required according to the *Resolution of the Committee of Ministers* is the following: *"Step up efforts to combat all forms of racism and intolerance, including antigypsyism, antisemitism, anti-Muslim and anti-Black racism. The authorities should also intensify their efforts to deter the proliferation of hate speech on social media, in close cooperation with internet service providers and the populations most affected by hate speech."*[7]

3.1. Foreign policy action

48. Within the framework of its 2026 OSCE chairpersonship, Switzerland is working to further the fight against antisemitism and all forms of intolerance and discrimination. This work builds on OSCE commitments, in particular the 2004 Berlin Declaration and the Basel Ministerial Declaration adopted in 2014 under the Swiss chairpersonship. Switzerland attaches particular importance to both of these declarations in light of the global rise in antisemitic incidents since 7 October 2023. In his capacity as OSCE chairman-in-office, Federal Councillor Ignazio Cassis has appointed three personal representatives to combat 1) antisemitism, 2) racism and xenophobia, including intolerance towards Christians and members of other religious communities, and 3) intolerance towards Muslims.

49. On 9 and 10 February 2026, the Swiss OSCE chairpersonship organised a conference in St Gallen on combating antisemitism, attended by over 180 participants from 47 OSCE states, as well as international organisations and civil society. The focus was on collecting data on antisemitic incidents, online hate speech, the protection of Jewish communities, Holocaust remembrance and sport as a space for inclusion.

50. The Swiss chairpersonship is also working with the OSCE High Commissioner on National Minorities Christophe Kamp. Mr Kamp accompanied Mr Cassis on a visit to Bosnia and Herzegovina in February 2026. In addition, the chairpersonship and the Office of the High Commissioner are organising an event on access to justice for women who are members of a national minority community. Switzerland is providing personnel support to the office with a secondment.

51. On 6 March 2026, the Federal Council adopted the report on postulate 23.4340 by the Foreign Affairs Committee of the National Council (FAC-N) concerning the foreign policy dimensions of the rise in antisemitism. The report notes that since 7 October 2023, there has been a significant rise in antisemitic incidents, particularly online and in public spaces, as well as threats from abroad. The Federal Council reaffirms its rejection of all forms of antisemitism and highlights national measures as well as Switzerland's international work, in particular within the International Holocaust Remembrance Alliance (IHRA), the OSCE, the Council of Europe and the United Nations Educational, Scientific and Cultural Organization (UNESCO). In 2025, Switzerland adopted the Global Guidelines for Countering

[7] For further details, see the report to CERD, op. cit.

Antisemitism. The Federal Council considers existing measures to be adequate, but continues to monitor the threat situation closely.

3.2. National strategy and action plan

52. On 5 December 2025, the Federal Council adopted the first national strategy against racism and antisemitism (de, fr, it). It commits the federal government, cantons, cities and communes to taking measures within their respective areas of responsibility and recognises racism as a structural problem. The Service for Combating Racism (SCRA) within the Federal Department of Home Affairs (FDHA) is coordinating the implementation, which began in 2026, on the basis of four fields of action: 1) monitoring – improving the knowledge base; 2) protection – expanding protection against discrimination; 3) institutional embedding – changing structures; and 4) engaging with society – learning and taking action together. In doing so, it is also addressing specific aspects of racism against the Yenish, Sinti/Manush and Roma.

3.3. Data collection

53. Since 2024, the monitoring results of the FDHA (SCRA) have been publicly available on the Racism in figures website portal (de, fr, it). The portal uses various data sources to provide information on the extent and forms of racist discrimination, as well as the groups affected, and enables year-on-year comparisons. It is largely based on the VeS survey that asks the population about diversity, discrimination, racism and integration. The questionnaire is currently being revised and will, in future, place greater emphasis on personal experiences of discrimination. One new aspect is that stereotype-related questions concerning the Yenish and Sinti/Manush will also be included. Consideration is also being given to how the lack of disaggregated data on ethnic background can be addressed.

54. In 2024, 17% of Switzerland's permanent resident population reported having been victims of racial discrimination in the past five years. This equates to 1.2 million people aged between 15 and 88. The reasons for discrimination are varied and are sometimes based on mere assumptions. They include nationality, skin colour and other physical characteristics, religion, and ethnic background (FSO | Survey on diversity and coexistence in Switzerland (VeS) and Who is discriminated against? (de, fr, it)).

55. The 2025 racism report (de, fr, it) published by the Swiss Support Network for Victims of Racism (see margin no. 24) in collaboration with humanrights.ch records 1,245 reported cases of racial discrimination, slightly more than in the previous year. Discrimination occurred particularly frequently in the education sector and in the workplace. The most common motives were anti-Black racism, xenophobia and anti-Muslim racism, which rose significantly to 281 cases (2024: 209) and now ranks second only to anti-Black racism. There were 60 cases of antisemitism (2024: 66). There were 19 cases of racism against Roma, Sinti/Manush and Yenish people (2024: 25). Against the backdrop of increasing violence in the Middle East, a greater number of racist incidents were recorded in Switzerland overall.

56. Since 2021, the Federal Commission against Racism (FCR) has been operating a platform for reporting racist online hate speech. Reports are stored in a database and processed. The FCR carries out an initial analysis to assess whether the reported statements may constitute a criminal offence. If the offence involves Switzerland, the FCR files a criminal report under Article 261bis SCC. Depending on the given case, the FCR also assists victims in filing criminal complaints. The criminal justice authorities are required to prosecute offences under Article 261bis SCC of which they become aware. In 2025, a total of 552 instances of racist content were reported (see the reference to the reporting platform in the 2025 racism report, p. 26). This represents a sharp increase over 2024, when there were 302. The most frequently reported forms of racism in 2025 were anti-Muslim racism (159) and antisemitism (139). These are both at high levels and compare with 79 and 77 respectively in 2024. Racism against Black people rose to 90 instances from 66 in 2024, while general xenophobia was reported 56 times. In 2025, around a third of the reports (231) constituted criminal offences – similar to 2024. Criminal complaints were filed in 74 of these cases. No complaints were filed in the remaining cases because they had no connection to Switzerland, the account had already been deleted, or they involved offences that can only be prosecuted upon complaint.

57. The Swiss Federation of Jewish Communities (SIG) recorded 2,185 cases of antisemitism online in 2025 (2024: 1,596; see the SIG's and the Foundation Against Racism and Antisemitism's (GRA's) joint Report on Antisemitism 2025). The *Coordination Intercommunautaire contre l'Antisémitisme et la Diffamation* (CICAD) reported 2,438 incidents (2024: 1,789), over 90% of which took place in the digital space (2024: 72%; see CICAD's 2025 annual report on antisemitism in French-speaking Switzerland

(fr)). Both organisations categorise incidents in accordance with the International Holocaust Remembrance Alliance (IHRA) definition of antisemitism.[8] In recent years, numerous cantonal governments have signed agreements with the SIG and, in one case, with CICAD. Such agreements set out the responsibilities of the SIG and CICAD in terms of reporting antisemitic acts and providing advice, and, in some cases, also with regard to raising awareness.

58. As part of the Binder Keller postulate 21.4137, the FDHA (SCRA) commissioned Interface to produce a background report on the recording of racist and antisemitic incidents in connection with the COVID-19 pandemic. The 2024 report highlights a significant under-reporting of incidents, as well as shortcomings in the recording of hate crimes and racial profiling by the police. The Federal Council report on the postulate, published in 2025, derives measures from this to improve the coordination and scientific basis of the monitoring system and to reduce under-reporting. They will be implemented as far as possible within the framework of the action plan.

59. In its collection of judgements and decisions made under the criminal law provision against discrimination and incitement to hatred (Art. 261bis SCC), the Federal Commission against Racism (FCR) recorded 11 cases concerning Yenish, Sinti/Manush and Roma persons, as well as 98 cases concerning Jewish persons, between 2021 and 2025. In the first category of cases, there were 10 convictions for discrimination and one no-proceedings decision. The cases concerning Jewish persons break down as follows: 71 convictions for discrimination, 10 no-proceedings decisions, 14 proceedings dropped and 3 acquittals. More detailed information can be found in the FCR's collection of legal cases.

60. The 2024 VeS survey (FSO | Attitudes towards target groups | Stereotypes and ranking) revealed that attitudes towards Jewish people are predominantly positive: 94.2% of the population regards individuals of the Jewish faith as equals. Of the individuals who self-report having been subjected to racial discrimination in the past five years (17% of Switzerland's permanent resident population), 5% stated that it was based on their religion. However, the survey results do not indicate which religion is concerned in any given case.

61. The FDHA (FSO) index of hostility towards Jewish persons fell slightly between 2016 and 2022. In 2024, the index rose for the first time and now stands at 1.94 on a scale of 1 (disagreement with this attitude) to 4 (agreement with this attitude). Compared with the other indices calculated by the FDHA (FSO) on hostility, this is the one that has shown the sharpest rise. Only further surveys will reveal whether this marks a sustained break with the previous trend.

62. The 2024 VeS survey (see Appendix I) shows that 23.4% of the population feels a sense of discomfort when facing someone with a non-settled way of life – a figure that rose to a statistically significant degree between 2016 and 2024 and is not correlated with the actual number of Travellers. No separate findings relating not to the Traveller lifestyle but to the Yenish, Sinti/Manush or Roma communities themselves are available.

63. The action plan drawn up by the Federal Office of Culture (FOC) at the FDHA in 2015/2016 to improve conditions for Traveller lifestyles and promote the culture of the Yenish, Sinti/Manush and Roma forms an important basis for the work of the FDHA (FOC) and its partners. Anti-discrimination is embedded in the action plan as a cross-cutting priority. The plan is currently being assessed and further developed. Certain individual measures are to be integrated into the new action plan against racism and antisemitism (see margin no. 52).

64. Global crises – in particular the renewed escalation of violence in the Middle East, but also the COVID-19 pandemic and the war against Ukraine – have been accompanied by a significant rise in antisemitic and other racist incidents, particularly online, across all relevant data sets. This is consistently evident across various sources.

[8] At its meeting on 4 June 2021, the Federal Council recognised the value and practical relevance of the IHRA's non-legally binding working definition of antisemitism. The definition could provide additional guidance for identifying antisemitic incidents (see Federal Council press release, 4 June 2021, 'Federal Council adopts report on working definition of antisemitism': https://www.admin.ch/en/nsb?id=83838).

3.4. Research

65. In 2025, the FDHA (Service for Combating Racism, SCRA) published a summary (de) of the extensive study on anti-Muslim racism in Switzerland (de) commissioned from the Swiss Centre for Islam and Society. The study defines anti-Muslim racism, presents the latest figures and the perspectives of those affected, and identifies where action is needed. The publication supplements other monitoring work, including the report on measures to combat racism and antisemitism (de, 2024), the status report on structural racism in Switzerland (de, 2022), the evaluation of measures to combat antisemitism (de, 2020), the report on the way of life of Yenish and Sinti/Manush (de, 2020) and the status report on anti-Black racism in Switzerland (de, 2017). In addition, the FDHA (SCRA) has publications that focus specifically on racism against the Yenish, Sinti/Manush and Roma and antisemitism.

66. The study by the Zurich University of Applied Sciences (ZHAW) on trends in experiences of antisemitism among Jewish people in Switzerland (de, 2025) compares two online surveys conducted in 2020 (487 respondents) and 2024 (1,335 respondents). Despite not being representative, it reveals a pronounced deterioration in the situation. In 2024, 90.8% of respondents perceived an increase in antisemitism, compared with 74.2% in 2020. Many of them adjusted their everyday behaviour accordingly: 71.4% chose not to wear visible Jewish symbols such as a kippah or the Star of David (2020: 62.9%), and 28.4% said they had considered emigrating. The number of incidents experienced first-hand also increased. In 2024, 46.9% reported having experienced harassment in the past 12 months, compared with 31.3% in 2020, with discrimination being particularly prevalent in the workplace and in education. Physical violence and damage to property remained rare and showed no statistically significant increase. Despite the rise in the number of incidents, people have become less willing to report them, meaning that a significant proportion of antisemitic incidents remain unrecorded and are not included in the statistics.

3.5. Legal measures

67. In the report on the postulate Hate speech. Are there any loopholes in the law?' of 15 November 2023 (postulate 21.3450 of the Security Policy Committee of the Council of States (SPC-S) of 25 March 2021), the Federal Council concludes that hate speech poses a serious challenge to democratic societies and announces regulatory initiatives to strengthen legal protection and the rights of users of digital platforms.

68. On 29 October 2025, the Federal Council launched the consultation on the draft Federal Act on Communication Platforms and Search Engines (ComPA). The ComPA is intended to oblige very large platforms (Facebook, X, TikTok, Google, etc.) to act fairly and transparently, and to enable users to report illegal hate speech (including wilful defamation under Art. 174 SCC, insults under Art. 177 SCC, and discrimination and incitement to hatred under Article 261bis SCC); platform operators are obliged to respond (see Art. 4 of the draft ComPA). The consultation ran until 16 February 2026 and is currently being analysed.

69. Pursuant to Article 4 paragraph 1 of the Federal Act on Radio and Television (RTVA; SR 784.40), all radio and television programmes must respect fundamental rights. This includes, in particular, upholding human dignity and avoiding discriminatory content and incitement to racial hatred. Editorial programmes that contravene Article 4 of the RTVA may be the subject of a complaint to the ombudsman for the regional service in question and – subject to the statutory conditions – to the Independent Complaints Authority for Radio and Television (ICA).

3.6. Safety and protection of minorities

70. Pursuant to the Ordinance on Measures to Support the Safety of Minorities in Particular Need of Protection (OSMP; SR 311.039.6), the Federal Department of Justice and Police may, through fedpol, provide financial assistance to organisations whose need for protection has been established by the Federal Intelligence Service (FIS). Such assistance must be disbursed for crime prevention measures, such as structural/technical protections, security plans, training in risk identification, and awareness-raising. At present, this particular need for protection concerns the Jewish community, the Muslim community and the LGBTQ+ community. The annual budget has been increased several times since the OSMP came into force: CHF 2.5 million from 2023, CHF 5 million from 2024, and CHF 6 million for 2026 and 2027. The number of approved applications rose from 34 in 2023 to 36 in 2024 and 44 in 2025, reaching 54 in 2026.

3.7. Combating hate speech and disinformation in the digital space

71. On 26 November 2025, the Federal Council, in fulfilment of postulate 22.3006 of the National Council's Security Policy Committee (SPC-N), established an interdepartmental working group on influence activities and disinformation to coordinate the exchange of information between the federal offices. In addition, the informal working group on online hate brings together relevant federal agencies several times a year to exchange information.

72. A motion (24.4018) was tabled in Parliament to restrict degrading nudifying apps. On 20 November 2024, the Federal Council recommended that the motion be rejected due to factors including the ongoing work on AI regulation. The Federal Office of Communications (OFCOM) at the Federal Department of the Environment, Transport, Energy and Communications (DETEC) published an overview of artificial intelligence regulation on 12 February 2025.

73. DETEC (OFCOM) has commissioned various studies to investigate the causes and forms of hate speech on digital platforms: Basic research (Digital Public Sphere section).

74. Swiss public broadcaster SRG SSR has a set of netiquette guidelines, on the basis of which unlawful content – including illegal hate speech – may be removed and accounts suspended. DETEC (OFCOM) monitors compliance through system reviews.

75. The national Youth and Media (de, fr, it) platform run by the Federal Social Insurance Office (FSIO) at the Federal Department of Home Affairs (FDHA) is aimed at children, parents, teachers and specialists. It empowers children and young people to use media safely and responsibly and addresses issues such as online discrimination and hatred, extremism and radicalisation, as well as – in a separate section – hate speech relating to racism, Islamophobia, antisemitism, anti-Black racism and antigypsyism.

76. Since 2025, the Conference of Cantonal Justice and Police Directors (CCJPD) has been funding online hate speech monitoring that involves the SIG and the SCRA analysing antisemitic and racist hate speech on the internet with a view to developing counter-measures and prevention programmes.

3.8. Prevention, raising awareness

77. At the end of 2025, the Conference of Cantonal Police Commanders of Switzerland (CCPCS) compiled all measures taken by the cantonal police forces in the area of racism prevention and racial profiling into an internal overview that was made available to the CCJPD and the CCPCS members to promote best practice. The measures include basic and advanced training, as well as meetings with associations and affected communities, to promote mutual understanding.

78. Pursuant to the ordinance of 14 October 2009 on projects to promote human rights and combat racism (SR 151.21), the FDHA (SCRA) supports educational, awareness-raising and prevention projects, with around one third of the annual budget of around CHF 900,000 allocated to school projects. With federal government support, awareness-raising campaigns are also carried out at local and cantonal level, particularly as part of the annual action weeks against racism.

79. Various Swiss cities have taken specific measures. Bern has adopted a 2026–29 action plan on migration and racism. In 2024-27, Zurich is in a process of establishing an institutionalised racism prevention structure within the city administration. Yverdon-les-Bains has been running the *Parlons du racisme* (Let's talk about racism) campaign since 2011. In 2026, that campaign's slogan translated as Racism: hidden burden, (in)visible pain. Bern, Biel/Bienne, Geneva, Lausanne and Thun supported the Stop Hate Speech project (2018–24). Thirteen Swiss cities are members of the European Coalition of Cities Against Racism (ECCAR). In 2026, participants in the annual Action Week against Racism included Lausanne, Bern, Biel/Bienne, Schaffhausen (for the first time) and St Gallen (see section 3.11).

3.9. Education

80. In 2025, the Swiss Conference of Cantonal Ministers of Education (EDK) revised its statement of 1991 on the prevention of racism and antisemitism in schools. The new statement views racism as a structural phenomenon. It is accompanied by a report setting out measures recommended for schools and promotes respectful and tolerant behaviour in everyday school life. The EDK is also represented on

the national Youth and Media platform (see margin no. 75), which provides resources for preventing racist, antisemitic, anti-Roma and Islamophobic hate speech in the digital space.

81. The revised 2025 framework curriculum for general education in basic vocational education and training includes elements aimed at combating racism and intolerance. These include the critical analysis of sources and media content, reflection on the individual's own values, the promotion of mutual understanding, and the appreciation of linguistic and cultural diversity. The recognition of other cultural realities is also addressed under 'Ethics' and 'Identity and socialisation'. Pursuant to Articles 54 and 55 of the Vocational and Professional Education and Training Act of 13 December 2002 (VPETA; 412.10), the State Secretariat for Education, Research and Innovation (SERI) at the Federal Department of Economic Affairs, Education and Research (EAER) can contribute here by supporting development projects such as the *Swiss youth and democracy monitor*, *I Girl – I Boy – I Phone* and *like2be*. The latter two cover topics including racist stereotypes and are now being continued by other institutions.

82. All Swiss higher education institutions have structures in place to promote equal opportunities, diversity and inclusion. The principles of scientific integrity and academic values reaffirmed by swissuniversities in May 2021 emphasise respect for all members of the higher education community in their diversity. Higher education institutions promote open, non-discriminatory discussions; their inclusion in the action plan for the national anti-racism strategy is being considered. Specific projects include the *Forum für Universität und Gesellschaft* forum for university and society (University of Bern), the *Dialograum UZH* dialogue space (University of Zurich), the *Empowerment und Verlernen von Rassismus* empowerment and unlearning racism programme (Bern University of Applied Sciences), the programme on racism in (higher) education culture: critical diversity literacy (the universities of teacher education (UTEs) of Lucerne, Zurich, FHNW, Bern, SUPSI, St Gallen, Thurgau, and Schaffhausen), and Rakri on anti-racism socialisation from the very start (UTE FHNW).

Section 4 of part two provides more information on this.

3.10. Memorialisation and historical reappraisal

83. As part of the Remembering for Tomorrow programme, aimed at raising awareness of the reappraisal of compulsory social measures and extra-familial placements prior to 1981, various projects have been and continue to be supported that shed light on the removal of children from their families and communities by the charitable foundation Pro Juventute within the framework of the 'Children of the Open Road' (*Kinder der Landstrasse*) campaign. These projects include the national touring exhibition Fostered. Locked away. Forgotten?, the web platform erinnern-fuer-morgen.ch, the educational app *Fürsorge und Zwang* ('Welfare and Coercion'), as well as financial support for third-party educational projects such as the book tour accompanying the publication *Reden, um nicht zu ersticken* ('Speaking out so as to not suffocate') by Uschi Waser and Silvia Süess and the Mamera podcast.

84. In February 2025, the Federal Council took note of the Diggelmann legal opinion, commissioned by the FDHA, concerning the persecution of the Yenish and Sinti/Manush. The opinion concludes that the persecution of the Yenish and Sinti from 1926 to 1972 within the framework of the Pro Juventute's 'Children of the Open Road' relief organisation (*Hilfswerk für die Kinder der Landstrasse*) is a crime against humanity under current international law. In response to the injustices committed, the Federal Council reiterated to those affected the apologies it had made in 2010 and 2013. However, it did not formally recognise that the events constitute a crime against humanity, as set out in the opinion. It instructed the FDHA to engage in dialogue with those affected to clarify the extent to which there remains a need to deal with and reappraise the past, beyond the measures already taken. The FDHA is now considering the establishment of an independent commission, as well as organising a remembrance event in 2026 – 100 years after the 'Children of the Open Road' campaign started – in close cooperation with those affected.

85. On 27 April 2026, the National Council issued a statement in which it acknowledged that a minority group composed of Swiss citizens had been victims of persecution which, under current international law, constitutes a crime against humanity. The Council expressed its regret at the suffering inflicted, and called upon the federal government, the cantons and the communes to protect the interests of the Yenish and Sinti/Manush communities and to recognise the Traveller way of life as intangible cultural heritage.

86. The Federal Council is committed to ensuring that the victims of Nazi persecution and the Holocaust are not forgotten. At its meeting on 26 April 2023, it approved CHF 2.5 million for the creation of a memorial to the victims of National Socialism in the city of Bern. Furthermore, in collaboration with the

Canton of St Gallen, it is supporting the planning of a national and cross-border site for mediation and networking.

3.11. Cantonal measures to combat all forms of racism and intolerance

87. In recent years, several cantonal governments have introduced legislative and policy measures to combat racism, antisemitism and discrimination[9]. Some examples of cantonal measures are presented below

88. Several cantonal governments have delegated the provision of advice on racism and antisemitism to specialist bodies: in 2025, Aargau transferred the operation of its antisemitism reporting centre to the Swiss Federation of Jewish Communities (SIG). The pilot phase covered 2025–26, and offered advice, interventions, documentation via the Racism Documentation System (DoSyRa), and networking in light of the aggravated situation since the Hamas attacks in 2023. In addition, the cantonal police is providing protection for Jewish sites. The central contact point for integration (*Anlaufstelle Integration Aargau*), expanded in 2026, deals with other forms of discrimination, as does the Canton's specialist unit for Travellers and the fight against antigypsyism. Fabia – a centre of competence for migration based in the canton of Lucerne – provides counselling for victims of all forms of discrimination and helps them connect with support networks. Frabina – commissioned by the Canton of Solothurn – has been running a similar central contact point since 2020. St Gallen and Appenzell Ausserrhoden have granted anti-discrimination mandates to the inter-cantonal HEKS/EPER advice centre against racism and discrimination. On 1 January 2026, Appenzell Ausserrhoden expanded the range of services of the centre's mandate to include prevention and awareness-raising. Going beyond the HEKS mandate, St Gallen also has a service agreement with the SIG regarding the centre for reporting antisemitic incidents and is working with the SIG and the Jewish Museum in Hohenems to lay the foundations for a national memorial to the victims of National Socialism.

89. Several cantonal governments are pursuing their own strategies and action plans. Fribourg has an action plan for 2024–27 that covers training for professionals, the expansion of *Info-Racisme*, the *Vers une école sans racisme* network launched in 2024, and ongoing exchanges between *Info-Racisme* and the Jewish community in Fribourg. Neuchâtel has been implementing its *Feuille de route pour une administration égalitaire et ouverte à la diversité* ('Roadmap for an equal opportunities administration open to diversity') since 2018. This roadmap includes an annual action week reaching over 12,000 people directly, compulsory training featuring a code of conduct for 95% of civil servants, a centre for reporting racist incidents, a teacher training programme and a common messaging framework for media engagement. Uri is currently drawing up a cantonal strategy on racism and discrimination. Lucerne is also developing a cantonal anti-racism strategy focusing on the labour market. Together with certain cantons in Central Switzerland such as Uri, it will launch the *Unternehmen gegen Rassismus* ('Businesses against racism') pilot project in 2026 to raise awareness among SMEs. In addition, in response to postulate P 220 (*Kein Platz für Hass und Hetze* ('No place for hate and incitement')), the cantonal government's threat management unit is set to strengthen coordination in the area of hate speech and the prevention of extremism.

90. In the field of interfaith dialogue, the Canton of Bern works with the *Fachstelle für kirchliche und religiöse Angelegenheiten* ('Office for ecclesiastical and religious affairs'). This takes the form of support for the *Multireligiöse Begleitung* ('Multi-religious support') association during the 2023–27 pilot phase and the cantonal police's *Gemeinsam gegen Hass* ('Together against hate') campaign, which has been running since November 2024 and involves over 30 religious communities, public authorities, educational institutions and NGOs. Such work also includes the support for the training days in 2025 for leaders of religious communities organised under private law, as well as information material and school workshops run by the cantonal police to combat hate crimes. The Canton of Schaffhausen took part in the *Aktionswoche gegen Rassismus* ('Action week against racism') for the first time in March 2026. In the same month, a cantonal conference on Islam was held with the participation of the government and communes. The Canton of Solothurn supports events organised by the Cantonal Islamic Association (Open Mosque Day, shared Iftar to break the fast during Ramadan).

91. In the area of education and awareness-raising, Basel-Stadt draws on verified *éducation21* teaching materials (see margin no. 98), and its culture office has launched the *Kultur divers gestalten* ('Diversity in culture') initiative. In 2025, Basel-Landschaft funded school workshops and a panel discussion on the

[9] See report to CERD, op. cit., margin no. 15 and 32–34.

Wir und die Anderen ('We and the others') travelling exhibition (conceptualised by the Musée de l'Homme in Paris), as well as the Speak Up! project combating antisemitism and anti-Muslim racism. Together with Basel-Stadt, it funded the *Stopp Rassismus beider Basel* advice centre for both Basel cantons, as well as *Likrat, Book a Guide / Dialogue en Route, Visit a Religion* and, since 2025, the racism prevention work of the *Fussballverband Nordwestschweiz* football association in northwestern Switzerland. Geneva trains administrative staff through its office for integration and citizenship and maintains five specialist advice centres (on antisemitism, anti-Muslim racism, anti-Black racism, antigypsyism). In 2025, Vaud organised an exchange day for Roma communities (organised by Opre Rom) and a training course for mediators from Roma communities conducted in Romani. Zug holds the Living Library event annually as part of the action week against racism.

92. In Geneva, a cantonal equality and anti-discrimination act (L 13279, LED) has been in force since 2023, with a sector-specific implementing act against racial discrimination currently being drafted. On 9 June 2024, voters approved by 84.69% a constitutional ban on the public display of symbols of hate. The implementing act for this is also currently being drafted. Since July 2023, St Gallen has been recording hate crimes in its police crime statistics, connecting specialists via the interdepartmental platform sichergsund.ch, and developing a strategy on the Traveller way of life. Appenzell Ausserrhoden provides information in around 20 languages on counselling services for discrimination issues via the multilingual platform Hallo-AR.ch. Basel-Stadt is also exploring an online tool for reporting racist harassment and has been taking part in the annual action week against racism in March for over ten years, as have the Cantons of Valais (the annual *Semaine valaisanne d'actions contre le racisme*) and Schaffhausen (first-time participation in 2026 with the motto *Es beginnt mit uns* ('It starts with us').

93. The 'A Future for Swiss Itinerant Communities' foundation (the 'Foundation') sees a need for action regarding antigypsyism, particularly in relation to online hate speech. The Foundation lacked the resources to systematically incorporate hateful comments directed at communities with a Traveller way of life into the monitoring carried out by the Swiss Support Network for Victims of Racism (see margin no. 24). It also emphasises that the social services advisory project *Soziales*, running since 2022, has shown that access to such services often requires an official domicile, thereby structurally excluding Yenish and Sinti/Manush people who do not have a designated stopping place. For its part, the *Radgenossenschaft* points out that prejudice against Traveller communities contributes in part to communes refusing to provide stopping places, as well as to disproportionately high fees for the pitches that are deliberately deterrent (e.g. in Birmensdorf in the canton of Zurich), with objections to this being perceived as insulting.

4. Article 12 of the Framework Convention (intercultural education, teaching and learning materials)

The fourth area in which immediate action is required according to the Resolution of the Committee of Ministers is the following: "*Include and intensify the teaching of Roma and Yenish, Sinti/Manush history, including remembrance of the Roma, Yenish and Sinti/Manush victims of the Holocaust. Teaching about the acts perpetrated by Pro Juventute should also form a part of school curricula and teaching and learning materials.*"

The Advisory Committee "*invites the cantonal authorities to include information in the teaching and learning materials about the historical presence of the Jewish minority in Switzerland and their contribution to Swiss history.*"[10]

94. Article 62 paragraph 1 of the Federal Constitution stipulates that, in Switzerland, the cantonal authorities are responsible for the system of school education. They must ensure the provision of an adequate basic education that is available to all children (Art. 62 para. 2 Cst.). The specific form of teaching in schools, including the role of the communes, is governed by the applicable cantonal legislation. Article 63 of the Federal Constitution stipulates that the Confederation is responsible for vocational and professional education and training. Compulsory schooling lasts for eleven years and is divided into three cycles, i.e. levels whose number of years varies according to the given curriculum (see margin no. 96). The *Lehrplan 21* curriculum divides the eleven years as follows: cycle 1 from kindergarten to second grade, cycle 2 from third to sixth grades, and cycle 3 from seventh to ninth grades which

[10] The first recommendation (under 'Recommendations for immediate action') is incorporated into the Resolution. The second, however, is not. As the Advisory Committee's opinion covers both in the same context, they are discussed together here.

constitutes lower-secondary level. Upper-secondary level, beyond compulsory schooling, encompasses basic vocational education and training as well as upper secondary-level general education colleges.

95. The HarmoS concordat requires the authorities of the participating cantonal governments to standardise educational levels and curricula, and to coordinate teaching materials across linguistic regions.

96. Each linguistic region has its own curriculum for compulsory schooling. *Lehrplan 21* is used in the 21 German-speaking and multilingual cantons, the *Plan d'études romand* in the French-speaking cantons of Switzerland, and the *Piano di studio della scuola dell'obbligo ticinese* in the canton of Ticino. All three of them are based on the national educational standards (basic competences) that the Swiss Conference of Cantonal Ministers of Education (EDK) adopted in 2011. While they are equivalent in terms of content, they differ in structure depending on the language region.

97. The three curricula make it compulsory to cover topics such as Holocaust/Shoah education, human rights, discrimination, Nazism, and issues surrounding minorities. The history of Judaism in Switzerland and Europe is explicitly included in *Lehrplan 21* and is covered indirectly in the other curricula. The other minorities and examples that must be covered by teaching are not always fixed, and are determined by the cantons, the teaching materials and teachers themselves. The persecution of Roma, Yenish and Sinti/Manush peoples, as well as the injustices perpetrated by Pro Juventute under its 'Children of the Open Road' (*Kinder der Landstrasse*) programme may also be examined in this context. Numerous teaching resources are available on the topics mentioned (see below). Cantonal governments may adopt cantonal curricula based on the curricula for their linguistic region.

98. *éducation21*, the national centre of expertise in education for sustainable development (ESD), provides the connection between ESD as a topic and the teaching curriculum. On behalf of the cantonal governments and the federal government it helps schools and teachers to implement ESD at compulsory and upper secondary levels in a way that also covers human rights and the prevention of racism. Through the Service for Combating Racism (SCRA), the Federal Department of Home Affairs (FDHA) provides *éducation21* with CHF 100,000 in funding annually.

99. The cantonal governments are responsible for developing and approving teaching materials and declaring them binding. Practices vary, however. The cantonal authorities in St Gallen leave the choice to the communes. In the canton of Graubünden, the cantonal government determines which teaching materials are mandatory or recommended. Coordination between cantons is the responsibility of the EDK, which also runs the Information / Documentation / Education / Switzerland (IDES) documentation centre. Upper-secondary baccalaureate and specialised schools must use cantonal curricula that are based on the EDK's framework curricula. Framework curricula for vocational and professional education and training are issued or approved by the Federal Department of Economic Affairs, Education and Research (EAER) through the State Secretariat for Education Research and Innovation (SERI).

100. Despite the limited powers of the federal government, important steps have been taken in recent years to embed the history of the Roma, Yenish and Sinti/Manush more firmly in the education system. A teaching resource to close the knowledge gap on the Yenish, Sinti/Manush and Roma minorities in Switzerland (*Jenische, Sinti, Roma – Zuwenig bekannte Minderheiten in der Schweiz*) was developed by the SET Foundation Education for Tolerance and the Zurich University of Teacher Education in cooperation with members of these minorities and teaching specialists, and published in 2023 with the support of the Federal Office of Culture (FOC) within the FDHA. It presents historical and contemporary perspectives and addresses state-perpetrated injustice, including the role of Pro Juventute. The materials were used in particular to develop approaches to teaching cycle 2 pupils that draw parallels with their own lives. Biographical materials enable them to relate directly to individual life stories. The resource was presented to a broad professional audience at the Swissdidac education convention, and has generated positive momentum thanks to supplementary materials and cooperation with universities of teacher education. In addition, the *École en route* travelling school project was developed in the canton of Fribourg. It supports Yenish families that travel during the summer months, while also facilitating the production of teaching materials on the Yenish culture for use in mainstream schools. A further educational project is currently being run in Italian-speaking Switzerland. This includes special educational needs and disabilities services and after-school programmes for Roma children.

101. The EDK's IDES documentation service produced a German-language dossier on remembering the Holocaust and preventing crimes against humanity that also provides context and information sources for teachers (*Gedenken an den Holocaust und Verhütung von Verbrechen gegen die Menschlichkeit: Kontext und Informationsquellen für den Unterricht* ('Remembering the Holocaust and preventing crimes against humanity: context and information sources for teachers')) that was most recently updated in January 2026.

102. At the end of 2025 the Zurich University of Teacher Education published German-language teacher training materials based on International Holocaust Remembrance Alliance (IHRA) recommendations: *Lehren statt Vergessen. Verfolgung und Genozid an Rom:nja, Sinti:zze und Jenischen zur Zeit des Holocaust* ('Don't forget. Teach: the persecution and genocide perpetrated against the Roma, Sinti and Yenish during the Holocaust') teaches about the persecution and genocide of the Roma, Sinti and Yenish during the Holocaust to ensure that it is remembered. The adaptation for the French-speaking part of Switzerland will follow in 2026. The 'A Future for Swiss Itinerant Communities' foundation provides materials on the past and the present. The *Schweizerisches Jugendschriftenwerk* (SJW/OSL/ESG) publishers also released the German-language booklet from Mariella Mehr entitled *Fröhlich verwildern – Geschichten und Gedichte* ('Happily untamed – stories and poems') along with teaching notes from the University of Applied Sciences and Arts Northwestern Switzerland (FHNW) School of Education.

103. In 2022 the Lucerne University of Teacher Education developed a digital educational resource on the historical presence of the Jewish minority that featured interviews with eyewitnesses and sources relating to historical sites in Lucerne, the I-Walk app – Jewish Lucerne 1933–1945. The Doppeltür Centre that will open in 2028 explores Judeo-Christian cultural heritage in the Surbtal valley in the canton of Aargau. Developed in partnership with the Northwestern Switzerland University of Teacher Education, the teaching materials for lower-secondary level are already available in German and French. Continuing teacher training courses are also being held.

104. In 2023 the Federal Commission against Racism (FCR) commissioned the *Zentrum Politische Bildung und Geschichtsdidaktik* centre for political education and history teaching at the FHNW's Research and Development Institute to produce a study on racism and the representation of social diversity in teaching materials (*Rassismus und Repräsentation gesellschaftlicher Diversität in Lehrmitteln*). The study found that the Yenish, Sinti/Manush and Roma, as well as Jewish, communities were covered in the teaching materials it examined primarily in terms of their persecution through history. Depictions that placed greater emphasis on their being an integral part of contemporary Swiss society were few and far between.

105. In the canton of Ticino a new teaching resource on the history of the Roma, Yenish and Sinti/Manush is being developed in partnership with the University of Applied Sciences and Arts of Southern Switzerland (SUPSI) and teacher training specialists. The project is being conducted by an interdisciplinary working group that includes members of the Roma, Yenish and Sinti/Manush communities, with the support of the FDHA (FOC and SCRA). The cantonal government of Ticino helped to fund projects by the *Associazione Rom in Ticino* in 2024, and in 2025 joined with the Swisslos lottery organisation's specialists to support the *La storia nascosta degli Jenisch* podcast by Taty Rossi Mamera on the hidden history of the Yenish.

106. The Cantons of Schaffhausen, Solothurn, Uri, Bern and Basel-Landschaft refer to the *Lehrplan 21* curriculum for teaching about minorities, the Holocaust, cultural diversity and historical injustice. The Canton of Aargau points out a range of teaching materials such as *Schritte ins Leben*, *Durchblick*, *Blickpunkt 3* and *Jenische, Sinti, Roma* (see margin no. 100). From the summer of 2026 the Canton of Bern will also use the latter resource. It additionally addresses the history of Judaism using teaching materials from Bern University of Teacher Education, including material on the Holocaust, as part of lessons on ethics, religion and community. The town of Winterthur in the canton of Zurich uses the *Stolpersteine* memorial as a point of entry to the culture of remembrance. In the cantons of Basel-Landschaft and Thurgau Judaism is a compulsory element of the curriculum.

107. Other cantonal governments have developed specific projects. Fribourg now has teaching materials on the lifestyle, history and culture of the Yenish for cycles 1 and 2, with cycle 3 to follow in the autumn of 2026. These go into detail about the actions of Pro Juventute under its 'Children of the Open Road' programme. In the canton of Graubünden, competencies with regard to religious and cultural

minorities, and the Holocaust, are taught despite there being no express requirement to do so in the curriculum. Here, the *Sorge oder Zwang?* ('Care or Coercion?') resource dedicates a section to Pro Juventute's 'Children of the Open Road' relief organisation (*Hilfswerk für die Kinder der Landstrasse*). The Canton of Ticino is another example. Under the *Le vite dei giusti* ('The lives of the righteous) programme in cooperation with the City of Lugano, the Federica Spitzer Foundation and SUPSI, it is developing teaching materials on individuals who were dedicated to the welfare of minorities, including the Jewish community. This is in addition to the educational project on the Roma and Yenish mention above (see margin no. 105).

108. The Cantons of Vaud and Neuchâtel cover cultural diversity, the Holocaust and crimes against humanity using French-language teaching materials, especially in 11th grade. Here, the history of the Roma, Yenish and Sinti/Manush is taught within the broader context of combating all forms of discrimination. At the post-compulsory level, the curriculum drawn up by the Neuchâtel cantonal authorities raises the contribution made by the Jewish community to national history. The Canton of Vaud additionally follows a cantonal action plan against racism that contains teaching guidelines, and organises events each year to mark Holocaust Memorial Day on 27 January. Between 2023 and 2026 these events included discussions with contemporary witnesses, travelling exhibitions, an oral history pilot project, and continuing education for teachers. Plans for 2027 include a competition for school-age children and a question and answer session with Holocaust survivor Nicolas Ribowski. The Canton of Basel-Stadt teaches about historical injustice and the Jewish presence in Basel through a travelling exhibition known as Human: Right(s) (*Mensch, du hast Recht(e)*), the *Stadtkunde.ch* teaching materials and a city tour of medieval Basel. The Cantons of Thurgau and Valais also teach about minorities, cultural diversity and tolerance in vocational and professional education and training and in upper-secondary schools. The same is true of the Canton of Zug, which will be launching a pilot project in the 2026–27 academic year on making the most of differences and recognising opportunities. It has already organised several Likrat dialogues at Zug Cantonal School (see margin no. 102).

109. In the view of the UVVSN, there is too little teaching of the history and persecution of the Yenish, Sinti/Manush and Roma in compulsory and post-compulsory education. It advocates their mandatory inclusion in curricula and school textbooks. The UVVSN stresses that the persecution was part of a broader system involving government authorities, and finds that reducing it to individual actors misrepresents Switzerland's systemic responsibility and hinders a full understanding of history. The *Radgenossenschaft* umbrella organisation of travelling communities, meanwhile, is calling for appropriate recommendations from the EDK, direct dialogue between schools and affected minorities, and greater use of existing teaching materials, especially the *Jenische, Sinti, Roma – zu wenig bekannte Minderheiten in der Schweiz* resource mentioned above. It is also demanding non-discriminatory access for Yenish researchers to archives, specifically the records of the *Seraphisches Liebeswerk* charity in the Swiss Federal Archives in Bern, and those of the *Sippenarchiv* of the Klinik Waldhaus psychiatric clinic in the canton of Graubünden, which contains historical information on Yenish families.

III. Part three: measures to improve the implementation of the Framework Convention ('Further recommendations' and 'Follow-up to these recommendations')

1. Article 3 of the Framework Convention (recognition as national minority – Roma)

Further recommendation as set out in the Resolution of the Committee of Ministers: "*Pursue a constructive dialogue with persons and communities having expressed an interest in benefiting from the protection of the Framework Convention, such as persons belonging to the Swiss Roma community. Such dialogue may focus on an article-by-article approach to the Framework Convention, depending on the wishes expressed by representatives of these communities.*"

110. Independently of the question of their recognition as a national minority, the Roma are a recognised part of Swiss society. They enjoy the same basic rights and freedoms as all other Swiss citizens, including the right to their own culture and language and the right to be protected from discrimination. In recent years the federal government has also instituted certain measures to support the Roma community. There is currently no institutionalised dialogue between the Federal Department of Home Affairs (Federal Office of Culture) and the Roma community.

2. Article 3 of the Framework Convention (census)

Further recommendation as set out in the Resolution of the Committee of Ministers: "*Further refine the census methodology and take necessary steps to develop adequate methods of data collection, by ensuring the implementation of the right to free self-identification when updating the population registers. The authorities should devise methods of obtaining information on the actual number of persons belonging to national minorities.*"

111. The Swiss census is governed by the Federal Act of 22 June 2007 on the Federal Census (SR 431.112), the Federal Act of 23 June 2006 on the Harmonisation of the Register of Residents and of other Official Registers of Persons (SR 431.02) and the Federal Act of 25 September 2020 on Data Protection (FADP; SR 235.1).

112. The Federal Statistical Office (FSO) is tasked with providing independent data that enables constitutional and statutory obligations to be fulfilled and evaluated, including those concerning equal treatment and the ban on discrimination. Switzerland measures diversity according to five key variables: nationality, place of birth, migration status (taking into account the place of birth of both parents), language and religion. This information is gathered partly via registers of residents, and partly via national surveys. It allows the population statistics to be broken down and linguistic and religious minorities to be quantified on the basis of self-reported data.

113. The national surveys conducted by the FSO on behalf of the Federal Department of Home Affairs (FDHA) do not contain any questions on ethnic origin based on self-identification. This option was discussed, but rejected in the light of an FDHA (Service for Combating Racism)-commissioned expert report (de) published in 2019. Understandings of the concept of ethnicity among the Swiss population are too diverse to be captured by a questionnaire. The report also concluded that fundamental rights considerations rule out the collection of data for official Swiss statistics that is based on belonging to a potentially discriminated-against group or 'race', at least where compulsory surveys are concerned. The data in question must therefore be collated from a variety of sources such as official statistics, private organisations, and quantitative and qualitative research. However, the 2023 VeS survey on diversity and coexistence in Switzerland did ask one identity-related question: 'Which of the following characteristics are important to your identity?' The findings are published by the FDHA (FSO) under Identities and belonging. Work is currently ongoing to determine how the lack of disaggregated data on ethnic origin can be remedied (see margin no. 53). Switzerland is also part of the European Social Survey (ESS), which asks two pertinent questions: one on belonging to a minority ethnic group and one asking the respondent to describe their own ancestry.

114. The UVVSN considers the collection of data on national minorities in the Swiss context to be inappropriate. It particularly opposes the introduction in official registers of specific categories of affiliation to minorities, even if the information is provided on a voluntary basis. The *Fundaziun Retoromana Pader Flurin Maissen* (FRR) finds the current FDHA (FSO) surveys insufficient to provide a reliable analysis of the Romansh language community. For example, no information is gathered on children under the age of 15, and Romansh communes are allocated to the German-speaking part of Switzerland, distorting the geographical distribution. The FRR is calling for the FDHA (FSO) to conduct targeted follow-up surveys and to amend analysis methods.

3. Article 4 of the Framework Convention (legal framework for combating discrimination) and Article 15 of the Framework Convention (participation in public affairs and decision-making processes – Yenish, Sinti/Manush and Jewish minorities)[11]

Further recommendation as set out in the Resolution of the Committee of Ministers: *"Ensure that any law, which may potentially affect the rights of persons belonging to national minorities, is elaborated in close consultation with their representatives. The authorities must ensure that seemingly neutral laws and policies do not have a discriminatory effect."*

Further recommendation as set out in the Resolution of the Committee of Ministers: *"Ensure the effective participation of representatives of Yenish and Sinti/Manush and Jewish minorities in public affairs both at federal and cantonal levels, through the establishment of permanent consultative bodies that will be reflective also of diversity within minorities. The authorities should ensure that minority representatives can participate effectively in any legislative process that could have an impact on their situation and rights."*

115. Switzerland has extensive opportunities for political participation at all levels of the federal system. Associations representing minorities can express their views at federal level in consultation procedures, such as that for the Dispatch on Culture 2025–28, which sets out the strategy for promoting the Yenish and Sinti/Manush. Since social affairs, education and land-use planning are primarily the responsibility of the cantonal governments and communes, the federal government otherwise confines itself to support, promoting best practices, and dialogue. It keeps a particularly close eye on the indirect impact of neutral-seeming regulations on minorities with Traveller lifestyles.

116. Measures are in place at the cantonal level to raise awareness, to mediate between cultures and to encourage peaceful coexistence. Examples include education projects in the cantons of Ticino, Fribourg and Zurich, and participatory approaches in the canton of St Gallen.[12] Certain cantons have specialist agencies that act as intermediaries between minorities with Traveller lifestyles, the authorities and the communes (see margin no. 44).

117. The *Radgenossenschaft* criticises the lack of binding rights to participate in the planning of stopping places, and calls for interest groups representing the Yenish, Sinti/Manush and Roma to have a statutory right to be consulted and to appeal. The 'A Future for Swiss Itinerant Communities' foundation believes that specific measures to support participation by Traveller communities are imperative, in particular their inclusion in decision-making processes despite not having a permanent local presence. Examples include the formulation of communal police or camping regulations. In addition, the Council for French-speaking Affairs of the Biel/Bienne Administrative District (RFB) refers to the Special Statute Act (*Sonderstatutsgesetz*, SStG, BSG 102.1) of the Canton of Bern and its two consultation bodies – the Council of the Bernese Jura and the RFB itself – that are consulted on all changes to the law affecting the French-speaking minority, including new legislation on bilingualism.

4. Article 4 of the Framework Convention (institutional framework for combating discrimination)

Further recommendation as set out in the Resolution of the Committee of Ministers: *"Take the necessary steps, in consultation with the parties concerned, to bring the National Human Rights Institution in full compliance with the Paris Principles. The authorities should provide a mandate for this institution in particular with regard to complaint handling, adequate investigative powers and resources."*

118. In October 2021 the Swiss parliament adopted the statutory basis for a national human rights institution. Following preparations by a working group formed in 2022 and consisting of representatives of the federal government, the cantons, civil society and the economy, the institution's constituent assembly was held in Bern on 23 May 2023. Since then, the Swiss Human Rights Institution (SHRI), as it is known, has operated with full independence. It is funded jointly by the federal government and cantonal administrations but determines its working methods and strategic points of focus itself. Its remit

[11] Given the thematic link, the recommendation received with regard to Article 15 of the Framework Convention is examined here.
[12] See statements in CERD report, loc. sit., margin no. 120 et seqq.

includes protecting and promoting human rights by means of information, documentation, research, consulting, training and awareness-raising.[13]

119. The SHRI does not consider any petitions concerning individual situations, neither does it perform any supervisory or mediation functions (see Art. 10b Federal Act of 19 December 2003 on Measures pertaining to Civil Peace Support and the Promotion of Human Rights, SR 193.9). The Federal Council, Parliament and the cantons have rejected the idea of such a mechanism. Furthermore, under the Paris Principles a national human rights institution may consider petitions in individual situations, but it is not required to do so. The legislation stipulates that the Federal Council must propose a budget framework to the Federal Assembly for four years at a time to fund the SHRI. The federal government provides CHF 1 million in funding annually, while infrastructure costs are borne by the cantonal governments. On 6 May 2026 the Federal Council decided to propose a budget framework of CHF 3.93 million for 2027–2030 to the Federal Assembly, thus maintaining its support for the SHRI at the same level as previously.

5. Article 5 of the Framework Convention (promotion and support for linguistic minorities' cultures)

The Advisory Committee *"encourages the authorities to continue supporting languages and cultures of linguistic minorities, including through sustainable funding."*

120. In addition to the following remarks, please refer to the Ninth State Report under the Language Charter (de) of 9 September 2026, which goes into detail about the promotion and support of the culture of linguistic minorities (see in particular part two, sections 5, 6.1, 6.4, 7.1, and 8.1, and part three, section 11.9).

121. The Federal Council wishes to strengthen cohesion and linguistic diversity in Switzerland. With this in mind, on 12 June 2026 it opened the consultation procedure on the amendment of the Federal Act on the National Languages and Understanding between the Linguistic Communities of 5 October 2007 Languages Act of 5 October 2007 (LangA). Two options are being proposed to safeguard the teaching of Switzerland's national languages, in response to efforts by various German-speaking cantons to remove French from the primary school curriculum.

122. Under the LangA, the Federal Office of Culture (FOC) at the Federal Department of Home Affairs (FDHA) supports the languages and cultures of linguistic minorities in Switzerland via a wide range of funding instruments. First and foremost, Graubünden and Ticino receive substantial support in recognition of their particular responsibilities relating to Italian and Romansh. In addition, the FDHA (FOC) provides funding for research projects, publishers, cultural initiatives, teaching materials and educational programmes to promote bilingualism, including bilingual baccalaureate programmes.

123. Following the 1 January 2026 entry into force of the previously amended Languages Act, the FDHA (FOC) has been able to fund measures to support Italian and Romansh outside the areas where they are traditionally spoken. This evolution in funding policy emphasises the federal government's commitment to securing Switzerland's linguistic diversity in the long term.

124. In recent years the focus in the canton of Graubünden has been on sustainable funding for the Romansh and Italian-speaking diasporas both within and outside the canton. This is reflected in the new Article 22a of the Graubünden Cantonal Languages Act (BR 492.100), which came into effect in 2026. Under its Special Statute Act on the Bernese Jura and the French-speaking minority in Biel/Bienne, the Canton of Bern supports French-language and bilingual cultural offerings via a number of funds and budgets. Decisions on cultural policy are made by local specialist bodies, however. The Canton of Valais promotes minority languages and cultures on three fronts: fostering patois as intangible cultural heritage, translating official documents in the interests of bilingualism, and conducting structured language exchange programmes.

125. The *Pro Grigioni Italiano* (Pgi) Italian language organisation welcomes the provision in the Dispatch on Culture 2025–2028 to strengthen school language exchange programmes and to promote the Italian language outside the areas in which it is traditionally spoken. It will be a number of years

[13] See statements in CERD report, loc. sit., margin no. 54 et seq.

before the results are seen. For its part, the *Fundaziun Retoromana Pader Flurin Maissen* (FRR) states that, in addition to the equal status that Romansh enjoys in formal terms with the other three national languages, equal treatment in practice and the same guarantees must also be ensured.

6. Article 5 of the Framework Convention (promotion and support for Yenish and Sinti/Manush cultures)

Further recommendation as set out in the Resolution of the Committee of Ministers: *"Regularly consult the representatives of the Yenish and Sinti/Manush minorities about their needs for the effective promotion of the minorities' respective culture and history, and where necessary, to consider a further increase of the financial support for them for the promotion of their cultures. The funding should also include the promotion of traditional crafts and professions as important elements of their cultures and identities."*

126. Through the Federal Office of Culture, the Federal Department of Home Affairs maintains regular, structured dialogue with representatives of the Yenish and Sinti/Manush communities and their organisations, and supports the *Radgenossenschaft* travelling communities' umbrella organisation as part of its existing funding practice. From 2026 onwards the travelling *Zigeuner-Kultur-Zentrum* cultural centre for itinerant communities will also receive support for a project to uphold and share the Yenish culture. The 'A Future for Swiss Itinerant Communities' foundation (the 'Foundation') has been working to support these communities for many years now. It assists in the search for stopping places and transit sites, fosters close working relationships with the cantons and communes, provides advice in individual cases and supports cultural projects.

127. The Foundation maintains that permanent structures and self-organisations should be reinforced alongside project-related funding. The career prospects of young people from these communities should also be promoted, through new training and employment opportunities alongside the traditional trades.

7. Article 6 of the Framework Convention (protection from hostility, violence, hate crime and hate-motivated violence)

7.1. Public displays of symbols that propagandise and glorify Nazism

Further recommendation as set out in the Resolution of the Committee of Ministers: *"Use the existing legislation to effectively prosecute the display of symbols propagating and glorifying Nazism in public and to explicitly criminalise such display."*

128. An ongoing legislative project based on motion 23.4318 of the Council of States provides for a ban on the public use of racist and extremist symbols and those that glorify violence, specifically Nazi symbols. The legislation is intended to cover objects, gestures and forms of greeting, with violations punishable by a CHF 200 fixed penalty. The ban is designed to close a loophole in current legislation, through which punishment under current federal law is limited to those who use Nazi symbols to promote an ideology or to denigrate individuals. The Federal Council launched the consultation procedure on 13 December 2024. It closed on 31 March 2025. The Federal Council adopted the dispatch on new special legislation on 19 June 2026. Other symbols that are extremist, racially discriminatory or glorify violence are to be prohibited in a further step on which work is already in progress.

7.2. Combating hate crimes

Further recommendation as set out in the Resolution of the Committee of Ministers: "*Ensure that the measures foreseen concerning hate crime are effectively implemented, so as to guarantee that hate crime against persons belonging to national minorities and other communities present in Switzerland is more efficiently recorded and investigated by the police, and the alleged offenders are duly prosecuted."*

The Advisory Committee *"encourages the authorities to intensify their efforts to combat hate crime, including through collection of disaggregated data with attention also to the motives of hate crimes."*

129. A background report (see margin no. 58) drawn up by the Service for Combating Racism (SCRA) at the Federal Department of Home Affairs (FDHA) shows gaps in the recording of hate crimes and racial profiling. Almost half of cantonal police forces do not document hate crimes other than those covered by Article 261bis of the Swiss Criminal Code. Around half of complaints about racial profiling also go

unrecorded. The Federal Council recommends that the Conference of Cantonal Police Commanders of Switzerland (CCPCS), implement practical improvement measures under the National Strategy to Combat Racism and Antisemitism. [14] In 2023 the FDHA (Federal Statistical Office, FSO) examined whether the police crime statistics system was suitable for recording hate crimes, and found that it was not. Following a more in-depth study that also involved the cantons that already document hate crimes (such as St Gallen, see margin no. 92), it emerged that it is not currently possible to standardise the collection of data nationwide. The subject will be revisited at a later date. Independently of data recording, law enforcement authorities consistently investigate all relevant criminal offences, including those under Art. 261bis Criminal Code.

130. The CCPCS regularly commissions independent research institutes to survey victims of crime (see Crime Survey 2022) to determine unrecorded criminal offences including forms of racism and discrimination under Art. 261bis Criminal Code.

8. Article 9 of the Framework Convention (access to media)

8.1. Television and radio programmes about the culture, traditions and history of members of the minority Yenish and Sinti/Manush communities

Further recommendation as set out in the Resolution of the Committee of Ministers: *"Support the production of television and radio programmes aimed at promoting cultures, traditions and history of persons belonging to Yenish and Sinti/Manush minorities, in close consultation with their representatives. The authorities should also carry out awareness-raising activities among the persons belonging to Yenish and Sinti/Manush minorities in relation to the existing complaint and monitoring mechanism of the media content exercised by the Swiss Press Council."*

131. The legal situation has not changed since the most recent State Report. Taking programming autonomy (Art. 6 para 3 of the Radio and Television Act (RTVA) and Art. 93 para 3 Cst.) into account, SRG SSR is required by its statutory programming mandate to promote understanding, cohesion and exchange between Switzerland's different regions, language communities, cultures and social groups (Art. 24 para 1 let b RTVA, SR 784.40; see also Art. 3 para 4 SRG SSR charter (de)). Both SRG SSR and the regional licensed broadcasters are obliged to promote cultural values under Arts. 3 and 7 of the SRG SSR charter and Art. 6 licences for regional television broadcasters 2025–34. Complaints are handled by the Independent Complaints Authority for Radio and Television (ICA) or the Swiss Press Council. The database of ICA decisions does not contain any cases relating to Yenish or Sinti/Manush people.

132. There is considerable coverage of topics relating to the Yenish and Sinti/Manush in the Swiss media. They gained further visibility in particular after the Federal Council acknowledged a legal opinion on the Pro Juventute 'Children of the Open Road' campaign (see margin no. 84). Radio programmes, newspaper articles and television features regularly explore the history, culture and current issues facing these minorities, thereby helping to raise awareness among the general public. The Federal Office of Culture (FOC) at the Federal Department of Home Affairs (FDHA) and the 'A Future for Swiss Itinerant Communities' foundation (the 'Foundation') function as media contacts and encourage the involvement of representatives of minorities in the interests of objective coverage.

133. The Foundation believes balanced reporting to be very important, and particularly commends the openness shown by SRG SSR journalists towards the issue.

8.2. Support for broadcast and print media in Italian and Romansh in the canton of Graubünden/Grischun/Grigioni

The Advisory Committee *"encourages the federal and cantonal authorities to pursue their efforts to support broadcasting and printed media in Italian and Romansh in the Canton of Graubünden/Grischun/Grigioni."*

134. In addition to the following remarks, please refer to the Ninth State Report under the Language Charter (de) of September 9 (see part two, sections 6.5 and 11.7).

[14] See statements in CERD report, loc. sit., margin no. 82.

135. SRG SSR operates three Italian-language radio stations, one Romansh-language radio station and two Italian-language television channels. The television channels also show programmes in Romansh (see Art. 16 para 1 and Art. 17 of the SRG SSR charter). The previous character limit on online texts in Romansh was lifted in 2020.

136. Multilingualism and cultural diversity are inherent to the Swiss identity. On its different language services SRG SSR helps to build understanding between language regions by providing content on other language regions. The wording of the Charter (Art. 12) in this regard came into effect on 1 January 2025 and sets out this cross-coverage requirement in greater detail. This core element of the SRG SSR remit necessitates ongoing awareness-raising measures among the general public, and SRG SSR must report on its efforts in its own accountability reporting. Through the Federal Office of Communications (OFCOM), the Federal Department of the Environment, Transport, Energy and Communications monitors this part of the remit continuously. The analysis shows that SRG SSR fulfils the terms of its Charter in this regard: SRG SSR oversight.

137. On 11 January 2024, the Federal Department of the Environment, Transport, Energy and Communications (DETEC) granted new licences to regional radio and television broadcasters for the 2025–34 period. *Radio Grischa* and *Tele Südostschweiz* must respect multilingualism and broadcast parts of their programming in Italian and Romansh respectively (Art. 5 para 7 Radio Grischa licence and Art. 5 para 7 Tele Südostschweiz licence).

138. Print media, including the *Corriere del Ticino* and *La Pagina da Surmeir* newspapers are supported via indirect press subsidies (delivery discounts).

139. In Graubünden, following the 2020 conversion of the Romansh news agency into the *Fundaziun Medias Rumantschas* Romansh media foundation, the focus of media support has shifted to Italian-language media. The Canton-funded GRI.media portal has bundled print media in the Italian-speaking regions of Graubünden since 2025. Keystone-SDA's *Servizio Valli Italofone* Italian-speaking valleys service has also been expanded. Consisting since 2024 of one full-time post in Chur, in 2026 the service added three additional part-time (60%) remote posts in valley communities.

140. Pgi welcomes the additional support for Italian-language media, but believes that it will be difficult to increase regional editorial resources for RSI (SRG SSR's Italian-language arm) further because of the federal government's cost-cutting measures. With a share of just 2% of licence fee revenue, the *Fundaziun Retoromana Pader Flurin Maissen* (FRR) considers funding for the *Radiotelevisiun Svizra Rumantscha* RTR (SRG SSR's Romansh-language service) insufficient. It points out that television programming is limited to less than two hours per week and lacks its own dedicated channel. It is calling for more Romansh-language television programmes. Furthermore, the *Pro Idioms Surselva* organisation encourages the greater use of regional varieties of Romansh – known as 'idioms' – in RTR news programmes and on the RTR website, as well as in the *La Quotidiana* newspaper.

9. Article 10 of the Framework Convention (promotion and use of minority languages at federal level)

The Advisory Committee *"invites the authorities to further promote the possibility to use the Italian language by recruiting linguistically qualified staff."*

The Advisory Committee *"encourages the authorities to pursue their efforts to reinforce multilingualism at the federal level, and, in particular, to ensure an effective and proportionate presence of persons belonging to linguistic minorities in the federal administrative structures. This applies, in particular, to Italian and Romansh speaking officials."*[15]

"The Advisory Committee invites the federal authorities, in consultation with the representatives of the Romansh speakers, to determine the information to be translated into Romansh."

[15] This recommendation from the Advisory Committee in reference to Article 15 of the Framework Convention is examined here because of its thematic link to Article 10.

141. In addition to the following statements, please refer to the Ninth State Report under the Language Charter (de) of September 9 (see part three, section 11.6).

142. The latest review of the Federal Council's multilingualism policy (Evaluation Report 2019–2023) is positive. The authors cite gains in efficiency and coherence thanks to new governance instruments. Targets are monitored in part on the basis of data supplied by the Federal Office of Personnel, especially that on the four language communities (German, French, Italian and Romansh), as well as information on proficiency in other official languages that is recorded from staff. In 2023 the Federal Administration achieved its targets for all language communities, although more work is needed to further narrow the differences between departments and organisational units. The analysis of language proficiency reveals high levels in other official languages, with room for improvement among those in leadership roles. The 2022 findings are relatively consistent with those of 2018, without any significant progress on French or Italian among German speakers in particular. The continuing education courses on offer remain the most effective instrument here.

143. The 2023 Evaluation Report also responds to postulate SPK-N 20.3921 on Federal Council directives on the promotion of multilingualism in the Federal Administration. Job advertisements and the representation of language communities in bodies and contract awards are satisfactory, but more still needs to be done to incorporate language proficiency into annual performance appraisals. The response to motion SPK-N 20.3920 (survey period 2022–23) shows further potential for recruiting French and Italian-speaking applicants. This applies especially to Italian speakers, who make up a considerably smaller share of those hired than of those who apply. Data collection has been continued to fulfil postulate SPK-N 24.3812, which requires an in-depth analysis of the relationship between applications and recruitment for each language group. According to the Federal Council's response to interpellation 26.3816 of 19 August 2026, more use should be made of this data on applicants' and new employees' cantons of origin and first languages to determine effective measures to recruit individuals from under-represented linguistic communities.

144. In consultation with the Cantonal Chancellery of the Canton of Graubünden and *Lia Rumantscha*, the umbrella organisation for all Romansh-speaking individuals, the Federal Chancellery decides what information is to be translated into Romansh.

145. *Lia Rumantscha* has been raising awareness of the Romansh language and culture in the Federal Administration since 2021. Similar services have been available for Italian since 2015. In June 2025 new tools were introduced to further embed multilingualism within the departments of the federal government. These specifically address those in leadership roles.

146. Pgi welcomes the advances that have been made, but criticises the persistent under-representation of Italian speakers in management positions, and the lack of progress with language proficiency. The FRR recognises that the full-scale use of Romansh in the Federal Administration is scarcely feasible for as long as it is not an official language of the Confederation.

10. Article 10 of the Framework Convention (use of minority languages in the canton of Graubünden/Grischun/Grigioni)

The Advisory Committee *"strongly encourages the authorities to intensify their efforts to promote the use of Italian and Romansh languages in the administration of the Canton of Graubünden/Grischun/Grigioni."*

147. In addition to the following remarks, please refer to the Ninth State Report under the Language Charter (de) of 9 September 2026 (see part two, sections 6.4 and 8.4).

148. Graubünden has expanded its translation service by one full-time post for each language and also introduced a new system in August 2024. The dedicated translation functions offered by Supertext are now also available to all administration staff in *Rumantsch Grischun*. The Centre for Multilingualism raises awareness among internal units about the use of Romansh and Italian beyond the statutory minimum requirements. Meanwhile, the new HR strategy incorporates trilingualism into the recruitment process, and it will be integrated into the new website and corporate design starting in 2027.

149. Pgi acknowledges the effort made to date in terms of the Centre, expanded language-learning opportunities, simultaneous translation in the cantonal parliament, and a trilingual e-portal and social media communications. However, it sees a need for further action on guidelines for job advertisements, simultaneous publication in all cantonal languages, and an increase in Italian-speaking senior personnel. By comparison, the *Forum per l'italiano in Svizzera* interest organisation is satisfied with the position of the Italian language in the cantonal administration. For its part, the FRR recognises the progress that has been made, but finds that gaps still exist.

11. Article 11 of the Framework Convention (topographical indications and other signs and inscriptions in bilingual and trilingual cantons)

The Advisory Committee *"invites both the cantonal and municipal authorities to apply flexibly any numerical threshold regarding the bilingual and multilingual signs*."

150. The Canton of Bern states that road signs in the town of Biel/Bienne are bilingual and that it is not aware of any problems with implementation. The Road Signs Ordinance applies here (RSO; SR 741.21).

151. The FRR points out room for improvement in the administration of the Canton of Graubünden with regard to the use of the local language in each case for topographical designations. Meanwhile, the RFB states that, while the French-speaking population constitutes around 10% of the total in the canton of Bern, and the canton is officially bilingual, topographical indications in monolingual areas are rarely given in two languages.

12. Article 12 of the Framework Convention (effective access to education)

The Advisory Committee *"strongly encourages the authorities to effectively guarantee compulsory education and reduce school absenteeism among Yenish and Sinti/Manush children. The authorities should continue with their efforts to accommodate the children and parents with an itinerant way of life in the education system in a way that balances the right to education and the right to choose itinerant ways of life*."

The Advisory Committee *"invites the authorities, in all cantons, to continue to develop flexible learning and teaching solutions adapted to persons with itinerant ways of life, in close consultations with the families concerned."*

152. The constitutional right to an adequate and free basic education (Art. 19 Cst.) encompasses the whole of compulsory education (primary and lower-secondary levels) and applies equally to settled and Traveller children alike. Since Switzerland does not collect any data on ethnic or cultural origin, there are no precise figures on the educational situation of Traveller children. As the cantons are responsible for education, approaches differ.

153. The issue is embedded in the 2016 Action Plan for the Yenish, Sinti and Roma. The Federal Office of Culture at the Federal Department of Home Affairs focuses on existing initiatives. With its support, the 'A Future for Swiss Itinerant Communities' foundation (the 'Foundation') is guiding a national project to better reconcile school education with the Traveller lifestyle.

154. A number of cantonal governments offer flexible educational models for children with Traveller lifestyles that combine in-person and distance learning. Zurich is one of these, offering individual school start and teaching agreements, coordination with other schools, and distance learning elements offered in part with the *Radgenossenschaft* travelling communities' umbrella organisation and the Foundation. Aargau enables children to attend school locally where they stop for the winter, and offers distance learning with materials sent on to them in the summer, as well as support and funding programmes. Where vocational education and training are concerned the cantonal authorities recognise the need for flexible solutions but believe their influence to be limited. Neuchâtel also offers flexible, family-friendly solutions. St Gallen immediately places settled children in school, while class teachers provide teaching materials and exercises for periods of travel. Fribourg has guidelines for distance learning and Basel-Landschaft offers advice on instruction during the summer. Bern is a further example. Here, each commune with a stopping place pursues its own education strategy, such as the Bern-Buech model that combines winter learning workshops with the year-round *Lernen unterwegs* distance learning programme, and in some cases plans for reintegration into the classroom. This is all coordinated closely with the Travellers' Coordination Unit, which works alongside the Foundation. The Canton of Solothurn

drew up its educational strategy in cooperation with the *Radgenossenschaft* and the Foundation. Children here are required to attend school at their stopping place and also have access to education during periods of travel.

155. Other cantonal governments take different approaches. The Canton of Ticino requires a child to have a permanent place of residence to be integrated into the school system; there are no records of Yenish children entering school there. The Canton of Vaud applies the rules on long-term holiday absences more flexibly, accepting that children may travel between May and September and are taught in person from October to April, remaining enrolled throughout the year. Geneva recognises young Yenish people as in training if they can prove that they are working in the family business, thereby recognising training pathways that fall outside of conventional educational frameworks.

156. The UVVSN considers the term 'absenteeism' inappropriate. It maintains that children are home-schooled during periods of travel and are therefore absent only in the geographical sense. In its view, the key is to organise school lessons in a flexible way that reflects the children's lifestyle. The Foundation is currently drawing up a child and youth development strategy with a focus on compulsory schooling for Yenish and Sinti/Manush children. Existing foundational work showed that government agencies must take a flexible, non-discriminatory approach to ensure access to education.

13. Article 14 of the Framework Convention (teaching in and of minority languages)

The Advisory Committee *"encourages the federal and cantonal authorities concerned to promote the teaching in and of Italian and Romansh outside the areas traditionally inhabited by persons belonging to these minorities."*

157. In addition to the following remarks, please refer to the Ninth State Report under the Language Charter (de) of 9 September 2026 (see part two, sections 5, 6.2 and 8.2).

158. Under the Languages Act, the Federal Office of Culture at the Federal Department of Home Affairs provides the Cantons of Graubünden and Ticino with substantial support in respect of Italian and Romansh, including teaching materials and bilingual Italian–German and Italian–French baccalaureate programmes (see margin no. 122). The revised Languages Act (see margin no. 123) will improve how Italian and Romansh are promoted outside of the areas in which they are traditionally spoken. The federal contribution might cover up to 75% of the total costs here. Funding currently supports a wide range of linguistic and cultural projects both inside and outside these traditional areas. They are designed in particular for children, young people and families in the diaspora, and backed by formats for dialogue as well as scientific analyses of multilingualism.

159. The Cantons of Bern, Graubünden and Ticino promote teaching in Italian and Romansh, albeit with different areas of emphasis. Bern offers Italian at lower-secondary level as an elective and at baccalaureate-school level as a basic subject and specific option in association with a bilingual baccalaureate in German and Italian or French and Italian, and including an exchange year in Ticino. It offers Romansh via *Lia Rumantscha's Rumantsch a distanza* distance learning programme and language exchange schemes supported by Movetia. In Graubünden the first foreign language taught in compulsory education is always another cantonal language. In German-speaking regions Italian is taught as a compulsory subject from the third grade onwards. The Canton of Ticino welcomes the revised Languages Act. It conducts a range of activities under its *Più italiano* programme. These include the *Pluralita* conference for language teachers, held every three years. The most recent conference in 2025 attracted around 100 participants. It also runs the *Settimana della Svizzera italiana* one-week Italian-language exchange programme for baccalaureate, upper-secondary and vocational schools, which in 2025 covered five locations. The intensive *Italiando* programme has been operating since 2016. A total of 1,768 young people have completed the course since its inception, 219 of those in 2025 alone. Added to these initiatives are Movetia grants for school exchanges, language study and internships in Switzerland and abroad.

160. Pgi welcomes the revised Languages Act and the facility to promote Italian and Romansh outside the areas in which they are traditionally spoken. However, it also identifies implementation gaps in regulations on the Swiss baccalaureate. Around 20% of baccalaureate schools do not fulfil their obligation to offer Italian as a basic subject, it claims. Furthermore, Italian-language teaching materials are only at the translation stage (due for completion by 2028), English rather than Italian is determined as the first foreign language in commercial vocational education and training programmes, and Graubünden must do more to expand bilingual and trilingual schools and the Movetia exchange scheme,

it says. Despite progress, Graubünden's outcomes lag behind those of the Cantons of Bern, Vaud and Valais. The *Forum per l'italiano in Svizzera* notes a gradual decline in Italian language teaching outside Italian-speaking areas and is calling for greater attention to be paid to this issue at federal level. The FRR believes that Romansh teaching is at a structural disadvantage, because the proportion of German even in Romansh-language schools increases sharply as pupils move into higher grades, and Romansh courses are not sufficiently available outside the areas in which the language is traditionally spoken. Meanwhile, *Pro Idioms Surselva* points to a lack of up-to-date teaching material in idiomatic language. Translating these materials is a burden on teachers, it says, and makes the teaching profession less attractive.

14. Article 15 of the Framework Convention (participation in public policies, economic and social life – linguistic minorities)

14.1. Strengthening multilingualism at the federal level

The Advisory Committee *"encourages the authorities to pursue their efforts to reinforce multilingualism at the federal level, and, in particular, to ensure an effective and proportionate presence of persons belonging to linguistic minorities in the federal administrative structures. This applies, in particular, to Italian and Romansh speaking officials."*

161. Please refer to the remarks on Article 10 of the Framework Convention (promotion and use of minority languages at federal level) in section 9 of part III.

14.2. Use of Italian and Romansh in economic and social life

The Advisory Committee *"encourages the authorities to promote and facilitate the use of the Italian and the Romansh languages in economic and social life both within and outside the areas where they are traditionally used."*

162. In addition to the following remarks, please refer to the Ninth State Report under the Language Charter (de) of 9 September 2026, which goes into detail about use of Italian and Romansh in economic and social life (see in particular part two, sections 5, 6.4, 6.7, 7.7 and 8.1).

163. Graubünden is focusing on developing digital translation tools. On behalf of the federal government and the Canton, *Lia Rumantscha* has drafted a digital strategy for Romansh, the *Strategia digitala rumantscha*, and the Canton will provide CHF 300,000 annually from 2026 to support the digital transformation. The use of Italian in the canton of Ticino is stable. Federal funding for 2025–28 of some CHF 2.5 million is allocated to encouraging reading and promoting the language and culture via the *Più italiano* and *Ponti culturali* programmes and others, as well as to research programmes. The people and the cantons rejected the 'SBC Initiative' aimed at lowering the licence fee for Switzerland's public broadcaster, SRG SSR, on 8 March 2026. Wishing to prevent this reduction in Italian-language services, the Cantonal Council of Ticino had also recommended rejection. It has supported the *Forum per l'italiano in Svizzera* with an annual grant of CHF 5,000 since 2012.

164. Pgi welcomes the trilingual nature of Graubünden public institutions' websites, but criticises the cantonal hospital in Chur for having a website that is available in German only. Meanwhile, the *Forum per l'italiano in Svizzera* identifies a need for action in the semi-public sector – and specifically in healthcare – and regards appropriate funding as crucial. The FFR would like to see a targeted public relations campaign to generate special sympathy for the Romansh language.

14.3. Use of German

The Advisory Committee *"invites the federal and cantonal authorities concerned to explore with the representatives of the German-speaking minorities measures aiming at the promotion of the use of German, notably in local administration."*

165. In this regard, please refer to the Ninth State Report under the Language Charter (de) of 9 September 2026 (see part two, section 10.2).

15. Articles 17 and 18 of the Framework Convention (bilateral and multilateral cooperation)

The Advisory Committee "*encourages the authorities to further facilitate cross-border cooperation and support the establishment of bi- and multi-lateral relations*."

166. The Canton of Bern, alongside the Cantons of Vaud, Neuchâtel and Jura, is engaged as part of the France–Switzerland Interreg programme and the New Regional Policy in creating a cross-border ecosystem for industry and tourism along the arc of the Jura mountains. The Bernese Jura Council reviews Interreg applications for the French-speaking part of the canton.

167. Where cross-cantonal cooperation is concerned, the Canton of Graubünden refers to the *Unione dei Segretari comunali del Grigioni Italiano* federation of communal secretaries of Italian-speaking Graubünden, which was founded in 2022. It coordinates issues relating to Italian-speaking communes, and promotes dialogue with communes in Ticino. The Canton of Valais also refers to intercantonal cooperation on bilingualism under the *hauptstadtregionschweiz/régioncapitalesuisse* initiative promoting bilingualism in the region surrounding Bern.

168. The *Forum per l'italiano in Svizzera* finds that the situation has improved significantly thanks to various initiatives by the Federal Department of Foreign Affairs and the Canton of Ticino.

IV. Specific questions

No specific list of questions was submitted to Switzerland (see guidelines from the Committee of Ministers dated 6 July 2022).

V. Additional information

Contact details for organisations representing members of national minorities are provided in a separate document and are not published (see guidelines from the Committee of Ministers dated 6 July 2022).

Appendix I: updated statistics on national, linguistic and religious minorities

1. Linguistic situation in Switzerland

1.1. Languages in Switzerland and their geographical distribution

National level

Switzerland is characterised by its linguistic diversity and its four national languages: French, German, Italian and Romansh. In 2024, German (and/or Swiss German) was the main language or one of the main languages of 61% of the permanent resident population. Twenty-three per cent of the permanent resident population gave French as their main language, 8% gave Italian (and/or a Ticino or Graubünden-Italian dialect), and 0.4% Romansh (see Table 1).

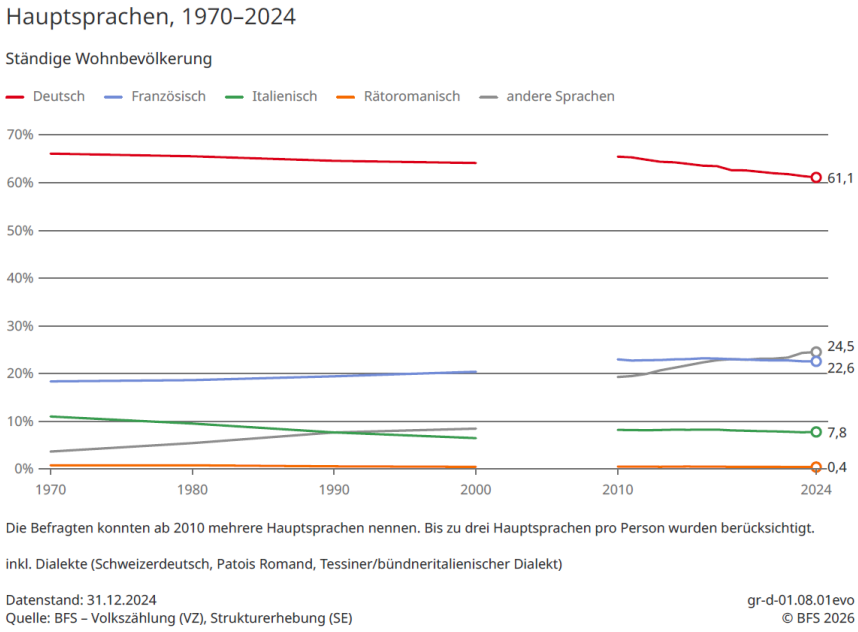
Table 1: Permanent resident population by main language(s), 2024

	2024		
	Absolute figures	*Confidence interval* 95%: ± in %	Percentage
Total	8 836 430	–	116.4
German	5 400 082	0.2	61.1
French	1 994 713	0.3	22.6
Italian	688 670	0.8	7.8
Romansh	38 009	4.4	0.4
Other languages	2 168 421	0.5	24.5

The total exceeds 100% because respondents were able to give more than one main language.
Source: Federal Statistical Office (FSO) – Structural Survey

Looking at Switzerland as a whole, the linguistic landscape has changed modestly in recent decades (see Fig. 1). The proportion of people who describe German (including Swiss German), Italian (including the Ticino and Graubünden-Italian dialects) or Romansh as their main language(s) fell slightly between 1970 and 2024. At the same time, the share of those with French as their main language expanded modestly. Overall, the proportion of non-national languages spoken in Switzerland has risen since 1970. The sharp increase between 2000 and 2010 is attributable to the option of giving more than one main language in the survey.

Figure 1: Main languages, 1970–2024



By language region:

Switzerland's four national languages – German, French, Italian and Romansh – are distributed geographically across four language regions.

In German-speaking Switzerland, Italian is the second most commonly spoken main language after German (see Table 2).[16] In Italian-speaking Switzerland, German is given as a main language twice as often as French, while in French-speaking Switzerland, German and Italian are more or less equally represented. In the Romansh-speaking region, half of the resident population state that their main language is German.

Table 2: Percentage shares of national languages by language region, aggregated 2022–24

	Share of German speakers	Share of French speakers	Share of Italian speakers	Share of Romansh speakers	Share of non-national languages
Total	61.4	22.6	7.8	0.4	24.1
German-speaking region	84.0	3.0	4.3	0.4	23.7
French-speaking region	4.7	83.3	4.3	0.1	26.9
Italian-speaking region	8.9	3.6	88.2	0.1	15.4
Romansh-speaking region	47.5	(0.9)	4.3	63.6	10.3

() Extrapolation based on fewer than 50 responses. The result should be regarded with caution.
The total exceeds 100% because respondents were able to give more than one main language.
Source: FSO – Structural Survey

In the bilingual Cantons of Bern, Fribourg and Valais

In each of the three bilingual cantons, one of the two relevant national languages accounts for more than two-thirds of the total. The Cantons of Fribourg and Valais are predominantly French-speaking (69% and 67% respectively give French as their main language or one of their main languages; aggregated data 2022–24). Meanwhile, the Canton of Bern is primarily German-speaking (82%). Each of these three bilingual cantons is clearly divided into two distinct language regions. The main exceptions are the cities of Biel/Bienne (where 48% gave German as their main language or one of their main languages, and 43% stated French; aggregated data 2020–24) and Fribourg/Freiburg (with shares of 17% and 72% respectively). The share of French speakers in urban areas is generally increasing, especially in the bilingual cities of Biel/Bienne and Fribourg/Freiburg[17].

1.2 Statistical data and figures on minority languages

Italian and Ticino or Graubünden-Italian dialects

A total of 8% of the permanent resident population of Switzerland cited Italian as their main language or one of their main languages (aggregated data 2022–24, see Table 3). The share of Italian speakers living outside their language region (53%) is higher than those living inside it (47%). In Switzerland, Italian is both a national language and a migrant language, as 45% of Italian speakers have a migration background.

[16] The regional data originates from a sample survey, which is why it is aggregated over three years.
[17] Statistics on Swiss Cities and Towns 2024.

Table 3: Permanent resident population who give Italian (or a Ticino / Graubünden-Italian dialect) as their main language, by canton and language region, aggregated 2022–24

	Absolute figures	Confidence interval: ± (%)	Percentage
Total	**679 980**	**0.2**	**100.0**
Outside the Italian language region	357 101	0.4	52.5
Inside the Italian language region	322 879	0.3	47.5
… in the canton of Ticino	309 191	0.3	45.5
… in the canton of Graubünden	13 688	4.4	2.0

Source: FSO – Structural Survey

In the canton of Ticino, 88% of people state that Italian is their main language or one of their main languages (aggregated data, 2022–24), while 9% are German-speaking. Two regions in the canton of Graubünden are predominantly Italian-speaking: Bernina (91%) and Moesa (89%). In the Maloja region, more than a quarter of people stated that Italian was their main language or one of their main languages (28%).

Unlike Italian, the Ticino and Graubünden-Italian dialects are only spoken regionally: only 1.4% of the permanent resident population aged 15 and over in Switzerland say they speak one of these dialects regularly. In Ticino and the Italian-speaking part of Graubünden, the proportion stands at 29%.[18]

Romansh

Like Italian speakers, the majority of Romansh speakers also live outside their language region. Around 70% of people who cite Romansh as their main language or as one of their main languages do not live in the Romansh-speaking area (aggregated data, 2022–24; see Table 4). The majority of them (66%) live in German-speaking Switzerland, including the German-speaking part of Graubünden. Only 30% live in the Romansh-speaking region. In the core area of the Romansh-speaking region, 66%[19] of the population stated that they used a Romansh idiom (Sursilvan, Sutsilvan, Surmiran, Puter, Vallader) at least once a week. In German-speaking Switzerland, this proportion is just 0.5%.[20] Just over 26,000 people in the canton of Graubünden cite a Romansh idiom as their main language. This represents around 13% of the canton's population.

Table 4: Permanent resident population who state Romansh as their main language, by canton and language region, aggregated 2022–24

	Absolute figures	Confidence interval: ± (%)	Percentage
Total	**39 224**	**2.5**	**100.0**
Switzerland (excluding the canton of Graubünden)	12 915	4.4	33.0
Canton of Graubünden	26 309	3.0	67.0
... in the Romansh-speaking region	11 600	4.6	29.5
... outside the Romansh-speaking region	14 709	4.2	37.5

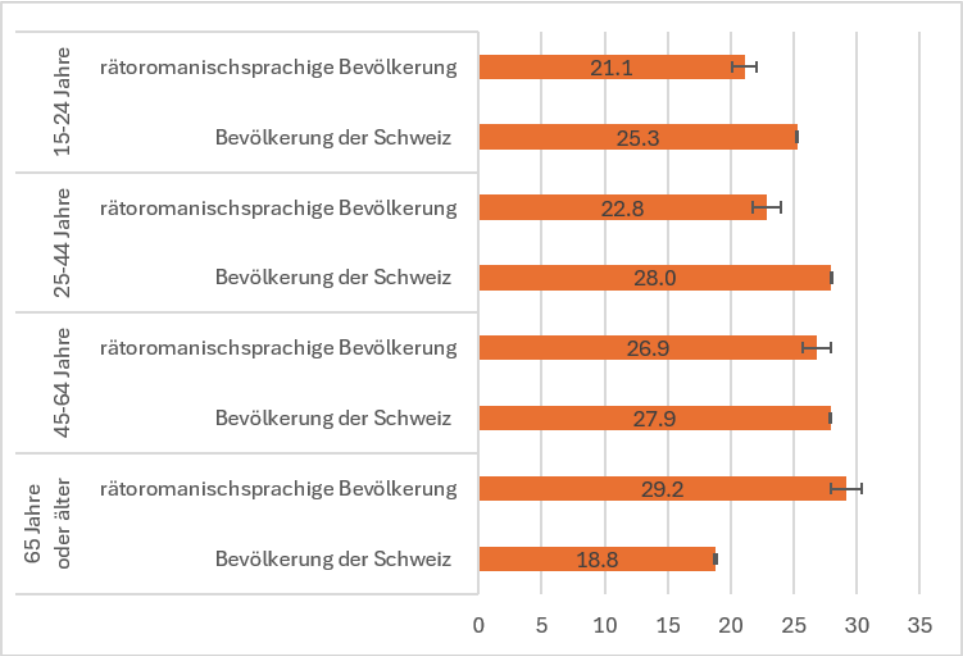
Source: FSO – Structural Survey

A comparison of the age structure of people whose main language is Romansh with that of the Swiss population as a whole shows that Romansh speakers are, on average, older: 29% of Romansh speakers

[18] Language, Religion and Culture Survey, 2024.
[19] Extrapolation based on fewer than 30 responses. The result should be regarded with caution.
[20] Language, Religion and Culture Survey 2024.

are aged 65 or over (aggregated data, 2022–24), while 19% of the total population is in this age bracket. People under the age of 25 account for 21% of the Romansh-speaking population (25% of the total population; see Fig. 2).

Figure 2: Population of Switzerland and the Romansh-speaking population, aggregated 2022–24

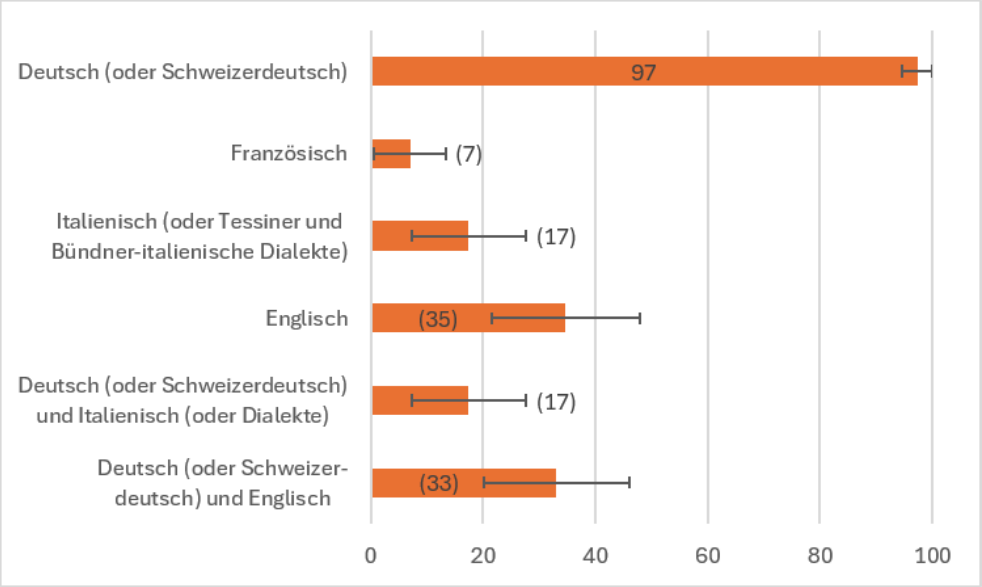


Source: FSO – Structural Survey

People who use Romansh regularly generally also speak other languages regularly. Multilingualism is more common here than in the rest of the population, with 51% regularly using a second language and 49% using three or more languages.[21] Across Switzerland, only 26% of the population regularly speaks three or more languages. Almost everyone who uses Romansh regularly also uses German or Swiss German on a weekly basis (97%). Over a third use English regularly in addition to Romansh. One third combines Romansh with English and with German or Swiss German (see Fig. 3).

[21] The data on language use is taken from the Language, Religion and Culture Survey 2024. German and Swiss German, as well as Italian and the Ticino and Graubünden-Italian dialects, are each counted as a separate language.

Figure 3: Use of Romansh in combination with other commonly used languages, 2024



() Extrapolation based on fewer than 30 responses. The result should be regarded with caution.

Source: FSO – Language, Religion and Culture Survey

Around two thirds (64%; aggregated data 2022–24) of the permanent resident population in Romansh-speaking Switzerland stated that Romansh was their main language or one of their main languages.

Non-territorial minority languages

The data from the Federal Statistical Office (FSO) does not provide sufficient information on the situation of the Yenish and Yiddish languages in Switzerland.

2. Religions and national religious minorities

In 2024, 30% of the population aged 15 and over were Roman Catholic, while 19% belonged to the Reformed (Protestant) church. Compared with 2000, these proportions have fallen by 12 and 15 percentage points respectively. During the same period, the proportion of people with no religious affiliation rose sharply, from 11% in 2000 to 37% in 2024. The proportion of Muslim communities, including other communities with Islamic roots (3.6% in 2000 and 6% in 2024) and other Christian religious communities (4.3% in 2000 and 6% in 2024) has also increased. The proportion of the total resident population accounted for by the Jewish community has remained virtually unchanged, at 0.2%; see Table 5).

Table 5: Permanent resident population aged 15 or over by religious affiliation, in %, 2000–24

Religious affiliation	2000	2010	2020	2024
Reformed (Protestant)	33.9	28.0	21.8	18.7
Roman Catholic	42.3	38.6	33.8	30.0
Other Christian denominations	4.3	5.5	5.6	6.0
Jewish communities	0.2	0.2	0.2	0.2
Muslim communities[1]	3.6	4.5	5.4	6.0
Other religions	0.7	1.1	1.2	1.3
No religious affiliation	11.4	20.1	30.9	36.8
No answer	3.6	2.0	1.0	0.9

The data is taken from the Structural Survey from 2010 onwards. The confidence interval is less than +/- 0.3% in all cases.
Sources: FSO – Federal Census 2000, Structural Survey 2010–2024

Religious communities differ in various demographic respects, primarily in terms of their age structure and their migrant members.

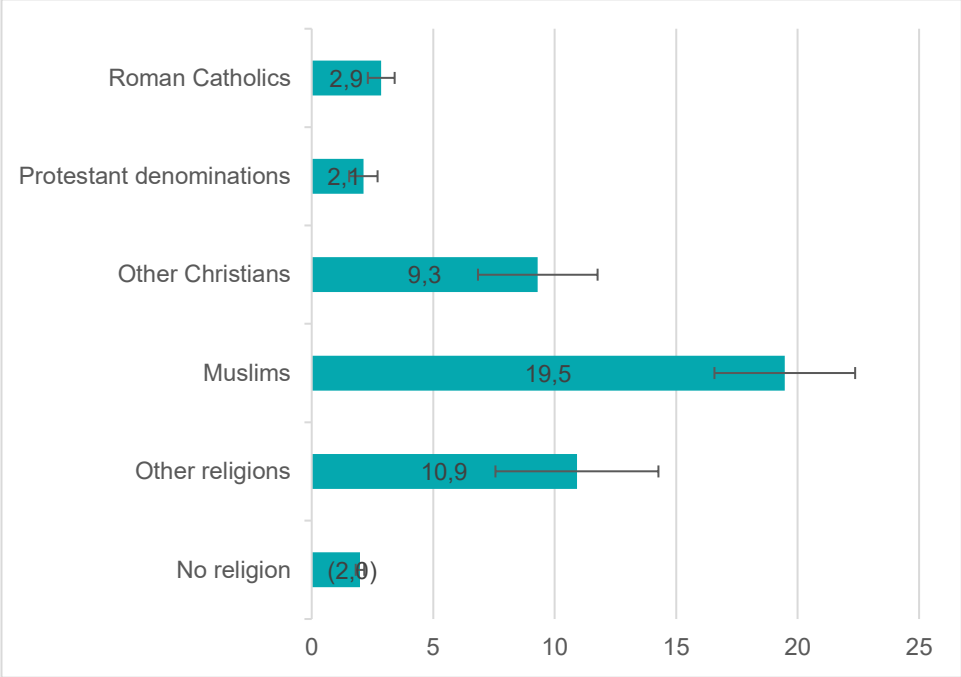
Jewish communities have a balanced age structure and their demographics are stable. The impact of migration on Jewish communities is further in the past and is therefore less pronounced.

71% of their members are Swiss nationals (compared with 74% of all people living in Switzerland as a whole; aggregated data 2022–24), and 29% are foreign nationals (compared with 26%).

Discrimination on the grounds of religious affiliation

Of all those with a religious affiliation, 5% (+/- 0.3 percentage points) reported in 2024 that they had been victims of discrimination on the grounds of their religious affiliation during the 12 months preceding the survey.[22] By religious affiliation, 19% (+/- 2.9 percentage points) of people from Muslim communities reported having been victims of discrimination on the grounds of religion in at least one specific situation in Switzerland (see Figure 4). Next come people of other faiths (Jews, Buddhists, etc.)[23] and other Christian communities (Orthodox, Evangelical, etc.), with 11% and 9%, respectively, reporting discrimination in 2024.

Figure 4: Experiences of discrimination on the grounds of religion in at least one specific situation in Switzerland over the past 12 months, by religious affiliation, in 2024



Source: FSO – Language, Religion and Culture Survey

3. The Yenish and Sinti/Manush national minorities

Swiss people's attitudes to the Traveller lifestyle have been recorded every two years since 2016 as part of the Federal Statistical Office's *Living Together in Switzerland* (VeS) survey. In 2024 (FSO | Attitudes towards diversity and racism | Discomfort caused by diversity), 23.4% of respondents stated that they felt discomfort in their everyday lives from the presence of people living a non-settled lifestyle. As has been the case since the survey began, the perceived level of discomfort here is significantly higher than is the case with other indicators. For example, it is around five times higher than discomfort with others of a different skin colour, around three times higher than that with others of a different nationality, and around twice as high as discomfort with others with a different language or religion. People who report discomfort from this refer in particular to 'Travellers' in general, but also explicitly to 'Roma' and 'Gypsies'. The results point to a persistently high degree of sensitivity to, or rejection of, the Traveller lifestyle. In

[22] Language, Religion and Culture Survey, 2024.
[23] The number of observations was too small to obtain reliable statistical results for people of the Jewish faith. They have therefore been classified under 'other religions'.

the second half of 2026, the FSO conducted once again the Survey on diversity and coexistence in Switzerland. In this survey additional new data was collected on the acceptance of stopping places for travelling Yenish and Sinti/Manush people and for Travellers who are foreign nationals and stereotypes concerning these groups. This was based on the one-off omnibus survey on the Traveller lifestyle conducted in 2019. The data will not be available until 2027.