Language policy and planning in the Basque Autonomous Community (BAC)

Patxi Baztarrika
Deputy Minister for Language Policy of the Basque Government

Cardiff (Wales)
4th October 2016
KINGDOM OF SPAIN:

Basque Autonomous Community (BAC)

Navarre

Basque speakers: 85.8% of the total of Basque speakers

BAC

Population: 3,136,594
Bilinguals: 943,000

Km²: 21,000

FRECH REPUBLIC:

Northern Basque Country

Basque speakers: 5.4% of the total of Basque speakers
# TABLE OF CONTENTS

1. The legal framework
   1.1. The Basque Statute of Autonomy (1978)
   1.2. The Basic Law for the Standardisation of Basque Use (1979)
   1.3. Sectoral development of the Basque Language Law.
   1.4. Other regulatory developments

2. Language planning
   2.1. General planning tools
   2.2. Sectoral planning tools
   2.3. The objectives of language planning

3. The social evolution of Basque in the Basque Autonomous Community.

4. Where do we go from here?
1. The legal framework
• The Spanish Constitution (1978).

• The Basque Statute of Autonomy (1979).

• The Basic Law for the Standardisation of Basque Use (1982).
1.1. The Basque Statute of Autonomy

• Basque, as the language of the Basque people, is, alongside Spanish, an official language.

• Everybody has the right to know and use both official languages.

• The Basque Parliament and Government must guarantee these rights.
1.2. The Basic Law for the Standardisation of Basque Use

The public are granted the following language rights:

• The right to contact the administration or any other body or entity (either in writing and/or orally) in Basque or in Spanish.

• The right to be taught in both official languages.

• The right to receive publications, radio and television programmes and other kinds of media in Basque.

• The right to go about their professional, workplace, political and trade-union activities in Basque.

• The right to use Basque at any meeting.
1.2. The Basic Law for the Standardisation of Basque Use

• The obligations of public powers.

• Developing a planning framework and measures for standardising Basque use:
  o The administration.
  o Place names.
  o Education.
  o Adults Basque learning
  o The media.
  o Social life (culture, the socioeconomic field, ICTs, leisure, etc.).
  o A place to meet (The Basque Language Advisory Board).
2. Language planning
Strategy: main areas of action

- Corpus of the language: standardization and standardization.
- Status of the language.
  a) Legal status: linguistic rights.
  b) 6 key of language policy for the revitalization of Basque
     - Family transmission
     - Education: non-university education.
     - System and network of Basque learning centers in adulthood. HABE
     - Administration
     - Media
     - Public-private partnership in promoting the social use of Basque. ICTs and socioeconomic level (LanHitz + Bikain)
2.1. General planning tools

- Basque promotion action plan – ESEP (2012).
- The Strategic Agenda for Basque (The Basque Government, 2013-2016).
- Where do we go from here? (2016).
2.2. Sectoral planning tools

- Five-year plans for Basque use in the Basque administration.
- Five-year plans for Basque use in the Basque Health Service (Osakidetza).
- Specific Basque use plans for the Basque police force.
- Basque use plans in the judicial system.
- Basque use plans at the University of the Basque Country.
- Basque use plans at EITB (Basque radio and television).
- Basque use plans in private companies receiving Basque Government funding (over 400 companies, Euslan, agreements).
Uneven development of Basque


Source: 5th sociolinguistic survey, 2011
Prepared by the author
Uneven development of Basque

Evolution of people who speak in Basque as much or more than in Spanish/French. Basque Country, 1991-2011 (%)

Source: 5th sociolinguistic survey, 2011
Prepared by the author
The case of Basque: a paradigmatic case

Evolution of Basque speakers 1867-2011 (%)

Source: population and housing census
Prepared by the author
3. The social evolution of Basque in the Basque Autonomous Community (BAC)
“Totting up” the last 30 years (1981-2011):

Triple growth: demographic, geographic and functional

+ 318,000 more Basque-speakers
+ 156,000 more *passive* Basque-speakers
- 400,000 fewer monolingual Spanish-speakers

Total population: 38,000 inhabitants more

(amongst the “over-5s” in the Basque Autonomous Region)
The evolution of language competence. BAC, 1981-2011 (%)

Source: population and housing census
Prepared by the author
3. The social evolution of Basque in the BAC

Evolution of the Basque-speaking population by age groups. BAC, 1981-2011 (%)

**1981**

<table>
<thead>
<tr>
<th>Age groups</th>
<th>1981</th>
</tr>
</thead>
<tbody>
<tr>
<td>5-9</td>
<td>20,1</td>
</tr>
<tr>
<td>10-14</td>
<td>19,4</td>
</tr>
<tr>
<td>15-19</td>
<td>18,6</td>
</tr>
<tr>
<td>20-24</td>
<td>18,6</td>
</tr>
<tr>
<td>25-29</td>
<td>19,1</td>
</tr>
<tr>
<td>30-34</td>
<td>19,2</td>
</tr>
<tr>
<td>35-39</td>
<td>19,8</td>
</tr>
<tr>
<td>40-44</td>
<td>21,6</td>
</tr>
<tr>
<td>45-49</td>
<td>24,2</td>
</tr>
<tr>
<td>50-54</td>
<td>26,5</td>
</tr>
<tr>
<td>55-59</td>
<td>31,9</td>
</tr>
<tr>
<td>60-64</td>
<td>33,2</td>
</tr>
<tr>
<td>65-69</td>
<td>33,2</td>
</tr>
<tr>
<td>70-74</td>
<td>33,6</td>
</tr>
<tr>
<td>75-79</td>
<td>31,8</td>
</tr>
<tr>
<td>80-84</td>
<td>26,4</td>
</tr>
</tbody>
</table>

**2011**

<table>
<thead>
<tr>
<th>Age groups</th>
<th>2011</th>
</tr>
</thead>
<tbody>
<tr>
<td>5-9</td>
<td>79,1</td>
</tr>
<tr>
<td>10-14</td>
<td>79,1</td>
</tr>
<tr>
<td>15-19</td>
<td>73,3</td>
</tr>
<tr>
<td>20-24</td>
<td>84</td>
</tr>
<tr>
<td>25-29</td>
<td>57,8</td>
</tr>
<tr>
<td>30-34</td>
<td>46,5</td>
</tr>
<tr>
<td>35-39</td>
<td>38,6</td>
</tr>
<tr>
<td>40-44</td>
<td>32,2</td>
</tr>
<tr>
<td>45-49</td>
<td>28,3</td>
</tr>
<tr>
<td>50-54</td>
<td>26,9</td>
</tr>
<tr>
<td>55-59</td>
<td>24,5</td>
</tr>
<tr>
<td>60-64</td>
<td>21,5</td>
</tr>
<tr>
<td>65-69</td>
<td>21,1</td>
</tr>
<tr>
<td>70-74</td>
<td>20,5</td>
</tr>
<tr>
<td>75-79</td>
<td>22,9</td>
</tr>
<tr>
<td>80-84</td>
<td>26,4</td>
</tr>
<tr>
<td>85+</td>
<td>24,8</td>
</tr>
</tbody>
</table>

Source: population and housing census
Prepared by the author
3. The social evolution of Basque in the BAC

Language passed on to children by parents’ Basque knowledge. BAC, 2011 (%)

Source: 5th sociolinguistic survey, 2011
Prepared by the author
Evolution of Basque language use. BAC, 1991-2011 (%)

Source: 5th sociolinguistic survey, 2011
Prepared by the author
How Basque use has evolved amongst those who use Basque as much as/more than Spanish – by age groups. BAC,1991-2011 (%) 

Source: 5th sociolinguistic survey, 2011
Prepared by the author
How Basque use has evolved amongst those who use Basque as much as/more than Spanish in formal situations. BAC, 1991-2011 (%)

Source: 5th sociolinguistic survey, 2011
Prepared by the author
The evolution of attitudes towards Basque language promotion. BAC, 1991-2011 (%)

Source: 5th sociolinguistic survey, 2011
Prepared by the author
3. The social evolution of Basque in the BAC

Other data relating to the growth of Basque

AUTOMATIC TRANSLATION:

• 4 language pairs:
  ✓ Basque-Spanish
  ✓ Spanish-Basque
  ✓ Basque-English
  ✓ English-Basque

• 50,000 translations per day (average)

WIKIPEDIA:

• Articles in Basque: 257,429 (out of a total of 41,602,468)

• Basque is in 31st position in Wikipedia, by number of articles
3. The social evolution of Basque in the BAC

Other data relating to the growth of Basque


Source: University of the Basque Country
Prepared by the author
Other data relating to the use of Basque

THE PUBLIC ADMINISTRATION:

• Employees able to do their job in Basque:
  ➢ 1989: 23 %
  ➢ 2015: 60 %
Evolution of the different teaching models in non-university education. BAC, 1983/84-2015/16 (%)
3. The social evolution of Basque in the BAC

Evolution of language models in non-university education. BAC, 1983/84-2015/16 (%)

Source: EUSTAT
Prepared by the author
HABE. Basque language courses for adults

Network of Basque language academies recognised by HABE

• 103 Basque language academies (euskaltegis).
  – 39 owned by local councils.
  – 64 in private hands (2 are boarding).

• 1,400 teachers.

• 30,000 / 35,000 students per year.

• 4,500 new Basque speakers per year.

• 6,200 students per year at official language schools.

• Total number of students per year: 41,200 (figures for the 2015-2016 academic year).
Other areas of language planning

The administration:

• A system of language profiles.

A policy of subsidies and public/private collaboration in:

• The media.
• The socio-economic field.
• ICTs.
• Basque language academies (euskaltegis)
• A total of €45,000,000 was spent in 2015 on public-private subsidies.
Between 1983 and 2012 the Basque Government spent 1,875,458,041 euros (1.24% of the Basque Governments total budget) on fostering, supporting and promoting Basque use – i.e. on the language policies developed in the Basque Country.
The budget for Basque promotion policies in 2014

- Total expenditure per year of all public administrations on promoting Basque: **150,117,606 euros**.
- Of this amount, **two thirds** (95,805,937 euros) was spent by the Basque Government.
A total of 727 people are employed in jobs relating to Basque language promotion in all the administrations.

Of these, 62.45% of the total by the Basque Government (454 people).
4. Changes in the sociolinguistic profile of Basque speakers
Evolution of the Basque-speaking population by mother tongue. BAC, 1991-2011 (%)

<table>
<thead>
<tr>
<th></th>
<th>1991</th>
<th>2011</th>
</tr>
</thead>
<tbody>
<tr>
<td>Basque mother tongue</td>
<td>71,4</td>
<td>46,9</td>
</tr>
<tr>
<td>Bilingual from birth</td>
<td>8,1</td>
<td>10,9</td>
</tr>
<tr>
<td>“new” Basque-speakers</td>
<td>20,4</td>
<td>42,2</td>
</tr>
</tbody>
</table>

Source: population and housing census
Prepared by the author
Bilingual population according to fluency in Basque.
BAC, 2011 (%)

Source: 5th sociolinguistic survey, 2011
Prepared by the author
Bilinguals language use at home according to mother tongue. BAC, 2011 (%)

L1 Basque
- Basque: 66.7%
- Basque and Spanish: 18.4%
- Spanish: 14.9%

L2 Basque
- Basque: 82%
- Basque and Spanish: 11%
- Spanish: 7.1%

Source: population and housing census
Prepared by the author
5. Where do we go from here?
Where do we go from here?

- A consensus document drawn up by the Deputy Ministry for Language Policy and passed by the Basque Language Advisory Board, the Basque Government and the provincial councils defines for the next 20 years (2016-2036):
  - The bases for language policy.
  - Demo-linguistic projections.
  - A framework of priorities.
The demo-linguistic projection for 2036. Imagining the society of the future.

Four parameters:

• Language competence in Basque: number of speakers.
• Basque transmission: L1 (mother tongue).
• Non-university education.
• Adult Basque learning.
Evolution of language competence. BAC, 2011-2036 (%)

Source: “Where do we go from here?”. Basque Advisory Council, 2016
Prepared by the author
5. ¿Where do we go from here?

Evolution of language competence. BAC, 1981-2036 (%)

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Basque speakers</td>
<td>431,136</td>
<td>531,966</td>
<td>639,296</td>
<td>749,182</td>
<td>1,089,165</td>
</tr>
<tr>
<td>Passive Basque speakers</td>
<td>240,426</td>
<td>327,135</td>
<td>361,006</td>
<td>396,691</td>
<td>366,852</td>
</tr>
<tr>
<td>Spanis speakers</td>
<td>1,297,476</td>
<td>1,155,755</td>
<td>984,656</td>
<td>910,032</td>
<td>745,098</td>
</tr>
<tr>
<td>Total</td>
<td>1,969,038</td>
<td>2,014,856</td>
<td>1,984,958</td>
<td>2,056,136</td>
<td>2,201,114</td>
</tr>
</tbody>
</table>

Source: “Where do we go from here?”. Basque Advisory Council, 2016
Population and housing census
Prepared by the author
5. ¿Where do we go from here?

Evolution of language competence by age groups
BAC,2011-2036 (%)

Source: “Where do we go from here?”. Basque Advisory Council, 2016
Prepared by the author
Evolution of mother tongue. BAC, 2011-2036 (%)

2011
- L1 Basque or both: 23.6%
- L1 Spanish/other: 76.4%

2036
- L1 Basque or both: 30.5%
- L1 Spanish/other: 69.5%

Source: “Where do we go from here?”. Basque Advisory Council, 2016
Prepared by the author
Evolution of mother tongue by age groups
BAC,2011-2036 (%)

Where do we go from here?

5. Where do we go from here?

Evolution of mother tongue by age groups
BAC,2011-2036 (%)

<table>
<thead>
<tr>
<th>Age Group</th>
<th>2011 Basque or both (%)</th>
<th>2011 Spanish/other (%)</th>
<th>2036 Basque or both (%)</th>
<th>2036 Spanish/other (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>≥ 50</td>
<td>22.6</td>
<td>77.4</td>
<td>51.2</td>
<td>48.8</td>
</tr>
<tr>
<td>25-49</td>
<td>20.7</td>
<td>79.3</td>
<td>33</td>
<td>67</td>
</tr>
<tr>
<td>5-24</td>
<td>32.1</td>
<td>67.9</td>
<td>20.9</td>
<td>79.1</td>
</tr>
</tbody>
</table>

Source: “Where do we go from here?”. Basque Advisory Council, 2016
Prepared by the author
5. Where do we go from here?

Evolution of language models in non-university education. BAC, 2015/16-2035/36 (%)

<table>
<thead>
<tr>
<th>Year</th>
<th>A</th>
<th>B</th>
<th>D</th>
</tr>
</thead>
<tbody>
<tr>
<td>2015/2016</td>
<td>66.3</td>
<td>18.6</td>
<td>14.5</td>
</tr>
<tr>
<td>2035/2036</td>
<td>81.3</td>
<td>16.5</td>
<td>1.7</td>
</tr>
</tbody>
</table>

Source: “Where do we go from here?”. Basque Advisory Council, 2016
Prepared by the author
New adult Basque speakers/year in 2013:

4,500 new adult Basque speakers
Framework of priorities

Current starting point:
- The paradoxes of growth.
- Society is changing in the way it uses and consumes language.
- A new profile of Basque speakers.
- New realities, new language identities, new challenges.

Main challenges:
- Continue with the social growth of Basque, both in knowledge and use.
- Avoid making the social imbalance between Basque and Spanish something ingrained by encouraging non-formal Basque use and making Basque the habitual language of an increasing number of people.
- Maintain and gradually increase the proportion of people who have Basque as their mother tongue today.

Main priorities:
- Maintain what has been achieved so far.
- Youth.
Priorities

The macrosocial dimension:

- Social support: framing the discourse.
- Social support: legitimacy to use Basque.
- Legal status.
- The “territory” of Basque.
- Language policy: Spain and Europe.

The microsocial dimension:

- Network of relations and the language competence of interlocutors.
- Compacting the language community.

The individual dimension:

- Relative Basque competence.
  - Language optimisation of the education system.
  - Effectiveness of the adult Basque learning process.
- Motivation.
Priorities

The macrosocial dimension:

- Social support: framing the discourse.
- Social support: legitimacy to use Basque.
- Legal status.
- The “territory” of Basque.
- Language policy: Spain and Europe.
Priorities

The microsocial dimension:

• Network of relations and the language competence of interlocutors.
• Compacting the language community.
Priorities

The individual dimension:

• Relative Basque competence.
  ✓ Language optimisation of the education system.
  ✓ Effectiveness of the adult Basque learning process.

• Motivation.
Eskerrik asko!

Diolch!