Legal status

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* This CD-ROM covers legal aspects up to the end of November 1997

The right to autonomy conceded to the regions and nationalities of Spain.

Before going into detail about the Basque language's legal status in Spain, it is worth highlighting the turning point marked by the 1978 Spanish Constitution, which recognised the right to autonomy of the regions and nationalities comprising Spain.

This meant the emergence of a series of autonomous regions, each with its own autonomous government and parliament and with a series of powers stipulated jointly by the Constitution and each region's Statute of Autonomy.

This is very important when we refer to a language's legal status, since although it is the autonomous regions that have the power to regulate the official status of their own local languages (apart from Spanish), the fact that the Autonomous Communities are limited by the Constitution and also by their own Statutes of Autonomy means, in practice that the central government also has a major say (a say which may not coincide with the laws that exist in the regional autonomies!) in determining the legal status of the native languages of each autonomous region.
Article 3 of the 1978 Spanish Constitution says the following:

1. Spanish is the official language of Spain. All Spaniards have the duty to know it and the right to use it.
2. The other languages which exist in Spain will be officially recognised in their corresponding autonomous regions and in accordance with said regions' Statutes of Autonomy.
3. The different languages which exist in Spain form a part of the country's cultural heritage and should therefore be respected and protected.

Scope of the official nature of languages other than Spanish.

As far as the scope of the official nature of other languages in Spain apart from Spanish goes, the Constitutional Court stipulated the following in its second legal principle of ruling number 82 of the 26th of June 1986:
"Although the Constitution does not define what an official language is but simply takes it for granted, the regulations which it lays down on this matter allow us to state that a language is official irrespective of its reality and weight in society, when it is recognised by the public powers as a normal means of communication in and between said public bodies and in their relationship with other individuals, with complete validity and legal effect. This is without prejudice to the fact that in specific settings, such as in legal matters and for specific purposes, such as to avoid defencelessness, international laws and treaties may also permit the use of non-officially recognised languages for those people who do not know the official ones."

In the light of this ruling by the Constitutional Court, it would seem that the "official nature" of a language is something which fundamentally affects public powers and the relationship both between said powers and with individual members of the public. However, when it comes to legal relationships between individuals, the principle of linguistic freedom prevails. This is notwithstanding the fact that a language's official nature also affects legal-private relationships since the legal system imposes conditions and contents of a linguistic nature for said relationships to have legal effect.
A person's obligation to know Spanish.

The public has an obligation to know Spanish but this same obligation does not exist with regard to Basque.

Whilst article 3.1. of the Constitution stipulates that Spanish is the official language of Spain and that all Spaniards have the duty to know it and the right to use it, neither the Basque Country's Statute of Autonomy nor the Basic Law for Normalising Basque language use, stipulate a corresponding obligation to know Basque.

This means that on paper Spanish has a preeminent position over Basque in the legal system.

However, it should be pointed out that there is no mention of a corresponding sanction should a person be found not to know Spanish. Therefore, and referring to what the Constitutional Court has indicated in relation to this constitutional obligation, we can conclude that said obligation is precisely what makes Spanish different from the rest of the official languages, both because it is the State's official language and is the common language of all Spaniards and also because the way the text is written assumes that the population knows the language.
Finally, the Constitutional Court has indicated that when a language is declared official, the public powers have the obligation to facilitate knowledge of said language, and hence in this sense "official nature" means providing language teaching and the corresponding possibility of access to language learning.

The Basic Spanish Law regulating the Education System of the 3rd of October 1990, which really regulates the way the education system is organised for the whole of Spain, gives a detailed explanation of the command of each official language which pupils should reach at each of the different educational levels, and states that at all levels pupils should have equal command of both the language of the autonomous region and Spanish.

Therefore, it is to be supposed that once pupils living in autonomous regions with two official languages have finished their compulsory education, they will have obtained the necessary qualifications in both Spanish and the official language of the autonomous region.
Basic laws in the Basque Autonomous Community.

The legal status of the two official languages of the Basque Autonomous Community is basically determined by: Article 3 of the Spanish Constitution, the Basque Country’s Statute of Autonomy and the Basic Law on the Normalisation of Basque Language Use.

Article 6 of Basic Law 3 of the 18th of December 1979, in the Basque Country’s Statute of Autonomy, stipulates the following:

1. The Basque language, the language of the Basque people, shall, together with Spanish, be recognised as an official language in the Basque Country, and all the inhabitants of the Basque Country will have the right to know and use both languages.

2. The public institutions of the Basque Autonomous Community, bearing in mind the Basque Country’s sociolinguistic diversity, will guarantee the use of both languages, will regulate their official nature and will arbitrate and regulate the measures and means necessary to guarantee their knowledge.

3. Nobody shall be discriminated against on language grounds.
Law number 10 of the 24th of November 1982 entitled the Basic Law for Normalising Basque Language Use defines in detail what having two official languages actually means. However, the aim of this law is not simply to regulate a situation in which two official languages are present. As its name suggests, the Law pursues the normalisation of Basque language use, and as a result its articles constantly mention the promotion of Basque language use by public authorities.

**Basic laws in the Autonomous Region of Navarre.**


Article 9 of Basic Law 13 of the 10th of August 1982 stipulates the following:

1. Spanish is the official language of Navarre.
2. Basque will also be considered as an official language in the Basque-speaking areas of Navarre. A regional law will define said areas, will regulate the official use of Basque and, within the general framework of Spanish legislation, will regulate the teaching of this language.
In this article, just like in the articles of all the other laws relating to the Basque language in the Autonomous Region of Navarre, the word "vascuence" (the Spanish term for the Basque language) is used rather than the word "euskara" (the Basque term for the Basque language) which is normally used in all the decrees issued in the Basque Autonomous Community. Obviously, both words have the same meaning, and the fact that different terms are used in no way means that different languages are being referred to. In fact, in the Basque versions of these laws in Navarre, the word "euskara" is used, just as it is used in the Basque versions of similar laws and decrees in the Basque Autonomous Community.

It should also be highlighted that the Basque language is only partially recognised as official and it is limited to Basque-speaking areas of Navarre (i.e. those where the Basque language is still alive) - areas which are to be defined by a subsequent Law of the Navarre Parliament.
Autonomous Law number 18 of the 15th of December 1986 says the following:

a) Both Spanish and Basque are declared as languages of Navarre with members of the public having the right both to know them and use them.

b) Likewise, Spanish and Basque are both official languages in Navarre: the former in general and the latter according to the terms stipulated by the law.

c) Navarre is divided up into three areas: Basque-speaking, mixed and non Basque-speaking. In each of these three areas there is a different degree of recognition of language rights.
In this section we will explain how Basque language use is regulated in the public sector. We will also explain individual's language rights when dealing with the public administration and the corresponding obligations which the administration has with regard to the public. We will also touch upon other matters such as regulating the use of official languages in administrative procedures and official place names, etc.

**Official language use in the public sector.**

*In the Public Administration within the Basque Autonomous Community.*

Members of the public have the right to choose which ever official language they wish to use in their dealings with the public administration and likewise they have the right to be attended in the official language of their choice.

Documents to be registered in any of the Basque administration's public registers will be registered in the official language in which they are written, with the guarantee that they be translated to the other official language of the Autonomous Community if needed for exhibition or certification.

All regulations, norms or official resolutions sent out by the public authorities in the Basque Autonomous Community must be written in both languages for official publication.

Likewise, any minutes, notifications or administrative communications written by the public authorities of the Basque Autonomous Community...
should appear in both languages, unless the interested parties choose expressly to use just one of the Autonomous Community’s official languages.

All stationary and official forms used by the public sector in the Autonomous Community should be written in both languages.

*In the Public Administration within the Autonomous Region of Navarre.*

As far as legal provisions in this field go, it should be pointed out that as well as the provisions made for the whole of the autonomous region’s geographical area, such as the publication in Basque and Spanish of two separate but simultaneous editions of the Official Bulletin of Navarre and the Official Bulletin of the Navarre Parliament, and the establishing of an official Basque-Spanish translation service by the Navarre Government, the regulation of Basque language use in the Administration depending upon its geographical location, is also regulated and is described below.

The Basque-speaking area.

The way Basque is regulated in the public administration of this area is predetermined by the fully official status of the Basque language in the area and hence:
* Members of the public have the right to choose which official language they wish to use in their dealings with the administration and likewise they have the right to be attended in the official language of their choice.

* All administrative actions are valid and have full legal effectiveness whichever of the two official languages is used.

* Any minutes, notifications or administrative communications written by the public authorities shall appear in both languages, unless the interested parties choose expressly to use just one of the Autonomous Community's official languages.

* All entries made in official registers will be done so in the official language in which the document is written and, where necessary, also in Spanish. Copies of the entries and certificates will be issued in either one of the official languages.

The mixed area.

* The public has the right to use both Basque and Spanish when approaching the Navarre administration in this area. It is understood that therefore the administration is obliged to accept all communications received in Basque and recognise their validity.
The non Basque-speaking area.

Although the public has the right to approach the Navarre public administration in these areas in Basque, the administration may ask the individual in question to translate the missive into Spanish or to use the Navarre Government's official translation service.

The language used in administrative procedures.

Although which language is used in administrative procedures is simply one more aspect of its official use, we are going to deal with this matter separately, since in this case different regulations are applicable depending upon whether one refers to the language used in central government offices situated in the Basque Country and Navarre or whether it refers to local or autonomous government offices.

In central government offices.

Spanish Parliamentary law number 30 of the 26th of November 1992, stipulates that all procedures conveyed by the central government will be done so in Spanish, although it does add that those individuals who approach central government offices in a regional autonomy may use the official language of the autonomous
region, and hence all procedures will be dealt with in the language chosen by the individual, unless in the case of several people being involved in the transaction there is some discrepancy as to the language to be used, in which case Spanish shall be used although any documents or reports required by the interested parties shall be issued in the official language chosen by the parties.

In the offices of the public administration of the Basque Autonomous Community (i.e. autonomous and local government offices).

Law 10/1982 on the Normalisation of Basque Use says that in those cases in which more than one person is involved, the language chosen by mutual agreement between the parties will be the language used.

In the offices of the public administration of the Autonomous Region of Navarre.

In the Basque-speaking area, in those cases in which more than one person is involved, the language chosen by mutual agreement between the parties will be the language used.
People who work in the administration and what happens when there are two official languages.

Both the laws which regulate the official status of Basque and the regulations governing those people who work for the administration contain dispositions regarding how the two official language status of a region affects people who work in the administration.

*The Basque public administration (i.e. autonomous and local government offices).*

In developing and applying the provisions of Law 10/1982 on the Normalisation of Basque Use and Law 6/1989 on the Basque Civil Service, a system has been set up by which knowledge of Basque is obligatory in a certain percentage of jobs and is considered as an additional merit in the remainder.

The percentage of jobs for which knowledge of Basque is obligatory is directly related to the knowledge of Basque of the population which the government office in question serves.

Another feature of the Basque administration is that the Basque language introduction process has been divided up into several five-year periods. Civil
servant language ability targets and the measures to be adopted as well as means to be used to achieve the pre-set aims are laid down for each period.

*The Navarre public administration (i.e. autonomous and local government offices).*

Those government offices located in the Basque-speaking areas should indicate which are the jobs for which knowledge of Basque will be obligatory. In the remaining jobs in the Basque speaking area, knowledge of Basque will be considered as an additional merit.

In the mixed area, the public administration does not have to designate jobs for which Basque is an obligatory requirement: in fact this is something which is optional. Likewise, it is optional whether the administration in this area considers knowledge of Basque as something which constitutes merit when opting for a post in the administration.

Finally, bearing in mind that the central services offered by the Navarre government are in the mixed area, and that the government's activity is obviously aimed at covering the needs of all the population, bilingual services are set up in the administration which guarantee that a member of the public can be attended in Basque whenever he/she so wishes.
Central government offices.

Decree number 20 of July 1990 from the Ministry for Public Administration lays down a series of regulations regarding the knowledge of the officially recognised languages for posts in central government offices situated in autonomous regions.

This decree envisages designating some posts for which knowledge of Basque is obligatory and others for which knowledge of Basque is considered as worthy of merit.

However, at least in the case of the Basque Autonomous Community and Navarre, these provisions have not come into effect.

Place names.

The Basque Autonomous Community.

Article 10 of Law 10, of the 24th of November 1982 on the Normalisation of Basque lays down the criteria to be followed when deciding upon official place names in the Basque Autonomous Community.

* Official place names should respect the Basque, Romance or Spanish origin of the name as well as its correct spelling according to its linguistic origin.
* When there are two vastly different names for the same place: one in Basque and the other in Spanish, both will be considered official.

* It is the task of the Basque Government, Provincial Governments and Local Councils to decide upon official place names in accordance with their powers.

* If local councils/governments and the Basque Government have conflicting opinions on official names, it will be the Basque Government (after consulting the Royal Academy of the Basque Language) that will have the final say.

The Autonomous Region of Navarre.

Article 8 of Autonomous Law 18 of the 15th of December 1986 on the Basque language regulates matters referring to place names in the Autonomous Region of Navarre:

* In the Basque-speaking area, official names will be in Basque, unless a different name exists in Spanish, in which case both will be used.
* In the mixed and non Basque-speaking areas, the official place name shall be the one which is currently used, unless, in the case of those names which are expressed in Spanish, there is a different, original, traditional name in Basque, in which case both names shall be used.

* The Navarre Government (after consultation with the Royal Academy of the Basque Language) will decide the place names of the Autonomous Region of Navarre, with the exception of street names which will be decided by the local councils.
Even though those laws which regulate the official nature of Basque in the Basque Autonomous Community and the Autonomous Region of Navarre refer to the public's right to use the official language of their choice in their dealings with the legal system, the fundamental law which governs this matter is a Basic Law passed by the Spanish Parliament: The Basic Law of the Judiciary.

Using Basque in the legal system.

In accordance with the respective laws regulating the official status of Basque in the Basque Autonomous Community and the Autonomous Region of Navarre, the public has the right to use the official language of their choice in their dealings with the legal system in the Basque Autonomous Community and in the Basque-speaking area of the Autonomous Region of Navarre.

Basic Law number 6 of the 1st of July 1985 (passed by the Spanish Parliament) relating to the judiciary, modified by Basic Law number 16 of the 9th of November 1994, specifies and clearly defines the official linguistic nature of legal actions and states in principle that in all legal actions, judges, magistrates, prosecutors, secretaries and other civil servants working in courts and tribunals will use Spanish (the official language of Spain) although it does also say that these same people may use the official language of the corresponding Autonomous Region, if none of the parties acting in the trial offers any objection nor alleges a lack of knowledge of the language and hence defencelessness.

At the same time, the parties to the case may use the official language of the autonomous region where the legal proceedings are taking place both in written and spoken declarations.

All legal letters, documents and procedures in Basque are valid in the Basque Autonomous Community and the Basque-speaking area of Navarre.
Magistrates, judges, court officers and civil servants working in the judiciary and knowledge of Basque.

The Basque Country's Statute of Autonomy states that when looking for a candidate to fill a vacancy within the legal system of the Basque Autonomous Community, knowledge of Basque will be considered as of special merit.

Article 341 of the Basic Law on the Judiciary also stipulates that knowledge of Basque will be valued as of merit when covering vacancies reserved for members of the legal profession in jurisdictional bodies in those autonomous regions which have their own language.

This provision valuing knowledge of the language of the autonomous region has not become effective, since the regulations to develop this law have not yet appeared.

As far as court officers and other staff working in the legal system are concerned (auxiliary staff, officials and forensic scientists), the provisions contained in the Organic Law of the Judiciary have been developed by their corresponding regulations and knowledge of the corresponding regional language is considered as worthy of merit when searching for candidates to cover vacancies in autonomous regions with their own language.
Those laws which regulate the official status of the Basque language in the Basque Autonomous Community and the Autonomous Region of Navarre refer a great deal to regulating the use of Basque in pre-university education. However, it should also be said that the Statutes of the public universities of these Autonomous Regions do also envisage the use of Basque.

Non-university education.

The Basque Autonomous Community and the Autonomous Region of Navarre have something in common which sets them apart from the other autonomous regions of Spain that have their own language. That something is that they have both established a "language separate" education system at non-university education levels. This system guarantees a person's right to choose the language they are to be taught in and establishes the following three different language models according to the language used to teach the different school subjects:

* one model in which all teaching is in Basque, with Spanish taught as a separate language subject
* another in which all teaching is in Spanish, with Basque taught as a separate language subject
* a third model in which some subjects are taught in Basque and others in Spanish.

It should be said that in the case of the Autonomous Region of Navarre, the education system I have just described is only completely available (i.e. a person has the right to choose the educational model they wish and is guaranteed some teaching in Basque) in the Basque-speaking area of the region.

The right to opt for any of three different educational models is recognised for pre-university education.
This means that Basque is not a compulsory subject in either the mixed area or in the non Basque-speaking area and the administration will only allow Basque classes to be given when pupils request them and once a series of conditions have been fulfilled and an administrative report written.

Finally, it should be pointed out that both the Administration of the Basque Autonomous Community and the Administration of the Autonomous Region of Navarre guarantee that the staff who teach in those educational models in which the school curriculum is given totally or partially in Basque, have the necessary command of Basque. Both administrations have also embarked upon ways for the degree of language competence in Basque of the teaching staff to increase as the demand for education in Basque increases.

**University education.**

*The Basque Autonomous Community*

There are several public universities in the Basque Autonomous Community and the Autonomous Region of Navarre which mention the matter of Basque in their Statutes.
The Statutes of the University of the Basque Country which were approved by a Decree on the 18th of March 1985, contain a Title which refers to the regulation of the use of official languages.

The most relevant aspects of this Title are the following:

* The official languages of the University of the Basque Country are Basque and Spanish.

* University students have a series of linguistic rights including the right to receive and give classes in either of the two official languages, the right to write reports, take tests or exams in either of the official languages and the right to carry out and publish research work in either of the official languages.

* The university guarantees the translation into the other official language of all the documents, written texts, reports, texts or exams which may be necessary.

* The university will plan with a view to normalising Basque in teaching and research work and will take the necessary measures to both increase the language ability of existing teaching staff and recruit new bilingual teaching staff.
The Statutes of the Public University of Navarre, approved by an agreement of the Navarre Government’s Cabinet on the 20th of February 1995 and ratified by Autonomous Decree 68/1995 of the 13th of March also refer to linguistic matters. The following are some of the more relevant points:

* Spanish and Basque are both declared as university languages and the right of all university students to know them and use them is recognised.

* A list of linguistic rights for students is recognised including, amongst others, the right to present and publish pieces of research in any of the languages recognised by the university and the right to receive and give lessons and carry out pieces of work, exams or tests in Basque in those subjects which the university offers in Basque, in accordance with the terms laid down by the law.

* The University also commits itself to plan and adopt measures to promote the normalisation of Basque in its activities, developing a policy of training and contracting teaching and administrative and service staff so as to introduce teaching in Basque and to guarantee Basque use in administrative and labour relations, within the framework stipulated by the law.
The laws governing the official status of the Basque language in the Basque Autonomous Community and the Autonomous Region of Navarre include provisions relating to the use of Basque in the media. The degree of development and effectiveness of these provisions is different in the Basque Autonomous Community and the Autonomous Region of Navarre.

### The Basque Autonomous Community.

Chapter III of Title II of law number 10 of the 24th of November 1982 relating to the Normalisation of Basque Use deals with the subject of Basque use in the media in the following terms:

* It recognises the public's right to receive media information in both Basque and Spanish and says that to this end the Basque Government will take all the necessary steps to increase the presence of Basque in the media, with a tendency towards progressively balancing more evenly the use of both official languages.

* Likewise it stipulates that the Basque Government will give preferential treatment to Basque language use in the media in the Basque Autonomous Community so as to guarantee the equality of both Basque and Spanish.

* The Basque Government will promote language normalisation in Spanish (State) radio and television stations to ensure that Basque has an adequate presence.

* The government will adopt measures aimed at promoting Basque use in the following areas; radio programmes, press and publications, the film industry, the theatre and shows and other means of producing sound and pictures.
Basque Parliamentary law 5 of the 20th of May 1982 created Basque Public Television and Radio. This public body manages two television channels, one of which broadcasts entirely in Basque and several radio stations, two of which also broadcast exclusively in Basque.

The Basque Government's regulations covering radio transmission in f.m. in the Basque County also refer to the use of Basque.

Thus, when a company applies for a licence to broadcast on f.m. radio in the Basque Country, the matter of the equal use of both of the autonomous community's two official languages is a factor taken into consideration when awarding said licence.

Also the regulations governing the broadcasting of local (municipal) f.m. radio in the Basque Autonomous Community (Decree 138 of the 22nd of March 1994) lays down that these local radio stations must broadcast a percentage of their programmes in Basque proportional to the percentage of the population which knows said language in the municipality.
The Autonomous Region of Navarre.

Autonomous Law 18 of the 15th of December 1996 relating to the Basque language stipulates that the public administration will encourage the progressive presence of Basque in public and private media and that, to this end, the Navarre Government will draw up economic and material support plans so that the media gradually get used to using Basque in a habitual way.

Although the Law contains provisions relating to the presence of the Basque language in radio and television stations managed by the Navarre Government, it should be highlighted that there are as of yet no radio or television stations run by the Autonomous Region of Navarre.

Finally, the law stipulates that the Navarre Public Administration will protect those cultural and artistic shows, books, audio-visual productions and other activities produced in Basque.
Women are not officially recognised as an official language in France. The regulations governing the use of languages classified as "regional" or "local" are very limited and refer strictly to the field of education.

Basque is not recognised as an official language in the French Basque Country.

Under Constitutional Law 92-554 of the 25th of June 1992, a sub-paragraph was added to the Constitution of the 4th of October 1958 to stipulate that the language of France is French.

It is only in the field of education that any legislation or regulations appear considering the existence of so-called "regional languages". In fact Law 51-46 of the 11th of January 1951 (The Deixonne Law) when referring to the teaching of local languages and dialects, contemplates the optional inclusion of teaching local dialects and languages in schools. As far as the university goes, the creation of regional studies institutes with professorships for teaching local languages, literature and folklore is foreseen if the faculty or university councils recommend as such and after a proposal has been made by the Higher Board of National Education. To this end new diplomas, graduation qualifications and doctoral theses are foreseen.

In a similar vein, law 75/620 on education stipulates that regional languages and cultures can be promoted throughout schooling.
In non-educational environments, Law 94-665 of the 4th of August 1994 which regulates the use of French (The Toubon Law) attempts to impose the use of French in labour relations, in trade and in public services and draws up a series of provisions to this end (the obligatory use of French, the prohibition of using foreign terms, etc.). However, it is expressly mentioned that the provisions of this law do not oppose the use of the regional languages of France and that they will be applied without prejudice to the legislation and laws relating to said regional languages.

On the other hand, article 11 of this law covers the use of languages other than French for the teaching of regional cultures and languages as an exception to the general rule established as French as a language for education, exams theses, and reports written by public and private teaching establishments.