



European Federation of National Institutions for Language

Gerhard Stickel (ed.)

National, Regional and Minority Languages in Europe

PETER LANG

DUISBURGER ARBEITEN ZUR SPRACH-
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The European linguistic diversity goes far beyond the official national languages of the present 27 member states of the European Union. In every country several languages of smaller or larger groups of speakers are used besides the official language or the languages of the majority population. These languages are autochthonous languages that have been used for a long time in the individual country as well as allochthonous languages of different groups of migrants and their descendants. The sometimes complicated relations between national, regional and minority languages within various countries are discussed in this volume. Besides reports on several countries, the general sociolinguistic and legal conditions are dealt with in overview contributions. In addition, the *Dublin Declaration on the relationship between official languages and regional and minority languages in Europe* is presented in 24 languages.

Gerhard Stickel is honorary professor of linguistics at the University of Mannheim. From 1976 to 2002 he was Director of the Institut für Deutsche Sprache, the central research institution for German. He was co-founder of the European Federation of National Institutions for Language (EFNIL) and has been president of this network of central language institutes of the EU states since 2003.

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of EFNIL in Dublin



PETER LANG

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Vorwort

In ihrer Satzung und anderen Grundsatzserklärungen hat EFNIL sich zur Aufgabe gemacht, sich in erster Linie mit den nationalen Standardsprachen der Mitgliedstaaten der Europäischen Union zu befassen und sich für deren gedeihliche Weiterentwicklung wie auch für die Mehrsprachigkeit in Europa insgesamt einzusetzen.¹ Die sprachliche Vielfalt Europas erschöpft sich jedoch nicht in den derzeit 23 offiziellen Sprachen der 27 Mitgliedsländer der EU. In jedem einzelnen Land werden neben der oder den offiziellen Sprachen der Mehrheitsbevölkerung mehrere andere Sprachen von größeren und kleineren Sprechergruppen gebraucht: autochthone Sprachen, die schon seit langer Zeit in dem jeweiligen Land gesprochen werden und allochthone Sprachen von verschiedenen Migrantengruppen und deren Nachkommen. Dies ist gehört zur sprachlichen Realität in Europa, mit der sich EFNIL unausweichlich auseinandersetzen muss und dies gerade auch im Interesse der offiziellen Standardsprachen, die im regionalen und sozialen Kontext von Regional- und Minderheitssprachen gebraucht werden.

Um einen deutlicheren Eindruck von der multilingualen Realität in einzelnen europäischen Ländern zu gewinnen, wählte deshalb die Mitgliederversammlung von EFNIL für die Jahrestagung 2009 das Generalthema “Das Verhältnis von offiziellen Sprachen und Regional- und Minderheitssprachen in den Staaten der Europäischen Union”. Für dieses Thema zeigte sich auch das gastgebende Institut in Dublin, Foras na Gaeilge, besonders interessiert. Bei der Vorbereitung der Tagung wurde rasch klar, dass eine umfassende Erörterung aller Regional- und Minderheitssprachen in allen europäischen Ländern während einer nun zweitägigen Konferenz nicht zu bewältigen war. Deshalb wurden neben den allgemeinen und prinzipiellen Beiträgen zum Thema die speziellen Situationsbeschreibungen auf eine Auswahl von Ländern beschränkt. Außerdem konnte die wichtige Frage nach dem Verhältnis der Nationalsprachen zu den Migrantensprachen nur knapp angesprochen werden. Dieses vielfältige Erscheinungs- und Problemfeld bedarf zweifellos einer gesonderten ausführlichen Behandlung.

Die Beiträge zu diesem Band sind in vier Gruppen eingeteilt. Auf die Texte der Reden zur Eröffnung und Einführung folgen generelle Erörterungen und Analysen der psycho- und soziolinguistischen sowie der juristischen Aspekte des Tagungsthemas von eingeladenen drei Experten. Es schließen sich Berichte von Delegierten mehrerer Mitgliedsinstitute von EFNIL an über die Situation in ihren Heimatländern. Sie werden hier in der Abfolge wiedergegeben, in der sie in Dublin vorgetragen wurden. Es folgt in 24 offiziellen Sprachen europäischer Staaten die “Erklärung von Dublin zum Verhältnis zwischen offiziellen Sprachen und Regional- und Minderheitssprachen in Europa”. Ein erster Entwurf hierzu wurde in Dublin diskutiert. Die hier veröffentlichte Erklärung in den vielen Sprachfassungen ist Ergebnis einer ausführlichen, gelegentlich auch kontroversen Korrespondenz zwischen den beteiligten Mitgliedern von EFNIL. Eine Liste aller Mitgliedsinstitute von EFNIL findet sich im Anhang.

¹ Siehe diese Dokumente unter www.efnil.org.

Mit diesem Buch wird zum dritten Mal der Ertrag einer Jahrestagung von EFNIL vorgelegt. Die Beiträge zu den Tagungen in Riga (2007) und Lissabon (2008) sind in derselben Reihe erschienen. Für die Aufnahme auch dieses neuen Bandes danke ich den Herausgebern der Reihe, besonders Ulrich Ammon. Bei der Einholung der Texte half mir meine EFNIL-Kollegin Sabine Kirchmeier-Andersen. Die Einrichtung der Typoskripte für den Druck besorgte wiederum Joachim Hohwieler. Auch ihnen danke ich für ihre Mitarbeit.

Gerhard Stickel

Preface

In its constitution and various other principle documents, EFNIL committed itself first of all to care for the national standard languages of the member states of the European Union and their flourishing further development and to engage itself also for the multilingualism of Europe as a whole.² The European linguistic diversity, however, goes far beyond the 23 official languages of the present 27 member states of the Union. In every single country, several other languages of smaller or larger groups of speakers are being used besides the official language or languages of the majority population: autochthonous languages that have been used for a long time in the individual country and allochthonous languages of different groups of migrants and their descendants. This is part of the linguistic reality of Europe that EFNIL has to give serious thought, and this is also in the special interest of the official standard languages that are used within the regional and social context of regional and minority languages.

In order to gain a clearer view of the linguistic reality of various European countries, the General Assembly of EFNIL chose for its Annual Conference 2009 the general theme “The Relationship between Official Languages and Regional and Minority Languages in Europe”. The hosting institute of the conference in Dublin, Foras na Gaeilge, also showed special interest in this theme. During the preparation of the conference, it soon became obvious that a comprising discussion of all regional and minority languages in all European countries would be too much for a conference of only two days. Therefore, the special reports on the linguistic situation were limited to a selection of countries in addition to the more general and principle contribution to the conference theme. Besides, the important question concerning the relation of national languages with the languages of migrants could only be insufficiently dealt with. This complex field of phenomena and problems needs without doubt separate and extensive treatment.

The contributions to this volume are arranged in four parts. The texts of the speeches at the opening and introduction are followed by general discussions and analyses of the psycholinguistic and sociolinguistic as well as the juridical aspects of the general theme of the conference presented by three invited experts. Then, the delegates of several member institutions of EFNIL report on the situation in their countries. These

² See these documents at www.efnil.org.

reports are arranged in the sequence they were presented in Dublin. They are followed by the “Declaration of Dublin” in 24 official languages of European states. A first draft of this declaration was discussed in Dublin. The multilingual version presented here is the result of a lengthy, sometimes controversial correspondence of the members of EFNIL who intensively participated in this discussion. The appendix gives a list of all member institutions of EFNIL.

With this book, the contributions to Annual Conferences of EFNIL are presented for the third time. The publications on the conferences in Riga (2007) and Lisbon (2008) appeared in the same series. I thank the editors of the series, especially Ulrich Ammon, for accepting this volume. My EFNIL colleague Sabine Kirchmeier-Andersen helped with the acquisition of the texts. Joachim Hohwieler cared again for preparing the typescript for the printers. I thank both for their collaboration.

Gerhard Stickel

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Ferdie Mac an Fhailigh

Welcome address

A Aire, a ionadaí an Choimisiúin, a Uachtaráin EFNIL, a ionadaithe agus a aionna,
Fearaim fáilte romhaibh go Baile Átha Cliath.

Is mór an onóir dúinn a bheith ag óstáil na Comhdhála seo, go háirithe agus an téama áirithe seo faoi chaibidil, mar tá seasamh na Gaeilge ar an oileán seo bainteach leis na trí aicmí éagsúla atá luaite sa téama; is teanga oifigiúil í an Ghaeilge, is teanga réigiúnach í agus is teanga mhionlaigh í fosta ar shlite éagsúla agus is léiriú é sin ar eisceachtúlacht Fhoras na Gaeilge mar bhall de EFNIL sa mhéid is go mbímid ag feidhmiú in dhá dhlínse.

Is mór againn an deis a bheith againn foghlaim ón taithí atá ag bailleagrais EFNIL agus ár dtaithí féin a roinnt leo. Sampla an-mhaith den roinnt eolais seo is ea an tionscadal atá idir lámha ag EFNIL a dtugtar ELM air. Seo tionscadal a dhéanann monatóireacht ar bhonn leanúnach ar stádas na dteangacha atá faoi chúram na mballeagras – agus níl ansin ach sampla amháin d’obair EFNIL faoi stiúr chalma an Ollaimh Stickel.

Guím gach rath orainn sa Chomhdháil seo agus iarraim anois ar an Aire Ó Cuív an 7ú Comhdháil Bhliantúil de EFNIL a oscailt go hoifigiúil.

Minister, Representative of the (European) Commission, President of EFNIL,
delegates and guests,

I welcome you to Dublin.

It is a great honour to host this Conference, particularly given the theme under discussion as the status of Irish on the island of Ireland relates to all three of the different terms used in the theme (of the Conference): Irish is an official language; it is a regional language; and it is also a minority language in various ways and this illustrates the unique position of Foras na Gaeilge as a member of EFNIL in that we operate in two jurisdictions.

We value the opportunity to learn from the experiences of the other member organizations of EFNIL agus value the opportunity to share our experience with them. A superb example of this sharing of knowledge is the project undertaken by EFNIL called ELM, the European Language Monitor. This project monitors on an ongoing basis the status of the languages which are in the care of the member organizations – and this is just one example of EFNIL's work under the steady stewardship of Prof. Stickel.

I wish us all the best for our Conference and now call on Minister Ó Cuív to officially open EFNIL's 7th Annual Conference.

Éamon Ó Cuív TD

Aire Gnóthaí Pobail, Tuaithe agus Gaeltachta

Is cúis áthais dom a bheith in bhur láthair inniu ag Comhdháil Bhliantúil Aontas Institiúidí Náisiúnta Teangacha na hEorpa nó EFNIL. Mo bhuíochas le lucht eagraithe na hócáide seo agus go mór le **Foras na Gaeilge** as ucht an cuireadh labhairt leis an gcomhdháil inniu. Is é téama na comhdhála i mbliana ná an caidreamh idir theangacha oifigiúla náisiúnta agus teangacha mionlaigh agus réigiúnacha, ábhar atá thar a bheith spéisiúil, leathan agus tábhachtach dar liom.¹

It gives me great pleasure to be with you this morning at this the seventh annual conference of the European Federation of National Institutions for Language (EFNIL). I would like to extend an especially warm welcome to those who have travelled to Ireland from overseas. The theme for this year's conference is "The Relationship between Official National Languages and Regional and Minority Languages". This is a broad and very relevant theme which should allow plenty of scope for discussion and sharing of experiences during the course of the conference. I am delighted that Foras na Gaeilge plays an active part in this federation. While each language situation is different, there is much that we can learn from each other to improve the measures we take to support our own language.

1. Twenty Year Strategy for Irish Language

As some of you present today may be aware the Irish Government are currently finalising a 20 Year Strategy for the Irish Language. The strategy stems from the Government's 2006 policy statement on the Irish language which contained 13 policy objectives. In drafting the strategy, my department undertook an extensive consultation process which included seeking feedback from the public and the employment of international consultants with expertise in language issues. Key action areas identified from this process include, amongst others, education, the Gaeltacht, and language transmission within the family and community. The main objective of the strategy, which is already in the public domain, is to increase over the next twenty years the number of people using Irish on a daily basis to 250,000 from the current figure of 85,000 and to increase the total number of people with Irish to 2 million from the current figure of 1.6 million. It is hoped that the strategy paper will be finalised and published before the end of this year

2. British-Irish Council

I am very much in favour of international collaboration in the area of language planning and development. My own department – the Department of Community, Rural

¹ I am very pleased to join you today at EFNIL's Annual Conference and wish to express my thanks to EFNIL and the hosts, Foras na Gaeilge, for the invitation to speak. The theme of the conference, "The Relationship between Official National Languages and Regional and Minority Languages in Europe" is one that is broad, interesting, and, in my opinion, of considerable significance.

and Gaeltacht Affairs – plays an important and significant role in this regard. The department represents Ireland at the Indigenous, Minority and Lesser-Used Languages strand of the British-Irish Council (BIC) and also at the Network to Promote Linguistic Diversity (NPLD) which is a European-wide organisation.

The British-Irish Council was established under the terms of the Good Friday or Belfast Agreement in 1998. The Council is made up of the various governments and administrations of Britain and Ireland, namely the Irish and British governments, the devolved assemblies of Northern Ireland, Scotland and Wales, and the Isle of Man, Jersey and Guernsey. It has a number of areas of work including minority languages. The members of the Council are committed to collaborating, sharing best practices and learning from each other's experiences in a number of different areas with respect to language preservation and development. These areas include language transmission in the family, adult education, ICT, legislation and language promotion among young people.

3. Official Languages Act 2003

I have already referred to cooperation and sharing of best practice as being one of the primary aims of the British-Irish Council. This cooperation and sharing is taking place in many policy areas, but, of particular interest to me and my department, is most notable in the area of language legislation. I know this from personal experience as the Minister responsible for the enactment of the Official Languages Act by the Irish Oireachtas in 2003. That Act is the first piece of legislation in Ireland that provides for an enhancement in the range and quality of services provided in the Irish language by public bodies. In preparing the Act back in the late 1990s and in the early years of the present decade, much was learnt from the provisions of the Welsh Language Act 1993. In particular, the model of the language schemes as a core element of the legislation was taken from the Welsh Act. A scheme is essentially a three year plan of action for the improvement of Irish language services provided by individual bodies to be agreed between me as Minister and the chief executive of the body concerned. I might add that lessons were also learned from further afield, in particular from Canada. The post of Irish language commissioner which was established under the Official Languages Act 2003 was modelled on the Canadian Languages Commissioner which was originally provided for in the Canadian Official Languages Act of 1969.

Scotland has followed in the footsteps of Wales and Ireland in enacting language legislation, namely the Gaelic Language (Scotland) Act 2005. Indeed, Scotland chairs the sub-Group on legislation which forms part of the work of the British-Irish Council Group on Indigenous, Minority and Lesser-Used Languages. On a practical level a practitioner's workshop on language transmission in the family was held in Galway in 2006 and a further workshop on adult education took place in Wales in 2008. Both of these conferences proved very successful. By coincidence the next **BIC summit meeting**, which is being held in Jersey next week will have the area of Minority languages as its main theme.

4. Network to Promote Linguistic Diversity (NPLD)

My department is also a **full and very active** member of the **Network to Promote Linguistic Diversity** (NPLD) which has a wider geographical representation than the British-Irish Council. The Network was established at the end of 2007 with the aim of facilitating the sharing of best practice and the development of new and innovative ideas in the field of language planning amongst Europe's constitutional, regional and smaller-state languages. It is an interesting fact that some 50 million EU citizens, 10% of the EU population, speak a regional or minority language.

The NPLD comprises two levels of membership – full and associate members. Full members include Government Departments and Agencies from countries and regions such as Wales, Scotland, Galicia, Catalonia, Finland, Estonia, and Brittany. Ireland is represented on the Network by both my department and Foras na Gaeilge. The work of the NPLD has many similarities with that of the British-Irish Council. The NPLD is currently engaged in areas such as the media, youth and pre-school education and is planning to extend its range of work to cover ICT and Research.

5. Críoch

Mar fhocal scoir guím gach ráth ar obair na Comhdhála seo. Tá súil agam go mbainfidh sibh tairbhe as an bplé agus go deimhin go mbeidh deis agaibh chomh maith blaiseadh a fháil ar Éireann i bpríomhchathair na tíre. Níl le déanamh agam anois ach a fhógairt go bhfuil An Chomhdháil oscailte go hoifigiúil.²

² In closing, I wish the Conference every success. I hope you benefit from the discussion and that you also get some sense of Ireland from visiting our capital city. I hereby declare the Conference officially open.

Konrad Fuhrmann

Opening speech

A language is a dialect with an army and a navy. Or to say this in the minority language the quotation was initially formulated, in Yiddish: “A shprakh iz a dialekt mit an armye un flot”.

This expression brilliantly demonstrates the close link between official language and repression: to begin with, all our languages were regional or minority languages, until a nation state chose one of them to become the official language across its territory or at least part of it. Since the rise of the modern nation state, this evolution has usually been accompanied by violence against all other languages spoken in the country. In this way, the relationship between official national languages and all the other regional or minority languages remains tense, even though this attitude is now in the process of changing in most countries. Nevertheless, the European Charter for Regional or Minority Languages clearly highlights that “the protection and encouragement of regional or minority languages should not be to the detriment of the official languages and the need to learn them”. I am therefore extremely curious to find out what the experts will say about this persisting uneasy relationship between official and regional and minority languages in Europe.

When the European Community was founded, its very first law – Regulation 1 – addressed the concept of languages, but uniquely the official ones: “Regulations and other documents of general application shall be drafted in the official languages.” It was up to the Member States to decide which language they wanted to be recognised as an official language at European level. Therefore, when Ireland joined the Community in 1973, Ireland did not yet require full status for Irish, though the language naturally remained official language in Ireland. In 2007, Irish was then initially adopted as a further EU treaty language and since this date, it has been an official language of the EU, but with limited status.

Subsequently, the European Commission established a clear policy of multilingualism based on the motto “unity in diversity”. This policy supports every language and culture present in Europe, including those of regional, minority and migrant communities. Naturally, the individual Member States are still primarily responsible for drafting their own linguistic policy, with the Commission merely delivering guidance. The Commission contributes to: “the development of quality education by encouraging co-operation between Member States and, if necessary, by supporting and supplementing their action, while fully respecting the responsibility of the Member States for the content of teaching and the organisation of education systems and their cultural and linguistic diversity” (Article 149 of the Treaty of Rome). Under its reduced remit, however, the Commission does all it can to protect and promote linguistic diversity, including supporting minority and migrant languages. In the Communication on Multilingualism published in September 2008, the Commission concedes: “Member States are the key decision-makers on language policy, including on regional and minority

languages, for which the Council of Europe's *European Charter for Regional or Minority languages* provides a comprehensive framework". The Communication nevertheless emphasises: "Each of the many national, regional, minority and migrant languages spoken in Europe adds a facet to our common cultural background." For this reason, grants can also be awarded to projects promoting minority languages under the EU Lifelong Learning Programme. In fact, this programme provides support for all modern languages.

In this sense, the Commission continues to support regional and minority languages, together with the official languages of the European Union. Since 23 October 2009, the *Commission Civil Society Platform* has also addressed the concepts of linguistic diversity, language learning and intercultural dialogue and given minority languages a voice, where they are represented by EFNIL, EBLUL, FUEN and the Mercator network. Thus, we wholeheartedly promote regional and minority languages, leaving the tricky issue of their national counterparts to the individual Member States.