

APPLICATION OF THE EUROPEAN CHARTER FOR REGIONAL OR MINORITY LANGUAGES IN NAVARRE

Supplementary report of the Government of Navarre on the fifth evaluation period (2014 – 2016)

CONTENTS

0. Introduction
 1. Recommendations of the Committee of Ministers of the Council of Europe on the application of the Charter by Spain and degree of compliance
 2. Legal and practical measures taken by the Government of Navarre in 2017 and 2018
 3. General aspects
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0. Introduction

Euskarabidea - Navarre Basque Institute, an independent body under the Department of Citizen and Institutional Relations of the Government of Navarre, drafted the ‘Fifth Periodical Report (2014-2016) on the application of the European Charter for Regional or Minority Languages in Navarre’, which was submitted to the Directorate General of Relations with Autonomous Communities and Local Authorities of the Ministry of the Presidency and for Territorial Administrations of the Kingdom of Spain on 21.07.2017.

The State submitted to the Council of Europe the ‘Fifth Report on the Application By Spain of the European Charter for Regional or Minority Languages for the period 2014-2016’ in December 2017. In order to produce the information about the activity of the Government of Navarre, it compiled most of the information contained in the report submitted by Euskarabidea on 21.07.2017.

This report responded to the requirements set out in the ‘Fourth Evaluation Report of the Committee of Experts’, adopted on 20.03.2015, and the recommendations of the Committee of Ministers of the Council of Europe on the application of the Charter by Spain, made on 20.01.2016.

The purpose of this supplementary report is, on the one hand, to recapitulate the most noteworthy aspects of the fifth evaluation in terms of the recommendations made by the Committee of Ministers of the Council of Europe, and on the other, to report on the measures taken by the Government of Navarre in the period from the date of issue of its fifth periodical report, produced by Euskarabidea in mid-2017, and the present day.

1. Recommendations of the Committee of Ministers of the Council of Europe on the application of the Charter by Spain and degree of compliance

Insofar as they are applicable to Navarre in the successive evaluation periods (2005, 2008, 2012 and 2016), the general recommendations of the Committee of Ministers focus, above all, on the following areas:

- **State administration public services: administrative authorities and public services** (Art. 10 of the Charter), in general, and with special mention of the area of **judicial authorities** (Art. 9). It is recommended that legal and practical measures aimed at offering these services in Basque and ensuring that an adequate proportion of staff has a working knowledge of the language continue to be implemented (2005, 2008, 2012 and 2016).
- **Government of Navarre public services: administrative authorities and public services** (Art. 10), in general, and with special mention of the area of **health care**. It is recommended that measures aimed at ensuring the presence of the minority language and an adequate proportion of staff with a working knowledge of the language continue to be implemented (2005, 2008, 2012 and 2016).

In addition to these general recommendations, the following points have also been cited in specific references to Navarre:

- **Media**, in particular, radio and television programmes, in which it is recommended that the use of the Basque language be encouraged (2005).
- **Mixed zone**, where it is recommended that measures to protect the Basque language, as provided for in Part III of the Charter, be implemented (2005).

The following table shows the degree of compliance with specific reference to the **recommendation of the Committee of Ministers in the fourth evaluation period (2010 - 2013)**:

RECOMMENDATION	DEGREE OF COMPLIANCE
<p><i>1. To amend the legal framework with a view to making it clear that the criminal, civil and administrative judicial authorities in the Autonomous Communities can conduct the proceedings in co-official languages at the request of one party.</i></p>	<p>To the best of our knowledge, the legal framework, which is the responsibility of the state, has not been amended.</p>
<p><i>2. To continue to implement legal and step up practical measures aimed at ensuring that an adequate proportion of the judicial staff posted in the Autonomous Communities concerned by the application of Article 9 of the Charter has a working knowledge of the relevant languages.</i></p>	<p>With regard to the judicial staff posted in the Foral Community of Navarre, for which the Spanish State is responsible, there is not an adequate proportion of bilingual Spanish-Basque staff. There are no judicial staff positions which require a knowledge of Basque, bar a few translation staff posts.</p> <p>The Government of Navarre is responsible for auxiliary judicial staff. This body consists of 80 positions under the Human and Material Resource Management Service and Judicial Social Service of the Directorate-General of Justice. The Language Action Plan of the Directorate General of Justice is currently being drafted.</p> <p>As explained in point 2 of this document, Euskarabidea undertook to prepare the Language Action Plans for the departments of the Government of Navarre in implementation of focus 3 of the <i>First Strategic Plan for the Basque Language (2016-2019)</i> and in compliance with FORAL DECREE 103/2017 of 15 November. In 2018, Euskarabidea analysed the administrative units of the Directorate General of Justice in collaboration with the latter's technical staff and</p>

	<p>prioritised five units on the basis of their degree of direct contact with the public. 34 of the 80 positions of the Directorate General of Justice are assigned to these units.</p> <p>Obligatory knowledge of the Basque language as contained in the Language Action Plan would affect 9 positions: one member of the general service staff (B1 Basque language knowledge required), one administrative post, one social educator, three social workers and three psychologists (C1 Basque language knowledge required for all these positions).</p> <p>The proposal has been submitted to the Director General of Justice and is awaiting approval.</p>
<p><i>3. To continue to implement legal and step up practical measures aimed at ensuring the adequate presence of the co-official languages in the State administration at the level of the Autonomous Communities.</i></p>	<p>With regard to legal measures:</p> <ul style="list-style-type: none"> - Article 15.2 of ACT 39/2015 of 1 October on the common administrative procedure of public administrations (Official State Gazette of 2 October 2015) establishes that ‘in procedures handled by the administrations of Autonomous Communities and Local Authorities, language use shall conform to the provisions of the corresponding autonomous community legislation.’ <p>The specific measures which the State administration has applied in order to comply with this article in Navarre are not known.</p> <p>With regard to the use of the Basque language in the Administration, the Government of Navarre has implemented FORAL LAW 18/1986 of 15 December on the Basque Language in the following rule:</p> <ul style="list-style-type: none"> - FORAL DECREE 103/2017 of 15 November, regulating the use of Basque in the public administrations of Navarre, their public agencies and dependent bodies governed by

public law. The second additional provision of this rule, titled 'Collaboration with the State administration', states as follows: '**The Government of Navarre will collaborate with the State administration with regard to the adoption by the competent bodies of measures aimed at the progressive normalisation of the use of Basque in the State administration based in Navarre,** in accordance with the provisions of the Order of 20 July 1990 of the Ministry for Public Administrations, in Act 40/2015 of 1 October on the Legal Regime of the Public Sector and in the present foral decree.' There exist plans to renew the Collaboration agreement by which the Government of Navarre trains those members of staff working for the State administration who so request.

With regard to **practical measures**, certain examples highlight the lack of implementation of this recommendation:

- In 2015, the Ombudsman of Navarre's report documented a complaint relating to the Automated Complaints Processing Centre of the **Directorate General of Traffic**, a state responsibility, for not communicating with someone in the language they chose. The reason for the grievance has not been corrected and it is still not possible to communicate with the centre in the Basque language.
- There have been repeated complaints from people for failure to issue **National Identity Documents** in bilingual format in Navarre. The reason for the grievance has not been corrected and despite expressly requesting it, the citizens of Navarre (including those resident in the Basque-speaking zone, where the official status of the Basque language is recognised) are not issued National Identity Documents in bilingual format (contrary to the case in other communities with two official languages).
- **The website of the General State administration** (www.administracion.gob.es) is in Spanish and it is not

	<p>possible to change language. Consequently, the forms and Electronic Register are not available in Basque.</p> <ul style="list-style-type: none"> - The Official State Gazette (BOE, www.boe.es) is not available in Basque, bar token use in the names of a few sections.
<p>4. To continue to implement measures to ensure the presence of co-official languages in public services, especially in health care services.</p>	<p>The <i>First Strategic Plan for the Basque Language (2016-2019)</i>, approved by the Government of Navarre on 25.01.2017, includes among its objectives that of enabling the public administration of Navarre to offer its services in Basque and increasing the availability of public services in Basque. Its specific objectives and measures include plans to identify the central services (those that serve the entire population of Navarre) and implement bilingual delivery circuits, prioritising those with most contact with the public in order to give effect to the right of language choice.</p> <p>Article 6 of FORAL DECREE 103/2017 of 15 November, regulating the use of Basque in the public administrations of Navarre, their public agencies and dependent bodies governed by public law, establishes that ‘the departments of the Administration of the Foral Community of Navarre and the public agencies and entities governed by public law connected to or dependent on them shall produce their respective plans’ to enable the use of the Basque language in the Foral Administration of Navarre and in the services provided to citizens.</p> <p>The Departments, with the advice of Euskarabidea, have now produced language action plans and these are currently in the process of being approved.</p> <p>Given the complexity of the Department of Health, with a staff of almost 11,000 people, mostly in the autonomous body Osasunbidea-Navarre Health Service, a specific plan to attend to the public in Basque in health care services was proposed.</p> <p>This began with a general analysis of the staff in the more general services: health centres, mental health centres, sexual</p>

and reproductive assistance centres, etc., in order to arrive at an initial diagnosis. There were 119 positions with a bilingual language profile, just 1% of all the staff. Most of these were in health centres in the Basque-speaking zone.

Aware that a policy of this stature in a complex area must define services, the priority services were pinpointed: front desk and registration, health centres in the Basque-speaking zone, health services in the mixed zone, central services which serve the entire territory, etc. The objective is to gradually complete public care delivery circuits in Basque by defining bilingual positions.

Measures are being implemented by training people already working in the Department of Health (e.g. at the beginning of 2019, intensive three-month Basque courses aimed at health care staff, with work release and substitution, will be held) and public employment offers (OPEs):

Public employment offer (OPE) NAVARRRE HEALTH SERVICE - OSASUNBIDEA	Total No. of positions	No. bilingual positions (Basque required)	Bilingual positions as a percentage of all positions
OPE 2017	+219	3	1.37 %
OPE replacement ratio	233	40	17.17 %
OPE stabilisation	621	47	7.56 %
Total	1073	90	8.38 %

Bilingual positions began to be included in public employment offers. Three positions in mental health nursing and gynaecology were made available in a first offer in 2017. In 2018, 48 positions were defined: nine doctors and three paediatricians for health centres; a staff psychiatrist and a clinical psychologist for mental health, 25 nursing positions for hospitals, two porters and six auxiliary technicians. Also in 2018, 40 new positions have been defined for the 2019 offer: nine general practitioners and emergency doctors, two clinical psychologists and a therapist for mental health, two health educators, one dental surgeon and 25 nursing positions for different services. In addition to health care staff, different

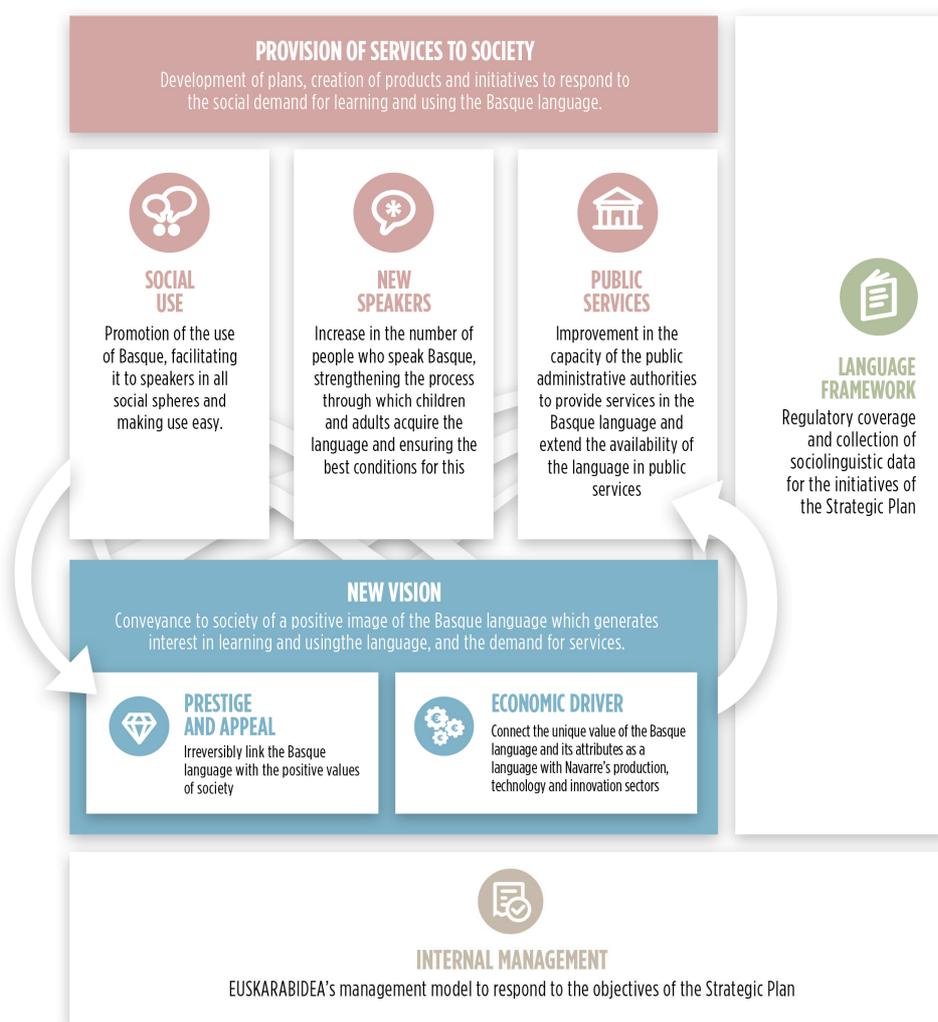
	<p>administrative staff positions in local health centres have also been defined.</p> <p>Field work has been carried out at primary health centres in the Basque-speaking zone and the Pyrenees in 2018. The centres have been visited and the professionals working at them spoken with. A survey was conducted to analyse their situation and needs. As a result, a basic Basque learning training programme with work release of up to three months and specific technical courses catering for the workers' communication needs has been launched.</p> <p>Sectoral analysis shall be continued, the next step being to analyse the health centres in the mixed zone in order to set up services through which the public can be dealt with in Basque in the zone. Later work shall analyse other priority services: mental health, sexual and reproductive health, general outpatients, hospital care, etc.</p> <p>The draft Language Action Plan, meanwhile, is at an advanced stage and it is hoped that it shall soon be approved by the Health Department.</p>
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2. Legal and practical measures taken by the Government of Navarre in 2017 and 2018

The most notable measure was the adoption of the *First Strategic Plan for the Basque Language (2016-2019)* by the Government of Navarre on 25.01.2017. Intensive, participatory work was carried out in 2016 during the Plan production process. The initial diagnosis resulted in a document enriched and strengthened through the participation of more than a hundred people from public institutions and associations in Navarre, representing different points of view, a reflection of the plurality of Navarrese society. The initial version was presented and contrasted in six localities spanning all of Navarre and at five sectoral sessions. It was also displayed publicly and was open to public input.

The Strategic Plan proposes a new paradigm for Basque and its place in Navarrese society. The citizenry of Navarre, society as a whole, is at the centre of the Plan. The diagnosis highlights the needs of citizens, the deficiencies that exist in access to Basque and the urgency of improving the situation of the language in various areas. In response to this, the language policy of the Government of Navarre has been structured according to a new model, as shown in this diagram:

STRUCTURE AND STRATEGIC FOCUSES OF THE PLAN



The First Strategic Plan for the Basque Language touches on all the areas included in the European Charter for Regional or Minority Languages. Listed below are the most significant measures that have been taken, according to the provisions of Part III of the Charter.

Article 8. Education

In the nursery school stage for 0 to 3 year olds, places with Basque as the vehicular language were not available in the Government of Navarre's nursery schools until 2016. Pathways in the Basque language were first made available in two of these schools in the academic year 2017-2018. These are still available today.

In the area of **Infant Education (3-6 year olds)**, the passing of **Foral Act 4/2015**, amending Foral Act 18/1986 on the Basque language, legislated for teaching in Basque (model D) in the non-Basque-speaking zone. The Government of Navarre, through collaboration between the Department of

Education and Euskarabidea, has run informative campaigns, with a special focus on the non-Basque-speaking zone.

With regard to the social impact of these measures:

- Pathways for teaching in Basque have been opened at state-run schools in the following towns: Lezáun, Abárzuza and Zudaire in 2015; Caparroso, Tafalla and Lodosa in 2016; Ancín, Olite and Allo in 2017, and Peralta and Barásoain in 2018.
- The percentage of Navarrese schoolchildren (aged from 3 to 12) enrolled in Basque (model D) has risen slightly; from 16,689 children in the school year 2016-2017 (27.47%) to 16,864 in 2017-2018 (27.48%)

In the area of **Vocational Training**, the educational opportunities available have increased over the last two academic years. At **Tertiary Grade** level, the Elizondo CIP (Integrated Polytechnic Centre) has a cycle in Basque on ‘Management of tourist accommodation’, and ‘Automation and industrial robotics’ will be made available in Basque at the Integrated Centre San Juan-Donibane II. At **Medium Grade** level, the Elizondo CIP offers ‘Auxiliary Nursing Care’, the Agroforestry CI (Integrated Centre) offers ‘Agroecological production’ and the CIP Donapea offers ‘Automobile electromechanics’ in Basque. These cycles come in addition to those already taught in Basque.

With regard to the **teaching of Basque to adults**, the call for proposals for Basque-language learning centres to obtain grants from the Government of Navarre consisted of €700,000 in 2017 and €800,000 in 2018. In 2018, scholarships to learn Basque consisting of €100,000 were made available to adults. More than 600 people throughout Navarre have benefited from this scheme. With regard to the social impact of these measures:

- The number of adults learning Basque in Navarre has risen by 4%: from 5,319 in 2017 to 5,543 in 2018.

Article 9. Judicial authorities

As explained in point 1 of this document on the Language Action Plan of the Directorate General of Justice.

Article 10. Administrative authorities and public services

Latest legislation

FORAL ACT 9/2017 of 27 June, amending the title and provisions of Foral Act 18/1986 of 15 December on Basque (Official Gazette of Navarre No. 130, 6 July 2017).

FORAL DECREE 78/2017 of 6 September, amending the Statutes of the autonomous body Euskarabidea-Navarre Basque Institute, approved by Foral Decree 130/2015 of 28 August (Official Gazette of Navarre No. 185, 25 September 2017).

FORAL DECREE 103/2017 of 15 November, regulating the use of Basque in the public administrations of Navarre, their public agencies and dependent bodies governed by public law (Official Gazette of Navarre No. 231, 30 November 2017).

FORAL DECREE 5/2018 of 28 February, establishing the criteria of use and graphic expression of the names of the population centres in Navarre (Official Gazette of Navarre No. 59, 23 March 2018).

Practical measures

Drafting of the Language Action Plans for the departments of the Government of Navarre, implementing the third focus of the First Strategic Plan for the Basque Language (2016-2019) and pursuant to Foral Decree 103/2017 of 15 November.

In 2015, when the Strategic Plan for the Basque language was being drafted, commissions formed by representatives from the different departments of the Government of Navarre and Euskarabidea technical staff were created and actions were initiated to enable effective use of the Basque language in the administration.

Following approval of FORAL DECREE 103/2017 of 15 November, the departmental plans were drafted and are scheduled to be first applied in 2019. According to the provisions of the decree, the action plans should contain, at minimum, an initial diagnosis of the situation of the Basque language in the departments, followed by identification of the communication needs of positions, establishment of the priorities of the citizen service units, an assessment of training and translation-into-Basque requirements, a plan of action, an economic appraisal and evaluation.

For initial implementation, the following sectors were defined as **priority** sectors: information and registration points, services in the Basque-speaking zone, central services (serving the entire population of Navarre) and the most used services in the mixed zone. Subsequently, each department has begun to define priorities in its field of action and the bilingual staff needed to ensure services in Basque in it.

When **diagnosing** the situation, we have encountered certain **difficulties**: there is no record of the knowledge of Basque in the civil service, there is no record of the language that citizens use to deal with the administration, there are no catalogues of the documentation provided or protocols setting out how people should be dealt with, the information available on social networks is not centralised, etc.

This calls for **specific studies** (e.g., in the Department of Health, a field study has been conducted in the health areas of the Basque-speaking zone, which will be followed by a study of the mixed area)

and specific sectoral surveys or forms (on documentation, signs and linguistic landscape, contracts etc). Euskarabidea is currently working on such measures.

The Government of Navarre has taken **steps to increase the number of people with knowledge of Basque on staff**. The measures are being applied in three areas: public employment offers (OPEs); staff modifications, making knowledge of Basque a requirement for some positions; and training staff in the Basque language.

Jobs descriptions have gradually been defined through public employment offers, the retirement replacement ratio and temporary positions. In the **Department of Health**, health care positions have started to be supplied to attend the health centres in the Basque-speaking zone and start delivery circuits for the central services (mental health, outpatients, A&E, etc) and health centres in the mixed zone where services for nearby centres can be grouped together. The measures have also been applied to other **basic and general services**, such as information and registration points, libraries, nursery schools, job centres, tax offices, receptions at sports facilities and hostels, the Foral police force, fire brigade, veterinary inspection services and forest ranger services. The following table shows the **increase in bilingual positions** established in the staff of the Government of Navarre since mid-2017 (with the exception of the Department of Education):

Departments	Total No. of positions	No. bilingual positions (Basque required) at 21.07.2017	Bilingual positions as a percentage of all positions	No. bilingual positions (Basque required) at 7.12.2018	Increase in bilingual positions
Government of Navarre (President and Cabinet)	7	0	0.00 %	0	0
Culture, Sport and Youth	373	0	0.00 %	11	11
Social Rights	1,076	5	0.46 %	17	12
Economic Development	362	0	0.00 %	0	0
Tax Agency and Financial Policy	460	0	0.00 %	4	4
Presidency, Civil Service, Interior and Justice	2,769	17	0.61 %	42	25
Citizen and Institutional Relations	163	61	37.42 %	68	7
Health	11,233	68	0.61 %	135	67
Rural Development, Environment and Local Administration	587	2	0.34 %	10	8
Total No.	17,030	153	0.90 %	287 (1.69 %)	+ 134

The following table lists the number of positions included in the latest OPEs and the number (and percentage) of positions which require Basque:

Public employment offer (OPE)	Total No. of positions	No. bilingual positions (Basque required)	Basque positions as a percentage of all positions
OPE 2017	248	13	5.24 %
OPE replacement ratio	982	69	7.03 %
OPE stabilisation.	385	55	14.29 %
Total	1,615	137	8.48 %

Another area in which measures have been adopted is in the **consideration of Basque as a merit** in the accessing and provision of jobs in the administration of the Foral Community of Navarre. Until the adoption of Foral Decree 103/2017, there existed a paradox in that foreign languages like English, French and German were valued as merits throughout Navarre, while the Basque language, Navarre’s own language, was not taken into account in the non-Basque-speaking zone. The possibility of also taking Basque into consideration has only existed since 2017 after Euskarabidea issued a report on the subject.

In terms of **training** to equip the staff of the Government of Navarre in the Basque language and in addition to the annual training courses to learn Basque, there have been specific courses for the staff of the directorates general of sport, employment and culture. 1,100 people took part in training courses in the academic year 2017 / 2018.

In addition to working on language planning for the administration of the Government of Navarre, Euskarabidea has also constantly **advised other public administration authorities in Navarre**: it has advised local authorities about their core staff and the language profiles of their work positions (the local authorities it has advised regarding language planning include the Federation of Local Councils in the Pamplona District, which serves more than half of the population of Navarre), and has also advised the Parliament of Navarre regarding the drafting and implementation of language plans in the institution.

Through its annual calls for proposals aimed at local authorities in Navarre for the promotion of Basque in the municipal sphere, Euskarabidea has driven the creation of four **new municipal Basque language services** in the mixed and non-Basque-speaking zones: Federation of Local Councils of Valdizarbe / Izarbeibar, Federation of Local Councils of Irantzu , Council of Noáin–Valley of Elorz / Noain-Elortzibar and Council of Lizoain-Arriasoiti. These Basque language services are the administrative units responsible for language planning and the promotion of Basque at local level.

Article 11. Media

Euskarabidea issues a call for proposals every year aimed at the **media** that use the Basque language so they can apply for grants. The provision of this call was €580,000 in 2017 and € 650,000 in 2018.

In addition to the granting of a broadcasting license to a radio station which broadcasts entirely in Basque in the Pamplona District in 2016, a number of steps have been taken so that the **Public Basque-language Television of the Basque Autonomous Community, ETB1 (general TV channel) and ETB3 (children's channel), can be received** as of 6 September 2018 and since the signing of the General Protocol of collaboration between the Basque Country and Navarre in May 2016, the reception of ETB1 throughout Navarre via DTT and ETB3 in the Pamplona district (a linguistically mixed zone, where more than half of the population of Navarre lives) has been normalised.

In 2018, there has been a call for **proposals for grants** to encourage the **use of Basque in Information and Communication Technologies** endowed with €40,000. Thanks to this call the *Ttap* project in Navarre, a multimedia instrument of communication in the Basque language especially prepared for access from mobile phones, in accordance with the new trends in consumption, has been subsidised. It is aimed at the Basque-speaking population in general, but pays particular attention to the young population of digital natives who wish to access current affairs content in Basque from their phones.

Article 12. Cultural activities and facilities

There has been an increase in the economic allocations for the promotion of Basque. The budget increase has been reflected, above all, in the calls for proposals to promote both the learning of Basque by adults and its use in different social environments.

Grants in 2017: the following calls were created or better endowed:

- Grants to **local authorities** to encourage the use of Basque in the municipal sphere, €650,000.
- Grants to **non-profit organisations**, €250,000.

Grants in 2018: in addition to those listed for 2017, with some increases in the amounts, new lines have been created:

- Call for proposals for **grants** to encourage the **use of Basque in Information and Communication Technologies**, endowed with €40,000.

Research into place names has also been promoted in 2018 with a call for bids to conduct **toponymy research**, endowed with €15,000.

Meanwhile, the Directorate General of Culture of the Government of Navarre prepared the exhibition ‘**Navarrorum, two thousand years of Navarrese documents about the Basque language**’ and a publication on it in 2017. Euskarabidea funded a documentary on the exhibition and its tour, which in 2018 has not only taken it all over Navarre, but also to other Basque localities in the Basque Autonomous Community and the Northern Basque Country. The Navarrorum exhibition was shown in Brussels in September 2018.

Article 13. Economic and social life

Basque has been promoted in economic life through two initiatives:

- **A new call for proposals in 2017 to obtain grants for Basque language promotion projects in companies**, endowed with €60,000. In 2018 it has been endowed with €80,000.
- **A call for bids in 2018 for a study** on the weight of the Basque language in the Navarrese economy, endowed with almost €60,000.

Several projects have also been developed to **promote the use** of the Basque language in **social contexts**. These have included:

- **Euskaraldia**, in 2018, a programme to activate the social use of the Basque language developed through collaboration between the Government of Navarre and Topagunea (Federation of Basque Language Associations) through a Collaboration Agreement endowed with €100,000. More than 220,000 people, 22,000 of whom were from Navarre, signed up for this programme, which is held simultaneously in all the Basque-speaking territories.
- **Materials to promote use among children by educators, monitors, trainers and similar:** guide entitled *Hau jolasa baino gehiago da* (This is more than a game) and training sessions on strategies to encourage the use of the language in 2017 and 2018.
- **Digital culture day**, ‘Sarean euskaraz’ (online in Basque), in 2017 and 2018, especially for young people, but also with sessions open to the general public.
- **Basque in sport**, a line of work in collaboration with the Navarre Institute of Sport and Youth since 2017 in which specialised days on sport and Basque (both years) have been held and a study on the situation of the Basque language in Navarrese sport has been conducted (2018). Euskarabidea has also collaborated with the Navarre Institute of Sport and Youth since 2016 to fund technical Basque-language staff to work with the sports federations of Navarre.
- **Theatre in Basque**, in local entities in Navarre. By public tender, Euskarabidea produced a show in 2017, ‘Ane eta ohe hegalaria’ (Ane and the flying bed), based on a Navarrese

children's folk tale in Basque, and staged it in six towns. 10 drama sessions were offered to different towns in Navarre in 2018.

- Promotion through patronage of: Ikergazte, **meeting of young Basque-speaking researchers**, Christmas campaign to publicise **children's products in Basque**, etc.

Thanks to this promotion work, objective improvements in the situation of Basque have been observed, as shown by the **indicators of knowledge and social use of the Basque language** used by Euskarabidea:

- There has been an increase in the Navarrese population aged 16 or over who speak Basque well. From 63,000 (11.7%) in 2011 to almost 69,000 (12.9%) in 2016 (*VI Encuesta Sociolingüística, 2016*).
- There has been an increase in the Navarrese population aged 16 or over with some knowledge of Basque. From 40,000 (7.5%) in 2011 to more than 55,000 (10.3%) in 2016 (*VI Encuesta Sociolingüística, 2016*).
- The percentage of the Navarrese population aged 16 or over who state that they use Basque extensively or habitually has increased. From 5.5% in 2011 to 6.6% in 2016. This increase is slightly higher among young people (aged 16 to 24): from 7.3% in 2011 to 7.5% in 2016 (*VI Encuesta Sociolingüística, 2016*).
- The social use of the Basque language in public has increased by one percentage point: from 5.7% in 2011 to 6.7% in 2016 (*Medición del uso de las lenguas en la calle. Euskal Herria, 2016*).

Article 14. Transfrontier exchanges

The **Specific agreement on cross-border collaboration for the promotion of the Basque language** was signed by the Government of Navarre (Euskarabidea - Navarre Basque Institute), the Basque Government (Department of Culture and Language Policy) and the Public Office of the Basque Language on 3.7.2017. Measures are planned in the following areas: education, learning of Basque by adults, accreditation of knowledge of Basque, promotion of the use of the language (in leisure and free time, in digital environments, in the socio-economic sphere), raising awareness in favour of the language and promotion of it, sociolinguistic research and collaboration within the European framework.

The following three projects are worthy of special mention in terms of transfrontier exchanges:

- **Eskola Futura**, to train undergraduates studying Early Childhood Education and Primary Education in the Basque language, in collaboration with the universities of the Basque Autonomous Community, Navarre and Nouvelle-Aquitaine. This project provides students with a

learning opportunity which allows them to take the competitive public teaching exams for bilingual French/Basque schools.

- **Euskaraldia**, a programme to activate the social use of the Basque language in which more than 220,000 people in Navarre, the Basque Autonomous Community and the Northern Basque Country have participated.
- **Euskarabentura**, a programme aimed at young people in the three territories cited.

3. General aspects

- **Linguistic zoning and its problematic aspects.** The linguistic zoning of Navarre established in article 5 of **FORAL ACT 18/1986** of 15 December on the Basque language was amended in relation to the content and the configuration of the zones in 2010, 2015 and 2017. In 2015, **FORAL ACT 4/2015** of 24 February extended the provisions regarding education for the mixed zone to the non-Basque-speaking zone. In 2017, 44 municipalities located in the non-Basque-speaking zone entered the mixed zone and one municipality in the mixed zone entered the Basque-speaking zone by means of **FORAL ACT 9/2017** of 27 June. These municipalities reached agreements at municipal plenary sessions to ask the Parliament of Navarre to review the zoning system. This modification was based on the development of the sociolinguistic situations of these municipalities.

With regard to the political and social effect of the linguistic zoning of Navarre, the different language rights recognised by law have been and still are a topic of recurrent social and political debate. Proof of this is that the need for new language legislation which surpasses the zoning of Navarre is a current issue in the community's ultimate forum of popular representation, the Parliament of Navarre, which in 2018 has set up a Special Commission to draft, if appropriate, a new bill on the Basque Language which goes beyond the current linguistic zoning system.

Zoning has become a pointless constraint on the management of language policy and the administration at a time when public administrations are increasingly providing services via *digital one-stop shops* which the citizens can access regardless of their place of residence. Additionally, the fact that the Basque language is only considered official in Navarre in the northern part of the community means that it is not regarded by the State administration as a true co-official language and the measures for the use of co-official languages are not applied in Navarre as normally as they are in other bilingual territories (as in the case of the issue of National Identity Documents in bilingual format described earlier).

- **The improvement in public funding for the language policy in Navarre.** In its previous report, the Committee of Experts warned that the overall budget of Euskarabidea had clearly decreased and that that could have a negative effect on the protection and promotion of the Basque language. The report submitted by the State shows that the budget of Euskarabidea passed from €2,138,251 in 2014,

representing 0.06% of the total budget of the Government of Navarre, to €6,224,644 in 2017, 0.15% of the Navarre government's budget. The budget of Euskarabidea in 2018 is €6,993,445 euros, which represents 0.17% of the total budget of the Government of Navarre.

- With regard to the **teaching of Basque to adults**, in addition to the increase in aid to the entities which give courses and offer grants to study Basque in adulthood, measures are being taken to guarantee the right of all citizens to know Basque. A special study has been conducted on the situation of supply and costs. Measures are expected to be adopted to guarantee free learning for people taking courses of this kind provided certain academic requirements are met.
- The **Navarre Basque Council** has been renewed. In the session it held on 22 March 2018, the Government of Navarre adopted an agreement by which new members of the Navarre Basque Council – Euskararen Nafar Kontseilua were appointed. Through this agreement, the advisory body will grow from 22 to 35 members. Its work is carried out through committees and new functions, such as reporting on the implementation of and compliance with the Strategic Plan for the Basque Language, have been added.
- In March 2017, the Government of Navarre, along with the Valencia Regional Government, **acceded to the General Protocol of Collaboration in the field of language policy** signed by the Regional Governments of Catalonia, the Basque Country, Galicia and the Balearic Islands, thereby establishing for the first time a framework of collaboration involving all those Autonomous Communities with their own official language according to the terms established in their respective statutes of autonomy. The Protocol establishes a general framework and methodology for the development of mutual cooperation in the field of communication, exchanging information on studies and research to monitor sociolinguistic development, the dissemination of the governments' electronic publications, the steps taken in the field of language rights and experiences with the implementation of language plans. In the field of terminology, the exchange of information on methodologies and work processes, criteria for terminology standardisation, terminology dissemination and implementation strategies, and implementation-level monitoring methods are provided for. With regard to the protection and use of the official languages in the sphere of the State administration and the EU, the adoption of measures and regulatory actions by the State and the EU will be promoted, as will the use of official languages other than Spanish in their institutions.