

EIGHT EVALUATION REPORT ON NORWAY

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



Adopted on 17 November 2021

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

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

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

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

CONTENTS

Executive Summary	4
Chapter 1 The situation of the regional or minority languages in Norway – Recent developments and trends	5
1.1 General developments in policies, legislation and practice concerning the regional or minority languages in Norway	6
1.2 The situation of the individual regional or minority languages in Norway	13
Chapter 2 Compliance of Norway with its undertakings under the European Charter for Regional or Minority Languages and recommendations	19
2.1 Kven	19
2.1.1 Compliance of Norway with its undertakings under the European Charter for Regional or Minority Languages concerning the protection and promotion of Kven	19
2.1.2 Recommendations by the Committee of Experts on how to improve the protection and promotion of Kven in Norway	20
2.2 Lule Sámi	21
2.2.1 Compliance of Norway with its undertakings under the European Charter for Regional or Minority Languages concerning the protection and promotion of Lule Sámi	21
2.2.2 Recommendations by the Committee of Experts on how to improve the protection and promotion of Lule Sámi in Norway	22
2.3 North Sámi	23
2.3.1 Compliance of Norway with its undertakings under the European Charter for Regional or Minority Languages concerning the protection and promotion of North Sámi	23
2.3.2 Recommendations by the Committee of Experts on how to improve the protection and promotion of North Sámi in Norway	26
2.4 Romanes	28
2.4.1 Compliance of Norway with its undertakings under the European Charter for Regional or Minority Languages concerning the protection and promotion of Romanes	28
2.4.2 Recommendations by the Committee of Experts on how to improve the protection and promotion of Romanes in Norway	29
2.5 Romani	30
2.5.1 Compliance of Norway with its undertakings under the European Charter for Regional or Minority Languages concerning the protection and promotion of Romani	30
2.5.2 Recommendations by the Committee of Experts on how to improve the protection and promotion of Romani in Norway	31
2.6 South Sámi	32
2.6.1 Compliance of Norway with its undertakings under the European Charter for Regional or Minority Languages concerning the protection and promotion of South Sámi	32
2.6.2 Recommendations by the Committee of Experts on how to improve the protection and promotion of South Sámi in Norway	33
Chapter 3 [Proposals for] Recommendations of the Committee of Ministers of the Council of Europe	34
Appendix I: Instrument of Ratification	35
Appendix II: Comments from the Norwegian authorities	36

Executive Summary

The eighth evaluation report by the Committee of Experts is based on the political and legal situation prevailing at the time of the Committee of Experts' on-the-spot visit to Norway in August 2021.

Norway was the first state to ratify the European Charter for Regional or Minority Languages in 1993 and it entered into force in Norway in 1998. The Charter applies to six minority languages: Kven, Lule Sámi, North Sámi, Romanes, Romani, and South Sámi. All these languages are under protection of Norwegian consolidated legislation, the *Language Act* as adopted in May 2021.

Amongst the six languages covered by the Charter, national legislation is particularly favourable to Sámi languages by admitting bilingualism in public administration to be combined with the ongoing digitisation in public services and education. Digitisation can be seen as an improvement but also a barrier to equal access to services when speaking minority languages, for example within healthcare and social services.

In education, on-line or hybrid teaching has been operating in regional or minority languages, especially in remote areas or for those who have a travelling way of life. It proved to be an asset throughout the Covid-19 pandemic when all pupils and students could follow their classes as usual during the short and local closures of Norwegian schools and universities. On-site teaching should however be preferred as much as possible, and on-line teaching materials better developed based on lessons learnt during the pandemic.

Romanes and Romani are almost invisible in public life, but special measures are taken such as the activities of the *Romano Kher* (Roma Culture and Resource Centre) in Oslo. The Kven language needs stronger support, especially in the field of education. Actions engaged in by the Language Council of Norway and the Arts Council of Norway in favour of the three national minority languages are expected to reinforce the position of these languages.

The languages protected by Part II are in the process of being lost as a mother tongue/first language by younger generations, though many of these receive some teaching of these languages in the educational system. However, requirements at upper secondary level have led to many students opting not to continue studying the regional or minority languages, which has a negative impact on recruitment to teacher training with the regional or minority languages as an integrated subject.

There is a need for a more effective awareness-raising of Kven, Lule Sámi, Romanes, Romani, and South Sámi as minority languages in Norway. The knowledge about them and the cultures they represent should be part of the objectives and practices of kindergarten, primary and two levels of secondary education, teacher training, journalist training and media in all parts of Norway.

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

1. The European Charter for Regional or Minority Languages (hereafter referred to as “the Charter”) is a treaty of the Council of Europe putting obligations on its States Parties to protect and promote the country’s traditional minority languages in all fields of public life: education, judicial authorities, administrative authorities and public services, media, cultural activities and facilities, economic and social life, and transfrontier exchanges. Norway signed the Charter in 1992 and ratified it in 1993. The Charter entered into force in Norway on 1 March 1998.¹ According to the previous statements by the State Party, the following six languages are covered by the Charter for the purposes of this monitoring cycle: Kven², Lule Sámi, Romanes, Romani and South Sámi by Part II only, and North Sámi by both Part II and Part III of the Charter. On 14 October 2021, the Committee of Experts was informed that Norway decided to cover Lule Sámi and South Sámi by Part III of the Charter. The Committee of Experts commends the Norwegian authorities for their decision and looks forward to receiving more information on the implementation of the chosen provisions in the next periodical report.

2. Article 15(1) of the Charter requires States Parties to submit three-yearly reports about the implementation of the Charter.³ The authorities of Norway submitted their eighth periodical report on 14 September 2020, in parallel to the fifth state report on the implementation of the Framework Convention for the Protection of National Minorities (hereafter referred to as “FCNM”).⁴ The eighth periodical report follows and gives responses to all the recommendations, including recommendations for immediate action contained in the seventh evaluation report by the Committee of Experts.⁵ The Committee of Experts commends the Norwegian authorities for the presentation of the information provided. Due to the Covid-19 pandemic containment measures in Europe, the on-the-spot visit could only be organised in 2021. Following the wishes of the Norwegian authorities, it was co-ordinated with the fifth monitoring visit of the FCNM Advisory Committee, which is producing in parallel its fifth opinion on Norway.

3. The present eighth evaluation report⁶ of the Committee of Experts is based on the information provided in the eighth periodical report on the implementation of the Charter as it appears in document MIN-LANG (2020) PR 3 and statements made by the representatives of the authorities and the representatives of the speakers of the regional or minority languages on the occasion of the on-the-spot visit carried out from 23 to 27 August 2021. Gathered information was completed by written statements submitted by governmental and non-governmental stakeholders, in particular associations representing the speakers of the languages protected under the Charter, pursuant to Article 16(2) of the Charter. The Committee of Experts would like to extend its thanks to the authorities of Norway for their excellent co-operation under exceptional circumstances of the years 2020 and 2021 marked by the pandemic.

4. Chapter 1 of this evaluation report focuses on the general developments and trends regarding the regional or minority languages in Norway and the situation of these languages. It examines the measures taken by the authorities of Norway to respond to the recommendations made in 2018 by the Committee of Experts and the Committee of Ministers, at the end of the seventh monitoring cycle. It

¹ When Norway ratified Part III of the Charter for the “Sámi language”, it did not specify which Sámi languages are covered by this term. In their comments on the seventh evaluation report, the Norwegian authorities stated that Part III applies to North Sámi and that Lule Sámi and South Sámi are covered by Part II only. In 2005, Norway recognised Kven as a language in its own right. The eighth state periodical report is based on the same understanding of the scope of the Charter as indicated in the Norwegian responses in the seventh reporting cycle. See Introduction in MIN-LANG (2020) PR 3 and CM (2018)88final.

² [...] *Kven is now the official name of the traditional minority language formerly named Kven/Finnish.* - see point 1.2. in the Norwegian comments on the seventh evaluation report by the Committee of Experts CM (2018) 88final and Introduction to the eighth periodical report MIN-LANG (2020) PR 3.

³ Since 1 July 2019, new rules apply according to the Committee of Ministers Decisions adopted on 28 November 2018 on the strengthening the monitoring mechanism of the European Charter for Regional or Minority Languages, whereby States Parties submit their periodical report every five years (instead of every three years) and information about the implementation of the recommendations identified by the Committee of Experts in its evaluation report as being for immediate action every two and a half years.

⁴ See Foreword in the eighth periodical report MIN-LANG (2020) PR 3 and fifth periodic report concerning the FCNM implementation ACFC/SR/V(2020)005.

⁵ CM (2018) 88final.

⁶ The Norwegian periodical reports concerning the implementation of the Charter (MIN-LANG (2020) PR 3) and of the FCNM (ACFC/SR/V(2020)005) were considered complementary by the Norwegian authorities. The Committee of Experts accorded however particular attention and weight to the content of the report relating to the Charter with reference MIN-LANG (2020) PR 3.

also highlights new issues such as the responses and solutions afforded by the Norwegian authorities to adapt the implementation of the Charter to public health restrictions introduced because of the pandemic. Chapter 2 provides a detailed overview of the state of implementation of each undertaking by Norway in respect of the given languages as well as the recommendations addressed to the authorities of Norway. On the basis of its evaluation, the Committee of Experts proposes, in Chapter 3, recommendations to the Committee of Ministers to be addressed to the Government of Norway, as provided in Article 16(4) of the Charter.

5. As far as the detailed legal examination of each undertaking is concerned, the Committee of Experts refers to its previous reports as submitted to the Committee of Ministers. The present report is based on the political and legal situation prevailing at the time of the Committee of Experts' on-the-spot visit to Norway in August 2021. Therefore, it covers the period of four years since the previous on-the-spot visit to Norway took place in October 2017.

6. This evaluation report was adopted by the Committee of Experts on 17 November 2021. It was made public on 14 February 2022.

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

Scope of the Charter and administrative responsibilities of public bodies

7. The Charter requires its States Parties to recognise regional or minority languages as an expression of cultural wealth (Article 7.1.a) and stresses the need for resolute action to promote them (Article 7.1.c). As the Committee of Experts has pointed out on several occasions, Article 7.1.a aims at an explicit recognition and reference to the given languages in the ratification instrument and/or national legislation while resolute action comprises *inter alia* the adoption of specific legislation on the promotion of those languages and its implementation.⁷ The Committee of Experts takes note of the Norwegian authorities' efforts to comply with these particular provisions of the Charter by reviewing national legislation and policy in consultation with regional or minority language speakers. The Committee of Experts emphasises the importance of an effective participation of civil society representing regional or minority language speakers, also in respect of Part II languages.⁸

8. New language legislation, which was adopted during the present monitoring cycle and will enter into force on 1 January 2022, marks an important step in the formal recognition of various languages used in Norway. The *Language Act* confirms the Sámi languages as *indigenous languages* in Norway, and of *equal worth* i.e. legally equal to Norwegian in accordance with Chapter III of the *Sámi Act*⁹. It also recognises Kven, Romanes and Romani as national minority languages in Norway and as linguistic and cultural expressions. The Committee of Experts considers this new development in the Norwegian language policy being part of the state authorities' anti-discriminatory approach towards various population groups living in Norway, their languages and cultures. The *Language Act* is comprehensive and aims at strengthening Norwegian as the official language of Norway as well as at establishing clear responsibility of the state in preserving and protecting minority languages, including Norwegian sign language. The Committee of Experts looks forward to receiving information on the application of the *Language Act* in the next periodical report.

9. The *Language Act* defines the functions of the Language Council of Norway. As far as the Charter's provisions are concerned, the role of this governmental agency under the Norwegian Ministry of Culture is essential for preserving language diversity, helping with setting-up strategies and the standardisation of Kven, Romanes and Romani, advising on place names (except those in Sámi

⁷ See e.g. 1st Report of the Committee of Experts on Croatia, ECRML(2001)2, para. 30; 1st Report of the Committee of Experts on Norway, ECRML(2001)6, para. 27-29; 2nd Report of the Committee of Experts on Germany, ECRML(2006)1, para. 24; 2nd Report of the Committee of Experts on Sweden, ECRML(2006)4, para. 28; 5th Report of the Committee of Experts on Hungary, CM(2013)81, para. 31; 4th Report of the Committee of Experts on Slovenia, ECRML(2014)5, para. 36; 3rd Report of the Committee of Experts on Serbia, ECRML(2016)1, Reports by the Committee of Experts on the Application of the Charter in the United Kingdom, ECRML (2004) 1, paragraphs 96, 368, 369; ECRML (2007) 2, paragraphs 47-50; ECRML (2010) 4, paragraph 50, 6th Report by the Committee of Experts on the Application of the Charter in the Netherlands, MIN-LANG (2019) 15final, paras 6-11.

⁸ *Commentary on the effective participation of persons belonging to national minorities in cultural, social and economic life and in public affairs* as adopted on 27 February 2008 by the FCNM Advisory Committee (ACFC/431DOC(2008)001).

⁹ *The Sámi Act* - regjeringen.no.

languages) and raising awareness among the general public and public services about minority languages spoken in Norway. The Language Council regularly publishes articles on minority languages on its website and in the daily press. Minority language speakers met during the on-the-spot visit underlined the importance of the Language Council's work to safeguard their interests and expressed their appreciation of the established relationship with this body. The Committee of Experts welcomes and encourages further activities of the Language Council conducive to the achievement of objectives that are or will be agreed in co-operation with minority language speakers.

10. The Committee of Experts takes note of the distribution of governmental responsibilities between the Ministry of Culture, including its agencies such as the Language Council or the Arts Council Norway, and the Ministry of Local Government and Modernisation with regard to protection and promotion of minority languages. The implementation of the Charter falls within the remit of the Ministry of Local Government and Modernisation that is also entrusted with the task of outlining the Sámi policy of the Government of Norway. Some speakers of Part II languages mentioned that they would welcome the setting-up of a special body on national minorities at the central level as well as hiring staff with minority language background.

11. The Ministry of Local Government and Modernisation is assigned with the task of annually reporting on national policy concerning the Sámi peoples to the *Storting* (Norwegian parliament). Upon agreement with the *Sámediggi* (Sámi parliament) reached in 2018, the annual white paper to the *Storting* discusses trends in Sámi languages, culture, way of life and services provided to Sámi people. In 2019, the topic of the said white paper was Sámi languages and digitalisation.¹⁰ In December 2020, the Government presented a white paper entitled *National Minorities in Norway – a Comprehensive Policy* to the *Storting*, which adopted it unanimously on 13 April 2021 with a view to strengthening the languages and cultures of national minorities and their dialogue with public authorities in the years to come.¹¹ Given that the previous information of the same type (white paper) was submitted in 2000, the Committee of Experts encourages national authorities to bring issues relating to the languages and cultures protected by the Charter, beforehand discussed with the minority language speakers, to the attention of the Norwegian parliamentarians¹² at much more frequent intervals for a better balance between linguistic groups and between such reports.

Public funding for the preservation of cultural and linguistic heritage of regional or minority language speakers

12. The Committee of Experts notes that state funding directed to Sámi people through the *Sámediggi* is grouped into a single budget chapter and item in the national budget whilst minority people and languages are supported *via* various grant schemes under the responsibility of several state bodies. Transfers of financial schemes from one state body to another intervened in 2019 and 2020 but mainly concerned the transfer of grants' management from the Ministry of Local Government and Modernisation or the Ministry of Culture to the latter's agencies or advisory bodies for example the Arts Council Norway. The project-based financing of the protection and promotion of minority languages often raises concerns among the speakers with regard to the sustainability of their activities and hampers long- or medium-term planning. The Committee of Experts invites all relevant authorities to consider, within their subsidy programmes, the long- or medium-term nature of some projects and undertakings by the minority language speakers and their associations, in conformity with the Norwegian commitments under the Charter.

13. Secure funding should include operating grants for the organisations and relevant bodies representing the minority language speakers at a level that would enable them to properly function and participate in the competitions between projects throughout well-prepared applications to public calls for proposals. Thus, the Committee of Experts looks forward to receiving information on the revised regulation on the operating grants that is supposed to enter into force in 2022, in the next periodical report.

¹⁰ <https://www.regjeringen.no/no/dokumenter/meld.-st.-18-20172018/id2605381/?ch=2>.

¹¹ Until the on-the-spot to Norway in late August 2021, the white paper on national minorities was not available in English and consequently its content is not used for the purposes of this evaluation report.

¹² Each year, a very short information on national minorities is provided in the draft national budget law to motivate proposals for state expenses aimed at supporting national minorities.

14. The Committee of Experts welcomes the fact that the speakers of the languages protected under the Charter can apply to various subsidy programmes and grants managed by the executive agencies of the Government of Norway such as the Norwegian Directorate for Children, Youth and Families or of the Norwegian Directorate for Cultural Heritage or the Norwegian Cultural Fund as well as to the financial programmes that are available at the local level in various counties wherein the speakers live. However, some Kven speakers complained that the allocation of funds had become more complicated after the funding scheme was transferred from the ministry to the regional level. There was also a general wish expressed by Part II language speakers that more public resources be distributed to minority language groups.

15. The currently existing grant schemes specifically set up for national minorities, until 2018 administered by the Ministry of Local Government and Modernisation, encompass, amongst their objectives and criteria, the strengthening of minority languages and are open to individual applicants, voluntary organisations, municipalities, institutions and enterprises.¹³ These grant schemes are now administered by the Arts Council Norway, and some Kven speakers pointed out that these grants have short application deadlines which is very demanding for the applicants who are not professionals. In addition, in the information provided to the Committee of Experts by the Arts Council Norway, it recognises difficulties in informing target groups on available grant schemes despite its efforts to help them *via* telephone or IT tools such as digital meetings or webpages with application guides. There is also a grant scheme for Kven language and culture, administered by the County of Troms and Finnmark.¹⁴ This grant scheme offers project-based support only, whereas the scheme administered by the Arts Council Norway includes both grants for projects and operational activities, such as basic funding for organisations.

16. During the eighth monitoring cycle, several regulations and the administration of the public funds went through wide-ranging changes. Regulations on operating grants for national minorities as adopted in 2017 were under review in 2020 and 2021, regulations on grants for the Kven language and Kven/North Finnish¹⁵ culture as well as regulations on the collective reparations for Romani/Taters were introduced in 2019, regulation on the project scheme for national minorities was agreed in 2020. Furthermore, the administration of the overall grants scheme to national minorities that includes operating and project grants, as well as the collective reparations' programme for Romani/Taters was transferred from the Ministry of Local Government and Modernisation to the Arts Council Norway. The Committee of Experts expects improvements in the legal and practical solutions to be brought through these measures for the benefit of further protection and promotion of all protected minority languages. It remains attentive to the good functioning of consultation processes with minority language speakers with regard to decisions that impact their cultural and linguistic heritage.

Non-discrimination and awareness of the regional or minority languages in society

17. One of the main objectives of the Charter as enshrined in its Article 7 is to promote regional or minority languages and tolerance within the whole population. New kindergarten and school curricula include the requirement of making children and young people aware of the Sámi people's and national minorities' presence in Norway and their contribution to the culture and history of the country. The office of the Ombudsperson for Children informed the Committee of Experts on cases of bullying and harassment at school, including in digital environment, on the grounds of minority language background. The Committee of Experts recommends that the educational system focuses on awareness-raising, such as the programme *Dembra*.¹⁶ In light of the information gathered and despite governmental action plans against discrimination, the Committee of Experts considers that the general population of all ages is not enough aware of the value of the linguistic heritage of Norway. One good practice mentioned during the on-the-spot visit was the national broadcasting of the New Year speech in the Kven language by public television channel NRK 2.¹⁷ This example could be followed by cultural and historical explanations in schools and media as well as repeated on other occasions also covering other languages protected under the Charter.

¹³ Funded over the Annual State Budget, but the funding is administered by public bodies: Tilskudd til nasjonale minoriteter - regjeringen.no.

¹⁴ In Northern Sámi: *Romsa ja Finnmarkku*; in Kven: *Tromssa ja Finnmarkku*.

¹⁵ Term used in the eighth periodical report by the Norwegian authorities - MIN-LANG (2020) PR 3.

¹⁶ *Dembra* is a programme for professional development amongst teachers, school leaders and other school staff. Based on the school's own circumstances, *Dembra's* pedagogical model of prevention recognises that a democratic culture, based on participation and critical thinking, offers the best means of preventing and counteracting attitudes that threaten democracy.

¹⁷ NRK - Public Broadcasting Company. See NRK.no – nyheter, tv og radio fra Norge og hele verden.

18. It is worth noting that minority languages are used in social media. Considering that this form of information and communication is not journalistic in its nature, the Norwegian authorities do not provide them with support or assistance. However, hate speech and intolerance against linguistic and national minorities spread through on-line channels, sometimes even from abroad or beyond the national borders. The Committee of Experts was informed by the ombudspersons' and minority language speakers' representatives that hate speech occurs. Persons discriminated on the grounds of their minority language background, especially if they are young often lack appropriate vocabulary in their first and/or second language to express the harm they suffer and do not know how to seek help. The Committee of Experts draws the Norwegian authorities' attention to this problem and, in light of Article 7.3 in particular, asks them for awareness-raising among majority and minority language speakers in schools and traditional media. It also looks forward to receiving, in the next periodical report, information on the outcomes of the new Action Plan against Racism and Discrimination on the Grounds of Ethnicity and Religion (2020-23), and of the work of the Freedom of Expression Commission.

19. The Committee of Experts welcomes the creation of a special Anti-Discrimination Tribunal in 2018. It looks forward to receiving, in the next periodical report, information on the work of the Tribunal with regard to the use of minority languages before it as well as on the complaints, if any, lodged on the grounds of language discrimination.

Use of the regional or minority languages in education

20. Norway is one of the four OECD countries that have the highest rate of public funding in education. The financing of schools is well ensured but there is room for improvement of teaching materials, including digital materials, and teacher training recruitment concerning minority languages. Such efforts may consist of additional funding for appropriate educational programmes in various parts of Norway, awareness-raising activities among children and parents and financial incentives (grants and bursaries) for the future kindergarten and schoolteachers.

21. As regards kindergarten education, more kindergartens where minority languages are exclusively or partially used as a medium of instruction are on demand from various minority language groups in line with the voluntary nature of the kindergartens' attendance. Some requests by parents have been met for example in the municipalities of Børselv, Røros, Røyrvik or Tromsø. Running kindergartens along the language nest model¹⁸ demands larger financial and personnel resources. Such kindergartens are essential for the maintenance of vulnerable minority languages and should therefore receive sufficient funding. During the on-the-spot visit, it was reported to the Committee of Experts that kindergartens encounter staffing problems owing to the significant salary discrepancies between kindergartens and schools. Minority language speakers reported that young teachers regularly leave kindergartens for a better pay at schools. The Committee of Experts stresses the need for continuity in education in regional or minority languages. A new strategy *Kindergartens towards 2030*¹⁹ pays some attention to the Sámi languages and culture. The Committee of Experts recognises the value of new legal steps taken by the authorities during the eighth monitoring cycle and encourages them to work on the appropriate implementation of the agreed regulations at the local level where minority language speakers live in sufficient numbers.²⁰ Reporting on the incentives to the use of minority languages and improved working conditions for educational staff employing regional or minority language in kindergartens will be welcome at the next monitoring round.

22. In upper secondary education, the discontinuation of minority languages' learning by school students is considered problematic. Two issues were pointed out during the on-the-spot visit: for students who do Kven, Finnish or Sámi as a second language,²¹ the requirements are higher than for a foreign language, and these students do not get the extra credits as is the case for students who study a foreign language throughout secondary school. Since minority languages are in a vulnerable

¹⁸ Language nest, which originated in New Zealand, is a kindergarten model designed to support language revitalisation. This is an immersion model where the minority language is used for all or large parts of teaching and/or interaction in kindergarten, and adult fluent speakers interact with children. Sometimes the model is adapted, and the minority language is used during limited periods when fluent speakers from the grandparents' generation are brought in to the kindergarten to interact with children.

¹⁹ Based on the *Kindergarten Act* of 2005 <https://www.regjeringen.no/en/dokumenter/kindergarten-act/id115281/>.

²⁰ See MIN-LANG (2021) 3 - Evaluation by the Committee of Experts of the Implementation of the Recommendations for Immediate Action contained in the Committee of Experts' fifth evaluation report on the United Kingdom and Isle of Man, para. 47.

²¹ Sámi and Kven or Finnish as second language is a subject for pupils of Sámi and Kven background who do not speak the language. For Kven students this right is limited to Troms and Finnmark County.

position and become second languages for the majority of their speakers, the Committee of Experts invites the Norwegian authorities to review their language-related rules in upper secondary schools, in particular in the context of the preparation of a new *Education Act*. It might be for example envisaged to allow more credits to students who choose a minority language at upper secondary level.

23. Universities offer relevant on-site or on-line teaching of minority languages, primarily at universities in Northern Norway. Education in Sámi is offered at the *Sámi Allaskuvla* (Sámi University of Applied Sciences) in Kautokeino.²² Young people, including those with no minority language background show interest in learning minority languages as foreign languages. The Committee of Experts follows this development with attention but also with some concern that the languages protected by the Charter continue losing their status of mother tongue or first language within Norwegian younger generations. More teacher training in minority languages is needed to maintain younger people's opportunities to learn and use minority languages at every level of education in public and private life as stipulated in Article 7.1.d. of the Charter.

24. Regarding teacher training at higher education level, some difficulties relating to entry requirements were reported to the Committee of Experts. Admission to higher education in Norway is regulated by the *Act on Higher Education*. For both primary and secondary teacher education preparing students to teach minority languages or to teach in one of those languages, general admission requirements apply in terms of curriculum. However, special requirements regarding school results, among them mark 4 in mathematics (the top mark is 6) are imposed on applicants who only have the most basic upper secondary course in this subject. Applicants must document in addition a level of knowledge of the chosen minority language as required by the higher education institution to which they apply. Minority language speakers pointed out that the requirement concerning mathematics results in insufficient numbers of applications and thus admissions to teacher education related to minority languages. The Committee of Experts invites the Norwegian authorities to review their policy in this respect and to authorise some exceptions e.g. in mathematics, for admissions of students to become teachers in the most endangered traditional languages.

Use of the regional or minority languages by judicial authorities

25. In its seventh evaluation report, the Committee of Experts highlighted the lack of trained interpreters as a factor that limits the use of minority languages by and before courts. Now, the Committee of Experts notes with satisfaction that a new legislation on the interpreters *Interpretation Act* is available and may serve minority language speakers, including children as trial parties, defendants, victims or witnesses²³ before courts or in relations with law enforcement services.

Use of the regional or minority languages by administrative authorities

26. Considering that the subject of use of the regional or minority languages by administrative authorities concerns only North Sámi as Part III language, this is assessed in Chapter 2.

Use of the regional or minority languages in the media

27. The position of North Sámi in both written and electronic media is satisfactory. The very limited media offer in both Lule Sámi and South Sámi needs to be increased. Romani and Romanes are not present in media. The weekly radio programmes which did exist in Kven and in Finnish were discontinued with the transition to digital broadcasting. In 2017 NRK established a website with content for and about the Kven/Norwegian Finnish minority. The website is primarily in Norwegian, but also has some content in Kven.

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

28. Minority languages are used in cultural activities. The funding described above (see para. 12 to 16) aims at strengthening the languages protected under the Charter and the culture of their speakers.

²² The Sámi University of Applied Sciences has a national responsibility for Sámi higher education in Norway, including education within teaching and journalism. The college attempts to develop its syllabi on the basis of Sámi needs, and Sámi as an academic language. The college has students from four neighbouring countries where Sámi languages are spoken.

²³ The *Interpretation Act* prohibits the use of children as interpreters in courts, which is a commendable legally binding provision in line with the Norwegian *Child Welfare Act* and the UN Convention on the Rights of the Child.

The Committee of Experts commends the allocation of funds, during the eighth monitoring cycle, to the *Halti Kven Culture Centre* for its activities such as documentation of Kven cultural heritage and Kven children's literature, to the Finnmark County Library for activities on Kven, Norwegian, and Sámi literature, to the *Iagori Cultural Association* for Gypsy music festivals²⁴ and to the *Romano Kher* (Roma Culture and Resource Centre) which contributes to a better understanding and acceptance of Roma culture within the Norwegian society.

29. Concerning theatres, museums and historical monuments, some minority language speakers complained to the Committee of Experts about underfinancing (or unsustainable nature of financing based on yearly projects initiated by the speakers themselves) and underrepresentation of these institutions in the Norwegian cultural landscape. The Committee of Experts underlines that an active role in initiating and supporting cultural activities in all protected languages is expected from States Parties. In accordance with Article 7.1.e of the Charter, national authorities have an obligation to develop links between speakers of the regional or minority languages by establishing cultural activities with various groups using different languages across the country, including non-territorial languages. The Committee of Experts looks forward to receiving, in the next periodical report, information on steps taken at the national level (see para. 12 above), and their outcomes.

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

30. At the present monitoring round, the Committee of Experts was informed that the Norwegian *Child Welfare Act*²⁵ obliges the child welfare services to consider children's cultural and language background in their work. Specifically, the language background of the child has to be taken into account in choosing a foster family.²⁶ The Committee of Experts appreciates this approach and invites the Norwegian authorities to present more detailed information on the use of regional and minority languages in foster families and children social care facilities in the next periodical report.

Use of the regional or minority languages in transfrontier exchanges

31. According to Charter's Article 7.i and, if appropriate, Article 14, the Norwegian authorities provided information on the transfrontier co-operation between the speakers of Finno-Ugric languages spoken in Norway, Finland, Russia and Sweden, for example with the frame of the Sámi Council that is an umbrella non-profit organisation active in cultural and political fields.²⁷ It was pointed out that Kven artists are active on a common market where they work beyond states borders. No governmental information was provided on transfrontier exchanges with regard to Romanes and Romani, but such exchanges take place with several countries, for example Czech Republic, Finland, Sweden and United Kingdom, on the own initiatives of the speakers. The section below relating to the Covid-19 pandemic also presents some aspects of transfrontier exchanges since they were affected by the travelling restrictions across the frontiers.

Use of the regional or minority languages under the exceptional circumstances of the Covid-19 pandemic

32. In 2020, the Committee of Experts expressed concern about the widespread absence of regional or minority languages from on-line school teaching²⁸ as well as from official information and communication²⁹ about the Covid-19 pandemic in several States Parties. It was underlined that, according to the Charter, regional or minority languages should be used in all contexts and, therefore, that authorities should also actively use such languages in their response to the pandemic. In particular, it should be borne in mind that Covid-19 patients would feel even more isolated if they were not able to communicate with healthcare staff in their language. In this context, the Committee of Experts decided to address the impact of the pandemic in its forthcoming evaluations and reports to foster States Parties'

²⁴ See appendices to the eighth periodical report by Norway.

²⁵ <https://www.regjeringen.no/en/dokumenter/the-child-welfare-act/id448398/>.

²⁶ See above and *Jansen v. Norway*, ECtHR, 6 December 2018, app. No. 2822/16 concerning the placement in long-term foster care of a child whose parents belong to the Roma minority, in respect of which the European Court of Human Rights found a violation of Article 8 as the linguistic and cultural background was not considered in the decision to place the child in care.

²⁷ Home — Sámiráđđi (saamicouncil.net).

²⁸ See statement on RMLs in online education in the context of the COVID-19 pandemic - News about the European Charter for Regional or Minority Languages (coe.int).

²⁹ See Charter's website Communication in RMLs of utmost importance in global medical crises - News about the European Charter for Regional or Minority Languages (coe.int).

preparedness to any possible future crisis. The Committee of Experts wishes to thank the Norwegian authorities for the information provided, in addition to their eighth periodical report, on the exceptional measures taken in education and official communication in the context of the Covid-19 outbreak.

Education

33. According to the information received, during the pandemic, the primary goal of the Government of Norway was to keep all kindergartens and schools open, and that the educational provision be as normal as possible depending on the public health situation. Only gatherings and summer/autumn camps to promote Kven and Sámi languages, also in the cross-border context, were severely affected and thus, rescheduled in the counties of Nordland and Troms and Finnmark. In response to Covid-19, on 26 May 2020 Norway adopted a special law *Temporary Act on Adjustments to the Day Care Institutions Act, the Education Act and the Private School Act to remedy the consequences of the outbreak of Covid-19*, preceded by a temporary regulation No. 492 of 27 March 2020 on educational adjustments. Adopted provisions apply to all primary and secondary schools, which means, according to the Norwegian authorities, that they also concern the teaching in or of minority languages when appropriate. Since in Norway there is no compulsory schooling but compulsory education, paragraph 7 of the above-mentioned *Temporary Act on Adjustments* obliges all schools and school owners³⁰ to ensure that pupils receive primary and secondary education, even if the schools are closed or operate with restrictions pursuant to the *Infection Control Act*.

34. In Norway, there are no formal differences in curricula or quality requirements depending on the way in which education is provided (on-site or on-line). Due to their long experience with remote education, Sámi teachers have quickly adjusted to the new situation and developed teaching programmes for pupils who received digital trainings. However, it was reported by the speakers of the languages covered by the Charter that digital teaching materials and methods are still under development and/or improvement, especially for the minority languages. In the county of Troms and Finnmark, one of three schools offering the teaching in Kven and Finnish as a second language provided on-line or hybrid education depending on the circumstances. Special care was taken of the pupils of the Romanes and Romani languages in the county of Oslo and Viken, who returned to schools just after the re-openings.³¹ The Norwegian authorities specified that on-line education must be provided in a way that gives pupils a good opportunity for help and follow-up throughout the school day and that the school owner must ensure that such education is practically possible by giving pupils access to necessary equipment and by teachers' oral dialogue with pupils throughout the school day. Sámi speakers told the Committee of Experts during its visit that the Covid had nevertheless a positive result in showing that lesser spoken Sámi languages can be taught at any time, regardless of the number of students in one place.

35. Flexibility, as already established in Norwegian higher education, to switch between different modes of providing education: from campus-based to decentralised³², hybrid or remote proved to be useful during the pandemic. Higher education in the Sámi languages' areas was affected by cross-border travel restrictions. For long periods, university staff living in Sweden and Finland was not able to come to Norway, notably to the university college *Sámi Allaskuvla* in Kautokeino where all teaching is provided in the Sámi languages. In order to ensure digital teaching facilities for university teachers from neighbouring countries, office spaces were rented in Sweden and Finland. In teacher education and programmes qualifying for work in healthcare, there are strict national regulations on the types and duration of in-service training. At the outbreak of Covid-19, the Ministry of Education and Research made exemptions to these regulations, for the duration of the pandemic. The completion rates in teacher education at Sámi higher schools were good whereas other study programmes were affected. It was made clear, however, that the learning outcome of graduates or post-graduates should not be compromised by the adjustments made. The Committee of Experts commends the Norwegian authorities for the rules and practices introduced at all levels of education as described above. It

³⁰ Primary and lower secondary schools are mainly under the responsibility of municipalities that enjoy large freedom in organising education. Upper secondary schools are managed at the regional (county) level.

³¹ The municipalities were in contact with families to motivate them for learning activities, participation in digital education and to give them support in the use of digital equipment and communication. To this end, co-operation was engaged with *Roma Kher* (Roma culture- and resource centre) and Skolelos (a cooperation programme between schools and the child welfare authorities).

³² The Arctic University of Norway UiT campuses are located in Tromsø (main campus), Alta, Kirkenes, Hammerfest, Harstad, Narvik, Bardufoss, Bodø, Mo i Rana and Svalbard (Spitsbergen).

considers them good practices, especially for their real impact on pupils' and students' uninterrupted and quality education during the closure of schools and universities.

Cultural cross-border co-operation

36. With regard to culture during the pandemic, closed national borders represented an additional challenge for artists, cultural workers, and institutions since collaboration across borders is normally extensive. Sámi speakers complained about a long-lasting lack of co-ordination between neighbouring states. The Norwegian Ministry of Culture allocated funds to the *Sámediggi* aimed at stimulating activity in Sámi cultural life during the pandemic. During 2020 and 2021 NOK 1 600 000 i.e. 153 868 €³³ was made available to Sámi museums and performing art institutions and NOK 6 000 000 i.e. 577 006 € to the *Sámediggi's* procurement scheme for contemporary arts and crafts. To promote the production of Sámi audio-visual productions, NOK 3 000 000 i.e. 288 503 € were allocated to the International Sámi Film Institute in Kautokeino.

Information and communication related to public health issues

37. Concerning healthcare and communication on health risks, restrictions and measures taken, the *Sámediggi* ensured translation of relevant information in Sámi languages and published it on its website. The Centre for Sámi Health Research at the Arctic University of Norway - UiT (hereafter "UiT") took the lead in a new transnational project³⁴ involving several countries in the Arctic region and relating to health outcomes such as Arctic resilience and the pandemic as well as Covid-19 impact at institutional level concerning Sámi languages teaching in schools, language promotional gatherings, public meetings by Sámi centres, health information in the Sámi languages and interpretation services at local, regional and central levels during the pandemic. The Romanes speakers displayed information by themselves *via* social media. The Kven Institute translated some relevant information to Kven.

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

Kven

38. Kven is covered by Part II of the Charter³⁵. The recent *Language Act* confirms Kven as a language in its own right to be protected and promoted. This decision corresponds to the views of the majority of Kven speakers who call their language Kven and are favourable to the introduction of the new standardised written form of their language, with some geographical variants. During the on-the-spot visit and in statements pursuant to Article 16.2, some representatives of Kvens/Norwegian Finns informed the Committee of Experts that they continue using standard Finnish. The Kven minority is a mixed group, where young and older people want to learn and use Kven, Finnish or one of the Sámi languages for its attractiveness on the labour market in Northern Norway. During the on-the-spot visit in 2021, speakers said there was a higher interest in Kven than in Finnish (for example increase from 7 to 77 people in one location in Kven language courses in two years).

39. In the previous monitoring round, the Committee of Experts examined Finnish as a separate language under Part II. In the eighth periodical report, the Norwegian authorities declared being aware that [...] *some users of the traditional language use other names for their language, such as Old Finnish, Our Finnish, Kven Finnish and Finnish*.³⁶ Therefore, the Committee of Experts understands the denomination *Kven*, as employed in this evaluation report, to mean all variants of the Finno-Ugric language used by Kven people on the territory of Norway. Nevertheless, the Committee of Experts would like to remind the Norwegian authorities that some speakers continue to consider Finnish as their language and want to have it protected under the Charter.

40. The Ministry of Local Government and Modernisation engaged in a consultation on the possibility for Kven to be included in the Norwegian undertakings under Part III of the Charter. The

³³ See European Central Bank website Norwegian krone (NOK) (europa.eu) – average change at the time of the on-the-spot visit 23-27 August 2021: EUR 1=NOK 10.3985. In this report, values in Norwegian kroners are rounded to the unit as well as in euros.

³⁴ Project's title: *Arctic community perspectives on Covid-19 and public health: a multi-site case study*; nation-states and their territories involved: Canada and Norway as project's leaders, and Alaska, Finland, Greenland, Iceland, Nunavut, Russia, and Sweden.

³⁵ MIN-LANG/PR(99)5 (<https://rm.coe.int/16806c8e3d>), pages 2 and 3; see footnote No 2 above.

³⁶ See footnote 2 above.

review was conducted in deliberation with other ministries concerned, academia linguistic communities, and Kven organisations for comments. It showed, according to the authorities, that currently it would not be possible for Norway to meet the requirements from Part III of the Charter regarding Kven for the reason that *the language lacks a sufficient linguistic infrastructure*. According to the Kven speakers, their voice was not enough heard in the decision-making process. The Committee of Experts recommends to central authorities closer consultations with Kven speakers as several efforts to revive their language are now undertaken at the state and county levels and should produce expected outcomes.

41. The Norwegian authorities agree that the Kven language needs strong protection and thus, from 2018 to the date of the on-the-spot visit in August 2021, they transferred and invested important financial means for language revitalisation.³⁷ For example, in 2020, a total of 9 556 000 NOK i.e. 918 979 € was awarded in the form of operating grants or grants for projects, including media, Kven journalist trainee scheme, books for children, music festival as well as the functioning of the Kven Institute in Børselv and of four Kven language centres in Kvænangen, Porsanger, Storfjord, and Vadsø. The main task of the Kven Institute is to operate the Kven Language Assembly as well as to develop document and mediate knowledge and information on Kven language and culture. The Kven language centres were set up during the governmental targeted plan 2017-2021 for further efforts for the Kven language. Since the plan ends in 2021 and comprised specific measures at the levels of kindergarten, school, higher education and research, and the use of Kven in the public sphere, the Committee of Experts invites the Norwegian authorities to present, in their next periodical report, concrete outcomes of the targeted plan.

42. Under certain conditions, pupils in the county of Troms and Finnmark have the right to choose Kven or Finnish as a school subject. The Kven language centres face problems of a financial nature, particularly in employing sufficient numbers of qualified staff to meet expectations from the population. Adults not only want their children to learn Kven at school but want to learn it themselves. To this end, they would need textbooks better adapted to their needs than the textbooks developed for children. Teaching materials need further development, especially with regard to remote education. During the on-the-spot visit, the Committee of Experts were informed by Kven teachers that kindergartens that are a corner stone and a success for Kven education are in dire need of more funding. This is particularly the case for private kindergartens, such as the Kven language nest in Porsanger municipality. At upper secondary school few students choose Kven as a second language because this does not give extra credits for higher education applications. Therefore, it is difficult to attract young people to teacher training at the Alta campus of the UiT. In the view of the Committee of Experts, if the revitalisation of Kven is to be successful, the Norwegian authorities should support the acquisition and learning of the language through all educational levels, in particular kindergartens and upper secondary schools.

43. Concerning media in Kven, they face two challenges: funding and recruitment of journalists with sufficient linguistic skills in Kven. The radio programme has not been re-established since the previous monitoring cycle. The national broadcast NRK has one journalist speaking and writing Kven and needs to rely on freelancers proficient in Kven. The media is going through a digitisation process, which is challenging for the limited staff of *Ruijan Kaiku*, a newspaper that, due to financial problems, publishes ten issues per year and various podcasts on its website in Norwegian, Kven and Finnish (print newspaper is in danger of disappearing).

44. Taking into account all the elements mentioned above as well as information from the eighth periodical report, the Committee of Experts considers that some efforts were made following the Committee of Ministers recommendation to **implement a structured policy for Kven/Finnish, giving priority to offering education and a stronger presence in the broadcast media**, but the authorities should remain attentive to the complexity of the revitalisation process, co-operation with the speakers and awareness-raising about Kven language and culture in education and media.

Romanes

45. Several improvements were reported to the Committee of Experts as regards the status of Romanes in the Norwegian legislation (see above about the new *Language Act*) as well as in the public life with the opening of the *Romano Kher* in a new building in Oslo in 2018. These measures are

³⁷ See Appendices 1-3 to the eighth periodical report.

considered responding to the Committee of Ministers recommendation from the seventh monitoring cycle: **Develop a strategy and take proactive measures to promote [...] Romanes, in co-operation with the speakers** and several specific recommendations by the Committee of Experts. The Language Council of Norway can be commended for its work with the Romanes speakers in favour of the standardisation of their language and its promotion. The Government of Norway awarded for example in 2019, via the Arts Council and the Norwegian Cultural Fund a total amount of 730 000 NOK i.e. 70 202 € for the activities using the Romanes language (Iagori Gypsy Music Festival, *Romane Chabenata* – Roma cooking programme, children's audio book Aladdin). The Romanes speakers would welcome closer co-operation with the national authorities in the future.

46. The second recommendation of the Committee of Ministers from the previous monitoring cycle: **Provide for the teaching and study of [...] Romanes at all appropriate levels** is not yet sufficiently followed by the Norwegian authorities. The language is not present in formal education, but an ABC book was developed, and some on-line resources were initiated to form the very basis for the spelling of the language and its teaching. The Committee of Experts noted during its on-the-spot visit that main efforts of the public authorities go to the schooling of children with Roma background to favour their social integration and knowledge of Norwegian. In the opinion of the Committee of Experts, to comply with their undertakings under the Charter, the Norwegian authorities have to preserve and promote the Romanes language which does not exclude functional bilingualism of Roma people.

Romani

47. In the seventh monitoring cycle, the same recommendations were addressed by the Committee of Ministers to the Norwegian authorities with regard to both Romanes and Romani. The eighth periodical report also establishes connections between the State Party's support to Romanes and Romani but gives disaggregated data on awarded grants. For example, according to the national authorities, in 2019 a total amount of 430 000 NOK i.e. 41 352 € was transferred to Romani speakers' NGOs for their language-related activities and 900 000 NOK i.e. 86 551 € for their functioning. In 2020, the Arts Council of Norway disbursed 2 755 000 NOK i.e. 264 942 € in total in favour of Romani/Taters' organisations, and 300 000 NOK i.e. 28 850 € were devoted to the establishment of a culture and competence centre for Romani/Taters. This recent development meets Romani speakers' wish to have a special centre and is an improvement in the Norwegian policy, alongside with a new approach to the Romani language under the Norwegian legislation (see above about the new *Language Act*). These measures are considered responding to the Committee of Ministers recommendation from the seventh monitoring cycle: **Develop a strategy and take proactive measures to promote Romani [...], in co-operation with the speakers** and to several specific recommendations by the Committee of Experts. The work of the Language Council of Norway in co-operation with the Romani speakers in favour of the standardisation of their language and its promotion as praised by some Romani speakers could be more widely recognised and appreciated. Some Romani speakers however are reluctant to the presence of their language in public life and consider that no such action should be visible or necessary in Norway.

48. Heterogenous positions among the speakers of the Romani language make the assessment difficult. Some small NGOs have positive views on the project-based funding and are sceptical about co-ordinated actions. They are not afraid of being visible in public and consider being able to adapt to the modern culture of Norway. According to some speakers, the government funds should serve documenting Romani vocabulary and language standardisation as it was not a written language in the past. They claim that most of this work is done on a voluntary basis by the Romani speakers in their spare time. The Oslo University gives however open access to a Romani dictionary,³⁸ which is not considered sufficient by some speakers. According to the Romani speakers, financial support is limited to yearly grants awarded on the ground of formal applications, whose preparation is difficult and time-consuming. The Committee of Experts recommends long- and medium-term financial support to the protection and promotion of the Romani language (see para. 12-16 above).

49. The second recommendation of the Committee of Ministers from the previous monitoring cycle: **Provide for the teaching and study of Romani [...] at all appropriate levels** is not yet sufficiently followed by the Norwegian authorities. During the eighth monitoring cycle, the language was not present in formal education and it was weak at higher education level. The Committee of Experts noted during

³⁸ <https://tekstlab.uio.no/nro/htdocs/index.php?lang=eng>.

its on-the-spot visit that main efforts of the public authorities go to the schooling of children with Romani/Tater background to favour their social integration and knowledge of Norwegian. Representatives of the Romani speakers complained to the Committee of Experts that their traditional travelling style of life from May to October is not considered compatible with the formal educational system while the on-line teaching and teacher training offer sufficient guarantees to their children's education, including the teaching of the Romani language by members of their community. In the view of the Committee of Experts, to comply with their undertakings under the Charter, the Norwegian authorities have to preserve and promote the Romani language taking into consideration the travelling of the speakers.

Sámi languages

50. The Sámi languages remain in a favourable position among the languages protected under the Charter, despite some weaknesses in their effective protection and promotion, especially in practical terms and in case of lesser-spoken languages such as Lule Sámi and South Sámi. It is worth observing that the *Sámediggi* confirmed in December 2019 its wish to include Sámi peoples' rights under the FCNM, despite its reservations concerning national minority status involving weaker rights for Sámi people than under international treaties related to indigenous people in the Arctic.

51. During the present monitoring cycle, the Ministry of Local Government and Modernisation engaged in a study on the possibility for Lule Sámi and South Sámi to be included in the Norwegian undertakings under Part III of the Charter. Following the review conducted in co-operation with other ministries concerned, academic and linguistic communities, and the *Sámediggi*, the Norwegian authorities decided to select the most appropriate Articles of the Charter Part III to apply to Lule Sámi and South Sámi. The Committee of Experts welcomes the formal deposit of the declaration by the Government of Norway to include Lule Sámi and South Sámi under Part III selected provisions.³⁹

52. Furthermore, the Committee of Experts was informed by the *Sámediggi* on cross-border projects on the revitalisation and standardisation of different Sámi languages such as Pite Sámi and Ume Sámi in Sweden, Eastern Sámi and Skolt Sámi in Finland. The Committee of Experts looks forward to receiving information on the outcomes in the next monitoring cycle.

53. As regards other elements of co-operation on Sámi languages, the Committee of Experts commends special transfrontier efforts of the authorities of Norway such as the unique initiative *Sámi Giellagáldu* (Nordic Resource Centre for Sámi Languages). The objective of the project at the previous monitoring cycle between 2015 and 2018 was to strengthen and develop the Sámi languages. It aimed to contribute to maintaining the languages of the Sámi as a vibrant expression of their cultural richness, past and present. Each Sámi language still has specialised language personnel (one to two persons) working on updating terminology and standardising existing terms. The aim is to support the Sámi languages in various domains, such as social and traditional media and in everyday life. The Committee of Experts was informed by the *Sámediggi* that the initiative was at the cross-roads since its financing came into question during the eighth monitoring cycle. The Committee of Experts can only call for sustainable funding to this commendable initiative from all States Parties to the Charter concerned.

54. In its seventh evaluation report, the Committee of Experts noted that staff members of social and healthcare institutions, particularly in hospitals and retirement homes, have insufficient knowledge of Sámi languages. Sámi patients continue to be in an unfavourable linguistic position in dealing with the Norwegian health and elderly care services. Bearing in mind the general recommendation by the Committee of Ministers from the previous monitoring cycle: **Promote services in all Sami languages in hospitals and retirement homes**, the Committee of Experts takes note of the information on the new *Interpretation Act* and further legal guarantees in the use of interpreters in public amenities such as healthcare services. According to the eighth periodical report, the establishment of the Sámi health division should strengthen the work of improving health services provided to the Sámi people. The Committee of Experts welcomes this initiative and looks forward to receiving more information on its outcome in the next periodical report.

55. The *Sámediggi* is state funded for various issue areas (in 2019 NOK 497 000 000 i.e. 47 795 355 €). Sámi speakers consider that the available funding does not correspond to the

³⁹ See website of the Council of Europe Treaty Office <https://rm.coe.int/notification-of-declarations/1680a4394b>.

requirement to efficiently fulfil legal obligations imposed on the *Sámediggi* to support all Sámi languages through its own activities and transfers to municipalities of the Sámi language administrative district.⁴⁰ The Committee of Experts favours sustainable and sufficient financing to language activities at all levels of responsibilities for a measurable benefit of Sámi languages.

56. Considering its own recommendation for immediate action asking the authorities of Norway to *ensure that all official registers support Sámi characters*, the Committee of Experts welcomes changes introduced in the Norwegian legislation and the information from the eighth periodical report and additional documents that the *Population Registry Act* admits the use of special characters from North Sámi, Lule Sámi and South Sámi and that electoral lists are based on information registered in the *Population Registry*. On-line administrative forms on websites of central and local government agencies include Sámi characters as well but some problems with accessibility of these forms were reported to the Committee of Experts.

57. At the seventh monitoring cycle, there was in addition one specific recommendation from the Committee of Ministers concerning Lule Sámi and South Sámi: **Protect and promote Lule Sami and South Sami in education and media**. In response to the recommendation, the national authorities of Norway refer to information provided on North Sámi. The Committee of Experts looks forward to receiving language specific information on the protection and promotion of Lule Sámi and South Sámi, particularly in the education system in the next monitoring cycle.

North Sámi

58. North Sámi, the most widely spoken of the Sámi languages, is in a satisfactory situation with regard to the Charter. There is an assumption that functional bilingualism of North Sámi children is in place and increasing both in and outside the core areas of the Sámi people. Children and their parents who live in municipalities of the Sámi language administrative district are given the right to choose North Sámi as the medium of instruction. The language shift has almost stopped as the number of children who have learnt to speak the language along with Norwegian at primary and lower secondary level is high, even if only around one quarter of them learn North Sámi as their first language at upper secondary level.⁴¹ The Committee of Experts highly commends central authorities and the *Sámediggi* for their successful efforts at the level of compulsory education, recommends to stay on this educational path and to extend incentives towards teenagers to continue learning North Sámi at upper secondary level.

59. However, during the on-the-spot visit, the Committee of Experts was informed by the *Sámediggi* that there are not enough day-care places to accommodate the requests of parents to have their children placed in kindergartens using North Sámi. Furthermore, it was also pointed out to the Committee of Experts that it takes at least ten pupils to start a class in Sámi outside the Sámi language administrative district. The Committee of Experts asks the authorities to reconsider this requirement in view of the fact that a large number of the Sámi speakers live outside the Sámi language administrative district.

60. There were no recommendations in the seventh round that differed from those listed above of a general nature. Most of the undertakings under the Charter are fulfilled for this language. Detailed evaluation of the compliance of Norway with its undertakings under Part II and Part III of the Charter with regard to North Sámi appears in Chapter 2.

Lule Sámi

61. Information contained in the eighth periodical report refers to North Sámi, apart from a brief mention of kindergarten, primary and lower secondary teacher education in Lule Sámi available at Nord University, where only one bachelor's degree and one diploma of a one-year language course were delivered in 2020. The Committee of Experts learnt, during its on-the-spot visit, that there would be the first master's degree diploma in preparation in Lule Sámi during the university year 2021/22 at UiT. The number of children learning Lule Sámi at school is relatively low, but the whole population of the speakers is rather small. No child studies Lule Sámi as first language at upper secondary level, which

⁴⁰ The term "Sami language administrative district" shall mean the municipalities of Karasjok, Kautokeino, Nesseby, Porsanger, Tana and Kåfjord. - See Chapter 3, para. 3.1 – Definitions in *The Sámi Act of 12 June 1987 No. 56 concerning the Sameting (the Sami parliament) and other Sami legal matters (the Sami Act)*.

⁴¹ See table in the eighth evaluation report under section North Sámi – Article 7.1.f.

also explains the low number of diplomas at higher level.

62. The Committee of Experts will follow particularly closely the situation of the Lule Sámi teaching in the former municipality of Tysfjord/*Divtasvuodna* that was divided and incorporated into two different municipalities on 1 January 2020: Hamarøy⁴² and Narvik. Contrary to Article 7.1.b of the Charter, the new administrative division had some detrimental impact on the teaching provision in Lule Sámi where Lule Sámi was traditionally used before the administrative reform. Narvik is not part of the Sámi language administrative district, but the municipality was supposed to guarantee teaching in and of Lule Sámi to entitled children. However, the Committee of Experts received concerns about the rights of those children not being met. The Committee of Experts finds that specific and detailed information should be provided with regard to Lule Sámi at the next monitoring round.

South Sámi

63. The situation of South Sámi seems to be improving since the previous monitoring cycle, although only one diploma of 60-credit (one-year) course in South Sámi was delivered in 2019 at Nord University and one master's degree at UiT. Under the Action Plan for Sámi Languages, a teacher training programme in South Sámi is functioning based on the Ulpan method⁴³ and is developed accordingly. The mergers of counties and municipalities have rather strengthened the co-operation efforts for South Sámi. The municipalities expect however more sustainable funding to their actions and projects from the *Sámediggi* and the competent authorities.

64. During the on-the-spot visit, the Committee of Experts was made aware of a valuable bottom-up network project on health and social care services in South Sámi, set up in 2019 in Røros.⁴⁴ The municipality is supportive to the South Sámi speakers, where they develop school, health and cultural activities with help of the mayor and municipality staff. Their example should be followed and highly supported with sustainable funds from the Norwegian authorities, especially in the context of the findings from the previous monitoring cycle relating to the use of Sámi languages in hospitals and retirement homes.

65. In light of the information gathered in Røros, the Committee of Experts commends the fact that compulsory education is provided on-site or on-line by teachers located in the Sámi language administrative district. Further training of teachers is however needed since not all of them have completed pedagogical and/or digital training (two out of seven teachers have not followed a teacher training for 111 pupils in the South Sámi area). In Røros, *Duodji* classes are provided at the local school of music and performing arts and enjoy high interest among parents and children. A special project was developed during winter 2020/2021 with 15 students of Sámi or Norwegian background. In addition, for small children, the language nest project continues successfully. The Committee of Experts particularly values such initiatives and encourages all stakeholders to promote them.

⁴² In Lule Sámi: *Hábmer*.

⁴³ Ulpan method at RLA Method - Ulpan-Or (ulpanor.com).

⁴⁴ Health project in Røros "samiske helsetjenester" Samiske eldre i sykehjem og hjemmebasert omsorg | Sørsamisk helsenettnetverk/ Årjelsaemien healsoedâehkie (sorsamisk-helsenettnetverk.no).

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

2.1 Kven⁴⁵

2.1.1 Compliance of Norway with its undertakings under the European Charter for Regional or Minority Languages concerning the protection and promotion of Kven

Symbols used to mark changes in the evaluation compared to the previous monitoring cycle:

↗ improvement ✓ deterioration = no change

The Committee of Experts considers the undertaking*:						
Article	Undertakings of Norway concerning Kven ⁴⁶	fulfilled	partly fulfilled	formally fulfilled	not fulfilled	no conclusion
Part II of the Charter						
(Undertakings which the State must apply to all regional or minority languages within its territory)						
Art. 7 – Objectives and principles						
7.1.a	recognition of Kven as an expression of cultural wealth	=				
7.1.b	ensure that existing or new administrative divisions do not constitute an obstacle to the promotion of Kven	↗				
7.1.c	resolute action to promote Kven	↗				
7.1.d	facilitation and/or encouragement of the use of Kven, in speech and writing, in public life (education, judicial authorities, administrative authorities and public services, media, cultural activities and facilities, economic and social life, transfrontier exchanges) and private life		=			
7.1.e	<ul style="list-style-type: none"> • maintenance and development of links, in the fields covered by this Charter, between groups in the State using Kven • establishment of cultural relations with other linguistic groups 		=			
7.1.f	provision of forms and means for the teaching and study of Kven at all appropriate stages		=			
7.1.g	provision of facilities enabling (also adult) non-speakers of Kven to learn it		=			
7.1.h	promotion of study and research on Kven at universities or equivalent institutions	↗				
7.1.i	promotion of transnational exchanges, in the fields covered by this Charter, for the benefit of Kven	=				
7.2	eliminate any unjustified distinction, exclusion, restriction or preference relating to the use of Kven	=				
7.3	<ul style="list-style-type: none"> • promote mutual understanding between all the linguistic groups of the country • promote the inclusion of respect, understanding and tolerance in relation to Kven among the objectives of education and training • encourage the mass media to include respect, understanding and tolerance in relation to Kven among their objectives 		=			
7.4	<ul style="list-style-type: none"> • take into consideration the needs and wishes expressed by the group which uses Kven • establish a body for the purpose of advising the authorities on all matters pertaining to Kven 		=			

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

⁴⁵ See footnote 2 and para. 39 of this report.

⁴⁶ In order to facilitate readability, the provisions of the Charter appear here in a shortened and simplified form. The complete version of each provision can be consulted on the website of the Treaty Office: [http://www.coe.int/en/web/conventions/\(treaty No. 148\)](http://www.coe.int/en/web/conventions/(treaty%20No.%20148)).

Fulfilled: Policies, legislation and practice are in conformity with the Charter.

Partly fulfilled: Policies and legislation are wholly or partly in conformity with the Charter, but the undertaking is only partly implemented in practice.

Formally fulfilled: Policies and legislation are in conformity with the Charter, but there is no implementation in practice.

Not fulfilled: No action in policies, legislation and practice has been taken to implement the undertaking or the Committee of Experts has over several monitoring cycles not received any information on the implementation.

No conclusion: The Committee of Experts is not in a position to conclude on the fulfilment of the undertaking as no or insufficient information has been provided by the authorities.

Changes in the evaluation compared to the previous monitoring cycle

66. The evaluation of the implementation of Article 7.1.b is upgraded to fulfilled since the administrative reform that entered into force on 1 January 2020 respected the needs and wishes of the Kven speakers to promote their language and no complaints on the administrative divisions were communicated to the Committee of Experts. The upgrading also applies to Article 7.1.c owing to several resolute actions undertaken by the authorities to safeguard Kven at the state and county levels such as inclusion of Kven into the *Language Act* and the list of protective duties for the Language Council of Norway, grants allocated to the Kven language revitalisation, etc. The evaluation of the implementation of Article 7.1.h is similarly upgraded to fulfilled because of the action of the Language Council of Norway and the Kven Institute in Børselv, and the teaching and research at various campuses of the UiT.

2.1.2 Recommendations by the Committee of Experts on how to improve the protection and promotion of Kven in Norway

The Committee of Experts encourages the authorities of Norway to comply with all undertakings under the European Charter for Regional or Minority Languages which are not considered “fulfilled” (see under 2.1.1 above) as well as to continue to comply with those that are fulfilled. In doing so, the authorities should take particular account of the recommendations set out below. The recommendations by the Committee of Ministers of the Council of Europe on the application of the Charter in Norway⁴⁷ remain valid in their own right. Recommendations made in the monitoring procedure of the Charter aim to support the authorities in the implementation process.

I. Recommendations for immediate action

- a. Take measures to ensure stronger presence of Kven in the media, including reintroducing Kven in radio broadcasting.
- b. Improve the situation of Kven in primary and secondary education and enhance the offer of Kven language nests in kindergartens.
- c. Ensure that there are incentives for students who have opted for Kven as a second language in the compulsory education to continue these studies at upper secondary level, as this is the recruitment base for teacher training for Kven.

II. Further recommendations

- d. Encourage the provision of facilities and funding (including textbooks for adults) enabling non-speakers of Kven to learn it.
- e. Provide more sustainable public funding for the protection and promotion of Kven.

⁴⁷ RecChL(2001)5 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016804dce9d); RecChL(2003)2 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805df248); CM/RecChL(2007)3 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805afe1b); CM/RecChL(2010)2 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805cf75c); CM/RecChL(2012)8 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805c9276); CM/RecChL(2015)4 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805c2ba9); CM/RecChL(2018)4 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016808b7d02).

2.2 Lule Sámi

2.2.1 Compliance of Norway with its undertakings under the European Charter for Regional or Minority Languages concerning the protection and promotion of Lule Sámi

Symbols used to mark changes in the evaluation compared to the previous monitoring cycle:

↗ improvement ✓ deterioration = no change

The Committee of Experts considers the undertaking*:						
Article	Undertakings of Norway concerning Lule Sámi ⁴⁸	fulfilled	partly fulfilled	formally fulfilled	not fulfilled	no conclusion
Part II of the Charter						
(Undertakings which the State must apply to all regional or minority languages within its territory)						
Art. 7 – Objectives and principles						
7.1.a	recognition of Lule Sámi as an expression of cultural wealth	=				
7.1.b	ensure that existing or new administrative divisions do not constitute an obstacle to the promotion of Lule Sámi		✓			
7.1.c	resolute action to promote Lule Sámi	↗				
7.1.d	facilitation and/or encouragement of the use of Lule Sámi, in speech and writing, in public life (education, judicial authorities, administrative authorities and public services, media, cultural activities and facilities, economic and social life, transfrontier exchanges) and private life		=			
7.1.e	<ul style="list-style-type: none"> • maintenance and development of links, in the fields covered by this Charter, between groups in the State using Lule Sámi • establishment of cultural relations with other linguistic groups 	=				
7.1.f	provision of forms and means for the teaching and study of Lule Sámi at all appropriate stages	=				
7.1.g	provision of facilities enabling (also adult) non-speakers of Lule Sámi to learn it		=			
7.1.h	promotion of study and research on Lule Sámi at universities or equivalent institutions		=			
7.1.i	promotion of transnational exchanges, in the fields covered by this Charter, for the benefit of Lule Sámi	=				
7.2	eliminate any unjustified distinction, exclusion, restriction or preference relating to the use of Lule Sámi	=				
7.3	<ul style="list-style-type: none"> • promote mutual understanding between all the linguistic groups of the country • promote the inclusion of respect, understanding and tolerance in relation to Lule Sámi among the objectives of education and training • encourage the mass media to include respect, understanding and tolerance in relation to Lule Sámi among their objectives 		=			
7.4	<ul style="list-style-type: none"> • take into consideration the needs and wishes expressed by the group which uses Lule Sámi • establish a body for the purpose of advising the authorities on all matters pertaining to Lule Sámi 	=				

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

Fulfilled: Policies, legislation and practice are in conformity with the Charter.

Partly fulfilled: Policies and legislation are wholly or partly in conformity with the Charter, but the undertaking is only partly implemented in practice.

Formally fulfilled: Policies and legislation are in conformity with the Charter, but there is no implementation in practice.

⁴⁸ In order to facilitate readability, the provisions of the Charter appear here in a shortened and simplified form. The complete version of each provision can be consulted on the website of the Treaty Office: [http://www.coe.int/en/web/conventions/\(treaty No. 148\)](http://www.coe.int/en/web/conventions/(treaty%20No.%20148)).

Not fulfilled: No action in policies, legislation and practice has been taken to implement the undertaking or the Committee of Experts has over several monitoring cycles not received any information on the implementation.

No conclusion: The Committee of Experts is not in a position to conclude on the fulfilment of the undertaking as no or insufficient information has been provided by the authorities.

Changes in the evaluation compared to the previous monitoring cycle

67. The evaluation of the implementation of Article 7.1.b is downgraded to partly fulfilled since the administrative reform entered into force on 1 January 2020 had a negative impact on the teaching in/of Lule Sámi to entitled pupils in the new municipality of Narvik. However, the evaluation of the implementation of Article 7.1.c is upgraded to fulfilled owing to several resolute actions undertaken by the authorities to safeguard Lule Sámi almost at the same level as North Sámi and to cover it similarly by Part III of the Charter.

2.2.2 Recommendations by the Committee of Experts on how to improve the protection and promotion of Lule Sámi in Norway

The Committee of Experts encourages the authorities of Norway to comply with all undertakings under the European Charter for Regional or Minority Languages which are not considered “fulfilled” (see under 2.2.1 above) as well as to continue to comply with those that are fulfilled. In doing so, the authorities should take particular account of the recommendations set out below. The recommendations by the Committee of Ministers of the Council of Europe on the application of the Charter in Norway⁴⁹ remain valid in their own right. Recommendations made in the monitoring procedure of the Charter aim to support the authorities in the implementation process.

I. Recommendations for immediate action

- a. Ensure that the new administrative division does not have a negative impact on Lule Sámi in education.**
- b. Ensure that there are incentives for students who have opted for Lule Sámi as a second language in the compulsory education to continue these studies at upper secondary level, as this is the recruitment base for teacher training for Lule Sámi.**

II. Further recommendations

- c. Provide facilities enabling non-speakers, including adult non-speakers, of Lule Sámi to learn it.
- d. Encourage the use of Lule Sámi, in speech and writing, in education, media as well as in cultural activities.

⁴⁹ RecChL(2001)5 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016804dce9d); RecChL(2003)2 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805df248); CM/RecChL(2007)3 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805afe1b); CM/RecChL(2010)2 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805cf75c); CM/RecChL(2012)8 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805c9276); CM/RecChL(2015)4 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805c2ba9); CM/RecChL(2018)4 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016808b7d02).

2.3 North Sámi

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

Symbols used to mark changes in the evaluation compared to the previous monitoring cycle:

↗ improvement ↘ deterioration = no change

The Committee of Experts considers the undertaking*:						
Article	Undertakings of Norway concerning North Sámi ⁵⁰	fulfilled	partly fulfilled	formally fulfilled	not fulfilled	no conclusion
Part II of the Charter						
<i>(Undertakings which the State must apply to all regional or minority languages within its territory)</i>						
Art. 7 – Objectives and principles						
7.1.a	recognition of North Sámi as an expression of cultural wealth	=				
7.1.b	ensure that existing or new administrative divisions do not constitute an obstacle to the promotion of North Sámi	=				
7.1.c	resolute action to promote North Sámi	=				
7.1.d	facilitation and/or encouragement of the use of North Sámi, in speech and writing, in public life (education, judicial authorities, administrative authorities and public services, media, cultural activities and facilities, economic and social life, transfrontier exchanges) and private life	=				
7.1.e	<ul style="list-style-type: none"> • maintenance and development of links, in the fields covered by this Charter, between groups in the State using North Sámi • establishment of cultural relations with other linguistic groups 	=				
7.1.f	provision of forms and means for the teaching and study of North Sámi at all appropriate stages	=				
7.1.g	provision of facilities enabling (also adult) non-speakers of North Sámi to learn it	=				
7.1.h	promotion of study and research on North Sámi at universities or equivalent institutions	=				
7.1.i	promotion of transnational exchanges, in the fields covered by this Charter, for the benefit of North Sámi	=				
7.2	eliminate any unjustified distinction, exclusion, restriction or preference relating to the use of North Sámi	=				
7.3	<ul style="list-style-type: none"> • promote mutual understanding between all the linguistic groups of the country • promote the inclusion of respect, understanding and tolerance in relation to North Sámi among the objectives of education and training • encourage the mass media to include respect, understanding and tolerance in relation to North Sámi among their objectives 	=				
7.4	<ul style="list-style-type: none"> • take into consideration the needs and wishes expressed by the group which uses North Sámi • establish a body for the purpose of advising the authorities on all matters pertaining to North Sámi 	=				

⁵⁰ In order to facilitate readability, the provisions of the Charter appear here in a shortened and simplified form. The complete version of each provision can be consulted on the website of the Treaty Office: [http://www.coe.int/en/web/conventions/\(treaty No. 148\)](http://www.coe.int/en/web/conventions/(treaty%20No.%20148)).

The Committee of Experts considers the undertaking*:						
Article	Undertakings of Norway concerning North Sámi ⁵⁰	fulfilled	partly fulfilled	formally fulfilled	not fulfilled	no conclusion
Part III of the Charter						
(Additional undertakings chosen by the State for specific languages)						
Art. 8 – Education						
8.1.a.iii	make available pre-school education in North Sámi or a substantial part of pre-school education in North Sámi at least to those pupils whose families so request and whose number is considered sufficient		<input checked="" type="checkbox"/>			
8.1.b.iv	make available primary education in North Sámi, a substantial part of primary education in North Sámi or teaching of North Sámi as an integral part of the curriculum at least to those pupils whose families so request and whose number is considered sufficient	=				
8.1.c.iv	make available secondary education in North Sámi, a substantial part of secondary education in North Sámi or teaching of North Sámi as an integral part of the curriculum at least to those pupils who so wish in a number considered sufficient	=				
8.1.div	make available technical and vocational education in North Sámi, a substantial part of technical and vocational education in North Sámi or teaching of North Sámi as an integral part of the curriculum at least to those pupils who so wish in a number considered sufficient	=				
8.1.e.ii	provide facilities for the study of North Sámi as an university and higher education subject	=				
8.1.f.ii	offer North Sámi as a subject of adult and continuing education	=				
8.1.g	ensure the teaching of the history and the culture which is reflected by North Sámi	=				
8.1.h	provide the basic and further training of the teachers teaching (in) North Sámi		<input checked="" type="checkbox"/>			
8.1.i	set up a supervisory body responsible for monitoring the progress achieved in the teaching of North Sámi and for drawing up public periodic reports of its findings	=				
8.2	in territories other than those in which North Sámi is traditionally used, allow, encourage or provide teaching in or of North Sámi at all the appropriate stages of education	=				
Art. 9 – Judicial authorities						
9.1.a.iv	produce, on request, documents connected with criminal legal proceedings in North Sámi, if necessary by the use of interpreters and translations involving no extra expense for the persons concerned	=				
9.1.b.iii	allow documents and evidence to be produced in North Sámi in civil proceedings, if necessary by the use of interpreters and translations	=				
9.1.d	with regard to the conduct of civil and/or administrative proceedings in North Sámi and the related use of documents and evidence in North Sámi, ensure that the use of interpreters and translations does not involve extra expense for the persons concerned	=				
9.2.a	not to deny the validity of legal documents solely because they are drafted in North Sámi	=				
9.3	make available in North Sámi the most important national statutory texts and those relating particularly to users of North Sámi	=				
Art. 10 – Administrative authorities and public services						
10.1.a.iii	ensure that users of North Sámi may submit oral or written applications to local branches of the national authorities and receive a reply in North Sámi	=				
10.1.b	make available widely used national administrative texts and forms in North Sámi or in bilingual versions		<input checked="" type="checkbox"/>			
10.1.c	allow the national authorities to draft documents in North Sámi	=				

The Committee of Experts considers the undertaking*:						
Article	Undertakings of Norway concerning North Sámi ⁵⁰	fulfilled	partly fulfilled	formally fulfilled	not fulfilled	no conclusion
10.2.a	use of North Sámi within the framework of the regional or local authority	=				
10.2.b	possibility for users of North Sámi to submit oral or written applications in North Sámi to the regional or local authority	=				
10.2.c	publication by regional authorities of their official documents also in North Sámi	=				
10.2.d	publication by local authorities of their official documents also in North Sámi	=				
10.2.e	use by regional authorities of North Sámi in debates in their assemblies	=				
10.2.f	use by local authorities of North Sámi in debates in their assemblies	=				
10.2.g	use or adoption, if necessary in conjunction with the name in the official language, of place names in North Sámi	=				
10.3.b	allow users of North Sámi to submit a request to and receive a reply from public service providers in North Sámi	=				
10.4.a	translation or interpretation	↗				
10.5	allow the use or adoption of family names in North Sámi	↗				
Art. 11 – Media						
11.1.a.iii	make provision so that public broadcasters offer radio and television programmes in North Sámi	=				
11.1.bi	encourage and/or facilitate the creation of at least one private radio station in North Sámi	=				
11.1.cii	encourage and/or facilitate the broadcasting of private television programmes in North Sámi on a regular basis	=				
11.1.ei	encourage and/or facilitate the creation and/or maintenance of at least one weekly or daily newspaper in North Sámi	=				
11.1.fii	apply existing measures for financial assistance also to audio-visual productions in North Sámi	=				
11.1.g	support the training of journalists and other staff for media using North Sámi	=				
11.2	<ul style="list-style-type: none"> • guarantee freedom of direct reception of radio and television broadcasts from neighbouring countries in North Sámi • do not oppose the retransmission of radio and television broadcasts from neighbouring countries in North Sámi • ensure the freedom of expression and free circulation of information in the written press in North Sámi 	=				
Art. 12 – Cultural activities and facilities						
12.1.a	encourage production, reproduction and dissemination of cultural works in North Sámi	=				
12.1.d	ensure that the bodies organising or supporting cultural activities incorporate the knowledge and use of the North Sámi language and culture in the undertakings which they initiate or for which they provide backing	=				
12.1.e	ensure that the bodies organising or supporting cultural activities have at their disposal staff who have a full command of North Sámi	=				
12.1.f	encourage direct participation by representatives of the users of North Sámi in providing facilities and planning cultural activities	=				
12.1.g	encourage and/or facilitate the creation of a body responsible for collecting, keeping a copy of and presenting or publishing works produced in North Sámi	=				
12.1.h	create and/or promote and finance translation and terminological research services, particularly with a view to maintaining and developing administrative, commercial, economic, social, technical or legal terminology in North Sámi	=				

The Committee of Experts considers the undertaking*:						
Article	Undertakings of Norway concerning North Sámi ⁵⁰	fulfilled	partly fulfilled	formally fulfilled	not fulfilled	no conclusion
12.2	In territories other than those in which North Sámi is traditionally used, allow, encourage and/or provide cultural activities and facilities using North Sámi	=				
12.3	make provision, in cultural policy abroad, for North Sámi and the culture it reflects	=				
Art. 13 – Economic and social life						
13.2.c	ensure that social care facilities such as hospitals, retirement homes and hostels offer the use of North Sámi		=			
13.2.e	arrange for information provided by the authorities concerning the rights of consumers to be made available in North Sámi	=				
Art. 14 – Transfrontier exchanges						
14.b	for the benefit of North Sámi, facilitate and/or promote co-operation across borders, in particular between regional or local authorities in whose territory North Sámi is used in identical or similar form	=				

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

Fulfilled: Policies, legislation and practice are in conformity with the Charter.

Partly fulfilled: Policies and legislation are wholly or partly in conformity with the Charter, but the undertaking is only partly implemented in practice.

Formally fulfilled: Policies and legislation are in conformity with the Charter, but there is no implementation in practice.

Not fulfilled: No action in policies, legislation and practice has been taken to implement the undertaking or the Committee of Experts has over several monitoring cycles not received any information on the implementation.

No conclusion: The Committee of Experts is not in a position to conclude on the fulfilment of the undertaking as no or insufficient information has been provided by the authorities.

Changes in the evaluation compared to the previous monitoring cycle

68. The evaluation of the implementation of Article 8.1.a.iii is downgraded to partly fulfilled since there are not enough day-care places to accommodate the requests of parents to have their children placed in kindergartens using North Sámi. Similarly, the evaluation of the implementation of Article 8.1.h. is downgraded to partly fulfilled because of some shortages of schoolteachers due to the recruitment problems in teacher training, as school students do not choose North Sámi at upper secondary level for reasons related to final school marks' system more favourable to foreign languages.

69. The evaluation of the implementation of Article 10.1.b is downgraded to partly fulfilled since the on-line accessibility of widely used national administrative texts and forms in North Sámi or in bilingual versions is difficult on public websites. As regards translation or interpretation, the evaluation of Article 10.4.a is upgraded to fulfilled with the adoption of the new *Interpretation Act*. The evaluation of the implementation of Article 10.5 is upgraded to fulfilled since the *Population Registry Act* admits now the use of special characters from North Sámi and the use or adoption of family names in North Sámi is allowed.

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

The Committee of Experts encourages the authorities of Norway to comply with all undertakings under the European Charter for Regional or Minority Languages which are not considered “fulfilled” (see under 2.3.1 above) as well as to continue to comply with those that are fulfilled. In doing so, the authorities should take particular account of the recommendations set out below. The recommendations by the

Committee of Ministers of the Council of Europe on the application of the Charter in Norway⁵¹ remain valid in their own right. Recommendations made in the monitoring procedure of the Charter aim to support the authorities in the implementation process.

I. Recommendation for immediate action

- a. **Ensure that health and social care facilities such as hospitals and retirement homes offer services in North Sámi.**
- b. **Ensure that there are incentives for students who have opted for North Sámi as a second language in the compulsory education to continue these studies at upper secondary level, as this is the recruitment base for teacher training for North Sámi**

II. Further recommendations

- c. Ensure enough places in kindergartens using North Sámi to meet the demands by parents.

⁵¹ RecChL(2001)5 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016804dce9d);
 RecChL(2003)2 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805df248);
 CM/RecChL(2007)3 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805afe1b);
 CM/RecChL(2010)2 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805cf75c);
 CM/RecChL(2012)8 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805c9276);
 CM/RecChL(2015)4 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805c2ba9);
 CM/RecChL(2018)4 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016808b7d02).

2.4 Romanes

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

Symbols used to mark changes in the evaluation compared to the previous monitoring cycle:

↗ improvement ↘ deterioration = no change

The Committee of Experts considers the undertaking*:						
Article	Undertakings of Norway concerning Romanes ⁵²	fulfilled	partly fulfilled	formally fulfilled	not fulfilled	no conclusion
Part II of the Charter						
(Undertakings which the State must apply to all regional or minority languages within its territory)						
Art. 7 – Objectives and principles						
7.1.a	recognition of Romanes as an expression of cultural wealth	=				
7.1.b	ensure that existing or new administrative divisions do not constitute an obstacle to the promotion of Romanes					=
7.1.c	resolute action to promote Romanes		↗			
7.1.d	facilitation and/or encouragement of the use of Romanes, in speech and writing, in public life (education, judicial authorities, administrative authorities and public services, media, cultural activities and facilities, economic and social life, transfrontier exchanges) and private life		↗			
7.1.e	<ul style="list-style-type: none"> • maintenance and development of links, in the fields covered by this Charter, between groups in the State using Romanes • establishment of cultural relations with other linguistic groups 		↗			
7.1.f	provision of forms and means for the teaching and study of Romanes at all appropriate stages				=	
7.1.g	provision of facilities enabling (also adult) non-speakers of Romanes to learn it				=	
7.1.h	promotion of study and research on Romanes at universities or equivalent institutions					=
7.1.i	promotion of transnational exchanges, in the fields covered by this Charter, for the benefit of Romanes					=
7.2	eliminate any unjustified distinction, exclusion, restriction or preference relating to the use of Romanes		=			
7.3	<ul style="list-style-type: none"> • promote mutual understanding between all the linguistic groups of the country • promote the inclusion of respect, understanding and tolerance in relation to Romanes among the objectives of education and training • encourage the mass media to include respect, understanding and tolerance in relation to Romanes among their objectives 		=			
7.4	<ul style="list-style-type: none"> • take into consideration the needs and wishes expressed by the group which uses Romanes • establish a body for the purpose of advising the authorities on all matters pertaining to Romanes 		=			

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

Fulfilled: Policies, legislation and practice are in conformity with the Charter.

Partly fulfilled: Policies and legislation are wholly or partly in conformity with the Charter, but the undertaking is only partly implemented in practice.

Formally fulfilled: Policies and legislation are in conformity with the Charter, but there is no implementation in practice.

⁵² In order to facilitate readability, the provisions of the Charter appear here in a shortened and simplified form. The complete version of each provision can be consulted on the website of the Treaty Office: [http://www.coe.int/en/web/conventions/\(treaty No. 148\)](http://www.coe.int/en/web/conventions/(treaty%20No.148)).

Not fulfilled: No action in policies, legislation and practice has been taken to implement the undertaking or the Committee of Experts has over several monitoring cycles not received any information on the implementation.

No conclusion: The Committee of Experts is not in a position to conclude on the fulfilment of the undertaking as no or insufficient information has been provided by the authorities.

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

Changes in the evaluation compared to the previous monitoring cycle

70. With regard to Article 7.1.c, the evaluation is upgraded to partly fulfilled as several resolute actions were taken for the benefit of Romanes: the *Language Act* formally recognises Romanes as a minority language in Norway in its own value and creates advisory relationship between the Language Council of Norway and the Romanes speakers; the *Romano Kher* centre was open in 2018 and is well operational in Oslo making the Romanes language and culture more visible in public. Apart from state grants for the ABC book and translations of some children's books into Romanes, audiobooks were produced with grants awarded by various government institutions since 2018. The Committee of Experts upgrades its evaluation as well with respect to Article 7.1.d and e. to partly fulfilled for the same reasons as for Article 7.1.c.

71. Where "no conclusion" mark appears, it is because of lack of information on governmental action or of Article 7.5 contents concerning non-territorial languages (see evaluation of Article 7.1.b, h and i. above).

2.4.2 Recommendations by the Committee of Experts on how to improve the protection and promotion of Romanes in Norway

The Committee of Experts encourages the authorities of Norway to comply with all undertakings under the European Charter for Regional or Minority Languages which are not considered "fulfilled" (see under 2.4.1 above) as well as to continue to comply with those that are fulfilled. In doing so, the authorities should take particular account of the recommendations set out below. The recommendations by the Committee of Ministers of the Council of Europe on the application of the Charter in Norway⁵³ remain valid in their own right. Recommendations made in the monitoring procedure of the Charter aim to support the authorities in the implementation process.

I. Recommendations for immediate action

- a. Encourage the use of Romanes, in speech and writing in public life, particularly in education in co-operation with the speakers.
- b. Promote the inclusion of respect, understanding and tolerance in relation to Romanes among the objectives of education, teacher training and media.

II. Further recommendations

- c. Encourage university-level research and teaching on Romanes.
- d. Provide more sustainable public funding to the protection and promotion of Romanes.

⁵³ RecChL(2001)5 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016804dce9d); RecChL(2003)2 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805df248); CM/RecChL(2007)3 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805afe1b); CM/RecChL(2010)2 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805cf75c); CM/RecChL(2012)8 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805c9276); CM/RecChL(2015)4 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805c2ba9); CM/RecChL(2018)4 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016808b7d02).

2.5 Romani

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

Symbols used to mark changes in the evaluation compared to the previous monitoring cycle:

↗ improvement ↘ deterioration = no change

The Committee of Experts considers the undertaking*:						
Article	Undertakings of Norway concerning Romani ⁵⁴	fulfilled	partly fulfilled	formally fulfilled	not fulfilled	no conclusion
Part II of the Charter <i>(Undertakings which the State must apply to all regional or minority languages within its territory)</i>						
Art. 7 – Objectives and principles						
7.1.a	recognition of Romani as an expression of cultural wealth	=				
7.1.b	ensure that existing or new administrative divisions do not constitute an obstacle to the promotion of Romani					=
7.1.c	resolute action to promote Romani		↗			
7.1.d	facilitation and/or encouragement of the use of Romani, in speech and writing, in public life (education, judicial authorities, administrative authorities and public services, media, cultural activities and facilities, economic and social life, transfrontier exchanges) and private life		=			
7.1.e	• maintenance and development of links, in the fields covered by this Charter, between groups in the State using Romani • establishment of cultural relations with other linguistic groups					=
7.1.f	provision of forms and means for the teaching and study of Romani at all appropriate stages				=	
7.1.g	provision of facilities enabling (also adult) non-speakers of Romani to learn it				=	
7.1.h	promotion of study and research on Romani at universities or equivalent institutions	↗				
7.1.i	promotion of transnational exchanges, in the fields covered by this Charter, for the benefit of Romani					=
7.2	eliminate any unjustified distinction, exclusion, restriction or preference relating to the use of Romani		=			
7.3	• promote mutual understanding between all the linguistic groups of the country • promote the inclusion of respect, understanding and tolerance in relation to Romani among the objectives of education and training • encourage the mass media to include respect, understanding and tolerance in relation to Romani among their objectives		=			
7.4	• take into consideration the needs and wishes expressed by the group which uses Romani • establish a body for the purpose of advising the authorities on all matters pertaining to Romani		=			

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

Fulfilled: Policies, legislation and practice are in conformity with the Charter.

Partly fulfilled: Policies and legislation are wholly or partly in conformity with the Charter, but the undertaking is only partly implemented in practice.

⁵⁴ In order to facilitate readability, the provisions of the Charter appear here in a shortened and simplified form. The complete version of each provision can be consulted on the website of the Treaty Office: [http://www.coe.int/en/web/conventions/\(treaty No. 148\)](http://www.coe.int/en/web/conventions/(treaty%20No.%20148)).

Formally fulfilled: Policies and legislation are in conformity with the Charter, but there is no implementation in practice.

Not fulfilled: No action in policies, legislation and practice has been taken to implement the undertaking or the Committee of Experts has over several monitoring cycles not received any information on the implementation.

No conclusion: The Committee of Experts is not in a position to conclude on the fulfilment of the undertaking as no or insufficient information has been provided by the authorities.

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

Changes in the evaluation compared to the previous monitoring cycle

72. The assessment of Article 7.1.c is upgraded to partly fulfilled owing to several resolute actions taken by the authorities to protect and promote Romani, especially by means of the *Language Act* and high-level state funding in 2019 and 2020 devoted among other purposes to the future establishment of a culture and competence centre for Romani/Taters, and the Language Council of Norway active advisory role for the benefit of Romani. The evaluation of the implementation of Article 7.1.h. is upgraded to fulfilled since there are research outcomes and projects at the university level such as an on-line dictionary created and maintained by Oslo University.⁵⁵

73. Where “no conclusion” mark appears under Article 7.1.b, e. and i., it is in line with Article 7.5 concerning non-territorial languages and the respect for the wishes of the Romani language speakers.

2.5.2 Recommendations by the Committee of Experts on how to improve the protection and promotion of Romani in Norway

The Committee of Experts encourages the authorities of Norway to comply with all undertakings under the European Charter for Regional or Minority Languages which are not considered “fulfilled” (see under 2.5.1 above) as well as to continue to comply with those that are fulfilled. In doing so, the authorities should take particular account of the recommendations set out below. The recommendations by the Committee of Ministers of the Council of Europe on the application of the Charter in Norway⁵⁶ remain valid in their own right. Recommendations made in the monitoring procedure of the Charter aim to support the authorities in the implementation process.

I. Recommendations for immediate action

- a. Encourage the use of Romani, in speech and writing in public life, particularly in education, in co-operation with the speakers.
- b. Promote the inclusion of respect, understanding and tolerance in relation to Romani among the objectives of education, teacher training and media.

II. Further recommendations

- c. Encourage further university-level research and teaching on Romani.
- d. Provide more sustainable public funding to the protection and promotion of Romani.

⁵⁵ See at <https://tekstlab.uio.no/nro/htdocs/>; <https://www.hf.uio.no/multiling/english/publications/2017/2017-wiedner-norwegian-romani-a-linguistic-view.html>.

⁵⁶ RecChL(2001)5 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016804dce9d); RecChL(2003)2 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805df248); CM/RecChL(2007)3 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805afe1b); CM/RecChL(2010)2 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805cf75c); CM/RecChL(2012)8 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805c9276); CM/RecChL(2015)4 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805c2ba9); CM/RecChL(2018)4 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016808b7d02).

2.6 South Sámi

2.6.1 Compliance of Norway with its undertakings under the European Charter for Regional or Minority Languages concerning the protection and promotion of South Sámi

Symbols used to mark changes in the evaluation compared to the previous monitoring cycle:

↗ improvement ↘ deterioration = no change

The Committee of Experts considers the undertaking*:						
Article	Undertakings of Norway concerning South Sámi ⁵⁷	fulfilled	partly fulfilled	formally fulfilled	not fulfilled	no conclusion
Part II of the Charter						
(Undertakings which the State must apply to all regional or minority languages within its territory)						
Art. 7 – Objectives and principles						
7.1.a	recognition of South Sámi as an expression of cultural wealth	=				
7.1.b	ensure that existing or new administrative divisions do not constitute an obstacle to the promotion of South Sámi	=				
7.1.c	resolute action to promote South Sámi	↗				
7.1.d	facilitation and/or encouragement of the use of South Sámi, in speech and writing, in public life (education, judicial authorities, administrative authorities and public services, media, cultural activities and facilities, economic and social life, transfrontier exchanges) and private life		=			
7.1.e	<ul style="list-style-type: none"> • maintenance and development of links, in the fields covered by this Charter, between groups in the State using South Sámi • establishment of cultural relations with other linguistic groups 	=				
7.1.f	provision of forms and means for the teaching and study of South Sámi at all appropriate stages		=			
7.1.g	provision of facilities enabling (also adult) non-speakers of South Sámi to learn it		=			
7.1.h	promotion of study and research on South Sámi at universities or equivalent institutions	=				
7.1.i	promotion of transnational exchanges, in the fields covered by this Charter, for the benefit of South Sámi	=				
7.2	eliminate any unjustified distinction, exclusion, restriction or preference relating to the use of South Sámi	=				
7.3	<ul style="list-style-type: none"> • promote mutual understanding between all the linguistic groups of the country • promote the inclusion of respect, understanding and tolerance in relation to South Sámi among the objectives of education and training • encourage the mass media to include respect, understanding and tolerance in relation to South Sámi among their objectives 		=			
7.4	<ul style="list-style-type: none"> • take into consideration the needs and wishes expressed by the group which uses South Sámi • establish a body for the purpose of advising the authorities on all matters pertaining to South Sámi 	=				

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

Fulfilled: Policies, legislation and practice are in conformity with the Charter.

Partly fulfilled: Policies and legislation are wholly or partly in conformity with the Charter, but the undertaking is only partly implemented in practice.

Formally fulfilled: Policies and legislation are in conformity with the Charter, but there is no implementation in practice.

⁵⁷ In order to facilitate readability, the provisions of the Charter appear here in a shortened and simplified form. The complete version of each provision can be consulted on the website of the Treaty Office: [http://www.coe.int/en/web/conventions/\(treaty No. 148\)](http://www.coe.int/en/web/conventions/(treaty%20No.%20148)).

Not fulfilled: No action in policies, legislation and practice has been taken to implement the undertaking or the Committee of Experts has over several monitoring cycles not received any information on the implementation.

No conclusion: The Committee of Experts is not in a position to conclude on the fulfilment of the undertaking as no or insufficient information has been provided by the authorities.

Changes in the evaluation compared to the previous monitoring cycle

74. The evaluation of the implementation of Article 7.1.c is upgraded to fulfilled owing to several resolute actions undertaken by the authorities to safeguard South Sámi almost at the same level as North Sámi and to cover it similarly by Part III of the Charter.

2.6.2 *Recommendations by the Committee of Experts on how to improve the protection and promotion of South Sámi in Norway*

The Committee of Experts encourages the authorities of Norway to comply with all undertakings under the European Charter for Regional or Minority Languages which are not considered “fulfilled” (see under 2.6.1 above) as well as to continue to comply with those that are fulfilled. In doing so, the authorities should take particular account of the recommendations set out below. The recommendations by the Committee of Ministers of the Council of Europe on the application of the Charter in Norway⁵⁸ remain valid in their own right. Recommendations made in the monitoring procedure of the Charter aim to support the authorities in the implementation process.

I. Recommendation for immediate action

- a. **Provide forms and means for the teaching and study of South Sámi at all appropriate stages, including by distance learning.**
- b. **Ensure that there are incentives for students who have opted for South Sámi as a second language in the compulsory education to continue these studies at upper secondary level, as this is the recruitment base for teacher training for South Sámi.**

II. Further recommendations

- c. Provide facilities enabling non-speakers, including adult non-speakers, of South Sámi to learn it.
- d. Encourage the use of South Sámi, in speech and writing, in education, media as well as in cultural activities.

⁵⁸ RecChL(2001)5 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016804dce9d); RecChL(2003)2 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805df248); CM/RecChL(2007)3 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805afe1b); CM/RecChL(2010)2 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805cf75c); CM/RecChL(2012)8 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805c9276); CM/RecChL(2015)4 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805c2ba9); CM/RecChL(2018)4 (https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016808b7d02).

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

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

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

The Committee of Ministers,

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

Having regard to the instrument of ratification deposited by Norway on 10 November 1993;

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

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

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

1. allocate sustainable means for revitalisation and development of Kven, Lule Sámi and South Sámi, Romanes and Romani, the most endangered minority languages;
2. monitor the demand for teaching of and/or in Sámi languages at each level of education, from kindergarten to higher education and meet the demands of parents for kindergartens;
3. take measures to strengthen the recruitment to Kven and Sámi teacher training.

The Committee of Ministers invites the authorities of Norway to submit information on the implementation of recommendations for immediate action by 1 January 2023 and their ninth periodical report by 1 July 2025.⁵⁹

⁵⁹ See Committee of Ministers' decisions CM/Del/Dec(2018)1330/10.4e, and Outlines for the periodical reports on the implementation of the European Charter for Regional or Minority Languages to be presented by the States Parties, CM(2019)69-final.

Appendix I: Instrument of Ratification

Norway

Declarations contained in the instrument of ratification, deposited on 10 November 1993 - Or. Engl.

We undertake to carry out the provisions contained in Parts I, II, IV and V of the Charter and also in accordance with Article 2, paragraph 2, the provisions contained in the following articles, paragraphs and sub-paragraphs of Part III of the Charter:

In Article 8:

Paragraph 1, sub-paragraphs a (iii), b (iv), c (iv), d (iv), e (ii), f (ii), g, h, i
Paragraph 2

In Article 9:

Paragraph 1, sub-paragraphs a (i-iv), b (i-iii), d
Paragraph 2, sub-paragraph a
Paragraph 3

In Article 10:

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

In Article 11:

Paragraph 1, sub-paragraphs, a (iii), b (i), c (ii), e (i), f (ii), g
Paragraph 2

In Article 12:

Paragraph 1, sub-paragraphs a, d, e, f, g, h
Paragraph 2
Paragraph 3

In Article 13:

Paragraph 2, sub-paragraphs c, e

In Article 14:

sub-paragraph b.

The above-mentioned paragraphs and sub-paragraphs shall, in accordance with Article 3, paragraph 1, apply to the Sámi language.

Period covered: 1/3/1998 -

The preceding statement concerns Article(s): 10, 11, 12, 13, 14, 2, 3, 8, 9

Appendix II: Comments from the Norwegian authorities

1. The Government of Norway welcomes the report from the Committee of Experts for the European Charter for Regional or Minority Languages. We will take this opportunity to thank the Committee of Experts for its efforts in drafting the report and appreciate the amount of work the committee has put into it. We reiterate that we look forward to continued dialogue and cooperation during the next monitoring cycle.

2. We also appreciate the opportunity to make comments and observations regarding the report. We have chosen to highlight a few issues in our comments. However, we note for the record that the lack of comments on any other topic or issue may not be construed to mean that we vouch for the factual accuracy of the text of the report. We further want to emphasise that we agree with and appreciate many parts of the report, although this document is not the place to expand on topics where there is agreement.

General comments

Lule Sámi and South Sámi

3. On 1 September 2021, the Norwegian Government decided to send a formal declaration to the Council of Europe that Norway expands its obligations to include 38 paragraphs for Lule Sámi and South Sámi under Part III of the Charter. The reason for the lack of reporting on Lule Sámi and South Sámi in this monitoring cycle, for example in education and media, is that we were not obliged to do so since at the time the state report was submitted, these languages were only ratified under Part II of the Charter. We look forward to report on their implementation in the next monitoring cycle.

Paragraph by paragraph comments

4. *Paragraph 23* leaves the impression that higher education in Sámi is only provided at Sámi Allaskuvla (Sámi University of Applied Sciences) in Kautokeino. This is not correct. The University of Tromsø – the Arctic University of Norway (UiT) and Nord University also provides higher education in Sámi. Sámi Allaskuvla and UiT provide education in North Sámi, whereas Nord University provides education in Lule Sámi and South Sámi. We therefore suggest the following adjustment: “Education in Sámi is offered at the Sámi Allaskuvla (Sámi University of Applied Sciences) in Kautokeino,⁶⁰ **the University of Tromsø – the Arctic University of Norway and Nord University.**”

5. In *paragraph 34*, the fourth sentence reads: “In the county of Troms and Finnmark, one of three schools offering the teaching in Kven and Finnish as a second language provided on-line or hybrid education depending on the circumstances.” These numbers are not correct, the fraction is lower. We suggest the sentence should be rephrased as follows: “In the county of Troms and Finnmark, ~~one of three schools offering~~ **some schools may offer** the teaching in Kven and Finnish as a second language provided on-line or hybrid education depending on the circumstances.”

6. Regarding *paragraph 46* third sentence, The Government would like to point out that the new preschool for Roma Children at the age of 5 and 6 is bilingual Romanes/Norwegian, yet so that the main language and focus is on Romanes.

7. Concerning the review on compliance to *Part II of the chapter, Article 7.1.h* we find it unclear why “promotion of study and research on South Sámi at universities or equivalent institutions” has been rated fulfilled while the corresponding article for Lule Sámi has been rated partly fulfilled. Despite an admittedly modest offer of study programmes in each of these two languages, the one in Lule Sámi is slightly wider than the one in South Sámi.

⁶⁰ The Sámi University of Applied Sciences has a national responsibility for Sámi higher education in Norway, including education within teaching and journalism. The college attempts to develop its syllabi on the basis of Sámi needs, and Sámi as an academic language. The college has students from four neighbouring countries where Sámi languages are spoken.

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

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

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

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

www.coe.int/minlang

www.coe.int

The Council of Europe is the continent's leading human rights organisation. It comprises 47 member states, including all members of the European Union. All Council of Europe member states have signed up to the European Convention on Human Rights, a treaty designed to protect human rights, democracy and the rule of law. The European Court of Human Rights oversees the implementation of the Convention in the member states.